



Evaluation of the United Nations Free & Equal Campaign

Final report

External Consultants have prepared this report. The views expressed herein are those of the Consultants and therefore do not necessarily reflect the official opinion of OHCHR.

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Table of Acronyms

• AWP	Annual work plan
• BHRU	Business and Human Rights Unit
• CO	Country Office
• CSO	Civil Society Organization
• EOY	End of Year Report
• FOTCD	Field Operations and Technical Cooperation Division
• FP	OHCHR Field Presence
• HC	UN High Commissioner for Human Rights
• HR	Human rights
• HQ	OHCHR Headquarters
• HRC	Human Rights Council
• IDAHOT	International Day against Homophobia, Biphobia and Transphobia
• IE SOGI	Independent Expert on sexual orientation and gender identity
• ILO	International Labour Organization
• IOM	International Organization for Migration
• LGBTI	Lesbian, Gay, Bisexual, Trans and Intersex
• NGO	Non-governmental organization
• NHRI	National Human Rights Institution
• OHCHR	UN Office of the High Commissioner for Human Rights
• PPMES	Policy, Planning, Monitoring and Evaluation Service
• PSMS	Programme Support and Management Services
• PBRB	Programme and Budget Review Board
• RC	The UN Resident Coordinator
• RGA	Regional Gender Advisors
• RO-CADR	Regional Office for Central America and Dominican Republic
• ROSA	Regional Office for South America
• SG	Secretary General of the United Nations
• ToRs	Terms of Reference
• UN	United Nations
• UNAIDS	Joint United Nations Programme on HIV/AIDS
• UNCT	UN country team
• UNDP	United Nations Development Programme
• UNHCR	United Nations High Commissioner for Refugees
• UNESCO	United Nations Educational, Scientific and Cultural Organization
• UNFPA	United Nations Population Fund
• WARO	Regional Office for West Africa
• WHO	World Health Organization
• WRGS	Women's Human Rights and Gender Section

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Executive Summary

Background

This report presents the results of an independent evaluation of the United Nations (UN) Free & Equal campaign, which was launched by the UN Office of the High Commissioner for Human Rights (OHCHR) in July 2013 and raises awareness of sexual, gender and bodily diversity, and promote equal rights and fair treatment of lesbian, gay, bi, trans and intersex (LGBTI) people.¹

This campaign has been OHCHR's longest running public information campaign while also being the first sustained OHCHR human rights-related public information initiative to focus on a single thematic area. The UN Free & Equal campaign is implemented in partnership with other UN agencies, as well as by lesbian, gay, bisexual, trans and intersex (LGBTI) and other human rights civil society organizations (CSOs) and other stakeholders – all of whom help shape and disseminate campaign materials.

Over the years, an increasing additional focus of the campaign has been to support and fund OHCHR and UN field presences (FP) to develop and implement national UN Free & Equal campaigns supporting the work at the national level.

In 2019, the number of national and regional campaigns increased from 12 to 17. In 2020 there were full-scale national campaigns in Albania, Brazil, Cambodia, Cabo Verde, Dominican Republic, The Gambia, Guatemala, Haiti, Mongolia, Peru, Serbia, Sri Lanka, Timor-Leste, Ukraine, Uruguay, Viet Nam, and a sub-regional campaign in Central America.

In the past, national campaigns have been implemented in the following additional countries: Chile, China, Colombia, Ecuador, El Salvador, Honduras, India, Mexico, Pacific Islands countries, Panama, Paraguay, South Africa and the United States of America.

Methodology

The evaluation is organized around the five evaluation criteria defined by the Organization for Economic Co-operation and Development's Development Assistance Committee (OECD-DAC) and set out in the evaluation terms of reference (ToRs). As this evaluation has a specific focus on promoting equal rights and fair treatment of LGBTI people, the evaluation team sought to provide information on the equal representation of sexual, gender and bodily diversity within the LGBTI community. The evaluation team also considered a representative sample of civil society actors and other partners, taking into account intersectional factors, including geographical location, class, age, ethnic diversity, disability and migration status. The evaluation took lessons learning and utilization-focused approaches.

The evaluation was conducted by two independent external consultants between September 2020 and March 2021. The evaluation team used a mixed-methods approach and triangulated different sources of data, with a particular focus on methods to determine lessons concerning what worked, what didn't, and why. The methodology included: review of key documents; an inception phase and development of an evaluation analytical framework and evaluation tools;

¹ <https://www.unfe.org/>. While the campaign initially focused on lesbian, gay, bi and trans people, it added a focus and specific content on intersex people starting in 2015.

individual and focus groups interviews conducted remotely; and four case studies illustrating good practice.

Main Findings

Relevance

The UN Free & Equal campaign is an important initiative that has had impact in places across the globe where discrimination against LGBTI people remains prevalent in policies and public attitudes. This evaluation found that positive messaging and the provision of expert information have been key to the success of the campaign. An important take away from the evidence reviewed is that the campaign has supported efforts both nationally and globally to help shape public opinion about the rights of LGBTI people.

At the national level, campaigns have demonstrated flexibility in adjusting to the needs and concerns of different beneficiaries by holding consultations with stakeholders to ensure that their approaches are grounded in the realities of LGBTI communities. The strategy to appeal to families and friends has enabled the campaign to connect to people in very restrictive environments, which according to stakeholders working at the national level would not be possible if the campaign was only grounded in denouncing human rights violations. Producing authoritative information has also been relevant to raise awareness, address misconceptions and dispel stereotypes which are often the source of stigma and abuse.

At the global level, dialogues with LGBTI communities, policy makers and other stakeholders have ensured that campaign outputs are relevant to the needs of their beneficiaries. Despite the lack of a campaign-specific² planning document, the UN Free & Equal campaign has been highly strategic in seizing growing political opportunities to work on LGBTI issues internationally and nationally. The evidence also indicates that the reorientation of the campaign from global to national was the right strategic approach.

Despite these important developments, this evaluation has revealed that the UN Free & Equal campaign should work to strengthen the participation of CSOs in the strategic prioritization process of the campaign to facilitate a broader dialogue on specific areas for the campaign to focus on.

Efficiency

The evaluation team concludes that the results achieved fully justified the resources invested in the UN Free & Equal campaign as both the global and the national campaigns have achieved substantial results with limited resources. However, current levels of staffing are inadequate for the level of coordination and support required by national campaigns and to facilitate the sharing of cross-regional experiences among national campaigns.

National campaigns highly value the constructive feedback and guidance provided by the global campaign management team to articulate national proposals, report on progress and ensure

² The campaign forms part of OHCHR's overall planning framework and management system, and is included in the OHCHR Office Management Plan 2018-2021. However, the evaluation team was unable to find an overarching implementation strategy or planning document specific to the UN Free & Equal campaign.

coherence with the campaign's overall goal. The evaluation team, however, identified several challenges related to campaign management and existing OHCHR rules, procedures and annual planning cycle timeline, including delays in the transfer of funds to national campaigns, lack of flexibility in budget expenditure and insufficient time to develop proposals in close consultation with partners.

While there is already communication and coordination with some OHCHR thematic clusters and desk officers, this is an area that needs to be broadened and strengthened. Likewise, while there is already some communication between the UN Free and Equal campaign management and OHCHR's regional offices and Regional Gender Advisors (RGAs), it doesn't seem to be consistent enough to contribute to the development of a long-term vision for the regions.

Overall, national campaigns have delivered planned activities according to the approved proposals; however, most have been impacted by long delays in the confirmation and transfer of funds. Delays in the recruitment of consultants, budgetary limitations and lack of proper handover between hosting agencies or staff have also been reported as an obstacle that has impacted the timely implementation of campaign activities. In some countries, external factors related to the political context, internal capacities within ministries or COVID-19 have affected timely implementation.

The monitoring system currently in place, which includes the reporting under the performance monitoring system (PMS) and the campaign's annual reporting system, seems efficient in systematically collecting data on outputs and activities. However, it is inadequate for assessing the campaigns' results at a higher level and incorporating lessons learned in planning cycles.

Effectiveness

The evaluation team concludes that, overall, the UN Free & Equal campaign has been very effective in achieving planned results. The interviews and the evidence reviewed—including progress reports from national campaigns, the UN Free & Equal campaign annual progress reports, available end of the year (EOY) reports from PMS and communication products—show that a significant majority of outputs were achieved at the global and the national levels.

The global and national campaigns have produced and disseminated a wide range of communications products and tools, including videos, photos, infographics and fact sheets, that have contributed to delivering campaign messages supporting LGBTI equality and acceptance and countering prejudice and harmful stereotypes.

National campaigns have used international days and national commemoration days to raise awareness about the rights of LGBTI people and promote acceptance. At the global level, the campaign has worked together with the UN LGBTI Core Group at UNHQ in New York to host events, including high-level discussions at the UN General Assembly. National campaigns have also found creative ways to shape public opinion through a wide range of public information activities and artistic and sports initiatives.

Engaging with the business sector to enhance compliance with the UN Global Compact and the Standards of Conduct for Business on tackling discrimination against LGBTI people have contributed to raise awareness in the private sector about companies' human rights responsibilities and to make workplaces a safer place for LGBTI people. The UN Free & Equal

campaign has also facilitated discussions at public events and in schools and universities that have contributed to changes in attitudes among young people.

Lastly, national campaigns have also used their convening power to create opportunities for LGBTI communities to engage with national authorities. The UN Free & Equal campaign has also contributed to strengthening LGBTI organizing efforts by promoting alliance building between LGBTI groups and human rights organizations, which has helped to anchor the rights of LGBTI people within the larger human rights movement and build broader coalitions.

Impact Orientation

UN Free & Equal global and national campaigns have made significant contributions towards the overall campaign's goal—to increase awareness of sexual, gender and bodily diversity and greater respect for equal rights and fair treatment of LGBTI people everywhere.

As a public information campaign, the UN Free & Equal campaign has clearly established where the UN system stands on LGBTI issues and provided a platform for UN leadership at the global and national levels to support LGBTI communities across the world. National campaigns have also conducted inclusion training for UN staff, contributing to building a better understanding of gender diversity and equality within the UN system.

The campaign has empowered staff members across the UN system to work on the rights of LGBTI people. The evaluation found that the UN Free & Equal campaign has provided local UN staff with a safe umbrella, interagency support, funding and communication products and tools to adapt to their national contexts. Working under the umbrella of the UN has helped the campaign provide opportunities for the LGBTI community and the CSOs working with them to engage with State institutions, the private sector, the media, as well as their families and other community members.

Sustainability

Building on existing local efforts and involving a multitude of stakeholders contributes to the sustainability of campaign results. The UN Free & Equal campaign has produced high-quality content that partners can continue to use in their work. National campaigns have also contributed to building lasting relationships among local stakeholders that will continue beyond the duration of campaign activities. Additionally, campaign efforts have helped establish networks and support the creation of new organizations. UN Free & Equal campaign efforts also contribute to the transfer of knowledge to UN country teams (UNCT). These efforts, if sustained, will likely contribute to the integration of UN Free & Equal work in the agenda of UNCTs.

However, the sustainability of campaign efforts can be hindered by limited financial resources and staff turnover in national campaign teams. The lack of capacity of the global campaign management to continue to support this work can also affect the sustainability of results.

Gender and human rights integration

Both global and national campaigns have adequately represented women, youth and older persons as LGBTI people or their allies. The global campaign messaging has over time strengthened its focus on intersectionality of homophobia, transphobia and sexism and

gender-based violence (GBV). More recently, the campaign has also focused on discrimination against migrants. However, the connections with other intersecting issues like race, disability and climate justice are limited and need to be strengthened. The global and national campaigns should, in both their messaging and messengers, strengthen the intersectional nature of discrimination experienced by many LGBTI people. Establishing these intersections would expand the campaign's reach and better position the rights of LGBTI people into the main human rights discourse. The campaign also needs to reach out to broader gender justice and human rights networks in countries and regions.

Conclusions and Recommendations

Conclusions

The role of the UN Free & Equal campaign continues to be relevant in a context where discrimination and stigma are still prevalent in policies and attitudes across the world. The evaluation found that positive messaging and the provision of expert information have been key to the success of the campaign.

The evaluation team concludes that the results achieved fully justified the resources invested in the UN Free & Equal campaign as both the global and national campaigns have achieved substantial results with limited resources. However, current levels of staffing are inadequate for the level of coordination and support required by national campaigns and to facilitate the cross-regional sharing of experiences among national campaigns.

Overall, the UN Free & Equal campaign has been very effective in achieving planned results. The interviews and the evidence reviewed show that a significant majority of outputs were achieved at the global and national level. National campaigns have delivered planned activities according to the approved proposals; however, most have been affected by long delays in the confirmation and transfer of funds.

UN Free & Equal campaigns have made significant contributions towards the campaign's overall goal—to increase awareness of sexual, gender and bodily diversity and greater respect for equal rights and fair treatment of LGBTI people.

Building on existing local efforts and involving a multitude of stakeholders contribute to the sustainability of campaign results. The UN Free & Equal campaign has produced high-quality content that partners can continue to use in their work. National campaigns have also contributed to building lasting relationships among local stakeholders that will continue beyond the duration of campaign activities. Additionally, campaign efforts have helped to establish networks and support the creation of new organizations. UN Free & Equal campaign efforts also contribute to the transfer of knowledge to UNCTs. These efforts, if sustained, will likely contribute to the integration of the UN Free & Equal campaign work in the agenda of UNCTs.

Both global and national campaigns have adequately represented women, youth and older persons as LGBTI people or allies. However, the campaign has limited connections to the larger women's rights and gender work and other intersecting issues like race, disability and climate justice.

Recommendations

Strategic planning

1) The UN Free & Equal campaign management team should develop a campaign-specific, stand-alone four-year planning framework and a theory of change for the campaign articulating how the activities undertaken at the global and the national level contribute to achieving the goals and objectives of the campaign. The framework and theory of change should:

- Set specific outcomes and outputs for the global campaign, and articulate how those will contribute to the change that the campaign is trying to achieve;
- Describe how national campaigns contribute to the overall results of the global campaign;
- Explain how the campaign has prioritized countries and regions and the reasoning behind the selection;
- Articulate the architecture of the campaign, including how the campaign relates to the overall work of OHCHR on the rights of LGBTI people in countries and regions, and how the campaign involves or plans to involve regional offices and the role of RGAs in the campaign's work.

The planning framework does not have to change what the campaign is currently doing but articulate what the campaign is trying to achieve as a whole, help define the specific results that the campaign is trying to achieve, and define the involvement and role of different parts of the Office in achieving those results.

2) The OHCHR Programme and Budget Review Board (PBRB) should ensure the integration of the UN Free & Equal campaign in the extension of the OHCHR Office Management Plan (OMP) 2022 -2023, with clear linkages to the work of different sections and units at OHCHR to provide solid basis for intersectional planning.

Campaign management and administration

To strengthen the management and administration of the campaign, the UN Free & Equal campaign management team, together with the Programme Support and Management Services (PSMS), when relevant, should:

3) Extend the programmatic cycle from one to two years to give national campaigns more time to implement activities once the funds have been received. Although OHCHR operates on a yearly planning and budgeting cycle, the UN Free & Equal campaign management team should consider a two-year planning cycle with a review point at the end of each year and subject to confirmation of sufficient funding in the next cycle. Extending the cycle to two years is key to provide more time to national campaigns to organize consultations with the UNCTs and external stakeholders and help reduce the workload of the global management team.

4) Negotiate with donors the possibility to provide partners with a no-cost extension in cases where restrictions related to COVID-19 and other circumstances (including the late transfer of funds) prevents the implementation of activities.

5) Clarify with partners, prior to the development of proposals, the UN financial rules on budget expenditures. Ensure that partners understand that current rules do not allow the use of campaign funding to be used for travel and catering expenses.

6) Clarify and streamline (to the extent possible) administrative procedures to avoid delays in fund transfers and the recruitment of project consultants. At a minimum, national teams should be informed of expected timelines to receive funds so they can plan the implementation of activities accordingly.

7) Ensure proper handover between partner agencies or staff in national campaigns. The UN Free & Equal campaign management team should support national teams to ensure an appropriate handover. This may entail facilitating communication between agencies and drafting a document detailing timelines, the precise status of projects, the roles of different agencies and staff, and a detailed description of unfinished projects.

Coordination and communication

8) The UN Free & Equal campaign management team should:

a. Strengthen the strategic engagement between the global and national campaigns. This could be achieved by facilitating periodic meetings with national campaign leads to discuss emerging opportunities and to share best practices and lessons learned. These meetings should also be an opportunity for national campaigns to raise substantive issues about the campaign and contribute to the global campaign's overall strategy.

b. Improve communication and coordination with OHCHR's regional offices and RGAs to ensure their input into national campaign plans and identify possible campaign focus at regional level, where relevant. Regular communication is critical to contribute to the development of a long-term vision for the work of the campaign in the regions and to articulate the connections between the campaign and OHCHR's broader work on gender equality.

c. Strengthen communication with OHCHR's thematic clusters to better address intersecting forms of discrimination.

d. Strengthen the involvement of FOTCD desk officers in determining the focus of specific national campaign activities.

The planning framework should establish the appropriate frequency of communication with all these different actors.

9) National campaign teams should expand CSO consultations and consider more diverse grassroots movements and communities beyond urban areas. National campaigns should also strengthen communication with existing women's rights and human rights actors to anchor the rights of LGBTI people in the main human rights discourse and bring onboard more allies who can take messages to audiences that LGBTI messengers may not reach.

Monitoring and evaluation

The UN Free & Equal campaign management team should:

10) Strengthen the capacity of national campaigns to articulate clear and concrete goals, outcomes and outputs. The workshop organized by the campaign management in December 2020 on addressing the different components of a theory of change and its application to the national campaign templates needs to be followed up.

11) Support national campaigns to develop different type of indicators (outcome and output indicators) in their result frameworks to capture results at a higher level. For example, use indicators that help campaign teams to measure how activities are contributing to change

perceptions, enhance knowledge of specific audiences, support base growth among different stakeholders (families or policymakers) or the quality of the media coverage.

12) Invest resources to support national teams to develop and implement tools such as surveys and follow up interviews to collect information on the impact of activities. Showing the success of the campaign in changing perceptions and increasing knowledge will not only enhance funding opportunities but can also be a powerful tool to advocate among stakeholders at the national level.

Communication tools and dissemination

The UN Free & Equal campaign management team should:

13) Develop media engagement and dissemination plans addressing how materials are to be disseminated by which actors to ensure that communications materials reach more audiences. Dissemination plans should include more support for cross-country sharing of products and the promotion of more materials and videos produced by national campaigns on the UN Free & Equal campaign website.

14) Make more use of paid advertising in social media, as well as traditional media, including TV ads, radio, billboards and posters in bus stops to reach the target moveable middle audience.

15) Work closely with national campaigns to bring on board more messengers, including public figures, artists, allies in broader human rights work, government officials, private sector representatives and community leaders. Particular attention should be paid to the role that religious leaders can play in rooting campaign messages of respect, love and acceptance as religion continues to be a force of stigmatization in most regions.

16) Produce materials targeting particular regions and languages outside the UN main languages to help expand outreach and advocacy in complex environments like in the African region. The campaign should explore approaches to sharing the campaign messaging where an all-out public campaign is not possible.

17) Utilize more regional organizations advocating for the rights of LGBTI people outside the Global North to bring more diverse voices and representation to the global campaign. The involvement of regional organizations in the Global South can help establish relationships to expand the campaign messages to more regions, especially where the campaign uptake has been poor. These networks can also be instrumental in sharing knowledge about what kind of campaign materials would be relevant in difficult contexts. This is cognizant of the fact that the campaign is reliant on UNCTs taking ownership.

