TOOLKIT FOR INTEGRATING LGBT RIGHTS ACTIVITIES INTO PROGRAMMING IN THE E&E REGION

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Domestic Violence in Europe and Eurasia—2012 Update August 2012, Doc ID: PA-00H-QCC

Women with Disabilities in the Europe & Eurasia Region August 2012, Doc ID: PN-ADZ-326

Toward Gender Equality in Europe and Eurasia: A Toolkit for Analysis May 2012, Doc ID: PN-AEA-292

Tackling the Demand that Fosters Human Trafficking August 2011, Doc ID: PN-ADZ-753

The Other Side of the Gender Equation: Gender Issues for Men in the Europe and Eurasia Region July 2011, Doc ID: PN-ADZ-757

Education Vulnerability Analysis for the E&E Region September 2010, Doc ID: PN-ADX-519

Trafficking of Adult Men in the Europe and Eurasia Region June 2010, Doc ID: PN-ADW-368

Out of the Broken Mirror: Learning for Reconciliation through Multi-perspective History Teaching in Southeast Europe May 2010, Doc ID: PD-ACS-531

Best Practices in Inclusive Education for Children with Disabilities: Application for Program Design in the Europe and Eurasia Region March 2010, Doc ID: PA-00H-PH4

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Transitions towards an Inclusive Future: Vocational Skills Development and Employment Options for Persons with Disabilities in Europe & Eurasia October 2009, Doc ID: PN-ADS-499

The Prevalence of Disability in Europe & Eurasia September 2009, Doc ID: PN-ADT-697

Toolkit for Integrating Domestic Violence Activities into Programming in Europe and Eurasia July 2009, Doc ID: PN-ADO-921

The Job that Remains: An Overview of USAID Child Welfare Reform Efforts in Europe and Eurasia June 2009, Doc ID: PN-ADO-922

Best Practices in Trafficking Prevention in Europe and Eurasia January 2009, Doc ID: PN-ADO-543, PN-ADO-765

Methods and Models for Mixing Services for Victims of Domestic Violence and Trafficking in Persons in Europe and Eurasia December 2008, Doc ID: PN-ADN-297

Social Work Education and the Practice Environment in Europe and Eurasia December 2008, Doc ID: PN-ADN-298

Best Practices for Programming to Protect and Assist Victims of Trafficking in Europe and Eurasia November 2008, Doc ID: PN-ADN-295

TOOLKIT FOR INTEGRATING LGBT RIGHTS ACTIVITIES INTO PROGRAMMING IN THE E&E REGION

PREFACE

USAID's vision is a world in which the human rights of LGBT persons are respected and they are able to live with dignity, free from discrimination, persecution, and violence. In this world, the legal rights of LGBT persons are upheld; they are able to participate fully in democratic decision making in their households, communities and countries; they have equal access to sustainable livelihoods, economic assets and resources; and they are not barred from accessing the basic education, health and other services that are enjoyed by their fellow citizens and that are essential for personal well-being and growth. In this world, LGBT persons and their allies can come together to advocate for the equal treatment for all persons, regardless of sexual orientation, gender identity or gender expression. USAID seeks to improve the lives of LGBT citizens around the world by becoming more inclusive in our development efforts and by ensuring that LGBT persons have access to and reap the benefits of our programming, and in so doing, are instrumental in the transformation of their own societies, with the end result that each and every citizen is recognized and equally valued. The inclusion, protection, and empowerment of LGBT persons is critical because drawing on the full contributions of the entire population leads to more effective, comprehensive, and sustainable development results.

--USAID LGBT Vision for Action, 2014

ACKNOWLEDGEMENTS

This Toolkit was prepared by Cary Alan Johnson with support and field expertise from Lepa Mladjenovic under the direction of JBS International. Johnson is the former Executive Director of the International Gay and Lesbian Human Rights Commission (IGLHRC) and has more than 25 years of experience working on both SOGI and development issues in a global context. Mladjenovic is a feminist counselor for lesbian and other women survivors of male violence, an anti-war activist, a writer, an editor, and a lecturer in Women's and Queer Studies in Belgrade, Serbia. There was also substantial input from JBS Research Associate Nicole Zdrojewski and from Catherine Cozzarelli, Gender Advisor for the E&E Bureau, USAID.

TABLE OF CONTENTS

EXECUTIVE SUMMARY

Introduction

This Toolkit contains resources to assist Europe and Eurasia (E&E) region Mission staff and implementing partners to increase and improve the LGBT community's involvement in development programming. LGBT initiatives are a new priority for USAID, and there is still much to learn and understand about how to work most effectively with LGBT people and communities. USAID has had considerable early success in including LGBT issues and organizations in two important sectors, HIV/AIDS and civil society strengthening. This Toolkit is devoted to guidance on how LGBT-specific concerns and interventions can be part of programming across the range of USAID sectors.

Scope and Methodology

This Toolkit begins with a brief overview of LGBT issues in the E&E region, offers a discussion of the key overarching principles for engaging in LGBT-related development work, and then provides an analysis of the implications and potential programming activities in nine sectors and three cross-cutting areas. Finally, the Toolkit offers three case studies of successful LGBT programming in the region on which USAID can build. Research for this Toolkit included an extensive review of external documents, websites, and reports related to USAID and other LGBT programming in the E&E region, as well as interviews with LGBT thought leaders and USAID implementing partners. USAID currently has little dedicated LGBT programming, and what exists is often new and limited in scope, so there are few practical models from which to draw. Still, there is a commitment within the Agency, the Missions in the E&E region, and by current and potential USAID partners in the LGBT community about deepening LGBT engagement.

LGBT in Europe and Eurasia in Context: Major Issues and Challenges to LGBT Rights[1]

Religious intolerance, violence, familial rejection, chronic unemployment, fear, and isolation remain major problems for LGBT people in the E&E region.[2] While homosexuality was legalized in countries throughout the region after the fall of the Soviet Union, anti-discrimination laws have been passed and implemented unevenly from country-to-country and provide a tenuous patchwork of protections for LGBT people in areas of housing, employment, family life, and education. Throughout the region, anti-gay propaganda laws have become a tool of conservative governments seeking to limit burgeoning LGBT movements and the public's access to information about sexuality and gender and comprehensive sexuality education.

Public events to celebrate LGBT pride have been marred by violence and ugly counterdemonstrations in Georgia, Montenegro,[3] Romania, Serbia, and Ukraine. Violence has also occurred at LGBT community centers or at known LGBT meeting places such as bars and cafes. Activists in Georgia, Serbia, Kosovo, and Moldova have all met resistance from their local and national governments in the last few years when applying to hold public pride events and when requesting police protection against ultranationalist and religious fundamentalists intent on interrupting such events in the name of traditional values. Police

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1. A major source for this section is Aengus Carroll, Testing the Waters: LGBT People in the Europe and Eurasia Region, (Washington, DC: USAID, 2013), http://www.usaid.gov/documents/2496/testing-waters-lgbt-people-europe-and-eurasia-region.
2. International Lesbian, Gay, Bisexual, Trans and Intersex Association, European region (ILGA-Europe) *Annual review of human rights situation LGBTI in Europe* (Brussels: ILGA-Europe2013), http://www.ilga-europe.org/home/publications/reports_and_other_materials/rainbow_europe.
3. P. Milic. "Montenegro's first gay pride parade comes under attack by opponents." *Huffpost Gay Voices*. July 24, 2013. http://www.huffingtonpost.com/2013/07/24/montenegro-gay-parade-attack_n_3644327.html .

and other local authorities have played an ambivalent role in assuring access to freedom of assembly in the region, sometimes protecting LGBT activists, and at other times refusing to issue permits for LGBT marches or failing to restrain violent anti-LGBT demonstrators.[4]

Lesbians, LGBT ethnic and linguistic minorities, and poor LGBT people face even greater levels of discrimination and violence, and by almost every indicator, transgender people in the region are more likely to live in poverty, be physically assaulted, and face discrimination in housing, education, and employment than their cisgender counterparts.[5] These challenges are exacerbated by the inability of transgender people in a number of countries in the region to access gender-related medical services, including safely obtaining hormone treatments, and the difficulties they face trying to alter personal documents during or following sex reassignment.

Despite these challenges, most LGBT people in the region feel that activism is bringing about positive changes and that European integration is accelerating the pace of LGBT acceptance. Current efforts by many states in the region to align their policies to and eventually achieve membership in the European Union (EU) are perceived as a positive force for LGBT communities. Official and behind-the-scenes pressure from the EU has compelled E&E governments to provide protection for LGBT people from those that espouse violence against them, improve LGBT-related laws, and alter policies in ways that provide LGBT people with greater access to services.

LGBT Issues by USAID Program Sectors: Current Programming and Recommendations

Rule of Law and Human Rights

Rule of law (ROL) and human rights programs are particularly relevant for LGBT movements in the E&E region, which are facing new laws that curtail individual freedoms, uneven enforcement of existing anti-discrimination legislation, and serious human rights violations. USAID is providing support to document human rights violations, change discriminatory laws, and ensure respect for human rights principles in Georgia and the Balkans. The International Lesbian, Gay, Bisexual, Trans and Intersex Association, European region (ILGA-Europe) supports its regional members in engaging in strategic litigation both at the national and regional levels and holds annual strategic litigation training for LGBT leaders, including those from the countries of the E&E region. LGBT activists still need basic training in human rights law, advocacy, and documentation, and police and the judiciary need assistance in developing working relationships with LGBT communities. Mainstream human rights organizations should be encouraged to challenge homophobia and transphobia as part of their mandates.

Political Processes and Civil Society

Good governance means that LGBT people are included in political processes as voters, candidates, and elected and appointed officials. Though there have been few openly LGBT political candidates in the E&E region, identifying young leaders and providing training in political processes can pave the way for a future generation of LGBT candidates and officials. LGBT groups can also be supported in outreach to political parties to promote inclusion of LGBT rights issues in party platforms. LGBT organizations can be engaged as poll watchers, and their facilities developed as sites for voter education and registration.

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4. Darby, S. "Anti-LGBT Violence Escalates in Prishtina; Kosovo Officials Condemns Attacks," The New Civil Rights Movement (blog), December 17, 2012. http://thenewcivilrightsmovement.com/anti-lgbt-violence-escalates-in-prishtina-kosovo-officials-condemns-attacks/news/2012/12/17/56650 (page down to see article)
5. International Lesbian, Gay, Bisexual, Trans and Intersex Association, European region (ILGA-Europe) *Annual review of human rights situation LGBTI in Europe* (Brussels: ILGA-Europe2013), http://www.ilga-europe.org/home/publications/reports_and_other_materials/rainbow_europe.

Civil society organizations serving LGBT communities in the E&E region struggle with capacity and financial issues, and need support in these areas. LGBT groups in Georgia and the Republic of Macedonia are already benefitting from civil society strengthening programs and developing skills in strategic planning, financial management, communications, and advocacy.

Transparent and Accountable Governance

Transparency and accountability programs seek to improve the capacity of local and national governments to meet people's needs, while at the same time equipping citizens with the necessary skills and resources to examine and review government processes. LGBT individuals and groups generally have been excluded from important public policy processes, and there have been few openly LGBT people participating in accountability programs or committees. LGBT organizations, academics, and policy specialists have important perspectives to share on policy issues, particularly as they relate to health care, job creation, education, and civil rights enforcement and spending. LGBT representation on government and citizen committees and inclusion of LGBT people in training programs for citizen oversight can be promoted. Learning from these initiatives could be documented and shared in an article developed by a LGBT group or public policy scholar.

Media

Media in the region has generally played a negative role in shaping society's perceptions of LGBT people and issues. While USAID funding of media-related projects with LGBT communities is in its early stages, programs in Bosnia and Herzegovina and Georgia are working to help LGBT communities to use the power of the media to address violence and intolerance. LGBT people throughout the region would benefit from programs aimed at media monitoring, promoting media ethics, and increasing the capacity of LGBT media professionals. LGBT groups could benefit from training in how to work most effectively with media. Social media and other Internet-based communication strategies, as well as mobile phone texting, provide a rich set of opportunities for LGBT rights and advocacy.

Entrepreneurship, Competitiveness, and Labor Markets

LGBT people face substantial employment discrimination, and poverty is a major problem. LGBT organizations in the region have limited ability to provide members with income-generation skills, business development training, start-up capital, and ongoing support. LGBT organizations can be proactively integrated into existing programming in the region that provides these resources. Additionally, LGBT organizational leaders need to understand trends in the job market so that they can effectively counsel and assist members, particularly young LGBT people. LGBT groups can be invited to participate in relevant workshops and training in using important tools in employment sector analysis, such as the Toolkit for Workforce Development and Labor Markets in the E&E region.[6]

The development of vibrant, engaged LGBT communities can be supported by providing training in fundraising and promoting social enterprises geared toward organizational sustainability. This can include supporting social enterprises and encouraging national fiscal policies that provide tax incentives for charitable contributions to LGBT and other social service organizations.

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6. The Toolkit can be found at http://linhost1.jbsinternational.com/wd_online/index.html.

Education

Lesbian, gay, and bisexual (LGB) people face particular challenges within the education system, such as discrimination and violence, that hinder their academic performance and cause many to leave school altogether. The barriers are even greater for transgender youth, who can find it more difficult to hide their identities.[7] Lack of access to educational opportunities forms the basis for many other lifelong social and economic challenges. Anti-bullying programs in schools and sensitivity training for teachers and school administrators could be beneficial. Adult education programs that help LGBT people who were denied access to education as youth to finish secondary and tertiary education and join the workforce may also be effective.

HIV/AIDS and Other Health Issues

USAID-funded HIV/AIDS activities have positively impacted LGBT lives in nearly every country in the region, particularly through the AIDSTAR-Two mechanism and the SUNRISE project in Ukraine. While even greater funding for work with men who have sex with men (MSM) is needed, this is a moment for more effective engagement of HIV/AIDS programs specifically focused on transgender women, rural MSM, the Roma, and other marginalized groups. Regional initiatives to promote learning and exchange of educational materials, including gatherings of MSM HIV leaders, could be supported.

Other key health care concerns for the LGBT community include higher than average cancer rates and access to cancer screenings for lesbian and bisexual women, high rates of substance abuse, and mental health issues. Discrimination by medical professionals further complicates health care outcomes for LGBT people. The LGBT community needs assistance with programs that address these issues. Maternal and reproductive health care initiatives can engage in specific outreach to lesbian, bisexual, and transgender (LBT) women and highlight the importance of regular screenings for these women as part of gender and sexuality-sensitive gynecological care. State health facilities can be encouraged to participate in sensitivity training on SOGI issues, making LGBT-friendly health care services of all kinds more readily accessible to the community.[8]

People with Disabilities, Rural Populations, Roma, and Other Vulnerable Groups

LGBT people with disabilities experience hate crimes, sexual abuse, and unemployment at higher rates than their heterosexual and cisgender peers. USAID can ensure that its disability programming addresses the intersectionality of sexual orientation and gender identity (SOGI) related discrimination and vulnerability. LGBT organizations can be supported in the provision of training to groups working with people with disabilities and joint interventions can be funded that would allow a specific focus on LGBT people with disabilities. Small grants could be provided for LGBT education activities within Roma and other disadvantaged communities and for making LGBT offices, community spaces, and events accessible to people with disabilities. USAID can also promote development of rural LGBT organizations and assist national LGBT organizations to conduct outreach in provincial and rural areas. Attention must be paid, however, to the deep levels of homophobia and transphobia in rural areas and the security needs of LGBT individuals in farming communities.

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7. L. Mladjenovic, personal communication, July 30, 2013.
8. D.M. Fergusson, L. J. Horwood, E. M.. Ridder,and A.L. Beautrais, Sexual orientation and mental health in a birth cohort of young adults. *Psychological Medicine,* 35(7), (2005): 971–981, http://www.ncbi.nlm.nih.gov/pubmed/16045064.

Youth

Young people represent hope for a shift in social attitudes about SOGI issues. At the same time, ultranationalist and religiously-inspired youth groups are often at the forefront of anti-LGBT violence, and new anti-gay propaganda laws threaten open discussion of SOGI issues among young people and in schools. Youth programs should incorporate sensitivity training and attention to gender-based violence (GBV), including violence based on SOGI. USAID could use U.S. and European models to support initiatives that address the high rates of depression and suicide among LGBT youth.

Gender-Based Violence (GBV)

The vulnerability of LBT women is often overlooked in GBV research and programs. Viewing homophobic and transphobic violence through a GBV lens and integrating anti-homophobia/transphobia training into domestic violence (DV) and GBV programs can be an effective approach. USAID could support programs that encourage young men to question traditional norms of masculinity and gender inequality, including homophobia and transphobia. USAID could ensure that any DV shelters it supports are welcoming of LBT women. Funding can be provided for commemorations of the 16 Days of Activism Against Violence that include a focus on violence against LBT women, encouraging joint activities between LGBT and women's rights groups.

Conclusion

USAID Missions in the E&E region have made a number of creative attempts to integrate LGBT people and concerns into programming, but these efforts have been on a smaller scale than needed and inconsistent across sectors. There are multiple opportunities for engagement of LGBT issues within current programs, and many of the Agency's traditional partners in the region are ready and willing to take up this new work. These activities must be developed in collaboration with local LGBT movements, other donors, and the global LGBT thought leaders who are eager to partner with the U.S. Government on development issues relevant to LGBT communities.

I. INTRODUCTION

A. PURPOSE OF TOOLKIT

This Toolkit is designed to provide USAID Mission staff working in the Europe and Eurasia (E&E) region[9] with resources to address the multiple development challenges facing LGBT communities and to integrate LGBT persons and concerns into ongoing programming and new project designs. The development of this Toolkit was motivated by requests for guidance by USAID staff and a growing commitment by E&E Missions to bring LGBT communities firmly into the Agency's work. Missions are relatively inexperienced at reaching out to and engaging LGBT persons and organizations, so there are many questions regarding how to work effectively with such marginalized and vulnerable communities in environments that are often hostile toward sexual orientation and gender identity (SOGI) issues. Major challenges for USAID staff are overcoming a lack of understanding of LGBT persons' specific needs in national and regional contexts, and finding approaches that improve LGBT persons' lives without increasing their vulnerability.

President Obama's Memorandum of October 2011 made clear that U.S. development assistance abroad must promote and protect LGBT rights worldwide.[10] USAID is working with other donors and partners to find creative ways to serve this community more effectively. This Toolkit includes a framework that can inform USAID's efforts to reach LGBT persons through its programming as well as concrete suggestions and examples of how to do so across the sectors in which E&E Missions most commonly fund programming.

USAID's commitment to deepening LGBT engagement can be seen in the E&E Bureau and Missions as well as by current and potential USAID partners in the LGBT community. There is a strong sense that USAID programming can be creatively re-envisioned to include approaches that will generate measurable and sustainable changes in the lives of LGBT people and enhance the capacity of LGBT civil society to serve its constituents.

Because the political and social environments in the countries of the E&E region are generally hostile and frequently violent toward LGBT people and movements, USAID's approach to working with LGBT communities will need to address these challenges directly. The Toolkit builds upon and complements earlier resources that have been developed by the Social Transition (ST) Team in the E&E Bureau to help Missions build capacity in related areas and to understand the impact of gender norms on vulnerable groups (see the inside cover for a list of these publications). These publications provide valuable background information on gender issues, including violence and the marginalization of minorities in the region. At the same time, there is a need to address homophobia and transphobia among USAID staff at all levels. From the Mission security guard who greets visitors at the gate to the Mission Director, all staff play a role in creating a welcoming environment in which LGBT people can access the vital funding and partnerships that USAID offers.

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9. The E&E region as defined for this document includes the USAID-presence countries of Albania, Armenia, Azerbaijan, Belarus, Bosnia and Herzegovina, Georgia, Kosovo, Republic of Macedonia, Moldova, Serbia, Montenegro, and Ukraine.
10. Barack Obama, "Presidential memorandum--International initiatives to advance the human rights of lesbian, gay, bisexual, and transgender persons," (Washington, DC: The White House Office of the Press Secretary, 2010).

While this Toolkit has particular relevance for LGBT Points of Contact, Gender Advisors and Points of Contact, and technical and program office personnel, it contains information useful for all Mission staff and relevant USAID/Washington personnel who could play a role in creating a welcoming and productive environment for LGBT partners. In addition, implementers of USAID programming will find the Toolkit helpful in their efforts to work effectively with LGBT people and communities.

USAID has had considerable early success at inclusion of LGBT issues and partner organizations in two sectors: HIV/AIDS and democracy and governance. This Toolkit aims to help the Agency go beyond these areas to integrate LGBT interventions into programming in nearly all USAID assistance sectors, to address the issues of greatest importance to LGBT people in the region, and to avoid likely pitfalls in working with this vibrant community.

The work of integrating Sexual Orientation and Gender Identity (SOGI) issues into USAID programming is new, and there are few official guidelines or directives. E&E Missions have made some creative forays into working with LGBT communities, but there is much left to explore, enhance, and institutionalize.

B. SCOPE AND METHODOLOGY

Drawing upon research and perspectives from the development, gender, and human rights fields, this Toolkit provides a range of information and is divided into three main sections. This section reviews relevant terms and LGBT social issues in the E&E region and discusses the key overarching issues and challenges in conducting LGBT-related development work. Section two identifies and describes effective approaches to working with LGBT communities. Section three, the heart of the Toolkit, is a discussion of how USAID programming in various sectors can reach out to LGBT communities in the E&E region and address issues of importance to them. In addition, an extensive list of references (with links to resources online) is included. Users of the Toolkit will obtain resources and technical information that are necessary to develop strong, inclusive projects that address the keys issues and challenges faced by the LGBT community in this region.

Research for the Toolkit included an extensive review of external documents, websites, and reports related to USAID and other LGBT programming in the E&E region. Toolkit readers will benefit from information obtained via numerous telephone, Skype, and face-to-face interviews with LGBT thought leaders, including regional and global LGBT activists as well as LGBT and mainstream development program implementers with significant experience in the region. Some of the sectors are areas in which Missions in the region already have programming that deals with LGBT issues, such as health, human rights, and civil society. Others are areas in which there has generally been little investigation of the impact of the sector on LGBT persons and little if any programmatic engagement with LGBT issues, such as entrepreneurship, transparent and accountable governance, and education. The Toolkit reflects information available from the E&E region as well as relevant efforts from other regions in which USAID works. Toolkit users may need to carry out further research in order to determine the best way forward in their specific country context.

