



POLICY IMPLEMENTATION ASSESSMENT OF USAID'S 2014 LGBT VISION FOR ACTION

September 2022

This publication was produced by Dexis Consulting Group for the United States Agency for International Development. The Dexis team included Stephanie Monschein, Team Lead; Dr. Chloe Schwenke from the Center for Values in International Development (CV) as SOGIESC Subject Matter Expert; Monica Makar and Laura Hester as Project Associates; Troy Caruana, Director of Programs at CV as Research Assistant; Chris Ying as Technical Support; and Douglas Baker as Project Manager. The authors' views expressed in this document do not necessarily reflect the views of the Agency or the United States Government.



Table of Contents

Table of Contents	ii
Acronym List	iii
EXECUTIVE SUMMARY	v
I. INTRODUCTION	i
Purpose and Audience	i
LGBT Vision for Action Overview	i
Assessment Questions (AQs)	3
II. METHODOLOGY	4
Methods and Data Sources	4
Limitations	6
III. FINDINGS AND CONCLUSIONS	6
AQ 1. What is the overall level of staff awareness of USAID's LGBT Vision for Action and how do staff across the Agency perceive it?	6
AQ 2. To what extent and in what ways has USAID expanded and made more inclusive LGBTQI+ standalone and integrated programs since the release of the Vision?	9
AQ 3. Has USAID integrated SOGIESC issues and inclusion in USAID's operational policies, procedures, and internal capacity-building efforts since the release of the Vision? If so, how?	14
AQ 4. To what extent has USAID engaged in learning efforts to safely fill in data gaps, test innovative approaches, and rigorously evaluate programs related to LGBTQI+ people and SOGIESC issues?	16
AQ 5. Has the Agency promoted implementation of USAID's LGBT Vision for Action and related guidance documents through resources, both formal and informal staffing and leadership structures, leadership support, and staff incentives? If so, how?	17
IV. RECOMMENDATIONS	19
ANNEXES	29
ANNEX 1. FULL ASSESSMENT QUESTIONS	29
ANNEX 2. KII INSTRUMENT	32
ANNEX 3. SURVEY INSTRUMENT	38
ANNEX 4. PAD REVIEW INSTRUMENT	51
ANNEX 5. SURVEY ANALYSIS	58

Acronym List

ADS	Automated Directives System
AQ	Assessment Question
CDCS	Country Development Cooperation Strategy
CSO	Civil Society Organization
DDI	The USAID Bureau for Development, Democracy, and Innovation
DRG	Democracy, Rights, Governance
DRL	State Department Bureau of Democracy, Human Rights, and Labor
FGD	Focus Group Discussion
FSN	Foreign Service National
HRGP	Human Rights Grants Program
KIIs	Key Informant Interview
LGBT	Lesbian, Gay, Bisexual, and Transgender
LGBTQI+	Lesbian, Gay, Bisexual, Transgender, Queer, and Intersex
MEL	Monitoring, Evaluation, and Learning
MSM	Men who have sex with men
OU	Operating Unit
PAD	Project Appraisal Document
PEPFAR	President's Emergency Plan for AIDS Relief
PIA	Policy Implementation Assessment
PIA	Policy Implementation Assessments
POC	Points of Contact
PPL/P	USAID's Office of Policy in the Bureau for Policy, Planning and Learning
SOGIESC	Sexual Orientation, Gender Identity, Gender Expression and Sex Characteristics
USAID	United States Agency for International Development
USN	United States National



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EXECUTIVE SUMMARY

INTRODUCTION

Eight years ago, in 2014, the United States Agency for International Development (USAID) published a Vision statement, titled [The LGBT Vision for Action: Promoting and Supporting the Inclusion of Lesbian, Gay, Bisexual, and Transgender Individuals](#) (The Vision). USAID's Office of Policy in the Bureau for Policy, Planning and Learning (PPL/P) completes Policy Implementation Assessments (PIAs) approximately five years into policy implementation. The purpose of this PIA is to examine the extent to which the Vision has shaped USAID processes, programming, attitudes, and understanding about supporting the needs of lesbian, gay, bisexual, transgender, queer, and intersex (LGBTQI+) persons and people of diverse genders and sexualities and has achieved expected outcomes. The PIA identified impediments and facilitating factors as well as gaps in implementation. The Vision is eight years old, and there is currently a process underway at USAID to establish a full LGBTQI+ Policy. This PIA will provide evidence and recommendations for consideration by the Agency's policy team in the drafting of the new policy. The audience of this PIA includes PPL/P, the Bureau for Development, Democracy, and Innovation (DDI) Inclusive Development Hub, USAID leadership, USAID staff working on and/or interested in LGBTQI+ programming and policy, and the broader agency.

USAID created the Vision to provide a policy context for USAID programming and advocacy and to mark USAID's official support for President Obama's [Presidential Memorandum on International Initiatives to Advance the Human Rights of Lesbian, Gay, Bisexual, and Transgender Persons](#) of December 6, 2011 (recently reinforced by President Biden's [Presidential Memorandum on Advancing the Human Rights of Lesbian, Gay, Bisexual, Transgender, Queer, and Intersex Persons Around the World](#), issued on February 4, 2021). The Vision reiterated USAID's commitment to championing the dignity and human rights of LGBTQI+ persons and promoting their inclusion in development efforts as part of a coordinated, whole- of-government effort initiated by the Obama administration. While the Vision signaled USAID's aspirations to implement more LGBTQI+ inclusive programming, it did not include any requirements. It did, however, list a set of suggested next steps and principles focused on integrating LGBT people and sexual orientation, gender identity, gender expression and sex characteristics (SOGIESC) issues into policy and programming, building staff capacity, localizing support, ensuring safety and security, and fostering partnerships among key stakeholders.

The assessment questions were developed by PPL/P in coordination with the DDI/Inclusive Development Hub, the LGBTQI+ working group, and the assessment team. The five final primary questions focus on overall staff understanding, knowledge, awareness, and attitudes; LGBTQI+ inclusive programming; operational policies and procedures; internal capacity building efforts; learning efforts undertaken to fill in data gaps; and institutional structures at the Agency, including resources, staffing and leadership structures, leadership support, and staff incentives.

METHODOLOGY

The assessment team employed a mixed-methods approach to the assessment in which it triangulated data from document review, interviews, focus group discussions, a survey to the agency, and a co-creation workshop to answer the research questions for this assessment, conducted from October



2021 to September 2022, The team reviewed and analyzed more than 300 Program Cycle documents including 68 Country Development Cooperation Strategies (CDCSs) and 156 Project Appraisal Documents (PADs) using NVivo to undertake automated text mining. It used sam.gov to search for relevant solicitations but did not find any relevant documents. The team sent a survey to a range of listservs and received 56 responses across all five regions representing 31 unique Missions; 80 percent of the respondents were from the field. The team identified a total of 39 USAID staff as key stakeholders, and conducted 25 key informant interviews (KIIs), including with members of the DDI Inclusive Development Hub, LGBTQI+ Policy Working Group, LGBTQI+ Champions listserv, Mission Gender Advisors, and gender POCs, Inclusive Development POCs, original LGBT Vision for Action writers, Mission staff working on programming, and Washington D.C. staff working on the new policy development and programming. The team also conducted four FGDs organized by gender and nationality (USN: male/non-binary and female/non-binary; FSN male/non-binary and female/non-binary) with 20 USAID staff members. In total the team collected primary data from 101 staff at USAID.

LIMITATIONS

Overall, the findings are based on input from a low number of USAID staff. However, the low number of KII participants and survey respondents may be indicative of the relatively low number of staff working on SOGIESC issues or with LGBTQI+ people at USAID, or who are familiar with the Vision's implementation. While the team had a high initial response rate to the request for interviews based on the initial list of 39 key informants provided, a total of 25 USAID staff members participated in KIIs; an additional five that could not participate in interviews attended an FGD. Many of the remaining staff responded to the survey. The team sent the survey to broad agency listservs including FSNs, Program Officers, and the LGBTQI+ Champions Network Google group, and to the Gender champions list serv and expected numbers comparable to previous PIA surveys (~200). Ultimately, 56 USAID staff members responded to the survey. The team had 35 respondents reply yes to a FGD and 15 of those participated ultimately alongside staff from the LGBTQI+ Champions Network.

FINDINGS AND CONCLUSIONS

AQ 1: STAFF AWARENESS

Findings: Based on findings from the survey, FGDs, and KIIs, overall familiarity with the Vision and its provisions is superficial in most cases, even when awareness of its existence is very high among those working closely on these topics (see graphic to the left and below). While the Vision for Action did not set specific expectations for measurable outcomes to result from its publication, it did create a conceptual baseline for why LGBTQI+ people and SOGIESC issues ought to be included as a routine and integral part of USAID's human rights promotional and advocacy initiatives, and both an intersectional and significant point of focus for USAID's integrated and standalone programming. According to respondents, the Vision for Action has been influential as an explicit and clearly stated policy document of USAID's commitment and intentions (though limited), made at a time when taking such a position was considered overly risky by many.

Conclusions: While the Vision is important to provide a policy foundation for LGBTQI+ work, it has not been robust enough to provide administrative, institutional, or procedural cover for those taking on



exceptional risk to undertake this type of work. Further, knowledge and awareness about its existence across the Agency has not been sufficient to fully implement the Vision and integrate LGBTQI+ people and SOGIESC concerns into Mission and DC-based programming beyond champion missions and staff.

AQ 2: LGBTQI+ AND SOGIESC PROGRAMMING

Findings: Based on the data collected, it is difficult to answer definitively “to what extent” USAID has expanded and made more inclusive LGBTQI+ standalone and integrated programs since the release of the Vision for a variety of reasons, including lack of tracking, the removal of the relevant key issue narrative between 2015 and 2021, and the absence of relevant standard indicators. It is also difficult to find and access relevant solicitations because much of this work is done through existing mechanisms or direct sole source contracts to avoid public documentation. In reviewing the programming carried out through PEPFAR funding, however, there is a discernibly strong if more narrowly focused standalone LGBTQI+ focus. The PIA team did compare the list of activities and programming in the 2013 LGBTQI+ White House Report with the 2022 Interagency Report on the Implementation of the Presidential Memorandum on Advancing the Human Rights of LGBTQI+ Persons Around the World (The 2022 LGBTQI+ White House Report), section on USAID; however, the lists are not exhaustive, and some programming is too sensitive for public release. Additionally, without activity-level financial data, timelines, or more information on scope, it is difficult to determine whether there has been a significant change from 2013-2022. Purely quantitatively, there is an upward trend in the numbers of programs reported on and overall funding since 2018 has increased - first incrementally and then more considerably through 2022.

Conclusions: The team believes that it is fair to conclude that the Vision has been inadequately implemented across the Agency. It is also fair to state that the Vision itself had no requirements or mandates, and few concrete suggested actions to be implemented by OUs. Therefore, it is also difficult to attribute outcomes to the Vision. Nevertheless, even without formal measurement and concrete attribution, there is reason to conclude that the policy momentum that officially began with the Vision can be seen to have emerged in pockets throughout the Agency, led and sustained by champions and individuals driven by motivation and personal interest in attending to these long-neglected concerns.

AQ3 OPERATIONAL POLICIES

Findings: USAID did not fully integrate SOGIESC issues and inclusiveness into its operational policies, procedures, and internal capacity building efforts after the Vision’s release, although this has been improving during the Biden administration and since the release of the 2021 Presidential Memorandum and there are some positive examples. The existence of the ADS 201 additional help document [“Suggested Approaches for Integrating Inclusive Development Across the Program Cycle and in Mission Operations”](#) is positive, but focuses on non-mandatory guidance for inclusive development writ large but does not include guidance specific to LGBTQI+. Neither ADS 200, ADS 201, nor ADS 205 (Gender Equality and Female Empowerment) references LGBT or LGBTQI+ in its narrative. USAID has developed additional help documents designed to accompany ADS 201 for Education and Resilience and Food Security, but neither is mandatory. USAID is also currently revising several policies and the Inclusive Development Hub’s LGBTQI+ team is working to ensure that they are inclusive of LGBTQI+



people and SOGIESC considerations. Additionally, the reinstatement of the LGBTQI+ key issue is another positive development for the Agency in its tracking of SOGIESC and LGBTQI+ outcomes and is the primary way SOGIESC concerns are integrated formally into Agency tracking.

Training pertaining to LGBTQI+ people and SOGIESC issues and awareness is a critical resource for USAID staff working on SOGIESC programming or with LGBTQI+ people, and USAID launched a robust training program on SOGIESC concerns concurrent with the release of the Vision. There are two LGBTQI+ specific training courses located on the USAID University platform: *LGBTI Inclusion in the Workplace and Programming*² ('LGBTI 101') and *LGBTI 102: LGBTI Integration in USAID Programs*. The Inclusive Development mandatory training includes LGBTQI+ people as a focus.

Conclusions: Specific conclusions are difficult to summarize in response to the question of the degree and success of such integration of SOGIESC issues and inclusion. The overall limited attributable impact of the LGBT Vision for Action, and its operational integration throughout the Agency, have depended upon a variety of factors which are mostly institutional. These include varying degrees of leadership commitment, weak performance incentives, constraints on hiring appropriately qualified staff and implementing partners, and widely varying or divergent political interests over different administrations. The lack of adequate funding resources to hire more staff with relevant expertise and to initiate and support relevant programming to meet demand for such programming (especially from the Missions) has also been a significant constraint to achieving a more significant positive impact.

AQ 4 LEARNING EFFORTS

Findings: USAID supports the Global Barometer of Gay Rights and the Global Barometer of Transgender Rights, which measure the extent to which 203 countries protect or persecute LGBTQI+ people. USAID also supports the Global Acceptance Index, which tracks anti-LGBTQI+ stigma in a time series across 174 countries. While USAID is clearly supporting important high-level research efforts as described above, the collection and assessment of fine-grained data on LGBTQI+ people and SOGIESC issues is largely lacking. There is and has been relatively little USAID programming and funding to safely gather basic quantitative or qualitative data about LGBTQI+ people, who - among most other marginalized groups - are currently often invisible or inadequately profiled in demographic data. Additionally, given the stated importance of the Agency-wide Learning Agenda in framing future research and data collection, it must be noted that currently LGBTQI+ learning questions have not explicitly been included in the Agency-Wide Learning Agenda.

Conclusions: The findings noted above make a strong case that the lack of reliable data about LGBTQI+ people and SOGIESC issues constitutes another significant constraint for LGBTQI+ inclusion. Since such research was not funded or carried out with the requisite thoroughness, it was not possible to achieve the necessary qualitative and quantitative data needed to delineate a persuasive baseline in each country against which each Mission could then measure programming progress. With that lack of baselines to measure results from (and the lack of appropriate indicators), it has been difficult or impossible to make the case for programming to take place, or to measure its impact.



AQ 5 AGENCY SUPPORT STRUCTURES

Findings: Budget levels do not match the elevated priority and lofty rhetoric that has been given to concerns about LGBTQI+ people and SOGIESC issues as per the 2013 Presidential directive. In fact, according to the 2022 Interagency Report, LGBTQI+ related programming has one of the smallest budgets in the agency. Except for funding for addressing health issues in HIV/AIDS, there is still very limited funding to support standalone programming and to build the capacity of LGBTQI+ civil society organizations. Staff think that a broader and more independent funding stream is needed to cover design, implementation, and the monitoring and evaluation of projects. Institutional support structures and staffing at the Agency for the implementation of the Vision have been inadequate since the Vision's release through the start of this PIA. In addition, most of these are institutional support contractors (i.e., non-USAID employees) rather than direct hires (i.e., foreign service employees), which may jeopardize the sustainability and reach of the Agency's efforts. In the absence of sufficient institutional support structures, one-on-one conversations have been critical to change mindsets and develop champions at the Agency to move forward programming that supports SOGIESC issues and LGBTQI+ people.

Conclusions: Looking at the findings, the team noted progress. On the positive side of the ledger, the original creation of the Senior LGBTQI+ Coordinator and staffing support and the relatively recent re-institution and expansion of this capacity after it had been unused in the last administration has been noted as being a very positive and highly influential development. A recent increase in programmatic funding levels is also a positive. While it cannot be directly attributed to the Vision, it can be argued to have been made possible by the policy context established under the Vision. Other positive developments include the support and prioritization of LGBTQI+ and SOGIESC by the current administration as demonstrated by the release of the 2021 Presidential Memorandum (and requisite annual report). Another positive development has been the reinstatement of the LGBTQI+ key issue narrative, and the annual White House Report, both of which contribute positively to the Vision's impact.

RECOMMENDATIONS

Based on the findings and conclusions, the assessment team developed a total of 27 draft recommendations and then revised and prioritized them during a co-creation workshop with the USAID LGBTQI+ Policy Working Group. The highest priority recommendations included the following six.