Diversity and intersectionality

The UN Free & Equal campaign management team should:

18) Strengthen messaging and include more messengers to further address the intersectional nature of discrimination experienced by many LGBTI people, highlighting the interaction between homophobia and transphobia and other forms of discrimination, including racism, ethnicity and discrimination based on disability and social-economic status. The campaign should bring on a diversity of people with different disabilities to disseminate campaign messages on these intersecting discriminations.

19) Work with OHCHR thematic units on racial discrimination and disability. The current connection to these units needs to be strengthened for the campaign to respond better to the emerging issues, especially around racial justice as seen in the UN Human Rights Council (HRC) resolution on racism-related human rights violations and systemic racism.

Funding and resource mobilization

20) PBRB should support fundraising plans and ensure sufficient funding to enable the hiring of one additional staff to coordinate and support the national campaign work, in addition to sustaining current staff arrangements. As the campaign is thinly staffed, funding should continue to be available to contract consultants and service providers, as well as to maintain the other positions in the LGBTI team that provide support to the campaign.

21) DEXREL should clearly communicate to relevant staff the timeline, the stages and the different offices or units involved in the implementation of OHCHR's due diligence framework on engagement with the private sector. Relevant staff should also be adequately trained on how to use the Salesforce platform (once in place), to be able to follow the approval process electronically.

I.- Introduction

I.1 Programme Background

This report presents the results of an independent evaluation of the UN Free & Equal campaign, which was launched by OHCHR in July 2013 to raise awareness of sexual, gender and bodily diversity, and promote equal rights and fair treatment for LGBT people.³ In 2015-2016, following OHCHR's increased work on the rights of intersex people and sex characteristics, the scope of the campaign was expanded to include intersex people.

This campaign has been OHCHR's longest running public information campaign while also being the first sustained OHCHR human rights-related public information initiative to focus on a single thematic area. The UN Free & Equal campaign is supported by partner agencies across the UN system, as well as by LGBTI and other human rights CSOs – all of whom help shape and disseminate campaign materials, and other national stakeholders.

The UN Free & Equal campaign represents a conscious effort by OHCHR to engage the public using modern campaigning methods. The campaign targets two principal audience groups:

- Policymakers and opinion-shapers – i.e., Government officials, civil servants, diplomats, UN staff, journalists, and civil society activists.
- The “moveable middle” of global public opinion – i.e. people who consider themselves neither hard line opponents nor overt supporters of the human rights of LGBTI people but who might be open to an appeal for support, if framed and delivered in a relatable, resonant way.

Over the years, the focus of the campaign's work was partially reoriented from a global social media campaign towards increasingly supporting public information and advocacy work at the national level, with interested OHCHR and UN field presences submitting proposals for fund allocations, and reporting back on progress made in planned activities for spreading the

³ <https://www.unfe.org/>

campaign's message. The global campaign continues to provide content that can be used by all national campaigns.

In terms of geographic positioning, the campaign has prioritized countries where new opportunities are emerging for advancing protection of the rights of LGBTI people or where social attitudes towards the LGBTI community have been in flux—for example, in India, countries in Southern Africa, South and Central America, as well as in Southeast Asia, the Balkans and the Pacific. Priorities are largely shaped by the capacity and willingness of OHCHR country offices and other UN FPs to work on these issues.

In 2019, the number of national and regional campaigns increased from 12 to 17. There are now national campaigns in Albania, Brazil, Cambodia, Cabo Verde, Dominican Republic, The Gambia, Guatemala, Haiti, Mongolia, Peru, Serbia, Sri Lanka, Timor-Leste, Ukraine, Uruguay, Viet Nam, and a sub-regional campaign in Central America.

In the past, national campaigns have been implemented in the following countries: Chile, China, Colombia, Ecuador, El Salvador, Honduras, India, Mexico, Pacific Islands countries, Panama, Paraguay, South Africa, United States of America.

At the national level, activities are diverse, and often fit into a broader national level strategy towards LGBTI equality, especially in countries where OHCHR partners with the UN Resident Coordinator Offices (RC), the Joint United Nations Programme on HIV/AIDS (UNAIDS), the International Labour Organization (ILO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), UN Women, the United Nations High Commissioner for Refugees (UNHCR), the United Nations Development Programme (UNDP) and other agencies.

1.2 Evaluation Background

The evaluation's ToRs establish that this evaluation has a primary focus on lesson learning and a secondary focus on accountability and reporting to donors. Thus, the evaluation assesses OHCHR's planning of the UN Free & Equal campaign, the strategies to achieve its intended aims and the impact of the campaign at the national level. Since the campaign was launched to reach a global audience and all national campaigns feed into the global agenda, the report also focuses on the campaign's relevance and impact at the global level. The evaluation's focus on lesson learning provides insights to strengthen work at the country level as well as actionable recommendations to direct the future role and direction of the campaign. The evaluation assesses the impact of the UN Free & Equal campaign since the initial launch in 2013 until the present.

1.3 Methodology

The evaluation was conducted by two independent external consultants between September 2020 and March 2021. The evaluation was guided by the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation in the UN System (2016), the UNEG Handbook for Conducting Evaluations of Normative Work (2014) and Guidance on Integrating Human Rights and Gender Equality into Evaluations (2014), as well as OHCHR Evaluation Policy (2013). A utilization focus approach was the key organizing approach of this evaluation, which emphasizes the importance of working with evaluation users to ensure that results and recommendations are relevant and include follow up.

The evaluation analytical framework (Annex Three) operationalized the evaluation questions by aligning the specific sub-questions with both data sources and methods of data collection. The questions were framed along the OECD/DAC criteria (relevance, effectiveness, efficiency, impact and sustainability), as set out in the evaluation ToRs.

The evaluation followed the UNEG Guidance "integrating Human Rights and Gender Equality in Evaluations" and was based on the principles of non-discrimination, participation, transparency and accountability. As this evaluation has a specific focus on promoting equal rights and fair treatment for LGBTI people, the evaluation team sought to develop information on the equal representation of sexual, gender and bodily diversity within the LGBTI community. The evaluation team also considered a representative sample of civil society actors and other partners, taking into account intersectional factors, including geographical location, class, age, ethnic diversity, disability and migration status.

Evaluation Instruments

The evaluation used a mixed-methods approach and triangulated between different quantitative and qualitative sources of data. Due to COVID-19, the evaluation was entirely carried out through online methods, as follows:

Desk review: The evaluation team reviewed UN Free & Equal campaign annual progress reports from 2014-2019, country proposals, national campaigns annual reports, available EOY reports and strategic planning documents. The team went through a host of campaign content, including videos, electronic postcards (MEMEs) and GIFs, factsheets, infographic materials, social media, campaign website, activity and progress reports.

Semi-structured individual interviews: The evaluators conducted interviews by videoconferencing, phone/Skype with relevant stakeholders both within the UN and outside, selected based on documentation review. The evaluation team first held interviews with staff at Headquarters (HQ) to understand the evolution and implementation of the global campaign. In collaboration with the Reference Group, the team selected four countries (Brazil, Cabo Verde, Serbia and Mongolia) as case studies where a substantive number of in-depth interviews were conducted. In an additional five (5) offices - Albania, Costa Rica, The Dominican Republic, Viet Nam and the Regional Office for Central America and Dominican Republic (RO-CADR), the evaluation team conducted a selected number of interviews. The team also conducted interviews with national focal points and with a wide range of international stakeholders. The evaluation prioritized interviews with OHCHR staff and consultants working on national campaigns, civil society, media partners, international and regional CSOs, the LGBTI Core Group in New York, and UN agencies. In total, 89 interviews were conducted between December 2020 and March 2021.

Case studies were used to understand causality and capture lessons learned in particular national campaigns. Case study countries included Brazil, Cabo Verde, Serbia and Mongolia.

Surveys: Two surveys were developed and disseminated. One global survey was to assess the campaign's internal workings at each stage for OHCHR staff in Geneva and New York, as well as campaign coordinators and communication staff who worked on the campaign in selected countries. The survey was also for other UN teams that led, supported or took part in the campaign. A national survey was designed to establish how actors outside the UN

experienced the campaign targeted to media, LGBTI community actors, policy-makers, CSOs working around gender equality and private sector partners.

Focus groups meetings: Group discussions were used to engage key civil society actors to establish what the campaign added to the ecosystem of work on the rights of LGBTI people in a particular locality/context.

Data Analysis: Data analysis looked at campaign content, products and messaging, reporting vis-à-vis campaign objectives. It assessed campaign successes against set targets and adaptation from global to regional/national and uptake in various contexts.

Limitations of the evaluation

Due to the COVID-19 pandemic and the resulting travel bans, the evaluation had to be conducted remotely. Remote data-gathering methods entailed a modification of the evaluation timeline since the interviews could not be concentrated in three to four days per country, as would usually take place during the field visits. Instead, interviews were spread over almost four months, delaying the drafting of the report.

In Mongolia and Cabo Verde, the availability of stakeholders who could participate in the evaluation was less than the number foreseen in the inception report.

Remotely conducting team interviews limited the group learning dynamic that a focus group could have offered.

2.- Findings

2.1 Relevance

I) How relevant is the role of the UN Free & Equal Campaign, both nationally and globally, in the current context? To what extent are the objectives of the Campaign still valid?

“One of the most relevant campaigns in this area.”

The campaign and its key objective—to increase awareness of sexual, gender and bodily diversity as well as respect for equal rights and fair treatment of LGBTI people everywhere—continue to be highly relevant, both at the national and global levels. Most stakeholders noted that its message remains relevant because the freedom and equality of LGBTI people is still challenged at the international level and far from being realized in many parts of the world. Even though most of the countries that have taken up the campaign do not criminalize same-sex relations or diverse gender expressions, discrimination and stigma remain prevalent and widespread in policies and publicly expressed attitudes. Things have not shifted a lot in many countries and these positive messages of family and community acceptance continue to resonate in many countries.

Asked whether the campaign should have a stronger advocacy-led approach or be more deliberate in terms of denouncing violations—especially in a context of growing conservative voices pushing for a regression in SOGI rights—the majority of respondents highlighted that the success of the campaign has rested on its ability to build support through **positive messaging and the provision of expert information.**

Stakeholders, both within and outside the UN, highly valued the role of UN Free & Equal campaign building positive narratives around LGBTI people, dispelling myths and stereotypes and promoting social acceptance as central and complementary to the work of organizations advocating for law and policy reforms around sexual orientation and gender identity. “You can change all the laws you want, but if there is no acceptance,” said one respondent, “the laws don’t mean anything.” Obtaining a lasting victory on marriage equality, for example, will require more than a court ruling; it will need to be accompanied by a shift in public understanding as “politicians are not willing to stick out their neck if public perception is not there.” This is where the UN Free & Equal campaign has added value.

The evaluation team heard numerous examples of how the **strategy to appeal to families and friends** has enabled the campaign to connect to people in very restrictive environments. According to stakeholders working at the national level, this would not be possible if the campaign were only grounded in denouncing human rights violations. For example, the “I am your child” and “Safe Homes” campaign activities in Albania and Viet Nam, respectively, speak to families about acceptance, a key pillar for the protection of LGBTI youth.

Additionally, the role of the campaign in **producing information to raise awareness** also continues to be very relevant as the communication materials produced contribute to addressing misconceptions and dispelling stereotypes that are often the source of stigma and abuse. The premise is that if people have a better understanding of LGBTI people and issues, they will be more sympathetic. For example, activists characterized the information produced by the UN Free & Equal campaign as extremely important as it has provided well-researched information that fills existing gaps. The factsheets on intersex people are cited around the world and continue to be used five years after the campaign developed them. The evaluation found that producing authoritative information has contributed to shifting the conversation from a medical problem to a human rights issue.

The UN Free & Equal campaign has been relevant to the work of States and the UN LGBTI Core Group in New York, serving as “a presence and reminder in the General Assembly that there is an LGBTI community organized and backed up by the UN.” A good example is the support provided to the LGBTI Core Group annual events on the International Day against Homophobia, Biphobia and Transphobia (IDAHOT) and high-level events on the rights of LGBTI people at the General Assembly, the highest-level events focused on bringing attention to LGBTI issues at the United Nations.

OHCHR also provides the Core Group with inputs on documents, supports briefings and annual retreats on raising awareness among UN member States. The campaign’s information and materials are very relevant and perceived as more reliable: “The UN logo gives them credibility.” The evaluation team heard examples of how States have sent links to UN Free & Equal campaign materials in their weekly messages to their missions in third countries as well as materials to use during IDAHOT week celebrations.

The UN Free & Equal campaign’s added value rests on its **complementarity to the work of OHCHR and other UN agencies as well as to the work of civil society** in many parts of the world. The campaign is just one piece of the LGBTI architecture internationally and nationally. While the Secretary General of the United Nations (SG), the UN High Commissioner for Human Rights (HC) and the Independent Expert on sexual orientation and gender identity (IE SOGI) can take stronger positions denouncing violations and demanding

changes in laws and practices to ensure respect for the rights of LGBTI people, respondents noted that the campaign should remain focused on constructing positive narratives around sexual, gender and bodily diversity to positively influence public perceptions and provide support for changes in laws and strengthening accountability around the world.

2) Was the Campaign relevant to the identified needs of the target beneficiaries and the context?

The UN Free & Equal campaign was set to target two principal audience groups:

- The “moveable middle” of global public opinion – i.e., people who consider themselves neither hard line opponents nor overt supporters of LGBTI progress but who might be open to an appeal for support, if framed and delivered in a relatable, resonant way.
- Policymakers and opinion-shapers – i.e., government officials, civil servants, diplomats, UN staff, journalists, and civil society activists.

Interviewing members of the general public to assess the campaign’s relevance was beyond this evaluation’s scope. However, the evaluation team conducted numerous interviews at the international and national levels with UN staff and civil society actors, and a limited number of interviews with government officials, journalists and partners from the private sector. Overall, respondents were very positive about how the campaign has supported their efforts, both nationally and globally, to help shape public opinion.

At the **global level**, dialogues with organizations working with and representing LGBTI populations, policymakers and other stakeholders, such as the IE SOGI, have contributed to maintaining the campaign’s relevance to its specific audiences. The evaluation team heard many examples of informal consultations with CSOs working with LGBTI people. For example, consultations with organizations working with intersex people have resulted in increased visibility of their concerns in the campaign, and their inputs to the factsheets and other materials have ensured the materials produced are relevant and advance the rights of this population.

The campaign has also partnered with organizations with expertise in specific areas to launch specific thematic campaigns. For example, in 2019, the UN Free & Equal campaign launched a public information campaign in collaboration with American CSO GLAAD on young people and bullying based on sexual orientation, gender identity/expression and sex characteristics. More recently, in 2020, the UN Free & Equal campaign launched a public information campaign in collaboration with US-based CSO True Colors United on LGBTI youth homelessness. In Serbia, the campaign has partnered with the LGBTI Equal Rights Association for the Western Balkans and Turkey (ERA), the largest LGBTI organization in the Balkans, to deliver communications products, policy dialogues and training of various actors to improve acceptance and respect for the rights of LGBTI people.

Having these dialogues and partnerships with CSOs and policymakers has enabled the campaign to stay relevant to its beneficiaries’ needs. However, the evidence points towards the need to strengthen the participation of CSOs in the strategic prioritization of the campaign. That is, consultations should not only be about CSOs input towards campaign content but more broadly to facilitate strategizing and identifying specific areas for the

campaign to focus on. Similarly, as discussed in question 7 under efficiency, there is no mechanism for national campaigns to contribute to the global campaign's overall strategy.

At the national level, the campaign's work is grounded in partnerships with CSOs and networks, NHRIs, businesses, media and government officials, depending on the particular national context. National campaigns have held consultations from the start to ensure the approaches are grounded in the realities of LGBTI communities as well as the specific human rights situations. Where there were changes in the context, the campaigns were flexible and adjusted implementation according to the needs and concerns of targeted beneficiaries. Interviews with relevant stakeholders and the reports from national campaigns indicate a good level of consultation with partners internally and externally in the designing and implementation of activities, ensuring the relevance and the sustainability of the campaign at the national level.

3) Was the Campaign design and implementation strategy realistic, appropriate and adequate to achieve the expected results? What changes can be proposed for the future?

The campaign forms part of OHCHR's overall planning framework and management system, and is included in the OHCHR Office Management Plan 2018-2021. However, the evaluation team was unable to find an overarching implementation strategy or planning document specific to the UN Free & Equal campaign. The document titled "Brand essence" describes the campaign's core values, key messages, target audience and the objectives. The annual progress reports also describe the overall aim and objectives of the campaign and provide a list of implementing partners. There is, however, no document developing an implementation strategy, establishing concrete targets and results that the campaign was set up to achieve in a particular time frame, the stakeholders that should be involved or where the campaign fits within the overarching work of OHCHR in particular in relation to the broader OHCHR's communication strategy and work on gender equality.

Despite the lack of a stand-alone, campaign-specific strategic planning document, the campaign was highly strategic in seizing the growing political opportunities to work on LGBTI issues that were taking place at the global level at the time preceding its launch. In 2011, the HRC adopted the first UN resolution on human rights, sexual orientation and gender identity. In 2012, the HRC debated the first UN report documenting violence and discrimination based on sexual orientation and gender identity, issued by the HC. During the same period, the then SG Ban Ki-moon called for the decriminalization of consensual same-sex relations and to curb homophobic and transphobic hate crime, and challenged the UN system to do more to address discrimination against LGBTI people globally. Against this backdrop the then HC, Navi Pillay approved a proposal for a public information campaign.

The campaign was launched in 2013 based on the vision of the then Human Rights Advisor on LGBTI people. The post was initially based in Geneva, and later moved to New York. Being in New York was strategic as it enabled the Human Rights Advisor to develop a close relationship with the SG's office and advocate for key UN officials to support the UN Free & Equal campaign.

Many respondents noted that the degree of decision-making independence afforded to the campaign in its initial stages, while unusual, was justified given the political sensitivities attached to the work on the rights of LGBTI people. Moreover, it was important to manage risks in

relation to working openly on this topic, which could impact other human rights work by OHCHR. This relative independence, together with the support from leadership, both the SG Ban Ki-moon and the HC Navya Pillay, enabled the campaign to move ahead more freely with a streamlined process on approving messaging.

While the initial independence gave the campaign more impetus and enabled innovation, it had its shortcomings. Several respondents expressed concerns that the campaign was not sufficiently integrated with other OHCHR anti-discrimination and gender equality work. This led to a desire by OHCHR management to strengthen intersectional planning and approaches between the campaign and other thematic areas in the Office.

The decision to move the campaign under the Women's Human Rights and Gender Section (WRGS) in 2018 was an effective step to root the campaign in the gender equality work of the Office and work towards strengthening the connections with other thematic areas and with the work of the RGAs and strengthen the connection with the broader OHCHR communication strategy and other thematic work. Regarding the reorientation of the strategy from Global to National, the evidence examined indicates that this was the right strategic approach. This aspect is further addressed under question 16.

4) How does the campaign relate to OHCHR's overall human rights work in countries and regions? Are adaptations to the project approach necessary?

The UN Free & Equal campaign was initially established as a global framework and not necessarily developed to fit the work of FPs. Nonetheless, the campaign's work complements OHCHR's overall work promoting the human rights of LGBTI people. The campaign's shift in focus to more national-level work and the move of the UN Free & Equal campaign under the WRGS in 2018 have also enhanced the involvement of FPs, and some RGAs and desk officers in specific national campaign activities.

The evaluation team found many examples of how FPs have used the UN Free & Equal campaign to boost their work enhancing equality and countering discrimination against LGBTI people. For instance, in Ecuador, UN Free & Equal work is tied to OHCHR's role monitoring human rights and political participation of marginalized populations in the electoral process. Similarly, in Ukraine, campaign activities are integrated into the work they do on monitoring and advocacy for the rights of LGBTI people and the follow up to the recommendations of the IE SOGI country visit.

