

TC DOCUMENT

I. BASIC INFORMATION FOR TC

▪ Country/Region:	Argentina/CSC
▪ TC Name:	Social Exclusion based on Sexual Orientation and Gender Identity (SOGI) in Latin America and the Caribbean (LAC)
▪ TC Number:	AR-X1021
▪ Team Leader/Members:	Anne-Marie Urban (SCL/GDI), Team Leader; Paola Buitrago (SCL/GDI), Co-Team Leader; Lina Uribe (SCL/GDI); Verónica Frisancho (RES/RES); Luis Márquez (MIF/MIF); Rodolfo B. Graham (LEG/SGO); Claudia Oglialoro (ORP/GCM); and María Fernanda García (ORP/PTR).
▪ Indicate if: Operational Support, Client Support, or Research & Dissemination	Research & Dissemination
▪ Date of TC Abstract Authorization:	August 19, 2015
▪ Beneficiary	Argentina
▪ Executing Agency and Contact Name:	Inter-American Development Bank through the Gender and Diversity Division (SCLGDI). Anne-Marie Urban.
▪ Donors Providing Funding:	Project Specific Grant (PSG) from the Dreilinden Foundation, and Canadian Facility for Women Entrepreneurs in LAC from MIF ¹
▪ IDB Funding Requested:	US\$100,000 (PSG contribution from the Dreilinden Foundation: US\$100,000 with parallel contribution of the Canadian Facility for Women Entrepreneurs in LAC from MIF: US\$20,000)
▪ Local Counterpart Funding, if any:	US\$0
▪ Disbursement Period:	24 months for disbursement (23 months for execution)
▪ Required Start Date:	January 15, 2016
▪ Types of Consultants:	Firms and individuals
▪ Prepared by Unit:	SCL/GDI
▪ Unit of Disbursement Responsibility:	Social Sector (SCL/SCL)
▪ TC Included in Country Strategy:	Yes ²
▪ TC Included in CPD:	No
▪ GCI-9 Sector Priority:	No

II. OBJECTIVES AND JUSTIFICATION OF THE TC

- 2.1. **Objectives.** The objectives of this research project are to: (i) collect representative data on Lesbian, Gay, Bisexual, Transgender/Transsexual and Intersexed (LGBTI) populations in Argentina³, taking into account the challenges of such data collection; (ii) gather qualitative information on types of exclusion

¹ The MIF co-financing for the present TC will be administered as a parallel contribution through the execution of the operation/facility RG-M1247, Canadian Facility for Women Entrepreneurs in LAC.

² The beneficiary country agrees that this TC is executed by the IDB (Non objection letter from the Government of Argentina -Chief of the Cabinet of Ministries-, dated August 3, 2015, Annex I). The proposed components and activities are consistent with the IDB Strategy and country programming with Argentina.

³ See the country selection criteria in ¶3.3.

- faced by LGBTI populations and sub-populations in this country; and (iii) identify and organize available data on LGBTI populations in the broader LAC region.
- 2.2. The products associated with this project are: (i) a regional inventory of available statistical information on LGBTI populations in LAC; (ii) estimates of the size and the socioeconomic characteristics of the LGBTI populations in Argentina; (iii) a working paper identifying patterns of exclusion of these populations in Argentina; and; (iv) participation in at least one regional meeting on LGBTI issues to disseminate the results of the research.⁴
 - 2.3. **Justification.** Very little is known about the size of the total LGBTI population in LAC or the types of exclusion they face. Even less information is available to characterize particular LGBTI sub-populations.⁵ These data gaps—and inaccurate stereotypes about LGBTI populations⁶—make policymaking difficult.
 - 2.4. More accurate data on the socioeconomic situation of LGBTI populations in at least one country of the region would increase the IDB's ability to: (i) conduct quality empirical research; (ii) improve the design of future projects that would address the needs of these populations, including social sector projects to improve the delivery of specialized services; and (iii) provide better policy recommendations to combat discrimination based on SOGI. Additionally, the process of data collection and harmonization in Argentina will serve as a basis for replication in other countries of the region in the near future.
 - 2.5. This TC is consistent with the Update to the Institutional Strategy 2010-2020, which commits the Bank to work on issues of social exclusion, including gender and minority-based exclusions in education, labor markets and access to other services. It is also consistent with the Gender and Diversity Sector Framework Document (GN-2800), which calls for exploring “the feasibility of conducting research on the costs to societies of labor market discrimination on the basis of sexual orientation.” In addition, the TC is consistent with the MIF's Canadian Facility for Women Entrepreneurs in LAC (RG-M1247), which seeks to facilitate the transfer of knowledge on gender mainstreaming initiatives to public and private sector entities; the findings of AR-X1021 will help inform programs seeking to grow men and women's businesses.