1. USAID should ensure the “unpacking” of the constituent populations under LGBTQI+, to ensure that programming reflects sensitivity and awareness of the needs of each “letter”, while also ensuring that certain populations are not made invisible (e.g., intersex persons, nonbinary persons, transgender men, lesbians).
2. USAID programs should be sensitive and responsive not only to the needs and aspirations of LGBTQI+ civil society leaders and associated human rights activists, but also to the needs and aspirations of the working level members, followers, and allies within civil society organizations.
3. USAID should incorporate LGBTQI+ sensitivity training at USAID Missions on a regular basis to continuously emphasize requirements of USAID employment and foreign assistance provision



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and to address ongoing anti-LGBTQI+ bias and discrimination among USAID staff and to build trust with local LGBTQI+ civil society. One-off training has too many limitations.

4. USAID already enlists two moral maxims in its stated approach to SOGIESC issues: do no harm, and nothing about them without them. While both are important, these are minimal moral conditions, and are hardly sufficient to embrace the much wider range of moral challenges that are foundational to diversity, equity, and inclusion. Most important in the list of missing moral maxims, USAID should also address in the new Policy its commitment to respecting the universal, equal human dignity of all persons, including those in the LGBTQI+ community.
5. The new Policy should include a section on DRG programming. Many governments target LGBTQI+ people as an easy and politically expeditious scapegoat for electioneering, so the new Policy should consider what USAID programming might accomplish in addressing this context.
6. The Policy Working Group or other stakeholders should continue to develop additional guidance on safely and intentionally integrating SOGIESC issues and LGBTQI+ people in programming to accompany the Policy, modeling after the recent releases of the Education and the Resilience and Food Security guidance documents.



I. INTRODUCTION

PURPOSE AND AUDIENCE

Eight years ago, in 2014, the United States Agency for International Development (USAID) published a Vision statement, titled [The LGBT Vision for Action: Promoting and Supporting the Inclusion of Lesbian, Gay, Bisexual, and Transgender Individuals](#) (The Vision). USAID's Office of Policy in the Bureau for Policy, Planning and Learning (PPL/P) completes Policy Implementation Assessments (PIAs) approximately five years into policy implementation. PIAs are based on the original content of the strategy, policy, or vision and are designed to look at the extent to which the policy document (in this case, the Vision) achieved its stated objectives.

The purpose of this PIA is to examine the extent to which the Vision has shaped USAID processes, programming, attitudes, and understanding about supporting the needs of lesbian, gay, bisexual, transgender, queer, and intersex (LGBTQI+) persons and people of diverse genders and sexualities and has achieved expected outcomes. The PIA identified impediments and facilitating factors as well as gaps in implementation. The PIA also explored ways in which the Vision either deviated or evolved, explaining what lessons were learned from these changes that can strengthen implementation and guide the revision of the policy so that it can best address issues pertaining to sexual orientation, gender identity, gender expression, and sexual characteristics (SOGIESC).

The Vision is eight years old, and there is currently a process underway at USAID to establish a full LGBTQI+ Policy. This PIA will provide evidence and recommendations for consideration by the Agency's policy team in the drafting of the new policy. The audience of this PIA includes PPL/P, the Bureau for Development, Democracy, and Innovation (DDI) Inclusive Development Hub, USAID leadership, USAID staff working on and/or interested in LGBTQI+ programming and policy, and the broader agency.

LGBT VISION FOR ACTION OVERVIEW

USAID created the Vision to provide a policy context for USAID programming and advocacy and to mark USAID's official support for President Obama's [Presidential Memorandum on International Initiatives to Advance the Human Rights of Lesbian, Gay, Bisexual, and Transgender Persons](#) of December 6, 2011 (recently reinforced by President Biden's [Presidential Memorandum on Advancing the Human Rights of Lesbian, Gay, Bisexual, Transgender, Queer, and Intersex Persons Around the World](#), issued on February 4, 2021). The Vision reiterated USAID's commitment to championing the dignity and human rights of LGBTQI+ persons and promoting their inclusion in development efforts as part of a coordinated, whole- of-government effort initiated by the Obama administration.

At that time, the explicit inclusion of sexual and gender minorities into formal programmatic consideration at USAID had been nearly entirely limited to HIV/AIDS programming. Within that



context, programming was focused primarily on the prevention and treatment of HIV/AIDS for gay men, men who have sex with men (MSM), and transgender women, who together represent the highest incidence rates for HIV/AIDS. Expanding the USAID focus beyond the public health concerns of the LGBTQI+ community to embrace LGBTQI+ inclusion across all humanitarian response and development programming was a bold statement that was not uniformly welcomed. USAID engaged the late Dr. Urvashi Vaid¹ to carry out an exhaustive landscape analysis that preceded and informed the Vision, and it was apparent at the outset that a significant effort would be needed to raise awareness and understanding of the lives, needs, aspirations, challenges, and opportunities faced by LGBTQI+ persons both within USAID and in the context of USAID programming.

The Vision provided the important, authoritative underpinning necessary to support the portfolio and mission of USAID's first Senior Coordinators on LGBTQI+ Human Rights (first Beth Salamanca, and then Todd Larson), who were political appointees within the Office of the Administrator. The Deputy Administrator oversaw the Senior Coordinators, who were also supported by an informal but very active task team of USAID staff who contributed their input as needed. The Trump administration did not fill the Senior Coordinator position and took several actions, including the removal of the LGBT Key Issue Narratives in annual reporting, so that performance related to LGBTQI+ programming ceased being measured. Other measures taken at this time included eliminating any references to LGBTQI+ in the revision to the Gender Equality and Women's Empowerment Policy, appointing a well-known anti-transgender activist as Senior Advisor (political appointee) in the Office of Gender Equality and Women's Empowerment², and drastically reduced funding (other than Congressional earmarks) for LGBTQI+ programming, among other measures.

While the 2014 Vision signaled USAID's aspirations to implement more LGBTQI+ inclusive programming, it did not include any requirements. In accordance with ADS 200 on Development Policy, a USAID Vision paper "is an aspirational statement orienting the Agency regarding an issue of high significance. Vision papers constitute a public statement about the importance USAID places on a development issue and articulates the Agency's position or approach to the issue. A vision paper often outlines an end state that USAID aims to contribute (e.g., ending extreme poverty; ending child marriage; full inclusion of LGBTI persons)." It did, however, list a set of suggested next steps and principles focused on integrating LGBT people and SOCIESC issues into policy and programming, building staff capacity, localizing support, ensuring safety and security, and fostering partnerships among

¹ Dr. Vaid was a renowned LGBTQI+ activist and expert in gender and sexuality law, and a professor at Columbia University.

² <https://www.glaad.org/blog/president-trump-adds-violently-anti-transgender-activist-bethany-kozma-office-gender-equality>



key stakeholders. The Vision stated that, to move this agenda forward, USAID would adopt the following principles:

1. Account for country and cultural context
2. Ensure openness and safe space for dialogue
3. Integrate LGBT³ issues into USAID's work
4. Support and mobilize LGBT communities, and
5. Build partnerships and create allies and champions.

From this set of five core principles for action and based on promising approaches for work on these issues, the Vision stated that USAID would prioritize the following 'next steps' needed to ensure that "our" development work and our workplace elevate LGBT equality:

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.

ASSESSMENT QUESTIONS (AQs)

The assessment questions were developed by PPL/P in coordination with the DDI/Inclusive Development Hub, the LGBTQI+ working group, and the assessment team, and were refined to target the most salient lines of inquiry to understand the Vision's implementation to date. The questions focus on overall staff understanding, knowledge, awareness, and attitudes; LGBTQI+ inclusive programming; operational policies and procedures; internal capacity building efforts; learning efforts undertaken to fill in data gaps and institutional structures at the Agency, including resources, staffing and leadership structures, leadership support, and staff incentives.

- **AQ1:** What is the overall level of staff awareness of USAID's LGBT Vision for Action and how do staff across the Agency perceive it?
- **AQ2:** To what extent and in what ways has USAID expanded and made more inclusive LGBTQI+ standalone and integrated programs since the release of the Vision?
- **AQ3:** Has USAID integrated SOGIESC issues and inclusion in USAID's operational policies, procedures, and internal capacity-building efforts since the release of the Vision? If so, how?

³ In the original Vision statement from which these next steps were taken, the acronym that was used is LGBT rather than LGBTQI+



- **AQ4:** To what extent has USAID engaged in learning efforts to safely fill in data gaps, test innovative approaches, and rigorously evaluate programs related to LGBTQI+ people and sexual orientation and gender identity (SOGIE)⁴ issues?
- **AQ5:** Has the Agency promoted implementation of USAID's LGBT Vision for Action and related guidance documents through resources, both formal and informal staffing and leadership structures, leadership support, and staff incentives? If so, how?

II. METHODOLOGY

The assessment team employed a mixed-methods approach to the assessment in which it triangulated data from document review, interviews, focus group discussions, a survey to the agency, and a co-creation workshop to answer the research questions for this assessment. The assessment, which was conducted from October 2021 to September 2022, began with question refinement, concept note development, and methodology design through February; data collection through May; data analysis and writing through August; and final report writing and presentations through September 2022.

METHODS AND DATA SOURCES

DOCUMENT REVIEW: The team reviewed and analyzed more than 300 documents. The team used NVivo to undertake automated text mining (keyword searches) of Program Cycle documents, including 68 Country Development Cooperation Strategies (CDCSs) and 156 Project Appraisal Documents (PADs) available on ProgramNet. The team used sam.gov to search for relevant solicitations but keyword searches retrieved zero relevant documents. The team then conducted manual coding and review of documents, including all available CDCS, five PADs that mentioned LGBTQI+ or some variation thereof (e.g., LGBT) for Vision alignment, and two available White House reports⁵ issued at

⁴ USAID currently uses the acronym SOGIESC rather than SOGIE, but at the time of the assessment's design, the USAID team used SOGIE.

⁵ The [2022 White House interagency report on the Implementation of the Presidential Memorandum of Understanding](#) is the first public report on advancing LGBTQI+ rights and programming; the 2013 POTUS report referenced throughout the assessment is only available to an internal USAID audience including the assessment team.

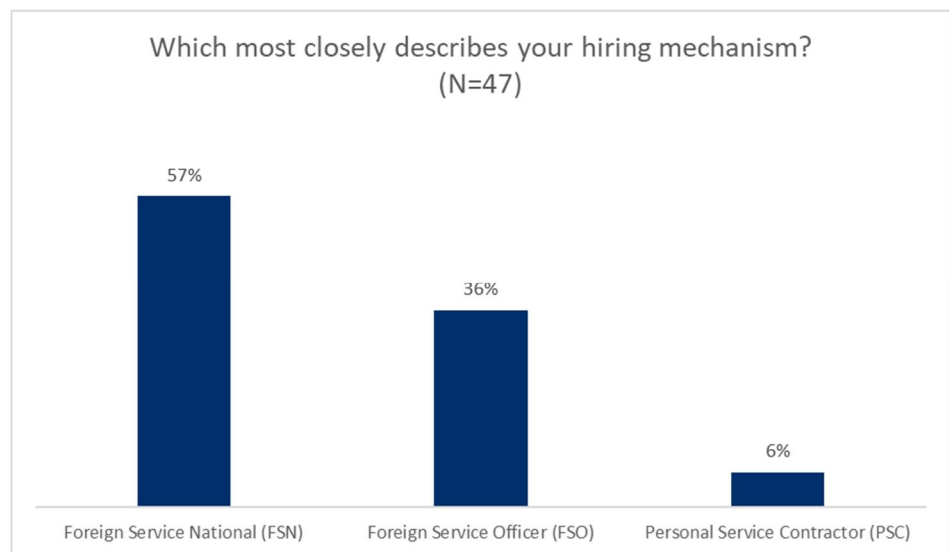
the beginning and end of the Vision's implementation period to look at activities and programming.

SURVEY: The team sent a broad agency survey to a range of listservs including FSNs, gender champions, Program Officers, and the LGBTQI+ Champions listserv. Over more than a month and with multiple reminders, the team received 56 responses across all five regions representing 31 unique Missions; 80 percent of the respondents were from the field (bilateral or regional Missions). FSNs represented 57 percent of the survey respondents.

KEY INFORMANT

INTERVIEWS: The PPL/P team, the assessment team, and the Inclusive Development Hub POCs identified a total of 39 USAID staff as key stakeholders, including original authors of the Vision and those familiar with the Vision or working on SOGIESC issues. Of the original list of 39 identified key respondents for the PIA, the team conducted 25 key informant interviews (KIIs), including with members of the DDI

Inclusive Development Hub, LGBTQI+ Policy Working Group, LGBTQI+ Champions listserv, Mission Gender Advisors and gender POCs, Inclusive Development POCs, original LGBT Vision for Action writers, Mission staff working on programming, and Washington D.C. staff working on the new policy development and programming. Most additional stakeholders participated in FGDs and responded to the survey.



FOCUS GROUP DISCUSSIONS (FGDS): The team conducted four FGDs with 20 USAID staff members. There was a combination of self-identifying LGBTQI+ staff members and allies in each FGD. The first FGD was with U.S. national (USN) female and non-binary staff; the second with FSN female or non-binary staff; the third with FSN male or non-binary staff, and the fourth with USN male or non-binary staff. The FGDs were organized by local vs USN staff and gender to foster safe spaces for sharing perceptions among those with similar experiences⁶.

⁶ There is strong anecdotal evidence that the observations, thoughts, and ideas differ between gay and transgender men, and between lesbians and transgender women, and the researchers therefore separated the FGDs by gender.



RECOMMENDATION CO-CREATION WORKSHOP: The team conducted a co-creation workshop to prioritize and refine the PIA recommendations with approximately 20 workshop participants, including both Washington and Mission-based staff, on July 28, 2022.

LIMITATIONS

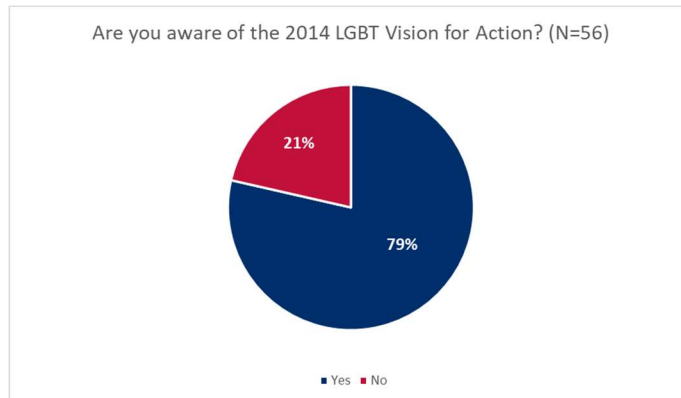
Overall, the findings are based on input from a low number of USAID staff. However, the low number of KII participants and survey respondents may be indicative of the relatively low number of staff working on SOGIESC issues or with LGBTQI+ people at USAID, or who are familiar with the Vision's implementation. While the team had a high initial response rate to the request for interviews based on the initial list of 39 key informants provided, a few points of contact were unresponsive, unavailable during the study period, or no longer with the Agency. Of the original set, a total of 25 USAID staff members participated in KIIs; an additional five participated in FGDs. Many of the remaining staff responded to the survey. The team sent the survey to broad agency listservs including FSNs, Program Officers, and the LGBTQI+ Champions Network Google group, and to the Gender champions list serv and expected numbers comparable to our previous PIA surveys (~200). Ultimately, 56 USAID staff members responded to the survey. While the assessment team also had a high response rate to our request for participation in FGDs from the survey, the number of individuals who followed through with that intent by attending was more limited. The team had 35 respondents reply yes to a FGD and 15 of those participated ultimately alongside staff from the LGBTQI+ Champions Network. While many confirmed their interest and accepted calendar invites, there were several last-minute cancellations and no-shows; the team replaced some of these cancellations with individuals in the LGBTQI+ Champions. The inability to travel due to the pandemic was a limitation, but not a significant one, given the availability of remote resources and given that this is the third remote PIA being conducted in this series.

III. FINDINGS AND CONCLUSIONS

The findings are organized by research question, with supplemental data from each of the relevant data sources provided underneath each high-level finding and data source indicated. The findings for each research question are based on a combination of the three data collection methods: survey findings, document review findings, and interview/focus group findings.

AQ I. WHAT IS THE OVERALL LEVEL OF STAFF AWARENESS OF USAID'S LGBT VISION FOR ACTION AND HOW DO STAFF ACROSS THE AGENCY PERCEIVE IT?

FINDINGS: Based on findings from the survey, FGDs, and KIs, overall familiarity with the Vision and its provisions is superficial in most cases, even when awareness of its existence is very high among those working closely on these topics (see graphic to the left and below).



General: While the Vision for Action did not set specific expectations for measurable outcomes to result from its publication, it did create a conceptual baseline for why LGBTQI+ people and SOGIESC issues ought to be included as a routine and integral part of USAID's human rights promotional and advocacy initiatives, and both an

intersectional and significant point of focus for USAID's integrated and standalone programming. According to respondents, the Vision for Action has been influential as an explicit and clearly stated policy document of USAID's commitment and intentions (though limited), made at a time when taking such a position was considered overly risky by many.

