

Cover page visual:

The “word cloud” is based on the mission statement of participating NGOs (as reported by respondents in the survey). The size of each word indicates the frequency it occurs in all mission statements. Among the words most frequently used – other than refuge/refugees and asylum – we can see: “human”, “rights”, “organization”, “community”, “society”, “support”, “promote/promotion”, and “advocacy”.

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IN THEIR WORDS

“The issues raised are very important and are often issues that do pose problems in extending protection to those seeking protection based on sexual orientations.” (NGO # 718)

“Asking personal questions is detrimental to any valid research you might be doing on the global refugee service provider community, it is unfortunate you did not include a "decline to state" option. Please remove me from your list for further projects.” (NGO # 2189)

“This is a cutting edge survey, and I am glad you are undertaking this.” (NGO # 632)

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CHAPTER 1: STUDY OVERVIEW AND METHODOLOGY

Overview and Objectives

The *Global Survey of Non-Governmental Organizations Serving Refugees and Asylum Seekers* is part of a larger project to collect information on the current state of NGO engagement with LGBTI issues in the refugee and asylum community. The web-based survey was designed and fielded jointly by ORAM – Organization for Refuge, Asylum & Migration and the Department of Sociology at Indiana University (IU) in 2010-11.

A goal of the study was to collect data from across the entire spectrum of NGOs serving refugees and asylum seekers in refugee camps, countries of initial refuge, and countries of first asylum worldwide. Participation was solicited through contact with all NGOs identified in a preliminary census, through additional referrals from survey respondents, and in some cases by self-referral. The survey collected data on NGO resources, services, policies and practices related to their work with refugees and asylum seekers in general and in the LGBTI community. The survey also gathered data on the attitudes of NGO representatives regarding sexual orientation and gender identity. In particular, the objective of the survey was to gather information that can address these questions:

1. To what extent are NGOs that serve refugees and asylum seekers aware of persecution based on sexual orientation or gender identity?
2. To what extent do the policies and practices of NGOs facilitate services for those seeking protection from persecution based on sexual orientation or gender identity?
3. To what extent does the leadership in NGOs serving refugees and asylum seekers see persecution based on gender identity or sexual orientation as more or less deserving of refugee/asylum status?

This document reports on the methods used in the study and the findings from the survey. The study takes a special interest in the Global South as comprising those regions with the greatest need for protection from persecution based on sexual orientation and gender

identity. In addition to overall findings, many findings from the survey are presented separately for NGOs located in the Global South and those located in the Global North.

Key Concepts and Definitions

Non-governmental organization (NGO). The term NGO is used throughout this report to refer to a non-profit organization or group that is independent of government and is active in civil society to realize particular objectives. A number of larger national or international NGOs have multiple offices providing services, and each office/site is considered a separate entity eligible for participation in the survey. For the purposes of this report, the term NGO refers to any entity in the target population.

Sexual Orientation and Gender Identity Concepts. In order to minimize ambiguity about concepts used in the questions on sexual orientation and gender identity, respondents were presented with definitions of key terms throughout the survey.¹ ORAM developed text for the following definitions:

1. *Sexual orientation* refers to a person's emotional or sexual attraction to people of either the same or a different gender
2. *Gender identity* refers to a person's internal experience of gender, which may or may not correspond to the sex assigned at birth
3. *Homosexual men* are primarily attracted to other men
4. *Lesbians* are women primarily attracted to other women
5. *Bisexual* are men or women who are attracted to both men and women
6. *Transgender individuals* have a gender identity that is different than the sex assigned at birth
7. *Intersex people* have physical sex characteristics that are not exclusively male or female.

World Region. For this report, responses are classified into two regions based on the site location or address given by the respondent. The "Global South" group includes responses from developing regions of Africa, Asia, Eurasia, Latin America and the Caribbean, along with responses from NGOs in several former soviet republics. The "Global North" group includes

¹ Respondents had the option to move the cursor to words (marked in blue) for definitions.

responses from NGOs in North America, much of Europe, Oceania and the developed nations of Asia.²

NGOs Serving Refugees and Asylum Seekers

The target population of the survey is all NGOs that provide services to refugees and asylum-seekers, directly or through advocacy. The first task of the study group was to assemble a database of the target population.

The study team compiled a global census of NGOs serving refugees and asylum seekers using the 2010 UNHCR *List of Partners* as a base.³ The original data on 889 NGOs were supplemented with links and referrals from the official websites of these NGOs, data culled from Encyclopedia of Associations (Gale 2007); (c) online searches (for example, using “asylum seeker” “refugee” NGO and country name as search terms in an internet search engines). These sources yielded 436 additional NGOs, including regional branches and field sites of international organizations. The list was then reviewed in order to exclude any national or regional governmental agencies.

Although the census was compiled from an extensive search of multiple sources, the search protocol was less effective at identifying NGOs with limited or no web presence, as well as small or “grass roots” groups that serve refugee and asylum seekers without a formal organizational structure. Two methods were used to address these limitations. First, participants in the survey were asked to nominate other NGOs in the field, generating a “snowball sample.”⁴ Nominated NGOs were checked against the census, duplicates were removed, and the nominations yielded 151 additional NGOs. Second, information about the research project was distributed to electronic mailing lists used by scholars and activists in the field of refugee studies, along with an open link to the survey. After checking for duplication, this approach yielded 22 additional NGOs.

² See Table 1.5 for the full classification. The Global South region corresponds to the countries listed in the United Nations Development Programme report, “Forging a Global South: United Nations Day for South-South Cooperation,” 19 December 2004, with the addition of Kosovo, the Russian Federation and the Ukraine; the Republic of Korea was reclassified as Global North.

³ UNHCR List of Partners: <http://www.unhcr.org/pages/49c3646c296.html> (last retrieved: 10/1/2011)

⁴ Respondents were asked: “Do you know about other organizations serving asylum seekers and refugees in your area? If so, please provide us with contact information of other organizations so can invite them to participate in this study.”

After the initial global census was assembled, the study team conducted additional checks for duplications using four criteria: the name of the NGO, physical address, email address, and the name of contact person. Following this check, 33 duplicate records were removed. **The finalized global census of NGOs serving refugees and asylum seekers includes 1465 organizations, branch offices and field sites.**

Questionnaire Development and Pilot

The questionnaire was developed in consultation with ORAM, human rights activists, organization scholars, sexuality researchers and experts on survey design. Several items in the survey build upon previous studies of NGOs worldwide.⁵ Other items build upon public opinion surveys such as the General Social Survey (GSS) and the International Social Survey Program (ISSP). Relying on previous studies/surveys provides continuity with established measures commonly used in this area of research.

The questionnaire was pretested in December 2010 with selected informants from 10 organizations worldwide. Informants were asked to take the survey and to participate in a short follow-up interview about the recruitment process, email correspondence, survey format and item wording. The follow-up interviews were based on cognitive interview techniques appropriate for questionnaire development and testing. Following feedback and suggestions from informants, revisions were implemented in the questionnaire and the recruitment script.

The final version of the questionnaire included four sections: **organizational questions** (16 items); **services and population** served at the main work site (8 items); **attitudes and opinions** (14 items); and **respondent's demographic background** (7 items). The English questionnaire and the recruitment script were translated by ORAM's volunteers and interns to six languages: Arabic, Farsi, French, Russian, Spanish, and Turkish. All study materials were approved by the Indiana University Institutional Review Board (Study # 1011003135).

⁵ See for example: Jackie Smith, Ron Pagnucco and George A. Lopez (1998. "Globalizing Human Rights: The Work of Transnational Human Rights NGOs in the 1990s" *Human Rights Quarterly*, Vol. 20(2), pp. 379-412.

Data Collection

A web-based version of the questionnaire was developed using Qualtrics.com through the Indiana University Center for Survey Research. The web-based questionnaire was fielded for six months, from February 15th – August 15th 2011. The recruitment procedure comprised an invitation email, which included a secured link to the questionnaire, followed by two email reminders to all NGOs who failed to complete the survey. The first email reminder was sent two weeks after the initial invitation, and the second email reminder was sent four weeks after the initial invitation. Because email messages could be filtered as spam, a fax reminder was sent in conjunction with the first reminder (a total of 628 NGOs received a fax reminder). In addition, when information was available, ORAM conducted phone reminders after the second email reminder was sent (a total of 309 NGOs received a phone reminder).⁶ Altogether, each NGO was contacted at least three times (by email) unless a response was received. Depending on the available contact information, NGOs were contacted up to five times (by email, fax and phone).

The research team made a special effort to address undeliverable and bounced emails. When a survey invitation email was undeliverable, the census file was checked for an alternative email address. If this did not yield a successful contact, ORAM searched the NGO website and/or other online sources to find another contact address for the NGO. These techniques were ultimately successful in many cases, but a total of 110 NGOs could not be contacted because of missing, inaccurate, or obsolete contact information. In some of these cases, it is likely that the NGO is no longer active, but the research team was not able to make a final determination of the status of these NGOs during the study period.