III. DESCRIPTION OF ACTIVITIES, COMPONENTS AND BUDGET

- 3.1. **Component 1. Data bank of available statistical information on LGBTI populations in LAC.** This activity will create an inventory of the (scarce) existing

⁴ This may be the Bilateral Conference in Montevideo in 2015, assuming that some initial results are ready by the date of the conference. It will be financed via cost savings from other components (if applicable) or financed with Bank administrative budget.

⁵ Overall, there seems to be more available data on gay, bisexual, and other Men who have Sex with Men (MSM) than on other groups such as lesbian, bisexual, and Women who have Sex with Women (WSW). There are also significant differences in the challenges lesbians, gay men, bisexuals, transgender or intersex populations face (See [Data Availability on LGBTI Populations in LAC](#)).

⁶ In many countries, LGBTI individuals are thought to be more wealthy than average; while this may be the case for lesbian and gay individuals for countries for which data are available (outside of the LAC region), it is not true for bisexual, trans or intersex individuals. In fact, the most recent data in the U.S. show that LGBT populations are more vulnerable to poverty than heterosexual people with similar characteristics (Badgett et al., 2013 and 2014).

statistical data—whether collected by national statistical institutes, NGOs or research institutes) on LGBTI populations in the LAC region, as well as social perceptions and attitudes toward these populations. This exercise will also help identify good practices of data collection already in place, as well as local initiatives that potentially could be scaled up to the national level.

- 3.2. **Component 2. Focus groups to identify forms of exclusion faced by LGBTI populations in Argentina.**⁷ The proposed activity will conduct focus groups to better describe and characterize the experiences of exclusion faced by different LGBTI sub-populations. The focus groups will explore the following topics: perceptions and experiences of social exclusion, context in which the exclusion takes place/is perceived, socio-economic conditions, formal and vocational education, job training, employment and types of occupations, entrepreneurship, and access to housing, credit and other services. A minimum of fifteen (15) focus groups will be conducted so as to have three groups of lesbian women, three groups of gay men, three groups of bisexual individuals, three groups of transgender individuals, and three groups of intersex individuals, and in different (at least three) geographic areas in the country. The results of the focus groups will also be of assistance in formulating the questions that will be incorporated in a survey on LGBTI populations in Argentina (see Component 3 for details on this survey).
- 3.3. The selection of Argentina as the country in which the focus groups and sample survey will be conducted was based on the fact that it is a country with relatively high levels of legal protection of LGBTI rights,⁸ but only intermediate levels of social acceptance of homosexuality.⁹ Intermediate levels of social acceptance will likely translate into significant levels of social exclusion against LGBTI individuals which can be analyzed using the data generated; at the same time, the government—as measured by high levels of LGBTI rights—has expressed strong support for social inclusion of LGBTI populations. Thus, the findings of the analytical work are likely to be useful in informing government actions to reduce exclusion based on SOGI.
- 3.4. **Component 3. Statistically representative survey on the size, socioeconomic characteristics and employment conditions of LGBTI populations in Argentina.** This component will finance the design and implementation of a specialized survey. The survey will explore topics such as: SOGI, socio-demographic conditions, formal and vocational education,

⁷ Focus groups are a form of qualitative research in which a group of people are asked about their perceptions and/or experiences regarding particular situations. Questions are asked in an interactive group setting where participants are free to talk with other group members.

⁸ According to the Global Index on Legal Recognition of Homosexual Orientation (GILRHO) developed by Waaldijk (2009) and Badgett et al. (2014), Argentina and Brazil are the LAC countries with the most complete legal framework for protecting LGBT rights with a score of 7 out of a total of 8 points.