The vast majority of interviewees view the Vision as critical for facilitating work in the LGBTQI+ space. In contexts in which LGBTQ+ issues may be difficult to engage due to the very pertinent and complicating issue of the extreme discrimination, violence, criminalization, and danger faced by LGBTQI+ people in many countries where USAID works, the Vision serves as a baseline or document affirming USAID's commitment to, and recognition of, the importance of work in this space. In contexts that are more receptive to SOGIESC issues, the Vision serves as a source of information and a "launchpad" allowing leaders to champion these issues.

However, as noted by all respondents, the role of the Vision in achieving widespread awareness and understanding at USAID has not been without challenges. Overall, by design the Vision lacked "teeth" (i.e., mandates) and did not have any programmatic or reporting requirements.

Dissemination of the Vision: Many interview and FGD respondents believe that the content of the Vision was not actively promoted or widely read. Those respondents believed that the Vision was distributed well around its initial release, but the change in administration precipitated a lull in discussion and promotion detrimental to its broader awareness at the Agency. They did consider the Vision to provide a basic set of guidelines and to help USAID staff and stakeholders have a constructive policy baseline upon which to consider inclusion of LGBTQI+ persons and SOGIESC civil society organizations into Agency programming and advocacy. The data also made it clear that through the Vision, USAID



endorsed this work, and it allowed champions to pursue such work by giving them the backing and institutional weight - although not the requisite material resources or expanded capacity - that was necessary to do so. This facilitated work within the Agency and across Missions conversation on SOGIESC issues.

Implementation of the Vision: In contexts in which LGBTQ+ issues may be difficult to engage due to the very pertinent and complicating issue of the extreme discrimination, violence, criminalization, and danger faced by LGBTQI+ people in many countries where USAID works, the Vision serves as a foundational document affirming USAID's commitment to, and recognition of, the importance of work in this space.

Socio-political Context: The Vision is also limited in scope by the time period in which it was created and released. The motivation for the original Vision was to create an official development policy, but because there was little political appetite for that level of commitment at the Agency at the time, it was developed as a Vision instead. There has been a large shift and growth in understanding and interest in SOGIESC issues since the original Vision was released, and DDI is currently revising the Vision to reintroduce it to the Agency as a formal policy in 2023.

USAID Commitment and Consistency: Respondents from all three data collection sources (survey, KIs, FGDs) overwhelmingly believed that the Vision did have significant influence in reaffirming the Agency's commitment to LGBTQI+ people and SOGIESC issues and therefore its commitment to undertaking related programming. Although the visibility of the Vision was not as high as many hoped it could have been, given the climate at the Agency in 2013 and the shift in administration the following years, some contend that interest in and concern about LGBTQI+ people and SOGIESC issues expanded since the Vision's release (although direct attribution for this expansion cannot be established).

The Vision is presented as evidence of a strong commitment to LGBTQI+ people and SOGIESC issues in the DDI Inclusive Development Fact Sheet. The DDI Inclusive Development Fact Sheet states that the Vision is evidence of a strong commitment to LGBTQI+ people and SOGIESC issues and states that it "reflects USAID's commitment to protect the human rights of LGBTQI+ people in all programming, and guided USAID work in previous administrations.

USAID has been inconsistent, however, in referring to the LGBT Vision for Action in relevant documents, which potentially hindered its visibility and awareness among staff. Among the 13 policy documents cited in the Inclusive Development Framework, the Vision is not included, nor does it appear in the 2015 Inclusive Development Discussion Note. USAID's Human Rights Grants Program (HRGP) Four Country Evaluation in 2017, which examined programming on SOGIESC issues, also makes no reference to the Vision, nor is the Vision cited in the USAID LGBT Reference Document of June 2020.

CONCLUSIONS: While the Vision is important to provide a policy foundation for LGBTQI+ work, it has not been robust enough to provide administrative, institutional, or procedural cover to those taking on



exceptional risk to undertake this type of work. Further, knowledge and awareness about its existence across the Agency has not been sufficient to fully implement the Vision and integrate LGBTQI+ people and SOGIESC concerns into Mission and DC-based programming beyond champion missions and staff.

AQ 2. TO WHAT EXTENT AND IN WHAT WAYS HAS USAID EXPANDED AND MADE MORE INCLUSIVE LGBTQI+ STANDALONE AND INTEGRATED PROGRAMS SINCE THE RELEASE OF THE VISION?

FINDINGS: Based on the data collected, it is difficult to answer definitively “to what extent” USAID has expanded and made more inclusive LGBTQI+ standalone and integrated programs since the release of the Vision for a variety of reasons, including lack of tracking, the removal of the [REDACTED] relevant key issue narrative between 2015 and 2021, and the absence of relevant standard indicators. It is also difficult to find and access relevant solicitations because much of this work is done through existing mechanisms or direct sole source contracts to avoid public documentation. In reviewing the programming carried out through PEPFAR funding, however, there is a discernibly strong if more narrowly focused standalone LGBTQI+ focus.

In some documents USAID does single out some specific programs as being representative of an LGBTQI+ focus. In most cases, however, accessing details and making findings on funding levels or timelines is challenging. There are only a few large, dedicated programs like Being LGBT in (Asia, Latin America, Europe and Eurasia, etc.) and the [HRGP](#). Otherwise, many findings are limited to anecdotal and incomplete evidence from Missions across all regions.

The PIA team did compare the list of activities and programming in the 2013 LGBTQI+ White House Report with the 2022 Interagency Report on the Implementation of the Presidential Memorandum on Advancing the Human Rights of LGBTQI+ Persons Around the World (The 2022 LGBTQI+ White House Report), section on USAID; however, the lists are not exhaustive, and some programming is too sensitive for public release. Additionally, without activity-level financial data, timelines, or more information on scope, it is difficult to determine whether there has been a significant change from 2013-2022. Purely quantitatively, there is an upward trend in the numbers of programs reported on and overall funding since 2018 has increased - first incrementally and then more considerably through 2022 as shown in Table I below, but that does not address the size and scope of programming overall.

Table I. Enacted Democracy Funds Appropriated for the “Protection of LGBTQI+ Persons” at USAID by Fiscal Year

FY 2018	FY 2019	FY 2020	FY 2021	FY 2022
\$3M	\$3.5M	\$5M	\$6M	\$10M



The Agency's Coordinating Committee in 2012-2013, just prior to the release of the Policy, examined 39 CDCS and Regional Development Cooperation Strategies (RDCS) to assess the extent to which the needs and concerns of LGBTQI+ communities were considered and integrated into Missions' development objectives. Ten CDCS included references to LGBTQI+. Five R/CDCS (Malawi, Nepal, Nicaragua, Dominican Republic, and the Regional Development Mission for Asia) integrated LGBTQI+ people and/or a focus on SOGIESC issues into the results framework and discussed the community's specific needs. Five additional (Albania, Kyrgyz Republic, Indonesia, Vietnam, and Senegal) CDCS included a brief mention in the document.

Then in 2020-2021, a team of interns for the Virtual Student Federal Service program conducted an analysis of the integration of inclusive development in 29 publicly available and updated CDCS. Of those 29, 17 CDCS mention LGBTQI+. The CDCS with the most mentions are Kosovo and Ukraine, while the CDCS with minimal mentions (1-2 mentions) are in Madagascar, Afghanistan, Philippines, and Tanzania. The remaining CDCS do not mention LGBTQI+ people or SOGIESC issues. Eight CDCS include a Development Objective with a focus on LGBTQI+; three include an Intermediate Result with an LGBTQI+ focus. Across countries, LGBTQI+ are mentioned primarily in relation to a recognition of their traditional marginalization, systemic discrimination, and overt exclusion from access to quality social services; nondiscriminatory and inclusive development that reduces gaps and promotes gender equality; and increasing political participation and empowerment. The CDCSs center on political participation of LGBTQI+ people most frequently, followed by health and employment, and then education. Colombia and Kosovo highlight the need for visible leadership to support gender equality. El Salvador, Jamaica, India, and Afghanistan recognize the disproportionately high frequencies of violence against those in the LGBTQI+ community.

The assessment team used NVivo to conduct keyword searches on the set of 68 available CDCS (both new 2020-2025 period and older 2015-2020) and that review aligned with the findings of the two aforementioned analyses covering a similar set of documents. Of the 68 available CDCS, 27 (40%) mentioned LGBTQI+ people. Of those, 16 included a reference to LGBTQI+ people or SOGIESC issues in its results framework; the rest included a reference to addressing the concerns of marginalized populations, including LGBTQI+ in its opening remarks or context sections.

Of the 156 PADS included in our NVivo sample, five included references to LGBTQI+ people. The team reviewed and scored the five PADs using an instrument found in Annex 4 for alignment with the LGBT Vision for Action and integration of related issues. Each PAD was given a score from 0-4 (low to high alignment respectively) and the average among the five was 1.4 out of 4 (two received zero, two received two, and one received a three). The available PADs were mostly from the Missions whose CDCS included a focus on LGBTQI+ people and SOGIESC issues, including Ukraine, Moldova, Cambodia, Benin, and a Global DC-based grants program. Our findings corroborated the White House report, which says that demand from Missions wanting funding for SOGIESC issues far outweighs the resources available.



During exploratory interviews, the team was informed that most solicitations or activities targeting LGBTQI+ people are not publicly available and our review of solicitations on sam.gov turned up zero solicitations with an LGBTQI+ focus. This does not mean that none exist, but rather that none were available at that time on sam.gov using the search terms the team used. However, programming is highlighted more specifically in the 2022 White House Report in the USAID section, including the Being LGBT in (Asia, Latin America, etc.) Program, the Human Rights Grants Program as large standalone programs.

CONCLUSIONS:

PEPFAR: With specific reference to PEPFAR, while positive for the individuals affected by the funding, there are challenges inherent in placing too much emphasis on the programming for LGBTQI+ persons through PEPFAR due to its focus on a small subset of the populations included in the LGBTQI+ acronym (namely MSM, gay men, and transgender women).

According to the 2022 LGTQI+ White House Report, through the Key Population Investment Fund and other funding mechanisms, the USAID Office of HIV/AIDS has supported national-and regional-level advocacy efforts in over 35 countries to address discriminatory and punitive laws and policies that affect the rights of LGBTQI+ persons, including criminalization of same-sex relations and nonconforming gender identity and expression.

USAID supports access to HIV prevention and treatment services in over 40 countries through PEPFAR funding. According to the [2022 Interagency Report](#), in 2021 alone, USAID-supported programs - working in partnership with LGBTQI+ community organizations, mainstream public health institutions, and Ministries of Health - reached over 669,000 LGBTQI+ community members with health services; started over 54,000 patients on pre-exposure prophylaxis; and placed over 98,000 LGBTQI+ persons on life-saving anti-retroviral treatment. Beyond HIV, these programs address structural barriers to accessing health services, mitigating stigma, discrimination and violence within health facilities, families, communities, other social services, law enforcement, and societies in general.

Diversity of Programming: USAID Missions and country offices are currently supporting a variety of programs to advance nondiscrimination and to protect the human rights and dignity of LGBTQI+ persons. The *Interagency Report* (pgs. 125-126) includes a list of programming across regions except the Middle East and North Africa. However, outside of PEPFAR and the Key Populations Investment fund, there is very little funding for LGBTQI+ people and relevant SOGIESC programming. According to the report, it is one of the smallest budget allocations in the Agency.

The 2022 *Interagency Report* section on USAID describes five case studies (i.e., Bangladesh, South Africa, Kosovo, Guatemala, and the Middle East and North Africa). The report highlighted these programs as being more accessible to LGBTQI+ persons and their allies by accelerating and revitalizing integration efforts across development sector programs and policies, increasing visibility and leadership, expanding understanding of LGBTQI+ realities, and transforming recommendations from USAID research and



reports into meaningful, measurable action.

Sectoral Programming: In June 2022 USAID publicly released guidance for sectoral programming in education and food security. The Agency's [Integrating LGBTQI+ Considerations into Education Programming](#) highlights the most recent research and promising practices on effective strategies for including LGBTQI+ persons in basic and higher education programs and highlights USAID's approach to consulting LGBTQI+ civil society organizations (CSOs) in the design and implementation of programs. [Integrating LGBTQI+ Considerations in Resilience and Food Security Programming Sectors](#) highlights research on promising practices for LGBTQI+ persons in food security, resilience, nutrition, water security, sanitation, and hygiene programs, and specifically discusses challenges transgender people face in the areas of water security, sanitation, and hygiene⁴. USAID will continue to disseminate the guidance and its findings among its staff, implementing partners, other bilateral development agencies, and activists.

USAID organized a MarketLinks Webinar in August 2021 exploring economic empowerment and LGBTQI+ inclusion programs. This webinar showcased five initiatives from civil society and international organizations to provide new economic development opportunities for marginalized LGBTQI+ communities. Due to discrimination, stigma, and criminalization, LGBTQI+ persons experience numerous barriers to sustainable livelihoods. In August 2022, MarketLinks organized another Webinar on strategies to advance LGBTQI+ workforce protections and inclusive growth.

Tracking Progress: It is difficult to measure and conclude the extent to which LGBTQI+ programs have generated inclusion due to the lack of outcomes-based indicators and the absence of reliable quantitative data baselines from which to measure. USAID custom indicators for LGBTQI+ programs, as developed by the Bureau of Democracy, Human Rights, and Labor (DRL) at the State Department, are all output-based and thus have limited utility. In most cases, such outputs measure the number of people who received training, or working groups active on SOGIESC issues, not what the trained people or working groups then went on to accomplish. It is therefore difficult for discernible outcomes to be attributed to the Vision.

Future Direction: USAID's Senior LGBTQI+ Coordinator Jay Gilliam has committed to ensuring USAID's programs and work are more accessible to LGBTQI+ persons, accelerating and revitalizing integration efforts across development sector programs and policies, increasing visibility and leadership, and transforming recommendations from USAID research and reports into action. The LGBTQI+ Policy is currently under revision and specific details will be finalized and released in 2023. Alongside the new Policy, individual OUs are continuing to develop programming as well as relevant sectoral guidance for integrating SOGIESC issues and targeting LGBTQI+ populations.

Localization: In a few instances for which data was accessible, LGBTQI+ focused program activities (outside of those focused on PEPFAR) implemented by in-country sub-grantees yielded the most salient results. In one example, the HRGP Evaluation Four Country Report noted that "two of the four programs visited were conceived and managed locally. Both of those programs demonstrated a more creative, culturally relevant design and appear to yield greater impact. This observation underscores the



advantage of allowing local stakeholders to lead, and not just participate in, the design of a human rights program.”

International Cooperation: In 2021, USAID Administrator Samantha Power signed a Memorandum of Understanding with the Dutch Minister of Foreign Affairs, Sigrid Kaag, to increase donor coordination on LGBTQI+ programming and to strengthen coalitions of like-minded international organizations to advance the rights of LGBTQI+ persons around the world. The agreement helps ensure initiatives supported by the Dutch Foreign Ministry and USAID are complementary, non-duplicative, and further both countries’ foreign policy objectives to create a world more inclusive of LGBTQI+ persons⁵.

Variations in FSN Support for LGBTQI+ Programming: Challenges vary immensely depending on region and cultural contexts. Projects require the support of FSNs, many of whom are working diligently and with commitment on LGBTQI+ programming, and professionalism is widely manifest through the work of many dedicated staff across Missions. However, many others may not prioritize or be receptive to LGBTQI+ work and may even be hostile to it. KII and FGD participants indicated that there are FSNs in many Missions holding key roles who are not receptive to or supportive of this type of programming for religious, cultural, or other reasons.

Safety and Security: Due to safety considerations and local political attitudes, KII and FGD participants reported that the imposition of branding requirements is a challenge for the work because USAID, implementing partners, and local LGBTQ+ organizations cannot draw attention to it for fear of safety and security of those involved. Similarly, leading with the U.S. or rainbow/progress flag while working on these issues can lead to politically motivated charges of cultural imperialism. There are sensitivities and possible repercussions towards LGBTQI+ people and their allies in hostile environments (e.g., the targeting of people whose photos appeared on the embassy website or the expulsion of individuals from school in Liberia due to suspicions of being LGBTQI+).

Meeting the discrete needs of sub-populations who experience vulnerability within the LGBTQI+ community through programming is challenging, as much of the programming in existence takes place in health and focuses on gay men, MSM, and transgender women (sometimes incorrectly counted as MSM). Other subpopulations within sexual and gender minority categories, such as lesbians, transgender men, and intersex persons, nonbinary persons, and their allies receive very little to no support financially.

General: The team believes that it is fair to conclude that the Vision has been inadequately implemented across the Agency. It is also fair to state that the Vision itself had no requirements or mandates, and few concrete suggested actions to be implemented by OUs. Therefore, it is also difficult to ascertain attribution of outcomes to the Vision. Nevertheless, even without formal measurement and concrete attribution, there is reason to conclude that the policy momentum that officially began with the Vision can be seen to have emerged in pockets throughout the Agency, led and sustained by champions and individuals driven by motivation and personal interest in attending to these long-neglected concerns.



