

Where do our resources come from?

Mapping of Technical and Financial Partners of the LBTQ Movement in Francophone West Africa and Cameroon in 2021

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AQYI: African Queer Youth Initiative

CoRC-Benin: Community-based response to COVID-19 in Benin

EGIDES: Alliance Internationale Francophone pour l'Égalité et les Diversités (International Francophone Alliance for Equality and Diversities)

MSM: Men who have sex with men

WSW: Women who have sex with women

FHI 360: Family Health International 360

ISDAO: Initiative Sankofa d'Afrique de l'ouest

ITF: International Trans Fund

LBTQ: Lesbian, Bisexual, Trans, Queer

HIV: Human immunodeficiency virus

AIDS: Acquired immunodeficiency syndrome

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It would be remiss of us not to mention the various technical and financial partners supporting LBTQ groups in the regions covered by this study, namely francophone West Africa and Cameroon. Their availability and the information they provided allowed us to have a more in-depth reading of the resources available to the LBTQ movement, as well as the initiatives they support.

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Executive Summary

The growth of the LBTQ movement in francophone West Africa and Cameroon implies the presence of a diversity of programs and technical and financial partners. The purpose of this study is to get a snapshot of the LBTQ movement in terms of the technical and financial partners operating in these regions at the time of data collection (year 2021), and highlight the various issues surrounding funding agenda and programs as well as the challenges faced by LBTQ organizations and communities when it comes to technical and financial support. This report also includes recommendations made by the communities themselves to guide future funding and technical support agendas.

The report is based on contextual data and the analysis of results from selfadministered questionnaires as well as a series of semi-structured interviews conducted with thirty-six (36) organizations (including technical and financial partners) and five (5) independent activists. This mapping, focused exclusively on LBTQ organizations and activists as well as the partners who support them in francophone West Africa and Cameroon, is the first of its kind and aims to paint a picture of the funding and technical support landscape, and shed light on the needs and perspectives of the L-B-T-Q movements.

Findings revealed that although funds allocated to the LBTQ movement in these regions have increased over the years, funding is still insufficient and not easily accessible or available. This reality is even more stark for newly-established groups or those located outside of capital cities. Moreover, organizations that are already largely dependent on external funding face serious difficulties in mobilizing resources to realize their objectives. Indeed, up to 52% of the organizations enrolled in this study described their resource mobilization capacities as weak, 28% described them as average, 12% as good and 8% as very weak.

Organizations were also asked about funding flexibility and relevance relative to the challenges of the movement. While 55% of organizations surveyed stated that the funding available did not allow them to address issues of priority to them, 33% felt satisfied by the current situation. At the same time, technical and financial partners involved in the study indicated that they mainly rely on surveys, studies and recommendations produced by LBTQ groups and activists to identify their priority areas for funding. Nevertheless, some technical and financial partners show flexibility and allow organizations to define for themselves the areas they wish to work on.

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The study also identified the needs of LBTQ groups and organizations that would require more intervention from partners, whether technical or financial. In terms of health for example, accessibility to hormone therapy and completeness of health care, as well as availability of mental health and domestic violence programs were mentioned as major needs. Other needs such as educating health care providers and communities on medically-assisted reproduction were also identified. In terms of human rights and development, respondents raised the importance of supporting advocacy and development actions of LBTQ organizations and the movement through multi-year and intersectional funding. Lastly, security was raised as a major challenge for organizations and activists. The latter recommend the establishment of shelters as well as support mechanisms for communities so that they can be autonomous and independent and better contribute to the struggle. We therefore note some discrepancies between the areas of intervention of financial partners and the current needs of LBTQ groups and activists, even if efforts continue to be made on both sides to address these divergences.

With regard to technical support to the LBTQ movement, the general observation is that current efforts are insufficient, and when such support is available, it is not accessible to the organizations or does not respond to their capacitybuilding needs. For instance, several trans groups reported that the technical support programs of the new Global Fund funding model were inadequate for their actual needs. In fact, this model is mainly geared toward initiatives against HIV/AIDS whereas the communities have identified other needs as being of priority.

It should however be noted that this study puts forward recommendations to both technical and financial partners and LBTQ organizations and activists. Among the recommendations to technical and financial partners, we can cite: making funding available for activities and areas of intervention identified by activists themselves; increasing resources and granting them directly to the groups who are experts in their own issues; setting up specific funding programs, including core funding for organizations; improving or developing funding processes accessible to independent activists. In terms of technical support, the need to conduct thorough needs analysis before program implementation was often highlighted. Recommendations to organizations and activists include making better use of the knowledge produced through studies/research for funding application; formalizing community consultation processes at the grassroots level; establishing knowledge transfer and learning processes within organizations and communities.

1. Introduction

1.1. Background

Queer African Youth Network (QAYN) is a queer feminist organization founded in 2010 with the aim of establishing an extensive support network to promote the well-being and safety of lesbians, gays, bisexuals, transgender and queer people in francophone West Africa and Cameroon. For us, well-being means the self-determination to become agents of our own lives; the freedom to be ourselves, free from harm; the stability to obtain and maintain what we value most, and access to adequate resources to live with dignity.

As part of its interventions, QAYN often advocates for or conducts communitybased research that guides the development of programs and interventions. This research places communities at the center of actions and is intended to bring their voices to the forefront, especially in contexts as dynamic as francophone West Africa and Cameroon. Over the past decade, lesbian, bisexual, transgender, non binary and queer organizations and activists have become increasingly visible in several francophone West African countries and in Cameroon. Activism in these regions has also evolved, with an increased presence of informal groups as well as independent activists, the media, etc. This evolution at the country level also impacts the dynamics of the movement at the regional level.

Following this evolution, funding for LBTQ struggles has also increased. The increase in funding has brought about a diversity of programs and interventions, but also a multitude of challenges. This rapidly evolving financial and programmatic landscape gives rise to several reflections regarding autonomy, flexibility and accessibility as well as the type and availability of funding. These reflections also question programs currently underway, their relevance relative to the communities' actual needs and whether or not available funding meets those needs. Moreover, the current situation calls for an in-depth analysis of needs assessment and management processes as well as the freedom of the movement in deciding on priority areas of intervention.

Thus, this study aims at mapping out technical and financial partners and clarifying the internal and external dynamics that influence LBTQ movements in francophone West Africa and Cameroon. The recommendations formulated in this report are the result of a collaborative work between QAYN, the team of consultants, LBTQ organizations as well as technical and financial partners

operating in the regions of the study. It is a pioneering initiative that aims to shed light on the funding and technical support landscape in 2021 as well as the needs and perspectives of the L-B-T-Q movements. This report provides data that can guide interventions with and for LBTQ groups.