Generally, regardless of which agency is leading it, national campaigns have also supported the work of human rights defenders and CSOs working on the rights of LGBTI people, a core pillar of OHCHR's work. The case studies from Serbia, Mongolia and Brazil all illustrate how the UN Free & Equal campaign has provided opportunities for LGBTI communities and CSOs to engage with State institutions, the media and the private sector.

Lastly, the production and distribution of the campaign's communications materials supports the work of FPs advocating for the human rights of LGBTI people. The UN Free & Equal campaign has also been useful in publicizing OHCHR's broader LGBTI-related work. For example, it has helped promote OHCHR's Standards of Conduct for Business on tackling discrimination against LGBTI people, which the campaign website currently hosts.

2.2 Efficiency

5) What have been the resource implications (human, financial, time, logistics, management, etc.) of this campaign? How efficiently has the project been in using the human, financial and intellectual resources at its disposal to achieve its targeted outcomes? To what degree do the results achieved justify the resources invested in them?

The evaluation team concludes that the results achieved fully justified the resources invested in the UN Free & Equal campaign as both the global and the national campaigns have achieved substantial results with limited resources. To ensure the sustainability of the coordination and management of national campaigns, the global team needs to increase its staff.

Currently, the global team is composed of a human rights advisor (P4) based in OHCHR HQ in Geneva, who leads OHCHR's work on the rights of LGBTI people, including the UN Free & Equal campaign but only dedicates a limited part of their time to the campaign; and a campaign manager (P3), who works full-time on the campaign and deals with its day-to-day management. This campaign manager position is based in New York⁴ and reports to the Human Rights Advisor in Geneva. The global team is also supported by a dedicated consultant to the campaign, as well as limited support from two temporary GTAs who are part of the broader OHCHR LGBTI team. Other staff from the women's human rights and gender unit, including the Chief of Section, provide support and strategic advice to the campaign.

However, the current staffing level is inadequate to support the level of coordination and support required by national campaigns as they generate a substantive amount of administrative work to support the preparation of proposals and the reporting at the end of each year's cycle. Having additional staff is also required to have more strategic exchanges with national campaigns, to create a community of practice, facilitate cross regional sharing of experiences and develop linkages with relevant regional offices and organizations.

For the most part, States' contributions support OHCHR's work on the rights of LGBTI people in general, which includes the campaign. The campaign receives a significant share, typically 60% of the overall activity budget of OHCHR on the rights of LGBTI people. While contribution levels have been sufficient for several years, the fact that these are allocated and confirmed by donors on an annual basis, often in the middle of each calendar year, hinders the campaign's capacity to engage in multiyear planning and brings uncertainty to the level of staffing that the campaign can maintain.

The positions of the human rights advisor (P4) leading OHCHR's work on the rights of LGBTI people and the campaign manager (P3) are now fixed terms contracts, which have brought stability to the campaign management. However, since the campaign launch, for the first few years, the campaign manager's contract was renewed every 3 or 6 months due to uncertainty in funding. Similarly, the contracts for the GTAs currently supporting the campaign are temporary and depend on the annual contributions received by the campaign. The capacity to hire consultants also depends on the annual allocation of funds for the campaign.

For example, in 2020, OHCHR received a substantive allocation to support OHCHR's work on the rights of LGBTI people from the Netherlands (1 million Euros), which was in part

⁴ The position was created when the Human Rights Advisor on the rights of LGBTI people was based in New York.

designated to support the work on national campaigns. This contribution, however, was a one-off and was required to be spent in one year. OHCHR was able to negotiate a no cost extension which was important to sustain campaign work. However, annual funding cycles continue to pose challenges to the long-term sustainability of the campaign as they do not enable the campaign to secure the continuity of staff or to engage in longer-term planning with national campaigns. It is important to note that this is a broader common challenge for the work of OHCHR as a whole.

At the national level, the situation varies from country to country but generally, the UN Free & Equal campaign is coordinated by a lead agency or the UN RC and supported by several UN agencies. The work of the UN Free & Equal campaign is often supported by national consultants and carried out by or together with partner CSOs and other national counterparts. Volunteers have also supported campaign efforts in many countries. For example, in Mongolia, the UN RC Office leads the campaign with assistance from the National Human Rights Analyst from OHCHR. They are supported by a nationally recruited consultant and a volunteer. OHCHR leads the UN Free & Equal campaign in Serbia and Brazil with support from consultants. UNVs have also supported the work in Brazil. Having a wide range of actors, from CSOs to UN agencies involved in the implementation of the UN Free & Equal campaign has been critical to successful implementation, as well as the relevance and sustainability of this work.

Resource mobilization with the private sector

The UN Free & Equal campaign has, over the years, been funded through contributions from the governments of The Netherlands, Norway, the United Kingdom and the United States of America. In addition to States' contributions, the campaign also receives contributions from companies like H&M, Weekday, Gap (including Banana Republic), KCP and Spotify. Most private sector contributions are made through the UN Foundation, which also supports fundraising efforts for the campaign with the private sector. While companies have expressed interest in continuing to support efforts to combat discrimination, there are growing concerns that the economic crises fueled by the COVID-19 pandemic will impact the capacity of companies, especially those in the apparel sector, to continue supporting the campaign. For example, private sector contributions fell dramatically in 2020. They have picked up in 2021, but are still at a much lower level, for the moment, as compared to 2018 and 2019.

In terms of arrangements, in line with agreements between the UN Foundation and the United Nations, the UN Foundation acts as a fiduciary trust on behalf of OHCHR, in support of the UN Free & Equal campaign. The Foundation uses the funds directly on behalf of OHCHR to facilitate procurement contracts for example for creative agencies to produce videos and graphics for the campaign, pay for social media promotion, maintain and develop the website, hire consultants, cover expenses for UN Free & Equal campaign equality champions to travel, and pay event-related expenses among other things. This arrangement has enabled the campaign to benefit from the fundraising expertise and extensive network of the UN Foundation with private sector donors.

Working with donors from the private sector requires the UN Free & Equal campaign to apply a robust due diligence framework. For example, in 2018, H&M, a donor to the UN Free and Equal campaign, came under fire for an ad that featured a black child wearing a sweatshirt with the words "coolest monkey in the jungle". The scandal led to public outrage and accusations of racism against the company. Although the ad was unrelated to the UN Free & Equal campaign, this sparked an internal discussion beyond this particular incident, more

broadly about whether OHCHR's due diligence process needs to be strengthened or modified. The evaluation found that the OHCHR policy on engagement with the private sector will be subjected to a review in the near future.

The current OHCHR policy on engagement with the private sector was approved by the HC in 2012 and revised in 2017. The due diligence framework describes the steps and sources to be consulted, and provides guidance for requesting offices as well as for the research process. The policy highlights that the External Outreach Service and the Business and Human Rights Unit (BHRU) should be consulted from the outset of the negotiations with potential private partners.

Applying OHCHR's due diligence framework ensures accountability and security from a reputational point of view to the campaign. However, the implementation of the due diligence framework needs to be streamlined to ensure that lengthy procedures do not negatively impact the engagement with the private sector. Additionally, the evaluation found that not all staff involved had a clear understanding of how the due diligence framework applies to the campaign. The evaluation team was informed that, in due course, the due diligence process will be further streamlined through the use of the Salesforce platform, and that requesting offices will be able to follow the approval process electronically.

6) How have been the organizational arrangements for the management of the campaign, including communication and coordination among OHCHR's field presences (country and regional offices) and headquarters units (New York and Geneva)?

7) What changes in terms of resources and organizational arrangements could be implemented for the future to enhance the role and functioning of the campaign?

Communication and coordination among global and national campaigns

Organizational arrangements have been adequate to support national campaigns in achieving planned results. Interviews with staff revealed good coordination and communication between the national campaigns and the campaign manager. However, to maximize the efficiency of the campaign, a more robust structure is needed to ensure the cohesion of the campaign as a whole and to facilitate a more strategic engagement among global and national campaigns.

The global campaign has developed a template to provide a framework for national UN Free & Equal campaign teams to develop their proposals and report on them. The template establishes the global goal to which all national campaigns must contribute but gives national campaigns leeway to articulate their own outcomes, outputs and indicators.

The level of support provided by the campaign manager varies depending on the needs of national teams. While some national teams are fairly independent, especially those with long-established campaign activities, others need more regular guidance and support to understand the results framework and develop their proposals. The campaign manager also provides feedback and guidance on the development of annual reports prepared by the national UN Free & Equal campaign teams at the end of each year cycle.

Overall, respondents were very positive about the campaign manager's constructive feedback and guidance in articulating proposals and reporting progress. The evidence shows that the manager is accessible and swift to answer questions, provides oversight to ensure that the

proposed activities fall within the campaign's overall goal, and shares information from other campaigns as examples and a source of inspiration.

The development of templates has helped standardize proposals and reporting, facilitating the work at both the global and the national level. The process, however, is extremely time-consuming. The development of proposals can take from two weeks to a couple of months, with several rounds of comments depending on the country. Similarly, the review process to clear communication materials and annual reports to ensure that they fulfil the campaign's requirements takes a considerable percentage of staff's time.

This oversight function is necessary to ensure the cohesion of the campaign and to provide quality control and financial accountability. However, to optimize the efficiency of campaign management, it is necessary to develop a more strategic engagement through periodic meetings with and among national campaigns' leads. Generally, the campaign manager shares information with national leads about other national campaigns and activities on an ad hoc basis. Several respondents welcomed the retreat organized in December 2020 by the global campaign as a good opportunity to learn from other campaigns.

The evaluation found the following additional **challenges related to campaign management**:

- 1) Late transfer of funds. Most national teams noted that the transfer of funds, once the proposals have been approved, is delayed for several months. In some instances, these delays have not affected the implementation of activities as partners have been able to cover expenses upfront and be reimbursed later by the campaign. In other countries, activities cannot be implemented until they receive the funding, which has left them with only a few months to consult with partners and produce videos or other campaign materials, as funds must be spent by the end of the year. In some countries, that means materials are produced in a short time period and cannot be shared to avoid crowding the UN channels, which are the main channels for dissemination of the campaign. Delays in the transfers of the funds can also affect the hiring and retaining of UNVs and consultants.

One respondent noted that delays in the transfer of funds prevented them from developing a proposal for 2020, as the year before they had received the funds just a few months before the end of the year, which left them with only enough time to implement the activities. Another respondent noted that the funds were approved but came too late to be used for the requested campaign activities.

- 2) Lack of flexibility in budget expenditure. For example, campaign funds cannot be used to pay for travelling and catering, which constitute an important percentage of expenses in trainings and other related activities with partners, such as launch events.
- 3) Restrictions related to COVID-19 prevented the implementation of national activities in 2020 such as the celebration of Pride related events, commemoration days or photo exhibitions. However, rules on budget expenditures do not allow extensions between years; instead, national campaigns were asked to submit new proposals for 2021.
- 4) Deadlines for calls for proposals are tight. Between the call for proposals and the deadline to submit it, there is insufficient time to develop a concept note and organize

consultations, both within the UNCT as well as with external stakeholders. Also, lack of funding makes it difficult to ensure the diversity of partners as external stakeholders that live outside the capital or those that require interpretation are not included.

The one-year funding cycle does not seem to be adequate for national campaigns to plan, implement and report on activities. Extending the proposal cycle to two years, to the extent and within the possibilities allowed for by OHCHR's rules and regulations, would enhance the efficiency and sustainability of national campaigns.

Communication and coordination with OHCHR sections

The campaign has not been integrated into the work of the **communications section** of OHCHR's External Outreach Service. Until recently, coordination efforts have been limited to sharing and amplifying what the UN Free & Equal campaign has produced. For example, the communications section doesn't have data analysis on UN Free & Equal campaign communication products shared on the Office's main accounts. This is currently changing, as the communications section and the UN Free & Equal campaign have identified the need to better integrate the campaign into the Office's broader communication strategy. The campaign manager has recently started attending team meetings with the communications section, which will likely contribute to identifying opportunities for a more integrated communication strategy.

In terms of the campaigns' interaction with other thematic clusters, the UN Free & Equal campaign has worked closely with OHCHR's thematic migration team to share input and lessons learned with the newly launched #StandUp4Migrants campaign. The global campaign's recent partnership with the OHCHR migration team and the International Organization for Migration (IOM) to raise awareness of the situation of LGBTI migrants builds on earlier work highlighted in the UN Free & Equal campaign factsheet on Refugees and Asylum. However, the intersection between migration and sexual orientation and gender identity is an area that most national campaigns are yet to explore. Apart from The Dominican Republic, which had a publication on refugees, national campaigns have not done much work on the intersections between migration and the rights of LGBTI people. The UN Free & Equal campaign has had no significant interaction with other OHCHR population clusters, such as the disability adviser and the anti-racial discrimination section. Internal outreach and intersectional planning are needed.

The evaluation team was informed of communications and interactions with OHCHR's regional offices and RGAs. For example, the global campaign arranged meetings with the RGAs in the RO-CADR and the Regional Office for West Africa (WARO). However, for the most part, lack of capacity on both ends has prevented these communications from being consistent enough to contribute to the development of a long-term vision for the regions. Strengthening regular communication with RGAs is critical as they can provide linkages, identify opportunities and draw lessons between national campaigns in a particular region. Similarly, communications with the Field Operations and Technical Cooperation Division (FOTCD) in Geneva has varied depending on the capacity and interest of the desk officer involved. Some have been engaged in providing feedback on national campaigns, while others had not been involved at all. More consistent communication with the different actors supporting the regional and national work needs to be built into the campaign's management.

The UN Free & Equal campaign maintains a good collaboration with the IE SOGI team. They meet regularly to share work plans and analysis of what is happening at the global level and reinforce each other's work and messages on social media. Also, in countries with UN Free & Equal campaigns, the interaction between the IE SOGI and UNCTs has increased and the independent expert tends to participate in campaign visibility activities and receive more requests for country visits. For example, in Costa Rica, the UN RC Office invited the IE SOGI for a working visit and Cambodia has just accepted a country visit for 2021.

8) Have activities for national campaigns been delivered in a timely manner according to approved proposals? Has there been a monitoring system in place and how effective was it?

Overall, national campaigns have delivered planned activities according to the approved proposal. In some cases, UN Free & Equal campaign teams were able to deliver more activities than those initially planned. In Brazil, which has one of the longest-running national campaigns, the UN Free & Equal campaign reported to have implemented more activities than initially planned in 2019.

However, most activities have been affected by **long delays in the confirmation and transfer of funds**. Few campaign activities started at the proposed time and national campaign teams had to work closely with the campaign manager to shift timelines. For instance, in The Dominican Republic, delays in HQ's financial authorizations resulted in the postponement of activities from January to June 2019. These challenges reflect broader delays within OHCHR in the approval of Annual Work Plans and the issuance of Financial Authorizations for the field.

Delays in the recruitment of consultants by field presences have also affected the timely delivery of activities. In Mongolia, the start date for campaign activities moved from January 2019 to August 2019 due to staff recruitment delays within the UN RC Office and the national consultant's selection process. Similarly, in the West Africa Regional Office, the prolonged process of recruiting the consultant prevented the training for journalists on human rights-based coverage of LGBTI issues to take place.

Budgetary limitations have driven UN Free & Equal campaign teams to adapt their original activities. For example, Cambodia shifted the translation and publication of LGBTI related materials to the production and dissemination of a video, which enabled the campaign to reach a wider audience. In the Dominican Republic, the three video productions were changed to two to ensure higher quality audiovisual products.

In Brazil, **internal changes linked to the UN reform process** have affected the delivery of projects. UN Brazil had a reform process where the RC was delinked from UNDP, which hampered the coordination between the UNDP finance area and the RCO. This eventually affected the UN Free & Equal campaign's pay and hiring processes and the follow-up of expenses and local charges. The delinking with UNDP resulted in delays with activities planned in partnership with the Public Ministry of Labour, which had funded the Salvador edition of the Trans-Formation project. As a result of the delays, the Massive Open Online Courses (MOOC) was not launched in 2019 as planned.

Lack of proper handover between hosting agencies or staff has also been reported as an obstacle. Despite the earlier success of the UN Free & Equal campaign in Cabo Verde,

the campaign could not build on those gains in public awareness, CSO and media capacity building and public sector partnerships because UN Women, the hosting agency, closed its office in the country and did not have a proper handover. The UNCT has since gone through internal consultations on sharing the campaign hosting roles and agreed to allow the UN Women regional office in Dakar and UNDP in-country office to co-lead the campaign. The evaluation team learned of similar difficulties in Costa Rica, where changes in leadership and staff appear to have impacted the implementation of the campaign and led to significant knowledge gaps on the status of ongoing projects.

External factors have also impacted the delivery of campaigns activities. For instance, in Ukraine, changes in the political context following Presidential and Parliamentary elections in 2019, which included a change of leadership in the National Police, delayed the delivery of UN Free & Equal campaign training activities. Additionally, several LGBTI events were postponed after a careful risk assessment of reactions to the UN Human Rights Monitoring Mission in Ukraine (HRMMU) social media accounts. Similarly, in Sri Lanka, the impact of the Easter Sunday terrorist attacks in 2019 and the presidential election campaign caused the activities to be postponed. In Peru, internal challenges and lack of capacity within the Ministry of Justice made the organization of a training with the national police and the justice system operators impossible. In Costa Rica, the impact of COVID-19 prevented the implementation of the campaign in 2020.

Has there been a monitoring system in place and how effective was it?

The campaign is included as part of OHCHR's work on the rights of LGBTI people in the Office's overall 4 year strategic planning as well as OHCHR's planning, monitoring and evaluation system, including annual work and cost plans approved by OHCHR's Programme Budget Review Board, mid-year review and annual reports, as well as ongoing monitoring, performance management and accountability through the management structure, from 2013 to 2018 under the New York Office and since 2018 under WRGS in HQ/Geneva. In addition, the campaign produces a dedicated annual report that provides more detail on the work of the campaign at global and national level in a given year than what is provided in OHCHR's overall annual report.

However, the evaluation team did not find an overarching result framework for the campaign with concrete result statements of what the campaign was trying to achieve as a whole.

At the national level, the main method to report on performance and results is through the campaign's annual reports that national teams send to HQ. All national teams must report using the HQ provided template that includes the overall objective and the specific outcomes that the national campaign is set to achieve. After 2019, national teams were requested to include indicators in their proposals and to report on them. National teams must ensure that their overall objectives and outcomes are connected to the global UN Free & Equal campaign's overall goal. Additionally, national campaigns led by OHCHR report under the PMS, but this reporting is not standardized as different modalities are followed depending on the type of FP running the campaign. For example, most Country Programmes covered by Regional and Country Offices report through the PMS, but this is not the case of those covered by Human Rights Advisors

The evaluation team has identified several areas that need to be strengthened:

- ⇒ A results framework that strategically links the global and national campaigns is missing. Such a framework is needed to add clarity and cohesion to the campaign's results and provide clear direction concerning regional and country priorities.
- ⇒ The quality of results frameworks for national campaigns is variable. The templates developed by the campaign management have contributed to standardizing the planning and reporting process, but the level of understanding and capacity to develop clear and concrete outcomes and outputs, and report on them is variable among national campaigns. More clarity is needed to articulate and differentiate between goals, outcomes and outputs. The workshop organized by the campaign management in December 2020 on addressing the different components of a theory of change and its application to the national campaign templates is a step in the right direction and should be followed up.
- ⇒ The monitoring and reporting tend to be geared towards ensuring that activities and outputs are delivered as planned, but limited emphasis is given to the achievements of higher-level results. Results are captured at a basic level; for example, the number of communication materials produced, the number of people reached on social media, and the number of people attending training activities and events. Not much focus is placed on higher-level results such as changes in attitudes and beliefs, enhanced knowledge of specific audiences, support base growth among different stakeholders (families or policymakers) or quality of the media coverage.
- ⇒ Beyond EOY reports and campaign progress reports, there have been limited mechanisms to capture results. For example, the UN Free & Equal campaign in Brazil captures immediate feedback from participants in the campaign's capacity building initiatives through forms, follow up calls, emails and meetings. Feedback is also sought out several months after the activity to assess the initiative's impact. Also, UN Free & Equal campaign teams in Ukraine and Viet Nam have used similar methods to measure participants' immediate reaction in training activities or other campaign events. Others reported getting feedback from communities informally. These efforts, however, seem to be ad hoc and not systematically integrated into the campaign monitoring system.