AQ 3. HAS USAID INTEGRATED SOGIESC ISSUES AND INCLUSION IN USAID'S OPERATIONAL POLICIES, PROCEDURES, AND INTERNAL CAPACITY-BUILDING EFFORTS SINCE THE RELEASE OF THE VISION? IF SO, HOW?

FINDINGS:

General: USAID did not fully integrate SOGIESC issues and inclusiveness into its operational policies, procedures, and internal capacity building efforts after the Vision's release, although this has been improving during the Biden administration and since the release of the 2021 Presidential Memorandum. While USAID is more generally aware of SOGIESC issues and the need for LGBTQI+ inclusion within international development and humanitarian response, the integration of these concerns into operational policies and procedures has been inconsistent and variable since the Vision was released. However, there are examples of integration of SOGIESC issues into policies, procedures, and capacity building.

Operational Policies and Procedures: The ADS 201 additional help document [“Suggested Approaches for Integrating Inclusive Development Across the Program Cycle and in Mission Operations”](#) focuses on non-mandatory guidance for inclusive development writ large but does not include guidance specific to LGBTQI+. It is a positive tool for Missions to incorporate tailored analysis into their CDCS design process either as part of a Gender analysis or standalone research effort. However, it is focused broadly on inclusive development and not specific to LGBTQI+ or the Vision itself. Neither ADS 200, ADS 201, nor ADS 205 (Gender Equality and Female Empowerment) references LGBT or LGBTQI+ in its narrative. As aforementioned, USAID has developed additional help documents designed to accompany ADS 201 for Education and Resilience and Food Security, but neither is mandatory. USAID is also currently revising several policies and the Inclusive Development Hub's LGBTQI+ team is working to ensure that they are inclusive of LGBTQI+ people and SOGIESC considerations. Additionally, the reinstatement of the LGBTQI+ key issue is another positive development for the Agency in its tracking of SOGIESC and LGBTQI+ outcomes and is the primary way SOGIESC concerns are integrated formally into Agency tracking.

Capacity Building: Training pertaining to LGBTQI+ people and SOGIESC issues and awareness is a critical resource for USAID staff working on SOGIESC programming or with LGBTQI+ people, and USAID launched a robust training program on SOGIESC concerns concurrent with the release of the 2014 Vision. As noted in the 2013 White House Report: "USAID has developed and launched a first-of-its-kind Introductory Training on LGBT Inclusion in USAID's Workplace and Programming." The USAID University website included two relevant trainings: 'LGBTI Inclusion in the Workplace and Programming' ('LGBTI 101') and 'LGBTI 102: LGBTI Integration in USAID Programs'. The reach of the LGBTI 101 training initiative steadily grew, with training in Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Guatemala, Dominican Republic, Jamaica, Indonesia, and the Philippines, among others. As of 2015, more than 1,200 staff and implementing partners in nearly 30 countries had participated in the training. During the Trump administration, however, the training was halted because of Executive Order (EO) 13950. It is unclear how many training sessions occurred between 2016-2021, and the team has asked the question of key stakeholders. The Inclusive Development mandatory training on USAID University for



all USAID staff includes LGBTQI+ people as a focus and should be considered as an internal capacity building effort. Individual sectors and OUs across the Agency, as well as Missions, are also conducting training on inclusivity.

CONCLUSIONS:

General: Specific conclusions are difficult to summarize in response to the question of the degree and success of such integration of SOGIESC issues and inclusion. The overall limited attributable impact of the LGBT Vision for Action, and its operational integration throughout the Agency, have depended upon a variety of factors which are mostly institutional. These include varying degrees of leadership commitment, weak performance incentives, constraints on hiring appropriately qualified staff and implementing partners, and widely varying or divergent political interests over different administrations. The lack of adequate funding resources to hire more staff with relevant expertise and to initiate and support relevant programming to meet demand for such programming (especially from the Missions) has also been a significant constraint to achieving a more significant positive impact.

Some more specific conclusions are however noted below:

Capacity Strengthening: Internal capacity building efforts through diversity training started out strongly at the time of the Vision's release, and have once again become very active, although they stalled during the previous administration. With varying levels of activity and in-Agency profile since the Vision was released and, depending on the preferences of the administration in power, it is noteworthy that USAID has developed Communities of Practice and focal point systems through which it conducts coordination calls and training for field-based staff.

Policies: LGBTQI+ concerns and SOGIESC issues have been minimally integrated across USAID operational policy and guidance, but USAID is now working to consistently provide internal inputs for various USAID policies and overcoming previous shortcomings.

Overcoming Setbacks: According to the 2022 White House report, from 2017-2021, there were changes to USAID's LGBTQI+ portfolio that would be inconsistent with the 2011 and 2021 Presidential Memoranda on Advancing the Human Rights of LGBTQI+ Persons. In 2017, USAID's LGBTQI+ program budget and Operational Plan LGBTQI+ Key Issues were eliminated. LGBTQI+ program staff decreased significantly, USAID stopped supporting some LGBTQI+ programs, and USAID could not adequately track LGBTQI+ funding and programs. USAID is actively reworking to reverse these setbacks during the current administration, increasing and reinstating its staffing and budget for SOGIESC issues.

Since the release of the 2021 Presidential Memorandum, Agency staff and implementing partners active on or concerned about USAID's LGBTQI+ portfolio have increased their engagement with Missions and technical/regional bureaus to identify opportunities to increase protections for LGBTQI+ people.

Moving Forward: In an effort to recognize gender non-binary and gender non-conforming persons, USAID changed its internal Style Guide to include a singular "their" pronoun, which was previously not included. The newly added language in the Style Guide is: (Use "their" as the generic third-person



singular pronoun, as the pronoun when an individual so identifies, or when gender is unknown *or irrelevant to the context.*)

AQ 4. TO WHAT EXTENT HAS USAID ENGAGED IN LEARNING EFFORTS TO SAFELY FILL IN DATA GAPS, TEST INNOVATIVE APPROACHES, AND RIGOROUSLY EVALUATE PROGRAMS RELATED TO LGBTQI+ PEOPLE AND SOGIESC ISSUES?

FINDINGS:

USAID supports the Global Barometer of Gay Rights and the Global Barometer of Transgender Rights, which measure the extent to which 203 countries protect or persecute LGBTQI+ people. USAID also supports the Global Acceptance Index, which tracks anti-LGBTQI+ stigma across time for 174 countries. While USAID is clearly supporting important high-level research efforts as described above, the collection and assessment of fine-grained data on LGBTQI+ people and SOGIESC issues is largely lacking. There is and has been relatively little USAID programming and funding to safely gather basic quantitative or qualitative data about LGBTQI+ people, who - among most other marginalized groups - are currently often invisible or inadequately profiled in demographic data.

During data collection there was no evidence found that USAID is addressing the data gaps with respect to nonbinary identified persons, and transgender persons are seldom differentiated between transgender men and transgender women. In some cases (especially in health programming), MSM are conflated as a category with transgender women, which is not technically appropriate. USAID also generally defaults to consideration of LGBTQI+ people as one monolithic group; there are relatively few data sources that are disaggregated by “letter” and subpopulations, and the existence and role of straight and/or cisgender allies is largely ignored.

There was little evidence in the documents the team examined of disaggregation in the different levels of violence, criminalization, discrimination, stigma, or resilience experienced by lesbians, gay men, and bisexual persons (sexual orientation) compared to transgender, intersex, and nonbinary persons (gender identity and expression). The traumatic and widespread use of humiliation to stigmatize and discriminate against LGBTQI+ people is not mentioned in Agency reports. However, the White House Interagency Report 2022 does provide a very informative - if general - overview of the violence, criminalization, discrimination, and stigma that LGBTQI+ people experience in the countries where USAID is active.

Additionally, given the stated importance of the Agency-wide Learning Agenda in framing future research and data collection, it must be noted that currently LGBTQI+ learning questions have not explicitly been included in the Agency-Wide Learning Agenda.

CONCLUSIONS:

General: The findings noted above make a strong case that the lack of reliable data about LGBTQI+ people and SOGIESC issues constitutes another significant constraint for LGBTQI+ inclusion. Since such research was not funded or carried out with the requisite thoroughness, it was not possible to achieve the necessary qualitative and quantitative data needed to delineate a persuasive baseline in each country



against which each Mission could then measure programming progress. With that lack of baselines to measure results from (and the lack of appropriate indicators), it has been difficult or impossible to make the case for programming to take place, or to measure its impact.

Data: Considerable work remains to be done by USAID in refining data collection, analysis, synthesis, and conclusions. However, there is a newly established SOGIESC Data Working Group that aims to develop disaggregates that would account for nonbinary gender and it is a positive indicator for the future of data collection at the Agency. (Note: USAID is in the process of hiring and onboarding a Writer & Trainer for SOGIESC Data who will draft guidance on the topic).

Given the significant lack of critical baseline and progress-based data (quantitative and qualitative) and associated analyses regarding LGBTQI+ populations; the challenges of ensuring anonymity and informed consent in many developing countries; the particularities of varying contexts, and the high vulnerability experienced by many LGBTQI+ persons; USAID will need to engage institutional review boards (IRBs) to review and approve upcoming research in strict accordance with ADS Chapter 200 "Protection of Human Subjects in Research Supported by USAID".

AQ 5. HAS THE AGENCY PROMOTED IMPLEMENTATION OF USAID'S LGBT VISION FOR ACTION AND RELATED GUIDANCE DOCUMENTS THROUGH RESOURCES, BOTH FORMAL AND INFORMAL STAFFING AND LEADERSHIP STRUCTURES, LEADERSHIP SUPPORT, AND STAFF INCENTIVES? IF SO, HOW?

FINDINGS:

Budget: Budget levels do not match the elevated priority and lofty rhetoric that has been given to concerns about LGBTQI+ people and SOGIESC issues as per the 2013 Presidential directive. In fact, according to the 2022 Interagency Report, LGBTQI+ related programming has one of the smallest budgets in the agency. Except for funding for addressing health issues in HIV/AIDS, there is still very limited funding to support standalone programming and to build the capacity of LGBTQI+ civil society organizations. Staff think that a broader and more independent funding stream is needed to cover design, implementation, and the monitoring and evaluation of projects. Under the previous administration, the former Senior Coordinator drafted an "LGBTI resource document" written with suggestions on how to improve the Vision. However, given the political climate of the previous administration, USAID was unable to implement the recommendations.

Staffing and Leadership: Institutional support structures and staffing at the Agency for the implementation of the Vision have been inadequate since the Vision's release through the start of this PIA. In addition, most of these are institutional support contractors (i.e., non-USAID employees) rather than direct hires (i.e., civil or foreign service employees), which may jeopardize the sustainability and reach of the Agency's efforts. In the absence of sufficient institutional support structures, one-on-one conversations have been critical to change mindsets and develop champions at the Agency to move forward programming that supports SOGIESC issues and LGBTQI+ people.



Since the rescinding of Executive Order 13950, USAID has appointed a new Senior LGBTQI+ Coordinator and has begun developing and facilitating the trainings that were previously “paused.” USAID has since updated the LGBTQI+ 101 training, which is live on USAID University, and the updated version of 102 will be released in September 2022.

USAID has publicly recognized and amplified major international moments, ranging from Pride Month to the Transgender Day of Remembrance. Globally, USAID Missions from Asia to the Caribbean have worked alongside local communities and stakeholders to advance the human rights, dignity, visibility, and economic livelihoods of LGBTQI+ persons through innovative programming. USAID is currently revising and strengthening its core LGBTQI+ Policy blueprint and intends to release a comprehensive update in late 2022. Similarly, USAID has also recently launched a new public-private partnership to bolster its programmatic footprint, an alliance between Outright International, Out & Equal Workplace, the LGBTQ Victory Institute Victory, private-sector partners, and country-level civil society partners to strengthen the LGBTQI+ movement through support for LGBTQI+ CSOs, better equip social leaders to strengthen democracy and advance the human rights and fundamental freedoms of LGBTQI+ people, and to support a network of key stakeholders and opinion-makers formed to advance the human rights and fundamental freedoms of LGBTQI+ people. The Agency is also working to expand its research and innovation footprint through rigorous analysis and the sharing of best practices with experts, activists, and other bilateral development agencies.

CONCLUSIONS:

General: Looking at the findings, the team noted progress. On the positive side of the ledger, the original creation of the Senior LGBTQI+ Coordinator and staffing support and the relatively recent re-institution and expansion of this capacity after it had been unused in the last administration has been noted as being a very positive and highly influential development. A recent increase in programmatic funding levels (as shown in Table I above) is also a positive. While it cannot be directly attributed to the Vision, it can be argued to have been made possible by the policy context established under the Vision.

Other positive developments include the prioritization of LGBTQI+ and SOGIESC by the current administration as demonstrated by the release of the 2021 Presidential Memorandum (and requisite annual report). Another positive development has been the reinstatement of the Key Issue Narratives, and the annual White House Report, both of which contribute positively to the Vision’s impact.

Resources: Looking towards the short-medium term (i.e., 2024), funding does appear likely to continue to be a key impediment to the Vision’s or new Policy’s full implementation and overall positive impact, including any meaningful targeting of support for SOGIESC issues and full inclusion of LGBTQI+ people.

Funding is critical to the implementation of the Vision, as with the implementation of any programming. Growing awareness of the findings noted above are shifting with the current administration and the creation of new positions with funding, such as the reinstatement of the LGBTQI+ Coordinator and the expansion of his team, including with a U.S. direct hire. Training pertaining to SOGIESC issues (LGBTQI+ 101 and 201 as well as newly developed Virtual Instructor Led Training “LGBT Inclusion and



Human Rights in USAID Programming") and awareness are now in the process of being strengthened by additional resources, including a series of podcasts.

Among other important resources, the LGBTQI+ Google Group is a community of practice that was started before the Vision and continues to be one of the most robust champions networks and listservs in the Agency. In 2013, there were approximately 280 champions who represented 43 of the 83 USAID Missions. Currently there are 476 champions. The group serves as a safe space for open dialogue, to share best practices and updates on programming and policy, to reach like-minded staff with events and resources, and to engage on topics of interest to the group. It also serves as a historical archive of conversations and a record of programming in the Agency. During the previous administration, the conversations were less frequent and robust, but the group has been reinvigorated during the current administration and under the leadership of the new Senior Coordinator.

Leadership: Support for the human rights and dignity of LGBTQI+ persons and for increased attention to SOGIESC issues requires changes in awareness, attitudes, and direction. These changes are best driven by explicit leadership support linked to staff incentives at USAID Washington as well as in all Missions and OUs. Leadership matters, especially in Missions, given the acute political and cultural sensitivity in most countries. Without clear leadership mandates and specific guidance for how best to safely achieve LGBTQI+ integration and focus, the individuals who are tasked with moving the inclusion agenda forward lack the needed direction to do so. Champions also matter, especially in Missions, and especially among FSNs, given the importance of FSNs for sustainability and cultural integration as well as institutional knowledge and continuity of programming.

IV. RECOMMENDATIONS

Based on the findings and conclusions, the assessment team developed a total of 27 draft recommendations and then refined and revised these recommendations during a co-creation workshop with the USAID LGBTQI+ Policy Working Group. As discussed in the workshop, the highest priority recommendations included the following six (in the order of priority established by the break-out groups in the workshop).

While the PIA Team is in complete alignment with the Policy Working Group on the overall prioritization of these six recommendations, the PIA Team would rank these recommendations differently. In particular, the PIA Team would have ranked the recommendation to address in the new Policy its commitment to recognizing and respecting the universal, equal human dignity of all persons, including those in the LGBTQI+ community in first place. The PIA Team assesses that it is important to seize the moral high ground in asserting that USAID's commitment to universal human dignity is the primary driver of USAID's engagement in this context. This is in keeping with President Biden's recent comments on the topic: "All human beings should be treated with respect and dignity and should be able to live without fear no matter who they are or whom they love."⁷ In doing so, USAID avoids being

⁷ Remarks by President Biden at a Pride Month Reception and Signing of an Executive Order on Advancing LGBTQI+ Individuals, June 15, 2022



vulnerable to local arguments of Western-imposed values overriding local cultural values, and USAID puts the moral burden back onto anyone in project countries who would in effect be arguing that some of their own citizens (i.e., those who are LGBTQI+) ought to be treated as having a less-than-equal claim to universal human dignity.

These six recommendations will require varying levels of dedicated resources across Missions and Washington DC OUs. However, they do not all have to be implemented in their entirety across all Missions at the same time to have a noticeable impact on LGBTQI+ communities. For recommendations related to Mission and Washington DC-managed programming, each team will need to determine the resources necessary to adequately address and integrate the recommendations below. Resource size and allocation will depend on the size and scope of the individual program. The recommended training, guidance, and toolkits will require dedicated annual resources in both staffing and funding, implemented either through an institutional support contract or internal USAID staff to develop.