1.2. Methodology

1.2.1. Data collection and analysis

In conducting this mapping, a qualitative method based on a combination of intersectional and community-based approaches was adopted to ensure indepth and cross-cutting analysis of the challenges.

The mapping covered Cameroon as well as francophone West African countries such as Benin, Burkina Faso, Côte d'Ivoire, Guinea, Niger, Mali, Senegal and Togo.

As part of the preparatory phase, a scoping meeting was held to define and validate the theoretical framework of the study, and outline guidelines and expected results. The preparatory phase also included a literature review, the identification of key actors and the development of data collection tools (questionnaires, interview guides).

The literature review focused on finding existing documentation relevant to the objectives of the study. During this phase, we compiled available publications, reports and documents from organizations, and developed data collection tools and strategies. Data was collected from activists, community organizations and leaders, donors and technical support providers based or operating in the nine (9) countries listed above. The study sample was drawn from existing organizations, networks, activists, and groups in the region.

Due to constraints related to the COVID-19 pandemic, data collection was carried out online via target-specific questionnaires. These questionnaires were developed based on the objectives of the study and administered to organizations, activists, donors, and organizations that provide technical support. The purpose of the questionnaires was to collect information on programmatic components (current initiatives, communities key areas of interventions, development prospects, challenges and gaps) and funding components (accessibility, availability, funded programs, profile of funded organizations, cycle, type and mechanisms of funding, needs coverage, funding perspectives, challenges). These were self-administered questionnaires available in French

and English. Interviews were also conducted with respondents who did not have the resources to complete the questionnaire directly. The data collected was categorized, coded, and analyzed, taking all trends into consideration.

1.2.2. Scope of the study

This mapping provides an overview of technical and financial partners, including the areas and programs supported or funded. It sheds light on the mechanisms and cycles of funding available in francophone West Africa and Cameroon. It also forges understanding of how the financial landscape influences the development of the LBTQ movement and/or conversely, how the evolution of the movement influences the agenda of technical and financial partners. It involved LBTQ groups and activists in francophone West Africa and Cameroon.

1.2.3. Limitations of the study

As with all research, this study has limitations, including the non-exhaustiveness of the list of organizations and independent activists surveyed. The sample, although as inclusive and representative as possible, only included a portion of the actors in the regions targeted by the study. Also, the study did not reach intersex people. The limited participation of independent activists due to their unavailability is also regrettable.

Furthermore, organizations outside of major urban centers and/or with limited capacities had great difficulty filling out the questionnaire, either because of poor internet connection or because they did not have sufficient resources to do so. This was compounded by the unavailability of some targeted organizations and technical and financial partners. Certain organizations also declined to participate in the data collection process.

Lastly, in certain countries such as Niger and Guinea where LBTQ groups are still in their early stage, it was even more challenging for the leaders of these groups to participate in the study given that they are not fully involved in the functioning of their respective organizations.

2. Contexts in Francophone West Africa and Cameroon

2.1. Legal context

The legal context affecting LGBTQ+ communities varies from country to country. In some countries, we note the existence of laws criminalizing same-sex relationships, describing such relationships as unnatural acts. This is the case for Cameroon¹, Togo² and Senegal³. In other countries, we note a legal vacuum in the sense that although no law penalizes same-sex sexual practices, there are also no laws protecting them.

With the wave of homophobia sweeping through the region, public figures have taken stances against homosexuality. For example, Macky Sall, President of the Republic of Senegal, stated that homosexuality would never be allowed in Senegal. In Togo, the Minister of Human Rights, speaking before the Human Rights Committee in June 2021, stated that Togo did not plan to repeal laws penalizing same-sex relationships because: "....this sexual orientation is not aligned with Togolese social values."⁴ No particular distinction is made for LBQ women and trans people. These laws seem to refer to people without distinction of sex, and even then, in these contexts, gender is understood in a binary way.



¹Article 347-1 of the 2016 Cameroon criminal code: "Whoever has sexual relations with a person of the same sex shall be punished with imprisonment for from 6 months to 5 years and a fine of from 20 000 to 200 000 CFA francs."

²Article 392-1 of the 2015 Togolese criminal code: "Any indecent or unnatural act committed with an individual of the same sex constitutes an offence against morality" Article 393: "Any person who commits an offence against public decency is punished by a prison sentence of 1 to 3 years and a fine of 1 to 3 million CFA francs or one of these two penalties".

³ Article 319-3 of the 2015 Senegalese criminal code: "Without prejudice to the more serious penalties provided for in the preceding paragraphs or in articles 320 and 321 of this Code, anyone who commits an indecent or unnatural act with an individual of his or her own sex shall be punished by imprisonment for 1 to 5 years and a fine of 100,000 to 1,500,000 CFA francs."

⁴Togo: Christian Trimua "homosexuality is not a human right". - Lome Infos | Togolese news, Togo current affairs/

2.2. Political context

The response to HIV/AIDS has led to the development of policy initiatives and programs for people who have sex with people of the same sex. However, it is important to distinguish between programs that are directed at LGBTQ+ people and those directed at MSM. Indeed, MSM are generally the target of these health programs. More recently, in some countries, trans people have also been included as a result of advocacy by the community. In terms of women's sexual and reproductive rights, although LBQ women are, in theory, included in programs, their specific needs are not taken into consideration. In certain cases, they have to pass as sex workers in order to benefit from available health programs.

2.3. Social context

In addition to the repressive legal environment, the social context is also challenging due to the interpretation of the notion of "African values and norms". Often, in countries where the law criminalizes same-sex relationships, the justification is that it contradicts morals and values. In West Africa and Cameroon, as in many other African contexts, LBTQ people are burdened by tradition and religion. Even in countries where the law is silent on the issue, society is still hostile. However, the level of intolerance varies from one country to another. Generally, same-sex relationships are seen as a deviance, a consequence of westernization and colonization. As a result, LBTQ people are discriminated against and exposed to violence and abuse. It is worth noting, however, that issues of sexual orientation and gender identity seem to be easier to address with younger generations.

2.4. Funding context

The different stakeholders in this study agree on the positive evolution of financing and the diversification of programs supported in the LBTQ movement in francophone West Africa and Cameroon. It's worth noting, at the outset, that funding trends in francophone West Africa and Cameroon differ from one country to another. Indeed, it appears that some countries are more prioritized by donors than others, either due to the lack of visibility of the movement at the national level or due to an increased presence of other partners in the country. Generally, funding dedicated to francophone organizations is still very limited compared to their anglophone counterparts in the region.

Nevertheless, we note a growing interest from donors thanks to the advocacy and work of organizations in francophone countries. It should also be noted that the trend of LBTQ people establishing their own organizations is a positive development and enables them to address their specific needs. Still, access to resources remains a major challenge and is even more difficult for newly established groups or those who lack experience in funds management. Fortunately, there is a growing trend to support informal groups with no experience in managing financial resources.