At the close of the survey, the response database was checked for errors and multiple responses from a single NGO⁷. Six NGOs had multiple response records, either because a single individual had responded more than once or because several different persons had responded on behalf of a single NGO. Since each NGO could contribute a single response, the response

⁶ These figures relate to successful fax and phone reminders. A total of 373 NGOs did not receive a fax reminder due to incomplete or erroneous contact information. A number of NGOs did not receive a phone reminder because of contact problems such as: answering machine (335), no answer (61), incomplete or erroneous contact information (490).

⁷ Recall that a “single NGO” refers to a specific location or regional office. For example, if an international organization with two regional offices was surveyed and each office responded, this would not be considered a multiple response. If a single regional office submitted two responses, only one would be accepted.

record was selected based on respondent’s seniority (i.e., position/role, years working for the organization) and data availability. In three cases, when respondent’s seniority could not be determined, the two records were merged into a single record.

Response Summary

A total of 384 NGOs from 100 countries completed all or part of the survey. Table 1.1 presents the final dispositions for all cases in the census. Overall, 46.9 percent of the sample received the email and logged to the survey.⁸ In other words, more than half of the NGOs in the census had no contact with the survey and did not respond to the request for participation. The final response rate for this study is 29.2 percent.⁹

Table 1.1: Final Dispositions

	Final Disposition	Number of NGOs
1	NGOs included in final census	1465
2	NGOs that could not be contacted by email	110
3	Total NGOs contacted	1355
4	Returned questionnaire, complete	384
5	Eligible, “Non-Interview”	212
6	Refusal by email	1
7	Unsubscribed from study	26
8	Logged on to survey, did not complete any item	182
9	No time, not available to complete survey	3
10	Unknown Eligibility, “Non- Interview”	719
11	Not Eligible, Returned, not serving RAs	40

These dispositions vary across regions (Table 1.2). First, NGOs located in the Global South are more likely to have undeliverable and bounced emails than NGOs located in the Global North (11.6 percent vs. 3.9 percent). This pattern might be a result of problems related

⁸ Formula: (row 4 + row 5 + row 11)/(row 3) = 636/1355 = .4693

⁹ Formula: (row 4)/(row 3 – row 11) = 384/1315 = .2920

to information/communication technology in the Global South and/or overall instability of NGOs in the Global South. Second, NGOs located in the Global South are more likely to react to the survey than NGOs located in the Global North.

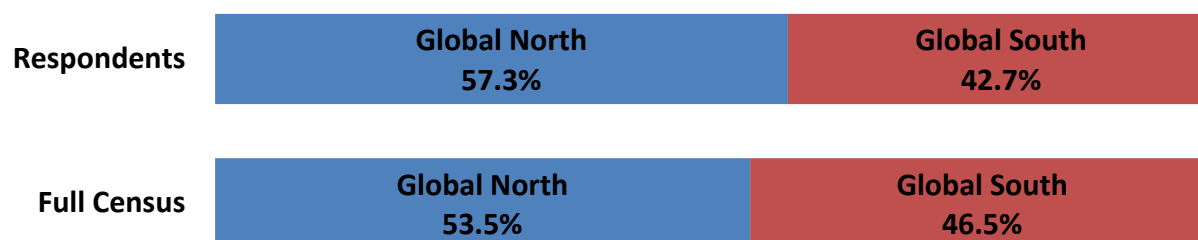
Table 1.2: Final Dispositions, by Region

	Global North	Global South	Total
NGOs with bounced emails (percent) *	3.9	11.6	7.5
Returned questionnaire, complete (percent) (Calculated out of all NGOs)	27.7	24.5	26.2
Returned questionnaire, complete (percent) * (Calculated out of all NGOs that reacted)	58.1	44.7	51.5
Logged on to survey, did not complete any item (percent)	11.9	13.0	12.4
Unknown Eligibility, “Non- Interview” (percent) *	52.3	45.3	49.1

* Significant differences between Global South and the Global North

The survey’s respondents turned out to closely mirror the full census in terms of geopolitical area (Table 1.3). Slightly less than half of the NGOs in the full census are in the Global South (46.5 percent), and a similar share of the respondents is from this region (42.7 percent).

Table 1.3: Distribution of NGOs in Census and Among Respondents, by Region



However, the participating NGOs represent smaller number of countries than the full census (Table 1.4: 161 vs. 100). This pattern is much stronger in the Global South than in the Global North (respectively: 124 vs. 69; and 37 vs. 31).

Table 1.4: Number of Countries Represented in Census and Survey Sample, by Region

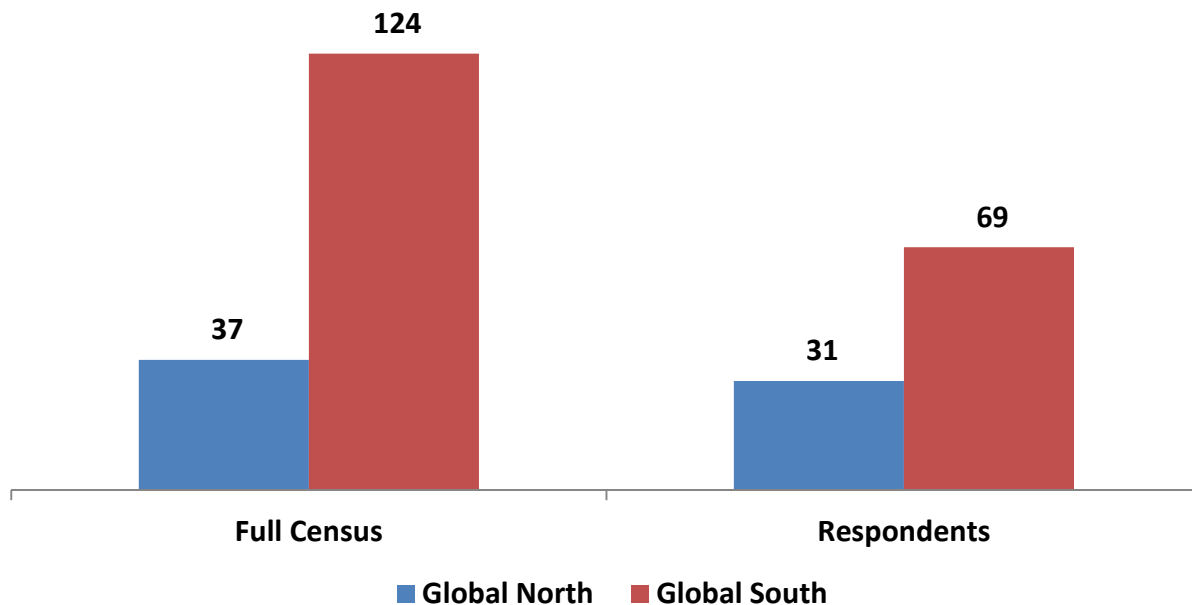


Table 1.5: List of Countries Represented in Survey Sample, by Region

Global North	Global South and the Commonwealth of Independent States
Australia; Austria; Belgium; Bulgaria; Canada; Czech Republic; Denmark; Estonia; Finland; France; Germany; Greece; Hong Kong; Hungary; Iceland; Ireland; Israel; Japan; Luxembourg; Malta; Netherlands; New Zealand; Poland; Romania; Slovakia; Slovenia; South Korea; Spain; Sweden; Switzerland; United Kingdom; United States.	Afghanistan; Albania; Argentina; Armenia; Azerbaijan; Benin; Bolivia; Bosnia and Herzegovina; Brazil; Burundi; Cambodia; Cameroon; Chad; Chile; Colombia; Costa Rica; Croatia; Democratic Republic of the Congo; Djibouti; Ecuador; El Salvador; Ethiopia; Gambia; Georgia; Ghana; India; Iran; Iraq; Jamaica; Jordan; Kenya; Kosovo; Kyrgyzstan; Lebanon; Liberia; Malaysia; Mauritania; Morocco; Mozambique; Mexico; Namibia; Nepal; Niger; Pakistan; Palestine; Panama; Philippines; Republic of the Congo; Russian Federation; Saudi Arabia; Senegal; Serbia; Somalia; South Africa; Sri Lanka; Sudan; Swaziland; Tajikistan; United Republic of Tanzania; Thailand; Turkey; Turkmenistan; Uganda; Ukraine; Uruguay; Venezuela; Yemen; Zambia.

As noted above, the survey questionnaire was available in several languages. Although the majority of respondents completed the survey in English, nearly one-third completed the survey in another language. Respondents from NGOs in the Global South were more likely than respondents in the Global North to complete the survey in other languages (Table 1.6).