The evaluation team concludes that while the current monitoring system may be adequate to systematically collect data on outputs and activities, it appears inadequate for assessing the campaigns' results at a higher level and incorporating lessons learned in planning cycles.

- 9) What roles were played by local stakeholders, other UN agencies, UN Resident coordinators, UN country teams, donors and other partners in the achievement of results?
- 10) What changes, if any, should be made to the roles of UN Resident Coordinators and UN country teams for future campaign strategies?

The roles played by the UN RC Offices, partner agencies across the UN system and UNCTs have been critical to the success of the UN Free & Equal national campaigns and activities.

UN Resident Coordinator Offices are currently leading national campaigns in Mongolia, Viet Nam and Costa Rica. Additionally, RCs have supported campaign efforts in most countries where campaign activities are taking place. In Brazil, for example, the UN RC Office has offered fiscal sponsorship to the UN Free & Equal campaign fundraising efforts, provided

space for meetings and LGBTI events to take place at the UN house, raised the rainbow flag during commemoration days and supported the national campaign internally, as well as publicly in events with partners.

The evaluation team heard many examples of how RCs have supported national campaigns during Pride celebrations, gave speeches during commemoration days and attended LGBTI related activities and public events. Public support from RCs has sent a strong message inside and outside the UN System. Internally, it has contributed to promoting dialogue within the UNCTs and mobilizing UN agencies to support campaign activities. As one respondent noted, UN Free & Equal campaign efforts are part of the UN conversation instead of individual agencies' work. Externally, RCs have provided an important political back up to UN Free & Equal campaign activities and legitimacy to LGBTI community efforts.

In several other countries where OHCHR does not have a presence, national campaign activities and events have been successfully coordinated by staff working for **different UN agencies**. For instance, UNDP has taken the lead in Albania, Dominican Republic, Haiti, and the Philippines; the United Nations Information Centre (UNIC) coordinates campaign activities in Peru; and until recently UN-Women led the national campaign in Cabo Verde. The UN Free & Equal campaign has ensured cross-UN ownership and leadership at the national level, which has contributed to mainstreaming the rights of LGBTI people into the work of the UN system.

Independently of which agency leads UN Free & Equal national campaign efforts, most campaigns have received broad support from several UN agencies with presence in the country. For instance, in Viet Nam, the UN RC Office works closely with UNAIDS, UNESCO and UNDP to develop the UN Free & Equal campaign proposal and convenes periodic meetings to divide tasks for the implementation of activities. Some agencies may be more involved in the outreach to CSOs and partners, while others may be more involved in drafting TORs and managing procurement processes.

National campaigns have also been supported by local partners, including LGBTI activists, CSOs and state institutions. The role of these partnerships in the achievement of results is well addressed throughout this report.

11) How should the Campaign incorporate the role and responsibilities of more actors in delivering its message?

Campaigns have worked with diverse messengers to inform, educate and involve the public. LGBTI people were the leading messengers in all communication materials and dialogues. Family members featured in most campaigns as family, love and acceptance were central themes of the campaign. Parents were the most common messengers besides LGBTI people and their messages were emotionally engaging and effectively reached other parents and the public. For instance, in Brazil, a father who lost his son to homophobia worked with the campaign to deliver messages to other parents of LGBTI children in small group meetings. Parents were at the center of seven (7) videos out of 55 that the global campaign produced and parenting, in general, was a common subject portrayed. Allies like friends of LGBTI people, the private sector, government officials, human rights defenders, academics, artists, public figures like sportspersons, musicians, and actors effectively reached varied audiences.

The campaign should incorporate and/or strengthen the role of the following actors.

a) Voices of ordinary people

Featuring LGBTI people who are ordinary people, students, neighbors and citizens from all walks of life makes the issues relatable and closer to the public. Ordinary people can relay personal journeys of confronting the stigma and discrimination within self and community. In Albania, the “I am your Child” video series contributed to raising awareness of the need for LGBTI children to have family and society’s support. The stories brought the Albanian reality unedited.

Messaging that highlights personal relationships with LGBTI people is essential. Featuring close allies who are ordinary people breaks stereotypes and helps normalize LGBTI voices.

b) High-profile personalities

The campaign kicked off with the emphatic support of the then SG Ban Ki-moon and the then HC, Navi Pillay, who opened doors for the campaign to expand and extend ideas within the UN HQ and UNCTs. With increased UN-system attention to the rights of LGBTI people, the campaign has an opportunity to explore more high-profile UN leadership to take the UN Free & Equal campaign to newer audiences. For instance, engaging more support from diverse State representatives as messengers, including from the LGBTI Core group at UN HQ, could push different boundaries to take the messages to more States.

UNCT leaders can be formidable messengers both within the UN system and outside, as seen in messaging that addresses public events like Pride Parades and other international day activities. The UN Free & Equal campaign could also explore regional UN leaders as crucial messengers.

c) Public figures

Public figures, both LGBTI people and allies from sportspersons, musicians, actors, authors and media personalities, were messengers from the campaign’s earliest efforts. The global campaign featured many, including; Indian actor and model Celina Jaitly, Jason Collins, the first openly gay NBA player, Tennis legend Martina Navratilova, Musician Melissa Etheridge, and Hida Viloria, author and intersex activist. In Viet Nam, the campaign got two former Viet Nameese national football team players to officiate a game to celebrate Diversity Day. The Brazil UN Free & Equal campaign team worked with Daniela Mercury, a famous singer, and Ian Matos, one of Brazil’s most successful divers who is gay. In Cape Verde, Musician Mayra Andrade became the campaign ambassador connecting it to famous Brazilian singers whose campaign video messages were broadcast at festivals. Few national campaigns have leveraged the power of public figures. The campaigns should cultivate relations with public figures in their context to garner more messengers.

c) Artists

Art has been central to the packaging of the communications materials as well as in message delivery. From paintings in Timor Leste and Cabo Verde to photo exhibitions in Peru and Serbia, campaigns collaborated with artists and photographers to deliver campaign messages. In Haiti, an artist was featured on one of the campaign posters. Campaigns explore more art forms such as poetry, songs, graffiti, cartoons, plays and many others, to use in UN Free & Equal campaign messages. Art reaches audiences in ways that can be both challenging and inviting, creating a safe space for public discourse. Campaigns should involve artists in

visualizing messages that may ordinarily be inaccessible by many because of literacy and access to the internet, among others.

e) Allies in broader human rights work

The global campaign collaborated with Kenya-based digital media organization *None on Record* to bring on leading human rights defenders as messengers. Alice Nkom, a Cameroonian defense lawyer, and Dr. Willy Mutunga, former Chief Justice of Kenya's Supreme Court, challenged intolerance. They were important in advancing the messages that rights of LGBTI people are human rights. The two have a considerable following and political and social capital from decades of working on the frontlines of human rights, and their support pushes many to re-evaluate their values towards acceptance of LGBTI people. National campaigns rarely engaged allies in the broader human rights work in delivering messages. In some cases, it was due to stigma in the broader human rights circles. However, for the campaigns to move the rights of LGBTI people to the mainstream human rights discourse at national levels, they should identify supporters among CSOs, journalists, academics and social workers to take messages to new audiences.

f) Government officials

The global campaign worked with the South African Constitutional Court Justice Edwin Cameron during UN HQ outreach meetings. The national campaigns utilized government/public officials, mostly in policy dialogues with LGBTI communities, to push for changes in policies and laws as well as to implement recommendations from international human rights mechanisms. Building upon these interactions, national campaigns should identify state authorities who can show public support to the campaign messaging beyond meeting rooms. Ligia Dias Fonseca, the First Lady of Cabo Verde, is one of the few in government to support the national campaign publicly. The campaign should have made an effort to take her support for the campaign beyond Cabo Verde. Another example is The Dominican Republic, where ministers used their personal and ministry social media accounts on Spirit Day to show public support for LGBTI rights. This kind of personal support by government officials gives legitimacy to the issue and takes messages right to the heart of government and the public. Bringing the voices of duty bearers to the forefront of the campaign is important in challenging state structures.

g) Private sector messengers

Several campaigns have worked with the private sector to train and adopt the Standards of Conduct for Business on tackling discrimination against LGBTI people, but few got private sector supporters as campaign messengers. In Serbia, Hemofarm adopted the Standards of Conduct and had a representative feature in a campaign video. A partnership with private sector networks in Peru is building their capacity to be messengers in the campaign. "During Pride month, some companies now do put the rainbow flag in their logo as a sign of public support. We have reached the point where they are ready to go out and support publicly," said one respondent. Getting companies to show public support to the rights of LGBTI people by delivering campaign messages should be part of the campaign's outreach strategy.

h) Community and religious figures

The global campaign had South African Archbishop Desmond Tutu at high-level events and in video messages. No other national campaign had a religious leader as a messenger. This remains an area to explore as religion continues to be a significant source of stigma and hate towards LGBTI people. Campaigns should tap into the power of a few influential figures to shift mindsets. Continued dialogue with religious leaders is necessary for campaigns to reach

other audiences. In Timor Leste, catholic nuns addressed a workshop of LGBTI communities calling for respect while the UN Free & Equal campaign in the Dominican Republic held dialogues between religious leaders and LGBTI organizations. These are excellent grounds to engage religious leaders to become messengers for the campaign in the future.

Indeed, the global campaign carried a prolific video featuring Ugandan Right Reverend Dr. Christopher Senyonjo with the LGBTI community. Dr. Senyonjo is the only known religious leader to support the rights of LGBTI people in the country publicly and one of the few on the continent. His voice and others like him in other regions can enable the campaigns to tackle deep-rooted negative beliefs against LGBTI people. The UN Free & Equal campaign should include community leaders in dialogue and build their capacity to be messengers.

2.3 Effectiveness

12) Did the campaign produce the intended results in the short, medium and long term? If so, for whom, to what extent and in what circumstances?

13) What evidence of positive results regarding awareness of sexual, gender and bodily diversity, and promotion of equal rights and fair treatment for LGBTI people can be found? What has been the contribution of the UN Free & Equal Campaign to the achievement of these results?

This section presents results related to the overall campaign goal and the two main outcomes set up at the global and national levels as described in the result framework in Annex Four. The evaluation team concludes that overall, the UN Free & Equal campaign has been very effective in achieving planned results.

The evaluation team chose illustrative outputs from national campaigns and assessed the extent to which those outputs were achieved in a selected number of countries where interviews were conducted. A list of those countries is described in the methodology section. In addition to the interviews, the progress reports from national campaigns, the UN Free & Equal campaign annual progress reports, the available EOY reports from PMS and a thorough review of the communication products provided evidence that a significant majority of outputs were achieved at the global and the national level.

2.3.1 Producing and disseminating communication products and tools

The global and national campaigns have produced and disseminated a wide range of communications products and tools, including videos, photos, infographics, fact sheets, macros, e-posters, maps, press releases, Op-Eds, blogs, GIFs, memes, online photo exhibitions, animated videos, illustrations, cartoons, billboards, street posters, stamps, brochures, publications, songs, theatre plays, murals and paintings. These products and tools have contributed to delivering campaign messages supporting LGBTI equality and acceptance and countering prejudice and harmful stereotypes.

The global campaign social media packages were beneficial for national campaigns that adapted the messages or found inspiration to create local content. The campaign has reached millions of people across various audiences by sharing materials and tools in traditional media and social media and in-person meetings, training and events. Activists, both at the national and the international level, spoke highly of the materials' resourcefulness, condensing complex, largely unexplored issues to make them readily available to audiences. For instance, the mini-

campaign on intersex persons was cited as one of the few international platforms to have given visibility to intersex persons. Overall, the global campaign produced over 55 videos and ten factsheets available in Arabic, Chinese, English, French, Portuguese, Russian and Spanish. While videos were predominantly produced in English they had either subtitles or voiceovers in all UN languages plus Portuguese. Factsheets have been used by national campaigns, LGBTI movements and educators to enhance public knowledge of the different communities.

In most national campaigns covered by the evaluation team, global campaign videos were least adapted. However, other materials like Macros and e-posters that carried general messages or explanations of the various groups under the LGBTI umbrella were more likely to be shared or translated to local language. National campaigns sought more information-based content like factsheets, guides, and publications to increase audiences' resources in the local contexts. One respondent said, "the materials helped make LGBTI people visible and showcased non-traditional families. My hope is that global materials can have more research and stakeholders. It is important to show LGBTI people just living their lives."

The general nature of the global campaign gave national campaigns leeway to adapt materials easily. "The way this campaign is created on a global level is quite general. It gives fantastic ideas, tools and materials that you can use on a national level," said one respondent. However, many others pointed at challenges of adaptability of global campaign materials like videos, including diversity in imagery and ideas presented to national contexts. "The campaign is very related to topics that happen in the United States and reacts to situations happening there. Sometimes they are promoting themes that are out there when here, we are still at baby steps," said another respondent.

Videos that address the global audience might not be strong for advocacy with national audiences where campaigns have specific themes. Diversity at the global level does not necessarily translate to diversity at the national. That's why more abstract presentations like illustrations and e-posters addressing particular LGBTI communities were more likely to be adapted into local contexts. Also, long-running campaigns like the one in Brazil had more content translated from global to national and from national to global. Mostly, national campaigns produced their content to cater to their audiences' needs, starting from key terms relating to LGBTI communities. The different levels of public knowledge of the LGBTI issue in focus selected by the campaign at a national level determined how content from the global could be adapted nationally. However, the global campaign could use more national campaign products to diversify content as well as to bring more visibility to outstanding national products.

Nonetheless, the global team plays a significant role in shaping local content, grounding it in the campaign's overall goals and providing feedback throughout content production. This enables knowledge and experience sharing from global to national and vice versa.

The **campaign's target of a moveable middle audience**, neither hard-core opponents of LGBTI equality nor enthusiastic supporters, is reflected in the framing of campaign messaging and products. Both global and national campaigns used mixed public information and emotive/emotional appeal approaches to package messages. National campaigns also produced materials that stakeholders defined as successful in reaching the movable middle audience and sparking dialogue towards acceptance of LGBTI people. One respondent at the national level said: "The materials are cutting edge and bring up issues in an updated format.

Through the UN Free & Equal campaign communications materials, we can demystify these issues and bring everyday experiences with good production.”

From global to national, the **campaign messaging approach** was kept at simple and positive messaging, using empathy as an entry point to engage the public. The emotive messaging appealed to core human values and needs like empathy, humanity, love, family, and acceptance. Videos like *The Welcome* - the first-ever Bollywood production featuring same-sex marriage and *Celebrate Love* featuring Equality Champion Daniela Mercury and Malu Verçosa made family the center. Family acceptance was a focus of campaign products in Albania, Brazil, The Dominican Republic and Viet Nam. **The use of impactful storytelling** in videos like *Tatiane’s story* from Brazil and “Dona Monica, Um elogio à Igualdade” about the first publicly known transgender woman Dona Monica from Cabo Verde showed challenges and triumphs. It brought the everyday realities of LGBTI people beyond an abstract idea of freedom and equality. The personal stories put a human face to cross-cutting challenges, from expression to employment and safety. This emotive messaging created allies and solidarity for the LGBTI community. The “Know the Person and Prejudice Disappears” in Cambodia about a gender-nonconforming gay person supported by the family members and a role model for his relatives was empathic and relatable.

Campaigns elevated secondary audiences to be primary in several countries where the LGBTI rights movement or part of the movement was not visible or fully developed to achieve the results. The campaign defined secondary audiences as LGBTI civil society activists and other human rights defenders, national human rights institutions, UN staff, diplomats, and the media. For instance, in Praia, Cabo Verde’s capital, the campaign team invested resources and time supporting the youth community through weekly meetings where UN Free & Equal campaign messages were shared to raise awareness. This led to the creation of the first LGBTI Association in Praia. “We decided to go in a different direction from the global campaign. We were not going to go far without supporting the LGBTI movement to grow to the point of them having their own voices.” said one respondent. “It made no sense to work on a campaign for the general public if we don’t have the main voices of the community.”

Public centered and generated content was one of the most effective approaches in creating dialogue on the rights of LGBTI people in several national campaigns. In Ukraine, the UN Free & Equal campaign team provided a platform for people on the streets of Kyiv, Odessa and other cities to ask a question to LGBTI people after which, the campaign approached LGBTI community members to respond. The conversation created in a short video series - *100 Questions* was vital in shifting public opinion and perceptions. One respondent said, “We didn’t want to impose the questions. We initiated a dialogue in society among people who don’t face each other.”

Public information advocacy campaigns were also used to deliver campaign results in both global and national campaigns. More than half of the global campaign videos reviewed were public information geared toward improving knowledge about LGBTI people or the human rights of LGBTI communities. Many of the materials combined the information with suggested actions to parents, governments, policymakers, and the private sector. Videos like the *Price of Exclusion* and *A Free and Equal World is Possible* were information sharing and rights reiterating advocacy pieces. Specific campaign issues relevant at the national level included de-pathologization, Standards of Conduct for Business on tackling discrimination against LGBTI people, and same-sex marriage. In Serbia, a video on de-

pathologization was shown at events and disseminated on UN and CSOs social media platforms to raise awareness about trans rights and the revised version ICD 11.

Box 1: Serbia—de-pathologizing transgender identities

Relevance & Effectiveness

The UN Free & Equal campaign in Serbia has worked with a broad array of stakeholders—including in the LGBTI communities, human rights organizations, the ombudsperson office, and government officials—to support the national implementation of the WHO revised International Classification of Diseases (ICD 11), which reclassified being transgender as a condition rather than an illness. This work is very relevant as the national legal system does not recognize transgender identities and the health care system still considers being trans as a mental disorder. According to the government’s Social Inclusion and Poverty Reduction Unit, discussion on LGBTI related concerns continues to be taboo in the country and the general public lack information about the many challenges that LGBTI people confront in their daily lives.

In this context, the UN Free & Equal campaign has used its convening power effectively to spur discussions between relevant stakeholders about challenges facing the transgender community and to promote the implementation of the WHO’s recommendations among health institutions. Among campaign partners, only the UN has worked extensively on issues related to de-pathologizing. Evidence shows the campaign’s critical role in bringing together representatives from the transgender community, the ministry of health as well as other relevant ministries, and CSOs to discuss reforms in practices and regulations.

According to several interviewees, the campaign represented the first time that a national dialogue had taken place in the country on these issues. Having the UN as an umbrella has brought more visibility to the issue of de-pathologizing in traditional and social media.

