

## TC Document

### I. Basic Information for TC

▪ Country/Region:	Uruguay/CSC
▪ TC Name:	Social Exclusion based on Sexual Orientation and Gender Identity (SOGI) in Secondary Schools in Uruguay
▪ TC Number:	UR-T1197
▪ Team Leader/Members:	Anne-Marie Urban (SCL/GDI), Team Leader; Diana Ortiz (SCL/GDI), Lina Uribe (SCL/GDI), Verónica Frisancho (RES/RES); Virginia Queijo Von Heideken (CSC/CUR); Camila Pereira (CSC/CUR); Guillermo Antonio Eschoyez (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:	May 1, 2018
▪ Beneficiary:	Uruguay
▪ 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.
▪ IDB Funding Requested:	US\$88,074 (PSG contribution from the Dreilinden Foundation: US\$88,074)
▪ Local Counterpart Funding, if any:	US\$0
▪ Disbursement Period (which includes Execution period):	18 months for disbursement (17 months for execution)
▪ Required Start Date:	September 1, 2018
▪ Types of Consultants (firm or individual consultants):	Individuals
▪ Prepared by Unit:	SCL/GDI
▪ Unit of Disbursement Responsibility:	CSC/CUR
▪ TC Included in Country Strategy (y/n):	N <sup>1</sup>
▪ TC Included in CPD (y/n):	N
▪ Alignment to the Update to the Institutional Strategy:	Gender Equality and Diversity

### II. Objectives and Justification of the TC

- 2.1 **Objective.** The objective of this research project is to collect national data in Uruguay on the Lesbian, Gay, Bisexual, Transgender/Transsexual, Intersexed and Queer (LGBTIQ) population in secondary schools (12-18 years old) and the exclusion they face based on their Sexual Orientation and Gender Identity (SOGI).
- 2.2 The products associated with this project are: (i) estimates of the size and the socioeconomic characteristics of the LGBTIQ secondary school population in

<sup>1</sup> The beneficiary country agrees that this TC be executed by the IDB (Non-objection letter from the Government of Uruguay, dated May 30, 2018, Annex I). The proposed components and activities are consistent with the IDB Strategy of Uruguay.

Uruguay; (ii) a working paper characterizing the patterns of SOGI-based exclusion and violence in secondary schools, and policy recommendations for addressing them; and (iii) dissemination of study results in national fora.

- 2.3 **Justification.** There is little data on the size of the LGBTIQ populations in LAC or the specific types of exclusion they face. Evidence from other regions indicates that discrimination against LGBTIQ persons has been associated with high rates of psychiatric disorders,<sup>2</sup> substance abuse,<sup>3</sup> and suicide,<sup>4</sup> and that their experiences of violence and victimization are frequent.<sup>5</sup> Data gaps in LAC make policymaking difficult; more accurate data would increase governments' capacity to design policies and programs that address the specialized needs of these populations and to combat discrimination. Additionally, the process of data collection and harmonization in one country will serve as a basis for adaption of the measurement approach in other contexts and replication in other countries in the region.
- 2.4 Uruguay is the country in the LAC region with the most advanced LGBTIQ rights. It has had in place anti-discrimination laws protecting LGBTIQ persons since 2004, the right of the trans population to obtain identity documents according to their gender identity since 2009, and legislation legalizing same-sex marriages since 2013. Therefore, the Uruguayan government is extremely interested in better understanding and serving its LGBTIQ populations but, like most countries, has many data gaps that make this effort challenging.
- 2.5 In 2016, to help close knowledge gaps, Uruguay's Minister of Social Development (MIDES) launched a Transgender Census, the first census of its kind in Latin America. According to that census, 37% of the trans population experienced discrimination in secondary school. Other qualitative studies identify the school years as a critical phase for the LGBTIQ populations when suicidal thoughts, isolation, and risk behaviors can become a means of escape from exclusion and abuse.<sup>6</sup> MIDES has begun to address the specific needs of LGBTIQ youth as part of its "Educational Centers as Promoters of Human Rights" initiative, a collaborative initiative with the National Administration for Public Education (ANEP).<sup>7</sup> MIDES started working in 25 of the country's schools in 2016 to address issues of sexual diversity, disabilities, racial/ethnic diversity, and other human rights issues, and it plans to expand to at least 60 schools by the end of 2018.
- 2.6 MIDES has identified the need to gather data on the LGBTIQ populations within secondary school to enable them to expand and target their efforts more

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<sup>2</sup> McLaughlin KA, Hatzenbuehler ML, Keyes KM. Responses to discrimination and psychiatric disorders among black, Hispanic, female, and lesbian, gay, and bisexual individuals. *Am J Public Health.* 2010;100(8):1477-84.