A major challenge in the development of the Toolkit is the fact that USAID currently has little dedicated LGBT programming and experience mainstreaming LGBT organizations into existing projects. Existing efforts are often new and conducted on a small scale. As a result, there was scarce practical experience from which to draw, and few models to use for exploring promising practices. Furthermore, reports and website narratives, which often mention LGBT components of larger projects only in passing, do not convey fully the challenges and opportunities inherent in working with LGBT communities in the region.

C. DEFINITIONS AND DISCUSSION OF USEFUL TERMS[11]

To work effectively with LGBT groups and individuals, it is important to be familiar with the various terms that are used within their communities. Precise definitions and usage of these terms may vary from country to country and even from year to year, evidence of the rich and ever-changing perceptions of gender, sex, and sexuality across cultures. The following key terms will be useful for USAID Mission staff and others who are working with LGBT partners.

Sex "is the classification of people as male or female. At birth, infants are assigned a sex based on a combination of bodily characteristics including: chromosomes, hormones, internal reproductive organs and genitalia".[12]

Gender "is the socially defined set of roles, rights, responsibilities, entitlements, and obligations of females and males in societies. The social definitions of what it means to be female or male vary among cultures and change over time."[13] "It encompasses the economic, political, and sociocultural attributes, constraints, and opportunities associated with being male or female."[14]The specific characteristics and behaviors that are associated with the male or female gender reflect concepts of masculinity and femininity. The term gender is not synonymous with sex: while sex refers to physiology, gender concerns identity.

Sexual orientation, at its most basic, refers to an individual's romantic or sexual attraction to a person of the same sex, opposite sex, or both. This attraction can usually be subsumed under the category heterosexual, homosexual, or bisexual.[15] The term can also refer to an individual's public identification with one of those three orientations or others, such as pansexual, polysexual, or queer (see below) as well as with an individual's participation or membership in a particular social community. Sexual orientation is not necessarily fixed throughout an individual's life, and may be fluid during different periods and circumstances. Sexual orientation usually indicates some sense of identification with a community. In other words, a man who has sex with other men while in prison may not necessarily identify as homosexual or be identified as homosexual by others. There is not yet full scientific understanding of the determinants of sexual orientation, whether it is biological, social, or some mixture of both.

Gender identity is "an individual's internal, personal sense of being male or female."[16] This identity can be personal and private, or it can be shared with others. Like sexual orientation, gender identity can be fluid. A person may express a gender identity that is discordant with biological sex (transgender). Though most individuals subscribe to a gender identity in keeping with the male/female binary, frequently individuals may not feel completely like a man or a woman, but somewhere in between, or may subscribe to membership in third genders. Some individuals reject pronouns like "he" or "she" that feel externally imposed or restrictive. A person can have a male sex anatomy while identifying as female gendered, and vice versa. Some individuals prefer to identify with neither gender, with both, or with third gender categories.

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11. Sources for this section: Currah, Minter, and Green, 2000; J. Grant, personal communication, date; R. Kohler, Trans-Europe, personal communication; LGBT Center, Glossary of Terms, accessed September 22, 2014, http://www.gaycenter.org/gip/transbasics/glossary.
12. USAID, *Gender Equality and Female Empowerment Policy* (Washington, DC: USAID, 2012), 3, http://www.usaid.gov/sites/default/files/documents/1870/GenderEqualityPolicy.pdf.
13. USAID, *Gender Equality and Female Empowerment Policy*, 3.
14. Elisabeth Duban, *Toward Gender Equality in Europe and Eurasia: A Toolkit for Analysis* (Washington, DC: USAID, 2012), 14.
15. Human Rights Campaign, "Sexual Orientation and Gender Identity: Terminology and Definitions," accessed September 19, 2014, http://www.hrc.org/resources/entry/sexual-orientation-and-gender-identity-terminology-and-definitions
16. USAID, *Gender Equality and Female Empowerment Policy*, 3.

Gender expression is primarily an individual's outward and public manifestation of gender identity, through attributes such as clothing, voice, hairstyle, choice of name, and other behaviors that are often traditionally identified as masculine or feminine.[17]

Sexual rights subsume a broad set of human rights related to an individual's sexual orientation, gender identity, gender expression, bodily integrity, desire, and family relations.[18] In recent years, there has been greater exploration and recognition of sexual rights defined separately from reproductive rights—they were previously considered as a linked concept. Therefore, despite efforts of some international organizations to recognize sexual rights as a distinct category of rights,[19] some of those rights have yet to be specifically confirmed under international human rights law (e.g., same-sex marriage.). Some sexual rights have been upheld under international legal instruments (e.g., freedom from forced marriages and freedom from arbitrary detention based on SOGI). Any basic human right can be viewed from a sexual rights framework, such as when the right to freedom of assembly is denied to peaceful LGBT pride marchers or when the right to education is essentially denied to transgender students because of transphobic violence on campuses.

Transgender, or trans, is a broad term that refers to an individual whose gender identity does not correspond to the gender he or she was assigned at birth. This includes transsexual, transgender, gender variant, genderqueer people, transvestites, cross-dressers, and no-gender people. A transgender person may choose to change sex or live outside of a strict binary perception of sex (male versus female).[20] While the term is relatively new, the concept is ancient. Gender nonconforming people have existed throughout history and in many cultures, including traditional European cultures. Transgender individuals may or may not be engaged in medical practices to change their birth sex. The term is an adjective, not a noun, and should be used as such (e.g., transgender people, not transgenders).

Transsexuals are individuals who feel a profound discord between their gender identity and the sex they were assigned at birth. These individuals may or may not choose to modify their bodily appearance or engage in medical sex reassignment processes.[21]

Intersex is a range of physical conditions including congenital discrepancy or incongruity between genetic (or chromosomal) and phenotypic (or physical appearance) sex or in secondary characteristics.

Cis (pronounced "sis") or **Cisgender** is a relatively new term that refers to individuals whose self-perceived gender and gender expression match the sex they were assigned at birth, i.e., people who are not transgender.[22] This term challenges notions of normativity by affirming that we all have a gender identity, one not being more "normal" than any other.

Transition and **gender reassignment** are equivalent terms for a process (or any part of such a process) through which individuals seek to redefine their gender in order to better express their gender identity. The steps involved and their order can vary, and may or may not involve medical intervention.[23]

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17. Human Rights Campaign, "Sexual Orientation and Gender Identity: Terminology and Definitions."
18. World Health Organization, Sexual health (Geneva: The Department of Reproductive Health and Research).
19. See, for example International Planned Parenthood Federation (IPPF), "Sexual Rights: An IPPF Declaration," (London: IPPF, 2008), accessed September 16, 2014, http://www.ippf.org/resource/Sexual-Rights-IPPF-declarationRetrieved from http://www.ippf.org/resource/Sexual-Rights-IPPF-declaration.
20. R. Kohler, Trans-Europe, personal communication, September 29, 2013.
21. R. Kohler, personal communication, September 29, 2013.
22. R. Kohler, personal communication, September 29, 2013.
23. R. Kohler, personal communication, September 29, 2013.

Legal gender recognition is a process by which a state facilitates the recognition of a transgender person by adapting relevant gendered information, such as name(s) and gender markers, in official documents.[24]

Queer began to be used in the early 20th century to refer to homosexuality, but with a decidedly negative connotation.[25] By the late 20th century, the LGBT community had reappropriated the term, finding it a useful umbrella for bringing together the broad spectrum of sexual and gender identities considered outside of the mainstream. The term has particular relevance for those individuals who reject binary definitions of male/female, gay/straight, and masculine/feminine. The term queer is used in the region, mostly in the Balkans, Ukraine, and Russia.[26]

SOGI is an acronym for sexual orientation and gender identity, but is also used by the global LGBT movement as a simple and handy way of identifying a broad set of issues and concerns related to LGBT people and their communities, needs, and concerns. A variation on this acronym is **SOGIE**, or sexual orientation, gender identity and expression.

Homophobia is a fear of, aversion to, or discrimination against homosexuals, homosexual behavior, or LGB cultures and communities. While the term should be seen as inclusive of enmity toward both male and female homosexuals, the term **lesbophobia** is sometimes used to specify hatred toward lesbians. **Transphobia** is a reaction of fear, loathing, and discriminatory treatment toward transgender people. **Internalized homophobia/lesbophobia/transphobia** refers to the self-loathing by LGBT people that can result from severe familial and societal stigma.

D. LGBT IN EUROPE AND EURASIA IN CONTEXT

> "On … [International Day Against Homophobia and Transphobia] IDAHO day, I was together with 20 other activists (18 women and 2 men) when counter-protesters attacked us. We were surrounded by police, who were in turn surrounded by a large number of counter-protesters. Even though their number and the aggression from them was growing (swearing at us and spitting in our faces), the police were repeatedly telling us to leave and not to escalate the situation. We obviously did not want to leave, because the aggressive crowd would attack us."
>
> --Mariam Gagosh, Georgian lesbian activist (Gagosh, 2013).

When any segment of the population is denied the ability to contribute, participate, and prosper in a society, overall development efforts are diminished. LGBT people in the E&E region are marginalized within mainstream society, often unable to access basic services and exercise their rights as citizens. Some emigrate when they can, taking their skills and energy away from countries that need their contributions.

Violence, familial rejection, and chronic unemployment remain major problems for LGBT people in the region. While homosexuality was legalized under communist governments, the current law and regulations provide uneven protections for LGBT people in the areas of housing, employment, family

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24. R. Kohler, personal communication, September 29, 2013.
25. University of Pittsburgh, Keyword Queer, Keywords project (Pittsburgh: University of Pittsburgh, Jesus College, Cambridge, & Critical Quarterly, n.d.).
26. L. Mladjenovic, personal communication November 14, 2013.

life, and education. Anti-LGBT stances taken by many religious institutions in the region contribute to homophobic social sentiments. Transgender people face additional challenges, such as heightened violence, lack of access to appropriate medical care, and an inability to obtain identity documents reflective of their gender. Nevertheless, most LGBT people feel that there has been recent positive change, and that European integration is accelerating the pace of addressing LGBT issues. [27]

1. LEGAL CONTEXT

All E&E countries (except Belarus and Kosovo[28]) are members of the Council of Europe (CoE) and party to the European Charter on Human Rights, which has been interpreted to include significant protections against discrimination based on SOGI.[29] Most LGBT leaders in the E&E region view their proximity to Western Europe and the aspirations of states in the region to achieve membership in the EU as positive forces.[30] Membership in the EU requires states to bring their laws into alignment with the European Charter of Fundamental Rights (which prohibits discrimination based on sexual orientation), and the EU is in negotiations to accede to the CoE and join the ECHR as a bloc.[31] Official and behind-the-scenes pressure from the EU has forced several E&E governments to align their laws regarding SOGI issues with more progressive EU laws, provide protection to LGBT people from those who commit violence against them, and alter policies in ways that provide LGBT people greater access to employment. In the last five years, however, sharp pushback against LGBT visibility has led to the introduction of laws and movements which threaten to reverse positive gains.

Rights to freedom of assembly and association are severely challenged in the region, most significantly in the refusal of governments to allow public pride events, including gay pride marches, festivals, and celebrations of IDAHO.[32] When these public events are authorized, they are often marred by either state-condoned violence or a lack of commitment by authorities to provide necessary protection from counterdemonstrators.

Despite the existence of some protective legislation, police and security forces in the region have acted inconsistently, often negligently when required to protect LGBT rights and assure freedom of assembly, but in some instances they have received praise from LGBT and other human rights activists for their protection of LGBT non-violent demonstrators.[33] Sometimes they protect LGBT activists, and at other times side with violent demonstrators. While in some instances police have protected LGBT events, for the most part they have failed to restrain anti-LGBT demonstrators, refused to provide safe passage for LGBT marches, and have not provided official permits or other documentation when needed. Activists in Georgia, Kosovo, Moldova, Montenegro, and Serbia have all met resistance from their local or national governments in the last few years when seeking authorization to hold events and have police protection against ultranationalist and religious fundamentalists determined to interrupt the events in the name of traditional values. LGBT persons are generally reluctant to rely on police and security

27. International Lesbian, Gay, Bisexual, Trans and Intersex Association, European region (ILGA-Europe) *Annual review of human rights situation LGBTI in Europe* (Brussels: ILGA-Europe2013), http://www.ilga-europe.org/home/publications/reports_and_other_materials/rainbow_europe.
28. Kosovo is expected to be the 48th signatory to the ECHR and has generally aligned its national legislation with its principles (CoE, 47 Countries, Homepage, (n.d.).
29. Council of Europe (CoE) Parliamentary Assembly. Resolution 1031 on the honouring of commitments entered into by member states when joining the Council of Europe. (Brussels: CoE, 1994),. http://assembly.coe.int/Documents/AdoptedText/TA94/ERES1031.HTM
30. A. Coman, personal communication, June 28, 2013; L. Mladjenovic, personal communication, June 13, 2013; B. van Roozendaal, personal communication, July 11, 2013.
31. Andrew Gardner, "Breakthrough in EU bid to join Council of Europe," *European Voice* (April 5, 2013), http://www.europeanvoice.com/article/2013/april/breakthrough-in-eu-bid-to-join-council-of-europe/76887.aspx.
32. U.S. Department of State, 2010 Country Reports on Human Rights Practices, (Washington, DC U.S. Department of State, 2013); Human Rights Watch, 2013 *World Report 2013* (New York: Human Rights Watch 2013).
33. J. Dorf, personal communication, July 14, 2013; L. Mladjenovic, personal communication, June 13, 2013

forces to address violence and often fail to report hate crimes out of fear of further victimization,[34] and activists have fought back against these challenges through appealing to the European Court of Human Rights.[35]

Anti-gay propaganda laws—either introduced in legislatures or discussed as a forthcoming proposal—which are designed to curtail free speech and limit access to information about sexuality and gender, have become a tool of governments, institutions, and political parties. Local and national anti-homosexual propaganda laws are currently in place in Russia and have been discussed in parliament in Moldova and Ukraine.[36] Such laws affect a range of expression, including public events, sexuality education, as well as literature and social science research. Nevertheless, the support for such laws remains.

Registration of LGBT civil society organizations—a formality necessary in order to seek funding, rent property, establish structures such as boards of directors, create bylaws, and open bank accounts—is often denied or delayed. This sends a clear signal to applicants that the government does not consider LGBT activism or services to be part of national civil society. The offices of LGBT groups are sometimes targeted for protests or attacks by anti-LGBT demonstrators.[37]

2. SOCIAL CONTEXT

In some aspects, E&E countries are now experiencing a "retraditionalism" and use of traditional feminine and masculine tropes to define citizens in the face of conflict, political instability, economic insecurity, and intuitional shifts that are occurring as governments move closer to joining the European Union. This has potentially dangerous implications for LGBT communities. As noted in the report, Testing the Waters: LGBT People in the Europe and Eurasia Region,[38] violence is committed against LGBT people in society, the community, and the family—and this violence takes a number of forms, physical, psychological, and structural. The risk of violence is therefore ever-present for LGBT persons—particularly for those whose sexual orientation or gender identity is publicly known—at the hands of strangers, radical gangs, and family members.

Individual LGBT leaders, people known or suspected to be LGBT, community centers, or known gathering places such as bars and cafes, have been attacked. The Internet, which provides many virtual gathering spaces for LGBT people, has become a facilitating platform for violence against LGBT people.[39] Recently, hate-motivated groups have been using social media to target, torture, extort, and blackmail gay men in countries across the E&E region.[40]

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34. Pink Armenia, LGBT Rights Situation in Armenia 2011 (summary), (Yerevan, Armenia: Pink Armenia, 2011), http://www.pinkarmenia.org/en/2012/02/lgbtreport2011/ .

35. G.E., Gay rights in Eastern Europe: The Longlong March. *The Economist*, (26 October 23, 2010,) retrieved from http://www.economist.com/blogs/easternapproaches/2010/10/gay_rights_eastern_europe.

36. ILGA-Europe, *ILGA-Europe Annual Review of the Human Rights Situation of Lesbian, Gay, Bisexual, Trans and Intersex People in Europe 2013* (Brussels: European Commission, 2013), p. 30

37. S. Darby, "Anti-LGBT Violence Escalates in Prishtina; Kosovo Officials Condemns [sic] Attacks, *New Civil Rights Movement*. (2012, December 17), http://thenewcivilrightsmovement.com/anti-lgbt-violence-escalates-in-prishtina-kosovo-officials-condemns-attacks/news/2012/12/17/56650 (page down to see article).

38. A. Carroll, Testing the Waters: LGBT People in the Europe and Eurasia Region (Washington, DC: USAID, 2013), retrieved from http://www.usaid.gov/documents/2496/testing-waters-lgbt-people-europe-and-eurasia-region.

39. Human Rights Watch, *World Report 2013 Events of 2012 (New York: Human* Rights Watch 2013).

40, L. Mladjenovic, personal communication, June 13, 2013; LGBT Human Rights Nash Mir Center, *Hate Crimes against LGBT Persons in Ukraine Over 2012-2013: English Summary of the Report* (Kyiv: LGBT Human Rights NASH MIR Center, 2013).

Among all the forms of violence, however, familial rejection is cited as the most prevalent and damaging problem for LGBT people in the region, and other forms of discrimination and violence are exacerbated if an individual faces rejection and violence within his or her home.[41] This is not surprising, given the importance of families and clans in the various cultures of the region.[42] Fear of stigmatizing one's family keeps many LGBT people from publicly acknowledging their sexual orientation or gender identity and from accessing the services they need.[43]

All the countries in the region, with the exception of Albania, have anti-discrimination laws, many of which include sexual orientation, and to a somewhat lesser extent gender identity, as protected categories for employment and access to goods and services.[44] However, only Serbia officially collects data on crimes committed against LGBT people,[45] and it has been difficult for LGBT persons to pursue redress under these laws when they have experienced discrimination in the workplace.

LGBT people living in rural areas of Eastern Europe and Eurasia face particular challenges, including isolation and higher levels of discrimination and violence, and less access to services and support, as a result of their distance, both physical and contextual, from urban-based LGBT rights groups and the generally more progressive attitudes toward sexuality and gender in the cities.[46]

By almost every indication, transgender citizens in the region encounter the most difficult circumstances. They typically live in poverty, are frequently the victims of assault, and face discrimination in housing, education, and employment at much higher rates than cisgender people.[47] These challenges are exacerbated by the inability of transgender people in a number of countries in the region to access gender-related medical services, such as hormone treatments. They may also find it difficult to achieve legal gender recognition, including altering personal documents during or following gender reassignment, without onerous, discriminatory, and intrusive requirements.

41. K. Pinderi. *Hidden among you* [Documentary], (Tirana, Albania: Pro LGBT, 2012), accessed September 22, 2014,retrieved from http://www.youtube.com/watch?v=Rgkcxs2wafc.
42. Wedel, J. Clans, cliques and captured states: Rethinking 'transition' in Central and Eastern Europe and the Former Soviet Union. *Journal of International Development, 15, 2013: 427-440,* DOI: 10.1002/jid.994.
43. World Values Association, World Values Survey Wave 5, 2008 (Data file) accessed September 17, 2014, http://www.worldvaluessurvey.org/index_html.
44. Moldova, for example, bans discrimination based on SOGI in the arena of employment, but not in other areas of private and public life.
45. COWICOWI & DIHR, Study on Homophobia, Transphobia and Discrimination on Grounds of Sexual Orientation and Gender Identity Sociological Report: Serbia, (Strasbourg: Council of Europe, 2010), http://www.coe.int/t/Commissioner/Source/LGBT/SerbiaSociological_E.pdf.
46. A. Dovbakh, , International AIDS Alliance, personal communication, August 8, 2013.
47. ILGA-Europe *Annual Review of Human Rights Situation LGBTI in Europe* (Brussels: ILGA-Europe, 2013).

II. USAID COMMITMENT TO SOGI PROGRAMMING

As LGBT visibility and interest in SOGI issues have grown in a global context, USAID has endeavored to build its knowledge base, policies, and promising approaches to include LGBT development issues. President Obama accelerated that process by issuing a Presidential Memorandum in December 2011 in which he committed the Agency and all other U.S. Government agencies engaged abroad to use their resources to end violations of LGBT rights around the world.[48]

A. USAID POLICIES

USAID's *LGBT Vision for Action, Promoting and Supporting the Inclusion of Lesbian, Gay Bisexual, and Transgender Individuals*, released in 2014, is a watershed document for the Agency. It lays out USAID's strategy for engaging LGBT people in development programming in a way that protects and promotes the rights of LGBT people. The overarching principles guiding the Agency's actions are: (1) to account for country and cultural context, (2) to ensure openness and safe space for dialogue, (3) to integrate LBGT issues into USAID's work, (4) to support and mobilize LGBT communities, and (5) to build partnerships and create allies and champions.[49]

In addition, USAID has prioritized these next steps for action:
1. Increase capacity for inclusive development within USAID
2. Apply selectivity and focus to integration efforts
3. Build capacity of local LGBT organizations in developing countries
4. Hold ourselves accountable for upholding non-discrimination requirements
5. Expand a learning agenda

USAID's other policies and strategies (in particular the Gender Equality and Female Empowerment Policy, Youth in Development Policy, Global Health Strategic Framework, and Strategy on Democracy, Governance, and Human Rights as well as the U.S. Government's Strategy to Prevent and Respond to Gender-Based Violence Globally) highlight the importance of engaging LGBT people in development efforts as well as of protecting and promoting their rights.[50] USAID staff members worldwide are receiving training on LGBT inclusion in the workplace and programming.

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48. Barak Obama, Presidential Memorandum- International Initiatives to Advance the Human Rights of Lesbian, Gay, Bisexual, and Transgender Persons, (Washington, DC: The White House Office of the Press Secretary, 2011), retrieved from http://www.whitehouse.gov/the-press-office/2011/12/06/presidential-memorandum-international-initiatives-advance-human-rights-l.

49. USAID, *LGBT Vision for Action, Promoting and Supporting the Inclusion of Lesbian, Gay Bisexual, and Transgender Individual*, (Washington, DC: USAID, 2014), http://www.usaid.gov/sites/default/files/documents/1874/LGBT%20Vision.pdf.

50. USAID, *Gender Equality and Female Empowerment Policy*. (Washington, DC: USAID, 2012), http://www.usaid.gov/sites/default/files/documents/1870/GenderEqualityPolicy.pdf.