In addition to supporting the necessary changes in legislation and policy, the UN Free & Equal campaign has also sought to appeal to public opinion through a series of public information activities, including:

a) Producing a video on de-pathologizing to raise awareness among the general public about the rights of transgender persons as well as the changes brought by the revised International Classification of Diseases. The video features several transgender persons speaking about their experiences and struggles and makes complex terminology accessible for the general public. The video was shown at all trans* related events, as well as disseminated on UN and CSOs social media platforms, but technical issues related to advertising in Serbia at the time prevented it from reaching the expected audience. The video, however, is not time-bound and continues to be used in dialogues with different groups on de-pathologization and trans rights in Serbia.

b) Supporting the TransBalkan photo exhibition in Serbia by photographer Aleksandar Crnogora hosted by the Belgrade Youth Centre. The exhibit was ranked as one of the most visited exhibits in several years and had great media exposure, including prime time TV and print media. The exhibition presents the stories of trans people from different walks of life, giving their lives more public exposure. From a trans military officer to an elderly woman in Bosnia who survived the war, the exhibition was an empathetic and humanizing portrayal of trans identities. This is an example of great collaboration with artists/photographers to

produce content to appeal to the “moveable middle,” one of the campaign’s primary target audience. The exhibit has shown potential for regional impact. Following the presentation in Belgrade, the exhibition travelled to other countries and cities, including Zagreb, Novi Sad, Skopje, Sofia, Oslo, Pristina, Tirana, Podgorica and Rome.

However, a proposal to support the printing of over 100 portraits of trans persons and a partnership with a state-owned news company, the biggest in the region, was withdrawn as the TransBalkan photos did not appear to be in line with OHCHR regulations related to nudity and explicit content.

Impact

Advocacy efforts have contributed to important gains for the transgender community, including: 1) The Office of the Ombudsperson has recommended the Ministry of Health to remove transgender identity from the list of mental disorders; and 2) Gender affirmative surgery is no longer a prerequisite for transgender persons to change the gender marker in their identity papers.

Enhanced ownership of the transgender community in de-pathologizing efforts. The UN Free & Equal campaign in Serbia has supported the transgender community to participate actively and shape the discussions with government representatives and other relevant stakeholders.

Working under the umbrella of the UN has opened opportunities for CSOs to work with the media on raising awareness about the transgender community in a more positive way. A respondent noted that several media outlets are now more inclined to share the materials that CSOs are sending promoting personal stories or raising awareness about the Pride Parade.

Lessons learned

The presence of the UN in meetings has been crucial to legitimize the process and ensure that the government takes the dialogue on rights of LGBTI people more seriously. As a respondent noted, visibility on de-pathologizing has grown from zero to very high because of the UN support to this process.

Supporting alliance building between local LGBTI organizations and mainstream human rights organizations can lend sustainability to de-pathologizing efforts as human rights organizations have more capacities to address the legal aspects of these efforts.

Partnering with regional networks, such as ERA, which brings together more than 50 organizations from the Western Balkans, provides great potential for the UN Free & Equal campaign to maximize its impact regionally. The conversation in Serbia on de-pathologizing transgender identities was followed by CSOs in other countries like Bosnia, Macedonia, Montenegro.

Having guidance on nudity and sexual content would clarify the scope of national campaign collaborations with visual artists.

2.3.2 Using commemoration days, national days and artistic and sports initiatives to disseminate campaign messages and materials and engage the public.

National campaigns have used international days and national commemoration days to raise awareness about the rights of LGBTI people and promote acceptance. For instance, hundreds of people attended events hosted at UN headquarters in Brazil, marking key dates such as IDAHOT and the national Trans Visibility Day. Similarly, the UN Free & Equal campaign in Serbia used those dates to launch a social media campaign against discrimination and organize several round table discussions to spark public discussion on discrimination against LGBTI people.

National campaigns have also found creative ways to shape public opinion through a wide range of public information activities. In Viet Nam, the campaign celebrated Diversity Day with a “Diversity Ball” soccer tournament hosted at the Hanoi University that brought together civil society and hundreds of students. The TransBalkan photo exhibition documenting the lives of trans people in Serbia was one of the most visited exhibitions in Serbia’s Belgrade Youth Center. The exhibition had an impact beyond Serbia as it toured other states in the region. The UN Free & Equal campaign in Peru also organized a photo exhibition “Pure non-sense”, with portraits of the daily lives of LGBTI people that helped challenge stereotypes and myths. The exhibit toured different public spaces in the capital and was visited by some 70,000 people according to the national campaign estimates.

In the Dominican Republic, the UN Free & Equal campaign supported a theatre play production to promote awareness of homophobic and transphobic violence in schools, which was attended by over 200 people and the UN Free & Equal campaign in Mongolia supported a queer film festival during Pride celebrations.

In addition to empowering the LGBTI community, these events created opportunities to reach out to new audiences and to increase the understanding of the LGBTI community among the general population. Having the UN’s support has also reinforced the message of acceptance and respect towards the LGBTI community.

At the global level, the campaign has worked together with the LGBTI Core Group to host events, including high-level discussions at the UN General Assembly addressing issues such as hate speech against the LGBTI community and the prevalence of extrajudicial killings of LGBTI people. These events have promoted interactive dialogues with member states. The Global campaign has also used commemoration days against homophobia, biphobia and transphobia to stimulate debates among States and CSOs, raise awareness on these issues and advocate for LGBTI equality in multilateral spaces.

2.3.3 Engaging with the business sector to enhance compliance with the UN Global Compact and the Standards of Conduct for Business on tackling discrimination against LGBTI people

Many respondents stressed the need to engage with the private sector as often high unemployment rates among LGBTI people are grounded in prejudice and stigma. To meet this challenge, the global and national campaigns have developed public information materials and organized activities to disseminate the Standards of Conduct and promote their implementation among the private sector.

For example, in Serbia and Albania, the UN Free & Equal campaign has translated the Standards of Conduct into the respective languages and worked with the private sector on their implementation. In both countries, the UN Free & Equal campaign has partnered with the Equal Rights Association (ERA) to conduct workshops and meetings with CEOs to

endorse the Standards of Conduct. In Serbia, the UN Free & Equal campaign has created a public information campaign around the Standards of Conduct, including a video showing the positive impact of LGBTI inclusion at Hemofarm, a local company.

The UN Free & Equal campaign in Brazil has implemented similar initiatives, including preparing a brochure for companies that has also been translated into braille. So far, 30 companies have publicly expressed their support for the Standards of Conduct. In Peru, the national campaign has also worked with Pride Connection, a regional network of companies to promote inclusive work environments for the LGBTI community.

These efforts have contributed to raise awareness in the private sector about companies' human rights responsibilities and to make workplaces a safer place for LGBTI people. The evaluation team heard several examples of companies reviewing internal policies and organizing internal discussions with employees as a result of these initiatives.

2.3.4 Raising awareness through dialogues with diverse audiences

Discussions at public events and in schools and universities have contributed to change attitudes among young people. For instance, the UN Free & Equal campaign in Albania, together with civil society partners, organized debates with young people in six universities in and outside the capital. Local authorities, representatives from LGBTI organizations and the RC were involved in these meetings. The evaluation found that these dialogues “made them feel that they were not alone” and that the information provided helped dispel negative stereotypes, particularly when respected people in the country are the sources of information. In Cabo Verde, the UN Free & Equal campaign organized similar conversations between the LGBTI community and students at the University of Cabo Verde. The campaign also organized similar conversations in secondary schools to raise awareness and sensitize students.

2.3.5 Strengthening partnership with CSOs

All campaigns do consultations to ensure synchronicity with local communities' advocacy goals and priorities, know gaps and opportunities, and assess risks in the local contexts. With few exceptions, the evaluation team found that it was standard practice by national campaigns to consult LGBTI organizations before, during, and after implementing campaign activities. In many countries, local LGBTI activists and organizations have implemented many aspects of the campaign, including the production of communications materials. For instance, in Viet Nam, the team partnered with Lighthouse, one of the main LGBTI organizations in the country, to carry out a community based participatory research to learn about obstacles LGBTI people face at home and how they have been affected by the increased domestic violence during COVID-19. The stories and information collected in this research have served as the basis to produce videos and materials for the *Safer Homes* campaign.

National campaigns have also used their convening power to create opportunities for LGBTI communities to engage with national authorities. For example, in Albania, Brazil, the Dominican Republic and Serbia, the UN Free & Equal campaigns has facilitated the engagement of LGBTI groups with different ministries and ombudspersons, which have opened up opportunities to put LGBTI concerns in national agendas and plans.

The UN Free & Equal campaign has also contributed to strengthening LGBTI movements where there were existing tensions between diverse communities and movements. The UN Free & Equal campaign has helped ease this by bringing groups to the same table to contribute

to the campaign strategies reflecting diverse voices. In Serbia, for instance, the UN Free & Equal campaign helps facilitate a platform of more than 30 CSOs, which includes an LGBTI cluster that has been instrumental in following up recommendations of UN mechanisms. However, the evaluation team found that a more consistent alliance building between LGBTI groups and national human rights organizations is needed to anchor the rights of LGBTI people within the human rights movement and build broader coalitions.

2.3.6 Producing research

Research has also been the focus of several national campaigns. In The Gambia, given the very restrictive environment for LGBTI people and the potential backlash of a public information campaign, the UN Free & Equal campaign focused on producing research documenting media coverage of LGBTI people in the country from 2008 to 2019 and the consequences that this has had for the LGBTI community. The research is intended to shape materials for training of journalists to counteract derogatory narratives and promote the fair treatment of LGBTI people in the media.

In Ecuador, the UN Free & Equal campaign used the current context of presidential elections to work with a group of young scholars on a study that draws attention to the limited political participation and representation of LGBTI people in political processes, as well as the lack of integration of their specific demands in government programs. The study includes best practices to strengthen LGBTI political participation. Beyond the publication, the study was a useful tool to facilitate dialogues with political candidates and raise awareness of the serious discrimination confronted by the LGBTI community in political participation. Several candidates committed to addressing discrimination against LGBTI people in their political programs.

In 2016, the UN Free & Equal campaign in Serbia developed research to address LGBTI-based bullying in high schools that led to an expert study with recommendations for policymakers and communities. The UN Free & Equal campaign in Serbia and CSOs involved in the initiative organized campaign activities around the recommendations and supported efforts led by victims and their families. The results of the study were publicly communicated to a wider audience at a press conference and through the media.

14) Where positive results have occurred in countries, what were the enabling factors? What has prevented the campaign from achieving results? What lessons can be learned for future campaigns?

Lessons learned are addressed under section 3. This section focuses on the **enabling factors** that contributed to the achievements of results, which included: support from UN leadership, broad interagency support, staff knowledge and commitment, and strong partnerships at the national level.

Support from UN leadership: Support from leadership has been critical for the campaign to move forward and, more broadly, legitimize and encourage other UN agencies to work in this area. The decision of the then UN SG Ban Ki-moon to take up the cause and support the campaign was a critical step to establish its grounding as a UN-wide campaign and protected it from a lot of resistance to work on this issue within the UN system. More recently, the decision of the current UN SG António Guterres to launch a UN Strategy and Plan of Action on Hate Speech in 2019 offers renewed support to the campaign.

Similarly, the support from the then HC Navy Pillay and successive HCs have also facilitated OHCHR's leading role in the campaign.

Broad interagency support: Having the support and collaboration of agencies across the UN family and the involvement of RCs has taken the campaign to countries where OHCHR does not have a presence and more broadly strengthened all national UN Free & Equal campaigns.

The evaluation found that working under the UN banner has encouraged UN agencies and UNCTs to support campaign activities, which are still considered controversial in many countries, and avoid being singled out or exposed for carrying out LGBTI related work. Externally, it has sent a powerful message that the UN cares about LGBTI people. Internally, it has provided an opportunity for UNCTs to learn about LGBTI concerns and build their own capacities.

Staff's knowledge and commitment: Staff's knowledge of the political context at the national and international level and extensive experience in the subject matter have been central to enabling the UN Free & Equal campaign to navigate hostile contexts and seize opportunities to grow. A majority of internal and external stakeholders highly valued the commitment and accessibility of UN Free & Equal campaign staff. This is particularly relevant in the context of job insecurity that the global campaign staff had been confronted with for long periods of time. Likewise, at the national level, the staff's commitment and dedication have often helped overcome the limited funding available to support campaign activities.

The campaign has also worked with highly professional companies that have produced high-quality communications products and has also benefitted from pro bono work from partners. Consultations with international networks and LGBTI-related organizations have also provided input into campaign strategies, tactics and products every step of the way.

Strong partnerships at the national level: The UN Free & Equal campaign has built strong partnerships with a wide range of actors, including LGBTI organizations, human rights organizations, ombudspersons, State institutions and the private sector. These partnerships have been critical for the national campaigns to seize opportunities and identify relevant areas to work on. National campaigns have relied heavily on partners to implement activities, develop communication products and grow the campaign's audience by disseminating communication products on social media and sharing their work with local communities. Working with UN Free & Equal campaigns has also bolstered partners' legitimacy and ability to advance the rights of LGBTI people in often highly repressive or hostile environments.

Concerning factors that have prevented the campaign from achieving results: A key concern is the limited capacity to support the level of coordination required by national campaigns. Global campaign staff are spread too thinly to be able to facilitate strategic exchanges among national campaigns and develop a longer-term perspective on geographic priorities. The evaluation found that the recent training organized by the global campaign on communication strategies was a good opportunity for national campaigns to share their experiences and learn from each other. The campaign manager has also shared information with national teams on what other campaigns are doing, but these exchanges have been ad hoc and insufficient to transfer knowledge from one country or region to another.

15) Where results were not achieved, what were the key inhibiting factors and processes? What lessons can be learned?

This question has already been covered under question 8.

16) To what extent has the reorientation strategy from Global to National events produced intended and unintended outcomes (positive and negative)?

The UN Free & Equal campaign was initially conceived as a global multimedia campaign, and thus national campaigns were not initially considered. The evaluation team did not find any documents describing the reorientation in the campaign strategy to incorporate work at the national level. The 2019 annual report briefly mentions a shift in the campaign to expand its focus from the global to the national to create “tangible action from governments and communities that can make a difference in the lives of LGBTI people around the world.”⁵

The reorientation was described to the evaluation team as “an organic process that grew out of interest from field colleagues at UNCTs to do advocacy, awareness-raising and outreach at national level [on this topic].” To respond to these demands, the global campaign uses earmarked seed funding to support the development of campaign activities at the national level. In 2019, the UN Free & Equal campaign had 17 national campaigns in Albania, Brazil, Cambodia, Cabo Verde, Dominican Republic, The Gambia, Guatemala, Haiti, Mongolia, Peru, Serbia, Sri Lanka, Timor-Leste, Ukraine, Uruguay, Viet Nam, and a sub-regional campaign in Central America.

The evaluation team found that the shift to expand work and resources to the national level was an effective way to contextualize and bring the message closer to the campaign’s target audience groups. National UN Free & Equal campaigns and activities have amplified the message of the global campaign and increased its visibility and, consequently, “the visibility of UN support for members of the LGBTI community at risk of violations,” as one respondent remarked. National campaign activities and communication products have also achieved a better impact at the national level as they are tailored to local contexts and resonate better with national audiences.

Importantly, the global campaign’s reorientation has helped bring the work of the global campaign closer to the work of a range of stakeholders, including civil society, State institutions, the private sector and other UN agencies. A respondent noted, “It has both helped to break down resistance in other UN agencies to working on LGBTI-related issues, and, as a side-effect, given colleagues from different agencies a collaborative human rights project to work on together. You could say that it has been a case of ‘action learning’ for UN colleagues both on human rights and on working as ‘One UN.’”

The expansion of the national work, however, has put a strain on the work of the global campaign. As discussed in question 5 under efficiency, the level of coordination and support required by national campaigns cannot be sustained with current staffing arrangements.

⁵ 2019 UN Free & Equal progress report. Available at: <https://www.unfe.org/about-2/>.

17) Is the initial target audience still relevant in the current context? Are the national campaigns still relevant in the current context or are there other regions which should be targeted?

The first part of this question—on the relevance of the initial target audience—has been addressed in questions one and two under section 2.1 on relevance. Question 16 above addresses the relevance of the national campaigns in the current context. This section will address other potential geographical outreach for the campaign.

The UN Free & Equal campaign has prioritized countries where new opportunities are emerging for advancing the protection of the rights of LGBTI people. In so doing, the campaign has been guided by emerging opportunities and discussions with colleagues from OHCHR in HQ and FPs, and interest, capacity and demand from UNCTs. Currently, the UN Free & Equal campaign has a relatively high presence in Latin-America and the Caribbean (Brazil, Central America, Dominican Republic, Guatemala, Haiti, Peru and Uruguay) and a moderate presence in Eastern Europe (Albania, Serbia and Ukraine) and Asia (Cambodia, Sri Lanka, Mongolia, Timor-Leste and Viet Nam). In Africa, the UN Free & Equal campaign is only running in Cabo Verde and has other related activities in The Gambia. Respondents identified emerging opportunities in the Asia Pacific Region and Africa.

For example, respondents suggested the need to explore the possibility to use the communication materials that have already been developed by the UN Free & Equal campaign in Brazil and Cabo Verde in other Portuguese speaking countries in Africa. Other respondents highlighted emerging opportunities in African countries that have decriminalized same-sex relations, such as Angola, Botswana, Mozambique, and South Africa. Yet, others warned of the potential backlash and unintended consequences of a public communication campaign promoting the rights of LGBTI people in the region, including because UN messaging on this topic is sometimes perceived as “Western”, which can be unhelpful to local efforts. For example, in West Africa, recent attempts by the international community to support the rights of LGBTI people have been met with strong opposition by State institutions and religious figures. The interest and capacity of national UN teams in those countries is another aspect to be considered, as no national UN Free & Equal campaigns can take place without strong leadership and buy-in from OHCHR/UN country presences.

The effort to change public perceptions and narratives about LGBTI people requires an enormous amount of human and financial resources. Thus, a more targeted approach focusing on developing exemplary cases may prove more effective than investing in expanding campaigns across many countries. The case of Costa Rica reveals the potential of using a local model for developing a more regional approach to the UN Free & Equal campaign in the region. For example, the campaign “I accept” (Si Acepto) in Costa Rica has been so effective in showing positive results about changing public perceptions about marriage equality that three other countries in the region—Guatemala, Peru and Panama—are now using this model and strategy.

The UN Free & Equal campaign can draw important lessons from the “I accept” campaign for the region, including: 1) it was launched before the law on equal marriage went into effect to educate people and calm fears instigated by conservative and religious movements in the country; 2) the campaign was backed by a large movement of organizations across the private and public sector - including CSOs, major corporations in the country, support from several departments within the Government, the private sector, Freedom to Marry Global (the team

behind the marriage equality victory in the US); 3) social media products were complemented with TV and radio ads; 4) the campaign incorporated tools such as surveys to measure changes in perception, which revealed positive results that helped encourage stakeholder buy-in; and 5) the campaign developed a road map providing guidance for other countries in the region to follow. Several stakeholders remarked that such an approach could help counteract trends by the rising conservative and religious movements that are similar in several countries across the region.

To make the most effective use of limited resources, the UN Free & Equal campaign needs to balance a longer-term perspective on regional priorities with the “seizing opportunities to grow” approach. Accordingly, any decision to expand the campaign in Africa, or any other region, should be guided by a strategic prioritization process that involves close coordination to assess opportunities and capacities with OHCHR and UN country and regional presences, including with the involvement of RGAs, as well as with CSOs working at the national and regional level.

18) How effective have the communication tools been? What have been the results and challenges of celebrity engagement?

Campaigns, both global and national, effectively used videos to convey messages and tell stories of LGBTI people and their families. Video production is costly; however, the campaigns used short videos to educate audiences about the different communities under LGBTI, humanize, evoke interest, spark conversations, and dispel stereotypes against LGBTI persons. With the campaign’s strong online component, visuals like videos easily gain traction among audiences. Campaign fact sheets have conveyed critical facts and addressed knowledge gaps. Stakeholders from LGBTI movements, public officials and universities have effectively used them to reach different audiences that other products might not reach. Factsheets are also relevant to contexts where public information campaigns are not yet possible.

E-postcards and illustrations were also effective as they are less costly, easy to adapt and share on different platforms. Artistic forms of communication like murals, songs, and theatre plays reached audiences that may not have access to or are not heavily reliant on social media. Most campaign communication tools developed are used beyond the campaign implementation period and are favorable for cross-country adaptations.