⁹ Results from Latinobarometro's 2009 public perceptions survey revealed 17% respondents in Argentina would not like to have a homosexual neighbor, a lower percentage compared to the 29% regional average in LAC. The Pew Research Center (2013) found public opinion on homosexuality was in general positive within LAC, particularly in Argentina where 74% said homosexuality should be accepted, followed by Chile (68%) and Mexico (61%). According to the Latin American Public Opinion Project (LaPop), higher public support (on a 0-100 scale, higher values mean more degrees of support) for same-sex couples' right to marry is found in those countries that have enacted legislation allowing same-sex unions or marriage (Uruguay with 71.1, Argentina with 57.5, Brazil with 45.5, and Chile with 44.7).

- employment and types of occupations, entrepreneurship, and access housing, credit and other services. Ideally, a module exploring these topics will be added to a pre-existing national survey; this “piggybacking” strategy will be much more cost-effective than a stand-alone survey.
- 3.5. LGBTI individuals are difficult to survey both because of their relatively small population sizes and because of stigma in self-identifying as LGBTI. Survey methods can affect the willingness of respondents to report stigmatizing identities and behaviors. Feelings of confidentiality and anonymity increase the likelihood that respondents will be more accurate in reporting sensitive information.¹⁰ One particularly promising methodology for encouraging self-identification among LGBTI populations is list experiments that preserve anonymity, which likely will be used in the data gathering in Argentina.¹¹
 - 3.6. The results of the research (i.e. the survey and the products resulting from Components 1 and 2) will be disseminated in at least one regional meeting on LGBTI issues. The participation in the seminar by lead consultants and the Project Team will be financed through cost savings from the TC components and/or Bank administrative budget, as needed.
 - 3.7. The total cost of this operation is US\$120,000 (see Indicative Budget). Of this, US\$20,000 will be financed by Productivity Fund from the MIF; and US\$100,000 will be financed by a Project Specific Grant (PSG) from the Dreilinden Foundation that will be administered by the Bank according to the procedures established in the “Report on COFABS, *Ad-Hocs* and CLFGS and a Proposal to Unify Them as Project Specific Grants (PSGs)” (Document SC-114). As discussed in the aforementioned procedures, the commitment from the Dreilinden Foundation will be established through a separate administrative arrangement. Under such an arrangement, the resources for this project will be administered by the Bank. The Bank will charge an administrative fee of 5% (as identified in the budget for this technical cooperation operation).
 - 3.8. **Technical and fiduciary responsibility.** SCL/GDI, through the Project Team, will be responsible for supervising the program and for reporting to Donors in compliance with the “Administration Agreement.” In particular, the Project Team will submit to the Donors annual reports with status updates on Project implementation and, following the completion of the Project, the Bank will submit to the Donors a final project report.

¹⁰ The Williams Institute (2011). Available at: <http://williamsinstitute.law.ucla.edu/wp-content/uploads/Gates-How-Many-People-LGBT-Apr-2011.pdf>

¹¹ The basic design of a List Experiment (LE) features a randomly-selected control group, who is given a list of N neutral statements (e.g., “I pay rent for the place I currently reside”), and a treatment group, who receives the same list of N statements plus a sensitive one (e.g., “I am gay”). Both groups are asked to provide the number of statements that hold true, without indicating the ones that are in fact true (the interviewer never knows if the sensitive statement is true). The difference in average responses across groups allows measuring the prevalence of the sensitive issue –the size of the LGBT population. The questions about all other topics rather than SOGI will be asked equally to both groups. The control group in the LE is also inquired directly about their sexual orientation with two objectives. First, the comparison of the prevalence rate measured directly with the one captured by LE will allow us to obtain a measure of the level of underreporting on this specific topic. Second, it allows us to correlate SOGI with other socio-economic characteristics and to analyze possible gaps in key indicators between LGBT and non-LGBT populations. The objective is to protect the privacy of the respondent by asking indirectly about SOGI topics.