- I. USAID should ensure the “unpacking” of the constituent populations under LGBTQI+, to ensure that programming reflects sensitivity and awareness of the needs of each “letter”, while also ensuring that certain populations are not made invisible (e.g., intersex persons, nonbinary persons, transgender men, lesbians).

The lived realities, needs, aspirations, and narratives of LGBTQI+ persons differ widely. In practical terms, there is no monolithic community of LGBTQI+ persons, even if the letters of that acronym are often used to generalize these populations. The best opportunities to build trust and collaboration between USAID and civil society that represents these many populations as self-defined by their sexual orientation, gender identity, expression, and sex characteristics, or as their allies, is to engage with each constituent population on its own terms. In that way, USAID programming has the best opportunity to achieve meaningful, effective, and sustainable results.

In some cases, the constituent sub-populations of LGBTQI+ may not be easy for USAID to identify. For example, many USAID health-based applications refer to “men who have sex with men” (MSM), which can be used to describe gay men, bisexual men, or even (incorrectly) transgender women. Very few countries (including the United States) systematically recognize non-binary and intersex persons as separate, well-defined categories. Often, the important presence and role of LGBTQI+ allies also go unrecognized and hence made invisible. In addition, in many countries the presence of transgender men is either not recognized or is grossly underreported. In South Asia, for example, people who identify as hijra are not distinguished from those who identify as transgender, even if these terms are not identical. Understanding and being responsive to the full diversity of LGBTQI+ persons is complex, but necessary to achieve results that extend inclusiveness and access to humanitarian relief and international development benefits to all.



2. *USAID programs should be sensitive and responsive not only to the needs and aspirations of LGBTQI+ civil society leaders and associated human rights activists, but also to the needs and aspirations of the working level members, followers, and allies within civil society organizations.*

Given the history of very limited funding availability within USAID budgets to support the needs of LGBTQI+ persons, USAID has frequently concentrated on applying the funding that was available to strengthen the leadership and effectiveness of civil society leaders who represent the interests of sexual and gender minorities, and of their allies. The optics of this alone have been troubling, with LGBTQI+ civil society leaders being funded to attend training and other conference activities around the world, while the members of their respective civil society organizations saw little to no direct benefit. The needs of such civil society members are urgent, including affordable access to all basic services of acceptable quality (i.e., healthcare, education, housing, employment, safety & security, etc.), as well as the ability to participate within society in social, political, and cultural, and democratic ways. Building long-term, effective, and responsive civil society leadership for sexual and gender minorities and their allies will require funding to enable these leaders to demonstrate their ability and commitment to provide demonstrable quality of life benefits to their respective memberships. Along the same line: Programs should be designed by in-country prime and/or sub-grantees who are from the LGBTQI+ community. Where no local LGBTQI+ organizations have the capacity to manage such grants or contracts, it may be preferable to select an in-country prime that is not an LGBTQI+ organization but has the requisite capacity to serve as prime while collaborating effectively with LGBTQI+ sub-grantees or sub-contractors.

3. *USAID should incorporate LGBTQI+ sensitivity training at USAID Missions on a regular and repeated basis to continuously emphasize LGBTQI+ inclusive requirements of USAID employment and foreign assistance provision and to address ongoing anti-LGBTQI+ bias and discrimination among USAID staff and to build trust with local LGBTQI+ civil society. One-off training has too many limitations.*

The challenges faced by USAID Missions, especially in countries that either criminalize or otherwise discriminate against local LGBTQI+ persons and their allies, was frequently raised in this PIA. While it is generally recognized that it is unrealistic to expect local staff (FSNs) and even some American (FSO) staff in such countries to rapidly align with the inclusive development values and priorities that USAID promotes in its policy, programs, and advocacy that embrace the universal dignity of all LGBTQI+ persons, an ongoing training curriculum would be helpful to this end. Involving local LGBTQI+ civil society organizations in these trainings, where possible, with explicit and implicit objectives to build trust, strengthen collaboration, and offer solidarity. USAID Missions and HCTM should also be more explicit in position descriptions and job solicitations for local staff that working for USAID means embracing inclusive development, including for LGBTQI+ individuals.

4. *USAID already enlists two moral maxims in its stated approach to SOGIESC issues: do no harm, and nothing about them without them. While both are important, these are minimal moral conditions, and are hardly sufficient to embrace the much wider range of moral challenges that are foundational to diversity, equity, and inclusion. Most important in the list of missing moral parameters, USAID should also address in the new Policy its commitment to recognizing and respecting the universal, equal human dignity of all persons, including those in the LGBTQI+ community.*



President Biden and his administration make wide use of references to universal human dignity, and human rights are frequently seen as effective indicators to apply in evaluating how dignity is being recognized and respected. For USAID to incorporate the language of human dignity would also broaden its focus on the lived daily realities of LGBTQI+ persons beyond the tabulation and evaluation of abuses of human rights laws that has roots in problematic values and attitudes to allow for a deeper conversation. Ultimately, for countries and cultures that actively (and often legally) discriminate against LGBTQI+ persons, placing the moral burden for such discrimination on those countries and cultures to justify such discrimination is an excellent use of the ethical principle of universal human dignity.

In the new Policy, the Policy Working Group should also refer to the 30 articles of the Universal Declaration of Human Rights to define possible measurable indicators of the degree to which universal human dignity is recognized and respected in a country. USAID should also recognize that even with the analytical power of these 30 human rights, there are many moral issues applicable to effective LGBTQI+ programming that are beyond the scope of human rights indicators alone, such as authenticity, empathy, care, compassion, solidarity, etc.

5. *The new Policy should include a section on DRG programming. Many governments target LGBTQI+ people as an easy and politically expeditious scapegoat for electioneering, so the new Policy should consider what USAID programming might accomplish in addressing this context.*

LGBTQI+ persons are frequently systematically (formally or informally) excluded from democratic participation within their respective countries. Not only does this exclusion mean that their priorities, needs, and aspirations go unheard and unrecognized, they also have little to no voice or moral agency in pursuing important freedoms and opportunities in their own lives. LGBTQI+ people and their voices must be included in the decision-making process concerning the development of laws and policies that impact them directly, an inherent focus of DRG programming. Reliable information about LGBTQI+ is often scarce, and misinformation and entrenched biases (often spread intentionally and maliciously) serve to further target and threaten the security and prospects of sexual and gender minorities. This situation is exacerbated by frequent situations of “othering” LGBTQI+ persons for discrimination, humiliation, or violence, which can in turn be used by unscrupulous politicians to broaden their support base among conservative straight and cisgender citizens by scapegoating LGBTQI+ persons. USAID should use its well-developed expertise in democracy, human rights, and governance (DRG) to support much more extensive opportunities for LGBTQI+ democratic (along with economic, social, and cultural) participation. This recommendation does not discount the importance of creating policy guidance for LGBTQI+ integration in programming outside of the traditional human rights and health space (i.e. economic empowerment, education, workforce development, etc). However, the guidance for all sectors should be developed by the sectors themselves with support from the DDI/Hub rather than appear prominently as sections in the Policy itself. The focus on DRG programming is foundational to improving the lives of LGBTQI+ people in all countries in which USAID works regardless of the budget for additional targeted programming.

6. *The Policy Working Group or other stakeholders should continue to develop additional guidance on safely and intentionally integrating SOGIESC issues and LGBTQI+ people in programming to accompany*



the Policy, modeling after the recent releases of the Education and the Resilience and Food Security guidance documents.

Finally, one of the most frequently suggested recommendations in the survey and interviews by agency staff across a variety of regions and hiring mechanisms is to develop more sector-specific guidance (beyond DRG) and general guidance on how to develop and implement programming targeted at LGBTQI+ people and SOGIESC issues both in integrated and standalone programs. USAID released the two guidance documents on Education and Resilience and Food Security after PIA data collection was completed, but the assessment team recognizes these as important steps in meeting this recommendation. One survey respondent suggested that the Policy Working group or others tasked with developing guidance “Include recent programming examples in multiple sectors and share learning agenda materials and KM resources so staff have a sense of best entry points and approaches to engagement with LGBTQ+ communities.” Another recommended that USAID provide concrete tips on how to be sensitive to SOGIESC issues and LGBTQI+ people and ensure their integration in our programs across sectors. These tips or methods should be adapted by Mission’s to each country’s context.” The guidance should include a section or discussion note on monitoring, evaluation, and learning (MEL), specifically on data collection and conducting evaluations that address the differentiated outcomes of programming on LGBTQI+ people.

The remaining 21 recommended priorities are described briefly below, divided into five main categories. The first recommendation (in bold) mentioned in each category is the one to which the PIA Team has given highest priority. The remaining recommendations are listed in no particular order of priority as the team strongly recommends that the Policy Working Group or the LGBTQI+ team at USAID continue the prioritization discussion in the context of the Policy development, implementation, and available resources in the short, medium, and long term.

#	Recommendation	Targeted at whom	Impact, Timeframe, and Resources
USAID Institutional Capacities			
I	USAID/W should provide clear and constructive advice to USAID Missions on how best to pursue such LGBTQI+ inclusive programming in countries that are hostile to, or which criminalize LGBTQI+ persons. This can be incorporated into an Inclusive Development Analysis, either conducted as a standalone effort or as part of a Gender Analysis.	Policy Working Group	Short-term High Impact High Resources



USAID
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2	USAID should ensure, through the new Policy, that the office of the Senior LGBTQI+ Coordinator is adequately staffed and funded to support LGBTQI+ inclusive development at an appropriate scale. (Note: The LGBTQI+ budget is one of the smallest in the Agency. Its size is far less than demand from Missions).	Leadership	Short-term High Impact High Resources
3	USAID's role as the convener of the LGBTQI+ Rights in Foreign Assistance Interagency Working Group, as mandated by the National Security Council, includes 13 Agencies involved in foreign assistance across the U.S.G. The new Policy (released in 2023) should reflect this portfolio, and ensure adequate support, funding, and staffing to accommodate this (note: this interagency group has met 11 times since it was stood up in April 2021). The Working Group's goals include building consensus across the interagency on respecting LGBTQI+ rights in foreign assistance; strengthening resources (i.e., funds, programs, personnel, trainings, exchanges) that support LGBTQI+ persons; and integrating LGBTQI+ considerations into foreign assistance programming, training, strategies, and policies in a "meaningful" way. In the new policy, USAID should offer a definition or description of what a "meaningful way" consists of.	Leadership New Policy	Medium-term Medium Impact Low Resources
4	USAID frequently speaks about "the rights of LGBTQI+ persons," but to date says little about the specifics of how these rights are promoted, protected, prioritized, what these rights should be understood to consist of, and which rights are most under threat. The new Policy should address these specifics, while explicitly recognizing that human rights are based on the USG's commitment to the recognition of and respect for universal human dignity.	Policy Working Group	Short-term High Impact Medium Resources
5	USAID should raise the understanding of and senior level support for LGBTQI+ inclusive programming among Front Office leadership at USAID Missions.	Leadership	Short-term High Impact Low Resources



6	There should be closer coordination between US Embassies and USAID Missions in their support for local LGBTQI+ civil society partners.	Mission Focal Points, Leadership	Short-term High Impact Low Resources
Data, Research, and MEL/Indicators			
7	<p>The existing standard indicators are all output indicators, which treat LGBTQI+ people and SOGIESC issues as a monolith. USAID should identify outcome indicators in addition to output indicators and disaggregate among the “letters” of LGBTQI+. Where relevant for programming, USAID should disaggregate the different levels of violence, criminalization, discrimination, stigma, or resilience experienced by lesbians, gay men, and bisexual persons (sexual orientation) compared to transgender, intersex, and nonbinary persons (gender identity and expression). The traumatic use of public humiliation of LGBTQI+ persons by government officials (e.g., police) should also be measured and evaluated in this context as relevant to the programming.</p> <p>USAID should develop guidance and an indicator toolkit or LGBTQI+ programming toolkit with a MEL section.</p>	Policy Working Group - Guidance Documents and Toolkit	Short-term High Impact High Resources
8	USAID should avoid defaulting to the gender binary in data, research, and evaluation.	All	Medium-term Medium Impact Low Resources
9	USAID should fund research to establish a relevant quantitative and qualitative baseline of SOGIESC issues in each program country against which to measure results from subsequent programmatic investments. This could be	Missions	Long-term High Impact



	made a requirement in all gender assessments to avoid creating a separate process for USAID staff.		High Resources
10	USAID should consider specifying nonprobability social network sampling techniques such as Respondent Driven Sampling (RDS) or ethnographic frames that can be used to control for the sampling bias that is inherent in reaching hard-to-access groups (which researchers describe as “hidden populations.”) Quota sampling techniques also can be used to ensure appropriate representation among the sub-groups (the “letters”) who together constitute the LGBTQI population in any given context. Research should also embrace the existence and role of LGBTQI+ allies.	MEL practitioners inside USAID in evaluation SOWs and IPs in conducting	Medium Impact High Resources
11	USAID should establish a Human Research Protection Program (HRPP) in line with its ADS 200 under the new policy that adheres to the highest ethical standards when conducting human subject research, creating a culture of respect for, and awareness of, the rights, safety, and welfare of such subjects, and which is responsive to issues of local ownership, interpretation, and management of data. Under this HRPP, ethical review processes should be in full compliance with federal regulations 45 CFR 46 and all relevant ethical research standards of the Department of Health and Human Services (e.g. the Belmont Report).	TBD	Medium Impact Medium Resources
Cultural Competency, Training, and Understanding			
12	USAID should defer to local marginalized groups to self-identify with the local vocabulary and terminology that these persons and groups most easily understand, in the context of gender and sexual minorities. The exception to defaulting to this approach is when local terminology makes certain populations effectively invisible (e.g., transgender men, bisexuals, intersex persons, nonbinary persons).	Mission Focal Points and programming	High Impact Low Resources



13	Approaching LGBTQI+ issues through the HIV/AIDS channel risks ignoring “key population” groups who are not directly affected by HIV/AIDS such as lesbians and transgender men. There is also a concern that framing an approach to combating criminalization through the lens of LGBTQI+ people as a public health risk can further stigmatize these marginalized populations.	Program Design	High Impact High Resources
14	USAID’s reliance on social and behavior change communications (SBCC) to address stigma is a component of the solution to help local LGBTQI+ persons and groups to engage in strategic messaging that is both culturally resonant and effective. Such messaging can positively influence the beliefs and attitudes of both decision makers and society at large, creating a more tolerant environment for LGBTQI+ people. SBCC-informed messaging often deploys stories that elicit an emotional response from recipients. While SBCC is known to create short-term changes in behavior, it seldom explicitly identifies or engages with the entrenched values and beliefs that drive the discrimination against and exclusion and discrimination of LGBTQI+ people. USAID would achieve a longer- term, more thorough, and more effective positive impact by the application of applied practical ethics in addition to SBCC.	Program Design	High Impact Medium Resources
Context and Content			
15	USAID programming should also focus on close collaboration with State/PRM in protecting vulnerable LGBTQI+ refugees and internally displaced persons. To date, such programming has largely been framed only through the provision of mental health counseling and COVID assistance.	DDI Hub	Medium Impact Low Resources
Program Design, Procurement and Localization			
16	Sustainability of local LGBTQI+ civil society organizations is a significant concern. USAID	Program Design and Funding	High Impact Low Resources



USAID
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	programs should emphasize building capacity in local fundraising as well as international funding.		
17	USAID should encourage local stakeholders to lead, and not just participate in, the culturally relevant design of any LGBTQI+ inclusive development or human rights program that addresses SOGIESC issues.	Program Design Teams	High Impact Medium Resources
18	USAID should question the efficacy of USAID investments in LGBTQI+ programming when grantees are encumbered with complex reporting requirements, even when projects are small and/or short term. The idea of using a simplified Google Form for reporting requirements could be an alternative modality.	USAID Program Design Teams	Medium Impact Low Resources
19	USAID should emphasize the need to be sensitive to the safety and security concerns of LGBTQI+ people and their allies involved in or affected by USAID activities and programs.	Policy Working Group	High Impact Low Resources
20	USAID should design program activities to be implemented by in-country prime and/or sub-grantees who are from the LGBTQI+ community. Where no local LGBTQI+ organizations have the capacity to manage such grants or contracts, it may be preferable to select an in-country prime that is not an LGBTQI+ organization but which has the requisite capacity to serve as prime while collaborating effectively with LGBTQI+ sub-grantees or subcontractors.	Program Design Teams	High Impact Low Resources
21	USAID should consider prioritizing LGBTQI+ programmatic investments in any given country at the point when that country's political transition in terms of improved openness to recognizing and respecting the dignity and human rights of LGBTQI+ people will support this type of USAID activity. This decision should be made in the context of all current priorities and funding levels in non-permissive environments.	Mission Leadership and Funding	High Impact High Resources



ANNEXES

ANNEX I. FULL ASSESSMENT QUESTIONS

Assessment Research Questions (RQs)

The assessment's [Research Questions \(RQ\)](#) were first developed by USAID Bureau for Policy, Planning, and Learning (PPL) in coordination with the Lesbian, Gay, Bisexual, Transgender, Queer, and Intersex+ (LGBTQI+) working group. The full set of original questions and sub-questions can be found in Annex 2. These questions reflect the principles and objectives of the Vision.