I. Dissemination strategy

Effectiveness of communication tools depends so much on dissemination. The evaluation team didn't find concrete dissemination strategies except for a few tips shared with national campaigns in several documents. Campaign plans should include how materials are to be disseminated and by which actors. That said, campaigns were innovative and flexible, using mailing lists, traditional media, online media, public spaces, and in-person meetings to share content. The UN Free & Equal global campaign website and social media accounts (Twitter, Instagram, Weibo and Facebook) are the primary platform for reaching millions across different geographical areas. The OHCHR main social media accounts have largely amplified the campaign’s content at the request of the campaign manager. National campaigns reported disseminating materials to main UN channels. For instance, the UN Free & Equal campaign in Brazil published nine articles on LGBTI equality issues for UN media services in 2019.

National campaign content is shared on the UNCT account and/or the accounts of partner agencies. Campaigns like in the Dominican Republic and Haiti have been boosted by the regional project *Being LGBTI in the Caribbean* (BLIC) through its blog and social media where they use hashtags #LibresElgualesRD and #LibresEtEgauxHT, respectively, to label UN Free & Equal campaign content. However, without dedicated campaign national accounts online, several national campaigns have struggled to get visibility through UN channels due to the high volume of content the accounts host. Sometimes campaigns have more materials than the UNCT accounts can accommodate in time. This approach hinders campaign messages from reaching audiences outside "the UN echo chamber".

A heavy reliance on social media, even with high engagement figures, limits the campaign reach to urban areas. Stakeholders in Viet Nam, for instance, called for a contextualized dissemination strategy that includes local channels used in rural provinces and by older persons like ZALO (messaging App) to increase reach. "The internet penetration is not very strong, there are suggestions the campaign should utilize more mass media, loudspeakers in some provinces, but there was no financial budget to do so. We heavily depended on social media."

The global and several national campaigns have used **social media ads** to increase followers and reach a diverse audience who would not have interacted with the campaign organically. In Ukraine, the campaign promoted some content. "We realized a lot of people viewed the videos while very few shared. Stigma plays a role; some people think, 'If I share [the content], people will think I am gay or lesbian. So we had to sponsor the content.'" said one respondent. Other campaigns said they would promote content if they had enough budget. The global campaign has also utilized **paid digital media**.

The UN Free & Equal campaign has used **traditional media, including newspapers and TVs**, to share campaign messages both internationally and nationally. Influential international and local media covered global and national launch events. National campaign activities continue to receive media attention. In Serbia, the campaign was covered in more than 150 media articles driven by a de-pathologization meeting. Traditional media has taken the campaign messages to a bigger and diverse audience, especially in countries/regions where internet penetration is still low. A documentary produced in the Cabo Verde featured on national public television. In Timor-Leste, radio is used to spread messages on access to education. Many campaigns recognized the need to engage traditional media but cited a lack of resources. For the national campaigns to have a bigger impact on attitudes towards LGBTI people, strategic traditional media engagement should be part of dissemination plans.

Several online media outlets like Upworthy, BuzzFeed have also featured the global campaign videos, and in the earlier years, the Campaign Director Charles Radcliffe had a column in the Huffington Post where the campaign featured frequently. Such partnerships are key to keeping the campaign in international media. Currently, the campaign by the RO-CADR works in partnership with the EFE wire services to disseminate campaign messages and products on social media and traditional media outlets, reaching a total of 35 million people across the region.

National campaigns have utilized CSO networks, particularly LGBTI communities, to disseminate campaign messages to diverse audiences through their social media and messaging platforms and in-person meetings with key groups. One respondent said, "To reach communities, we used our network of LGBTI CSOs to introduce the campaign. We asked

them to spread the campaign through the networks." Another said, "Local LGBTI communities were a bridge. The community had many ideas on how to increase reach beyond social media, but sometimes there was no financial means and time to do so."

2. Campaign Data

The global campaign has collected data since the first year of the launch. Data gathered even at the national level, includes the number of people attending campaign events/training, materials produced and disseminated, external channels that carry the messages and their reach and social media. A lot changed since 2016 when social media platforms introduced restrictions that have affected how campaigns can define target audiences and those that accessed the content. Under new privacy measures implemented by social media platforms, measuring the campaign's full reach has become increasingly difficult. The global campaign still has better access to online data than national campaigns with subscriptions to data tools and a social media tracking company to monitor campaigns, reach people, and gauge engagement levels.

National campaigns have social media indicators that look at the number of likes, reactions, shares, and retweets. This gives campaigns only data from each post which then they tabulate to get figures of people reached, overall, by campaign posts. The lack of standalone national campaign social media accounts makes it difficult to gauge the actual reach. The UN Free & Equal campaign content is just a small part of what UNCT platforms carry. However, national campaigns have data from different campaign activities. Evaluating these activities could bring in more data to elaborate on the relationship between online campaign performance vs offline. Also, public opinion research, like that conducted in India and South Africa in 2014, could give national campaigns a better measure of the impact.

The UN Free & Equal campaign has been good at capturing data on the reach of its national and global social media campaigns, but not so efficient at capturing larger outcomes and impact. For example, capturing changes in the perception of its targeted audience.

3. Equality Champions

Equality champions were influential in spreading campaign messages at the global level. Of the 55 campaign videos reviewed, eight (8) videos involved "Equality Champions" who included the Puerto Rican pop star Ricky Martin, South African musician Yvonne Chaka Chaka, Brazilian singer Daniela Mercury, Bollywood actress Celina Jaitley, U.S. rap duo Macklemore & Ryan Lewis, and the U.S. band Fun. High profile people made the UN Free & Equal campaign's brand visible to a large social media following, announcing their support and sharing campaign messages during the early years of the campaign. However, the effectiveness of engaging celebrities was overall mixed, with few engaging with the campaign beyond initial announcements.

In Brazil where celebrity champions were most active, respondents valued their voice and strong advocacy. "Artists like Jonny Hooker being engaged in the campaign are important because they can reach some people we don't. Artists connect much easier with people," said one respondent. One champion in Brazil was hosted on a webinar on the UN Global compact in January 2021, which attracted over 3500 participants.

While champions effectively draw in diverse people to the campaign, celebrity engagement overall was described as resource-demanding in terms of staffing, time, and funds. Several respondents had reservations about working with celebrities on human rights issues as it

requires consistency. Except for Brazil and Cabo Verde, most national campaigns didn't engage celebrities. Respondents said they were not ready, unsure or the context was still difficult for the rights of LGBTI people.

Box 2: Cabo Verde—Partnering with influential public figures across continents

Cabo Verde is one of the few national campaigns with a campaign ambassador - Mayra Andrade, one of the country's most famous singers with worldwide renown. Many campaign activities and message dissemination strategies involved Mayra and other famous singers tapping into the rich artistic culture of Cabo Verde, including an annual music show. The campaign produced and disseminated the official campaign video with Mayra Andrade, which was featured on national public television. The video was shared on outdoor screens of several music festivals in the country, such as the Kriol Jazz Festival, the Gamboa Festival and the Santa Maria Festival. The campaign also worked with Mayra to support the Pride Parade in 2016.

To effectively leverage the shared musical and cultural influences, the campaign through Mayra reached out to Brazilian musicians who are popular among Cabo Verdans to produce messages of support to LGBTI communities, calling for tolerance and respect of rights. In 2017, a Brazilian singer, songwriter and trans woman, Maria Gadú, shared a video supporting the UN Free & Equal campaign in Cabo Verde that was broadcast on Cabo Verdean national television for a week. The video was also shared on UNCT and UN Women social media in addition to Maria Gadú and Mayra Andrade's sites. Barros Ferreira Campos Liniker, a Brazilian trans Black woman, singer and songwriter, produced videos for the campaign. Daniela Mercury, a Brazilian singer and UN Free & Equal campaign champion, sent a message to Cabo Verde's people supporting the rights of LGBTI people.

Impact

The UN Free & Equal campaign in Cabo Verde has developed effective partnerships with influential artists to promote the rights of LGBTI people. Relying on the country's influential artistic culture, the campaign has seized opportunities beyond social media to disseminate campaign videos messages at festivals to reach newer audiences. The connection between the UN Free & Equal campaign in Cabo Verde and Brazilian artists is an excellent example of how campaigns can enrich and boost each other. The collaborations were made outside the UN Free & Equal campaign in Brazil and mainly facilitated by Mayra Andrade, the campaign ambassador in Cabo Verde. The UN Free & Equal campaign ought to use cultural, language and regional connections to facilitate cross-learning and sharing among the campaigns. The Cabo Verde team could use content produced in Brazil since the campaign didn't use most of the global campaign material.

2.4 Impact Orientation

19) Are the strategies of the global and national campaigns steering towards impact?

The impact of the global and national campaigns needs to be assessed in the context of their scale. At the global level, the campaign mainly involves a full-time campaign manager reporting to the Human Rights Advisor leading the overall LGBTI work in the WRGS, as well as with support from a full-time consultant and limited support from temporary LGBTI team staff,

which varies depending on the resources assigned to the campaign on any given year. At the national level, the situation differs from country to country, but generally, campaigns are supported by staff working for OHCHR, different UN Agencies and/or the office of the RC with the support of consultants and volunteers. None of the national staff is dedicated full time to the implementation of the UN Free & Equal campaign.

Within this context, the evaluation team concludes that the UN Free & Equal campaigns have made significant contributions within the UN system, as well as to the overall goal of the campaign—to increase awareness of sexual, gender and bodily diversity and greater respect for equal rights and fair treatment of LGBTI people everywhere.

The work of the campaign at the global and national levels has sent a clear message of where the UN system stands on LGBTI issues and **established the protection of LGBTI people as an agenda for the wider UN system and not only OHCHR**. One respondent said, “While things had been starting to move already before the campaign was launched, it has really been through the campaign that the UN has broadcast its concern about discrimination and violence affecting the lives of LGBTI people.”

It seems clear that the campaign has **provided a platform for UN leadership at the global and national levels to stand in support of LGBTI communities across the world**. As a public information campaign, the UN Free & Equal campaign has made people aware that the UN stands with LGBTI people and helped break out taboos about an issue that continues to be politically sensitive in many parts of the world. This is a big achievement, especially in places where LGBTI people are most discriminated against.

The UN Free & Equal campaign has **made it easier for staff, including heads of UN agencies, to speak out on LGBTI issues**. A respondent remarked, “If the campaign did not exist, the RC would be very wary to speak on these issues. They would not speak up.” A number of national campaigns have also conducted inclusion trainings for UN staff and several others have hired trans persons for the first time. These measures have contributed to building a better understanding of gender diversity and equality within the UN system.

Staff members across the UN system have been empowered to work on the rights of LGBTI people. The campaign has helped diminish resistance to engage on LGBTI issues, both inside OHCHR, as well as in the UN system. This has empowered staff to be more forthright in their advocacy on behalf of LGBTI people.

The campaign has also helped mainstream LGBTI-related human rights issues across OHCHR and the UN wider system. Examples of how the UN Free & Equal campaign has facilitated the integration of LGBTI related work in the work of UN Agencies as well as in interagency work of UNCTs are well documented in this report.

The evaluation found that the UN Free & Equal campaign has provided local UN staff wanting to work on this issue with a safe umbrella, interagency support, small seed funding and a substantial number of videos and communication products and tools that they can adapt to their national contexts. Working under the umbrella of the UN has opened up opportunities for the LGBTI community and the CSOs working with them to dialogue and **engage with State institutions, the private sector, the media, as well as their families and other members of the community**. “The campaign has opened up many conversations, where

before there were none.” In many contexts, the UN brand has legitimized and made those conversations more acceptable.

The evidence examined shows that the campaign has helped leverage the work of LGBTI organizations and empower LGBTI communities. The case study from Mongolia (Box 4 in Section 2.5) provides a good example of how the support from the UN Free & Equal campaign has opened doors for organizations working on the rights of LGBTI people to engage with State institutions and contribute to building bridges between the LGBTI community and other human rights groups. The case study from Brazil outlined in Box 3 below illustrates how the UN Free & Equal campaign has empowered the transgender community and facilitated their involvement in the work of social organizations and in local governmental institutions.

Box 3: Brazil—transforming the lives of transgender people.

Relevance

“The campaign is not relevant, it is fundamental”

In Brazil, the growing negative “gender ideology” rhetoric by conservative religious leaders occupying positions in State institutions has had a negative impact on the promotion of gender equality, including LGBTI equality and more generally on anti-discrimination policies. These developments are all the more worrying because Brazil has one of the highest rates of violence against LGBTI people in the world, in particular for transgender people.⁶

The promotion of human rights and equality for LGBTI people has become more challenging in recent years and there has been a roll back of policies and programs supporting the rights of LGBTI people in the country.

The closing down of spaces for civil society and budget cuts for the implementation of human rights standards and anti-discrimination measures have curtailed the capacity of LGBTI organizations to advocate for their rights. As a result, it has become increasingly important for these advocates to be able to work under the umbrella of the UN system, in particular, for the most marginalized, the trans community.

Effectiveness

Since 2017, the UN Free & Equal campaign in Brazil has supported trans people outside the labor market through the capacity building activity “Trans-Formação” (transformation), which has been implemented in Brasilia (2017 and 2018) and Salvador de Bahia (2019). As a respondent noted, this initiative “impacted trans people’s lives immensely.” The trans population is one of the most discriminated by their families and society, which has contributed to their marginalization and limited their work opportunities. In many cases, their only option is sex work.

The Trans-Formação initiative has built the capacities of trans persons about their rights and has empowered them to believe in themselves. “People came out of the training saying I am

⁶ Transgender Europe’s Trans Murder Monitoring (TMM) project. Available at: <https://tgeu.org/tmm-idahot-update-2015/>.

a citizen.” In addition to raising awareness and building capacities of trans people, working under the UN banner, the initiative was able to engage a wide range of local organizations and State institutions, including health and human rights secretariats, the local legislative assembly, the office of public prosecutor, universities and NGOs in a mentorship program to support the rights of trans people with joint activities. Mentors were selected according to the needs of students to support them through the course.

As a result, the initiative has not only benefitted trans people but has also resulted in an increased awareness of trans issues among people from different State institutions. “The initiative not only changed the students, but it also changed the mentors.”

The work of Trans-Formação was amplified through advocacy and outreach efforts by local activists, who promoted dialogue and shared information in their communities about rights and available services for trans people. The initiative has also produced and disseminated a handbook that compiles key services for trans people in the country.

Impact

In addition to empowering the trans community in Brazil, “TransFormação” has contributed to change perceptions at the community level. Trans people were silenced, but when they started to see themselves as citizens with rights, they started to participate in hearings and meetings and communities started to hear about their concerns. The program produced videos, billboards, and postcards featuring trans people’s stories, illustrations and photos that were shared with many human rights organizations. This increased the visibility of transgender people beyond the states where the program was implemented. “Overall, the campaign in Brazil reached some 655,410 people via social media, and received at least 28,610 interactions on social media posts.”⁷

“TransFormação” has not only worked to increase the self-esteem and knowledge of the trans community, it has also facilitated their involvement in the boards of social organizations. Also, collaboration with state institutions has enabled them to obtain employment in governmental institutions, which they did not have access to before. “I was one of those people that the UN Free & Equal campaign transformed. When I began the course, I was a sex worker; today I have another job and lead a team. The training helped me find my voice”

Regarding the impact in public policies, the strengthening of a network of institutions to support the rights of trans persons in both the Federal District and in Salvador, has made activists feel supported to reach out to key stakeholders in State institutions, as well as strengthen the capacities of key state institutions to promote specific initiatives addressing trans persons.

Lessons learned

Using UN leverage to bring different actors from UN agencies, State institutions, and CSOs to the table has been critical to the success of this initiative.

Despite the deleterious impact of recent anti-trans ideologies and policies, the “Trans-Formação” campaign has contributed to change perceptions and dismantle stereotypes by touching people’s hearts.

⁷ 2019 UN Free & Equal progress report. Available at: <https://www.unfe.org/about-2/>.

Putting local ownership at the heart of the project has enabled trainees to become movement leaders and take up employment with local governments where they continue to prioritize the rights of LGBTI people in different sectors from health to transport.

20) Have there been changes in the impact orientation of the global campaign as result of the national campaigns?

Although the global campaign provides guidance to national campaigns, there is only limited transfer of best practices, approaches, and materials from national campaigns to the global campaign. Under current arrangements, there is no mechanism for national campaigns to contribute to the overall strategy of the global campaign or to become more involved in determining the focus of the global campaign. The evaluation found that there has been little space to have internal discussions on developing messages at the global level that reflect key concerns at the national level. Other respondents noted that the UN Free & Equal campaign website should promote more materials and videos produced by national campaigns.

The global campaign would benefit from learning from the more successful elements of national campaigns, including videos and photo exhibitions like the TransBalkan photo exhibition and the online version of the Peruvian photo exhibition. Tapping into national productions could increase diversity in video output and other materials and help overcome shortcomings in addressing intersecting forms of discrimination.

Lastly, there is the impact on the individual level. The current SG seems to be less visible in the campaign than his predecessor. This may not necessarily be a direct consequence of the reorientation of the campaign to the national level, but—as one respondent remarked—it amounts to a loss for the global campaign. Commenting on the previous situation, the respondent noted that the “leadership of the SG was often highlighted, inspiring buy-in from UN colleagues in other agencies and giving the campaign greater authority in the eyes of local political figures, community leaders and the media.”

2.5 Sustainability

21) What considerations were taken into account during and after the national campaign activities to ensure the sustainability of the campaign results?

22) Are the results of the national campaigns likely to be durable? Are the local stakeholders willing and committed to continue working on the issues addressed by the project? Are they able to continue working on the issues?

Overall, national campaigns have built on existing local efforts and relied on partners to develop and disseminate communication products and implement activities. This, together with the active involvement of multiple stakeholders, helps lead to long-lasting results. However, there are several challenges that can hamper national stakeholders’ ability to sustain campaign efforts, including: limited financial resources, staff turnover in national campaign teams, and inadequate support from the global campaign management.

As a public information campaign, the UN Free & Equal campaign has produced high quality content that partners can continue to use in advocacy activities and promote at different

activities, including videos, fact sheets, and research. Similarly, national campaigns have supported Pride events and commemoration days, as well as photo exhibits that are locally owned. While the support from the UN Free & Equal campaign to these events has added legitimacy and contributed amplifying the message, local groups are, for the most part, committed to continuing with this work.

National campaigns have also contributed to building lasting relationships among local stakeholders that will continue beyond the duration of campaign activities. For example, in Brazil, the “Trans-Formação” (transformation) initiative had two editions in Brasilia, which have enabled trans organizations to coordinate activities with the public defender’s office. The UN Free & Equal campaign in Brazil has also produced a guide explaining how to develop the project that provides step by step information for others to develop similar initiatives. The guide is available in English and Portuguese.

Campaign efforts have helped establish networks and support the creation of new organizations in several countries. For instance, in Cabo Verde, the campaign supported the creation of the first LGBTI association in Praia and in Albania, the national campaign established the first network of parents of LGBTI people.

In other countries, the work of national campaigns complements projects being carried out by other agencies. For instance, in The Caribbean, including Haiti and the Dominican Republic, the UN Free & Equal campaign is implemented by the UNDP-led initiative, *Being LGBTI in the Caribbean*. While the initiative focuses on building capacities of LGBTI communities, CSOs and State institutions, the UN Free & Equal campaign had provided a communications element with high quality audiovisual material that is promoted throughout the region. The evaluation found that the videos and fact sheets were of great value to the UNDP campaign as they are high quality content addition to their blogs and followers and gave them the capacity to reach out to a broader audience. These partnerships also contribute to the continuity of the UN Free & Equal campaign’s work.