Indicative Results Matrix

Expected Outcome	Means of Verification	Comments
Information available to policymakers and other relevant actors on data collection initiatives and the socioeconomic conditions of LGBTI populations in LAC.	Number of downloads (or requests for access) of reports and dataset	Medium run (2+ years)

Expected Outputs

Indicator	Unit of Measure	Baseline	Target	Comments
Component 1. Increased availability of information on existing national and local initiatives on data collection regarding LGBTI population in LAC				
Inventory report of existing national and local initiatives on data collection regarding LGBTI populations in LAC	Report	0	1	Short Run (1-2 years)
Component 2. Qualitative data on exclusion of LGBTI populations in a LAC country				
Report on the qualitative findings from the focus groups with LGBTI sub-populations regarding experiences of exclusion	Report	0	1	Short Run (1-2 years)
Component 3. Increased availability of data on the size and socio-economic characteristics of the LGBTI populations in a LAC country				
Country-specific dataset with primary information of LGBTI populations	Dataset	0	1	Short Run (1-2 years)
Country specific report with estimates of the size and socio-economic characteristics of the LGBTI populations	Report	0	1	Short Run (1-2 years)
Participation in at least one seminar on LGBTI issues to present results of data collection and research	Presentation at seminar	0	1	Short Run (1-2 years)

Indicative Budget (US\$ dollars)

Activity/ Component	Description	IDB (PSG)	MIF (Productivity Fund)	Total Cost
Component 1 Year 1	Consultant to develop a data bank with existing statistical information on LGBTI populations in LAC.	\$15,000	\$0	\$15,000
Component 2 Year 1-2	Focus groups with LGBT sub-populations to complement primary data; Min. 15 focus groups.	\$15,000	\$5,000	\$20,000
Component 3 Year 1-2	Nationally representative survey of LGBTI populations in Argentina. Minimum of 1,500 surveys.	\$65,000	\$15,000	\$80,000
Administrative fee (5%) ¹²		\$5,000	0	\$5,000
TOTAL		\$100,000	\$20,000	\$120,000

¹² The commitment from the Dreilinden Foundation has been established through a separate administrative arrangement. Under such an arrangement, the resources for this project will be administered by the Bank and the Bank will charge an administrative fee of 5%.

- 3.9. The MIF co-financing for this TC will be administered as a parallel contribution through the execution of the operation/facility RG-M1247, Canadian Facility for Women Entrepreneurs in LAC.

IV. EXECUTING AGENCY AND EXECUTION STRUCTURE

- 4.1. Given that this TC will generate knowledge products produced by the Bank, the operation will be implemented by the Inter-American Development Bank through SCL/GDI. The Project Team will be responsible for the preparation and submission of project reporting to donors in compliance with the “Administration Agreement”). The IDB has obtained the corresponding non-objection letter from the country’s official counterpart, the Chief of the Cabinet of Ministries of Argentina (Annex I).¹³ The IDB will work in close coordination with the National Institute against Discrimination, Xenophobia, and Racism of Argentina (INADI), which will act as the local technical counterpart.
- 4.2. The TC will be implemented over a 24 month period. The Bank will contract individual consultants, consulting firms and non-consulting services in accordance with current Bank procurement policies and procedures. Disbursements will be made directly from SCL/GDI.
- 4.3. If at the end of project execution the project was closed with a positive uncommitted and unspent balance, the project team will be responsible for informing ORP/GCM to transfer the unspent balance as agreed to with the donor and the Bank pursuant to the terms of the PSG “Administration Agreement”.¹⁴

V. MAJOR ISSUES

- 5.1. This project has low fiduciary and governance risk. Nonetheless, there are risks of: inadequate quality of the data and analysis generated. On the quality of data collected: the project team will enlist external and Bank experts to comment on the methodology for data collection; in addition, the Bank will select consulting firms with proven experience in data collection at the national and local level in the LAC region. On the quality of data analysis: external reviewers and IDB experts will review all analytical products before dissemination in order to mitigate this risk.

VI. EXCEPTIONS TO BANK POLICY

- 6.1. No exceptions to Bank policy are envisaged.

VII. ENVIRONMENTAL AND SOCIAL STRATEGY

- 7.1 In accordance with the Environment and Safeguards Compliance Policy (OP-703), this TC has been classified under [Category C](#).

¹³ Dated August 3, 2015.

¹⁴ All PSG Administration Agreements include provisions for the use of any unspent balances.

Required Annexes:

- [Annex I. Request from the Client](#)
- [Annex II. Terms of Reference](#)
- [Annex III. Procurement Plan](#)

December 5, 2015