Table 1.6: Distribution of NGOs, by Region and Survey Language

	Global North (n=221)	Global South (n=163)
Number of NGOs completed survey in English (Percent of NGOs in Region)	170 (77.1)	86 (53.0)
Number of NGOs completed survey in other languages (Percent of NGOs in Region)	51 (22.9)	77 (47.0)

Non-response, Partial Response and Refusals

There are many reasons for low response rates to surveys, beginning with time constraints.¹⁰ The recipients of this survey are particularly pressed for time, and this was an important theme among those participants who eventually filled out the survey after repeated contacts. Partial responses are common. Some respondents were willing to respond to questions about the organization but reluctant to fill out parts of the questionnaire that tapped personal attitudes. The questionnaire also includes items on sexual orientation and gender identity. To protect recipients in regions where these issues might be especially sensitive or stigmatized, the invitation letter did not mention the specific content of the questionnaire. Respondents could review the entire questionnaire without completing any items (*survey non-response*) or they could respond to some items and not others (*item non-response*). In the case of questions with multiple response items, including questions on NGO ethical guidelines and types of persecution experienced by those receiving services (see appendix A: A16, B22, C28, C38), items with missing responses were coded as *no-answer/refusal* if a response was given to at least one item in the multiple-part question. In addition, if a response was given to one or

¹⁰ The median value for time needed to complete the survey is 32 minutes (i.e. half of the respondents needed up to 32 minutes and half of the respondents needed more time to complete the survey). This value varies across regions: for respondents from NGOs in the Global North – 26 minutes, for respondents from NGOs in the Global South – 43 minutes.

more questionnaire items in the *Attitudes and Opinions* section, missing responses on any item in that section were recoded from *item non-response* to *refusal*. An analysis of refusals provides some insight into the items that are most sensitive or problematic for the respondents.

Statistical Significance Tests

This report includes comparisons of differences in the response patterns of NGOs in the Global South and those located in the Global North. To determine whether these differences are likely to be meaningful, or simply due to random fluctuations, statistical tests were performed at each comparison. In the tables to follow, an asterisk (*) indicates that a difference between regions is statistically significant at the 5% error level. That is, a statistically significant difference is likely (with 95 percent confidence) to indicate that the differences are not due to chance alone.

CHAPTER 2: RESPONDENTS AND ORGANIZATIONS

Respondents' Characteristics

This study focuses on organizations, but data are collected from individuals. The survey screening questions intentionally targeted the director or another very knowledgeable person, and the results indicate the screening question was effective. Table 2.1 presents the distribution of positions respondents hold in their organization. A majority of the respondents (69.3 percent) are directors or executive directors of the NGO. About one-fourth (24.8 percent) are administrators (e.g. program manager, coordinator and secretary). These respondents are not likely to be representative of the NGO staff, but they are important informants because they are knowledgeable about the organization. Most are also in positions of authority and can make decisions that affect the entire organization.

Table 2.1: Respondent's Position in NGO, By Region

	Global North	Global South	Total
Director / executive director of NGO	68.2	70.7	69.3
Administrator / secretary	23.5	26.4	24.8
Law	3.5	.7	2.3
Communication	3.5	2.1	2.9
Other	1.2	-	.6
Total N	172	138	310

Source: RANGO 2011, item: D39

Although the gender distribution of respondents in the overall sample is balanced, with 50.8 percent men and 49.2 percent women filling out the questionnaire, there are significant differences across regions (Table 2.2). Most respondents from NGOs in the Global South (65.7 percent) are men, and most respondents from NGOs in the Global North (61.1 percent) are women.

Table 2.2: Respondent's Gender, By Region *

	Global North	Global South	Total
Men	38.9	65.7	50.8
Women	61.1	34.3	49.2
Total N	177	138	315

Source: RANGO 2011, item: D41; Difference between Regions is statistically significant

Survey respondents vary in age, but they are well-educated and highly experienced in their line of work. The average age of survey respondents is 43.7, although respondents range in age from 22 to 79 (Table 2.3). On average, respondents report working for the NGO for nine years.

Table 2.3: Respondent's Age and Seniority in Organization, By Region

		Global North	Global South	Total
Age	Mean SD	44.7 (0.9)	42.6 (0.9)	43.7 (0.7)
Total N		164	135	299

Years working at NGO	Mean SD	8.8 (0.5)	9.4 (0.5)	9.1 (0.3)
Total N		177	138	315

Source: RANGO 2011, items: D40 and D42

Table 2.4 shows that a very large majority of respondents have earned at least a baccalaureate degree from college or university (89.9 percent). Other respondents have some post-secondary education (5.3 percent) and only a few have no postsecondary education (4.8 percent).

Table 2.4: Respondent's Education, By Region

	Global North	Global South	Total
College or university degree completed	90.4	89.4	89.9
Some college with no degree / Vocational qualifications	5.1	5.7	5.3
High school degree and less	4.5	4.9	4.8
Total N	177	139	316

Source: RANGO 2011, item: D43

Organizational Characteristics

The NGOs in the sample represent diverse areas of focus, although all are engaged in work that supports refugees and asylum seekers. Table 2.5 shows that the three most important areas are: social services (66.1 percent), law and advocacy (61.6 percent) and education (58.2 percent). NGOs in the Global North are more likely than NGOs in the Global South to indicate social services as a primary focus. In contrast, NGOs in the Global South are more likely than NGOs in the Global North to focus on law and advocacy and community development. Also, NGOs in the Global South are more likely than NGOs in the Global North to report a focus on services not specifically listed in the survey instrument; these services include livelihood, mental health services, human rights, and refugee resettlement.

Table 2.5: Which Are the Most Important Areas that Your Organization Focuses On at Your Work Site? By Region

	Global North	Global South	Total
Social services *	68.5	63.0	66.1
Law and advocacy *	56.9	67.9	61.6
Education	56.9	59.9	58.2
Health	47.7	47.5	47.6
Community development *	31.9	59.9	43.9
Employment	51.8	30.9	42.9
Food, water, shelter	38.9	46.3	42.1
Policy and research	32.4	38.9	35.2
Other services *	22.2	34.6	27.5
Culture and recreation	27.8	26.5	27.2
Total N	216	160	376

Source: RANGO 2011, item: B17; Difference between Regions is statistically significant
Numbers do not add up to 100 percent because respondents could mark multiple options

Table 2.6 presents the main services these organizations provided to asylum seekers or refugees. Respondents were presented with a list of services and asked to check off all that apply. Respondents could also report additional services not on the list. A large majority of NGOs surveyed (76.0 percent) reported that they are engaged in activities to inform the public and raise awareness. Two-thirds of NGOs (70.4 percent) help with registration and

documentation, and similar share of NGOs (67.3 percent) provide education and training. More than half of the NGOs provide legal advice and/or representation (62.0 percent), help with family reunification (54.7 percent), livelihood (e.g., food, water, shelter – 54.5 percent), and protection (52.5 percent).

NGOs in the Global North are more likely to help with family reunification than NGOs in the Global South (69.3 percent vs. 35.9 percent). Not surprisingly, NGOs in the Global South are significantly more likely to provide services to returnees than NGOs in the Global North (28.8 percent vs. 13.4 percent).

Table 2.6: Services Provided to Asylum Seekers or Refugees at Your Work Site in the Past Year, By Region

	Global North	Global South	Total
Informing the public and raising awareness	78.7	72.4	76.0
Help with registration and documentation	73.8	66.0	70.4
Education and training	66.8	67.9	67.3
Legal advice and/or representation	64.8	58.3	62.0
Help with family reunification *	69.3	35.9	54.7
Food, water, shelter	56.9	51.3	54.5
Safety and protection	49.0	57.0	52.5
Health services	48.5	46.8	47.8
Other services	34.2	34.6	34.4
Services for returnees *	13.4	28.8	20.1
Total N	202	154	356

Source: RANGO 2011, item: B23; Difference between Regions is statistically significant
Numbers do not add up to 100 percent because respondents could mark multiple options

The challenges NGOs encounter in their activities serving asylum seekers and refugees differ by region, as illustrated in Table 2.7. Funding is the one universal challenge. Nearly all NGOs surveyed (90.8 percent) indicated funding/financial difficulties as the biggest challenge they face. The next most common challenges are relations with government entities (48.4 percent) and staff/staff training (33.8 percent); these challenges are much more prevalent among NGOs in the Global South than among NGOs in the Global North. About one in four NGOs in each region report challenges with community relations (26.4 percent), and about one in five report challenges with media relations and other challenges (18.9 percent). NGOs in the

Global South were significantly more likely than NGOs in the Global North to report challenges with outreach to refugee and asylum seekers (31.8 percent vs. 17.4 percent), access to technology (29.9 percent vs. 15.4 percent), relations with other NGOs (19.5 percent vs. 8.2 percent) and relations with other branches of the same NGO (10.4 percent vs. 3.1 percent). Overall, NGOs in the Global South reported encountering more challenges in the provision of services to asylum seekers and refugees as compared to the number of challenges reported by NGOs in the Global North.

Table 2.7: Biggest Challenges Serving Asylum Seekers and Refugees, By Region

	Global North	Global South	Total
Funding / financial difficulties	90.3	91.6	90.8
Relations with government entities *	36.4	63.6	48.4
Staff and/or staff training *	27.7	41.6	33.8
Community relations	27.7	24.7	26.4
Outreach to refugee/asylum seekers *	17.4	31.8	23.8
Access to needed technology *	15.4	29.9	21.8
Relations with the media	19.5	23.4	21.2
Other	18.5	19.5	18.9
Relations with other NGOs *	8.2	19.5	13.2
Relations with other branches of this NGO *	3.1	10.4	6.3
Total N	195	152	347

Source: RANGO 2011, item: B24; Difference between Regions is statistically significant
Numbers do not add up to 100 percent because respondents could mark multiple options

NGOs that serve refugees and asylum seekers are frequently multilingual. Table 2.8 presents the most commonly used languages at the worksite. Nearly all of the NGOs use English (90.0 percent) and more than one-third of the sample use French and Arabic (38.6 percent and 35.4 percent). Other common languages are Spanish and Russian (31.9 percent and 25.1 percent). Several languages reported by NGOs using the “other” category, are commonly used in many NGOs: Burmese, Swahili, Somali, Nepali, and Farsi.¹¹ Overall, NGOs in the Global North report using more languages than NGOs in the Global South.