<sup>3</sup> Ibanez GE, Purcell DW, Stall R, et al. Sexual risk, substance use, and psychological distress in HIV-positive gay and bisexual men who also inject drugs. *AIDS.* 2005; 19:49-55; and Herek GM, Garnets LD. Sexual orientation and mental health. *Annual Rev of Clinical Psychology.* 2007; 3:353-75.

<sup>4</sup> Remafedi G, French S, Story M, et al. The relationship between suicide risk and sexual orientation: Results of a population-based study. *Am J Public Health.* 1998;88(1):57-60.

<sup>5</sup> Roberts AL, Austin SB, Corliss HL, et al. Pervasive trauma exposure among US sexual orientation minority adults and risk of posttraumatic stress disorder. *Am J Public Health.* 2010 Apr 15.

<sup>6</sup> MIDES. Políticas Públicas y diversidad sexual. Análisis de la heteronormatividad en la vida de las personas y las instituciones. Informe Final. 2013

<sup>7</sup> *Centros Educativos Promotores de Derechos*, in Spanish.

effectively. As such, the findings of the analytical work that will be supported by this technical cooperation will be useful in informing government actions to reduce exclusion based on SOGI.

- 2.7 This TC is consistent with the Update to the Institutional Strategy 2010-2020: Partnering with Latin America and the Caribbean to Improve Lives (AB-3008), which commits the Bank to work on issues of gender equality and diversity, including gender and minority-based exclusion in education, labor markets and access to other services. It is consistent with Uruguay's country strategy (GN-2836) since it will contribute to "promoting equity and social inclusion by supporting youth segments of the most vulnerable populations groups." It is also consistent with the Gender and Diversity Sector Framework Document (GN-2800-8), which states that the Bank will explore, through analytical work, factors that generate the exclusion of LGBTIQ populations and how the Bank can promote their social inclusion.

### III. Description of Activities/Components and Budget

- 3.1 **Component 1. Survey on LGBTIQ populations in secondary schools in Uruguay.** This component will support the design and supervision of a specialized survey that will include a central focus on LGBTIQ issues for the student population (12-18 years old) attending public and private secondary schools in Uruguay. Specifically, the component will support the pilot testing of the survey instrument and protocol for its application, training of surveyors,<sup>8</sup> analysis of the data collected, and dissemination of research results. The survey will explore topics including SOGI, socio-demographic conditions, risky behaviors, life expectations, and experiences with exclusion or violence at school and among peers.
- 3.2 LGBTIQ individuals are difficult to survey both because of their relatively small population sizes and because of stigma in self-identifying as LGBTIQ. Face-to-face direct survey methods can affect the willingness of respondents to report stigmatizing identities and behaviors. The perception of greater levels of confidentiality and anonymity increase the likelihood that respondents will be more accurate in reporting sensitive information.<sup>9</sup> One particularly promising methodology for encouraging self-identification among LGBTIQ populations are list experiments. This indirect survey technique preserves anonymity and has been previously used to measure prevalence rates of violence, abortion, and risky sexual behavior, among other topics. Specifically, a project financed by the IDB has already relied upon this methodology to measure intimate partner violence (IDB-WP-853)<sup>10</sup> and the data gathering in Uruguay will likely incorporate it.

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<sup>8</sup> MIDES staff will lead the data collection exercise together with ANEP personnel (including teachers).

<sup>9</sup> The Williams Institute (2011). Available at: <http://williamsinstitute.law.ucla.edu/wp-content/uploads/Gates-How-Many-People-LGBT-Apr-2011.pdf>

<sup>10</sup> 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 –in this example, the size of the gay 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