During the initial background meetings with PPL, the Dexis Assessment Team proposed revising the wording of RQ 1, RQ 2, and RQ 3, as described below, and added additional sub-questions. For comparison, these revisions and the original set of questions are included in Annex I and with all sub-questions in Annex 2. Sub-questions listed below provide additional

focus to the RQs themselves, and others may be added, modified, and/or incorporated into different data collection instruments as they are developed.

Table I. Main Research Questions with sub-questions

1. What is the overall level of staff awareness of USAID's LGBT Vision for Action and how do staff across the Agency perceive it?	
a.	Are USAID staff aware that USAID has a LGBT Vision for Action? To what extent are staff aware of the content of this document?
b.	To what extent do USAID staff believe that the LGBT Vision for Action relates to their work?
c.	To what extent do USAID staff believe it is important for the Agency to engage in work (e.g. relief, development, and advocacy) related to LGBTQI+ communities?
d.	To what extent are USAID staff aware of the diverse needs and priorities of the LGBTQI+ communities, and sexual orientation and gender identity and expression (SOGIE) to better design and implement related LGBTQI+ programming and/or more inclusive programs since the release of the Vision?
2. Has USAID expanded (number, size, and cost) and made more inclusive LGBTQI+ standalone and integrated programs since the release of the Vision? If so, how? If not, why?	
a.	What are some examples of standalone LGBTQI+ programs (where LGBTQI+ issues are the main focus) that have been developed and implemented since the release of the LGBT Vision for Action? In what sectors and in which countries/regions? Were only certain constituent subpopulations within LGBTQI+ served by such programs?
b.	What are some examples of integrated LGBTQI+ programs (where LGBTQI+ issues are integrated into broader programs) that have been developed since the release of the Vision)? In what sectors and in which countries/regions? Are there examples of programs that are intended to provide assistance and support across all of the constituent subpopulations of LGBTQI+?
c.	Are there examples of particularly successful programs or approaches that can be used to glean best practices?
d.	What has the Agency done to change attitudes (within and outside USAID) that are hostile or resistant to this form of inclusion?
e.	What have been the key challenges of working with and helping to meet the needs of LGBTQI+ people through USAID programs (especially in difficult settings)? How has USAID addressed these challenges? Are programs meeting the needs of certain subpopulations of LGBTQI+ people more challenging to satisfy in this context?
f.	To what extent have these programs supported building the sustainable capacity of local LGBTQI+ organizations and leaders?
3. Has USAID integrated LGBTQI+ issues in USAID's operational policies, procedures, and internal capacity-building efforts since the release of the LGBT Vision for Action? If	



so, how? Have these processes and procedures addressed the needs of the separate subpopulations? Potential areas of integration:
a. Integration of the Vision for Action with other policies
b. Program Cycle Guidance
c. Mission Orders (e.g., Tunisia)
d. Diversity, Equity and Inclusion Training and Capacity Building
e. Other examples, e.g., an internal LGBTQI+ champions' network?
f. Has the Agency's leadership support, operational policies, procedures and capacity-building efforts improved the capacity of USAID staff (including FSOs and FSNs) with respect to working with and designing for LGBTQI+ persons, beyond awareness of the LGBT Vision for Action?
4. To what extent has USAID engaged in learning efforts to fill in data gaps, test innovative approaches, and rigorously evaluate programs related to LGBTQI+ people?
a. What evaluations of recent/existing LGBTQI+ programs have been completed, and what have they found?
b. What procedures has USAID implemented to safely protect the heightened vulnerability of LGBTQI+ persons who participate in evaluations, surveys, assessments, or performance monitoring?
5. Has the Agency promoted implementation of USAID's LGBT Vision for Action and related guidance documents through resources, both formal and informal staffing and leadership structures, leadership support, and staff incentives? If so, how?
a. Has the guidance provided been effective for leadership at all levels and staff working on LGBTQI+ programming to effectively implement the Vision in all types of complex environments?
b. Have any additional resources been allocated to this work since the release of the Vision (including resources for staffing, training, procurement mechanisms, or other purposes)?
c. How have the staffing and leadership structures evolved since the release of the Vision?
d. Has USAID improved its communications with civil society organizations who frequently best represent the interests and concerns of LGBTQI+ persons? If so, how?

ANNEX 2. KII INSTRUMENT

Key Informant Interview Instrument for all Stakeholders

Notes to interviewer:

1. The follow-up survey will cover:

- Length of service
- Hiring mechanism
- Portfolio specifics
- Vision awareness
- LGBTQI+ programming specifics and evaluation specifics)

2. From the following list of questions, focus on the *key questions for all stakeholders, unless otherwise noted, and select questions from the non-key questions as time allows or as suggested by the stakeholder's experience with the Vision and/or work on LGBTQI+ issues.

Research Questions for reference
<p>1. What is the overall level of staff awareness of USAID's LGBT Vision for Action and how do staff across the Agency perceive it?</p> <p>2. Has USAID expanded (e.g. number, size, and cost) and made more inclusive LGBTQI+ standalone and integrated programs since the release of the Vision? If so, how? If not, why not?</p>

3. *Has USAID integrated LGBTQI+ issues in USAID's operational policies, procedures, and internal capacity-building efforts since the release of the LGBT Vision for Action? If so, how? Have these processes and procedures addressed the needs of the separate subpopulations?*
4. *To what extent has USAID engaged in learning efforts to safely fill in data gaps, test innovative approaches, and rigorously evaluate programs related to LGBTQI+ people?*
5. *Has the Agency promoted implementation of USAID's LGBT Vision for Action and related guidance documents through resources, both formal and informal staffing and leadership structures, leadership support, and staff incentives? If so, how?*

Key

(*) Key questions

(L*) Leadership (leadership will answer a smaller, broader set of questions)

Section I.

Basic demographics

1. What is your name?
2. Tell us about your career pathway to and alongside LGBTQI+ issues and programming? For USAID? In general?
 1. What is your current OU/Office?
 2. Does that differ from the OU during which you were working on LGBTQI+ issues and what was it then? (if applicable). If you have worked on LGBTQI+ programming across multiple OUs, please name them all with time periods.
3. What is your current role?

4. Does that differ from the role you had during which you were working on LGBTQI+ issues? (if applicable)
3. What are the related projects, activities, or programs on which you currently work?

Section 2.

More inclusive USAID programming

1. (L*) Do you think there has been a shift towards greater inclusion of LGBTQI+ target populations through USAID's programming and strategic planning? (listen for reference to time frames i.e. "since the Vision." If none given, follow up or prompt)
2. (L*) From your perspective, how has USAID shifted or evolved its approach to include LGBTQI+ priorities and issues into its policy guidance (ADS) and training since the release of the LGBT Vision for Action? Into strategic planning? Into programming?
3. (L*) What are some of the main challenges faced in implementing and promoting more inclusive programming and strategic plans in countries?

Section 3.

Attitudes About and Awareness of LGBTQI+ issues and priorities

4. (L*) From your perspective, has the Agency done work to help change attitudes (within and outside of USAID) that are resistant to inclusion of LGBTQI+ issues in development programming?
5. (*) What have been the key challenges of working with and helping to meet the needs of LGBTQI+ communities through USAID programs (especially in difficult settings)?
 - a. How has USAID addressed these challenges?

- b. Are the needs of certain subpopulations of LGBTQI+ people more challenging to address?
6. (Ask those who work on programming) To what extent have the programs on which you work supported building the sustainable capacity of local LGBTQI+ organizations and leaders?
7. (L*) How do you or have you addressed situations where USG policy and related USAID programming on protecting and promoting the human rights of LGBTQI+ persons and SOGIE issues is in conflict with local laws, customs, and values?

Section 4.

Operational Policies and Procedures

8. (*) From your perspective, has USAID integrated attention to LGBTQI+ issues in USAID's operational policies, procedures, and internal capacity-building efforts since the release of the LGBT Vision for Action? In what ways, and to what effect?
9. From your perspective, has the Agency raised the ability of staff to be responsive to the needs of LGBTQI+ persons in the design and implementation of programming? If so, how? (for example, listen for: through **leadership roles** that actively and openly support expanding and understanding; through intentional knowledge and **capacity building efforts**; through more sensitive and aligned operational policies and acquisition parameters). **Note:** If none of these are raised, ask about each individually.
10. (*) Do you feel the Agency has **promoted the implementation of USAID's LGBT Vision** for Action and related guidance documents through resources, both formal and informal staffing and leadership structures, leadership support, and/or staff incentives? If so, how, and to what effect?
11. Have Agency staff and leadership evolved in awareness, knowledge, understanding, and commitment to LGBTQI+ inclusion since the release of the Vision? If so, how?
12. Has USAID improved its communications with civil society organizations who frequently best represent the interests and concerns of LGBTQI+ persons? (primarily in the

field but also explore how interactions with CSOs in DC help to shape policy and guidance) If so, how?

Section 5.

Programming and MEL

13. Are you aware of any examples of LGBTQI+ programming funded by DC or Missions that have been designed and implemented since the release of the Vision?
 - a. i.e., standalone LGBTQI+ programs (where LGBTQI+ issues are the main focus)?
 - b. i.e., integrated LGBTQI+ programming (where LGBTQI+ issues are integrated into broader programs)?
 - c. Are you aware of any examples of particularly successful programs or approaches that can be used to glean best practices?
14. Are you aware of any relevant internal or external assessments or evaluations of LGBTQI+ programming (integrated or standalone)?
15. How has USAID engaged in learning efforts to fill in data gaps, test innovative approaches, and rigorously evaluate programs related to LGBTQI+ people, in alignment with research and evaluation safety standards for vulnerable populations?
16. To your knowledge, to what extent have data collection approaches evolved to ensure the safety of LGBTQI+ respondents?

List of Key stakeholder groups

DC Staff:

- Any staff working in any OU on LGBTQI+ programming, guidance, strategic planning, MEL, or training, across OUs including those who worked on the Vision



- *OUTs not implementing (to explore “why not”)*
- *Staff who self identify as LGBTQI+*

Mission Staff:

- Leadership
- USNs
 - *Any staff working on related programming, strategic planning, MEL, or training*
 - *Staff who self-identify as LGBTQI+*
 - *Leadership or Office Directors in Missions where the priority is a focus in their R/CDCS in both resistant and conducive environments)*
- FSNs
 - *Any staff working on related programming, strategic planning, MEL, or training*
 - *Staff who self-identify as LGBTQI+*
 - *FSN Mission staff in OUTs not implementing LGBTQI+ programming where the priority is a focus in their R/CDCS (in both resistant and conducive environments)*

IPs (FGD)



ANNEX 3. SURVEY INSTRUMENT

The purpose of this survey is to collect data from USAID staff as part of a Policy Implementation Assessment (PIA) of the LGBT Vision for Action. PIAs are conducted by PPL approximately every five years for Agency policies to assess implementation and identify gaps. The LGBT PIA will examine the extent to which the USAID LGBT Vision for Action (2014) has shaped Agency processes and programming, determine its dissemination and reach, examine leadership and support structures at the agency, identify gaps in implementation, and elucidate lessons learned to strengthen implementation and any future revision of the policy.

By completing and submitting this survey, you are providing your consent for the use of your anonymized and aggregated responses in the development of the PIA. All PII will be removed from the data before it is analyzed. Your responses will only be seen by the Dexis PIA team and will only be reported in aggregate in the PIA report. The PIA team may also contact you to request a follow-up interview, if you elect to do so. If you have any questions about how your data will be used or protected, please contact ccozzarelli@usaid.gov

I. Which most closely describes your hiring mechanism?

- Foreign Service Officer (FSO)
- Foreign Service Limited (FSL)
- Foreign Service National (FSN)
- Civil service (CS)
- Personal Service Contractor (PSC)
- Institutional Service Contractor (ISC)
- Political Appointee
- Implementing Partner (IP) staff
- Other (Please specify)

2. (SKIP if “IP staff” for Q1) Where are you located (when not working remotely)?

- Washington, DC



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- Regional Mission
- Bilateral Mission

3. (SKIP if "IP staff" for Q1) What is your Mission/Operating Unit? _____
4. (SKIP if "IP staff" for Q1) What is your Office? _____
5. (SKIP if "IP staff" for Q1) What is your title/role? _____
6. (SKIP if "IP staff" for Q1) How long have you worked for USAID (specify DC or Field)? _____
7. (IF Q1 is "IP staff") What is your title/role? _____
8. (IF Q1 is "IP staff") What is your organization? _____
9. (IF Q1 is "IP staff") How long have you worked for your organization? _____
10. In what sector(s) or on which cross-cutting issues do you work? (Select all that apply).
 - Acquisition and Assistance
 - Agriculture and Food Security



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- Anti-corruption
- Climate Change
- Democracy, Human Rights, Governance
- Economic Growth and Trade
- Education
- Energy and Infrastructure
- Environment
- Gender Equality and Women's Empowerment
- Global Health
- Humanitarian Assistance
- Innovation, Technology, and Research
- LGBTQI+ and Inclusive Development
- Nutrition
- Peace and Security
- Resilience
- Urban Development
- Youth
- Water, Sanitation, Hygiene (WASH)

11. What regions do you primarily work in (if Field-based) or support (if DC-based)? (Select all that apply).

- Middle East
- Africa



- Latin America and the Caribbean
- Europe and Eurasia
- Asia
- I provide global support

12. Do you self-identify as part of the larger LGBTQI+ demographic? (Voluntary and PII will be protected)

- Yes
- No
- Prefer not to answer

13. Are you aware that USAID has a LGBT Vision for Action?

- Yes
- No (Jump to Q18)

14. (IF “Yes” to Q13) How familiar are you with the contents of the LGBT Vision for Action?

- Very familiar
- Familiar
- Somewhat familiar
- Not familiar (Jump to Q18)

15. (IF any but “Not familiar” to Q14) How relevant is the LGBT Vision for your work?

- Very relevant



- Relevant
- Somewhat relevant
- Not relevant

16. (IF “Very relevant”, “Relevant” or “Somewhat Relevant” to #Q15) Please briefly describe how the LGBT Vision for Action (principles, objectives) is relevant to your work.

17. (IF “Is not relevant” to Q14) Please briefly describe why the LGBT Vision for Action does not relate to your work.

18. Does your Mission/OU/Organization have any current sexual orientation, gender identity, and expression (SOGIE) relevant programming, LGBTQI+ programming, and/or broader programming that targets LGBTQI+ communities as part of its approach?

- Yes
- No

19. (IF “YES” to Q18) Can you describe the programming including the activity name and where we could find any relevant documentation? Please send any sensitive or protected documents to smonschein@usaid.gov.

20. Are you willing to participate in a follow-up interview or focus group discussion with our team on LGBTQI+-related programming and policy at USAID?

- Yes
- No



21. If you are a self-identifying member of one or more of the LGBTQI+ communities (“letters”), would you be willing to participate in a separate focus group discussion with other members of the communities to provide your unique perspective on the Agency’s commitment to LGBTQI+ programming? All PII will be protected and the results of the FGD will be anonymous in any reporting.

- Yes
- No
- N/A

22. How important is it for the Agency to engage in programming related to LGBTQI+ communities?

- Very important
- Important
- Somewhat important
- Not important

23. How important is it for the Agency to implement programming that targets support to and partnering with LGBTQI+ communities?

- Very important
- Important
- Somewhat important
- Not important

24. To what extent do you feel like you understand the differing and often distinctive needs of people identifying with each of the "letters" of LGBTQI+?



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- I have a strong understanding of the differing and often distinctive needs of people identifying with each of the "letters" of LGBTQI+.
- I understand the differing and often distinctive needs of people identifying with each of the "letters" of LGBTQI+.
- I am only somewhat aware of the differing and often distinctive needs of people identifying with each of the "letters" of LGBTQI+.
- I do not understand the differing and often distinctive needs of people identifying with each of the "letters" of LGBTQI+.

25. To what extent do you feel like your colleagues understand the differing and often distinctive needs of people identifying with each of the "letters" of LGBTQI+?

- I feel that my colleagues have a strong understanding of the differing and often distinctive needs of people identifying with each of the "letters" of LGBTQI+.
- I feel that my colleagues understand the differing and often distinctive needs of people identifying with each of the "letters" of LGBTQI+.
- I feel that my colleagues are only somewhat aware of the differing and often distinctive needs of people identifying with each of the "letters" of LGBTQI+.
- I feel that my colleagues do not understand the differing and often distinctive needs of people identifying with each of the "letters" of LGBTQI+.

26. How do you feel the Agency's understanding of the diverse LGBTQI+ communities has changed since the release of the Vision in 2014?

- I feel that the Agency's understanding of the diverse LGBTQI+ communities has increased since 2014.
- I feel that the Agency's understanding of the diverse LGBTQI+ communities has remained the same since 2014.
- I feel that the Agency's understanding of the diverse LGBTQI+ communities has decreased since 2014.