B. PARTNERSHIPS

Commitment to LGBT issues has been further strengthened by the creation of the position of Senior LGBT Coordinator, which is central to activities and learning on SOGI issues within the Agency and the creation of the LGBT Global Development Partnership, a public-private alliance that brings together USAID, the Swedish International Development Cooperation Agency, the Astraea Lesbian Foundation for Justice, the Gay & Lesbian Victory Institute (GLVI), the Williams Institute, and Olivia Companies, "to support LGBT communities around the world in building societies in which real and sustainable changes can occur by strengthening LGBT civil society organizations, enhancing LGBT participation in democratic processes, and undertaking research on the economic impact of LGBT discrimination."[51] The Partnership will include a focus on strengthening LGBT civil society organizations in the Balkans.

C. CURRENT PROGRAMMING

Currently, most U.S. Government support for pride events and the strengthening of civil society organizations (CSOs) has come from U.S. Embassies, though USAID has supported LGBT pride events in Serbia and Ukraine through sub-grants from projects addressing civil society strengthening and HIV/AIDS programming. [52] Several E&E Missions, including Kosovo and Ukraine, are working to incorporate language addressing LGBT integration in existing Missions Orders on Gender or are drafting Mission Orders on inclusiveness, more generally. Missions are also assigning LGBT Points of Contact who are available for consultations related to Mission strategies and project and activity design.

The E&E Bureau produced an in-depth report entitled *Testing the Waters: LGBT People in the Europe and Eurasia Region*[53] that provides a thorough review of the legal and social conditions of LGBT people in the region, and a short brief on LGBT Issues and Resources for regional Missions. Both documents provide an introduction to LGBT issues and are useful basic tools for Mission staff and partners who have an interest in LGBT issues.

USAID has developed a LGBTI key issue for attributing planned spending on LGBT-related activities in operational plans. Funds spent on projects or activities targeting the LGBT community should be attributed and described in the narrative. Activities such as the following would be included

- Rule of law activities promoting and strengthening non-discriminatory laws, policies, and practices;
- Capacity building of LGBT CSOs and leaders to carry out their work as well as perform activities such as the documentation of human rights violations;
- Conflict and crisis mitigation activities that aim to protect the human rights of LGBT refugees and internally displaced persons (IDPs);
- Activities to advance LGBT human rights integrated into other sectors (e.g., rule of law or health);
- Health systems strengthening and HIV/AIDS activities that aim to provide services to LGBT people or advance non-discriminatory access to public goods and services;
- Research and assessments on LGBT human rights issues; and
- Evaluation of the performance and impact of programming affecting the LGBT community.

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51. USAID, LGBT Global Development Partnership, (Washington, DC: USAID, n.d. .).
52. For example, Ukraine's SUNRISE project and Serbia's the Civil Society Advocacy Initiative.
53. Aengus Carroll, *Testing the Waters: LGBT People in the Europe and Eurasia Region* (Washington, DC: USAID, 2013), retrieved from http://www.usaid.gov/documents/2496/testing-waters-lgbt-people-europe-and-eurasia-region.

With regards to performance plans and reporting, USAID has not yet developed standard indicators for its LGBT work, though there are PEPFAR indicators related to MSM HIV/AIDS program goals. Missions are free to develop custom indicators to measure the performance and impact of their programming on the LGBT community.

D. KEY USAID AND U.S. DEPARTMENT OF STATE RESOURCES

- LGBT Vision for Action, 2014
  http://www.usaid.gov/sites/default/files/documents/1874/LGBT%20Vision.pdf
- LGBT Global Development Partnership Fact Sheet
- http://www.usaid.gov/documents/2496/lgbt-global-development-partnership-fact-sheet
- USAID presentation at Out and Equal 2013 Summit
  http://outandequal.org/documents/2013%20Summit/7270Session6USAID.pdf
- Fact Sheet: Advancing The Human Rights Of LGBT Persons Globally, 2014
  http://www.whitehouse.gov/the-press-office/2014/06/24/fact-sheet-advancing-human-rights-lgbt-persons-globally
- Presidential Memorandum, December 2011
  http://www.whitehouse.gov/the-press-office/2011/12/06/presidential-memorandum-international-initiatives-advance-human-rights-l
- Gender Equality and Female Empowerment Policy, 2012
  http://www.usaid.gov/sites/default/files/documents/1870/GenderEqualityPolicy_0.pdf
- Youth in Development Policy, 2011http://www.usaid.gov/sites/default/files/documents/1870/Youth_in_Development_Policy_0.pdf
- Global Health Strategic Framework, 2012
  http://www.usaid.gov/sites/default/files/documents/1864/gh_framework2012.pdf
- Strategy on Democracy, Governance, and Human Rights, 2013
  http://www.usaid.gov/sites/default/files/documents/1866/USAID%20DRG_%20final%20final%206-24%203%20%281%29.pdf
- United States Strategy to Prevent and Respond to Gender-Based Violence Globally, 2012
  http://www.state.gov/documents/organization/196468.pdf

III. GUIDING PRINCIPLES FOR INTEGRATING LGBT ISSUES INTO USAID DEVELOPMENT PROGRAMMING

When integrating LGBT people as development partners into USAID programming, there are a number of crosscutting issues that are important to consider. Working effectively with LGBT partners requires a basic understanding of the community—its history, challenges, and capacities—and a set of sensitivities and perspectives that may differ from those necessary for Missions' work with other vulnerable groups, but offer a unique set of possibilities for achieving national development objectives. Based on the authors' experience, the following list enumerates a few crosscutting principles and strategies that may help to guide that work.[54] These points should be adapted to the context of USAID's program cycle, and thought should be given to how these strategies may best inform program design and implementation.

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10 STEPS FOR SUCCESSFUL LGBT DEVELOPMENT PROGRAMMING

The following are a series of steps to improve LGBT programming in the E&E region. These suggestions are not meant to be exhaustive or universally applicable, but are instead practical approaches to thinking about LGBT programming and working with LGBT groups and leaders.

1.   **Reach out.** Getting to know the LGBT community, its diversity, leadership, needs, internal conflicts, and aspirations is the best way to gain a first-hand understanding of how it can be supported. Ask LGBT community leaders for invitations to their offices, open meetings, and community events. Take advantage of social events. Many LGBT advocacy and service organizations began as social groups—small gatherings of friends and associates who came together to provide mutual support. As members of a marginalized community, LGBT people still rely on social relations, personal contacts, and shared values to sustain organizational structures that improve social conditions.

2.   **Avoid favoritism.** It is difficult for an outsider to determine the legitimacy of various LGBT organizations to different segments of the community. Like other marginalized communities, LGBT groups compete for limited funds and recognition, and internal cleavages create sometimes hidden conflicts. Prioritizing a relationship with one group can in fact do damage to an emerging, diverse movement. It is important to get to know as many of the organizations and segments of the community as possible. Knowing the community beyond its English-speaking, Western-educated elite will help to facilitate intelligent decisions about partnerships that benefit the greatest number of LGBT community members.

3.   **Issue invitations.** LGBT organizations are often small, financially fragile, and marginalized within larger civil society movements. Including LGBT groups and leaders in meetings and other activities of general outreach programs helps them to become more familiar with partnering opportunities and gain acceptance as credible, valuable members of the broader civil society movement. This can also provide an excellent opportunity to learn more about LGBT issues in a relaxed environment.

4   **Make introductions.** LGBT groups often have limited access to donors, diplomatic contacts, and even key thought leaders in their own countries. When meeting promising LGBT organizations or leaders, it would be helpful to introduce them to other potential donors, key contacts, and partners.

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54. USAID's 2014 LGBT Vision provides an official set of principles to guide programming.

Providing LGBT groups with those contacts will assist them in finding additional resources and widening their web of influence.

5.   Advocate for inclusivity. LGBT organizations are sometimes excluded from larger civil society platforms. Donors can help mainstream civil society partners to recognize the benefits of broad civil society coalitions, inclusive of sexual rights activists and LGBT service organizations. Encouraging more confident national partners to reach out to LGBT groups and develop relationships is a key component of supporting a more inclusive civil society.

6   Promote and defend (with government). Violence against LGBT community members increases as they become more visible in civil society movements. Donors can play a critical behind-the-scenes role in encouraging governments to fulfill their responsibilities to their LGBT citizens, and push host country officials to speak out against anti-LGBT violence. Making it known that LGBT rights are not only an international human rights concern, but also of interest to donors involved with agriculture, health, economic growth, and education can play a major role in promoting more tolerant laws, practices, and policies.

7.   Include and make visible. The work of LGBT groups and those who support them often goes unnoticed in the wider community. Donors must do more to promote their commitment to LGBT rights, development, and inclusion. Whenever possible, try to refer to the LGBT community specifically in USAID publications, rather than subsuming it under large categories such as "most-at-risk populations" and "vulnerable groups." This leads to greater visibility of LGBT issues and a perception that donors and governments are committed to a broad and inclusive definition of human rights and development priorities. Ensure that entering key terms such as "LGBT" or "SOGI" into website search engines yields results indicative of the important work the Agency is doing.

8.   Support and train. Many LGBT groups do not yet have the capacity to compete successfully for or absorb grants and partnerships, but are doing important development work in their communities. Donors can help LGBT groups and civic leaders develop capacity by connecting them to training and study opportunities in-country and abroad as well as sending them relevant documents, reports, and guidelines that may help them in their work. USAID-supported projects that include grants mechanisms can ensure that LGBT organizations are among those groups being coached in developing and implementing successful grant applications.

9.   Encourage internal diversity. LGBT people and organizations are still emerging as visible members of broader civil society movements in the region, and are plagued by challenges that vulnerable groups face when first organizing themselves. Often the voices of men, speakers of predominant languages, and members of the middle class or the educated elite dominate. Donors can promote the active inclusion and leadership of women, transgender persons, ethnic and linguistic minorities, people in poverty, people living in rural areas, and people with disabilities within LGBT movements. Also, LGBT groups can be encouraged to examine their internal policies and practices in order to become more inclusive.

10.   Evaluate and disseminate. There is a distinct lack of rigorous research on issues of LGBT community members' well-being, and very little evaluation of what interventions have proven successful. Funding research on issues of LGBT people's needs with regard to health, employment, education, and a range of other key issues would prove valuable to donors, LGBT organizations, and partners. Similarly, donors can request that LGBT persons and organizations be included in evaluation design and implementation as partners and respondents.

Donors share responsibility for assuring the safety and security of LGBT partners. Given the frequent attacks on LGBT leaders, organizational offices, and public events, security remains a primary concern. LGBT visibility is a double-edged sword: it is necessary for effective outreach and representation, but risky for individuals, their family and friends as well as for the community more generally. Attending a donor event or meeting as a representative of an LGBT group may inadvertently expose LGBT individuals. While donor staff would not purposely identify anyone as LGBT against their wishes, their purpose for visiting the donor or attending an event may be suspected and possibly revealed by staff who are less circumspect regarding LGBT issues, others who may be attending to other business, or media that may be covering an event. It is important not to expect that LGBT people or organizations will voluntarily self-identify in public fora, and as USAID cannot require it, relationship building is a key tool for furthering the Agency's work with the LGBT community.

Every effort must be made to ensure that confidentiality is maintained when working with LGBT people and groups. Informational interviews and briefings by LGBT NGOs and leaders would need to be organized at their discretion, in a location at which they are comfortable meeting with donor staff or implementers. This may mean meeting with LGBT leaders outside of the Mission. Standard data safety protocols would need to be followed and any qualitative or quantitative data collected would need to be protected according to accepted standards (e.g., HIPAA or Internal Review Board approval).

LGBT groups are not necessarily against publicity related to their activities and their partnerships with USAID. However, any public or press exposure must be discussed in advance so that LGBT groups can make informed choices about how public they are and consider which, if any, information and images may be released. Supporting their maintenance of personal and organizational security is paramount.

Working effectively with LGBT communities requires understanding their diversity and their divisions. At its best, the LGBT community is an integrated force, but it is hardly monolithic. It is comprised of an array of subcommunities (e.g., gay men, lesbians, bisexuals, transgender people, Roma, rural dwellers, people living in poverty, people with disabilities). This diversity contributes to the community's strength. These groups are sometimes unified, occasionally in conflict, but brought together by their shared marginalization by mainstream society. Lesbians suffer from a double discrimination of homophobia and misogyny, the latter of which can be manifested even by men within the LGBT movements.[55] Transgender people, often at the forefront of visibility and political activism, report discrimination within organizations established to represent the broader community.[56] Bisexuals often feel that their issues are ignored and subjugated. Not dissimilar to other social movements, few provisions may be made for the needs of older LGBT, the disabled, ethnic minorities, or speakers of non-primary languages.[57] The commonly used "alphabet soup" of L, G, B, and T often hides serious cleavages due to age, ethnicity, language, class, and education. Donors can support LGBT movements' exploration of these dynamics, capitalize on their diversity, celebrate inclusiveness, and respond more effectively to the needs of minorities within their movements.

While supporting public events like LGBT Prides can be useful, these events can also be challenging by providing a flashpoint for violence and hate. Globally, LGBT leaders view visibility as an essential tool supporting strategies for achieving LGBT rights and improving the quality of life for community members. Knowing someone who is LGBT appears to be a main catalyst for greater acceptance of sexual and gender diversity.[58] Pride events are a powerful symbol of LGBT people's

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55 L. Mladjenovic, personal communication, June 13, 2013.
56. R. Kohler, personal communication, June 13, 2013.
57. M. Amagichean, personal communication, July 17, 2103.
58. Pew Charitable Trust, *A Survey of LGBT Americans: Attitudes, Experiences and Values in Changing Times,* (Washington, DC: Pew

struggle for equality and recognition. Along with public events to recognize the International Day Against Homophobia and Transphobia (IDAHO, celebrated annually on May 17), they are important opportunities for LGBT visibility and public education. They challenge negative stereotypes of LGBT people as ashamed and secretive, moving the issue of LGBT civil rights out of the shadows and contributing to greater social acceptance. [59] However, this visibility can generate a backlash. The violence that has frequently met these events has driven many LGBT people further into hiding, while motivating countless others to actively confront homophobia by state and non-state actors.[60] Local LGBT communities can be the only arbiters of whether the visibility that comes from a public demonstration or event is the right course of action at a particular time. A broad cross-section of the community should be involved in making such an important decision that affects everyone.

LGBT communities can benefit from both standalone LGBT-focused projects and integrating SOGI issues into development projects that focus on sectors such as health, or crosscutting issues such as youth development. Promising examples of integration involve sensitively including LGBT people in sectoral development projects, while simultaneously responding to their specific needs in standalone activities that are fully focused on the LGBT community. LGBT groups have noted their desire to be included in mainstream development projects and see the benefits.[61] For example, the core skills taught in civil society strengthening projects are the same ones needed by LGBT groups. LGBT groups benefit from sharing experiences with social justice and social service organizations working with other communities. Inclusion also provides opportunities to bring attention to LGBT issues within larger civil society movements. There are times, however, when creating standalone development opportunities particularly geared toward the LGBT community can address knowledge and capacity gaps, help to solidify the movement in a country, and deal with particular issues that need attention. LGBT standalone projects can move forward major LGBT development objectives, such as organizational sustainability, robust human rights documentation, or the passage of particular piece of legislation.

A related question is whether mainstream (non-LGBT-specific) private voluntary organizations or governments are equipped to undertake development work that targets LGBT communities. While the answer varies widely, a good principle to adopt, based on USAID's work with women, farmers, people living with HIV/AIDS (PLWHA) and other vulnerable groups, is that individuals are most effectively engaged by peers. Unless LGBT groups lack the capacity to implement a project, donors should prioritize partnering with such groups in order to reach LGBT beneficiaries. This is especially true for work that requires high levels of discretion, privacy, and trust in order to be successful. When LGBT groups lack capacity in a particular sector, they can and have partnered with stronger mainstream organizations. These partnerships often include capacity-building components to enable the LGBT partner to effectively serve its community as the project moves forward.

Given the varied strengths of LGBT groups in the region, donors must be cautious about overloading their capacities.   Most LGBT groups in the region were formed only in the last 10 years, and many suffer from various levels of organizational weakness. Most funds tend to be consumed by overhead costs and modest salaries for skeleton staffs. Organizations tend to be small, with limited staff capacity for accounting, monitoring and evaluation, donor reporting, and organizational learning functions. Staff members generally come from within LGBT movements, and often act from a sense of urgency rather than efficacy. Many are inexperienced, at least initially, with nonprofit management, proposal

Charitable Trust, 2013), http://www.pewsocialtrends.org/2013/06/13/a-survey-of-lgbt-americans/.

59. E. Patton. How important are pride events to the LGBT community (blog)? Pew Charitable Trust, June 28, 2013, http://www.pewresearch.org/fact-tank/2013/06/28/how-important-are-pride-events-to-the-lgbt-community/.

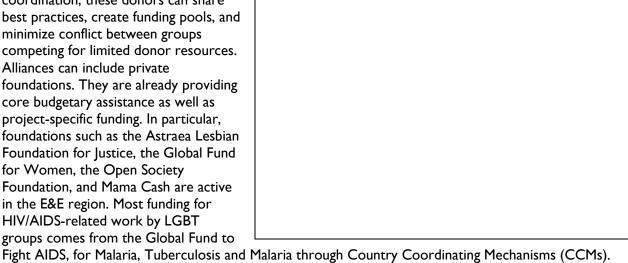60. L. Mladjenovic, personal communication November 14, 2013.

61. M. Amigichean, personal communication, July 12, 2013.

development, and donor reporting requirements. Competing for and managing donor funds may represent a major challenge.

A grant could double or triple an LGBT organization's budget, and require new staff, internal procedures, and organizational skills to manage successfully. Large grants can cause major rifts within organizations as priorities shift to respond to donor requirements. The LGBT movements in North America, Africa, and Asia have seen small, broad-based LGBT community organizations change into HIV/AIDS service organizations serving gay men exclusively or fold altogether as a result of inability to manage funds.

Donors engaging with LGBT groups must coordinate. LGBT groups in the E&E region currently receive funding from a variety of sources. USAID is not alone among bilateral aid agencies in its commitment to helping LGBT communities. Several bilateral donors have prioritized LGBT rights as a major development issue, most notably the European Union[62], the Netherlands, and Sweden. Through active coordination, these donors can share best practices, create funding pools, and minimize conflict between groups competing for limited donor resources. Alliances can include private foundations. They are already providing core budgetary assistance as well as project-specific funding. In particular, foundations such as the Astraea Lesbian Foundation for Justice, the Global Fund for Women, the Open Society Foundation, and Mama Cash are active in the E&E region. Most funding for HIV/AIDS-related work by LGBT groups comes from the Global Fund to Fight AIDS, for Malaria, Tuberculosis and Malaria through Country Coordinating Mechanisms (CCMs). The U.S. Government is the top donor to the Global Fund and coordinates with it through PEPFAR (U.S. President's Emergency Plan for AIDS Relief).

A resource for donors is ILGA-Europe, which is viewed by LGBT groups as a primary resource and respected colleague,[63] providing both financial and programmatic partnership. ILGA-Europe uses European Union, foundation, and private donor funding to support research and projects throughout the E&E region. It also provides technical assistance, informal advice, and political solidarity to the region's growing LGBT movement.

Donors can support and facilitate regional cooperation among LGBT communities. LGBT movements in the E&E region have benefitted from sharing experiences with other social justice movements (e.g., human rights) and LGBT movements in other parts of the world. For example, the Eurasian Coalition on Male Health (ECOM) was formed as a result of a conference bringing together

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62. The Council of the European Union has issued a set of guidelines for external work on LGBT issues that might be useful for USAID Missions. See *Guidelines to Promote and Protect the Enjoyment of All Human Rights by Lesbian, Gay, Bisexual, Transgender and Intersex (LGBTI) Persons.* Luxembourg: Council of the European Union, 2013), accessed September 22, 2014, http://www.consilium.europa.eu/uedocs/cms_Data/docs/pressdata/EN/foraff/137584.pdf.
63. A. Coman, personal communication, June 28, 2013; L. Mladjenovic, personal communication, June 13, 2013.

activists from the E&E region and Central Asia with their counterparts from the Asia Pacific Coalition on Male Sexual Health (APCOM).[64] LGBT organizations in the E&E region have begun forming regional coalitions to maximize their impact at the international level and improve their capacity at the local level. For example, the Regional Network Against Homophobia was established in May 2011 with the participation of lesbian, gay, bisexual, transgender, intersex, and questioning (LGBTIQ) organizations in the Middle East, North Africa, and the E&E region, including Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Georgia, the Republic of Macedonia, Montenegro, and Serbia. East/East (e.g., Poland and Ukraine) and East/South (e.g., the Balkans and Latin America) networks represent new and exciting efforts in connecting the global LGBT community.[65]

Procurement processes are the key means through which commitment to LGBT issues is signaled. Many organizations implementing development projects are interested in finding creative ways to include LGBT communities in their activities, but need confirmation from the funding agency that LGBT development has been prioritized or even integrated as a desired outcome. USAID's LGBT Vision for Action (discussed earlier) does just that. Inclusion of LGBT communities and partners should begin at the earliest stages of project conceptualization and design, and potential partners should be required to elucidate effective LGBT strategies in proposals or expressions of interest, to help eliminate an approach which tacks LGBT on as an additional "marginalized group." Identifying LGBT people as targeted beneficiaries in development assistance strategies and project design frameworks brings the community's needs and priorities to the center of development assistance. Doing so notifies potential applicants and the LGBT community itself that integrating LGBT issues is a priority, not an option. Awarding proposal evaluation points for integrating LGBT-relevant activities, targets, benchmarks, and staffing encourages respondents to seek points by creatively including evidence-based activities addressing LGBT development needs.

All LGBT programming should include rigorous research and data collection.[66] As noted in USAID's Evaluation Policy, "evidence improves outcomes," and little information currently exists to help guide aid agencies' and foundations' work with LGBT people and populations. Because emphasis on LGBT community development is relatively new in the E&E region, reliable data on nearly all aspects of LGBT social, economic, and political realities is lacking. Every new initiative should contribute to the literature on LGBT development in the region. Data on transgender lives (perceptions, attitudes, family roles, and survival strategies) are particularly scarce, hampering the design of effective interventions. Integrating data gathering into interventions across program areas would allow donors and implementers to develop more effective strategies to improve LGBT health, address unjust laws, or improve relationships with the media.

Performance and impact evaluation are essential to identify promising practices and improve upon them. LGBT organizations can articulate their community's challenges and identify potential solutions, but may not be equipped to evaluate the impact of their own programming. While this Toolkit offers a few illustrative indicators in each of the program sectors, robust indicators are usually developed in the context of project design.