Depending on the country, the socio-political and legal contexts can also have a positive or negative influence on the evolution of funding. Indeed, these contexts have a significant influence on the capacity of organizations to act. For example in Senegal, the movement's progress is stalled with each new wave of homophobia.

One of the driving factors behind the increase in funding in the region has been the report "We Exist: Mapping of LGBTQ Organizing in West Africa" (Armisen & Al 2016) which contributed tremendously to the visibility of LBTQ organizations and groups that have been historically marginalized and absent from decision-making spaces. The report also highlighted challenges related to HIV funding and LBTQ movements that have remained marginalized in this sphere. The establishment of Initiative Sankofa D'Afrique de l'Ouest (ISDAO) was subsequently a major step forward for LBTQ groups in the West African region in empowering them and consolidating their voice and action. Thus, the presence of partners such as QAYN and ISDAO in the region helped bring a more feminist approach to issues of resource mobilization in West Africa.

Nonetheless, funding remains insufficient and its access a challenge. Indeed, organizations report difficulties in accessing and sustaining funding. The scarcity of resources creates a climate of competition between groups, which does not always encourage collaboration. The report "Vibrant yet under-resourced: the state of lesbian, bisexual, and queer movements" (Mama Cash & Astraea Lesbian Foundation for Justice, 2021) highlights the difficulties LBQ groups face in accessing funding. These difficulties include not only the challenges of accessing and sustaining resources, but also the fact that some donors, while willing to support the intersectional work of local groups, provide funding that is unflexible or restricted to specific actions, with no room for adjustment. However, it should be noted that during the year 2021, some funders such as ISDAO have opened up to funding projects of groups such as sex workers organizations in order to support this intersectional approach.

Difficulties in accessing and mobilizing resources are heightened for LBTQ groups located outside of major urban centers and those that are informally connected to LGBTQ+ organizations, particularly in Niger and Guinea. There are also disparities in access to funding from one country to another. When it comes to trans groups for instance, the presence of the International Trans Fund (ITF) in francophone West Africa is limited to Togo. In some countries, such as Cameroon and Côte d'Ivoire, trans organizations report the lack of access to funding and having to conduct their interventions through the projects of other organizations.

Lastly, organizations reported difficulties in accessing information on funding as well as the complexity of application forms.

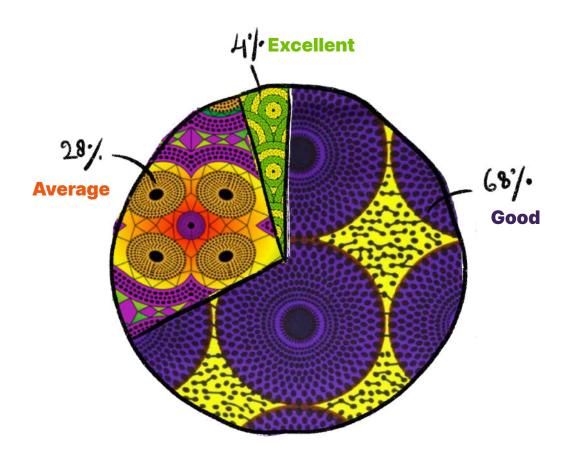
At the independent activist level, resources are also limited. However, some partners such as ISDAO and AQYI have provided funding to individual activists in 2021 through scholarships (for AQYI) and a specific advocacy project (outside of regular funding cycles for ISDAO). Unfortunately, these resources are still largely unknown to independent activists and not widely available.



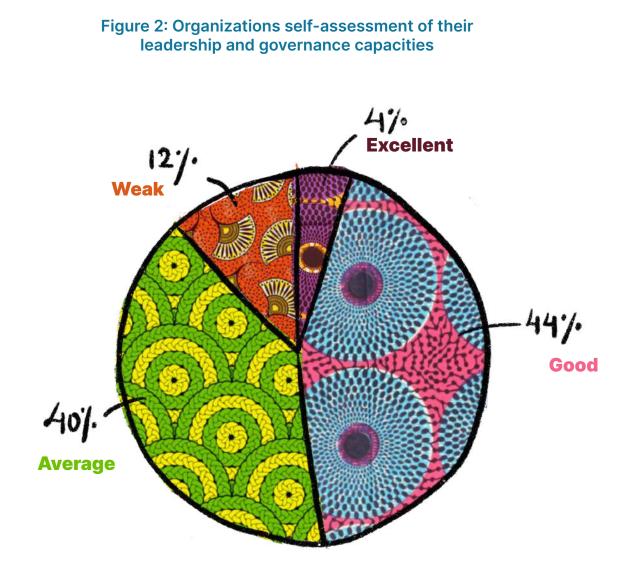
2.5. Capacities

Assuming that LBTQ communities are experts on their issues, it makes sense for them to identify their own needs and translate them into projects. These needs are generally identified through formal mechanisms such as surveys, needs analysis, educational talks, activity reports, or through consultation mechanisms that are not systematically documented. However, with or without formal consultation mechanisms, up to 68% of the organizations surveyed reported having a working knowledge in the areas of activism and understanding of movement issues, while 28% reported having average capacity in these areas and 4% reported excellent capacity. It should also be emphasized that having a good knowledge of issues and one's own needs does not necessarily mean being able to translate this understanding into technical and programmatic language.

> Figure 1: Organizations self-assessment of their knowledge of activism-related challenges and understanding of movement issues



In terms of leadership and governance, only 4% of organizations believe they have excellent capacities. 44% consider their capacities to be good, 40% describe them as average and 12% as weak. The data raises questions about use and transfer of knowledge acquired during various trainings for members of the community. These figures could be explained by several reasons: staff turnover, the absence of knowledge sharing mechanisms after training sessions, but also the relevance of these training to the needs of the groups. Upon analysis, it appears that, particularly in terms of leadership, the approach and style are most often based on patriarchal and binary gender models, which are not necessarily in line with the needs of LBTQ communities.