As discussed in Section 2.3, national campaigns have also contributed to transfer knowledge to the UNCTs through the organizations of meetings with the LGBTI community, participation in Pride events and through internal capacity building exercises. If these efforts are sustained for a long time, they will likely contribute to the integration of the UN Free & Equal campaign work in the agenda of UNCTs. A respondent highlighted that other UN agencies are starting to take initiatives around IDAHOT. For example, she receives calls from different UN agencies requesting meetings to coordinate the events.

While partners may be committed to continue working on these issues, their ability to carry on with activities may be limited by the availability of financial resources and staff turnover. The evaluation found that the sustainability of campaign activities may be affected by “the departure of enthusiastic staff members and the arrival of others whose levels of enthusiasm for the issue and the campaign are unknown in advance.” The evidence also shows that many UN agencies and national partners do not have the resources to continue to support these initiatives without the support of the UN Free & Equal campaign funding.

The sustainability of national campaigns may also be affected by the lack of capacity of the global campaign management to continue to support this work. As discussed under efficiency (question 5), the current level of staffing is inadequate to support the level of coordination required by national campaigns. To ensure the long-term sustainability of national campaigns,

OHCHR needs to commit longer-term resources to support work at the national level, including hiring additional staff to ensure adequate coordination in HQ.

Box 4: Mongolia—Strengthening CSOs efforts in the country

Relevance & effectiveness

The 2018 launch of the campaign in Mongolia came at an opportune time, shortly after a new law prohibiting discrimination and hate crimes on the basis of sexual orientation and gender identity came into force. This change in legislation provided momentum for CSOs to raise the visibility of the LGBTI community and advocate for respect for their rights in the country. In this context, the approach of the UN Free & Equal campaign in Mongolia to support and legitimize existing CSOs efforts working in this area while strengthening the knowledge and understanding of the rights of LGBTI people within the UNCT has been relevant.

In Mongolia, the UN Free & Equal campaign has worked closely with LGBTI civil society through the Coalition for Equality, which brings together civil society and international organizations, academic institutions, government agencies, and the private sector to celebrate Pride and to advocate for the rights of members of the LGBTI community supporting innovative approaches.

The UN team actively participated in the annual Pride Parade organized by the LGBTI Center, the only organization working exclusively on the rights of LGBTI people in the country, in 2018 and 2019. The parade has been slowly gaining support from only 12 participants in 2012 to almost 200 in 2019. Although a modest event, compared with Pride marches in other countries, the march carries an important symbolism for the LGBTI community in the country.

The UN Free & Equal campaign in Mongolia has also supported the queer film festival organized by the LGBTI Center with a movie competition that granted a financial contribution to the winner. The UN team supported the development of posters for billboards at bus stops at 20 different locations all around the capital Ulaanbaatar. The posters targeted family and friends of LGBTI people and are written in a simple language to ensure that messages are accessible to the general public. According to informal feedback received by the Center, the billboards at bus stops have been effective in raising awareness about who LGBTI people are and have contributed to making them feel seen and less afraid. Sexual minorities are uploading the posters on Facebook and Twitter, which is contributing to start many conversations.

Impact

The UN's support for the UN Free & Equal campaign activities has opened doors for organizations working on the rights of LGBTI people to engage with State institutions, such as the Ministry of Justice or the police department. The support from the UN has also contributed to building bridges between the LGBTI Center and other human rights organizations, which has increased the understanding of the rights of LGBTI people as human rights.

Having staff from different UN agencies marching in the Pride Parade alongside community members and allies has sent a strong message to state institutions, the general public and other human rights organizations that the rights of LGBTI people must be respected and

valued. It has been particularly significant for young people, “to let them know that they are not alone” and to empower them to see that LGBTI people can be successful people. As a respondent noted, “The rights of LGBTI people are much more respected and valued when the UN is involved.”

Lessons Learned

It is important to make careful risks assessments when determining the potential impact of campaign activities in the country. Following discussions with the LGBTI Center on safety concerns in relation to a photo exhibition, the UN Free & Equal campaign cancelled the event.

Diversified global campaign content can go a long way to support national campaigns. The UN Free & Equal campaign in Mongolia relied heavily on the social media package from the global campaign, which was translated into Mongolian. However, the lack of diversity in the global campaign’s portrayal of Asian people was cited as a limiting factor for adapting materials at the local level.

23) How effectively have the OHCHR’s field presences (country and regional offices) built national capacity since the national campaigns have taken place?

Building the capacities of national partners has also been a significant component of national campaign efforts. They have strengthened the capacity of UN partners, State counterparts, and the media to raise awareness and encourage acceptance of the LGBTI community.

Advancing the capacities of duty bearers has been an effective way to promote the fair treatment of LGBTI people. The UN Free & Equal campaign in Ukraine has successfully worked with LGBTI activists and international police officers from Canada and the Netherlands to train national police officers in seven cities to protect the LGBTI community. This is critical in a country where Pride events are often met with threats and intimidation. One respondent said, “the only prior cooperation between the police and LGBTI people was in the context of attacks or addressing security issues and suddenly they were in a room where they could talk to each other and dialogue.” The trainings opened opportunities to initiate a dialogue and cooperation between police officers and the LGBTI community in the country. The fact that these trainings were carried out in consultation with the European Union Advisory Mission working on security sector reform and the police department’s human rights section contributes to the sustainability of these training efforts.

Several **national campaigns have also worked with journalists** to eliminate the use of derogatory language and stereotyping of LGBTI people and counter misconceptions in the media. The workshops organized by the national campaign in Albania in 2019 with local reporters from traditional and conservative regions of Albania has resulted in an increased and less discriminatory coverage of the LGBTI community in the media. For example, using the right pronouns and broadening the coverage to report on issues beyond violence against LGBTI people. The UN Free & Equal campaign in Albania reported five new media stories in the local press, reaching over 100,000 people. The evaluation found that the trainings contributed to strengthening relationships between journalists and the LGBTI community and consequently having a better understanding on how to convey the messages on issues affecting them. Working with journalists to ensure a respectful and fair portrayal of LGBTI people in

the media has also been a focus of the UN Free & Equal campaign in Cabo Verde and The Gambia.

2.6 Gender and human rights integration

24) Has a gender and human rights perspective been considered in the planning and implementation of the campaign, including the participation of women, peoples with disabilities, LGBTI and other vulnerable groups?

The UN Free & Equal campaigns have catered for diverse LGBTI groups in materials and messages. In both, the global and the national campaigns, there was adequate representation of women, youth and older persons as LGBTI people or allies. The global campaign messaging has over time strengthened its focus on intersectionality of homophobia, transphobia and sexism and GBV including through a collaboration with UN Women. More recently, the campaign has focused on discrimination against migrants in a campaign with the IOM.

However, the campaign has limited connections to the larger women's rights and gender work and other intersecting issues like race, disability and climate justice. Establishing these intersections would expand the campaign's reach and better position the rights of LGBTI people into the main human rights discourse. The campaign needs to reach out to broader gender justice and human rights networks in countries and regions.

Intersecting forms of discrimination

The global campaign has recently partnered with IOM to launch a thematic campaign on LGBTIQ+ migrants, as well as with True United Colors to address LGBTI youth experiencing homelessness. Given that OHCHR is the lead on the International Decade for People of African Descent 2015-2024 and the renewed calls for racial justice, the campaign should work more with the OHCHR racial discrimination unit to cover racism. Indigenous populations are not featured in the global campaigns, and national campaigns could also do better to ensure that ethnic minorities are included in the future. In Albania, Serbia and Mongolia, the evidence points to the need to strengthen the representation of ethnic minorities in campaign activities and their languages in the campaigns' communication materials.

The diversity of national campaigns depended on the issue in focus and how long the campaigns had run. More established campaigns like Brazil covered LGBTI groups and other intersecting factors like social-economic status, racial, and other identities. In Albania and Cabo Verde, the campaigns reached young people with messages, including supporting them to form an association. Serbia's work on bullying in schools covered children's rights. Only the Dominican Republic campaign linked UN Free & Equal campaign to refugee and migrants' rights, producing an Information Booklet on the Protection of LGBTI Refugees and Asylum Seekers.

Global and national campaigns have failed to represent diverse people with different **disabilities** adequately. The global campaign featured people with disability in 3 flagship videos, but they were not the main focus. The UN Free & Equal campaign in Brazil incorporated the disability aspect by producing a brochure for companies and translating it into braille.

Older LGBTI people were brought forward by several campaigns. For example, in Serbia, the TransBalkan Photo exhibition featured older LGBTI persons. The Cabo Verde documentary about Dona Monica, a trans older woman who is a street sweeper, brought more intersections to the audiences. It is critical to present stories focused on LGBTI people as they dispel stereotypes in many contexts where homophobia is packaged as nationalism and fighting ‘foreign practices’.

The question of **class and social-economic status, as well as rural-urban divide**, remains largely unaddressed in most campaign visuals. In global videos, apart from South Africa’s video showing a parent who lives in a township and others from Brazil, most global flagship videos communicated about people of particular social-economic backgrounds. A lack of resources still hampers geographical representation in national campaigns as most campaigns do not travel within countries to feature various local LGBTI communities.

The campaigns should focus more on effectively addressing the intersectional nature of discrimination experienced by many LGBTI people, highlighting the interaction between homophobia and transphobia and other forms of discrimination, including racism, sexism, and discrimination based on disabilities and migration status.

Representations of various LGBTI communities

Global campaign materials catered for diverse representations of various LGBTI communities as central characters and through imagery like flags. The evaluation team looked at the diversity of voice in the videos allotted to each LGBTI group. Lesbian and Gay persons imagery representations featured most, with both categories appearing in 11 of the 55 videos. **Transgender** persons featured in 10 videos, in focus in all cases, showing the strongest voice representation. **Intersex** persons featured in five (5) campaign videos and of those, three (3) were the central character. This visibility of intersex persons in the global campaign materials is higher compared to national campaigns. Bisexual persons were least represented in both global and national campaigns. Future productions should improve diverse ways of featuring other groups, especially in implied messaging.

No. of videos LGBTI people in focus.	Percentage
11 - Lesbian	27.5%
11 - Gay	27.5%
3 - Bisexual	7.5%
10- Trans persons	25%
5 - Intersex	12.5%
Total:	100%

Overall data out of 55 videos, of the in-focus videos (main character featured) per LGBTI group. Lesbian - 27.5%, Gay - 27.5%, Bisexual- 7.5%, Trans - 25%, Intersex - 12.5%.

Geographical representation

East Asians had the lowest representation for LGBTI people in the global campaign videos. The evaluation found this to be a significant hindrance to the adaptation of campaign materials. Despite early adoption and successes of the campaign in Latin America, outside Brazil, there were less represented in the global campaign materials. There's a need for the global campaign to adapt more content from successful campaigns to ensure representation. The Middle East and North African region were least represented in global campaign materials. Since there are no campaigns in the region, the global team should be more intentional to cover LGBTI people and their allies.

3. Lessons learned

Support from UN leadership. In places where LGBTI communities are shunned and marginalized, support from UN leadership for national campaign efforts lends legitimacy to the process and sends a clear message of where the UN system stands on LGBTI issues. In several countries, having the UN participate in meetings has helped bring State institutions to dialogues with local stakeholders and to ensure that they are taken more seriously.

Broad support from a wide range of stakeholders. Depending on the national context, broad consultations and strong partnerships with many stakeholders ensures that the needs of campaign beneficiaries are addressed and contributes to the sustainability of campaign efforts. Engaging a wide range of actors has been critical to the successful implementation of campaign activities.

UN Free & Equal campaign convening power. Using UN leverage to bring different stakeholders together—including UN agencies, State institutions, and CSOs—has contributed to the success of the campaign in several countries.

Alliance building. Building alliances across LGBTI groups, communities, and human rights organizations grounds LGBTI concerns within a broader human rights agenda, which helps break isolation and broadens coalition membership. Alliances can also lend sustainability to initiatives advocating for legal and policy reform as human rights organizations often have more capacities to address the legal aspects of these efforts.

Risk assessments. It is important to make careful risk assessments and be guided by local stakeholders when determining the potential impact of campaign activities at the national level. Campaigns are most effective when they have the capacity to adapt to changes in the local context.

Effective strategic planning. The rollout of national campaigns must be based on a sound prioritization process that balances out available resources and capacities with regional longer-term perspectives.

Campaign integration in national work. Integrating national campaign activities in OHCHR/UN field work countering discrimination and broader interagency work help contextualize the campaign and adds sustainability to campaign efforts.

Paid promotion. Using social media, TV and radio ads, while more expensive, can increase followers and reach a wider audience that campaigns would not have interacted with organically.

Intersectionality. Giving more prominence to national campaign content presenting the experiences of local LGBTI people helps to better address the intersectional nature of discrimination experienced and dispel misconceptions that presents sexual orientation and sexual identity as foreign practices.

4. Emerging good practices

Changes within the UN system as a result of the UN Free & Equal campaign initiatives

Building knowledge inside the UN system has been important to ensure a broader engagement of UN agencies in the UN Free & Equal campaigns. For instance, in Mongolia, the UN Free & Equal campaign has organized LGBTI inclusion trainings for staff of several UN agencies to address gender diversity and equality. Building capacities internally has been a good way to confront resistance to the implementation of the UN Free & Equal campaign within UN agencies. Participants indicated that they felt more knowledgeable as a result of these sessions. Key to the success of the trainings was having the support of the leadership of participating agencies. Similarly, the UN Free & Equal campaign in Cabo Verde reported successful training sessions for UN staff, which included discussions with LGBTI associations about their experiences and constraints.

These are important steps towards building a better understanding of gender diversity and equality within the UN system. More consistent training initiatives may help to tackle prejudice and enhance knowledge about the rights of LGBTI people among staff.

“One UN” approach

The UN Free & Equal campaign has enhanced interagency work and facilitated joint work between different UN agencies on LGBTI related activities for the first time. A respondent remarked that the UN Free & Equal campaign has provided an opportunity “to showcase a ‘One UN’ approach to public information work.”

The evaluation team also noted examples of how national campaigns have integrated LGBTI related work in the interagency work of UNCTs. In Brazil, for example, OHCHR’s Human Rights Advisor has worked closely with UN Women and UNDP to ensure that the UN Free & Equal campaign is integrated into the workplan of the interagency thematic group on gender, race and ethnicity and the advisory group on Youth, chaired by the United Nations Population Fund (UNFPA). Similarly, in Timor Leste, the UN Free & Equal campaign is connected to the interagency working group’s discussions on UPR. In Viet Nam, the UN Free & Equal campaign activities are discussed in the human rights interagency working group. In countries like Serbia and Timor-Leste, the campaign has spurred the inclusion of sexual orientation and gender identity in UNCT’s prevention plans and responses to COVID-19. In Haiti, the UN Free & Equal campaign has strengthened the dialogue on sexual orientation and gender identity within the UNCT.

5. Conclusions

The role of the UN Free & Equal campaign continues to be relevant in a context where discrimination and stigma against LGBTI people are still prevalent in policies and attitudes across the world. The evaluation found that positive messaging and the provision of expert information have been key to the success of the campaign.

The evaluation team concludes that the results achieved fully justified the resources invested in the UN Free & Equal campaign as both the global and national campaigns have achieved substantial results with limited resources. However, current levels of staffing are inadequate for the level of coordination and support required by national campaigns and to facilitate the cross-regional sharing of experiences among national campaigns.

Overall, the UN Free & Equal campaign has been very effective in achieving planned results. The interviews and the evidence reviewed show that a significant majority of outputs were achieved at the global and national level. National campaigns have delivered planned activities according to the approved proposals; however, most have been affected by long delays in the confirmation and transfer of funds.

UN Free & Equal national and thematic campaigns have made significant contributions towards the campaign's overall goal—to increase awareness of sexual, gender and bodily diversity and greater respect for equal rights and fair treatment of LGBTI people.

Building on existing local efforts and involving a multitude of stakeholders contribute to the sustainability of campaign results. The UN Free & Equal campaign has produced high-quality content that partners can continue to use in their work. National campaigns have also contributed to building lasting relationships among local stakeholders that will continue beyond the duration of campaign activities. Additionally, campaign efforts have helped established networks and support the creation of new organizations. UN Free & Equal campaign efforts also contribute to the transfer of knowledge to UNCTs. These efforts, if sustained, will likely contribute to the integration of the UN Free & Equal campaign's work in the agenda of UNCTs.

Both global and national campaigns have adequately represented women, youth and older persons as LGBTI people or allies. However, the campaign has limited connections to the larger women's rights and gender work and other intersecting issues like race, disability and climate justice.

6. Recommendations

Strategic planning

1) The UN Free & Equal campaign management team should develop a campaign-specific, stand-alone four-year planning framework and a theory of change for the campaign articulating how the activities undertaken at the global and the national level contribute to achieving the goals and objectives of the campaign. The framework and theory of change should:

- Set specific outcomes and outputs for the global campaign, and articulate how those will contribute to the change that the campaign is trying to achieve;

- Describe how national campaigns contribute to the overall results of the global campaign;
- Explain how the campaign has prioritized countries and regions and the reasoning behind the selection;
- Articulate the architecture of the campaign, including how the campaign relates to the overall work of OHCHR on the rights of LGBTI people in countries and regions, and how the campaign involves or plans to involve regional offices and the role of RGAs in the campaign's work.

The planning framework does not have to change what the campaign is currently doing but articulate what the campaign is trying to achieve as a whole, help define the specific results that the campaign is trying to achieve, and define the involvement and role of different parts of the Office in achieving those results.

2) The OHCHR Programme and Budget Review Board (PBRB) should ensure the integration of the UN Free & Equal campaign in the extension of the OHCHR Office Management Plan (OMP) 2022 -2023, with clear linkages to the work of different sections and units at OHCHR to provide solid basis for intersectional planning.

Campaign management and administration

To strengthen the management and administration of the campaign, the UN Free & Equal campaign management team, together with the Programme Support and Management Services (PSMS), when relevant, should:

3) Extend the programmatic cycle from one to two years to give national campaigns more time to implement activities once the funds have been received. Although OHCHR operates on a yearly planning and budgeting cycle, the UN Free & Equal campaign management team should consider a two-year planning cycle with a review point at the end of each year and subject to confirmation of sufficient funding in the next cycle. Extending the cycle to two years is key to provide more time to national campaigns to organize consultations with the UNCTs and external stakeholders and help reduce the workload of the global management team.

4) Negotiate with donors the possibility to provide partners with a no-cost extension in cases where restrictions related to COVID-19 and other circumstances (including the late transfer of funds) prevents the implementation of activities.

5) Clarify with partners, prior to the development of proposals, the UN financial rules on budget expenditures. Ensure that partners understand that current rules do not allow the use of campaign funding to be used for travel and catering expenses.

6) Clarify and streamline (to the extent possible) administrative procedures to avoid delays in fund transfers and the recruitment of project consultants. At a minimum, national teams should be informed of expected timelines to receive funds so they can plan the implementation of activities accordingly.

7) Ensure proper handover between partner agencies or staff in national campaigns. The UN Free & Equal campaign management team should support national teams to ensure an appropriate handover. This may entail facilitating communication between agencies and drafting a document detailing timelines, the precise status of projects, the roles of different agencies and staff, and a detailed description of unfinished projects.

Coordination and communication

8) The UN Free & Equal campaign management team should:

a. Strengthen the strategic engagement between the global and national campaigns. This could be achieved by facilitating periodic meetings with national campaign leads to discuss emerging opportunities and to share best practices and lessons learned. These meetings should also be an opportunity for national campaigns to raise substantive issues about the campaign and contribute to the global campaign's overall strategy.

b. Improve communication and coordination with OHCHR's regional offices and RGAs to ensure their input into national campaign plans and identify possible campaign focus at regional level, where relevant. Regular communication is critical to contribute to the development of a long-term vision for the work of the campaign in the regions and to articulate the connections between the campaign and OHCHR's broader work on gender equality.

c. Strengthen communication with OHCHR's thematic clusters to better address intersecting forms of discrimination.

d. Strengthen the involvement of FOTCD desk officers in determining the focus of specific national campaign activities.