- 3.3 The final methodology for the survey will be reviewed by a committee comprised of specialists from MIDES, ANEP, INE and the IDB to ensure that safety and privacy standards are upheld. MIDES, in collaboration with ANEP, will also ensure that parental consent is obtained when necessary, according to national law.
- 3.4 The results of the research (i.e., the survey and the product resulting from Component 2) will be disseminated to relevant stakeholders from MIDES, APEP, INE and other governmental stakeholders at the national and local levels through three events in Uruguay. The TC will finance the design and implementation of the dissemination strategy to ensure that the research results are disseminated broadly to the key stakeholder in the Uruguayan government, civil society organizations, and other international stakeholders.
- 3.5 **Component 2. Focus groups to identify forms of exclusion faced by LGBTIQ youth.** The objective of this component is to gather additional qualitative information on attitudes towards the LGBTIQ populations and the types of exclusion and violence they face in the school context. The focus groups<sup>11</sup> will explore with students as well as educators/administrators topics such as: (i) perceptions and experiences of social exclusion; (ii) bullying and violence against LGBTIQ students; (iii) the context in which the exclusion or violence takes place/is perceived; (iv) future prospects for LGBTIQ students (with regards to higher education, jobs, family relationships); (v) existing sources of support at school, in the community, within families; and (vi) perceptions on what interventions would be most useful to address the issues identified. A minimum of eight (8) focus groups will be conducted in different geographic areas in the country. The results of the focus groups will help the validation of the results obtained in the survey for secondary students in Uruguay (see Component 1) as well as MIDES' plans for future school-based activities to reduce discrimination against LGBTIQ students.
- 3.6 **Results.** The main result of the project will be quantitative and qualitative information made available to policymakers on social exclusion and violence against LGBTIQ youth in secondary schools. This information will be used by MIDES and ANDP to inform their interventions aimed at promoting respect for and inclusion of LGBTIQ youth in secondary schools. The specific outputs are listed in Annex II, Results Matrix.
- 3.7 **Budget.** The total cost of this operation is US\$88,074 (see Indicative Budget) that will be financed by the uncommitted resources cancelled from the closed operation AR-X1021.<sup>12</sup> The grant (PSG) from the Dreilinden Foundation will be administered by the Bank according to the procedures established in the "Report on COFABS,

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measure of the level of underreporting on this specific topic. Second, it allows us to correlate SOGI with other socio-economic characteristics at the individual level 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.

<sup>11</sup> 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.

<sup>12</sup> AR-X1021 was financed by a PSG from the Dreilinden Foundation in the amount of US\$100,000. The Dreilinden Foundation has agreed to use the unused resources from AR-X1021 to finance this operation, as reflected in the PSG administration agreement.

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.<sup>13</sup> Under such an arrangement, the resources for this project will be administered by the Bank.

#### Indicative Budget (US\$ dollars)

Activity/ Component	Description	IDB (PSG)	Total Funding
Component 1 Year 1	Supervision of fieldwork for the survey of youth LGBTIQ populations in schools in Uruguay.	25,000	25,000
Component 1 Year 1	Analysis of survey results; Report of results; and Presentation of results in national events with governmental stakeholders.	9,000	9,000
Component 1 Year 2	Design and implementation of a Dissemination Strategy for survey results and the findings of the qualitative study from Component 2.	26,574	26,574
Component 2 Year 1-2	Collection and analysis of qualitative data through focus groups with LGBT secondary school students and educators to complement primary survey data (Minimum of 8 focus groups); Report of findings with policy recommendations; Presentation of findings in 3 national events with governmental stakeholders.	27,500	27,500
<b>Total</b>		<b>88,074</b>	<b>88,074</b>

- 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.” 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.

#### 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. 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 Ministry of the Economy and Finance of Uruguay (Annex I). The IDB will work in close coordination with MIDES and the National Institute of Statistics (INE), which will act as the local technical counterparts.

<sup>13</sup> Prior to the first disbursement, the Bank and the Dreilinden Foundation must have signed the respective administrative agreement.

- 4.2 The TC will be implemented over a 18-month period. The Bank will contract individual consultants 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".<sup>14</sup>

## **V. Major Issues**

- 5.1 This project has low fiduciary and governance risk. Nonetheless, there is a risk 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 consultants 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](#).

### **Required Annexes:**

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

August 3, 2018

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<sup>14</sup> All PSG Administration Agreements include provisions for the use of any unspent balances.

**Social-Exclusion based on Sexual Orientation and Gender Identity (SOGI)  
in Secondary Schools in Uruguay**

**UR-T1197**

**Certification**

I hereby certify that this operation was approved for financing under the **COFINANCING SPECIAL GRANTS Account (COF)** through a Project-Specific Grant (PSG) administration agreement, signed by the IDB and the Dreilinden Foundation, committing an amount of up to **USD88,074** in order to finance the activities described and budgeted in this document.

Certified by:

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Sonia M. Rivera  
Chief  
Grants and Co-Financing Management Unit  
ORP/GCM

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Date