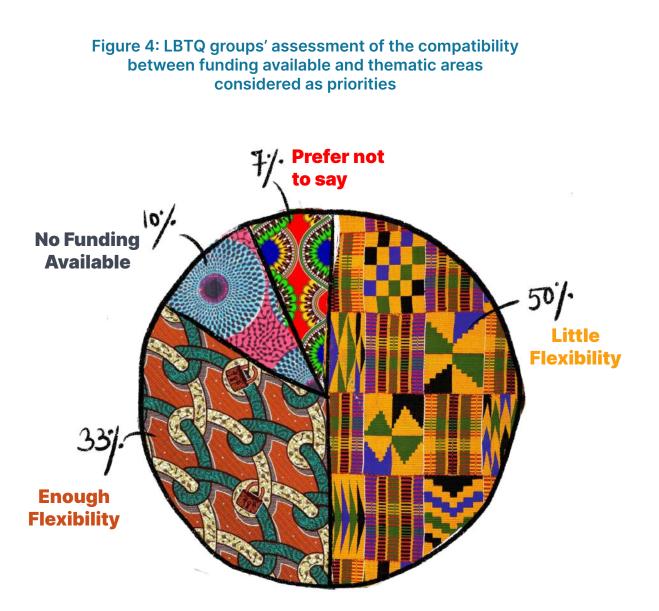


As mentioned previously, resource mobilization remains a huge challenge for organizations and activists. As many as 52% of the organizations surveyed described their resource mobilization capacities as weak, 28% described them as average, 12% as good, and 8% as very weak. In addition to limited capacity, respondents identified other structural constraints such as language barriers, with many calls for funding only available in English; the complexity of application forms; the stringent requirements of some donors; and the difficulty of accessing funding-related information, especially for emerging groups, groups outside of major urban centers and independent activists. Difficulty in accessing multi-year funding was also noted, as was the inadequacy of funding received. Nonetheless, respondents described current funding processes as having positively evolved from previous years, with some grant-making processes even becoming participatory, even if in general, resource mobilization is still cumbersome and not easily accessible for younger organizations and independent activists.



Where do our resources come from?

One of the many questions this report attempted to answer is the flexibility that groups and activists have to work on issues that are of priority to them. 50% of groups report having little flexibility to implement initiatives that are of priority to them through accessible funding, as these initiatives evolve in response to the daily realities of their context. Only 33% of respondents said that available funding allows them to work on priority areas. However, it is interesting to note that the technical and financial partners consulted reported referring to the surveys, studies and recommendations produced by groups and activists to identify their priority areas of support. Even if some partners give organizations the leeway to define the areas they wish to focus on, this approach remains uncommon.



In order to make the movements more dynamic at the national level, and more broadly, at the regional level, the groups surveyed identified priority capacitybuilding needs. These include:

- Organizational and activist capacity building
- Individual and organizational capacity building (leadership, governance, decolonization of management practices, feminism, mental health and wellbeing)
- Capacity building in resource mobilization
- Capacity building in advocacy, documentation and research
- Capacity building in administrative and financial management
- Capacity building in physical and digital security and secure data archiving

3. Support to the LBTQ Movement

Support to the LBTQ movement in francophone West Africa and Cameroon comes in diverse forms and involves various actors. It mostly takes the form of financial support to the groups and their initiatives, but some groups also benefit from technical support from partners. This report makes the deliberate choice to focus on the financial and technical support provided to the movement.

3.1. Financial support

Our analysis of the financial support to the LBTQ movement in francophone West Africa and Cameroon focuses on the funding models used by donors in these regions. These models differ in types of funding, grant-making processes and other factors such as funding flexibility, sustainability and payment systems.

Types of funding

Analysis of information collected from donors operating in the regions revealed three (3) types of funding available to LBTQ groups and activists: **core funding, project or program funding, and "special" funding.**

Core funding enables groups, usually those in the embryonic stage or with little capacity for resource mobilization, to start or sustain their operations. They can be used to support the formalization of a LBTQ group, capacity building, acquisition of material and human resources, and other basic organizational needs.

Project funding is intended to support priority initiatives led by groups and activists. It provides them with the resources to meet the needs of their communities. Funding size varies according to the capacity of the donor and the beneficiary.

Lastly, special funds are those that cover other types of needs such as emergency needs, participation in regional and/or global convenings, etc. In this special funds category, some donors have included funding for resource mobilization in an effort to contribute to the groups' empowerment.

Grant-making processes

The majority of funding in the region is allocated through calls for proposals with cycles varying from one donor to the other. Processes are quite competitive for LBTQ groups and activists, especially when the calls are global in scope. Often, the selection process is participatory and inclusive of communities through panels or peer review committees. At the same time, some funders maintain a restricted process where funding decisions are made by internal teams. Outside of call for proposals cycles, targeted funding mechanisms are also available. In this case, funders directly identify beneficiary groups, discuss programs to be supported, and proceed with funding.

3.2 Technical Support

Technical support to the movement is generally provided through capacitybuilding or support programs aimed at empowering organizations. In this area, very few donors are involved in a clear and structured way. The majority opt for providing grants to be used for building the capacities of groups and activists.

3.3. Challenges related to technical and financial support

Through this study, we were able to identify several challenges related to the technical and financial support received by the LBTQ movement.

Difficulty in accessing information about funding opportunities

LBTQ organizations surveyed, especially those that are newly established and those with low resource mobilization capacity, report having little to no information about available funding opportunities. This challenge is also present for LBTQ branches that operate within LGBTQ+ organizations. This is because these branches, operating under LGBTQ+ organizations, are not always eligible for LBTQ-specific funding. In addition, since resources are limited, organizations are competitive, which also limits information sharing, thus access to funding.

"As the years go by, we observe a positive evolution in the availability of funds to advance the LBTQ movement, although there are still difficulties to access them. The same goes for information on calls for proposals."⁵

This respondent describes the challenge in accessing information about calls for proposals both in terms of information and accessibility to the funding itself, most often due to the low capacity of groups.

Insufficient multi-year funding opportunities

As illustrated by several other studies, sustainability and organizational survival remain major concerns for LBTQ organizations and groups. Multi-year funding opportunities for organizations are few. The majority of existing funding cycles generally cover a period of 1 to 2 years. This financial precariousness makes it difficult for groups to sustain human resources or activities. It is even more detrimental to advocacy activities given that with advocacy, gains are made in the long run and require continuous efforts.

⁵Respondent of the LBTQ organization questionnaire

Complexity of application forms

For many LBTQ organizations surveyed, filling out application forms is a challenge given the complexity of some forms. This difficulty is also related to the weak technical capacities of organizations when it comes to elaborating strong projects addressing actual community needs.

Low language skills

Low levels of education are also a barrier for activists and groups applying for funding. Moreover, some funding opportunities are only available in English, which compounds these challenges. These linguistic shortcomings are also reflected in the writing of activity reports, which negatively impact organizations' accountability.

Lack of prior needs assessment

In general, access to technical support opportunities is still a challenge. The majority of technical support to activists, groups and organizations, whether initiated by them or by donors, is rarely based on an actual assessment of capacities and needs of beneficiaries. Activists, groups, and organizations often find themselves receiving technical support in areas or with approaches that have little to no relevance to their lived realities and existing capacities. Some emerging and less experienced groups may receive technical support from more established organizations. However, access to opportunities and the completeness of training remains limited. Also, existing opportunities are largely focused on HIV, which is not necessarily a priority for many LBTQ organizations.

