



OUTRIGHT  
INTERNATIONAL

# ENHANCING DOMESTIC VIOLENCE PROTECTIONS FOR LGBT PEOPLE IN THE PHILIPPINES AND SRI LANKA

June 2018

# Executive Summary

This report is based on an internal Final Evaluation conducted by Outright International for a 27-month project funded by a Human Rights Initiative grant from the Open Society Foundations to improve domestic violence protections for LGBT people in the Philippines and Sri Lanka. The project is undertaken by Outright in partnership with EnGenderRights (EGR), a national NGO that advances women's rights, non-discrimination, and equality for lesbians and bisexual women in the Philippines, and Women and Media Collective (WMC), a feminist women's NGO in Sri Lanka that bridges state-level policy advocacy and grassroots women's activism and coordinated the civil society campaign that led to the passage of the Sri Lanka Domestic Violence Act of 2005.

The purpose of the Final Evaluation is to examine project outcomes, review their relevance, effectiveness and impacts, and assess the project's sustainability, including replicability. The evaluation also looks at challenges constraining and impacting results, how they were overcome, and the internal and external factors accelerating or slowing down desired changes. Findings lead to a number of conclusions on whether the project did what it set out to do for LGBT communities in the Philippines and Sri Lanka and some recommendations for next steps.

## Key Achievements

- ✓ The local government of Quezon City where the Philippines project is based has recognized SOGIE as criteria for good governance. The Vice Mayor champions the project and is advancing the institutionalization of safety and protections for LGBTI people. Over half of Quezon City's barangays (equivalent to village administrative units) that have been capacitated by Outright and EGR are moving in the right direction towards creating an LGBTI friendly environment in Quezon City.
- ✓ In Sri Lanka, allies in the mental health sector and LBT activists collaborated for the first time and produced the country's inaugural Counselors' Manual. It is being used in SOGIE-sensitization trainings for practicing counselors working to address domestic violence and family violence (DV/FV). A good start has been made to "queering" mental health engagement with issues of sexuality and gender non-conformity.

**"Participating in the project, my knowledge on LGBTI people widened. It served as a guide on how I can conduct my job as VAW desk officer. Before I didn't know how to approach LGBTI people. Before I didn't really know how to talk to them. I didn't know how to accept them without judging. Before when an LGBTI person would come to me, I would immediately say or make a comment "you are gay, you are a lesbian", I learned that you are not supposed to say these things. There are LGBTI who come to the barangay and unlike before when they do not know who to approach, I noticed now, LGBTI people know who to approach already. They look for me. I'm able to take care of them. I noticed that before they were quite afraid when they have a complaint because for instance, sometimes the BPSO is not that accommodating, you hear comments like "you're making a complaint, you're lesbian, you're gay". Now it's different. People feel less afraid."**

Consesa Mallalin, Quezon City, January 8, 2018

## Lessons Learned from Philippines and Sri Lanka and Recommended Next Steps

Outcomes and Challenges	Recommendations
<p>1. In both countries, the projects are well-received, as reflected by the strong desire of implementing partners, target groups, and stakeholder allies to continue working on the project. However, implementation challenges created delays that led to shortened trainings. While all training targets report greater confidence in their abilities to work with LGBTI/LBT people, there are also many requests for refresher trainings and technical assistance.</p>	<p>→ New funding is needed to enable Outright, EGR and WMC to scale up capacity trainings, including refresher trainings, and follow-up technical assistance to ensure service providers effectively implement the Quezon City Protocol and Sri Lanka Counselors' Manual to improve protections for DV/FV.</p>
<p>2. The Protocol is available in English and the Manual is available in English and Sinhala. These pathbreaking tools are well-received and must be accessible in the main working languages of service providers—Tagalog in the Philippines and Tamil in Sri Lanka. This will not only enhance the capacity of service providers but also diversify which LGBTI/LBT communities get services.</p>	<p>→ New funding is needed to translate the Quezon City Protocol into Tagalog or Taglish (mix of Tagalog and English) and the Sri Lanka Counselors' Manual into Tamil. This kind of project requires nuanced, contextual translation to accurately convey complex concepts and realities such as SOGIE, LGBTI/LBT rights, household violence, how to do ethical interventions, and laws relating to LGBTI people—which increases the translation cost.</p>
<p>3. Based on the findings on sustainability, there's strong indication that project participants and stakeholders in the Philippines and Sri Lanka and Outright and its partners are ready to scale up activities. More engagement by more people means more access to inclusive DV/FV services and interventions for LGBTI/LBT communities.</p>	<p>→ New funding will build on the project's horizontal effectiveness—specifically the following:</p> <ul style="list-style-type: none"> <li>○ In the Philippines, remaining 70 barangays in Quezon City will be trained. This will improve access for more LGBTI to SOGIE-sensitive frontline services.</li> <li>○ Replicate the model in new cities as more and more anti-discrimination ordinances are being passed at the local level in the Philippines.</li> <li>○ In Sri Lanka the new conceptual framework that WMC is proposing for a new Sexuality and Gender Program is exciting. There's potential to activate a new younger generation of counselors and NGO women.</li> <li>○ WMC partners with an organization that works in the Tamil community—e.g., Suriya Women's Development Center in Batticaloa.</li> </ul>