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64. ECOM works to ensure that MSM and transgender people have access sexual and reproductive health services with a focus on HIV prevention, treatment, care and support.
65. Kaos Gay and Lesbian Cultural Research and Solidarity Association (KaosGL), The Regional Network Releases its First Memorandum. (Istanbul: KaosGL, 2013) . Accessed September 22, 2014. http://www.kaosgl.com/page.php?id=14156
66. Recall privacy and confidentiality rights noted earlier in this section. All research and evaluation must be sensitive to those needs.

IV. LGBT ISSUES BY USAID PROGRAM SECTORS: CURRENT PROGRAMMING AND RECOMMENDATIONS

This section of the Toolkit offers an overview of sectors in USAID's portfolio and their relevance to LGBT individuals and communities and provides some examples of current USAID programming targeting LGBT people and organizations. Because there are relatively few interventions working with or targeting LGBT people and organizations, examples from other regions are included. This section describes promising practices used by NGOs, bilateral donors, and other U.S. Government agencies and discusses how E&E Missions could use them. Finally, it offers sample interventions relevant to the sectors and suggests several potential monitoring and evaluation indicators at the output and outcome levels. All programming sectors in the USAID portfolio can incorporate interventions that address LGBT development issues. While exploring the LGBT connection to certain sectors may require creativity, a guiding principle should be that LGBT individuals are members of every community and target sector— sometimes visible, sometimes hidden, and always vulnerable.[67]

A. DEMOCRACY AND GOVERNANCE

1. RULE OF LAW, HUMAN RIGHTS, AND TRANSPARENT AND ACCOUNTABLE GOVERNANCE

Overview
USAID ROL programs promote a just, transparent, and accessible legal regime for all citizens. Often working through the legal profession and human rights organizations, ROL programs promote effective application of the law and educate the population about ways to pursue redress of human rights violations. Such activities are particularly important for LGBT movements, which are heavily committed to using legal reform, citizen education, and vigorous enforcement of nondiscrimination legislation as overall strategies for economic, social, and political progress. LGBT people's experiences with legislation, judiciary, and law enforcement are often disempowering and sometimes dangerous. Aside from a lack of anti-discrimination and other legislation in the E&E region,[68] police in the E&E region have often played an inconsistent and sometimes hostile role in assuring freedom of assembly and taking reports of LGBT hate crimes. The LGBT community values its allies and recognizes that substantive sustainable change will only occur when there is an integration of LGBT rights into the national human rights discourse.

Current and Recent Programming
The LGBT Global Development Partnership has begun conducting assessments and programming in the Balkans and is in the process of developing a strong sense of LGBT needs and the effectiveness of various approaches to human rights and ROL issues. In Ukraine, LGBT organizations have participated in training on the policy and legislative processes, including how to increase NGOs' effectiveness in advocating for policy or legislative change under USAID's Parliamentary Development Project. In addition, stemming from activities under the Access to Justice and Legal Empowerment Project, the Ukrainian Coalition for Legal Aid and its partners (LGBT-serving and others) provide free legal assistance in the areas of medical law, property rights, and employment to everyone, including, but not limited to LGBT community.

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67. USAID, *20 Years of Economic Growth Assistance in Europe and Eurasia*, (Washington, DC: USAID, 2013), Accessed September 18, 2013, http://www.usaid.gov/sites/default/files/documents/1863/EE_20_Year__Review.pdf .
68. A. Carroll, Testing the Waters: LGBT People in the Europe and Eurasia Region (Washington, DC: USAID, 2013), retrieved from http://www.usaid.gov/documents/2496/testing-waters-lgbt-people-europe-and-eurasia-region

USAID/Colombia has extensive experience working with LGBT communities on critical ROL issues. The Mission has provided training for police and public servants on respecting and protecting LGBTI rights and created collaborative relationships between the government and LGBT CSOs.[69] "USAID in 2009 began to work with the Colombian National Police on how to more effectively engage the country's LGBT advocacy organizations," and LGBT NGOs have been supported "to expand their efforts to document anti-LGBT violence and work with authorities to better prosecute the perpetrators."[70]

Robust human rights documentation is necessary to inform and strengthen local, national, and regional human rights processes as well as to support strategic litigation efforts. Unfortunately, small and underfunded LGBT groups often lack the necessary training to produce hearty human rights reports that can stand up to attacks by hostile governments. IGLHRC (with Swedish government funding) and Benetech (with DRL funding from the U.S. Department of State) are implementing human rights documentation training programs for LGBT communities in East and Southern Africa. The Benetech program could be particularly useful in the E&E region, as it uses standardized software to gather and organize human rights data so that it can easily be analyzed, shared, and reported to relevant stakeholders.

Promising Practices and Lessons Learned
Additional research is needed to determine the effectiveness of USAID's approach to strengthening the protection of LGBT rights under the rule of law. USAID has a great deal of experience in human rights training, and USAID/Colombia would seem to have many lessons learned and promising practices to offer for working with LGBT people in this area. There is also work in other countries on law drafting that has recently occurred, but has not yet been evaluated.[71]

Strategic litigation is also an area of great promise for rapidly achieving real results. ILGA-Europe supports its members in engaging in strategic litigation both at the national and regional levels and holds annual strategic litigation trainings for LGBT leaders, including those from the countries of the E&E region.[72] USAID/Colombia has been involved in police training and efforts to improving relations between LGBT communities and public security officials, assisted in the development of a National Police policy that includes protection against discrimination and mistreatment based on SOGI.

Possible Points of Intervention
Most LGBT groups in the E&E region have formed in the last 10 years and have had little formal human rights documentation training. Their reports contain anecdotal accounts of human rights violations, but sometimes lack the robust information gathering and analysis that would make them more effective advocacy tools. Missions can support LGBT groups by bringing in trainers and funding projects that improve LGBT rights groups' ability to document human rights violations. This would increase the instances of reporting of hate crimes to authorities and the media, and encourage mainstream human rights organizations to address SOGI-related violence and discrimination.

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69. C. Lucas, Empowering LGBTI People in Colombia to Advocate for Their Own Rights. *Impact* (blog), September 20, 2013, (Washington, DC: USAID), accessed September 22, 2014, http://blog.usaid.gov/2013/09/empowering-lgbti-people-in-colombia/.
70. M. Lavers, "USAID-Supported Gay Training To Take Place in Colombia," *The Washington Blade*, May 29, 2013, accessed September 22, 2014, http://www.washingtonblade.com/2013/05/29/usaid-supported-gay-training-to-take-place-in-colombia/.
71. See East West Management Institute's Cambodia Program on Rights and Justice II for more information: http://www.ewmi-praj.org/news.asp?nID=63.
72. In 2011, this training was specifically geared toward LGBT human rights defenders from the Western Balkans. The activity began with a study tour for activists from Albania, Bosnia and Herzegovina, Croatia, the Republic of Macedonia, Montenegro, and Serbia to better understand European regional institutions that can be petitioned for redress of human rights violations, and was followed by a 2-day workshop on strategic litigation.

LGBT activists need basic training on human rights and more advanced courses on human rights law and advocacy. SOGI-related human rights abuses often go unreported because police and judges are viewed as unsympathetic or even hostile.[73] Many LGBT people, particularly the poor, ethnic minorities, and those in provincial areas, may lack knowledge of national and local civil rights laws, or lack confidence in the processes for addressing the human rights violations they experience. There is a need for legal clinics where people can bring their complaints, access information, and even get training to assist others. Non-LGBT organizations operating legal clinics should be trained, encouraged, and funded to include SOGI issues and clients.

LGBT groups in the region are already using strategic litigation at both the regional[74] and national[75] levels. Among their successes is the enforcement of existing antidiscrimination laws in a number of countries. Few LGBT organizations have the funding to retain a lawyer for this work, and much of this litigation is conducted in partnership with ILGA-Europe and other global and regional partners (many from the former Helsinki Network). Rule of Law strengthening projects could integrate a LGBT rights component through which to offer training and support to local lawyers and organizations ready to challenge unfair laws or unequal enforcement of laws that protect basic human rights and freedoms.

Mainstream human rights organizations that are part of ROL projects can be encouraged to challenge homophobia and transphobia as part of their mandates. This could begin by arranging regular meetings between mainstream human rights groups and LGBT partners, encouraging mainstream groups to recruit LGBT leaders for their boards, and ensuring that mainstream groups' human rights reports are inclusive of and even prioritize LGBT issues.

USAID Missions in E&E could also draw on the experiences of USAID/Colombia in working with LGBT communities and government institutions on critical ROL issues. The Mission in Colombia managed to connect the CSOs and government institutions in collaborative relationships where they share knowledge and address ROL needs. Missions with experience working with the judiciary, such as USAID/Ukraine, which is assisting in the development of a new Code of Judicial Ethics, can draw on USAID/Colombia's experiences to leverage these relationships to promote greater attention among jurists to LGBT rights and legal challenges.

Missions, through existing programs, can make accountability and transparency training accessible to LGBT groups and advocate with governments for LGBT representation on relevant government committees that allow citizen participation in various sectors. Such an initiative could be implemented as a pilot project in one country, with the results shared regionally. The LGBT community can be funded to research committees of interest, vet and field appropriate candidates, and provide those individuals with support once they achieve membership in the committees. Another approach might be to support a regional organization in launching a campaign to promote the participation of gay and transgender representatives on CCMs or civilian review commissions on policing and local security. Learning from these initiatives could be documented and shared in an article developed by an LGBT group or public policy analyst.

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73. M. Savić, *Invisible LGBT: Report on the Position of LGBT Community in Kosovo*, (Belgrade: Heartefact Fund, 2013), http://heartefact.org/wp-content/uploads/2013/02/HF.Kosovo-Report_FNL.20130125_Marija-Savic.pdf.
74. For example, at the European Court of Human Rights: GENDERDOC-M v. Moldova: failure to uphold the freedom of assembly right of LGBT community to the same degree it is ensured to the religious groups; M.C.+5 Case, Bucharest Metro Police: in 2006, 6 gay pride participants were beaten in the metro by a group of young men. Gabelic-Spicer and others v. Serbia: challenge to ban on 2011 Belgrade pride event (N. Warner, personal communication, August 30, 2013).
75. For example at the national level: GENDERDOC-M and A. Frolova: a civil lawsuit against a religious extremist Vitalie Marian, for incitement to discrimination and hate speech. B.G. v. a number of police officers and Police Station No.10 Bucharest: complainant was verbally and physically abused by the police while at the police station to make a complaint regarding another aggression (N. Warner, personal communication, August 30, 2013).

Key Action Items

✓ Train LGBT NGOs in human rights documentation
✓ Hold legal clinics for lawyers and law schools students on anti-discrimination law
✓ Provide paralegal training for LGBT community leaders
✓ Provide legal assistance to LGBT victims of human rights abuse
✓ Support strategic litigation at the national and regional levels
✓ Support national human rights commissions/nondiscrimination councils
✓ Train members of the judiciary in enforcing laws fairly for LGBT people
✓ Train law school students and legal professionals on sexual rights

Illustrative Indicators

Human Rights

- Number of LGBT leaders trained in basic human rights principles[76]
- Number of police, judges, and court staff trained in LGBT rights issues
- Number of successful strategy meetings between mainstream and LGBT human rights organizations
- Positive changes in laws and policies related to LGBT rights, such as more expansive nondiscrimination legislation, new hate crime legislation, and the establishment of an antidiscrimination ombudsman with protection of LGBT rights in his or her mandate
- Number of SOGI cases pursued by national human rights bodies resulting in positive outcomes (judgments, statements, and cases referred for prosecution)
- Increase in responses to SOGI-related human rights violations by mainstream human rights groups

Rule of Law

- Increase in reporting to police of anti-LGBT violence and discrimination
- Reduction in hate speech by religious and political leaders
- Decrease in instances of violence and discrimination against LGBT people
- Increase in antidiscrimination protection of LGBT persons (legislation in place and implemented, cases brought to judicial bodies and concluded)
- Increased awareness by judges, police, and security forces of LGBT rights issues
- Improved attitudes among judges, police, and security forces toward LGBT hate crime victims
- IDAHO, pride festivals, and other public events successfully organized and implemented without violence

Box 1. Key resources for rule of law and governance

American Bar Association Commission on Sexual Orientation and Gender Identity Resources. This website provides resources on legal issues related to sexual orientation and gender identity.
https://www.americanbar.org/groups/sexual_orientation/resources.html

Human Rights and Gender Identity Best Practice Catalogue. This document catalogues best practices in implementing international human rights standards.
http://www.tgeu.org/best_practice_catalogue_human_rights_gender_identity

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76. This indicator requires self-identification of LGBT persons. Depending on local conditions, individuals may or may not be willing to self-identify.

2. CITIZEN PARTICIPATION IN POLITICAL PROCESSES

Overview
USAID has supported transparent elections in the E&E region through political party training, election monitoring and assessments, supporting credible election administration, and providing election-related commodities. Political participation programs also encourage citizens to understand and positively influence political processes that affect their lives. Good governance means that sexual minorities are included in political processes—as voters, candidates, and elected and appointed officials—and that policy development is based on human rights principles that are inclusive of LGBT rights.

While elections can represent opportunities for dialog and progress on human rights issues, few candidates or political parties in the region have included LGBT rights in their platforms. Campaigns have sometimes been used to foster homophobic sentiment and whip up resentments against LGBT communities and other marginalized groups. The E&E region does not yet possess a level of openness conducive to the emergence of a substantial number of openly gay politicians. As a result, LGBT groups have generally not seen electoral politics as a clear pathway to equality. Though there has been a slow but steady emergence of openly LGBT political candidates, office holders, and appointees worldwide, relatively few have appeared in the E&E region.[77] LGBT groups have not been formally included in domestic election monitoring training and deployment or targeted as partners for civic education during electoral campaigns.

Current and Recent Programming
USAID's SOGI-related political participation programming is nascent and is focusing on increasing LGBT people's participation in political parties and election campaigns as candidates for office. Under the LGBT Global Human Rights Partnership, the Washington, DC-based Victory Institute is responsible for providing training for LGBT candidates, elected leaders, and political party officials around the world. This work included intensive training for LGBT electoral aspirants in Colombia (August-September 2013) and ongoing support to LGBT candidates in Western Europe, Latin America, and East Africa. Training is currently underway in the Balkans in cooperation with Labris, the Lesbian Human Rights Organization in Serbia. Victory Institute specializes in building the capacity of LGBT leaders and provides non-partisan training in campaigning that includes strategizing, planning, managing staff, and using campaign tools (e.g., social media, direct mail, canvassing).

Promising Practices and Lessons Learned
Although there are few examples of evaluated interventions, promising practices mirror those for women and others to participate in politics. They include partnership with local CSOs and the provision of structured in-depth training. Victory Institute's current course for openly LGBT leaders from Serbia, Albania, Bosnia and Herzegovina, Croatia, Kosovo, Republic of Macedonia, and Montenegro builds on its previous experience in the U.S. and abroad to "provide theoretical and practical knowledge, skills, and support to LGBT leaders that want to participate in their democracies through political parties and, eventually, through election into public office."[78] Victory Institute adapted its training package, which topics such as legal and institutional frameworks, advocacy, campaigning, political strategizing and leadership to the Balkan context. Also included in the curriculum is discussion of the personal experiences of LGBT politicians in Serbia, which includes the consequences of their political

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77. In 2010, gay Polish activist Krystian Legierski was elected to the Warsaw City Council. In 2011, Anna Grodzka, a transgender woman, and Robert Biedron, a gay man, were elected to the Polish Parliament.
78. Victory Institute. Political leadership training—Serbia, accessed September 18, 2014, https://www.victoryinstitute.org/serbia .

engagement, political parties and opportunities for LGBT people to participate in them, and human right topics in the Balkans.[79]

Possible Points of Intervention
Efforts in the area of political processes would include empowering LGBT people to participate in political parties and governance, advocating on issues important to the LGBT community to politicians and bureaucrats, and working with political parties to develop an inclusive approach to working with LGBT people and organizations.

Identifying and cultivating political leadership is an important step toward increasing LGBT participation in politics and governance. Specialized training is key for empowering LGBT leaders to participate in politics and governance is key for achieving equality for the LGBT community in all areas of life. Also, existing programs throughout the region that support women leaders can be broadened by specific outreach to and inclusion of LBT women. Including these women may at first meet with resistance from heterosexual and cisgender women, but once common concerns and lived experiences are shared, important new alliances are likely to form.

LGBT community leaders who are considering running for elected office or proposing themselves for consideration for government appointments could be included in U.S.-based political candidate training. Such an effort is already underway and could become a regular occurrence and welcome LGBT people who wish to become active in politics across the E&E region. Support to these candidates and officials, through international and in-country training programs, would go a long way toward securing a visible presence of sexual minorities in electoral politics and in government. Missions can also work with grantees that are promoting women's political leadership to ensure that lesbian, bisexual, and transgender women are recruited for participation in such programs.

Some of the more progressive political parties (e.g., Greens and Social Democrats) may be ready to begin including LGBT rights in party platforms if they can be framed in ways that do not alienate non-LGBT voters, instead building upon broader commitments to progress, inclusion, and social justice. With its broad experience in this sector, USAID and its long-term partners in this area can help parties to frame and develop platforms and outreach materials that bring LGBT rights and communities into government and politics.

LGBT efforts to engage, educate, and enlist support from elected officials can be improved by providing LGBT leaders with campaigning, lobbying, and advocacy training that assists them in developing the skills to change opinions and win support. LGBT community engagement with political parties in the E&E region is increasing and USAID can strengthen these efforts through providing access to training in advocacy and holding government officials accountable.

LGBT and LGBT-friendly organizations, academics, and policy specialists have important perspectives to share on public policy. They are concerned and ready to contribute to citizen engagement on issues such as oversight and resource allocation and prioritization, particularly as these relate to health care, job creation, education, and civil rights enforcement spending. However, they need training and access to information, lawmakers, and sometimes media to influence policy decisions. For example, MSM and transgender women need to be able to influence local and national HIV/AIDS strategies to ensure that resources are properly allocated and that interventions use effective strategies. For this to happen,

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79. Victory Institute. Political leadership training—Serbia, accessed September 18, 2014, https://www.victoryinstitute.org/serbia .

LGBT communities need to be represented and assisted in functioning effectively on national HIV/AIDS committees and County Coordination Mechanisms (CCMs).

Key Action Items
- ✓ Include LGBT organizations in election and political participation programs aimed at civil society
- ✓ Train political parties in understanding LGBT communities and rights
- ✓ Train political parties to identify and reach out to LGBT constituents
- ✓ Identify and train LGBT candidates for political office
- ✓ Include LBT women in women's programming that promotes women's political leadership
- ✓ Encourage advocacy and watchdog groups to include LGBT civil society in civic education and election monitoring activities
- ✓ Advocate to governments for LGBT representation on national HIV/AIDS response committees, CCMs, government oversight committees, and commissions of inquiry
- ✓ Advocate to governments for LGBT representation on public safety oversight and police relations committees

Illustrative Indicators[80]
- Number of sensitization meetings between LGBT groups and political parties
- Number of local, provincial, and national candidates who meet with LGBT groups
- Number of LBT women trained in women's leadership programs
- Number of LGBT people trained who become candidates for political parties
- Number of LGBT community members who report voting in elections
- Increase in inclusion of LGBT issues in political party platforms
- Increase in number of openly LGBT representatives participating as citizen representatives on key government committees and panels
- Increase in LGBT community voices on CCMs
- Increased effectiveness of LGBT representatives on government committees

3. CIVIL SOCIETY

Overview
USAID civil society programming in the E&E region works to create an enabling environment for the development of a robust civic life, while supporting and strengthening civil society organizations. This programming supports emerging civic efforts in such areas as human rights, women's and children's rights, disability issues, healthy lifestyles, HIV/AIDS awareness and treatment support, and environmental activism through leadership, civil society organization (CSO) management, and advocacy training.

The E&E region has fewer CSOs expressly serving LGBT communities than other issue- or group-focused CSOs. Most of the countries have fewer than five, and sometimes only one viable group dedicated to this purpose.[81] The organizations that do exist often struggle with capacity and financial issues while trying to serve a constituency facing a broad range of challenges. LGBT groups need access to the capacity development training (e.g., strategic planning, financial management, communication, and advocacy) that USAID offers in its civil society strengthening programs. In addition to providing needed

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80. Several of these indicators require LGBT persons to self-identify. If local conditions create concern about their safety, people may be unwilling to do so and less direct programming may be necessary.
81. A. Carroll., Testing the Waters: LGBT People in the Europe and Eurasia Region (Washington, DC: USAID, 2013), retrieved from http://www.usaid.gov/documents/2496/testing-waters-lgbt-people-europe-and-eurasia-region.

skills, inclusion in these programs could also help to create a sense of shared objectives with CSOs that focus on a variety of issues and populations.

The greatest single challenge facing LGBT groups is developing the operational capacity necessary to maintain the financial stability necessary to consistently deploy resources in support of their various missions and respond to their constituency's needs. Although some CSOs have been able to access mainstream funds through participating in HIV/AIDS programming, many have not. Global philanthropic giving and grants received by LGBT organizations operating at the national and local level in E&E, as well as Central Asia and Central Europe, in 2010 was about USD 3.1 million, which is a relatively small amount of funding.[82]

Current and Recent Programming

USAID's human rights programs are intended to protect and promote universally recognized human rights by strengthening civil society. These programs are vital for LGBT people in the E&E region, who are still struggling to affirm their inclusion in global, regional, and national human rights norms.
E&E Missions have engaged LGBT CSOs in civil society strengthening programs.

- USAID/Macedonia's Civil Society Project (CSP) awarded a grant to LGBT United in support of its work as a "democracy hub" and organizer of the Coalition for Sexual Rights of Marginalized Communities for the Citizen's Initiative for LGBT Rights.[83] The Coalition is working with the LGBT community in provincial areas to raise public awareness about LGBT rights, promote principles of equality, and address anti-LGBT violence through local media campaigns, public actions, posters, and billboards. The Coalition is also expanding its network of CSOs committed to supporting future LGBT activities and initiatives.
- USAID/Serbia has supported Labris and Belgrade Pride with assistance in organizational development and technical capacity building on advocacy, communication, and message development. Assistance has also been provided in harnessing the attention given to the pride parades to further inform the public about LGBT freedom to assemble and other issues.[84]
- LGBT organizations have received capacity-building assistance through the NGO Marketplace voucher system, implemented under the Ukraine National Initiative to Enhance Reforms (UNITER) civil society strengthening project.
- USAID/Albania currently has a project devoted to human and institutional capacity building implemented by local organizations, which engages with accountable political and civic leaders and builds respect for democratic principles, human rights and good governance. Local LGBT organizations are eligible for small grants to carry out their activities and will have the support of a management consultant who will work with them on organizational capacity.