"The environment hinders the expansion of capacity building topics. We are required to participate in capacity building workshops organized by the country's institutions or donors, which are all focused on HIV."⁶



⁶Respondent of the LBTQ organization questionnaire

4. Mapping of technical and financial partners

4.1. Who finances what?

For several years, the funding landscape in francophone West Africa and Cameroon, as in other parts of the continent, has been largely dominated by HIV/AIDS response initiatives. The diversity of organizations and the growing visibility of LBTQ groups come with a multitude of issues and needs that go beyond the HIV agenda. This implies a need for a diversification of funding sources and areas of intervention. In 2018, according to the "Global Resource Report, 2017-2018" (GPP 2017-2018), funding for LGBTI struggles in the Global South and East recorded a total increase of \$55 million, or 46%, from the previous report review period (2014-2015), representing an increase in each region. \$71.5 million of these resources were directed at Sub-Saharan Africa.

This mapping identifies a variety of technical and financial partners that support LBTQ groups in the regions of the study. These are primarily NGOs, foundations, philanthropic organizations, donor collectives, some governments, international cooperation agencies, multilateral donors and diplomatic representations. Most of these partners identify themselves as both donors and technical support providers, while others solely identify as technical support providers.

Some partners, like EGIDES, have taken on a more specific mission such as "fostering dialogue and mobilization to support capacity building and create spaces for safe and inclusive dialogue in order to ensure access to resources in French for francophone communities".

4.2. Thematic and geographical coverage of technical and financial partners

The decision on which countries are selected for interventions and the projects that receive support is made on the basis of specific criteria which include:

- The region
- Priority targets for funding
- The ideology and mission of the groups
- The visibility and dynamism of the local movement
- The level of security threat and the ability to operate and send funding
- The level of funding in the country
- The situation of LBTQ people in the country
- The existence of an opportunity to take action.

Thus, in the regions of francophone West Africa and Cameroon, we were able to identify the following partners:

Partners at the regional and international level

Technical and Financial Partners	Areas of intervention	Francophone countries with LBTQ programs ⁷	Groups supported	Intervention history
Astraea Lesbian Foundation for Justice	Human rights Social and economic justice initiatives Community mobilization, movement building	Cameroun Côte d'Ivoire Senegal	LGBTQ+, with a focus on groups led by lesbian and queer women, trans, gender non- conforming and intersex people, as well as people of color.	Present for more than a decade, Astraea is one of the first funders alongside LBTQ groups. Its areas of intervention evolve with the needs of the communities it supports.

⁷ Please note that this list refers exclusively to the countries involved in this study

Technical and Financial Partners	Areas of intervention	Francophone countries with LBTQ programs	Groups supported	Intervention history
African Queer Youth Initiative (AQYI)	Strengthening the leadership of LBTQ people, especially in francophone West Africa Capacity building (micro-grants, training, etc.) Networking Tools and knowledge production	Burkina Faso Côte d'Ivoire Cameroun Mali Togo	LGBTQ+ youth (18-35 years old)	AQYI was founded in 2015 by African LGBTQ+ youth to address the issues that affect them. It defines itself as a technical support provider with the particularity of supporting independent activists. AQYI was one of the first organizations to provide resources to independent activists through its MawuLisa ⁸ scholarship program.
COC Nederland	Movement building Organizational capacity building Community support Advocacy Networking and knowledge sharing	Burkina Faso Benin Cameroun Mali Senegal	LGBTQ+, with a focus on groups led by lesbians, bisexuals, trans, queer and intersex people	CoC has been present in West Africa since 2014, with ad hoc interventions in Mali through a joint project with the Dutch Embassy and the Anti-AIDS Coalition. Their coverage expanded to francophone West Africa in 2016, with the inclusion of Burkina Faso, Senegal and Cameroon in the PRIDE program

⁸ Mawulisa is a project to support LBTQ activists between the ages of 18 and 35 in the early to mid-stages of their career in selected West African countries (Burkina Faso, Mali, Senegal, Côte d'Ivoire, and Nigeria) in elaborating and implementing projects that focus on issues affecting young LBTQ women in their countries and communities while advocating for their rights.

Technical and Financial Partners	Areas of intervention	Francophone countries with LBTQ programs	Groups supported	Intervention history
				(2016-2020). A new program, Power of Pride (2021-2025), now includes 4 francophone West African countries (Benin, Burkina Faso, Senegal, Mali) and Camercon. These four countries were included on the basis that their donor, the Dutch Ministry of Foreign Affairs, considers the Sahel as a priority area of intervention.
Enda Santé	Fight against HIV/AIDS Sexual and reproductive health (SRH) and family planning (FP) Public health research Empowerment of women and economically vulnerable groups Social marketing Fight against gender-based violence (GBV) Nutrition Environment and health	Côte d'Ivoire Mali Senegal	General population, key populations, including trans people in countries where they are identified as a priority HIV health target.	The organization has been providing technical support in the listed countries since 2013.

Technical and Financial Partners	Areas of intervention	Francophone countries with LBTQ programs	Groups supported	Intervention history
EGIDES	Support to LBTQ organizations Human rights advocacy Well-being	Cameroun Togo Benin	LGBTQI organizations, with a focus on groups led by lesbians, queer women, trans, gender non- conforming and intersex people.	EGIDES was created in 2019 and works with LGBTQI organizations in francophone West Africa and Cameroon through the Charlot Jeudy Fund and other initiatives of the Alliance and member organizations. Its particularity is that it intervenes specifically in francophone countries.
Equitas	Human rights training program	Burkina Faso Senegal	Human rights organizations and activists	Equitas has been providing capacity building through training to groups and activists on human rights issues to advance their struggles for several years. In 2021, the organization announced, through the AGIRI ⁹ program, funding to groups in the global south.