Outcomes and Challenges	Recommendations
<p>4. In the Philippines, Quezon City’s supportive local government is a key factor in accelerating desired changes of the project. This promises vertical effectiveness in terms of local government accountability for protecting LGBTI people from household violence. However, there’s uneven cooperation of barangay leaders and government agencies. This affects stakeholder engagement.</p> <p>Also, the high turnover rate of barangay officers in charge of frontline defenses affects continuity of service delivery and sustainability of capacitation outcomes.</p>	<ul style="list-style-type: none"> <li>→ To ensure sustainability of training outcomes, Outright and EGR must work closely with capacitated barangay officers on proper knowledge and skills transfer in a timely way to ensure continuity of LGBTI responsive services.</li> <li>→ To ensure that trainings of Quezon City’s 70 remaining barangays can go forward smoothly, Outright and EGR need the support and active engagement of the Vice Mayor’s Office to overcome challenges with LGBTI unfriendly barangay leaders. Improving stakeholder engagement advances institutionalization of DV/FV protections for LGBTI people and also proper implementation of the Gender Fair Ordinance.</li> <li>→ Capacitated barangays have a responsibility to publicize availability of LGBTI inclusive services and do community education about the value of seeking help for DV/FV in order to reduce the harms from this violence.</li> </ul>
<p>5. In Sri Lanka, a stagnating political environment brought no legal wins for LGBTI rights. This has negative implications—for openly advocating LGBT rights, breaking silence of DV/FV, and openly publicizing NGO services to LBT people.</p>	<ul style="list-style-type: none"> <li>→ Capacitated counseling organizations have a responsibility to incorporate SOGIE sensitivity in their mandates, bring LBT DV/FV out of the shadows, and facilitate easier access to LBT inclusive support for mental health vulnerabilities.</li> <li>→ WMC can expand their social media campaign to champion zero tolerance for DV/FV in LBT/LGBT communities. Collaborate with Outright to link social media messaging to the “no one left behind” approach to fulfilling the United Nations Sustainable Development Goals (SDGs). In particular SDG 3 for good health and well-being and SDG 5 on gender equality are entry points.</li> </ul>
<p>6. In both Sri Lanka and the Philippines, the strength of effective international, national and local partnerships proved vital for reaching the right target audience for capacity building. However, there is insufficient outreach to LGBTI/LBT people who are the key beneficiaries of the project.</p>	<ul style="list-style-type: none"> <li>→ Given the sensitivity of DV/FV issues in LGBTI/LBT communities and very low uptake of DV/FV services in both the Philippines and Sri Lanka, targeted efforts are needed to educate the community about its rights to safety from DV/FV, encourage help-seeking to reduce harms from DV/FV, publicize availability of SOGIE-friendly services, and provide a referral system.</li> <li>→ More local government resources are needed in Quezon City for family and LGBTI community education about the harmful impacts of DV/FV and the value of timely effective interventions—by sensitized, SOGIE-supportive barangay officers or counsellors.</li> <li>→ A combination of online media, traditional media, online communication delivery methods, and performance art can be used to communicate, educate, and advocate.</li> </ul>

Outcomes and Challenges	Recommendations
<p>7. There are many good immediate outcomes of trainings—such as increased awareness, newly gained knowledge, internal changes in participating barangays, and strong desire to assist LGBTI/LBT persons facing DV/FV. There also remain uncertainties about what changes capacity building has brought to quality of DV/FV services and interactions with LGBTI/LBT people, and how this affects LGBTI/LBT experiences of seeking help for DV/FV.</p>	<ul style="list-style-type: none"> <li>→ To offset uncertainties about impacts of outcomes that have been achieved in both Sri Lanka and Philippines, there must be systematic and regular monitoring, documenting and reporting impacts.</li> <li>→ Lessons learned will benefit the new phase of the project and replication in other cities.</li> <li>→ Evidence is needed to answer these questions:                             <ul style="list-style-type: none"> <li>○ How well is the Quezon City Protocol or Sri Lanka Counseling Manual is being implemented?</li> <li>○ How have service delivery and service provider interactions improved for LGBTI/LBT victims of DV/FV?</li> <li>○ How many service referrals have there been for DV/FV to LBT?</li> <li>○ Are LGBTI/LBT persons aware about newly available inclusive services?</li> <li>○ Are more LGBTI/LBT utilizing the new sensitized services?</li> <li>○ What are experiences of service providers and what are experiences of LGBTI/LBT persons seeking help from barangays in Quezon City and counselors and women’s NGOs in Sri Lanka?</li> </ul> </li> <li>→ No doubt these assessments must be done without breaching privacy and confidentiality of LGBTI/LBT service users—hence, collaboration between Outright, EGR, WMC and M&amp;E experts is needed to ensure confidential, sensitive and safe data collection.</li> </ul>
<p>8. Based on findings about relevance, effectiveness and sustainability, it is clear that this project is replicable in new regions of partner countries, with different ethnic groups of LGBTI/LBT people, and also to expand to other countries. Better understanding of challenges will strengthen future project design and implementation.</p>	<ul style="list-style-type: none"> <li>→ New data collection and analysis of internal and external barriers to help-seeking by LGBTI people would be useful for the project and future programs to improve DV/FV protections.</li> <li>→ Quantitative and qualitative data can be gathered via online and offline methods appropriate to country context.</li> <li>→ A report of the findings will be useful for all current and future project partners and stakeholders.</li> </ul>