As LGBT rights advocacy expands in the E&E region, several Missions are already supporting LGBT groups in their advocacy and skills building efforts. USAID/Kosovo is supporting advocacy efforts to combat discrimination based on SOGI. The Kosovo is Ready (KIR) Project will provide core support to a lead Kosovo LGBT rights group, including building organizational capacity; promoting changes in legislation and monitoring implementation of existing laws that protect the LGBT community; and increasing awareness and sensitivity among the general population and youth in Kosovo. The project will also provide seed grants to smaller organizations for issue-driven advocacy projects and capacity development. As part of its civil society strengthening project Policy, Advocacy, and Civil Society

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82. Funders for LGBTQ Issues, 2011 A Global Gaze: Lesbian, Gay, Bisexual, Transgender and Intersex Grantmaking in the Global South and East 2010, (New York: Funders for LGBTQ Issues, 2011), retrieved from http://www.lgbtfunders.org/files/A_Global_Gaze_2010.pdf.
83.USAID, (2012f). USAID Civil Society Project Awarded 23 Grants to Civil Society Organizations (CSOs) [press release], (Skopje: Open Society Foundation Macedonia, 2012), retrieved from http://www.soros.org.mk/dokumenti/Grants-awarded-July-2012-en.pdf.
84. National Democratic Institute, Political Inclusion of the Lesbian, Gay, Bisexual and Transgender (LGBT) Population, Civic Update January 2014, https://www.ndi.org/files/Civic_Update_Jan_2014.pdf.

Development in Georgia (G-PAC), USAID/Georgia supported the Social Photography Caucasus Foundation (SPCF) in producing a photo exhibition designed to promote tolerance toward religious and sexual minorities in Georgia.

The LGBT Global Development Partnership, launched in April 2013, is a major Agency initiative to achieve concrete gains for LGBT rights over the next two to three years. The Balkans are a target region, and it is anticipated that LGBT groups in these countries will receive training, strategy support, and sub-grants to make demonstrable progress in LGBT rights issues. Implemented by the Astraea Lesbian Foundation for Justice and others, the project will assist Balkan LGBT groups with advocacy to address legal discrimination and social stigma at local, country, and regional levels.

Promising Practices and Lessons Learned
Sometimes, public events (e.g., rallies, marches) to which USAID contributes funding (e.g., opening community centers) or USAID activity launches can serve as catalysts for violence by groups opposed to LGBT people expressing their rights. Publicity and media attention could increase possible exposure to violence. Physical and verbal attacks could ensue, and the police might or might not intervene. It is a good practice to consider safety when working on advocacy-related activities with the LGBT community.

Possible Points of Intervention
USAID should include LGBT groups in the mainstream civil society strengthening projects the Agency supports. These programs should promote the full participation of LGBT groups alongside other civil society groups, as well as provide specific and targeted support to LGBT groups on issues for which they express greater concern, such as law, sexual and reproductive health, and violence. Standalone programs or subsections of larger civil society programs designed specifically to strengthen LGBT organizations can also be developed.

There have been few openly LGBT people participating in accountability programs or designated as delegates to oversight committees. To fulfill their responsibilities to their communities and play an effective role in civil society, LGBT people, like other E&E citizens, must develop the skills to participate in processes that hold their governments accountable at all levels. LGBT leaders need the ability to analyze relevant legislation and official budgets, participate in citizen review committees, and serve as civilian watchdogs. Possessing the skills to effectively engage in public policy processes is important for addressing areas of particular concern to the community, including health care, education, policing, and public safety. In a number of countries, there have been successful behind-the-scenes efforts to ensure representation by LGBT people in the CCMs that implement Global Fund grants.[85] Given the impact of HIV on LGBT communities, it is logical and important that LGBT be represented there.

An innovative approach that is being used in the region to make capacity building assistance available to a wide range of organizations is the UNITER project in Ukraine, which has a capacity building marketplace. Other projects are able to buy-in by purchasing training for CSOs they are assisting. For example, the RESPOND project, which works with CSOs that address the HIV epidemic in Ukraine, provides vouchers to access training and "performance-improvement interventions delivered through consultancy

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85. In Ukraine during 2010-2012, Zorian Kis, the openly gay leader of Tochka opory, a group that provides services for MSM and LGBT, was selected as a CCM member representing all HIV service NGOs. Oleh Eriomin, leader of MSM service NGO Vstrecha in Belarus, was selected to serve on a CCM representing Belarusian HIV service organizations.

services and long-term mentoring" (RESPOND, n.d .).[86] Although the initiative has not awarded grants to any LGBT organizations, the possibility exists.

Another possible intervention is strengthening women's rights organizations by assisting them in their outreach to LBT women, helping to build a broader and more inclusive women's rights movement, and welcome their participation at all levels of organizational structures. These programs could also be conducted regionally, to take advantage of economies of scale. Regional organizations, such as ILGA-Europe and Transgender Europe, could play an important role as intermediaries providing technical assistance and managing subgrants to LGBT groups.

A number of Central and Eastern European countries, including Kosovo and Romania, have fiscal policies that support civil society such as providing incentives for doing business with groups operating for the benefit of a marginalized minority and allowing taxpayers to designate a percentage of their taxes to social service organizations (known as percentage philanthropy).[87] Missions can support policy-level work undertaken as a part of tax reform and advocate that LGBT groups be included in the recognized list of social service organizations. As governments are drafting and debating new laws related to NGO policies, taxation, or philanthropy, study tours can be arranged for government officials to visit countries such as Kosovo and Romania that offer NGOs and taxpayers socially responsible options. If a study tour is not possible, case studies could be developed that show the value of tax and business incentives to marginalized communities.

Key Action Items
- ✓ Include LGBT groups and leaders in mainstream civil society strengthening programs
- ✓ Build LGBT organizations' capacity through standalone LGBT civil society strengthening programs at the national and regional levels
- ✓ Support the formation of national and regional LGBT networks and coalitions
- ✓ Support the participation of LGBT groups in civil society coalitions and platforms
- ✓ Integrate LGBT community leaders into transparency and accountability training programs
- ✓ Encourage government policies on philanthropy that allow LGBT citizens and others to directly financially support community organizations

Illustrative Indicators[88]
- Number of LGBT organizations and leaders trained in advocacy skills
- Number of LGBT leaders trained as part of government accountability programs
- Number of new LGBT groups in formation or formally registered throughout the country
- Number of LGBT groups with strategic plans, budgets, and boards of directors
- Percentage increase in LBT membership in women's rights organizations
- Number of LGBT groups with full membership in selected civil society coalitions and platforms
- Number of LGBT groups actively involved in broader civil society
- Number of changes in national policy that favor self-sustainability efforts for civil society groups

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86. For more information, see the NGO MarketPlace (http://www.ngomarket.org.ua) and the UNITER project's site on Developing Capacity (http://uniter.org.ua/en/building_capacity.html).
87. A. Coman, personal communication, June 28, 2013. For more information on percentage philanthropy in CEE see http://www.icnl.org/research/journal/vol6iss4/art_3.htm.
88. Some of these indicators require LGBT persons to self-identify. If the local context does not allow them to do so safely, other programming options should be selected.

4. MEDIA

Overview
USAID media programming supports the emergence of a robust media capable of fulfilling its responsibilities for oversight and public engagement in the context of the promotion of democratic principles and good governance. Training for the media is essential in new democracies where professionals have been accustomed to state control, and standards of reporting often need strengthening. This is particular true with regard to coverage of LGBT issues. A report by the Council of Europe indicates that LGBT issues are generally invisible in the media, and when they are present they tend to "simplify, sensationalize and stereotype LGBT persons and the issues crucial for them" (Council of Europe, 2011, p. 32). Even more insidiously, media in the region has been responsible for outing LGBT individuals and exposing LGBT meeting places.[89]

Current and Recent Programming
The conscious inclusion of LGBT people in media programs in the E&E region is in its early stages. A media strengthening project implemented by Internews, which supports the development of independent news sources, is being conducted in Bosnia and Herzegovina. One of the project partners is the Sarajevo Open Center, an LGBT-focused organization that publishes monthly print and online articles about LGBT issues and conducts monthly press conferences and info sessions around the country to sensitize the press on various key issues in LGBT lives. This has resulted in increased and more positive coverage of LGBT issues in print and television media. In another effort, this media strengthening project also created an award to recognize journalists who produce reliable and high-quality reporting on LGBT issues. Finally, the project partners host training sessions for journalism students on LGBT rights to improve the skills and knowledge of young reporters on this topic, resulting in a student winning the prestigious Srdjan Aleksic Award for his groundbreaking article on LGBT rights "LGBT Community in BiH: No Right to Human Rights" in a local online newspaper.

In Ukraine, LGBT organizations have received public relations and messaging support from *Ukraine Media Project* (U-Media) partners. U-Media partners have also helped defeat harmful legislation aimed limiting "homosexual propaganda" and the freedom of speech on websites. And as mentioned in the section on ROL and Human Rights, USAID/Georgia's G-PAC project is funding a photography program designed to promote tolerance for LGBT and religious minorities. In Colombia, USAID commissioned a 40-minute documentary on LGBT families that was televised on national Colombian TV during prime time. It has been used in NGOs' training sessions and in other Spanish-speaking countries.

Media monitoring is a common practice used to track public opinion about a particular group in hopes of countering misinformation. Organizations such as Labris in Serbia and Pink Armenia have engaged in monitoring media and publishing reports. USAID/Georgia's Combating Xenophobia and Discrimination in Georgia's Politics and Media activity is building such capacity among local CSOs. The program uses media monitoring to track instances of discrimination targeted at LGBT people and train civil society to respond and contribute correct information in order to sway public opinion.[90]

Promising Practices and Lessons Learned
LGBT groups in the E&E region have witnessed the generally negative impact of media on LGBT community well-being, and the positive potential that better relations with the media might hold. LGBT

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89. Marija Savić, *Invisible LGBT: Report on the Position of LGBT Community in Kosovo*, (Belgrade: Heartefact Fund, 2013), http://heartefact.org/wp-content/uploads/2013/02/HF.Kosovo-Report_FNL.20130125_Marija-Savic.pdf.
90. Media Development Foundation, No to phobia! Newsletter 1, (Tbilisi: USAID, February 17-23, 2014), http://mdfgeorgia.ge/contentimage/newsletter2014/MDF-GDI_newsletter1ENG.pdf.

NGOs have engaged in limited media monitoring projects that track and analyze trends in media coverage of SOGI issues. Using these data, projects that train journalists on sexuality issues and understanding the LGBT community with regards to human rights and social needs can positively impact on the way that media reports on LGBT issues.[91] These projects have been effective in Serbia and a number of other countries in the Balkans, where relationships with media outlets have improved and coverage has become more balanced. This approach, media monitoring together with journalist training, can be an extremely effective strategy, especially when this training is supported and encouraged by journalist or freedom of expression organizations.

Possible Points of Intervention
LGBT people would benefit from programs aimed at promoting media ethics and increasing the capacity of media professionals. Activities could include sensitizing media professionals to local LGBT realities, providing journalists with background information about sexuality and gender identity issues, and providing media houses with unbiased sources for stories related to SOGI issues. Monitoring the media is an important first step and an area in which Missions could provide support. LGBT groups in Georgia, the Republic of Macedonia, and Serbia are already monitoring LGBT media coverage and approaching media professionals to bring about changes.

LGBT groups would also benefit from training in how to work most effectively with media. Leaders need training on developing press releases and op-eds, dealing with hostile journalists, staying on message, and generally doing a better job of using mainstream media to promote equality and acceptance. A number of global human rights organizations—Global Rights, the Heartland Alliance, and the International Gay and Lesbian Human Rights Commission—have implemented media training programs for LGBT organizations and for media professionals in parts of Africa and the Middle East.

A regional media monitoring project could be developed, which would build on current efforts to increase LGBT organizations' capacity to monitor and respond to negative depictions of LGBT people the mainstream media, as well as to support fair and balanced depictions. The project activities could include organizational capacity building, media monitoring training, liaising with media outlet boards, training media professionals, and developing curricula for journalism training at the university level.

The development of independent LGBT media outlets or alternative press in the region is needed. While some LGBT organizations already publish popular newsmagazines, blog, and Tweet, more information sharing is needed. A country-specific or even regional E&E LGBT media project would link the community and create an enabling environment for civic education, health education, political participation, and other positive development outcomes. New and improved LGBT media would be used not only to entertain, but also to inform and mobilize the LGBT community and move forward a broad range of development goals. The project could provide LGBT individuals and organizations with journalism training, increase the number and quality of LGBT bloggers, and support the creation of independent LGBT newspapers, magazines, websites, and perhaps even community radio stations. USAID might consider supporting a regional LGBT online radio station that would broadcast both entertainment and educational programs in English, Russian, and a number of national and regional languages.

Social media represents a potentially powerful area of engagement for accelerating SOGI-related human rights, development, and access to services. LGBT people often favor online communication because the

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91. Council of Europe (CoE), *Discrimination on Grounds of Sexual Orientation and Gender Identity in Europe* (2nd ed.), (Strasbourg, France: Council of Europe Publishing, 2011: 31), http://www.coe.int/t/Commissioner/Source/LGBT/LGBTStudy2011_en.pdf.; B. van Rozendaal, personal communication, July 11, 2013.

anonymity provided by the Internet enables them to maintain discretion and security. LGBT youth in particular are savvy users of new technology platforms.[92] For example, mobile phone texting and social media and other Internet-based communication strategies can be used to document human rights abuses, widely and rapidly dispatch health-related messages, and invite community members to town hall meetings. Despite high levels of new technology use by the LGBT community, there are segments of the community that have limited access—those with low incomes, rural dwellers, and others. Programs should ensure that the entire community can benefit from the information communicated through these methods.

Key Action Items
- ✓ Develop LGBT-dedicated media, such as newspapers, magazines, blogs, and community radio programming, that would link LGBT people at the national and regional levels
- ✓ Train LGBT leaders in liaising with various types of media
- ✓ Train key figures in mainstream news and entertainment media on local, national, and global LGBT issues
- ✓ Provide LGBT CSOs with training in the development of alternative media (newspaper, radio, and online)

Illustrative Indicators
- Number of meetings and training sessions for media professionals on LGBT issues
- Number of LGBT leaders trained in communication and media advocacy skills
- Number of blogs, tweets, and texts generated about LGBT issues
- Increase in number and quality of independent LGBT media outlets
- Increase in number of articles, television presentations, major blogs, and radio stories that report fairly on local LGBT issues rather than sensationalizing LGBT-related stories
- Improved media reporting of LGBT issues and characterizations of LGBT people

B. HEALTH

5. SEXUAL AND REPRODUCTIVE HEALTH AND OTHER HEALTH-RELATED CONCERNS FOR THE LGBT COMMUNITY

Overview
USAID's regional programming seeks to improve health outcomes by addressing the quality, availability, and use of essential health services. Most USAID health-related assistance to LGBT communities has been through its HIV/AIDS programs,[93] so there is little health-related outside of HIV programming from which to draw in this area. For LGBT people, one of the greatest challenges in this sector is the lack of confidence that they place in medical professionals with regard to disclosure of their sexual orientation and/or gender identity. In one study, for example, less than two percent of LGBT people surveyed in the Republic of Macedonia indicated they would feel comfortable revealing their sexual orientation, gender identity, or same-sex practices to a health care provider.[94] Inability to have frank, informed discussions with health care providers compromises the quality of care and may keep LGBT people from accessing care.

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92. R. Nugent, *Youth in a Global World,* (Washington, DC: USAID, Population Reference Bureau, 2006), http://www.prb.org/pdf06/YouthInAGlobalWorld.pdf.
93. For more in-depth discussion of USAID HIV/AIDS programming and its impact on LGBT issues see later section on HIV/AIDS.
94. A. Carroll, Testing the Waters: LGBT People in the Europe and Eurasia Region, (Washington, DC: USAID, 2013) http://www.usaid.gov/documents/2496/testing-waters-lgbt-people-europe-and-eurasia-region.

As LGBT communities in the region become more visible, the severity of a range of other sexual, reproductive, and general health care challenges is becoming apparent. There is still a great deal that is unknown about LGBT health in the E&E region, but medical experts in the West have begun to address a number of key health care concerns for this community that are likely to be relevant for the E&E countries.

Promising Practices and Lessons Learned

Experiences in the United States and Western Europe, where LGBT community and health care centers offer a broad range of health and social services—medical care, counseling, testing, and even employment and education referrals—have shown the effectiveness of wraparound services offered by community-based service providers. HIV programming has had a positive collateral impact on LGBT issues. For example, USAID HIV/AIDS programming throughout the region in the context of the AIDSTAR-Two mechanism has provided greater planning capacity and access to sexual health information and care, primarily for gay men. Programming in Ukraine has been particularly successful in decreasing not only HIV seroprevalence, but sexually transmitted infections (STIs) more generally. (See section on HIV/AIDS below for a more in-depth discussion.)

Possible Points of Intervention

Though there is a need for more in-depth scientific research, lesbian women in North America and Europe have been shown to be at greater risk for certain cancers, likely due to higher rates of tobacco and alcohol use, less frequent pregnancy and childbirth, and higher rates of obesity.[95] These vulnerabilities are likely to be pronounced in the E&E region, as Eastern Europe accounts for the highest global cigarette[96] and alcohol consumption rates.[97] The general avoidance of regular health care visits by lesbian women because of discrimination from medical professionals further complicates health care outcomes.[98] The LGBT community therefore would benefit from technical assistance with designing programs that address substance abuse. Missions can support the implementation of harm reduction models and other approaches that have had been shown to work with injecting drug users. LGBT organizations and substance abuse experts can implement these programs jointly.

Maternal and reproductive health care initiatives can be assisted in outreach to lesbian women and in providing regular cancer screenings for lesbians as part of gender and sexuality-sensitive gynecological care. LGBT groups can be supported in working with women's health care programs to develop informational materials that educate LBT women about their particular health care needs. These groups can develop and offer referrals to LGBT-friendly health care service providers.

It is also extremely important to address mental health issues among LGBT people. In a 2006 survey, 62 percent of Romanian and 58 percent of Moldovan LGBT people interviewed reported having had suicidal thoughts related to their sexual orientation or gender identity.[99] Substance abuse plays a particularly destructive role in LGBT communities. Intravenous drug use has been documented as a co-factor in HIV vulnerability among MSM in the region. Additionally, community leaders have noticed an unhealthy reliance on alcohol and other drugs as a strategy for coping with familial rejection and social ostracism. This is consistent with research in the West, which clearly shows that when compared with

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95. See the National LGBT Cancer Network for more information: http://www.cancer-network.org/cancer_information/lesbians_and_cancer/.
96. M. Fisher, "Who smokes most: A surprising map of smoking rates by country." *The Washington Post*, October 12, 2012, http://www.washingtonpost.com/blogs/worldviews/wp/2012/10/19/who-smokes-most-a-surprising-map-of-smoking-rates-by-country/ .
97. K. Kelland, 2012, "Europeans are world's heaviest drinkers," *Reuters*, March 27, 2102, http://www.reuters.com/article/2012/03/27/us-europe-alcohol-who-idUSBRE82Q16A20120327.
98. L. Mladjenovic, personal communication, June 13, 2013.
99.. S. Quinn, *Accessing Health: The Context and the Challenges for LGBT People in Central and Eastern Europe*,(Brussels: ILGA-Europe, 2006), http://www.ilga-europe.org/home/issues/health/ilga_europe_publications_on_health.

the mainstream (heterosexual and cisgender) populations, LGBT people have a higher incidence of drug use.[100]

Key Action Items
- ✓ Conduct research on lesbian health, including cancer predispositions for lesbian women
- ✓ Support improved gynecological care for lesbian women, including breast and cervical cancer screenings
- ✓ Conduct research on alcohol, tobacco, and substance abuse in LGBT communities, and programs to respond to these crises
- ✓ Frame GBV and violence against women (VAW) as health care issues
- ✓ Work to decrease anti-LGBT discrimination by health care providers
- ✓ Expand sensitivity training for health care professionals
- ✓ Ensure access to gender-sensitive health care treatment for transgender individuals, including access to medical gender reassignment
- ✓ Support the inclusion of MSM, transwomen and women who have sex with women (WSW) in national health care policies
- ✓ Support integrated reproductive health programming for LBT women

Illustrative Indicators[101]
- Number of lesbian and bisexual women screened for cancers and receiving cancer-related education
- Number of health care providers sensitized on LGBT rights and care issues
- Number of LGBT people receiving substance abuse education
- Decrease in tobacco, alcohol, and other substance abuse in LGBT communities
- Increase in confidence and satisfaction of LGBT clients with their healthcare provider(s)

Box 2. Key resources for sexual and reproductive health

Social Work with People Practicing Same-Sex Relationships. This document examines the needs of different LGBT people and provides recommendations on strategies for outreach, counseling, and advocacy. http://www.aidsalliance.org.ua/ru/library/our/lgbt/pdf/lgbt_man_eng.pdf

6. HIV/AIDS

Overview
It is likely that HIV/AIDS reporting practices[102] and intense homophobia conspire to make the HIV epidemic among gay and bisexual men and transgender women a serious problem in the region.[103] In many urban areas of the region, HIV prevalence may be up to 10 times higher among MSM than in the general population.[104]

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100. For more information, see the Pride Institute, http://pride-institute.com/programs/lgbt-treatment/lgbt-drug-abuse/.
101. .LGBT persons would need to self-identify via appropriate confidential data collection tools in order to use some of these indicators.
102. Countries may only report cases of advanced HIV disease and not infections.
103. USAID, Men Having Sex with Men in Eastern Europe: Implications of a Hidden Epidemic, (Washington, DC: USAID, 2010), retrieved from http://www.aidstar-two.org/upload/MSM-Regional-Report_Final_November-2-2010.pdf.
104 . World Health Organization (WHO), United Nations Programme on HIV/AIDS (UNAIDS), United Nations Population Fund (UNFPA), and United Nations Development Programme (UNDP), *A Hidden Epidemic: HIV, Men Who Have Sex with Men and Transgender People in Eastern Europe and Central Asia: Regional Consultation Meeting Report,* (WHO, Kyiv, 2010). http://www.euro.who.int/__data/assets/pdf_file/0010/140410/e94967.pdf.