⁹ Fonds Agir ensemble pour l'inclusion (Act Together for Inclusion)

Technical and Financial Partners	Areas of intervention	Francophone countries with LBTQ programs	Groups supported	Intervention history
Fondation de France	Democracy and human rights Small-scale farming The Mediterranean Combating HIV/ AIDS Solidarity with migrants	Côte d'Ivoire (LBQ branches)	General population LGBTQ+ groups	The Foundation has been supporting sexual health (STI, HIV and AIDS) and human rights programs for several years, generally for groups.
FRIDA	Community mobilization Community support Empowerment Feminists struggle and advocacy	Benin Cameroun Togo	L-B-T-Q+ groups, Sex workers	FRIDA is a feminist fund that has been present in francophone West Africa and Cameroon for nearly ten years. It adapts its interventions to the needs of the groups it supports.
FHI360	Combating HIV/AIDS Sexual and reproductive health Capacity building and technical support Fight against GBV	Burkina Faso Côte d'Ivoire Mali Togo	Key populations	FHI360 is both a technical and financial partner in some countries. Since its implementation, its areas of interventions are mainly sexual and reproductive health and human rights in relation to access to health services. However, this is evolving towards other initiatives such as legal

Technical and Financial Partners	Areas of intervention	Francophone countries with LBTQ programs	Groups supported	Intervention history
				consultations by and for communities, documentation of gender-based violence, and organizational capacity-building training for groups.
Fondation Rainbow Solidarité	Fight against homophobia Human rights, lobbying and advocacy Legal aid and assistance Capacity building Safety enhancement initiatives	Côte d'ivoire Mali	Francophone L-G-B-T-Q-I-A groups	The Foundation closed its activities in the evening of the year 2020. Organizations that received the last round of funding implemented their last activities to close the grants.
Initiative Sankofa D'Afrique de l'Ouest (ISDAO)	Human rights and advocacy Capacity building Movement building Support to communities Core funding Tools and knowledge production	Benin Burkina Faso Côte d'Ivoire Mali Togo Senegal	LGBTQI organizations, with a focus on groups led by lesbians, queer women, trans and gender non-conforming people, intersex people, youth, and, groups that take an intersectional approach in their fight against oppression.	ISDAO is a funder by and for communities. It was established in 2016 and started giving grants much later. Its areas of intervention adapt to the dynamics of the movement. For example, in 2021, ISDAO made its first grants to groups intervening for LGBTQI sex workers.

Technical and Financial Partners	Areas of intervention	Francophone countries with LBTQ programs	Groups supported	Intervention history
International Trans Fund (ITF)	Capacity building programs for the trans movement at the country, regional and international levels Self- determination and well-being of trans people Advocacy and rights for trans people	Togo	Trans people	ITF is a participatory grantmaking fund composed of trans activists and donors. ITF aims at increasing the capacity of the trans movement to self-organize and advocate for the rights, self- determination and well-being of trans people. The organization has been active since 2017 and supports, to date, a trans group in Togo.
Medicos del mundo	Comprehensive sexual and reproductive health, risk reduction and Ebola prevention	Senegal	Key populations, LBTQ people, and general population	The organization works to make health care accessible to vulnerable populations. Since its establishment in Senegal, its targets have evolved and now include key populations and LBTQ people.
Outright International	Human rights and advocacy Support to communities COVID-19 emergency fund	Benin Guinea	LGBTQI and mainstream organizations that advocate to promote dignity and influence positive change in laws, policies, attitudes and	The organization has been in existence for nearly a decade, working specifically on human rights and advocacy issues. Its area of intervention evolved with the COVID-19 pandemic during which it

Technical and Financial Partners	Areas of intervention	Francophone countries with LBTQ programs	Groups supported	Intervention history
			beliefs that discriminate against LGBTQI people.	provided emergency funding to certain groups.
Synergia Initiative for Human Rights	Human rights and advocacy Capacity building Movement building	Benin Burkina Faso Côte d'ivoire Cameroun Mali Niger Senegal Togo	LGBTQI, with a focus on groups led by lesbians, queer women, trans and gender non- conforming people, intersex people.	The organization has been operating in West Africa and Cameroon since 2012. It usually works with a partner based in the regions to support the growth of emerging groups. It also has a strong presence in advocacy spaces at the regional and international levels. Over the last few years, it has been focused on building the capacity of groups to strategically occupy advocacy spaces.
Queer African Youth Network (QAYN)	Capacity building Movement building Support to communities Human rights and advocacy Building bridges with other advocacy movements Tools and knowledge production	Benin Burkina Faso Côte d'ivoire Cameroun Mali Senegal Togo	LBTQ	Established in 2010, QAYN is one of the pioneers in francophone West Africa and in Cameroon to support LBTQ groups. The organization started with providing seed funding for organizational structuring and services to communities. It went

Technical and Financial Partners	Areas of intervention	Francophone countries with LBTQ programs	Groups supported	Intervention history
				on to establish the <i>Activist School,</i> which is one of the most renowned spaces for technical support for LBTQ activists and organizations in the region.
Urgent Action Fund Africa	Feminist struggle Emergency funding	Benin	Women and girls	This funder specifically provides emergency funding to women organizations. Urgent Action Fund provides assistance in three types of cases: situations of armed conflicts, escalating violence or political instability; legal precedents and actions for legislative reform; and for the protection of women's rights activists and defenders.
XOESE ¹⁰ (Fund for francophone women)	Strengthening the francophone women's rights movement Political and public	Cameroun	Women	Created in 2015, XOESE is an autonomous fund for francophone women aimed at addressing the funding challenges faced

¹⁰ XOESE means "*believe*" in Mina and Ewe, languages spoken in West Africa (Togo/Ghana)

Technical and Financial Partners	Areas of intervention	Francophone countries with LBTQ programs	Groups supported	Intervention history
	participation of women Economic empowerment and professional leadership of women Gender, peace and security Well-being, safety and efficiency of women human rights defenders (WHRD) Environment and climate change			by francophone women's rights organizations and activists. Based in Lomé, Togo, with a focus on francophone African countries (excluding the Maghreb) and beyond, the fund awarded its first funding to an LBQ organization based in Cameroon in 2021.

 Table 1: Regional and International Technical and Financial Partners

Partners at the national level

The partners listed below provide technical assistance at the country level. However, it is important to note that it remains difficult for groups and activists to mobilize resources at the national level due to repressive socio-legal contexts.

Technical and Financial Partners	Areas of intervention	Francophone countries with LBTQ programs ¹¹	Groups supported	Intervention history
Association Béninoise pour la Promotion de la Famille (ABPF)	Sexual and reproductive health	Benin	LBQ women, sex workers and general population	The association offers services related to sexual and reproductive health. Initially, it provided assistance to the general population. However, in recent years, it has been building a collaboration with LGBTQ groups for sexual health services.
Plan International	Children's rights Equality for girls	Benin Mali	Children, Girls	Plan International mainly provides technical support to groups in the countries listed. This support may include training and the provision of resources to enable them to do their work. The organization, although based in other countries involved in this study, is most active with LGBTQ+ groups in the countries listed here.