The planning framework should establish the appropriate frequency of communication with all these different actors.

9) National campaign teams should expand CSO consultations and consider more diverse grassroots movements and communities beyond urban areas. National campaigns should also strengthen communication with existing women's rights and human rights actors to anchor the rights of LGBTI people in the main human rights discourse and bring onboard more allies who can take messages to audiences that LGBTI messengers may not reach.

Monitoring and evaluation

The UN Free & Equal campaign management team should:

10) Strengthen the capacity of national campaigns to articulate clear and concrete goals, outcomes and outputs. The workshop organized by the campaign management in December 2020 on addressing the different components of a theory of change and its application to the national campaign templates needs to be followed up.

11) Support national campaigns to develop different type of indicators (outcome and output indicators) in their result frameworks to capture results at a higher level. For example, use indicators that help campaign teams to measure how activities are contributing to change perceptions, enhance knowledge of specific audiences, support base growth among different stakeholders (families or policymakers) or the quality of the media coverage.

12) Invest resources to support national teams to develop and implement tools such as surveys and follow up interviews to collect information on the impact of activities. Showing the success of the campaign in changing perceptions and increasing knowledge will not only enhance funding opportunities but can also be a powerful tool to advocate among stakeholders at the national level.

Communication tools and dissemination

The UN Free & Equal campaign management team should:

13) Develop media engagement and dissemination plans addressing how materials are to be disseminated by which actors to ensure that communications materials reach more audiences. Dissemination plans should include more support for cross-country sharing of products and the promotion of more materials and videos produced by national campaigns on the UN Free & Equal campaign website.

14) Make more use of paid advertising in social media, as well as traditional media, including TV ads, radio, billboards and posters in bus stops to reach the target moveable middle audience.

15) Work closely with national campaigns to bring on board more messengers, including public figures, artists, allies in broader human rights work, government officials, private sector representatives and community leaders. Particular attention should be paid to the role that religious leaders can play in rooting campaign messages of respect, love and acceptance as religion continues to be a force of stigmatization in most regions.

16) Produce materials targeting particular regions and languages outside the UN main languages to help expand outreach and advocacy in complex environments like in the African region. The campaign should explore approaches to sharing the campaign messaging where an all-out public campaign is not possible.

17) Utilize more regional organizations advocating for the rights of LGBTI people outside the Global North to bring more diverse voices and representation to the global campaign. The involvement of regional organizations in the Global South can help establish relationships to expand the campaign messages to more regions, especially where the campaign uptake has been poor. These networks can also be instrumental in sharing knowledge about what kind of campaign materials would be relevant in difficult contexts. This is cognizant of the fact that the campaign is reliant on UNCTs taking ownership.

Diversity and intersectionality

The UN Free & Equal campaign management team should:

18) Strengthen messaging and include more messengers to further address the intersectional nature of discrimination experienced by many LGBTI people, highlighting the interaction between homophobia and transphobia and other forms of discrimination, including racism, ethnicity and discrimination based on disability and social-economic status. The campaign should bring on a diversity of people with different disabilities to disseminate campaign messages on these intersecting discriminations.

19) Work with OHCHR thematic units on racial discrimination and disability. The current connection to these units needs to be strengthened for the campaign to respond better to the emerging issues, especially around racial justice as seen in the UN Human Rights Council (HRC) resolution on racism-related human rights violations and systemic racism.

Funding and resource mobilization

20) PBRB should support fundraising plans and ensure sufficient funding to enable the hiring of one additional staff to coordinate and support the national campaign work, in addition to sustaining current staff arrangements. As the campaign is thinly staffed, funding should

continue to be available to contract consultants and service providers, as well as to maintain the other positions in the LGBTI team that provide support to the campaign.

21) DEXREL should clearly communicate to relevant staff the timeline, the stages and the different offices or units involved in the implementation of OHCHR's due diligence framework on engagement with the private sector. Relevant staff should also be adequately trained on how to use the Salesforce platform (once in place), to be able to follow the approval process electronically.

Management response to the evaluation recommendations

Management response		
Evaluation of the United Nations Free & Equal Campaign		
Strategic Planning		
<p>Recommendation 1: The UN Free & Equal campaign management team should develop a campaign-specific, stand-alone four-year planning framework and a theory of change for the campaign articulating how the activities undertaken at the global and the national level contribute to achieving the goals and objectives of the campaign. The framework and theory of change should:</p> <ul style="list-style-type: none"> - Set specific outcomes and outputs for the global campaign, and articulate how those will contribute to the change that the campaign is trying to achieve; - Describe how national campaigns contribute to the overall results of the global campaign; - Explain how the campaign has prioritized countries and regions and the reasoning behind the selection; - Articulate the architecture of the campaign, including how the campaign relates to the overall work of OHCHR on the rights of LGBTI people in countries and regions, and how the campaign involves or plans to involve regional offices and the role of RGAs in the campaign's work. 		
Management position on recommendation: Accepted		
Key Action(s)	Responsibility	Timeframe
1. Develop a campaign-specific planning and strategy framework in line with WHRGS work plans, articulating key priorities, outcomes and outputs across the global and national campaigns and synergies and connections with the overall work of OHCHR and the United Nations at HQ and field level.	WHRGS with support from PPMES	Q2 2022
2. Develop a theory of change for the campaign articulating how the activities undertaken at the global and national levels contribute to achieving the goals and objectives of the campaign	WHRGS with support from PPMES	Q2 2022
<p>Recommendation 2: The OHCHR Programme and Budget Review Board (PBRB) should ensure the integration of the UN Free & Equal campaign in the extension of the OHCHR Office Management Plan (OMP) 2022 -2023, with clear linkages to the work of different sections and units at OHCHR to provide solid basis for intersectional planning.</p>		

Management position on recommendation: Accepted		
Key Action(s)	Responsibility	Timeframe
I. Integrate references to the UN Free & Equal Campaign in the OHCHR Office Management Plan 2022-2023	WHRGS and PPMES (PBRB Secretariat)	Q2 2022
<p>Campaign management and administration To strengthen the management and administration of the campaign,</p> <p>Recommendation 3: The UN Free & Equal campaign management team, together with the Programme Support and Management Services (PSMS), when relevant, should extend the programmatic cycle from one to two years to give national campaigns more time to implement activities once the funds have been received. Although OHCHR operates on a yearly planning and budgeting cycle, the UN Free & Equal campaign management team should consider a two-year planning cycle with a review point at the end of each year and subject to confirmation of sufficient funding in the next cycle. Extending the cycle to two years is key to provide more time to national campaigns to organize consultations with the UNCTs and external stakeholders and help reduce the workload of the global management team.</p>		
Management position on recommendation: Accepted		
Key Action(s)	Responsibility	Timeframe
I. Explore with PPMES, PSMS and DEXREL options to extend the programmatic cycle for established national campaigns to two years, if and to the extent possible within OHCHR and UN regulations.	WHRGS and PPMES, PSMS and DEXREL	Q2 2022
<p>Recommendation 4: The UN Free & Equal campaign management team, together with the Programme Support and Management Services (PSMS), when relevant, should negotiate with donors the possibility to provide partners with a no-cost extension in cases where restrictions related to COVID-19 and other circumstances (including the late transfer of funds) prevents the implementation of activities.</p>		
Management position on recommendation: Accepted		
Key Action(s)	Responsibility	Timeframe
I. Continue to request no cost extensions from donors whenever necessary.	WHRGS and DEXREL	Q2 2022

Recommendation 5: The UN Free & Equal campaign management team, together with the Programme Support and Management Services (PSMS), when relevant, should clarify with partners, prior to the development of proposals, the UN financial rules on budget expenditures. Ensure that partners understand that current rules do not allow the use of campaign funding to be used for travel and catering expenses.

Management position on recommendation: Accepted

Key Action(s)	Responsibility	Timeframe
1. Ensure guidance on UN financial rules on budget expenditures is integrated into the overall guidance and templates for national campaigns.	WHRGS with support from PSMS	Q2 2022

Recommendation 6: The UN Free & Equal campaign management team, together with the Programme Support and Management Services (PSMS), when relevant, should clarify and streamline (to the extent possible) administrative procedures to avoid delays in fund transfers and the recruitment of project consultants. At a minimum, national teams should be informed of expected timelines to receive funds so they can plan the implementation of activities accordingly.

Management position on recommendation: Accepted

Key Action(s)	Responsibility	Timeframe
1. Work with PSMS to identify ways to send financial authorizations to the field earlier in the year.	WHRGS with support from PSMS	Q2 2022
2. Notify national campaign teams of the expected timelines to receive funds.	WHRGS with support from PSMS	Q2 2022

Recommendation 7: The UN Free & Equal campaign management team, together with the Programme Support and Management Services (PSMS), when relevant, should ensure proper handover between partner agencies or staff in national campaigns. The UN Free & Equal campaign management team should support national teams to ensure an appropriate handover. This may entail facilitating communication between agencies and drafting a document detailing timelines, the precise status of projects, the roles of different agencies and staff, and a detailed description of unfinished projects.

Management position on recommendation: Accepted

Key Action(s)	Responsibility	Timeframe
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1. Develop a good practice note on handovers of national campaigns between agencies / staff.	WHRGS with national campaigns	Q2 2022
<p>Coordination and communication</p> <p>Recommendation 8: The UN Free & Equal campaign management team should:</p> <p>a. Strengthen the strategic engagement between the global and national campaigns. This could be achieved by facilitating periodic meetings with national campaign leads to discuss emerging opportunities and to share best practices and lessons learned. These meetings should also be an opportunity for national campaigns to raise substantive issues about the campaign and contribute to the global campaign’s overall strategy.</p> <p>b. Improve communication and coordination with OHCHR’s regional offices and RGAs to ensure their input into national campaign plans and identify possible campaign focus at regional level, where relevant. Regular communication is critical to contribute to the development of a long-term vision for the work of the campaign in the regions and to articulate the connections between the campaign and OHCHR’s broader work on gender equality.</p> <p>c. Strengthen communication with OHCHR’s thematic clusters to better address intersecting forms of discrimination.</p> <p>d. Strengthen the involvement of FOTCD desk officers in determining the focus of specific national campaign activities.</p>		
Management position on recommendation: Accepted		
Key Action(s)	Responsibility	Timeframe
1. Hold periodic meetings with national campaigns, including on global campaign strategy, sharing of good practices.	WHRGS with national campaigns	Q2 2022
2. Hold periodic engagement with OHCHR regional offices, RGAs and FOTCD desk officers to obtain input into national campaign plans and identify possible regional focus, where relevant/feasible.	WHRGS with RGAs, FOTCD desk officers, regional offices	Q2 2022
3. See action 1 under Recommendation 18.	N/A	N/A

Recommendation 9: National campaign teams should expand CSO consultations and consider more diverse grassroots movements and communities beyond urban areas. National campaigns should also strengthen communication with existing women’s rights and human rights actors to anchor the rights of LGBTI people in the main human rights discourse and bring onboard more allies who can take messages to audiences that LGBTI messengers may not reach.

Management position on recommendation: Accepted

Key Action(s)	Responsibility	Timeframe
I. Collect good practices on engagement by national campaigns with diverse movements, communities beyond urban areas, women’s rights and human rights actors. Integrate guidance on this content into the overall good practice and guidance for national campaigns.	WHRGS with national campaigns	Q3 2022

Monitoring and evaluation

Recommendation 10: The UN Free & Equal campaign management team should strengthen the capacity of national campaigns to articulate clear and concrete goals, outcomes and outputs. The workshop organized by the campaign management in December 2020 on addressing the different components of a theory of change and its application to the national campaign templates needs to be followed up.

Management position on recommendation: Accepted

Key Action(s)	Responsibility	Timeframe
I. Continue with annual capacity building activities for national campaigns, including on campaign management.	WHRGS with PPMES and national campaigns	Q2 2022

Recommendation 11: The UN Free & Equal campaign management team should support national campaigns to develop different type of indicators (outcome and output indicators) in their result frameworks to capture results at a higher level. For example, use indicators that help campaign teams to measure how activities are contributing to change perceptions, enhance knowledge of specific audiences, support base growth among different stakeholders (families or policymakers) or the quality of the media coverage.

Management position on recommendation: Accepted

Key Action(s)	Responsibility	Timeframe
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1. Modify national campaign template and guidance to require outcome and output indicators that capture results at higher level.	WHRGS with PPMS and national campaigns	Q2 2022
<p>Recommendation 12: The UN Free & Equal campaign management team should invest resources to support national teams to develop and implement tools such as surveys and follow up interviews to collect information on the impact of activities. Showing the success of the campaign in changing perceptions and increasing knowledge will not only enhance funding opportunities but can also be a powerful tool to advocate among stakeholders at the national level.</p>		
<p>Management position on recommendation: Accepted</p>		
<p>Key Action(s)</p>	<p>Responsibility</p>	<p>Timeframe</p>
1. Collect good practices by national campaigns on use of tools to measure impact, including surveys and follow up interviews. Integrate this content into the overall good practice and guidance for national campaigns.	WHRGS with national campaigns	Q2 2022
<p>Communication tools and dissemination</p> <p>Recommendation 13: The UN Free & Equal campaign management team should develop media engagement and dissemination plans addressing how materials are to be disseminated by which actors to ensure that communications materials reach more audiences. Dissemination plans should include more support for cross-country sharing of products and the promotion of more materials and videos produced by national campaigns on the UN Free & Equal campaign website.</p>		
<p>Management position on recommendation: Accepted</p>		
<p>Key Action(s)</p>	<p>Responsibility</p>	<p>Timeframe</p>
1. Develop guidance or template of media engagement and dissemination plans for national and global campaigns products, including cross-country sharing of products and featuring national content on global channels.	WHRGS with national campaigns and OHCHR Comms	Q2 2022
<p>Recommendation 14: The UN Free & Equal campaign management team should make more use of paid advertising in social media, as well as traditional media, including TV ads, radio, billboards and posters in bus stops to reach the target moveable middle audience.</p>		
<p>Management position on recommendation: Accepted</p>		

Key Action(s)	Responsibility	Timeframe
I. Collect good practices by national campaigns on use of paid advertising in social media, as well as traditional media, including TV ads, radio, billboards, public transport. Integrate this content into the overall good practice and guidance for national campaigns.	WHRGS with national campaigns and OHCHR Comms	Q2 2022
<p>Recommendation 15: The UN Free & Equal campaign management team should work closely with national campaigns to bring on board more messengers, including public figures, artists, allies in broader human rights work, government officials, private sector representatives and community leaders. Particular attention should be paid to the role that religious leaders can play in rooting campaign messages of respect, love and acceptance as religion continues to be a force of stigmatization in most regions.</p>		
<p>Management position on recommendation: Accepted</p>		
Key Action(s)	Responsibility	Timeframe
I. Collect good practices on engagement with messengers by national campaigns, including public figures, artists, allies, human rights organizations, government officials, private sector representatives, community leaders, religious leaders. Integrate this content into the overall good practice and guidance for national campaigns.	WHRGS with national campaigns, FOTCD	Q3 2022
<p>Recommendation 16: The UN Free & Equal campaign management team should produce materials targeting particular regions and languages outside the UN main languages to help expand outreach and advocacy in complex environments like in the African region. The campaign should explore approaches to sharing the campaign messaging where an all-out public campaign is not possible.</p>		
<p>Management position on recommendation: Accepted</p>		
Key Action(s)	Responsibility	Timeframe
I. Continue to work with FOTCD and field presences to identify countries / regions where there is support from OHCHR/UN country/regional offices and local partners to implement new national/regional campaigns, while implementing a “do no harm” approach, and noting that the campaign does not carry out activities without the support and buy-in of OHCHR and UN field presences and local partners.	WHRGS with FOTCD and OHCHR and UN field presences	Q2 2022

2. Continue to support national campaigns to translate materials into local languages as part of their proposals (this already happens in all national campaigns).		
<p>Recommendation 17: The UN Free & Equal campaign management team should utilize more regional organizations advocating for the rights of LGBTI people outside the Global North to bring more diverse voices and representation to the global campaign. The involvement of regional organizations in the Global South can help establish relationships to expand the campaign messages to more regions, especially where the campaign uptake has been poor. These networks can also be instrumental in sharing knowledge about what kind of campaign materials would be relevant in difficult contexts. This is cognizant of the fact that the campaign is reliant on UNCTs taking ownership.</p>		
<p>Management position on recommendation: Accepted</p>		
<p>Key Action(s)</p>	<p>Responsibility</p>	<p>Timeframe</p>
<p>1. Continue to engage with and develop new relationships with global and regional organizations, including in the Global South – while mindful that national/regional campaigns require buy-in and support from UN country / regional offices and cannot happen without that support.</p>	<p>WHRGS with support from OHCHR HQ (FOTCD), UNCT</p>	<p>Q2 2022</p>
<p>Diversity and intersectionality</p> <p>Recommendation 18: The UN Free & Equal campaign management team should strengthen messaging and include more messengers to further address the intersectional nature of discrimination experienced by many LGBTI people, highlighting the interaction between homophobia and transphobia and other forms of discrimination, including racism, ethnicity and discrimination based on disability and social-economic status. The campaign should bring on a diversity of people with different disabilities to disseminate campaign messages on these intersecting discriminations.</p>		
<p>Management position on recommendation: Accepted</p>		
<p>Key Action(s)</p>	<p>Responsibility</p>	<p>Timeframe</p>
<p>1. Strengthen messaging and diversity of messengers and integration of intersecting forms of discrimination such as racism and ableism, including in collaboration with other OHCHR thematic clusters.</p>	<p>WHRGS with ROLENDB, DESIB</p>	<p>Q4 2022</p>

Recommendation 19: The UN Free & Equal campaign management team should work with OHCHR thematic units on racial discrimination and disability. The current connection to these units needs to be strengthened for the campaign to respond better to the emerging issues, especially around racial justice as seen in the UN Human Rights Council (HRC) resolution on racism-related human rights violations and systemic racism.

Management position on recommendation: Accepted

Key Action(s)	Responsibility	Timeframe
I. See action I under Recommendation 18.	N/A	N/A

Funding and resource mobilization

Recommendation 20: PBRB should support fundraising plans and ensure sufficient funding to enable the hiring of one additional staff to coordinate and support the national campaign work, in addition to sustaining current staff arrangements. As the campaign is thinly staffed, funding should continue to be available to contract consultants and service providers, as well as to maintain the other positions in the LGBTI team that provide support to the campaign.

Management position on recommendation: Accepted

Key Action(s)	Responsibility	Timeframe
I. WHRGS to submit proposals and fundraising plans to strengthen staffing for the campaign for consideration by the PBRB.	WHRGS, with support from PPMES, DEXREL and PSMS	Q2 2022

Recommendation 21: DEXREL should clearly communicate to relevant staff the timeline, the stages and the different offices or units involved in the implementation of OHCHR's due diligence framework on engagement with the private sector. Relevant staff should also be adequately trained on how to use the Salesforce platform (once in place), to be able to follow the approval process electronically.

Management position on recommendation: Accepted

Key Action(s)	Responsibility	Timeframe
I. Note on the timeline, stages and different offices/units involved in the implementation of OHCHR's due diligence framework on engagement with the private sector to be shared	WHRGS, with support of DEXREL	Q2 2022

with relevant staff, in line with OHCHR Standard Operating Procedure.		
2. Train relevant staff on the use of the Salesforce platform, once in place (roll out schedule to be confirmed, tentatively by end of 2022).	DEXREL	Q4 2022