The HIV epidemic has had a devastating impact on LGBT communities worldwide, including those in the E&E region. MSM and transgender women have felt the greatest burden, but lesbians, bisexual women, and transgender men have also been impacted. The disease has increased anti-LGBT sentiment and ravaged LGBT communities and social circles, which has made it even more difficult to mount an effective response.

Transgender women experience the highest risk for HIV infection in the United States,[105] and available information indicates that this is also true for transgender women in the E&E region.[106] This is a result of the unique set of social, political, and economic realities that are part of their lived experience. For example, transgender women may be more likely to abuse alcohol, engage in intravenous drug use, be drawn into sex work for survival, experience violence, and lack agency in negotiating condom use.[107]

Current and Recent Programming
USAID is implementing HIV/AIDS programs in the E&E region that are attempting to reverse high seroprevalence rates among most-at-risk populations (MARPs) and to improve national responses to the epidemic. Since the initiation of the President's Emergency Plan for AIDS Relief, USAID has worked directly with MSM and LGBT individuals, and therefore has developed a wealth of experience and knowledge. USAID's work in the E&E region is currently centered in Ukraine, but projects have been implemented in other countries as well.

Recent USAID projects include SUNRISE in Ukraine as well as the AIDSTAR-Two project, which focuses on men having sex with men (MSM) in Eastern Europe and included running a regional technical support hub in Ukraine while serving Albania, Azerbaijan, Armenia, Georgia, Ukraine, Russia, Belarus, and Moldova. USAID programming on HIV/AIDS has most obviously benefitted gay and bisexual men and, to a lesser extent, transgender women.[108] USAID has funded important HIV prevention and care work that has impacted on nearly every country of the region. Research and technical guidance provided under AIDSTAR-Two have helped governments, UN agencies, and NGOs to improve their planning and provision of services to MSM.

Promising Practices and Lessons Learned
Generally, at the institutional level, synergies with the Global Fund to Fight AIDS, Tuberculosis and Malaria and the involvement of local communities and civil society in the design and implementation of services (best practices in HIV/AIDS-related programming) set the stage for including the LGBT community because "it supported self-mobilization and participation in local networks and organizations, where there is increased trust, reciprocal help and support, and a positive community identity exists" (USAID et al, 2011). A collaborative community-led approach has been a key practice in addressing HIV/AIDS in the LGBT community in the E&E region. The SUNRISE Project offers many examples of the application of this approach in practice, including fora for information sharing and strategizing, community-led steering groups, training of trainers, and self-help groups (SUNRISE, 2011). It has been recognized that scaling up does not have to constrain work to more populated areas. The project went

105. U.S. Centers for Disease Control and Prevention (CDC). "HIV/AIDS among Women who have Sex with Women." CDC HIV/AIDS Fact Sheet, (Washington, DC: HHS, 2006). http://www.cdc.gov/hiv/topics/women/resources/factsheets/pdf/wsw.pdf.
106. Center for Information and Counseling on Reproductive Health–Tanadgoma, We for Civil Equality, & Gender and Development Combination HIV prevention among transgender individuals for three countries of the South Caucasus. (AmFAR, 2013), http://www.ilga-europe.org/content/download/29083/180357/version/1/file/Combination+HIV+prevention+among+transgender+individuals.pdf
107. CDC, "HIV/AIDS among Women who have Sex with Women." CDC HIV/AIDS Fact Sheet, http://www.cdc.gov/hiv/topics/women/resources/factsheets/pdf/wsw.pdf
108. It is important to draw a distinction between MSM and LGBT work. The term MSM developed to describe and address sexual behavior that was not identity based. Men who have sex with men may or may not identify as "gay" or even "bisexual," and in fact the term was popularized in public health to mainly identify those individuals who did not identify, at least publicly, with the LGBT community. Addressing MSM HIV issues is important to LGBT communities, but cannot be viewed as purely LGBT work.

against the grain of focusing on larger cities and towns to reach a large number of beneficiaries. Recognizing the needs of MSM in rural areas and smaller towns, SUNRISE supported the development of networks and trust in these areas by trained CSO staff and volunteers from urban areas. Organizations developed their own outreach strategies and utilized a variety of means, from word of mouth to the internet. Safe spaces to talk and learn, as well as mentorship, were key components that enabled SUNRISE to reach MSM and address behavior that increased the risk of HIV transmission.

Despite the successes that USAID and its partners have achieved, HIV/AIDS programming still presents a number of challenges for LGBT communities. Relatively higher funding levels for MSM work, when compared to the lack of funding for other work with LBTI (including lesbian health initiatives) can provide a skewed image of the priorities of LGBT movements. In order to pursue available funding, previously broad-based LGBT groups can unwittingly transform into HIV service organizations working primarily with gay men. In addition, there is also a gap growing between HIV/AIDS service organizations and LGBT organizations as their focus broadens to include more emphasis on human rights topics.[109]

Possible Points of Intervention
Specialists in MSM HIV prevention work report that there are insufficient opportunities for those working with MSM to meet at the regional or even national level to share strategies or promising practices.[110] MSM activists and HIV service providers have called for greater regional collaboration and increased opportunities to share experiences, challenges, and tools across borders. The European Coalition on Male Health (ECOM) is one of the few examples of networks working regionally to improve access to sexual and reproductive health services and HIV prevention and treatment for MSM and transgender people. Regional approaches have proven effective in Africa and Asia, where working in regional groups have led to increased resources and capacity-building for MSM HIV programming at the country level.

Many USAID interventions have targeted the highest risk LGBT group in the countries with the highest prevalence of HIV and AIDS—gay or bisexual men having sex with men in Ukraine. One needed intervention is research on HIV/AIDS among lesbian and bisexual women in order to develop evidence-based outreach practices to address risky behavior. In addition, drawing from regional and global best practices, Missions in the E&E region can take the lead in creating HIV/AIDS service programs implemented by transgender women, for the benefit of transgender women. By drawing together all the evidence on effective interventions for this community, and then putting programming into practice at local, national, and regional levels, the region can be a trendsetter by disaggregating both interventions and data collection related to transgender women from the work related to MSM.

AIDSTAR-Two showed that national and local governments could improve their HIV-related policies and services for LGBT communities given the appropriate technical support. USAID should continue working with these institutions and encouraging them to partner with local LGBT organizations. An important activity would be to assist national and local governments in including LGBT-related activities, benchmarks and goals in official HIV response and national health care plans.

Community-driven research, when research needs are identified by the population itself, is needed for mapping pathways to care and working toward all LGBT groups receiving the assistance they need with

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109. UNAIDS 2014, Summary Report, *Changing the Game - How can Europe move towards zero new HIV infections, zero discrimination and zero AIDS-related deaths? UNAIDS expert consultation.* Accessed September 18, 2014.
http://www.eatg.org/gallery/169865/Report%20UNAIDS%20expert%20consultation%20-%20Changing%20the%20Game.pdf.
110. USAID, Men Having Sex with Men in Eastern Europe: Implications of a Hidden Epidemic, (Washington, DC: USAID, 2010), http://www.aidstar-two.org/upload/MSM-Regional-Report_Final_November-2-2010.pdf; A. Dovbak, personal communication, August 8, 2013; B. van Rozendaal, personal communication, July 11, 2013.

HIV/AIDS prevention and treatment. A key means of communication among LGBT people are internet platforms, which provide safe spaces to gather and talk. Using the internet to gather survey data would provide insight into HIV/AIDS related needs. Another option is validating and adding a question to the Demographic and Health Survey, the AIDS Indicator Survey, or the Key Indicators Survey. These surveys ask similar questions and enumerators are highly trained in asking questions that are considered sensitive in most cultures.

Key Action Items
- ✓ Promote learning and exchange of educational materials among LGBT organizations and HIV/AIDS service organizations through regional initiatives, including seminars and workshops
- ✓ Support to national and local governments' MSM programming
- ✓ Support HIV prevention, treatment, and care interventions specifically geared toward transgender women

Illustrative Indicators (custom indicators to accompany required PEPFAR indicators)
- Number of transgender women reached with evidence-based individual and/or small-group level HIV-prevention and coping interventions
- Number of lesbian women reached with evidence-based individual and/or small-group level HIV-prevention and coping interventions
- Number of LGBT youth who participate in training on how to prevent transmission of HIV
- Number of meetings of national LGBT/MSM HIV platforms
- Number of regional meetings, conference calls, and online dialogs on HIV/AIDS that einclude LGBT groups asas active participants
- Percentage decrease in seroprevalence rates among MSM, particularly among MSM members of marginalized groups, such as Roma, rural men, and commercial sex workers
- Percentage decrease in seroprevalence rates among transgender women
- Number of national action plans, strategies, policies, and laws on HIV/AIDS that include addressing the problem among LGBT people

Box 3. Key resources for HIV/AIDS

PEPFAR Technical Guidance on Combination HIV Prevention for Men Who Have Sex with Men. This document provides guidance on developing and implementing HIV/AIDS prevention programs for MSM. http://www.pepfar.gov/documents/organization/164010.pdf

Effective Interventions: HIV Prevention that Works. This website provides information for government agencies and community-based organization on various intervention strategies for working with people who have or are at risk of contracting HIV/AIDS. http://effectiveinterventions.org/en/Home.aspx

Registry of interventions responding to HIV/AIDS in Ukraine. This website provides evidence on the effectiveness of different intervention strategies with populations who have or are at risk of contracting HIV/AIDS. http://respond.org.ua/ukr/interventions/about

Management Sciences for Health, Signs of a Hidden HIV Epidemic: Men Who Have Sex with Men in Eastern European Countries. Package of prevention, care and support services for men who have sex with men, and lesbian, gay, bisexual and transgender people. This document outlines approaches to working with MSM who have or are at risk of contracting HIV/AIDS. http://pdf.usaid.gov/pdf_docs/pnaea538.pdf

Human Rights and Gender Identity Best Practice Catalogue. This document catalogues best practices in implementing legal entitlements to reproductive health and associated services. http://www.tgeu.org/best_practice_catalogue_human_rights_gender_identity

C. ECONOMIC GROWTH

7. ENTREPRENEURSHIP, COMPETITIVENESS, AND LABOR MARKETS

Overview
General unemployment rates are high in the region, and LGBT people face additional barriers to obtaining and maintaining employment as result of homophobic and transphobic discrimination.[111] Further rigorous social science-based study is needed to ascertain which barriers could be addressed by USAID programming, but anecdotal evidence points to a lack of anti-discrimination legislation governing the labor market, homophobic bigotry by colleagues, and a lack of regulations independently developed and implemented by employers to protect employees from discrimination in the workplace.

Current and Recent USAID Programming
There is no readily recognizable programming in the E&E region in the areas of entrepreneurship, competitiveness, and labor market participation targeted toward LGBT individuals and communities, but it is highly unlikely that no LGBT people have participated in USAID programming in these areas. Without the inclusion of SOGI in demographic data, which participants cannot be required to disclose, it will not be possible to know.

Promising Practices and Lessons Learned
Across the U.S., non-profits (e.g., centers for workforce development) as well as, municipal agencies (e.g., San Francisco City and County Department of Children, Youth, and their Families)), and federal

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111. A. Carroll, Testing the Waters: LGBT People in the Europe and Eurasia Region (Washington, DC: USAID, 2013), retrieved from http://www.usaid.gov/documents/2496/testing-waters-lgbt-people-europe-and-eurasia-region.

government (e.g., Health and Human Services) programs have been developing and implementing integrated and standalone workforce development programming for LGBT youth and return-to-work programs for people living with AIDS (see the National Working Positive Coalition) that could provide useful examples for programming in the E&E region. Another source for lessons learned and promising practices will be USAID's expanding work with the LGBT Global Development Partnership effort to further LGBT equality, which includes entrepreneurship and small and medium enterprise growth in Latin America. The new partnership between the National Gay & Lesbian Chamber of Commerce and USAID will provide business development training and build new networks to empower the LGBT community economically.[112] Economic empowerment efforts will include helping LGBT-owned businesses in Peru, Mexico, and Colombia become suppliers for multinational and national companies and government agencies as well as partner with U.S.-based LGBT businesses.[113]

Social enterprises are often seen as a way to help CSOs and activists support themselves while continuing to implement their service-oriented missions. There are a few examples of successful, sustained social enterprise activities conducted by LGBT groups outside of Europe and North America (see Case Study 3 for an example from Moldova). NESsT, through its Galeforce Capital project, gathered the experiences several LGBT organizations had with founding and running social enterprises, including ones in the E&E region.[114] Success was mixed, and lessons learned seem to come down to two key items:
- Social enterprise will not replace all donor funding.
- A mixed for-profit and philanthropic approach should be used to ensure no one is excluded and all needs are met.

Possible Points of Intervention
USAID is one of the few bilateral donors in the region that focuses on economic growth and implements a wide range of related programming with a number of partners.

Entrepreneurship. With high jobless rates in the region, and substantial SOGI-related employment discrimination, poverty is a serious problem in the LGBT community. Paradoxically, the ability to support oneself economically and contribute to the family's well-being can mitigate violence and marginalization. LGBT organizations in the region have limited capacity, however, to provide members with income-generation skills, business-development training, start-up capital, and ongoing support. USAID could adapt or revisit offering the kind of programming that builds these skills in LGBT communities. Existing and new programs for women entrepreneurs can make special outreach efforts to LBT women.

In addition, CSOs and business incubators and LGBT groups could be brought together to advance entrepreneurship among LGBT people and provide CSOs with information on trends in the job market so that they can effectively counsel and assist their members, particularly LGBT youth.

Social entrepreneurship can be a means for LGBT CSOs or individuals to generate funds for themselves and the community. Building on USAID's experiences working with CSO partners to improve the sustainability of their efforts, Missions could promote the development of social enterprises or public-

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112. S. Rice, Remarks by National Security Advisor Susan E. Rice at the White House Forum on Global LGBT Human Rights. Washington, DC: The White House Office of the Press Secretary, 24 June 24, 2014), retrieved from http://www.whitehouse.gov/the-press-office/2014/06/24/remarks-national-security-advisor-susan-e-rice-white-house-forum-global-.
113. J. Dees, *NGLCC Announces $4 Million Public-Private Partnership to Impact Global LGBT Equality through Entrepreneurship and Economic Development*, (Washington, DC: National Gay & Lesbian Chamber of Commerce, 2014), retrieved from http://nglcc.org/blog/nglcc-USAID.
114. L. Davis, End of the Rainbow: Increasing the Sustainability of LGBT Organizations through Social Enterprise. (Nonprofit Enterprise and Self-sustainability Team (NESsT), COC Netherlands, Hivos, 2008), *retrieved from* http://www.nesst.org/galeforce-capital/eotr/.

private partnerships as well as capacity building and strengthening of existing social enterprises. Some of the most successful social enterprises that have been implemented by LGBT organizations globally include cafes, bookstores selling LGBT books and media, and fee-for-service activities such as training and counseling.[115] Donors and partners should be aware, however, that LGBT nightclubs, pubs, and cafes in the E&E region have become flashpoints for homophobic violence.[116] Social enterprise support projects, such as the one previously implemented by the Eurasia Partnership Foundation in Armenia,[117] can be expanded to include Armenian LGBT groups. Such groups could be invited and assisted in applying for small grants and training.

Labor market participation. Obviously, a key point of intervention is addressing homophobia and transphobia in the workplace, which must first be done though the rule of law sector. Then, following in the footsteps of projects aimed at increasing women's participation in the workplace, efforts to address stereotypes and compliance with anti-discrimination laws would be needed.

Existing programs, such as the Women's Career Development Program in Moldova, designed to increase women's participation in the labor market, can more proactively include LBT women. LGBT groups can be enlisted to use their contacts, email lists, and media to reach out to potential participants. Events and trainings that promote creative women entrepreneurs should be specifically inclusive of lesbian and transgender women. LGBT leaders and community gatekeepers can help to identify LBT women in the community who manage businesses or are in the start-up or pre-start-up phase and could benefit from mentorship relationships with more established women entrepreneurs.

Key Action Items
- ✓ Support small and medium enterprise (SME) and job-readiness programs for LGBT Youth
- ✓ Include LGBT people in existing business development programs
- ✓ Include lesbians and transgender women in programs for women entrepreneurs
- ✓ Improve the capacity of social enterprises to do socially responsible business

Illustrative Indicators[118]
- Number of LGBT people trained in income-generation programs
- Number of lesbian and/or transgender women included in entrepreneurial training programs for women
- Number of small loans disbursed to LGBT individuals and organizations for SMEs
- Number of LGBT-run microenterprises or SMEs established
    - o Number of LGBT-run microenterprises or SMEs established by the project that are still operating x months later
- Increase in the percentage of LGBT organizational budgets provided by social enterprises, membership contributions, and fee-for-service activities
- Number of grants dispersed to LGBT organizations as start-up capital for social enterprise projects
- Number of LGBT organizations and leaders trained in social enterprise management

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115. L. Davis. End of the Rainbow: Increasing the Sustainability of LGBT Organizations through Social Enterprise. (Nonprofit Enterprise and Self-sustainability Team (NESsT), COC Netherlands, Hivos, 2008), *r*etrieved from http://www.nesst.org/galeforce-capital/eotr/
116. For example, there was a firebombing of a pub in Armenia in 2012 (Pink Armenia, 2013) and an attack on a LGBT support center in the Republic of Macedonia in 2013 (Dan Littauer, 2013).
117. See http://www.epfound.am for more information.
118. Note that voluntary self-identification as LGBT would be needed to collect such data.

Box 4. Key resources for entrepreneurship, competitiveness, and labor markets

Alliance for Social Entrepreneurship program (USAID, Synergos Institute, Ashoka, and Schwab Foundation for Social Entrepreneurship). This website provides information about social entrepreneurship in Lebanon, Egypt, Kyrgyz Republic, and Tajikistan. http://a4se.org/

NESsT Galeforce Capital. This website promotes the first global initiative dedicated to supporting LGBT social enterprises. http://www.nesst.org/galeforce-capital/

8. EDUCATION

Overview

Goal Two of USAID's current education strategy focuses on workforce development at the secondary and tertiary levels with the aim of "producing a workforce with relevant skills to support country development goals by 2015."[119] However, textbooks and teachers either ignore LGBT people or portray them as deviant or unnatural.[120] The majority population's attitudes are validated by discriminatory textbooks and a lack of dissemination of accurate information on diverse sexualities. School becomes a place of discrimination and violence, challenging the performance of LGBT students and even causing many to leave school altogether.

At the primary and secondary levels, LGBT children and youth face bullying in schools at higher rates than their straight and cisgender counterparts (European Union Agency for Fundamental Rights (FRA), 2013). There are no readily available statistics on school leavers among LGBT persons, though anecdotal accounts indicate that many individuals have been forced to curtail their studies at the secondary and tertiary levels because of bullying, stigma, and discrimination at home and on campus. The challenge is even greater for transgender youth, who can find it more difficult to hide their identities[121] and for other LGBT youth who simultaneously experience multiple forms of discrimination based on membership in other marginalized communities (e.g., girls, Roma, people with disabilities).

Individuals who leave school are likely to have more negative outcomes with regard to a range of wellbeing indicators including employment, health, and safety. Lack of access to educational opportunities results in many other lifelong social and economic challenges facing LGBT people. In short, homophobic bullying is widespread in educational institutions and it undermines investments in education programming.[122]

Current and Recent USAID Programming

There are no USAID-sponsored, LGBT-specific education sector projects underway, although there are reports indicating that U.S. Department of State funded activities engage students in activities that aim improve understanding and tolerance of LGBT people.

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119. USAID, Education: Opportunity through learning: USAID education strategy, 2011—2015, (Washington, DDC: USAID, 2011: 1), retrieved from http://transition.usaid.gov/our_work/education_and_universities/documents/USAID_ED_Strategy_feb2011.pdf.
120. A. Carroll, Testing the Waters: LGBT People in the Europe and Eurasia Region (Washington, DC: USAID, 2013), retrieved from http://www.usaid.gov/documents/2496/testing-waters-lgbt-people-europe-and-eurasia-region.
121. L. Mladjenovic, personal communication, June 13, 2013.
122. C. Vagneron, "Homophobic Bullying in Educational Institutions Undermines World Bank Equity Efforts". World Bank Education for Global Development Blog, 12/09/2013, http://blogs.worldbank.org/education/homophobic-bullying-educational-institutions-undermines-world-bank-equity-efforts .

Promising Practices and Lessons Learned
Anti-bullying campaigns and teacher education are part of a three-pronged approach to addressing LGBT youths' access to education. The development of support networks, including gay-straight alliances, and peer education systems are also essential. Such efforts are more developed in the West and would need to be adapted to the E&E context.

With regard to textbooks, a sustained campaign was successful in one E&E country. Pink Embassy, an LGBT group in Armenia, waged a successful campaign to address homophobia and transphobia in university textbooks. Despite the legalization of homosexuality in 1995, educational materials in the area of law, medicine, and the social sciences continued to characterize homosexuality as pathological and deviant.[123] The standard criminology textbook, for example, equated homosexuality with pedophilia. Pink Embassy submitted a complaint to the Armenian Commissioner for Protection from Discrimination, who ruled in the organization's favor on December 24, 2012. This decision demonstrates that using formal grievance procedures and national human rights mechanisms can bring about important changes in the education sector and elsewhere.

Possible Points of Intervention
USAID recognizes the "cascading returns to investment" achieved by promoting gender equality in its education programming.[124] This commitment to gender awareness now needs to incorporate an understanding of the enormous losses incurred when LGBT children and youth are denied access to educational opportunities. Gender-sensitive interventions include those that promote LGBT inclusion and create space for healthy, positive discussion about diverse sexual orientations and gender identities.

Programs to address school safety would benefit not only LGBT youth, but girls and young women as well. USAID can offer assistance in the development of school curricula that are SOGI-positive and inclusive. Youth organizations already addressing bullying are a key entry point. Kennedy-Lugar Youth Exchange & Study (YES)[125] alumni in Kosovo, for example, recently held a campaign against bullying.[126] Another possibility includes participants in the Social Legacy Program (funded under the EQUIP3 Leader with Award) who are still active; they could be encouraged to also take up anti-bullying work and include LGBT youth. USAID Missions could look to youth who have participated in USAID programming and encourage them to include SOGI-based rights in their efforts to increase tolerance in schools and improve the learning environment. For example, the Youth Educational Forum in Republic of Macedonia has taken on similar projects to increase tolerance by integrating minorities in schools and communities and combatting hate speech.