¹¹ Also, at least five NGOs reported on using the following languages: Albanian, Bosnian, Croatian, Dutch, German, Italian, Korean, Kurdish, Portuguese, Tamil, Thai, Turkish, Urdu, and Vietnamese.

Table 2.8: Languages Used at Work Site, By Region

	Global North	Global South	Total
English *	97.6	80.1	90.0
French *	51.2	22.4	38.6
Arabic *	49.3	17.4	35.4
Spanish *	47.8	11.2	31.9
Russian *	34.4	13.0	25.1
Burmese *	15.8	2.5	10.0
Swahili	9.6	8.7	9.2
Somali	9.1	7.4	8.4
Nepali *	12.4	2.5	8.1
Farsi *	11.0	2.5	7.3
Chinese *	10.0	0.6	5.9
Total N	209	159	368

Source: RANGO 2011, item: B19; * Difference between Regions is statistically significant
Numbers do not add up to 100 percent because respondents could mark multiple options

Organizational Structure and Resources

The survey collected information on the structural dimensions of organizations that shape the capacity of NGOs to provide services to refugees and asylum seekers. This chapter reports on these characteristics and the characteristics of the individual who filled out the questionnaire on behalf of the NGO.

In organizational studies, the “age” of an organization since founding is a measure of stability, and the age profile of an organizational field is a measure of how and where the field has grown. The NGOs in the study report founding years as early as 1900 and as late as 2011, but half of these organizations were established since the mid-1990s (50.1 percent founded in 1994 or later). NGOs operating in the Global North were established earlier than NGOs operating in the Global South. The average age for organizations in the Global North is 36 years (SD=2.1), while the average age for organizations in the Global South is 18 years (SD=1.3).

A formal budget is a minimal indicator of sustainable structure. Although few NGOs report having no formal budget, NGOs in the Global South are less likely to have a formal budget than NGOs from Global North (Table 2.9). An annual budget, the most stable form of budget, is more common among NGOs in the Global North than NGOs in the Global South (77.4

percent vs. 54.5 percent). Project-based budgets are more common among NGOs in the Global South than NGOs in the Global North (78.2 percent vs. 46.1 percent).

Table 2.9: Type of Budget Used by NGOs, By Region

	Global North	Global South	Total
Annual budget *	77.4	54.5	67.6
Project-based budget *	46.1	78.2	59.8
Other	10.9	9.1	10.1
No formal budget	4.1	8.5	6.0
Don't Know	1.8	0.6	1.3
Total N	221	163	384

Source: RANGO 2011, item: A13; * Difference between regions is statistically significant
Numbers do not add up to 100 percent because respondents could mark multiple options

Organizational size is a measure of organizational capacity. The NGOs in this study reported on both the size of the workforce and whether the organization operates other branch locations in country. Table 2.10 shows that the A majority of NGOs (62.7 percent) operate in more than one location in the country. NGOs in the Global South are more likely than NGOs in the Global North to have multiple locations in the country (77.2 percent vs. 52.0 percent).

Table 2.10: NGOs with Multiple Locations in the Country, By Region *

	Global North	Global South	Total
Yes	52.0	77.2	62.7
No	47.0	22.8	36.7
Don't Know	0.9	-	0.6
Total N	219	160	379

Source: RANGO 2011, item: A11; * Difference between Regions is statistically significant

Table 2.11 presents the median values for the number of paid employees, managers and volunteers. NGOs in the sample are small: The median number of paid employees is 12, indicating that half of these organizations have 12 or fewer paid employees. Half of the NGOs have no more than two managers, and the other half have more. Half of the NGOs have up to

seven volunteers. There are no regional differences in the number of paid employees, but NGOs in the Global South rely on a smaller volunteer workforce.

Table 2.11: Size of NGOs Workforce (Median Values), By Region

	Global North	Global South	Total
Paid employees	13	12	12
Managers	2	3	2
Volunteers	10	5	7
Total N	185	154	339

Source: RANGO 2011, item: B18

Table 2.12 presents another perspective on the importance of the volunteer workforce, using the share of volunteers out of total number of paid and unpaid employees. Four out of five NGOs in the sample rely on at least some volunteer labor, with volunteer labor more prevalent among NGOs in the Global North (5 out of 6) than among NGOs in the Global South (3 out of 4). One-third of the NGOs (33.4 percent) are very dependent on volunteers – more than 60 percent volunteers. Overall, NGOs in the Global North have a significantly higher proportion of volunteers in their workforce as compared to NGOs in the Global South.

Table 2.12: Paid/Voluntary Composition of NGOs Workforce, By Region*

	Global North	Global South	Total
No Volunteers	16.8	24.7	20.4
Low: up to 40 percent volunteers	27.2	35.7	31.1
Medium: between 40 and 60 percent volunteers	15.2	14.9	15.1
High: more than 60 percent volunteers	40.8	24.7	33.4
Total N	184	154	338

Source: RANGO 2011, item: B18; Difference between Regions is statistically significant

Research suggests that gender composition of organizations workforce affects the work of these organizations and their social climate. Because men and women differ in their attitudes toward issues of sexual orientation and gender identity, it is useful to examine the gender composition of NGOs. Table 2.13 suggests that there are significant differences across regions. Women are represented in higher numbers than men in NGOs in the Global North.

More than 60% of NGOs in the Global North are predominantly female, as compared to just over one in four NGOs in the Global South. NGOs in the Global South report a more balanced workforce. Overall, a little more than one-third (35.7 percent) of NGOs in the sample report a fairly balanced representation of men and women.

Table 2.13: Gender Composition of NGOs Workforce, By Region*

	Global North	Global South	Total
Low: less than 40 percent women	10.9	29.0	19.2
Medium: between 40 and 60 percent women	28.2	44.6	35.7
High: more than 60 percent women	60.9	26.3	45.0
Total N	174	148	322

Source: RANGO 2011, item: B18; Difference between Regions is statistically significant

International Affiliations

Connections to international organizations are a resource for NGOs working with refugees and asylum seekers, but most NGOs in the sample are not part of a larger international non-governmental organization. Table 2.14 shows that less than one-third (29.1 percent) of NGOs are local branches of larger international organizations, and two-thirds (69.6 percent) are independent organizations.

**Table 2.14: Is your organization a local branch of a larger international organization?
By Region**

	Global North	Global South	Total
Yes	28.6	29.6	29.1
No	70.0	69.1	69.6
Don't Know	1.4	1.2	1.3
Total N	220	160	380

Source: RANGO 2011, item: A12

NGOs that serve refugees and asylum seekers are engaged in many other ways with the international organizational community. Working relationships and consultative status with international governmental organizations (IGOs) provide NGOs with access to resources, information and global norms and human rights discourses. Table 2.15 lists the most commonly

cited of these links among the sample NGOs. Nearly all of the NGOs in the sample (94.4 percent) are linked to at least one international governmental organization. More than three-quarters of the NGOs in the sample (82.0 percent) have a working relationship with the United Nations High Commissioner for Refugees (UNHCR). A little more than one-fourth are linked to the European Union (26.7 percent), a little less than one-fourth are linked to United Nations Children's Fund (UNICEF; 24.3 percent), and about one-third mention links to other United Nations programs, including the World Health Organization, the International Labor Organization, and the International Organization for Migration. Among international non-governmental organizations, religious organizations such as the United States Conference of Catholic Bishops were most frequently mentioned (14.7 percent). NGOs also reported working and consultative relationships with foreign governmental agencies such as the United States Agency for International Development (USAID).

Table 2.15 suggests that NGOs in the Global South have more links to IGOs than NGOs in the Global North, including both UN agencies and regional IGOs such as the African Union, the Arab Union, and the Association of Southeast Asian Nations. Although the overwhelming majority of NGOs in the sample report at least one connection, NGOs in the Global North are significantly more likely to report no links to international organizations as compared to NGOs in the Global South (9.0 percent vs. 2.6 percent).

Table 2.15: NGOs Relationship with International Governmental Organizations, By Region

	Global North	Global South	Total
United Nations High Commissioner for Refugees *	73.6	89.7	82.0
European Union	22.9	30.1	26.7
United Nations Children's Fund *	15.3	32.7	24.3
Other	15.3	14.1	14.7
Other UN System Organizations (e.g. UNDP, UNFPA) *	6.2	16.7	11.6
World Health Organization	7.6	12.8	10.3
United Nations Educational, Scientific and Cultural Organization *	2.8	10.3	6.7
International Labor Organization *	2.8	9.0	6.0
Regional Organizations ¹² *	-	10.3	5.3
No links / Isolated NGO *	9.0	2.6	5.6
Total N	144	155	299

Source: RANGO 2011, item: A14; Difference between Regions is statistically significant
Numbers do not add up to 100 percent because respondents could mark multiple options

Ethical Guidelines and Organizational Codes of Conduct

An important element in the structure of any formal organization is the adoption of ethical guidelines and/or a code of conduct. These documents set core values for the organization and provide a form of independent oversight for both workers and management. As Table 2.16 shows, a large majority of the NGOs surveyed have a set of formal ethical guidelines or code of conduct (85.7 percent), and the regional differences are not statistically significant.