¹¹ Please note that this list refers exclusively to the countries involved in this study

Technical and Financial Partners	Areas of intervention	Francophone countries with LBTQ programs	Groups supported	Intervention history
CoRC-Benin	COVID-19 Awareness	Benin	General population and key populations	CoRC-Benin was a community-based pandemic response initiative that provided support to community groups including LGBTQ+ to raise awareness of COVID-19. This was a specific, one-off, initiative.
National HIV/AIDS Programs and Commissions				In some countries where trans people have been identified as priority targets, national HIV/ AIDS programs and commissions have begun to allocate resources, albeit still small, to these groups. However, these resources are exclusively dedicated to HIV/AIDS and STI awareness-raising activities.
National Human Rights Commission/ Institutions				Human Rights Institutes and Commissions provide capacity building and networking support to advocacy groups. According to respondents, the countries where these commissions are most involved with LBTQ groups are Côte d'Ivoire and Togo.

5. Impacts and Needs

5.1. Impact of programs on the movement

The programs and technical support available to LBTQ groups have contributed positively to the evolution of the movement in francophone West Africa and Cameroon. These opportunities have been instrumental in building the L-B-T-Q movements. For example, from an organizational development perspective, some of the organizations and networks surveyed reported that technical support opportunities, especially during the COVID-19 crisis, enabled them to acquire resources for remote work and also to provide the communities they served with food and basic necessities. Indeed, many community members, mainly those evolving in the informal sector, lost their sources of income due to the health crisis that affected the world. This support also made it possible for some activists to acquire offices for their organizations, allowing them to hold meetings and conduct activities safely.

When it comes to capacities, the study showed that training and collaborative opportunities available to organizations enabled them to expand their work to the regional level and increase their visibility. With increased capacity, organizations are better able to address their needs, be more visible and more accountable to partners, which all contributes to improved access to funding. It is worth noting that increased visibility contributes to the self-determination of LBTQ groups within the global movement. While advances are not insignificant, LBTQ groups still tend to be invisibilized, even within the LGBTQ+ community. Nevertheless, the growing visibility of the LBTQ movement in the region allows it to develop connections with other social justice movements such as the women's rights movement and the youth movement, although the extent of such collaborations differs widely from one local context to the other.

When funding is flexible, technical and financial programs and support help groups carry out actions that are relevant to them. However, although available programs and support contribute to advancing the movement, some areas of intervention deemed a priority by the communities are still poorly covered. It is also still difficult for some groups to access resources, although overall, programs and support are positively contributing to the evolution of movements at the national and regional levels. Either way, it is important to document the growth of the movement as a way for communities to take ownership of the LBTQ activism narrative.

5.2. Priority needs with little to no funding

In this study, organizations and activists shared their perspectives regarding areas of interventions that are not covered enough or at all by current technical and financial programs. We classified these thematic areas in five main categories: health, advocacy and human rights, safety, support to communities, and development of the movement.

Health

In terms of health, respondents identified several areas where support is still lacking:

Mental health and well-being:

While the need for mental health services is constantly increasing, paradoxically, resources to address this need are almost non-existent. Generally, in West Africa and in Cameroon, lesbians, gays, bisexuals, trans, queer and gender non-conforming people (LGBTQ+) face constant prejudice. Added to this is the fear of rejection from a society that stigmatizes them. The loss of self-confidence, withdrawal and isolation caused by stigma and discrimination is then reinforced by the negative gaze of others, creating a vicious cycle that can cause a great deal of stress¹². Minority stress is becoming increasingly visible while organizations and activists are ill-equipped to deal with it.

As demonstrated in the report "Pour en finir avec les labyrinthes - Portrait de nos vécus : Une recherche communautaire sur l'évaluation des besoins prioritaires des communautés lesbiennes, bisexuelles et queer dans six pays francophones d'Afrique de l'Ouest et du Centre"¹³ (Kugbe & Akpokli, 2020), high levels of violence lead to poor mental health, making community members more susceptible to drug and alcohol addiction.

¹² Minority stress is described by Meyer as high and well-documented levels of stress faced by members of stigmatized minority groups. This can be caused by a number of factors, including sexual orientation and gender identity, low socio-economic status, discrimination, stigma, etc.

¹³ Bringing and end to labyrinths - An insight into our lived experiences: Community-based research on the assessment of priority needs of lesbian, bisexual and queer communities in six francophone West/Central African Countries

Sexual and reproductive health:

Overall, sexual and reproductive health care is described as accessible, especially through NGOs and community health care facilities. However, for fear of being stigmatized, most beneficiaries prefer not to mention their sexual orientation and gender identity unless expressly requested by the healthcare provider. In countries such as Senegal, LBQ people can often only access specific sexual health services through sex worker care centers. These issues are compounded by the unavailability of sexual and reproductive health services to people outside of urban centers, and the incompleteness of the service offer. For instance, none of the countries involved in this study provide services that address the gender-affirming care needs of trans and non-binary people.

Hormone therapy:

Respondents described a lack of resources and safe services to access hormone therapy. For trans and non-binary organizations and activists, this is an area that is still little covered by initiatives. Indeed, respondents reported the difficulty of accessing endocrinologists who are open and educated on gender identity issues, not to mention the costs of this process which can be difficult to bear. For trans and non binary people living outside of major urban centers, issues of hormone cost and availability present an even greater challenge. Added to this is the reluctance of some providers to prescribe hormones.

> "Some providers refuse to sign our prescriptions because they don't want to be responsible if something goes wrong".¹⁴

Medically Assisted Reproduction:

The study revealed that members of the community, LBQ people in particular, are thinking more and more about medically assisted reproduction. For the moment, it is only expressed as a desire, with no in-depth reflection on what the needs might be or what elements could contribute to the realization of medically assisted reproduction for members of the community. Nevertheless, some respondents stated that a good starting point would be to build the capacity of healthcare providers as well as communities and the various stakeholders on this issue.

¹⁴ Trans activist during a panel at the regional convening between trans, non-binary activists and healthcare providers /QAYN/Grand Bassam Nov 2021.

Following this, it would be important to make resources available so that communities can access medically assisted reproduction safely. For trans people, the topic of medically assisted reproduction is still uncharted territory. Activists describe a lack of information and services available.

Human rights and advocacy

Care for survivors of domestic violence:

Domestic violence is a taboo subject in LBTQ communities and is generally considered to be specific to heterosexual couples. However, in the report *"Pour en finir avec les labyrinthes - Portraits de nos vécus "* (Kugbe & Akpokli, 2020) cited above, up to 36% of perpetrators are same-sex intimate partners, and 22% are of the opposite sex. The large proportion of intimate partners who are perpetrators of violence is a reality that confirms the results of previous studies conducted in francophone sub-Saharan Africa. One example is the study *"Au-delà des suppositions, pratiques sexuelles et besoins en santé sexuelle et reproductive des lesbiennes, bisexuelles, queer et femmes qui ont des rapports sexuels avec des femmes en Afrique francophone et subsaharienne"*¹⁵ (Armisen & E-K, 2015). Respondents mentioned the urgent need to establish services to care for and support survivors of such violence. At the same time, there is also an opportunity to increase community awareness on this issue.