Adult education and workforce development programs can be established to assist out-of-school LGBT youth, as well as adults. For those LGBT adults and youth who left primary or secondary school because of safety issues and did not complete their education, USAID could support education programs that help these individuals to finish their education (if they wish) and offer the opportunity for technical and vocational education and life skills and workforce readiness skills training. LGBT organizations can be funded to manage these programs, or existing adult and continuing education institutions can be funded to engage in targeted outreach to LGBT school leavers.

123. B. Likmeta, "Albania Gays Protest Slurs in University Texts," *Balkan Insight*, (Tirana: 2012, November 9),
124. USAID, Education: Opportunity through Learning: USAID Education Strategy, 2011—2015, (Washington, DC: USAID, 2011: 17), http://transition.usaid.gov/our_work/education_and_universities/documents/USAID_ED_Strategy_feb2011.pdf.
125. YES is funded by the U.S. Department of State. It is mentioned because USAID does provide tertiary education fellowships though higher education partnerships.
126. A. Boshnjaku, Anti-Bullying Campaign in Kosovo for GYSD. American Councils South East Europe's Blog (May 8, 2014), http://americancouncilssee.wordpress.com/2014/05/08/anti-bullying-campaign-in-kosovo-for-gysd/.

Key Action Items

- ✓ Implement anti-bullying and school safety programs
- ✓ Include the promotion of tolerance and human rights for all in citizenship education for all students that specifically includes LGBT people
- ✓ Develop sexuality education curricula that include lessons on SOGI
- ✓ Target transgender individuals for adult education, especially transgender women in the sex industry

Illustrative Indicators

- Number of students in teacher training colleges reached with LGBT education and sensitization training
- Number of teachers participating in in-service trainings on LGBT student needs
- Number of students participating in LGBT student groups
- Number of LGBT people enrolled in adult education programs
- Number of positive portrayals of LGBT people in textbooks
- Number of school anti-bullying programs for youth that are SOGI-sensitive
- Number of school anti-bullying training programs for teachers and administrators that include training on LGBT issues

Box 5. Key resources for education

UNESCO, Education Sector Responses to Homophobic Bullying. This document reviews prevention and intervention strategies to protect students from homophobic bullying.
http://unesdoc.unesco.org/images/0021/002164/216493e.pdf

Gay, Lesbian and Straight Education Network. This website addresses strategies that schools can use to address anti-LGBT bullying and harassment. http://glsen.org/article/anti-bullying-resources

Southern Poverty Law Center, Teaching Tolerance. This website provides a number of resources for communities and schools to address bullying and foster safe school environments.
http://www.tolerance.org/supplement/resources-and-project-partners

Stopbullying.gov. This website provides tips for creating a safe environment for LGBT youth.
http://www.stopbullying.gov/at-risk/groups/lgbt/

Human Rights Campaign, Welcoming Schools. This website provides resources for teachers and school administrators to address bullying in schools. http://www.welcomingschools.org/

D. CROSSCUTTING AREAS

9. PEOPLE WITH DISABILITIES, RURAL POPULATIONS, ROMA, AND OTHER VULNERABLE GROUPS

Overview

USAID views disability and vulnerability as crosscutting issues affecting all development sectors, and implements programming to mitigate marginalization and further the human rights of individuals falling into these categories. USAID's work on behalf of vulnerable groups in the region includes programs to address the particular needs of ethnic minorities, people with disabilities, and refugees.

LGBT persons are often hidden members of vulnerable communities and face additional discrimination and marginalization because of their sexual orientation or gender identity. Some young Roma LGBT are slowly finding their voices both within Roma communities and the LGBT community. However, most advocates for LGBT rights are from the majority community. The existence of Roma lesbians is ignored by Roma activists and Roma women are generally pigeonholed into traditional roles and treated discriminatorily by ethnic majority populations as well as Romani communities.[127]

> The experiences of Romani lesbians living in Serbia are a clear example illustrating the intersecting burdens of gender, race, nationality, class and minority sexual existence.
> Source: Kurtic, 2013, p. 5

In the West, LGBT people with disabilities experience hate crimes, sexual abuse, and unemployment at higher rates than a people with disabilities who are not LGBT or LGBT people who do not have disabilities. When compared with heterosexual and cisgender people without disabilities,[128] the difficulties faced by LGBT people with disabilities is even greater, and E&E LGBT leaders confirm that this is also the case in the E&E region.[129]

LGBT individuals and families are often invisible, forgotten members of rural communities. LGBT organizations in the E&E region are overwhelmingly located in urban areas, and have only recently begun outreach to LGBT people in provincial and rural communities. Isolation, fear of exposure felt by LGBT people, and the prevalence of strong traditional values in many rural areas suggest that it will be some time before a substantial number of LGBT farm workers and rural dwellers feel safe enough to assert their sexual identities.

When disasters and conflict strike, they negatively impact LGBT people by disrupting often already limited support networks and safe spaces and those who do not conform to gender norms are vulnerable to being kept from accessing aid by way of physical exclusion.[130] USAID has helped communities to respond to natural disasters that create complex humanitarian emergencies in a number of countries, for example flood relief work in Albania, Bosnia and Herzegovina, Montenegro, and Serbia. However, LGBT people have been forgotten, invisible victims of these emergencies. Their needs are similar to the general population, but may also be more pronounced for two reasons. First, LGBT people may find limited services and safe spaces available to them in the disaster recovery period, and second, their support networks may be disrupted and the characteristics that mitigated the effect of homophobia on them (e.g., family support or financial status) may be altered.

Current and Recent USAID Programming
There are no USAID-sponsored projects underway in that work with people with disabilities, displaced persons, or minority groups in the E&E region that include a LGBT dimension.

Promising Practices and Lessons Learned
The establishment of peer groups that start out small and expand or inspire related groups is a common practice used to provide support and enable self-reliance. This approach is often highlighted by projects addressing HIV/AIDS, and the SUNRISE project in Ukraine provides an example of the development of LGBT groups and leadership in rural areas (see Case Study 1).

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127 V. Kurtic, Dzuvlijarke Roma Lesbian Experience (Nis, Serbia: European Roma Rights Centre Gender Research Fellowship, 2013), http://www.errc.org/cms/upload/file/dzuvljarke-roma-lesbian-existence.pdf.
128, For more information, see Reach Out USA, http://www.reachoutusa.org.
129. L. Mladjenovic, personal communication, June 13, 2013.
130. IGLHRC & SEROvie, The Impact of the Earthquake, and Relief and Recovery Programs on Haitian LGBT People (New York: IGLHRC, 2011), https://iglhrc.org/sites/default/files/504-1.pdf.

LGBT people in ethnic/linguistic minority and vulnerable communities are also organizing themselves and include challenging the multiple discriminations that they face among their reasons for coming together. It is important to look at best practices for working with minorities and people with disabilities to promote maximum inclusiveness.[131] Recently, a small group of gay men with disabilities has begun to meet in Belgrade challenging the taboo nature of discussions of sexuality and disability. In addition, LGBT people living in rural areas cannot be overlooked. Organizing outside of urban areas is a relatively new yet promising exercise that does not need to be limited to HIV/AIDS-related outreach. SUNRISE led to the creation of new LGBT groups in 14 provinces of Ukraine, paving the way for greater visibility in these highly conservative areas.

LGBT refugees and displaced persons constitute another vulnerable group. Complex emergencies have particular and often hidden impacts on LGBT communities that are generally overlooked. Research in South Asia, Colombia, Haiti, and Uganda offers numerous examples of ways in which LGBT vulnerability to hunger, violence, and homelessness are higher than that of the general population during a crisis.[132] During an emergency, survival systems collapse, and groups already at risk can become further marginalized. Family support networks erode as relatives scatter in the wake of a disaster. Camps and shelters for displaced people are often inhospitable to LGBT people, and levels of discrimination and violence can rise in such places.

Possible Points of Intervention
Members of minority groups and vulnerable communities are excluded from full participation in civil society in multiple ways—some deliberate, others incidental. Entrenched prejudices and stigma against minorities, such as people with disabilities, the Roma, and people living in rural areas need to be challenged whenever possible. These groups are largely invisible in society and from each other, and each has its own set of social norms regarding SOGI, so efforts to share knowledge and raise awareness about each other, as well as training to promote tolerant and inclusive treatment of each other are needed. It is also important to address what appear to be subtle forms of exclusion, such as inaccessible buildings, meeting places that turn away minorities, or exclusion and isolation as a result of geographic location or minority status within a minority community (e.g., Roma transgender people in Kosovo[133]).

That said, on-the-ground research is needed on how experiencing multiple forms of discrimination can affect a person's participation in development projects. Also, supporting the emergence or organization of LGBT ethnic minorities or rural residents could endanger the wellbeing, so communication with the LGBT community will be essential in determining the path forward. Given that there have been reports of Roma LGBT persons being excluded from venues where LGBT people gather, it is important to break down stigma and prejudice between the communities through supporting community outreach, awareness raising, and sensitization activities.

It is not surprising that Roma women are active in civil society, as women tend to dominate that sector.[134] "Many Serbian lesbians and Romani women join or create independent women's organizations and although there is not a separate Romani lesbian group in Serbia, there are a few notable groups

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131. For information on best practices in working with Roma populations, see the forthcoming Europe and Eurasia Bureau Social Transition team report, Mind the gaps: A robust appraisal of policies, programs, and implementation for Roma inclusion. See also the 2010 UNDP resource guide and toolkit, Marginalized Minorities in Development Programming http://www.ohchr.org/Documents/Issues/Minorities/UNDPMarginalisedMinorities.pdf.
132. K. Knight, Lost In The Chaos - LGBTI People in Emergencies, (Bangkok: IRIN News, 14 August 2014), retrieved from http://www.irinnews.org/report/100489/lost-in-the-chaos-lgbti-people-in-emergencies.
133. A. Carroll, *Testing the Waters: LGBT People in the Europe and Eurasia Region*, (Washington, DC: USAID, 2013), retrieved from http://www.usaid.gov/documents/2496/testing-waters-lgbt-people-europe-and-eurasia-region.
134. E. Duban, *Toward Gender Equality in Europe and Eurasia: A Toolkit for Analysis,* (Washington, DC: USAID, 2011), retrieved from http://pdf.usaid.gov/pdf_docs/pnaea292.pdf.

which have recognized the intersecting burdens of racism, misogyny and homophobia, and have dared to confront and combat these issues."[135] It is important for civil society and other programming to reach out to such groups in order to include them as LBT women appear to be somewhat peripheral to discussions of and actions on LGBT rights.

USAID can support information exchange and awareness raising through bringing LGBT and disabled persons organizations (DPOs) and their members together. LGBT groups could help DPOs ensure that they do not leave LGBT people out of their programming and vice versa. LGBT and disability groups could conduct outreach together to LGBT people with disabilities. Per U.S. Government regulations, LGBT groups holding events funded by USAID should accommodate persons with disabilities and provide assistive technologies or interpretation as needed.

It is important to not overlook LGBT persons' unique needs during man-made and natural disaster responses and in camps and communities where LGBT refugees and internally displaced people are residing. Emergency responses should be gender-sensitive and SOGI-sensitive. There are a number of practical ways to do this that draw on practices in non-emergency environments: providing safe spaces, ensuring confidentiality, training of relief assistance providers in SOGI-sensitivity, sharing resources, such as referrals to LGBT-friendly healthcare or psycho-social programming, and creating an inclusive work environment.[136] When participating in donor coordination groups, it is essential to see that protecting and assisting the LGBT community are among the issues discussed. For example, in cases such as Ukraine where some MSM participants in the SUNRISE project are in areas affected by conflict or are in Crimea, which was annexed from Ukraine by Russia, it is important to do as much as possible to help LGBT communities maintain their support networks and develop new ones as necessary.

The emergence of LGBT community organizations has been primarily an urban phenomenon. Rural populations are not usually considered to be a marginalized population per se, but they are often discussed as isolated and disadvantaged. Agricultural programs targeting exporters, suppliers, and wholesalers probably do not have a significant LGBT angle. However, projects implemented at the grassroots level, such as those working with agricultural producers and cooperatives, are often implemented in rural communities where LGBT visibility is low and levels of homophobia and transphobia are high. However, the lack of agricultural programs targeting LGBT people means that there are no promising practices from which to draw. Work in this area would require creativity and would be groundbreaking and worthy of documentation and dissemination of results to interested stakeholders.

LGBT farmers and other provincial dwellers would benefit from the support of both donors and national LGBT organizations in their efforts to create and sustain LGBT networks. E&E Missions can initiate projects that encourage rural outreach and capacity development for LGBT leaders and organizations in provincial areas. At the same time, those charged with working with farmers and farming communities should be receiving training on SOGI issues to ensure that their outreach efforts are inclusive and supportive of LGBT people. Collaboration between provincial leaders and LGBT groups could lead to improved human rights and development outcomes. In Moldova, for example, where the Moldova Civil Society Strengthening Program is supporting both rural farmer alliances and a coalition of LGBT advocacy groups, joint activities between the two sets of groups could lead to greater

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135. V.Kurtic, Dzuvlijarke Roma Lesbian Experience (Nis, Serbia: European Roma Rights Centre Gender Research Fellowship, 2013: 49), retrieved from: http://www.errc.org/cms/upload/file/dzuvljarke-roma-lesbian-existence.pdf.
136. J. Rumbach, "Towards Inclusive Resettlement for LGBTI Refugees," *Forced Migration Review*, 42. (Oxford: Refugee Studies Centre, Oxford Department of International Development, 2013 April), retrieved from: http://www.fmreview.org/sogi/rumbach#sthash.FcuX9oxy.dpuf.

acceptance of LGBT issues in provincial areas, better integration of LGBT farmers, and increased cooperation between urban and rural LGBT groups.

USAID promotes equal rights and opportunities for Roma people, who have historically faced a crippling level of marginalization in the E&E region. Programming for the Roma can be appropriately adapted to be inclusive of Roma LGBT people. While it is probably not safe to reach out to or in any way identify Roma LGBT people before they are ready to do so on their own, existing programs can include opportunities for hotlines or carefully organized support groups as well as cross-cultural learning and sensitivity building that incorporate conversations about LGBT rights. It is important to note that older Roma do not seem to have the same level of access to the Internet as those outside the community, but young Roma do. A facilitated conversation between Roma and LGBT community leaders could lead to the emergence of important similarities in the types of discrimination and marginalization the two communities have faced. Overcoming stereotypes of SOGI issues in Roma communities and unlearning anti-Roma bigotry in LGBT communities could be an important step forward in improving the lives of individuals who live in both worlds.

Key Action Items.
- ✓ Train social welfare officers to unlearn homophobia and transphobia
- ✓ Sensitize Roma and other minority communities to LGBT rights
- ✓ Train LGBT groups to work with ethnic minorities
- ✓ Train LGBT groups in disaster mitigation and response
- ✓ Include LGBT leaders and organizations in preparation for and response to humanitarian crises
- ✓ Encourage and support LGBT groups' expansion of their work to smaller cities and provincial areas
- ✓ Promote the inclusion of images and portrayals of LGBT people in outreach materials for all USAID-funded projects

Illustrative Indicators
- Number of training and sensitization sessions on LGBT issues for organizations working with people with disabilities
- Number of sensitization and planning sessions on LGBT issues held by government agencies involved in emergency management
- Number of dialogs, training sessions, and joint activities conducted by Roma and LGBT groups
- Increase in representation of LGBT people in leadership structures of organizations working with people with disabilities
- Increase in LGBT offices, spaces, and events that are accessible for people with disabilities.
- Number of national and local disaster response strategies that include LGBT communities among vulnerable communities needing targeted attention
- Number of urban LGBT groups that have adopted solid provincial outreach plans
- Increase in rural membership in LGBT groups
- Increase in activities by LGBT organizations in provincial or rural settings

10. YOUTH

Overview
Youth programming is a broad and crosscutting area ripe for integration of LGBT development issues. USAID's E&E youth programming focuses on leadership development and workforce development training with initiatives that include entrepreneurship, education, peer sexuality education, and agricultural extension for young farmers. The high proportion of young people in the region's

population represents hope for a major shift in perceptions about SOGI issues, as research indicates young people have more accepting attitudes with regard to SOGI.[137]

While young LGBT people are less burdened by the strictures of external and internalized homophobia and are often more willing to openly confront the prejudice and discrimination, they have few support networks in their communities and they may feel that their issues are not completely addressed by LGBT organizations. Depression and alcohol and substance abuse are the direct results of this alienation. Given high suicide rates in Eastern Europe generally, and global and regional statistics on LGBT teen suicide,[138] it is quite likely that suicide rates for LGBT teens in the E&E region are troublingly high, though to date there are no statistics on the matter. In addition, young MSM are a hidden segment of society, especially those living on the street. In Serbia, a 2008 survey of 500 MSM indicated that same-sex sexual activity often began before age 18, and for around 20 percent of respondents, before age 15. Young MSM in the region report having problems with self-acceptance, lack of information and access to services. Given widespread homophobia, they fear disclosing their identity and sexual orientation. "Mistrust in government services is high because of judgmental attitudes and lack of confidentiality."[139]

Current and Recent Programming
There is little USAID programming targeting LGBT youth in the E&E region. While young men are included in work with MSM on HIV/AIDS, outside of sexual health, there are few interventions targeting LGBT youth. To compensate for the lack of comprehensive, LGBT-positive sexuality education, the project encourages librarians to develop teen-focused educational programs to promote tolerance and combat discrimination, including transphobia and homophobia. Working with ACCEPT, a Romanian LGBT organization, Biblionet has produced a number of short videos on sexuality education topics. These are uploaded weekly onto the project website (http://www.sexulvsbarza.ro) and disseminated to libraries around the country. The videos engage adolescents about their bodies, sex, STIs, contraception, gender stereotypes, sexual minorities, and young people's rights.[140]

Promising Practices and Lessons Learned
Approaches to working with youth that include youth in youth-serving organizations and decision-making appear to be especially important for LGBT youth to obtain the five Cs of youth development: character, competence, confidence, connections, and caring.[141] Developing self and sexual identity is a part of youth development, and all youth go through a process of discovering who they are. However, LGBT youth find not fitting into gender norms challenging and experience a higher rate of psychological issues, such as depression and low self-esteem, and have fewer support structures to turn to. LGBT youth must be engaged as individuals and as part of the group. There has been little research on LGBT youth from an assets rather than a deficits perspective. However, the overall trend toward a positive

137. G. Sharp, Global Attitudes toward Homosexuality. *Sociological Images blog,* (2013, June 17), http://thesocietypages.org/socimages/2013/06/17/global-attitudes-toward-homosexuality/.
138. D.M. Fergusson, L. J. Horwood, E.M. Ridder, and A. L. Beautrais, "Sexual Orientation and Mental Health in a Birth Cohort of Young Adults," *Psychological Medicine,* 35(7), (2005): 971–981; Warner, N., Paradis, E., and van Roozendaal B., Suicidality among lesbian, gay, bisexual and transgender youth. (Brussels: ILGA-Europe, 2007) Retrieved from http://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=0CDAQFjAA&url=http%3A%2F%2Fafrique.ilga.org%2Fcontent%2F download%2F9066%2F53921%2Ffile%2FILGA-Europe%2520LGBT%2520youth%2520suicide%2520final.doc&ei=rHlmUoiuIIXMkAfE4YHABA&usg=AFQjCNFv4yHO4elElIuDieLkxW9-InNNIw&bvm=bv.55123115,d.eW0.
139. UNICEF. *Blame and Banishment: The Underground HIV Epidemic Affecting Children in Eastern Europe and Central Asia.*(Bratislava: UNICEF, 2010: 22), retrieved from http://www.unicef.org/media/files/UNICEF_Blame_and_Banishment.pdf
140. C. Vaileanu, personal communication, August 21, 2013.
141. C. Regan, M. Swisher, R. Barnett, J. Luzar, and J. Mastrodicasa, Diversity training: A Way to Increase Organizational Support for Sexual Minority Adolescents. EDIS Publication #CS2268 (Gainesville, FL: University of Florida IFAS Extension, 2007), retrieved from http://ufdc.ufl.edu/IR00002330/00001.

youth development approach means that programming will increasingly aim to empower youth to develop resiliency, engage others, and make decisions.[142]

A number of LGBT organizations in the region have recognized the challenges LGBT youth are facing and have created programs to respond. For example, in 2013, Gender-Doc in Moldova launched the Egali.md project to address feelings of loneliness and isolation among LGBT youth and to provide free psychological and legal support. The aim of the project is to let youth who have realized that they are LGBT know that they are not alone, there are others like them, and there are people who support them and recognize their rights.[143] The project was inspired by the U.S.-based It Gets Better Project (started in 2010) and makes creative use of video and Internet-based communication.[144] Finally, considering the existence of family violence against LGBT family members and the importance of parental support to youth development, it is important to look at address familial rejection. Organizations that aim to bridge potential gaps between parents and children are one resource, such as Parents and Friends of Lesbians and Gays (PFLAG). Models of organizations focused on parental support for their LGBT children in the region include the organization Fulcrum in Ukraine,[145] and there are active family support groups in Romania.[146]

Possible Points of Intervention
USAID is positioned to support multi-faceted youth development programming that addresses a variety of issues, including workforce readiness and youth asset development. Such programming includes a wide range of competency development and often aims (1) to increase soft skills and workforce readiness (e.g., self-esteem, tolerance, collaborative attitudes), and (2) to decrease violence and address safety issues. Unemployment and lack of economic prospects are challenging issues for youth in the E&E region. However, care must be taken when adapting such programming to ensure that implementation does not result in harm to any LGBT youth. While there might be allied organizations to work with, implementing partners would need to ensure staff are trained and that experts in reaching LGBT youth are brought in to guide their work.

Previous programming carried out in the region such as the Social Legacy Program, which helped countries address social sector issues, including those of marginalized groups, is a starting point that can be revisited for designing and implementing such a project. The Young Men Initiative (YMI), run by CARE International is an example of a standalone tolerance building project that could be adapted to address LGBT inclusion more directly and integrated into workforce development programming or educational programming that targets youth. In the next section, more information on YMI is provided in the discussion of integrating LGBT people into programming addressing GBV. Measurement of such interventions is needed, and given the need for research, youth development measurement tools[147] that have or could be adapted and validated for use in USAID's work could be amended to include questions for LGBT youth.