- I am not sure

27. What specific changes in the Agency's understanding of LGBTQI+ communities have you observed over time?

28. Which of the following Vision principles do you feel your Mission/OU/Organization has meaningfully adopted? (Select all that apply).

- Account for country and cultural context
- Ensure openness and safe space for dialogue
- Integrate LGBT issues into USAID's work
- Support and mobilize LGBT communities
- Build partnerships and create allies and champions

29. Please provide some examples of how one or more of these principles was meaningfully adopted.

30. Which of the following Vision principles do you feel the Agency overall has meaningfully adopted? (Select all that apply).

- Account for country and cultural context
- Ensure openness and safe space for dialogue
- Integrate LGBT issues into USAID's work
- Support and mobilize LGBT communities
- Build partnerships and create allies and champions



31. Please provide some examples of how one or more of these principles was meaningfully adopted by the Agency.

32. Which of the following Next Steps outlined in the Vision do you feel your Mission/OU/Organization has meaningfully implemented? (Select all that apply).

- Increase capacity for inclusive development within USAID by developing training and other tools and resources
- Apply selectivity and focus in integration efforts
- Build capacity of local LGBT organizations and leaders in developing countries
- Hold ourselves accountable for upholding non-discrimination requirements
- Expand a learning agenda

33. Please provide some examples of one or more of the Next Steps that your Mission/OU/Organization has meaningfully implemented.

34. Which of the following Next Steps outlined in the Vision do you feel the Agency has meaningfully implemented? (Select all that apply).

- Increase capacity for inclusive development within USAID
- Apply selectivity and focus to integration efforts
- Build capacity of local LGBT organizations in developing countries
- Hold ourselves accountable for upholding non-discrimination requirements
- Expand a learning agenda

35. Please provide some examples of one or more of the Next Steps that the Agency has meaningfully implemented.



36. Do you feel that the design and implementation of LGBTQI+ and SOGIE-related programming has changed since the release of the Vision in 2014?

- I feel that the design and implementation of LGBTQI+ and SOGIE-related programming has improved since 2014.
- I feel that the design and implementation of LGBTQI+ and SOGIE-related programming has remained the same since 2014.
- I feel that the design and implementation of LGBTQI+ and SOGIE-related programming has gotten worse since 2014.
- I am not sure.

37. What changes in the design and implementation of LGBTQI+ and SOGIE-related programming have you observed over time?

38. Do you feel that the quantity of LGBTQI+ and SOGIE-related programming has changed since the release of the Vision in 2014?

- I feel that the quantity of LGBTQI+ and SOGIE-related programming has increased since 2014.
- I feel that the quantity of LGBTQI+ and SOGIE-related programming has remained the same since 2014.
- I feel that the quantity of LGBTQI+ and SOGIE-related programming has decreased since 2014.
- I am not sure.



39. How has your understanding and promotion of the human rights arguments for respecting the equal dignity and value of all persons, including LGBTQI+ persons, changed since 2014?

- I feel that my understanding and promotion of the human rights arguments has increased since 2014.
- I feel that my understanding and promotion of the human rights arguments has remained the same since 2014.
- I feel that my understanding and promotion of the human rights arguments has decreased since 2014.
- I am not sure.
- I don't know what the human rights arguments for respecting the equal dignity and value of all persons means.

40. (SKIP if "I don't know what the human rights arguments" means" to Q39). How has the understanding and promotion of the human rights arguments for respecting the equal dignity and value of all persons including LGBTQI+ persons changed among implementing partners and counterparts over your time at the Agency?

- I feel as if the understanding and promotion of the human rights arguments among implementing partners and counterparts has increased over my time here at the Agency.
- I feel as if the understanding and promotion of the human rights arguments among implementing partners and counterparts has remained the same over my time here at the Agency.
- I feel as if the understanding and promotion of the human rights arguments among implementing partners and counterparts has decreased over my time here at the Agency.
- I am not sure



41. What changes in the understanding and promotion of the human rights arguments have you observed in the Agency and yourself over time?

42. What changes in the understanding and promotion of the human rights arguments among implementing partners and counterparts have you observed over time?

43. Have you been given access to any Agency resources related to LGBTQI+ and sexual orientation and gender identify expression (SOGIE) programming?

- Yes
- No

44. (If “YES” to Q43) Can you provide the names of these resources?

45. Are there leadership and staffing structures in your Mission/Operating Unit/Organization that support the design and implementation of LGBTQI+ and SOGIE relevant-programming?

- Yes
- No

46. (If “YES” to Q45) Please describe these structures.



47. Does your Mission/OU/Organization communicate and/or work with civil society organizations that represent the interests, priorities, and concerns of LGBTQI+ persons?

- Yes
- No

48. (If “YES” to Q47) How has that communication and/or collaboration changed over time?

- The communication/collaboration has increased over time.
- The communication/collaboration has remained the same over time.
- The communication/collaboration has decreased over time.
- I am not sure.

49. What changes in that communication and collaboration have you observed over time?

50. How can the LGBT Vision be updated so that the Agency would be more responsive to the needs of the LGBTQI+ communities in its policies, strategic planning, and programming?



ANNEX 4. PAD REVIEW INSTRUMENT

PAD Review Instrument for Content Analysis and Scoring		
*		
Country/Region:	If region, countries covered:	
Project:	Linked Activities and Solicitation Numbers (if can find in document or later):	
Project Ceiling/Budget:	Number of activities in the PAD:	
	1. Insert	
	2. Insert	
	3. Insert	
Vision Principles and Next Steps [insert for reference]		
DOCUMENT SCORE SHEET		
<p>*THIS SCORE IS ESTABLISHED LAST BY CONSIDERING THE RESPONSES TO THE QUESTIONS BELOW AND THE GUIDANCE IN THE INDIVIDUAL SCORES*</p> <p>Overall Score for Policy Alignment</p> <p>How much does the PAD align with the LGBT Vision?</p>	<p>Score/Grade</p> <p>0 / F = Not aligned. No evidence of alignment with Policy.</p> <p>1 / D Little Alignment. 25% (i.e. the PAD signals a focus on inclusive development but not does not mention LGBTQI+ specifically)</p> <p>2 / C Some Alignment. 50% (i.e. the PAD signals some alignment with the LGBT Vision for Action, and integrates aspects of inclusive development in general and some mention of LGBTQI+ target populations.)</p>	<p><u>Notes to coders:</u></p>



	<p>3 / B High Alignment. 75% The PAD signals general alignment with the LGBT Vision for Action and includes some LGBTQI+ issues and target populations specifically.</p> <p>4 / A Full Alignment. 100% The entire PAD incorporates the LGBT Vision for Action in an integrated and meaningful way including a focus on LGBTQI+ issues and target populations.</p>	
Demographics		
Is LGBTQI+ or inclusive development a focus of the PAD? (clear in the introduction or early narrative)	<ul style="list-style-type: none"> • Yes, inclusive development • Yes, specifically LGBTQI+ • Yes, both ID and LGBTQI+ • No 	
Does the PAD reference the LGBT Vision for Action?	<ul style="list-style-type: none"> • Yes, referenced directly in the main body of the PAD • Yes, in a footnote • Yes in an annex • No 	



<p>What sector is the PAD's focus?</p>	<p>Sector Focus: (select multiple if applicable)</p> <ul style="list-style-type: none"> • Food security, Agriculture • Health • Gender • Democracy, Rights, and Governance • Natural Resource Management • Economic Growth and Trade • Inclusive development • Humanitarian assistance • Other, please name: 	
<p>What type of broad activities are a focus of the PAD?</p>	<ul style="list-style-type: none"> • Policy support • Capacity building/training (for government, civil society, academic) • Capacity building/training (for USAID and IPs) • Technical assistance • Health services • MEL, evaluation, research, studies, and/or assessments 	



	<ul style="list-style-type: none"> Other 	
<p>Were any relevant analyses completed to contribute to the development of the PAD?</p> <p>E.g. Inclusive development analysis, social inclusion analysis, LGBT-specific analysis, gender analysis</p>	<ul style="list-style-type: none"> Yes No Unclear. (i.e. there are no annexes included in the PAD (so analyses could exist of which we are unaware) <p>If yes, which ones?</p>	
Question	Score / Scale	Coded text (provide evidence of the score)



1. LGBTQI+ Placement in Results Framework	<ul style="list-style-type: none"> • Inclusive development is a focus of the RF, but not LGBTQI+ • LGBTQI+ is a cross-cutting principle or mentioned throughout • LGBTQI+ is mentioned at the goal level but not below • LGBTQI+ is mentioned in a DO and/or IR of the RF • LGBTQI+ is mentioned in a sub-IR (or equivalent) 	Select as many as appropriate
2. Do the PAD's activities work to address the human rights of LGBTQI+ populations?	<ul style="list-style-type: none"> • Yes • No 	
3. Do the PAD's activities attempt to improve national policy to strengthen LGBTQI+ rights?	<ul style="list-style-type: none"> • Yes • No 	
4. Does the PAD attempt to meaningfully include LGBTQI+ groups in programming?	<ul style="list-style-type: none"> • Yes • No 	
5. Do the PAD's activities work to build the capacity of local LGBTQI+ organizations?	<ul style="list-style-type: none"> • Yes • No 	



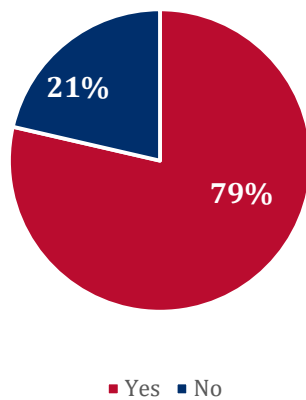
6. Does the PAD reference plans for LGBTQI+ stand alone and/or integrated activities?	<ul style="list-style-type: none"> • Yes, standalone • Yes, integrated • No • I can't tell 	
7. How many activities within the PAD focus on inclusivity in general?	<ul style="list-style-type: none"> • All • Most • Some • None 	Above you've made note of how many activities are part of the PAD. For this, if more than 50% of activities have a focus, select "Most"; if more than 0 but less than 50%, select "Some"
8. If some activities are inclusive, how many activities within the PAD target LGBTQI+ populations specifically?	<ul style="list-style-type: none"> • All • Most • Some • None 	Above you've made note of how many activities are part of the PAD. For this, if more than 50% of activities have a focus, select "Most"; if more than 0 but less than 50%, select "Some"
If All, Most, or Some are selected in response to question 8, what are the activities that target LGBTQI+ populations specifically?	[insert activities here and a description of them]	Please also capture inclusive activities with coding
MEL		



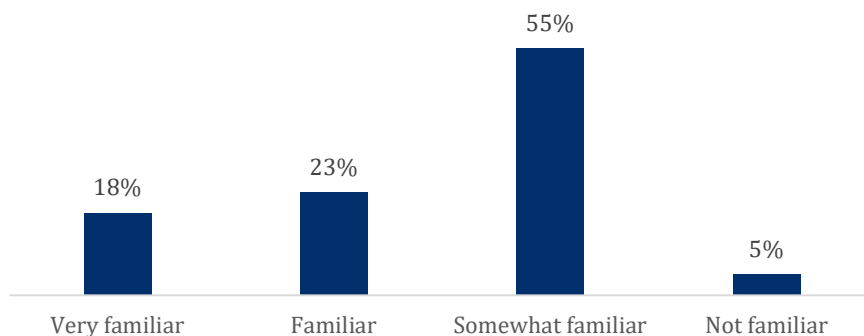
<p>Does the PAD's MEL plan include indicators for LGBTQI+ disaggregation?</p>	<ul style="list-style-type: none"> • Yes • No • There is no MEL plan attached 	
<p>0. Does the PAD's MEL plan include LGBTQI+/SOGIE related programmatic indicators?</p>	<ul style="list-style-type: none"> • Yes • No • There is no MEL plan attached 	
<p>1. Does the CLA plan or Learning Agenda include LGBTQI+ considerations?</p>	<ul style="list-style-type: none"> • Yes • No 	

ANNEX 5. SURVEY ANALYSIS

Are you aware of the 2014 LGBT Vision for Action? (N=56)



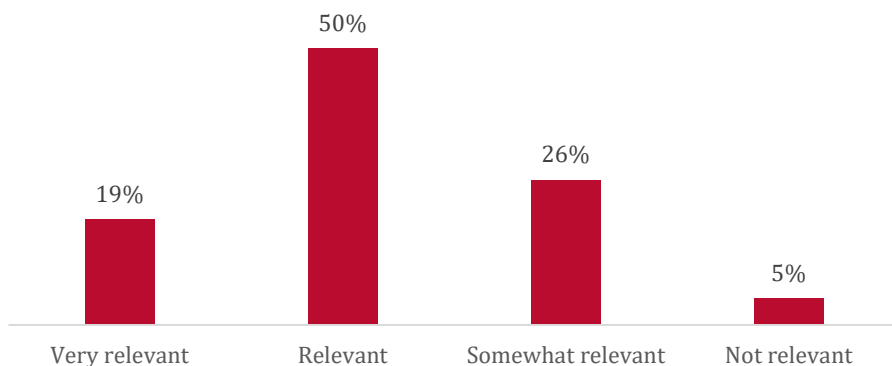
How familiar are you with the contents for the 2014 LGBT Vision for Action? (N=44)



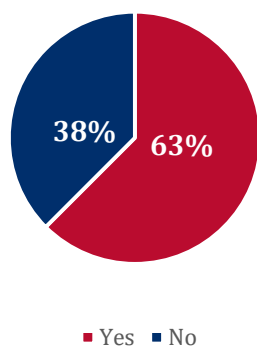


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How relevant is the 2014 LGBT Vision for Action for your work? (N=42)

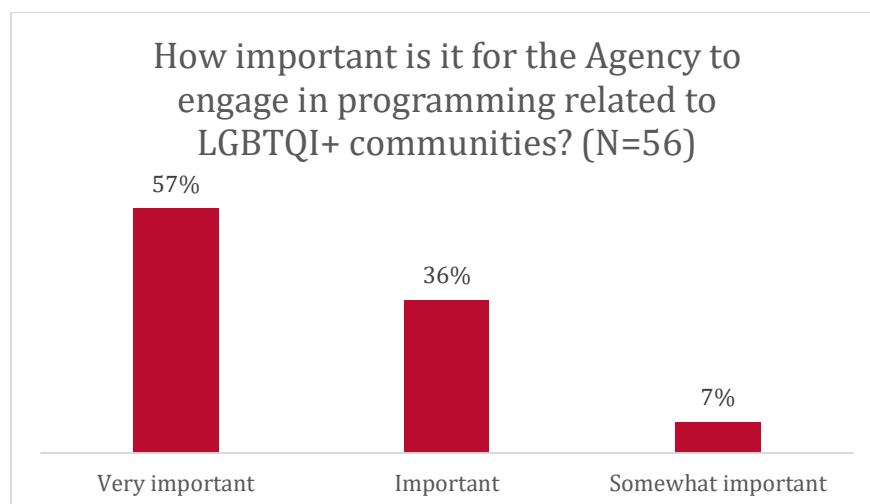
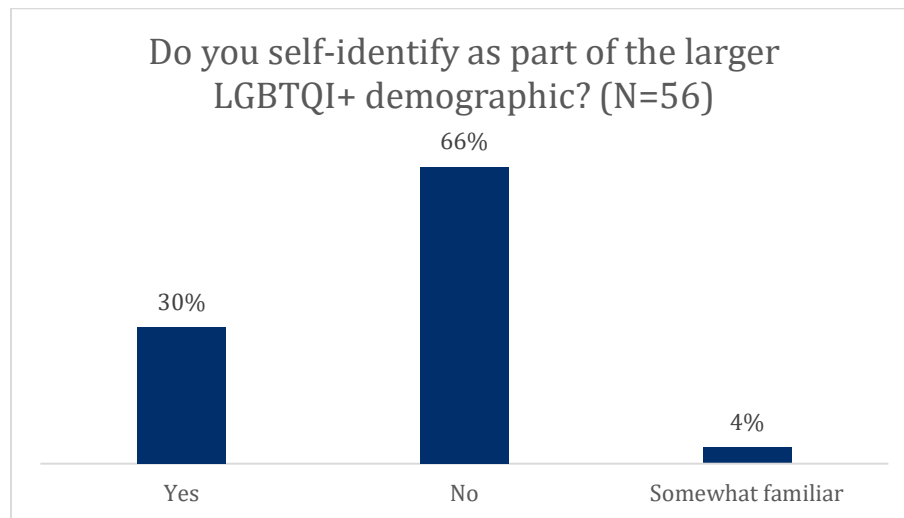


Does your Mission/OU/Organization have any current sexual orientation, gender identity, an expression, or SOGIESC relevant programming, LGBTQI+ programming, and/or broader programming that targets LGBTQI+ communities as part of its approach? (N=56)