Table 2.16: NGOs with a Set of Formal Ethical Guidelines or Code of Conduct, By Region

	Global North	Global South	Total
Yes	82.5	90.1	85.7
No	13.8	8.7	11.6
Don't Know	3.7	1.2	2.6
Total N	218	158	376

Source: RANGO 2011, item: A15

¹² Regional organizations included are: African Union; Arab Union; Association of Southeast Asian Nations.

Respondents who reported working in an NGO with formal ethical guidelines were asked about anti-discrimination guidelines. Table 2.17 suggests that a large majority of NGOs have formal ethical guidelines that prohibit discrimination based on race/ethnicity, gender, religion, nationality and political opinion (more than 85.0 percent in all categories). A slightly smaller majority, almost three-fourths of NGOs, prohibits discrimination based on sexual orientation (73.7 percent), and two-thirds of NGOs prohibit discrimination based on gender identity (67.3 percent). Although most NGOs reported broad-based anti-discrimination guidelines, the survey reveals a pervasive gap. As compared to issues of race, gender, and religion, respondents were more likely to report no guidelines preventing discrimination based on sexual orientation and gender identity, more likely to report that they don't know whether such guidelines exist, and importantly, more likely to refuse to respond to the items on anti-discrimination guidelines based on sexual orientation and gender identity.

Table 2.17: Ethical Guidelines Prohibit Discrimination Based on Different Characteristics (n=344)

	Yes (%)	No (%)	Don't know (%)	Refused (%)
Race or ethnicity	90.7	5.8	1.7	1.7
Gender	90.2	6.6	1.7	1.4
Religion	89.0	7.2	1.7	2.0
Nationality	88.4	6.1	2.0	3.5
Political opinion	85.3	9.0	3.2	2.6
Sexual orientation	73.7	12.7	7.2	6.4
Gender identity	67.3	14.7	10.1	7.8

Source: RANGO 2011, item: A16

Table 2.18 shows the response patterns on anti-discrimination guidelines, by region. The patterns are similar, but NGOs in the Global North are significantly more likely than NGOs in the Global South to prohibit discrimination based on race/ethnicity and gender.

**Table 2.18: Ethical Guidelines Prohibit Discrimination Based on Different Characteristics,
By Region**

	Global North (% yes)	Global South (% yes)	Total (% yes)
Race or ethnicity *	93.4	87.3	90.7
Gender *	91.3	88.7	90.2
Religion	90.3	87.3	89.0
Nationality	90.8	85.3	88.4
Political opinion	85.2	85.3	85.3
Sexual orientation	77.0	69.3	73.7
Gender identity	66.3	68.7	67.3
Total N	197	147	344

Source: RANGO 2011, item: A16; Difference between Regions is statistically significant

CHAPTER 3: ENGAGEMENT WITH REFUGEES AND ASYLUM SEEKERS

Participating NGOs serve asylum seekers and refugees directly (by providing services to individuals) and/or indirectly (by educating the public and/or advocating for policy change). Table 3.1 shows that a majority of NGOs surveyed (65.6 percent) are heavily engaged (more than half the time) in activities to assist asylum seekers or refugees, while fewer than 10% spent little time on these activities. There are no differences between NGOs located in the Global South and the Global North.

Table 3.1: Time Spent Assisting Asylum Seekers or Refugees, By Region

	Global North	Global South	Total
Little or no time	6.3	5.7	6.0
Less than half of the time	15.0	19.1	16.8
About half of the time	10.6	12.7	11.5
More than half of the time	14.5	13.4	14.0
All or nearly all of the time	53.6	49.0	51.6
Total N	207	155	362

Source: RANGO 2011, item: B20

Table 3.2 shows a similar pattern with regard to number of asylum seekers or refugees served in the past year. A majority of the participating NGOs (72.2 percent) served at least 100 asylum seekers or refugees. Very few of the participating NGOs did not provide any direct services to asylum seekers or refugees (3.3 percent).

Table 3.2: Number of Asylum Seekers or Refugees Served in the Past Year, By Region

	Global North	Global South	Total
None	2.4	4.4	3.3
Fewer than 50	15.2	11.9	13.8
Between 50-99	12.7	8.2	10.7
Between 100-499	27.9	27.7	27.8
Between 500-999	20.1	13.2	17.1
1000 or more	21.6	34.6	27.3
Total N	204	157	361

Source: RANGO 2011, item: B21

The refugees who sought aid from participating NGOs were persecuted for a variety of reasons. The most common reasons cited by participating NGOs are those explicitly mentioned in the 1951 Refugee Convention of the UNHCR: political opinion, race, nationality or religion. Table 3.3 shows that three-fourths of the NGOs (75.3 percent) provided services to asylum seekers or refugees who were persecuted based on political opinion. Most of the NGOs provided services to those persecuted based on race and ethnicity (70.9 percent), nationality (62.7 percent) and religion (60.5 percent).

In addition to these categories, participating NGOs report other common reasons for persecution. Close to half of the NGOs provided services to those persecuted based on gender (45.9 percent), and one-third of the NGOs (33.6 percent) provided services to those persecuted based sexual orientation. Three in ten NGOs reported health status as a basis for persecution among those they served, and more than two in ten reported serving persons persecuted because of their gender identity (22.4 percent).¹³ The responses indicate that many NGOs recognize the prevalence of persecution based on sexual orientation and gender identity. At the same time, these are clearly problematic categories for the NGOs surveyed. More than one in five respondents reported that they didn't know whether sexual orientation and/or gender identity were issues in the population they served, and one in three refused to respond to the items on sexual orientation and gender identity.

¹³ Moreover, 43.3 percent of the NGOs that provide services to asylum seekers or refugees who were persecuted based on gender do not provide services for those persecuted based on sexual orientation. More than half (57.3 percent) of the NGOs that provide services to asylum seekers or refugees who were persecuted based on gender do not provide services for those persecuted based on gender identity.

Table 3.3: Basis for Seeking Protection among Refugee & Asylum Seekers Served (n=355)

	Yes (%)	No (%)	Not Sure (%)	Refused (%)
Political opinion	75.3	9.5	8.1	7.0
Race or ethnicity	70.9	11.2	9.0	9.0
Nationality	62.7	11.5	10.1	15.7
Religion	60.5	12.9	11.8	14.8
Gender	45.9	15.4	16.2	22.4
Sexual orientation	33.6	21.0	20.2	25.2
Health status / disease	30.0	19.0	21.3	29.4
Gender identity	22.4	23.8	23.5	30.2

Source: RANGO 2011, item: B22

Numbers do not add up to 100 percent because respondents could mark multiple options

Table 3.4 shows regional differences in the basis for seeking refugee protection. NGOs in the Global North are more likely than NGOs in the Global South to report on providing services to people who were persecuted based on: political opinion, race or ethnicity, nationality, religion, gender and sexual orientation. However, there are no significant regional differences with regard to services to people who were persecuted based on health status and gender identity.

Table 3.4: Basis for Seeking Protection among Refugee & Asylum Seekers Served, By Region

	Global North (% yes)	Global South (% yes)	Total (% yes)
Political opinion*	82.5	66.2	75.3
Race or ethnicity*	81.5	57.3	70.9
Nationality*	71.5	51.6	62.7
Religion*	77.5	38.8	60.5
Gender*	51.5	38.8	45.9
Sexual orientation *	39.0	26.7	33.6
Health status / disease	34.0	25.4	30.0
Gender identity	22.5	22.3	22.4
Total N	200	155	355

Source: RANGO 2011, item: B22; Difference between Regions is statistically significant
Numbers do not add up to 100 percent because respondents could mark multiple options

CHAPTER 4: ATTITUDES TOWARD SEXUAL ORIENTATION AND GENDER IDENTITY

One of the more challenging components of the study shifts the focus from the organization to the respondent. About 10 percent of the respondents to the survey declined to participate in this section of the survey. Some respondents may simply have run out of time or interest, but others reported that they were reluctant to answer personal questions on a survey about the organization. It is important to remember that this section cannot provide any insights into the attitudes and beliefs of NGO workers in general. Instead, these questions are intended to provide insights into organizational leadership, and the attitudes of organizational leadership can provide insights into organizational capacity to respond to new challenges in the environment. For many of these NGOs, issues of sexual orientation and gender identity in the refugee and asylum community represent new challenges.

Nearly all respondents hold leadership roles in the NGO, either because they are in positions of authority or because they are engaged in organizational communications. On the whole, survey respondents are very well-educated, experienced and knowledgeable about the field in which they work. This section taps the personal attitudes of the respondents, in general and specifically on issues of sexual orientation and gender identity. Three hundred and forty-seven respondents participated in this section of the survey. The tables below report on the distribution of responses from that subsample. If a respondent in that subsample answered some questions but not all, the items with no response are reported as “refusals,” indicating that the respondent declined to provide any answer to the question.