¹⁵ Beyond Assumptions: Sexual Practices and Sexual and Reproductive Health Needs of Lesbians, Bisexuals, Queer Women and Women who have Sex with Women in Francophone and Sub-Saharan Africa



Documentation and advocacy:

LBTQ groups lack the resources and capacity to carry out advocacy actions. The funding they receive does not allow them to build effective advocacy strategies, since these are, for the most part, limited in time and advocacy actions are generally measured in the medium and long term. In addition, groups rarely have the means and resources to participate in regional and international human rights forums. While there is a certain presence of LGBTQ+ groups in these spaces, the fact remains that issues specific to LBTQ people are not well known because they are often absent from the discussions.

Legal and judicial support for GBV survivors and/or alternative support mechanisms:

There are very few mechanisms that survivors of GBV can have access to. Yet, LBTQ groups are often victims of violence and abuse in three dimensions: gender, sexual orientation and often, socio-economic status. Even when these mechanisms exist, very few survivors have recourse to them because they have lost faith in the legal and judicial systems of their country. The establishment of an alternative justice system with mediation, support for survivors and their reintegration would be helpful. Furthermore, few LBTQ people are aware of and make use of national, regional and international protection mechanisms such as the United Nations special procedures or independent experts.

Support to communities

Financial empowerment of communities:

One of the issues that came up the most in this study is the need for the financial empowerment of LBTQ communities. Indeed, a strong community is one that is empowered and can ensure the advancement of its struggle. As several reports have shown, including *"Young and Outside the Margins: Impact of COVID-19 on African LGBT+ Youth"* (AQYI, 2021), many community members are in the informal sector and have relatively low levels of education, which compromises their employability. In addition, lack of financial autonomy increases the likelihood that community members will engage in risky behavior and/or remain in abusive relationships. Special attention must also be given to single LBTQ parents who have increased needs for both their children and themselves, as well as to LBTQ sex workers and youth.

Safety

Digital and organizational safety:

The safety of organizations and activists in contexts as repressive as those of the countries targeted by this study is a real challenge. Organizations are not sufficiently equipped to reduce security risks and vulnerabilities. However, they have developed basic resources to secure their activities and their beneficiaries, even if these are still insufficient and not adapted to the evolving needs of beneficiaries and organizations.

Emergency funds and temporary housing:

The lack of emergency shelters and housing resources was raised by almost all the groups and activists surveyed. Indeed, family eviction and violence are recurrent. Community members are often evicted from their place of residence for various reasons. Although emergency funds exist, the procedures for accessing them can be lengthy and difficult for organizations, especially those with less experience. When situations of violence occur, groups are forced to organize on a case-by-case basis, and they usually do not have funding budgeted to deal with these situations.

Development of the movement

Movement development is an ongoing challenge that requires building on activities of previous years. Several opportunities and strategies for the development of the LBTQ movement are now available. However, to make these more effective, it is important to customize them to the needs of the communities. General strategies have demonstrated limitations in that their holistic approaches invisibilize the specific needs of certain groups. In addition, movement building strategies are often modeled on the experiences of organizations and rarely on those of independent activists.

"As independent activists, we are sidelined by funders when our work is just as important."¹⁶

Therefore, it is important to address this by engaging with the work and experiences of independent activists.

¹⁶ Respondent to the independent activist questionnaire

6. Recommendations

In order to bridge the gap between the needs of LBTQ organizations and activists in francophone West Africa and Cameroon and the areas of intervention of technical and financial partners, and thus address the shortcomings identified in this study, we propose the following recommendations.

6.1. To Technical and Financial Partners

Funding and Technical Support

- Fund activities or thematic areas that are proposed or identified by activists themselves;
- Increase resources and allocate them directly to the groups concerned as they are experts on their own issues;
- Establish specific funding programs for youth and seniors;
- Improve communication on funding opportunities (increase timelines, make calls accessible and systematically translate them into French and some local languages);
- Streamline application forms for calls for proposals;
- Clarify funding processes and cycles;
- Provide multi-year funding, especially for advocacy work;
- Increase support for activist digital media;
- Establish independent needs assessment processes in Niger and Guinea, in collaboration with local activists, to build their capacity and improve their autonomy and integration into the regional movement;
- Establish a process for assessing the technical support needs of groups, using an intersectional approach;
- Improve contacts with independent activists, recognize their work and better support them;
- Streamline processes for accessing emergency funds;
- Provide core funding to enable younger organizations to grow.

Programs

- Support the recruitment of psychologists and physicians for the care of trans people who wish to receive hormone therapy;
- Support initiatives to create shelters and temporary housing;
- Build organizational capacity in resource mobilization, decolonizing management practices and feminism;
- Support mental health and domestic violence survivor care programs;
- Support programs aimed at community financial empowerment;
- Support initiatives to document violations and abuse of LBTQ people and their participation in national, regional and international advocacy spaces;
- Support networking initiatives that promote building connections and sharing knowledge within and outside the movement.

6.2. To organizations and activists

Funding and Technical Support

- Make better use of the knowledge produced through studies/research in project proposals;
- · Formalize community consultation processes at the grassroots level;
- Communicate on achievements and successes, keeping in mind the issue of safety;
- Establish knowledge transfer and learning processes within organizations and communities;
- Democratize decision-making processes within organizations;
- Encourage leadership from trans and LBQ organizations and activists within LGBTQ+ organizations;
- Improve the impact of advocacy actions by creating a synergy of actions representative of the diversity of issues.

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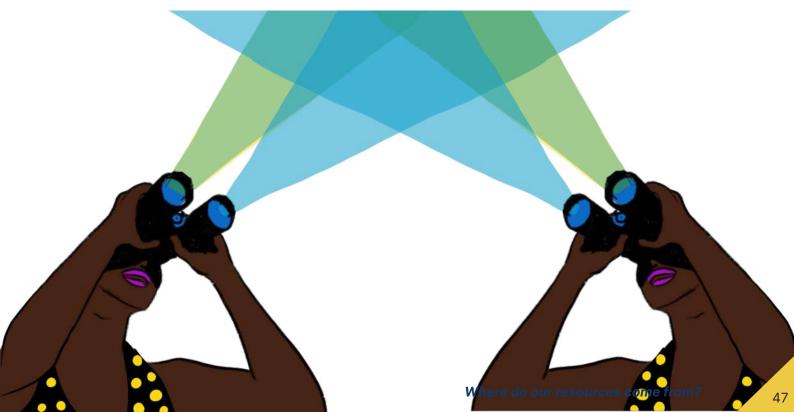
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