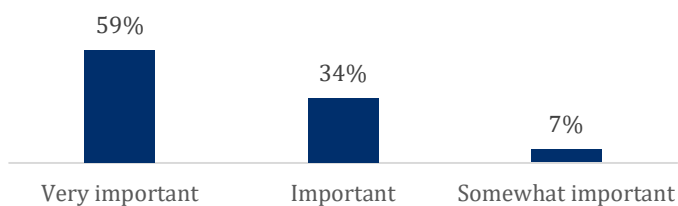
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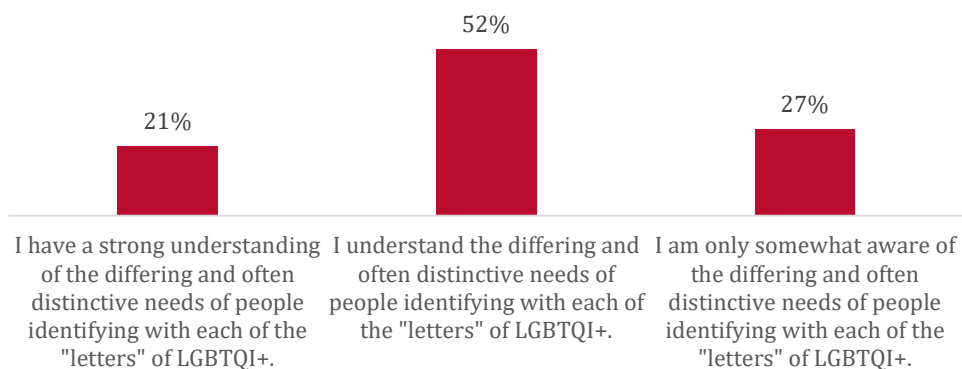


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How important is it for the Agency to implement programming that targets support to and partnering with LGBTQI+ communities?
(N=56)



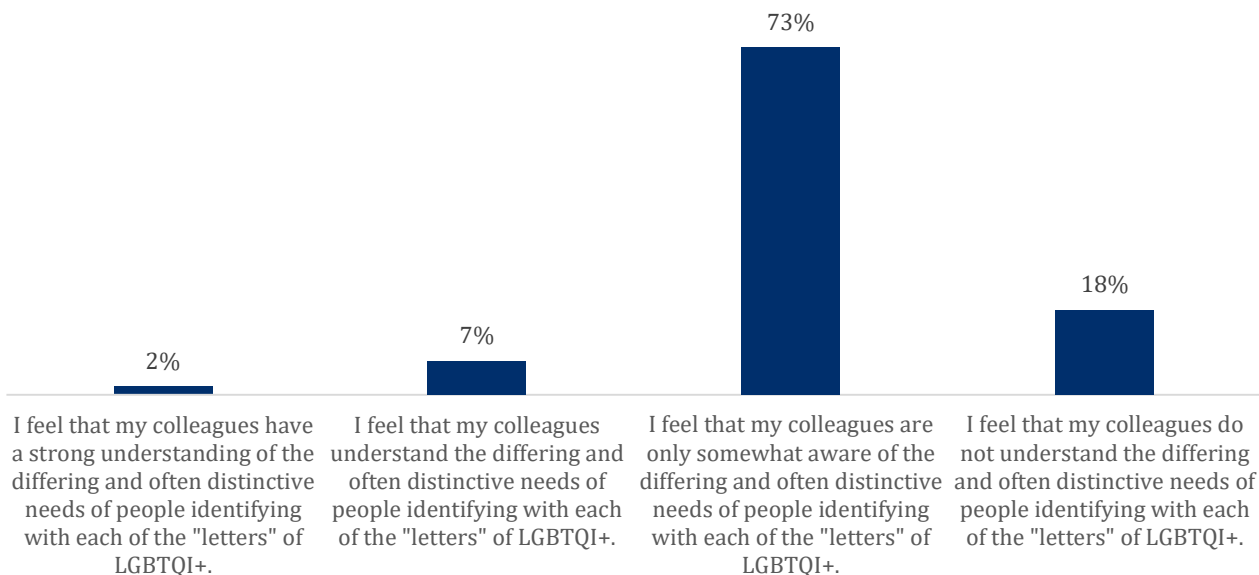
To what extent do you feel like you understand the differing and often distinctive needs of people identifying with each of the "letters" of LGBTQI+?
(N=56)



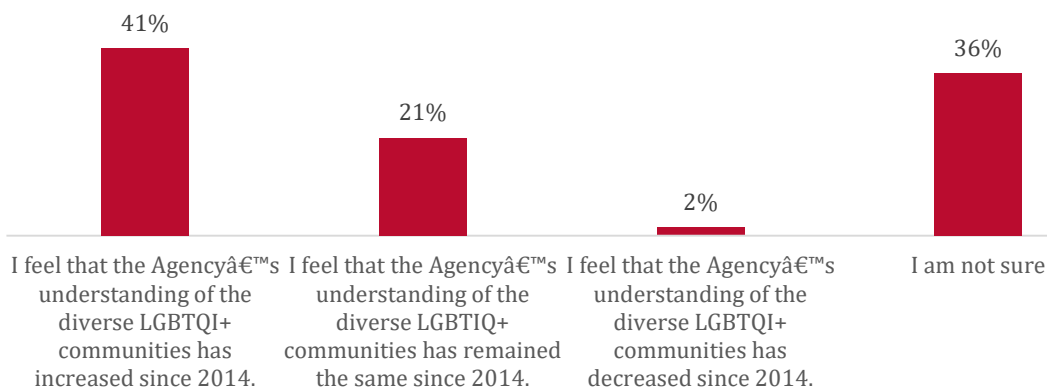


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To what extent do you feel like your colleagues understand the differing and often distinctive needs of people identifying with each of the "letters" of LGBTQI+? (N=56)



How do you feel the Agency's understanding of the diverse LGBTQI+ communities has changed since the release of the 2014 LGBT Vision for Action? (N=56)





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Which of the following Vision principles do you feel your Mission/OU/Organization has meaningfully adopted? Select all that apply. (N=56)



Which of the following Vision principles do you feel the Agency overall has meaningfully adopted? Select all that apply. (N=56)



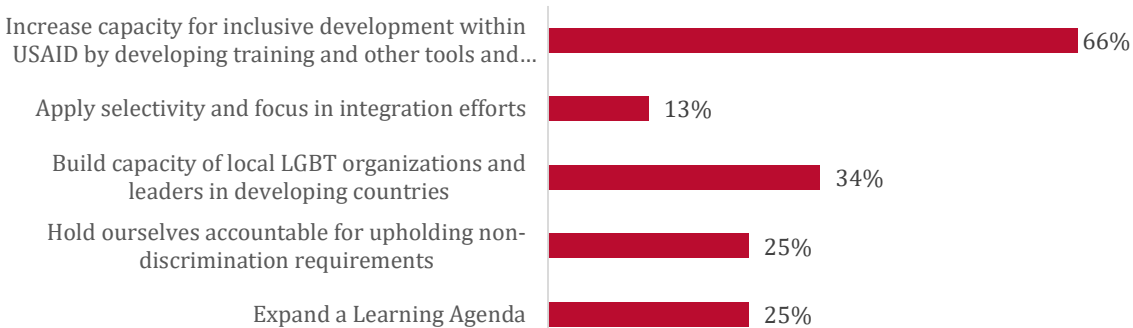


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Which of the following Next Steps outlined in the Vision do you feel your Mission/OU/Organization has meaningfully implemented? Select all that apply. (N=56)



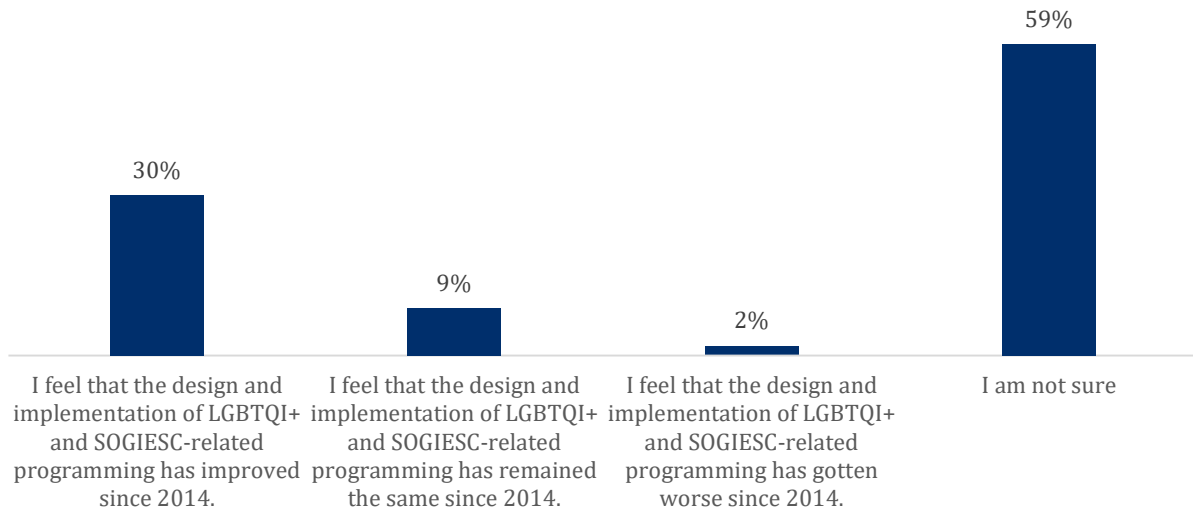
Which of the following Next Steps outlined in the Vision do you feel the Agency has meaningfully implemented? Select all that apply. (N=56)





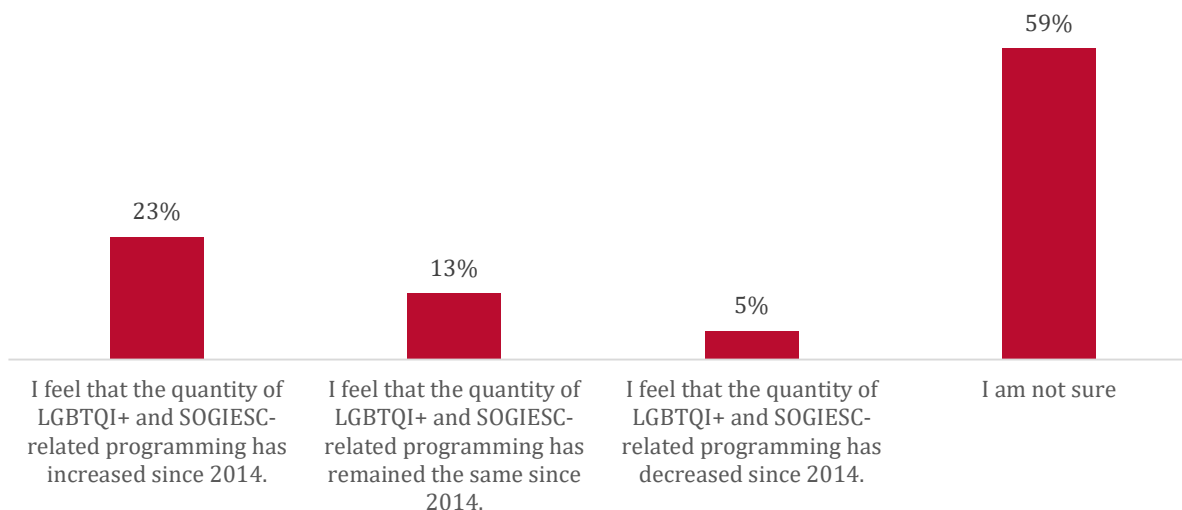
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Do you feel that the design and implementation of LGBTQI+ and SOGIESC-related programming has changed since the release of the 2014 LGBT Vision for Action? (N=56)

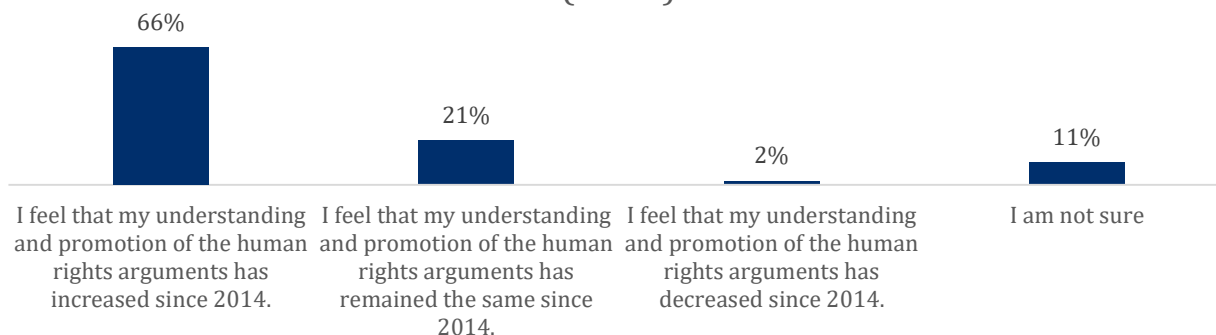




Do you feel that the quantity of LGBTQI+ and SOGIESC-related programming has changed since the release of the 2014 LGBT Vision for Action?(N=56)



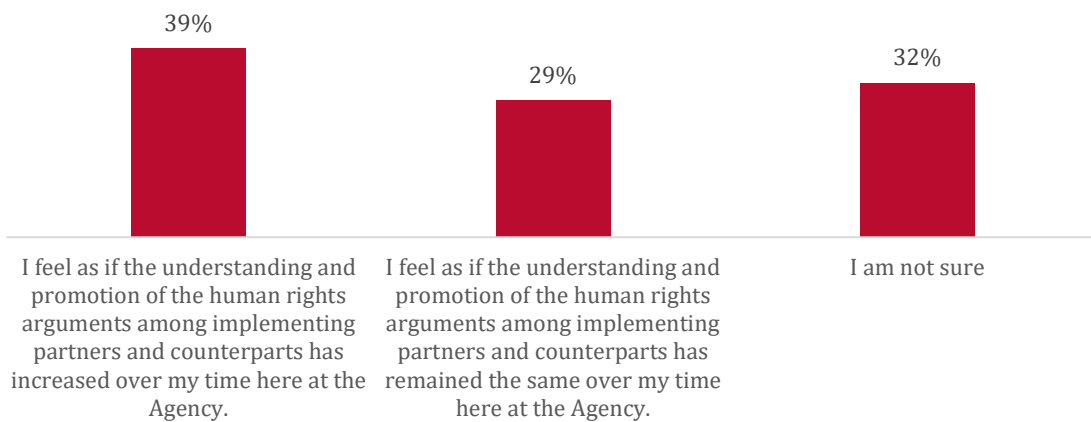
How has your understanding and promotion of the human rights arguments for respecting the equal dignity and value of all persons, including LGBTQI+ persons, changed since 2014? (N=56)





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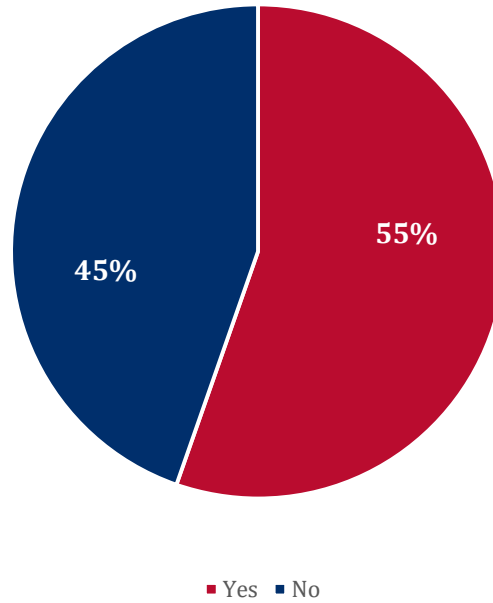
How has the understanding and promotion of the human rights arguments for respecting the equal dignity and value of all persons including LGBTQI+ persons changed among implementing partners and counterparts over your time at the Agency? (N=56)





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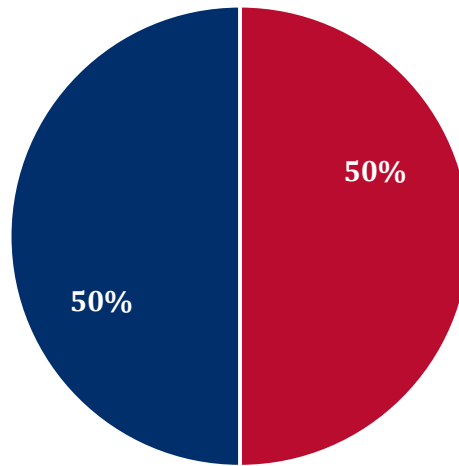
Have you been given access to any Agency resources related to LGBTQI+ and sexual orientation, gender identify expression, or sex characteristics (SOGIESC) programming? (N=56)





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Are there leadership and staffing structures in your
Mission/Operating Unit/Organization that support the design and
implementation of LGBTQI+ and SOGIESC relevant-programming?
(N=56)



■ Yes ■ No



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Does your Mission/OU/Organization communicate and/or work with civil society organizations that represent the interests, priorities, and concerns of LGBTQI+ persons? (N=56)