As a starting point, respondents were asked about the extent to which religious or spiritual beliefs guide their work in their organization (Table 4.1). About half of the respondents in the sample report that they are never guided by religious or spiritual beliefs (49.3 percent). At the other end of the spectrum, about one-fourth of the sample (24.2 percent) report that they are often or almost always guided by religious or spiritual beliefs. NGOs in the Global North are more likely to be guided by religious or spiritual beliefs than NGOs in the Global South (compare the category “never”: 43.4 percent vs. 57.6 percent). Only 2.6 percent refused to answer this question.

Table 4.1: Religious or Spiritual Beliefs Guide Work at the Organization, By Region*

	Global North	Global South	Total
Never	45.9	53.6	49.3
Rarely	12.2	6.0	9.5
Sometimes	13.8	15.2	14.4
Often	12.2	9.3	10.9
Almost always	12.8	13.9	13.3
No-Answer / Refusal	3.1	2.0	2.6
Total N	196	149	345

Source: RANGO 2011, item: C25; Difference between Regions is statistically significant

General Attitudes toward Lesbians, Gays, Bisexuals, Transgenders and Intersex People

According to the Contact Thesis, people who know and have contact with minority groups (e.g. LGBTI) are more likely to hold more positive attitudes toward these groups. Table 4.2 shows that two-thirds (67.3 percent) of the respondents have close friends or relatives who identify as LGBTI. One out of six respondents (16.8 percent) reports knowing someone who identify as LGBTI, and a similar proportion (15.9 percent) report having no contact with people who identify as LGBTI. Respondents from NGOs in the Global North are more likely to have contact with someone who identifies as LGBTI than respondents from NGOs in the Global South.

Table 4.2: Contact Thesis, By Region*

	Global North	Global South	Total
Don't know anyone who identifies as...	3.6	31.1	15.6
Know someone who identifies as...	14.3	19.2	16.4
Have close friends or relatives who identify as ...	80.6	47.0	66.0
No-Answer / Refusal	1.5	2.6	2.0
Total N	196	149	345

Source: RANGO 2011, items: C26-27; Difference between Regions is statistically significant

One common measure for the acceptance of same-sex relations and alternative gender identities is the subject's perception of the morality of these issues. Table 4.3 shows that a majority of the sample (63.7 percent) view same-sex relations as not wrong at all; one-fourth (25.3 percent) of the sample view this issue as wrong. Importantly, one in ten respondents

refused to answer this question. Acceptance of same-sex relations is higher among respondents in the Global North than from respondents in the Global South.

Table 4.3: Morality of Sexual Relations Between Two Consenting Adults of the Same Sex, By Region *

	Global North	Global South	Total
Not wrong at all	71.4	53.6	63.7
Sometimes wrong	5.6	9.3	7.2
Usually wrong	3.1	11.9	6.9
Always wrong	5.1	19.2	11.2
No-Answer / Refusal	14.8	6.0	10.9
Total N	196	149	345

Source: RANGO 2011, item: C29; Difference between Regions is statistically significant

To gain insight into these findings, it is useful to compare the results from this study with results from the 2008 Religion Survey of the International Social Survey Programme, a large cross-national probability-based survey of adults in 43 countries (ISSP; Table 4.4).¹⁴ Respondents to the current survey are substantially more likely to accept same-sex relations than respondents to the 2008 Religion Survey. This pattern holds even when comparing respondents in the current sample with ISSP respondents that hold a baccalaureate degree.

¹⁴ Countries included in 2008 ISSP data (Global South underlined): Australia, Austria, Belgium, Chile, Croatia, Cyprus, Czech Republic, Denmark, Dominican Republic, Finland, France, Germany, Great Britain, Hungary, Ireland, Israel, Italy, Japan, Latvia, Mexico, Netherlands, New Zealand, Northern Ireland, Norway, Philippines, Poland, Portugal, Russia, Slovak Republic, Slovenia, South Africa, South Korea, Spain, Sweden, Switzerland, Taiwan, Turkey, Ukraine, United States, Uruguay, and Venezuela.

Table 4.4: Morality of Sexual Relations Between two Consenting Adults of the Same Sex

	Total	ISSP 2008 All Sample	ISSP 2008 University degree holders
Not wrong at all	71.5	30.3	43.3
Sometimes wrong	8.1	10.4	12.5
Usually wrong	7.8	9.2	8.5
Always wrong	12.6	50.1	35.8
Total N	307	53,662	8,748

Source: RANGO 2011, item: C29 and ISSP 2008

Table 4.5 shows that a somewhat smaller majority of the sample (57.1 percent) view transgender people (“people present themselves as women even though they were born male”) as not wrong at all. Slightly more than one-fourth (28 percent) view transgender people as wrong. Acceptance of transgender people is higher among respondents in the Global North than in NGOs in the Global South, but the proportion of respondents who refused to answer the question was at least as high in the Global North as in the Global South, at roughly 15 percent.

Table 4.5: Morality of Transgender People, By Region*

	Global North	Global South	Total
Not wrong at all	68.4	42.4	57.1
Sometimes wrong	9.7	17.2	13.0
Usually wrong	2.5	14.6	7.8
Always wrong	3.6	11.9	7.2
No-Answer / Refusal	15.8	13.9	15.0
Total N	196	149	345

Source: RANGO 2011, item: C32; Difference between Regions is statistically significant

The next set of questions explores other attitudes and beliefs about sexual orientation, gender identity and LGBTI people. Table 4.6 presents respondents’ explanations for bisexuality (i.e. etiology). More than one half of the respondents (57.6 percent) believe that being bisexual is something people probably cannot or definitely cannot change, but slightly more than one-fourth of the sample (26.6 percent) say being bisexual is probably a choice. Almost 16 percent

of the sample refused to answer this question. Respondents from the Global North are more likely than their counterparts in the Global South to express the belief that being bisexual is something people cannot change.

Table 4.6: In your opinion, is being bisexual something people choose or is it something they cannot change? By Region *

	Global North	Global South	Total
Definitely a choice	6.1	11.3	8.4
Probably a choice	10.7	27.8	18.2
Probably something they cannot change	38.8	31.1	35.4
Definitely something they cannot change	26.0	17.2	22.2
No-Answer / Refusal	18.4	12.6	15.8
Total N	196	149	345

Source: RANGO 2011, item: C33; Difference between Regions is statistically significant

Attitudes towards schoolteachers can be a lightning rod for attitudes about LGBTI issues, because teachers hold positions of authority over a vulnerable population. Table 4.7 shows that a large majority of the sample (75.2 percent) would allow a qualified male teacher who is homosexual to teach children in schools, but one in four either believe this probably should not be allowed or refused to answer the question. Respondents in the Global South are more likely to support the restriction of civil liberties of homosexuals than respondents from the Global North (see “not allowed” categories: 25.2 percent vs. 5.0 percent).

Table 4.7: In your opinion, should a qualified male teacher who is homosexual be allowed to teach children in schools? By Region *

	Global North	Global South	Total
Definitely allowed	76.0	46.4	63.1
Probably allowed	6.6	19.2	12.1
Probably not allowed	2.5	10.6	6.0
Definitely not allowed to teach	2.5	14.6	7.8
No-Answer / Refusal	12.2	9.3	10.9
Total N	196	149	345

Source: RANGO 2011, item: C31; Difference between Regions is statistically significant

Table 4.8 shows the prevalence of stereotypical views of lesbians. Almost half of the respondents in the sample (47.8 percent) agree that lesbians can “rarely” be identified by their appearance, but it is worth noting that respondents did not have the choice of “never.” Roughly four out of ten respondents believe that lesbians can be identified by their appearance “sometimes.”

Table 4.8: In your opinion, can lesbians be identified by their appearance? By Region

	Global North	Global South	Total
Rarely	44.9	51.7	47.8
Sometimes	40.8	38.4	39.8
Most of the time	2.5	4.0	3.2
Always	-	1.3	0.6
No-Answer / Refusal	11.7	4.6	8.6
Total N	196	149	345

Source: RANGO 2011, item: C30

Finally, Table 4.9 reports on respondents’ opinions about whether intersex people (“person with both male and female sex organs”) should undergo medical treatment to select one gender. More than half of the respondents (52.4 percent) disagree with this statement, and more than one-quarter (27.6 percent) agree with this statement. Nearly one-fifth of the respondents refused to answer this question, and refusals were twice as common among respondents in the Global North as compared to respondents in the Global South.

Table 4.9: A person with both male and female sex organs should undergo medical treatment to select one gender, By Region *

	Global North	Global South	Total
Strongly Disagree	23.5	11.9	18.4
Somewhat Disagree	35.2	32.4	34.0
Somewhat Agree	13.8	30.5	21.0
Strongly Agree	1.5	13.2	6.6
No-Answer / Refusal	26.0	11.9	19.9
Total N	196	149	345

Source: RANGO 2011, item: C34; Difference between Regions is statistically significant

Persecution and Protection of Lesbians, Gays, Bisexuals, Transgenders and Intersex People

Several of the survey items tapped respondents’ assessments of whether refugees and asylum seekers should alter their behavior in order to avoid persecution on the basis of sexual orientation and gender identity. The responses to these questions are not simply a reflection of the respondents’ attitudes towards unconventional sexual orientations and gender identities. In some cases, the responses reflect the perception of NGO leadership that “coming out of the closet” can be dangerous.¹⁵ LGBTI persons in the Global South are less likely than those in the Global North to be assured of the willingness and capacity of the state to protect them from persecution, and this may contribute to regional differences in the responses to these questions. Other survey items in this section were less ambiguous: they directly tapped respondents’ assessments as to whether LGBTI refugees and asylum seekers deserved protection, and finally whether the respondent would be willing to provide services to LGBTI refugees and asylum seekers.