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142. P. Gamache and K. Lazear, *Asset-based Approaches for Lesbian, Gay, Bisexual, Transgender, Questioning, Intersex, Two-Spirit (LGBTQI2-S) Youth and Families in Systems of Care*. (FMHI pub. no. 252), (Tampa, FL: University of South Florida, College of Behavioral and Community Sciences, The Louis de la Parte Florida Mental Health Institute, Research and Training Center for Children's Mental Health, 2009), retrieved from http://rtckids.fmhi.usf.edu/rtcpubs/FamExp/lgbt-mono.pdf.
143. GenderDoc-M, Egali. About the project (Chisinau, n.d.), retrieved from: http://egali.md/ro/about-project.
144. To see the campaign, go to http://www.egali.md (website in Romanian, Russian and English languages).
145. See the website for the organization Fulcrum: http://t-o.org.ua/en/.
146. PFLAG. Education and Resources: PFLAG Diversity Network Resources for Eastern European Families (Bucharest, Romania: PFLAG, n.d.), http://community.pflag.org/page.aspx?pid=1107#sthash.35THkOIS.dpuf.
147. For examples of such tools, see USAID's Scan and Review of Youth Development Measurement Tools at http://www.usaid.gov/what-we-do/education/expanding-access-higher-education-and-workforce-development/Scan-Review-Youth-Development-Measurement-Toolshttp://www.usaid.gov/what-we-do/education/expanding-access-higher-education-and-workforce-development/Scan-Review-Youth-Development-Measurement-Tools.

The experiences of peer support in HIV/AIDS, anti-trafficking, health (e.g., community health educators), and microfinance programming may be drawn on for possible interventions, as can models from the U.S. (such as the Trevor Project) and within the European region (e.g., Rainbow Support Service in Malta, which is funded by the U.S. Embassy). Also, although it is not an area usually addressed by USAID, grantees receiving awards to work on democracy, governance, and human rights can be encouraged to support family reintegration, counseling for parents of LGBT children, and the formation of support groups modeled on Parents and Friends of Lesbians and Gays (PFLAG).

Finally, even with a focus on building on LGBT youth assets, in order to fully integrate LGBT youth USAID would need to address the high rates of depression and suicidal thoughts or ideation among them. Programming can be implemented in collaboration with groups that have expertise in counseling and can be trained to apply adult counseling techniques to young people. Engaging youth in providing peer support in and outside of educational institutions will be key.

Key Action Items
- ✓ Focus on young MSM when supporting work with street children
- ✓ Train implementers and partners on SOGI issues and creating an environment that invites and facilitates the participation of LGBT youth.
- ✓ Ensure that LGBT youth are welcomed in youth development programming
- ✓ Include awareness raising and behavioral change communication activities around homophobia and transphobia in youth programs
- ✓ Include LGBT youth in youth-oriented entrepreneurial programs
- ✓ Support mental health and suicide prevention assistance for LGBT teens

Illustrative Indicators
- Number of young people reached with anti-homophobia and anti-transphobia messages
- Number of young LGBT people reached by suicide prevention programming
- Number of LGBT youth involved in workforce development and entrepreneurship programs
- Change in suicide rates among LGBT teens
- Improvement in attitudes of family members toward LGBT youth
- Increase in number of youth reporting tolerant attitudes and perceptions of LGBT people, disaggregated by sex

Box 6. Key resources for youth

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11. GENDER-BASED VIOLENCE

Overview
Gender-based violence (GBV) is violence that is directed at an individual based on his or her biological sex, gender identity, or perceived adherence to socially defined norms of masculinity and femininity.[148]

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148. U.S. Department of State and USAID, *United States Strategy to Prevent and Respond to Gender-Based Violence Globally* (Washington, DC: U.S.

Based on historical inequality between men and women, GBV—which can be verbal, economic, psychological, or physical—hinders social and economic development and diminishes the potential of the women, men, and children who are its victims. Violence originating from homophobia and transphobia constitutes GBV in that it is based on transgressions of gender normativity. As noted in Carroll (2013), such violence occurs regularly throughout the E&E region and lawmakers, police, and courts have only starting to address the issue recently.

Recent and Current Programming
USAID has addressed GBV involving MSM and transgender women through HIV/AIDS-related health initiatives. Healthcare providers are trained to identify victims of GBV and link them with appropriate services as well as identify needs for new services that have led to the design of services specifically for MSM at the individual level as well as interventions at the policy level.

USAID is supporting efforts to address the epidemic of violence against women in the E&E region, but LGBT people, as a specific cohort, have been largely ignored by GBV-focused projects. However, although it is not funded by USAID, the Young Men Initiative (YMI) offers a valuable example of programming engaging boys and men in preventing GBV against LGBT people. YMI, currently in its third phase of implementation, is run by CARE in partnership with ICRW and Promundo, and works in Albania, Bosnia and Herzegovina, Kosovo, and Serbia.[149] The aim of YMI is that "Male youth aged 14-18 hold attitudes and demonstrate behaviors which support more gender equitable social norms, healthy lifestyles and discourage violent behavior against community, women and peers."[150] The pilot and first phases of the project included adapting, piloting, and expanding the Program H[151] methodology developed by Promundo. The current phase expanded into vocations schools and includes such efforts to further sustainability, including training of trainers, reaching out to minority communities, and campaigning for young men, fathers, and other male role models to support gender equality, participate in parenting, and oppose gender-based violence.

Promising Practices and Lessons Learned
The AIDSTAR-Two Review of Training and Programming Resources on Gender-Based Violence against Key Populations: Addressing Sex Workers, Men Who Have Sex with Men, Transgender People and People Who Inject Drugs,[152] lays out a framework applicable to addressing GBV against the LGBT community:
- Base action on established good practices for:
- Base action on established good practices for:
    o Evidence-based programming designed and implemented using a rights-based participatory approach that aims to do no harm, and utilizes the mantra 'nothing about us without us' to ensure that key populations are meaningfully central to all stages of responses to GBV;
    o Empowerment, collectivization, and peer-led action;
    o Technology use (e.g., mobile phones and social media).
- Responses must be tailored to L, G, B, T, and I groups and further individualized to a person's specific experience.
- Include people important to and around the community (e.g., intimate partners, family, friends,

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Department of State, 2012), http://pdf.usaid.gov/pdf_docs/PDACT888.pdf.
149. The pilot and first phase included Croatia, but not Albania.
150. CARE. Young Men Initiative Phase I and II Project Description (Atlanta: CARE, n.d.). http://www.youngmeninitiative.net/en/?page=53.
151. For more information, see http://www.promundo.org.br/en/activities/activities-posts/program-h/.
152. S. Middleton-Lee, *Technical Paper: Review of Training and Programming Resources on Gender-Based Violence against Key Populations*, (Washington, DC: PEPFAR and USAID, 2013), http://www.aidstar-two.org/upload/AIDSTAR-Two_Tech-Paper-Rev-Resources-GBV-Against-Key-Populations-FINAL-09-30-13.pdf.

> community members, police and health providers).
- Address all forms of violence, not only those related to SOGI (e.g., violence because of another demographic characteristic or general belief in violence as acceptable).

An evaluation[153] of YMI has provided lessons learned on engaging young men at an early age to help them internalize new ideas during a trajectory of change, and thereby decrease violence against females and LGBT people. The activities holding the most promise for having a longer term impact include training sessions led by skilled facilitators on topics including gender attitudes and violence, a retreat, and a lifestyle campaign that includes participation in an afterschool club—all safe spaces to practice new norms.[154] The evaluation found that establishing a strong rapport with students and off-site retreats (which enable in-depth discussion in an immersive environment) really helped address sensitive issues and change their mindsets. The study indicates that attitudes toward homophobia improved across all but one site as did intentions to be non-violent, but those intentions were not yet in practice in sites other than Prishtina. The YMI program in Prishtina included additional violence-related sessions in its curriculum, which may have affected the outcome. Varied findings in countries where the curriculum was applied point to the effect of the general environment on youth and how a climate of intolerance and violence can affect program outcomes. The curricula therefore require customization.

Viewing homophobic and transphobic violence through a GBV lens and integrating anti-homophobia training into GBV programming is proving to be an effective approach in Latin America and the Caribbean as well.

Possible Points of Intervention
Key points of intervention will differ for those who identify as male or female. The 2014 UKaid Summary of the Evidence and Research Agenda for What Works: A Global Programme to Prevent Violence against Women and Girls indicates that for those who present as women and girls, certain interventions are effective, (this does not account for LBT status—it refers to presentation according to societal norms). That said, based on evidence, effective interventions include microfinance interventions that use gender transformative approaches, which feature group-based relationship-level interventions and education with community outreach as well as community mobilization with the goal of changing social norms.

LBT women as well as other women and men who do not conform to gender norms, are at greater risk for violence by the men in their lives—fathers, brothers, husbands, and other male relatives—and should be integrated into DV programs. Those who operate these programs should be encouraged to undergo training on unlearning homophobia and transphobia and be provided with assistance to make their services more LGBT-friendly.

The annual 16 Days of Activism Against Gender Violence is a global campaign to highlight violence against women and link it with GBV based on sexual orientation and gender expression. Funding can be provided for mobilizations of the 16 Days Campaign that include a focus on violence against LBT women. Joint activities between LGBT and women's rights groups in relation to the 16 Days can also be funded. Collaborative projects like this strengthen bonds that can later be operationalized in the pursuit of joint human rights and development objectives. LGBT organizations can be supported in establishing

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153. The evaluation used 2011-2012 data for Sarajevo and Zagreb, and 2012-2013 data for Belgrade and Prishtina. Survey respondents numbered 271, 257, 159, and 285 respectively. The study team looked at one vocational school in each country.
154. S. Namy, B. Heilman, S. Stich, and J. Edmeades, *Be A Man, Change the Rules! Findings and Lessons from Seven Years of CARE International Balkans' Young Men Initiative*, (Washington, DC: ICRW, CARE. 2014), http://www.icrw.org/files/publications/YMI_ExecutiveSummary_2013-WEB-PREVIEW.pdf

programs that address DV and GBV within their own communities. Assistance could be provided to establish more hotlines and shelters for LGBT domestic violence and to train gay men to work against GBV in their communities.

While bride kidnapping, arranged marriages, and unregistered marriages are not widespread and occur only in a few E&E countries,[155] few researchers have taken the time to explore the impact of these phenomena on lesbian and bisexual girls, who may become targets as a means of forcing them into heteronormative behavior. Though research on the topic is scarce, intimate partner violence may also be a hidden epidemic for LGBT people in the region. LGBT GBV victims often have nowhere to turn when in crisis resulting from home-based violence, and may face stigma when seeking support in existing shelters and domestic violence counseling programs.

Key Action Items
- ✓ Promote the unlearning of homophobia/lesbophobia/transphobia in programming addressing GBV
- ✓ Encourage the integration of openly lesbian and transgender women in leadership positions in women's rights organizations fighting GBV
- ✓ Encourage and equip more shelters and protective services for DV victims to be welcoming to LBT women
- ✓ Encourage research on the impact of DV on LBT women
- ✓ Research intimate partner violence among LGBT couples
- ✓ Increase access to DV services for LGBT victims
- ✓ Increase access to GBV training for LGBT organizations

Illustrative Indicators
- Percentage of GBV program staff members trained in SOGI issues
- Percentage of speakers and workshops at GBV conferences or meetings representing the LGBT community or addressing GBV's impact on LGBT people
- Percentage of staff at clinics, shelters, and support organizations trained in LGBT perspectives on GBV and domestic violence
- Decrease in violence against women based on SOGI
- Decrease in domestic partner violence in LGBT communities

Box 7. Key resources for GBV

AIDSTAR-Two Review of Training and Programming Resources on Gender-Based Violence against Key Populations: Addressing Sex Workers, Men Who Have Sex with Men, Transgender People and People Who Inject Drugs. This document examines the existing training and programming resources and the framing of responses to GBV against key populations. http://www.aidstar-two.org/upload/AIDSTAR-Two_Tech-Paper-Rev-Resources-GBV-Against-Key-Populations-FINAL-09-30-13.pdf

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155. C. Thomas, *Forced and Early Marriage: A Focus on Central and Eastern Europe and Former Soviet Union Countries with Selected Laws from Other Countries* (Geneva: United Nations Division for the Advancement of Women United Nations Economic Commission for Africa, 2009), http://www.un.org/womenwatch/daw/egm/vaw_legislation_2009/Expert%20Paper%20EGMGPLHP%20_Cheryl%20Thomas%20revised_.pdf.

V. CONCLUSION

There has been creative and laudable programming by USAID Missions in the E&E region that integrates LGBT communities into development programming, but these small-scale efforts have only begun to address the greater need that exists. LGBT communities, as partners or beneficiaries, have been included inconsistently in USAID programming across sectors. Integrating initiatives that address LGBT development concerns into already existing programming is not onerous and creating standalone LGBT projects need not be expensive. USAID's commitment to inclusive development programming calls for it to be done. There are many opportunities for engagement on LGBT issues within current projects, and many of USAID's traditional partners in the region are ready and willing to take up this new work. These activities, however, must be developed in collaboration with the courageous emerging LGBT movement in the region, other bilateral and multilateral donors, and the many LGBT thought leaders who are eager to partner with the U.S. Government on LGBT development issues. Mission staff should be encouraged by the excellent work already being undertaken in the region, and use it to learn, share knowledge, and develop new programs that firmly integrate LGBT people into the development landscape.

ANNEX 1: CASE STUDIES

CASE STUDY 1. UKRAINE
Scaling Up National Response (SUNRISE)[156]

Scaling-up the National Response to HIV/AIDS through Information and Services (SUNRISE) was a USAID intervention implemented from 2004 to 2011 by the International HIV/AIDS Alliance, PATH, and the All-Ukrainian Network of People Living with HIV/AIDS. At the beginning of the intervention Ukraine had the highest seroprevalence rate of any country in Europe (1.2 percent) with the majority of cases concentrated in most-at-risk populations, including MSM. A flagship project with an ambitious goal, SUNRISE set out to "make high quality information and services accessible to at least 60 percent" of MSM in target cities.[157]

Prior to the project's inception, MSM in provincial areas had no access to targeted HIV prevention, care, and support services. A key strategy of SUNRISE was to mobilize city-based LGBT groups to provide HIV outreach services in provincial towns and communities. This was accomplished through training, support, and small grants (ranging from $15,000 – $50,000). With support from SUNRISE, counseling, testing, and prevention services became available to gay and bisexual men, and other MSM who had never previously received them. Counseling, legal advice, and referral to other services were provided by mobile clinics. Support groups established in the provincial areas began providing services on their own, and have now been integrated into ongoing HIV prevention efforts funded by the Global Fund and other donors. Project staff purposely included many openly LGBT individuals whose participation contributed to the acceptance of the project by the community.

SUNRISE's partners recognized that HIV service provision does not exist in a vacuum and attempted to create an enabling environment for the uptake of HIV services. SUNRISE's two guiding principles not only helped it to achieve its goals, but also contributed significantly to development of the LGBT sector in the country. First, the project believed that affected communities must be empowered to mobilize themselves. Second, trust, mutual support, and community identity were deemed essential in combating HIV.

In 2007, SUNRISE hosted a two-day National Strategic Planning for MSM Services and the LGBT Movement, which underscored the connection between LGBT rights and HIV prevention, treatment and care programming. The convening included LGBT activists, HIV/AIDS program implementers, UN officials, and Ukrainian government authorities. The participants engaged in a thorough review of the LGBT situation in the country. According to one Alliance staff member with senior responsibility for the project, "LGBT rights are a pre-requisite for effective HIV services."[158]

SUNRISE brought MSM and LGBT leaders together with other at-risk communities for training and planning activities. Project staff found that while there was much overlap in the partner of injecting drug user (IDU), sex worker, and MSM communities, prejudices between them ran high. Helping these

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156. Sources for this section: International AIDS Alliance, 2012; A. Dovbakh, personal communication, August 8, 2013.
157. USAID, International HIV/AIDS Alliance in Ukraine, PATH, and& All-Ukrainian Network of PLWH. (2011). Catalyzing Cchange through Iinnovation, Ppartnerships and Ccomprehensive Sservices: Scaling-up the nNational Rresponse to HIV/AIDS through Information and Services (SUNRISE) Pproject, 2004–2011.(Kyiv: USAID, 2011), http://pdf.usaid.gov/pdf_docs/PDACY315.pdf.
158. A. Klepikov, A., and& Martin, E. Martin,., Impact of the USAID SUNRISE project: USG flagship intervention in Ukraine in the area of focused HIV prevention. Abstract retrieved from 19th International Aids Conference abstract database. (Abstract No. TUPE307), 2011, http://iasociety.org/Abstracts/A200746480.aspx.

groups to address stereotypes and to recognize their common challenges was an important achievement of the project.

The project is considered to have been a highly effective intervention. An evaluation conducted by the Alliance and external consultants credited the project as a factor in reducing HIV transmission and incidence rates in all subpopulations in all the target provinces, no small feat. Nearly 25,000 MSM (66 percent of the targeted population) were reached with HIV prevention services in nine of the most HIV-affected regions of the country. The Alliance refers to SUNRISE as an innovative platform that provided the opportunity to test promising practices and help local partners to develop better HIV service provision platforms.

CASE STUDY 2. SERBIA
Joining Forces to Fight Discrimination

The Joining Forces to Combat Discrimination project was a 10-month ROL activity implemented under USAID/Serbia's Civil Society Advocacy Initiative (CSI). Launched in 2006 and implemented by the Institute for Sustainable Communities (ISC), CSI was a 7-year initiative that promoted "a healthy and vibrant civil society" in Serbia by supporting advocacy efforts at local and national levels. Its objectives were to help Serbian civil society to influence public policy, serve as government watchdogs, and conduct sustained advocacy campaigns on a variety of key reform issues.

Labris, founded in 1995 and the oldest lesbian organization in the Balkan region, led a consortium of six LGBT groups in the implementation of the Joining Forces project. With a total budget of $50,000, the project was designed to promote knowledge and implementation of the 2009 Anti-Discrimination Law. It was not widely known that the law included sexual orientation and gender identity as protected categories, and most LGBT people were not aware of how the law could improve their lives on a practical level. Labris and its partners set out to make the community aware of this new law and its potential to change their lives for the better.

The consortium used a combination of educational materials, community level training workshops, and street action to educate both LGBT people and members of the general public about the law. Community members were also educated about the Commission for the Protection of Equality, the mechanism established by the law for handling complaints, and about the national, provincial, and local ombudsmen established by the legislation. Labris and its partners even convened awareness-raising flash mobs in downtown Belgrade of LGBT people and supporters. Flash mobs appealed to young people and, in their spontaneity, provided a level of safety lacking at pre-planned LGBT pride demonstrations.

ISC required its grantees to work in coalitions, and this encouraged Labris to join forces with five other Serbian LGBT groups to compete effectively for the funds and to implement the project. This was the first time the groups worked together to accomplish a common goal, other than the planning of pride festivities.

Given the small size and scope of the project, there was no formal evaluation. Among the most important results according to leadership at Labris, is the embodiment of the initiative's name: the sense of unified purpose and cooperation that developed in Serbia's LGBT community. Labris and its partners report a very positive experience working with USAID through its implementing partner ISC. With the experience of the Joining Forces project under their belt, an improved set of capacities, and a deepened

sense of community cohesion, the LGBT community in Serbia could continue to effectively partner for USAID to achieve a broad set of development objectives.[159]

CASE STUDY 3. MOLDOVA
Safer Sex Education Parties as a Social Enterprise[160]

In 2002, GenderDoc-M, Moldova's largest LGBT organization, was confronting the challenge of higher than average levels of HIV vulnerability among MSM and transgender women, while little if any outreach was being conducted to this community by the government or mainstream HIV/AIDS service organizations. GenderDoc-M faced a challenge shared by many HIV service groups: how to encourage gay and bisexual men to show up to receive condoms, lubricant, and lifesaving messages when many think of these sessions as dull, medical, and often frightening? GenderDoc-M's HIV prevention team was hosting educational seminars, but in a situation similar to that in many other countries, turnout was low, never more than 15 people. An equally challenging problem facing the organization was how to continue paying for HIV programs when resources from local and international donors were dwindling. A 2008 publication detailing social enterprise efforts in the LGBT community in Eastern Europe detailed GenderDoc-M's efforts.

GenderDoc-M rented out a nightclub in Chisinau and hosted a weekly party. At the party, safer sex packets (which include items such as lubricant, condoms, and dental dams) were distributed free of charge and staff made referrals for testing and counseling. HIV-related information, education, and communication strategies (e.g., quizzes and contests for best safer sex slogan), keeping the experience of attending the disco from becoming overly clinical and making the experience both fun and informative. The only gay disco in the capital, the event was popular with both men and women, creating a rare safe environment for LGBT social interaction.

GenderDoc-M kept the entry fee substantially lower than that at other nightclubs in the city to assure that their primary clients, young MSM, an important target group for their HIV prevention work, could attend without incurring financial burdens. The parties attracted up to 150 people each week, individuals whom GenderDoc-M would otherwise have had a difficult time reaching with their life-saving messages. WWith the reduced fee in comparison to other clubs, the organization attracted youth who would otherwise party at other clubs and raised enough money to pay for the rental of the space, entertainment, and the production of the safer sex packets. The key for GenderDoc-M was to know their clients as well as their unmet needs, and to meet osethose needs (in this case, for a gathering spot) while providing services.

GenderDoc-M's solution represents an important breakthrough for LGBT organizations in the region, many of which struggle to reach MSM and transgender women and to achieve a level of self-sufficiency that makes them less dependent on donor assistance. GenderDoc-M addressed both issues by hosting a safer sex party where young LGBT from the capital, Chisinau, and surrounding areas could come together for HIV education *and* would be willing to financially contribute to the process—all in the context of having fun.

159. Labris, LGBT population in the print media in Serbia 2012 (Belgrade: Labris, 2012), http://labris.org.rs/en/wp-content/uploads/2013/09/LGBT-population-in-printed-media-in-Serbia-2012.pdf.
160. Unless otherwise noted, the sourceSource for this section is : Lee Davis, *End of the Rainbow: Increasing the Sustainability of LGBT Organizations through Social Enterprise,* (Nonprofit Enterprise and Self-sustainability Team (NESsT), COC Netherlands, Hivos, 2013: 120), http://www.nesst.org/galeforce-capital/eotr/.

Funding HIV prevention programs has been a major challenge for GenderDoc-M, because Moldova is a low seroprevalence country. Its past and present funding—from donors including the Netherlands, Sweden, the United Kingdom, and the United States—has been shared among competing priorities, including advocacy work with the government, legal services, and community organizing. By taking an entrepreneurial approach to its HIV outreach work, the organization found a way to make it pay for itself. According to Boris Balentetkii, GenderDoc-M's director, "they almost forgot it was an educational event and, even more, they were paying to attend!"

GenderDoc-M's website indicates that they continue to offer the parties.

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