Table 4.10 shows a large majority of the respondents (72.9 percent) disagree with a statement suggesting that lesbians and homosexuals should hide their sexual orientation in order to avoid persecution. There are significant regional differences in the responses to this question. Respondents in the Global South were less likely to report strong disagreement, and four times as many respondents in the Global South agreed that homosexuals should hide their sexual orientation, as compared to respondent from NGOs in the Global North (22.5 percent vs. 5.6 percent). One in six respondents refused to answer the question.

Table 4.10: Lesbians and homosexual men should hide their sexual orientation to avoid persecution, By Region *

	Global North	Global South	Total
Strongly Disagree	57.6	40.4	50.1
Somewhat Disagree	20.9	25.2	22.8
Somewhat Agree	4.6	17.9	10.4
Strongly Agree	1.0	4.6	2.6
No-Answer / Refusal	15.8	11.9	14.1
Total N	196	149	345

Source: RANGO 2011, item: C36; Difference between Regions is statistically significant

¹⁵ Support for this argument is presented in Chapter 5 in which we analyze respondents’ comments and feedback on the survey.

Similarly, Table 4.11 shows a majority of the sample (71.7 percent) disagree with a statement suggesting that transgender individuals who were born male should present themselves as male to avoid persecution. Respondents in the Global North were more likely to express strong disagreement, and respondents in the Global South were much more likely to agree that transgender individuals should hide their gender identity (20.5 percent vs. 5.6 percent). Again, refusals were more common among respondents in the Global North as compared to respondents in the Global South (19.4 percent vs. 11.9 percent).

Table 4.11: Transgender individuals who were born male should present themselves as male to avoid persecution, By Region *

	Global North	Global South	Total
Strongly Disagree	55.6	37.7	47.8
Somewhat Disagree	19.4	29.8	23.9
Somewhat Agree	4.6	17.9	10.4
Strongly Agree	1.0	2.6	1.7
No-Answer / Refusal	19.4	11.9	16.1
Total N	196	149	345

Source: RANGO 2011, item: C37; Difference between Regions is statistically significant

The next few items asked about whether certain groups deserved refugee protection. As table 4.12 shows, a large majority of the sample (81.5 percent) disagreed with a statement that bisexuals should not get refugee protection because they can choose to be in heterosexual relationships. A slightly higher proportion of respondents in the Global South disagreed, as compared to respondents in the Global North (85.1 percent vs. 79.6 percent), but the Global South was disproportionately represented among the few who agreed that bisexuals did not deserve protection (6.6 percent vs. 3.1 percent). However, respondents in the Global North were much more likely to refuse to respond to this item (17.3 percent vs. 9.3 percent).

Table 4.12: Bisexuals should not get refugee protection because they can choose to be in heterosexual relationships, By Region

	Global North	Global South	Total
Strongly Disagree	66.8	64.2	65.7
Somewhat Disagree	12.8	19.9	15.8
Somewhat Agree	3.1	4.6	3.7
Strongly Agree	-	2.0	0.9
No-Answer / Refusal	17.3	9.3	13.8
Total N	196	149	345

Source: RANGO 2011, item: C35; Difference between Regions is statistically significant

When asked whether other LGBTI persons deserved refugee protection, 67-70 percent said that these persons “definitely” deserve protection and another 12-14 percent of respondents said that these persons “probably” deserve refugee protection (Table 4.13). In fact, among those who did choose to respond to this set of items (about 14 percent refused) almost all view LGBTI people as deserving refugee protection. Fewer than five percent view LGBTI as definitely not or probably not deserving refugee protection.

Table 4.13: Perceptions of Deservedness of Refugee Protection (n=345)

	Definitely does not deserve (%)	Probably does not deserve (%)	Probably deserves (%)	Definitely deserves (%)	No-Answer / Refusal (%)
A person who is intersex	2.6	1.4	13.0	69.2	13.8
A homosexual man	3.5	0.9	12.4	69.7	13.5
A person who is transgender	2.6	1.7	11.8	70.3	13.8
A lesbian woman	3.5	1.1	12.1	69.7	13.5
A bisexual person	3.2	1.4	13.8	67.4	14.2

Source: RANGO 2011, item: C38

Although recognition that LGBTI people deserve refugee protection is high in both regions, respondents from NGOs in the Global North are significantly more likely to view LGBTI people as deserving refugee protection than respondents from NGOs in the Global South (Table 4.14).

Table 4.14: Perceptions of Deservedness of Refugee Protection among those Responding, By Region, By Region

	Global North (% deserve)	Global South (% deserve)	Total (% deserve)
A person who is intersex *	96.4	94.0	95.3
A homosexual man*	97.0	92.5	95.0
A person who is transgender*	97.0	92.4	95.0
A lesbian woman*	97.0	91.7	94.7
A bisexual person*	97.0	91.7	94.6
Total N	196	149	345

Source: RANGO 2011, item: C38; Difference between Regions is statistically significant

In addition to questions of deservedness, respondents were asked whether they would personally be willing to provide the same services to individuals persecuted solely on the basis of their sexual orientation or gender identity as they provided to those persecuted for other reasons (Table 4.15). The refusal rate on these items was very low (3.7 percent to 5.5 percent), and respondents overwhelmingly expressed their willingness to provide services to individuals persecuted solely because of their sexual orientation or gender identity. Nearly eight out of ten respondents indicate that they are “definitely willing,” and an additional ten percent indicate that they are “probably willing” to provide services to LGBTI refugees.

Table 4.15: Willingness to provide the same services to individuals persecuted based solely on their sexual orientation or gender identity (n=345)

	Definitely not willing (%)	Probably not willing (%)	Probably willing (%)	Definitely willing (%)	No-Answer / Refusal (%)
A person who is transgender	4.0	3.2	9.5	78.1	5.2
A person who is intersex	4.0	3.5	9.5	78.1	4.9
A bisexual person	4.6	3.2	9.5	77.2	5.5
A lesbian woman	4.6	3.7	9.5	78.1	4.0
A homosexual man	4.9	4.0	9.8	77.5	3.7

Source: RANGO 2011, item: C26

But there are significant regional differences in this willingness: the 7-8 percent who indicated that they would “probably not” or “definitely not” be willing to provide the same

services to LGBTI are disproportionately located at NGOs in the Global South. As Table 4.16 shows, the willingness to provide the same services to LGBTI individuals as to others is high in both regions, but there remains a large gap between the Global North (96 percent willing) and the Global South (84-86 percent willing).

Table 4.16: Willingness to provide the same services to individuals persecuted based solely on their sexual orientation or gender identity, By Region

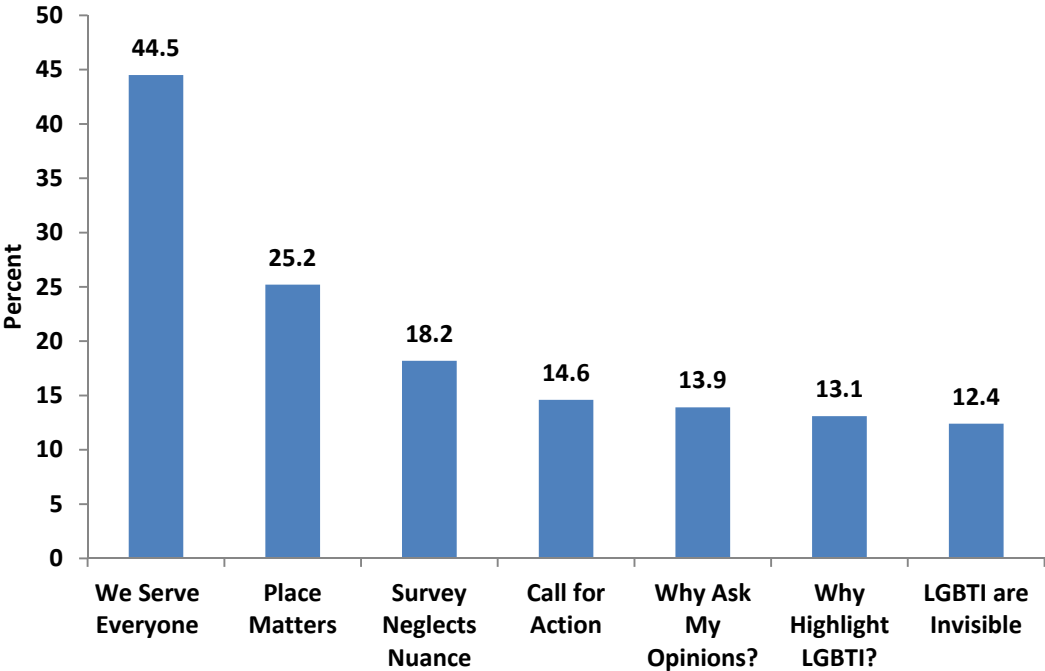
	Global North (% willing)	Global South (% willing)	Total (% willing)
A person who is transgender *	96.3	86.6	92.1
A person who is intersex *	96.3	87.2	92.4
A bisexual person *	96.2	86.0	91.8
A lesbian woman *	96.3	84.8	91.3
A homosexual man *	96.3	83.6	90.7
Total N	196	149	345

Source: RANGO 2011, item: C26; Difference between Regions is statistically significant

CHAPTER 5: RESPONDENTS’ COMMENTS ABOUT THE SURVEY

The survey includes one open-ended question to allow participants to respond to the survey and express their thoughts on the issues it covers. Respondents were asked: **“We are interested in your thoughts on the issues we raised in this survey. Please use the textbox below to add any additional comments.”** A total of 137 respondents from 60 countries provided comments. Most of the comments were written in English (131) and other comments were translated to English for the purposes of this report. Respondents from NGOs in the Global South are more likely than respondents from the Global North to provide comments (40.5 percent vs. 32.1 percent). This section reports on the most common themes that emerged from an analysis of the open-ended comments (Figure 5.1).¹⁶

Figure 5.1: Most Common Themes in NGOs Open-Ended Comments on the Survey



¹⁶ Following the initial analysis and coding of the open-ended comments, another researcher analyzed the data independently. The agreement between the two analyses with respect to the themes and the codes assigned to each comment (known as “inter-coder reliability”) was substantial.

Common Theme #1: We Serve Everyone and All People Deserve Protection

Almost half of the respondents who provided comments (44.5 percent) explained that their organizations serve all people who deserve protection from persecution. This theme was more common among NGOs in the Global North than NGOs in the Global South (59.1 percent vs. 28.8 percent). Majority of comments in this theme (61.3 percent) specifically mentioned LGBTI people as part of the universal protection from persecution. Examples for this theme:

- “Refugees, asylum-seekers and immigrants regardless of their race, religion, nationality and even their gender status are deserved to obtain protection and should be protected from being persecuted or any forms of abuses and mistreatments” (NGO # 530)
- “All human no matter to what sex they belong and independent of their sexual orientation may be assisted that are in need of humanitarian assistance in whatever manner” (NGO #614)
- “All human beings should be helped if in need, no matter what” (NGO # 796)
- “I feel strongly that if people are persecuted based on who they are, it is wrong and they are deserving of protection” (NGO # 881)
- “If somebody needs humanitarian assistance, we try to support a person. If there is a possibility to get legal assistance we will try to provide that. The preferences or political/religious opinions of our clients are irrelevant for our support” (NGO # 33002)

Several respondents explained that although there is a tension between being faith-based organization and homosexuality, they are committed to human rights and protection from persecution. Examples for this theme:

- “Supporting a group of homosexual, bisexual and lesbian is a sin, because our religion prohibits these acts. But if they need humanitarian aid you have to support whatever they are” (NGO # 703)
- “As a Christian organization, these issues of gender and sexual identity present an interesting challenge. I believe it is possible to stand firm on our beliefs in what is right or wrong, while still showing compassion and providing services to vulnerable clients,

regardless of their lifestyle, etc., particularly when persecution is involved” (NGO # 1139)

- “As a Catholic organization we are committed to serving all people who are in need. The questions you ask seemed particularly pointed toward a population that is very difficult to address without offending people on one side or another. The Catholic teaching is very clear on homosexuality. The person is to be loved and cared for but in a manner that does not condone or support the person's sexual behavior” (NGO # 2139)
- “While we are a Jesuit organization, under the authority of the Catholic Church [...] we offer services to refugees, asylum seekers and the forcibly displaced regardless of their nationalities, religions or sexual identities. We assist people with their asylum claims based on their testimonies and we assist migrants and displaced people in seven countries in the region” (NGO # 33004)

Common Theme #2: Place Matters

One-fourth of the respondents who provided comments (25.2 percent) pointed to the importance of social context for issues related to sexual orientation and LGBTI people. These comments indicate that NGOs recognize that in some countries people are severely persecuted based on their sexual orientation and/or gender identity. Many of these comments suggest support for asylum. Several respondents recognize that in certain situations LGBTI people need to hide their orientation/identity to survive.

- “I consider that there are countries where persons with different sexual orientation are persecuted solely on this ground. If this persecution is a treat to their health and life they should be granted protection in another country” (NGO # 125)
- “Culture in the particular community/country determines the level of acceptance of people with "different" sexual orientations. This level of acceptance changes slowly over time” (NGO # 165)
- “[...] if one has a sexual orientation problem in a place where it is illegal, I would advise that person to hide that issue until s/he got out avoiding being killed. But the

questionnaire did not allow any discussion of context, so one was forced to answer as though there was only one answer” (NGO # 247888)

- “I don't think that people should be forced to 'hide' their sexuality, but at the same time, if you want to make it out of certain situations alive, it might be in your personal interest of survival to at times tone down certain aspects of your identity” (NGO # 3003)
- “Some of the questions were difficult to answer as I believe strongly in the rights of people and would not hesitate to support and advocate for someone who presented to my service with any issues relating sexuality, sexual identity or other, but I also realize that sometimes choices are made to hide things due to safety. Whilst I agree that people should not have to hide I know that sometimes this is the best choice at the time for safety” (NGO # 53)

Respondents suggest another link between social context and the protection of LGBTI people: NGOs work “on the ground” is shaped by the social context in which they operate.

Examples for this theme:

- “We have served LGBT clients in the past and work in [our US state], which just passed same sex marriage laws. We welcome this population as [our city] is very welcoming towards LGBT individuals” (NGO # 998)
- “Protection of refugee persecuted because of their gender identity is very difficult in African countries many of them still criminalize acts of homosexuality” (NGO # 33007)

Common Theme #3: Survey Neglects Nuance

Almost one-out-of-five respondents (18.2 percent) expressed concern that a survey is inadequate to tap the nuances involved in each situation. These respondents were frustrated by the limitations of the fixed responses in the survey, and warned that conclusions based on their responses could be misleading. This theme was more common among NGOs in the Global North than NGOs in the Global South (28.2 percent vs. 7.6 percent). Examples for this theme:

- “The issue on gender/sexuality is complex and sometimes becomes political or even ideological. It is difficult to just respond yes or no especially when more information is needed and the contexts understood” (NGO # 832)
- “Hard to answer such global questions about whether someone deserves refugee or asylum status based on being bisexual when there is no other context, so then comes down to simply a black and white belief in my view -- either you think any discrimination based on these issues is wrong, or you don't” (NGO # 956)

Common Theme #4: Call for Action

Respondents commented about the importance of the survey and recognize the need to for greater intervention/awareness to protecting LGBTI individuals from persecution:

- “I personally feel that there is a lot of persecution for these individuals the world over and that a more open approach is required by many state actors as well as international and local governmental and nongovernmental organizations to effectively address these issues” (NGO # 327)
- “Cases of sexual and gender based violence are rife in our society and affects refugees alike. The need for education and sensitization in this regard cannot be gainsaid” (NGO # 493)
- “Issues related to gender segregation in Africa are still high and the victims suffer from social seclusion. There is need for civil society to concentrate on awareness and social cohesion” (NGO # 168)
- “Sexual orientation asylum claims deserve greater understanding by society as a whole, but I do not feel that the issues are necessarily understood by many who work on asylum claims. Further education regarding sexual orientation claims and what it means to be gay, lesbian, bisexual, transgendered, and intersexed is necessary” (NGO # 4060)
- “Persecution based upon sexual orientation is a ground for seeking asylum. I have represented LGBTI clients from the entire world in their asylum/refugee claims. An individual should never be forced to suppress one's sexual identity, and there needs to be more awareness of these issues” (NGO # 247893)

Common Theme #5: Why Ask My Opinion?

The open-ended comments present a tension between two perceptions of individual opinions toward LGBTI people (13.9 percent of comments pointed to this tension). On the one hand, some respondents emphasize that their opinions toward LGBTI people might be different than others in the organization:

- “Some of my responses may have been skewed by the fact that I represent the headquarters office rather than a specific work site” (NGO # 1139)
- “I am a non-national where I am employed, so my (liberal) opinions may not reflect the opinions of the national staff” (NGO # 33009)
- “I answered this survey using my own personal opinions however I think many others in our organization and that access our services would have answered very differently” (NGO # 33011)
- “I have answered based on my opinions as Director of the program here. But that does not reflect my larger agencies opinions” (NGO # 956)
- “I can express only my position. How many people so many views. To make a full picture of opinions you should ask all the staff of organization” (NGO # 662)
- “Kindly note that these are personal opinions and not institutional position” (NGO # 370)

On the other hand, some respondents are not comfortable with questions about individual opinions toward moral/social issues. These respondents argue that they are not representing the organization and that individual opinions are not important in the context of the organization (they view the organization as one entity):

- “These are important issues and definitely worth raising, researching, highlighting. I was not sure why the bulk of the questions were about personal experience when this is a survey of professional, work entities. I was expecting questions about what my organization's policies are - because my personal beliefs are largely irrelevant to the policy at hand. Unless I misunderstood the focus of the survey” (NGO # 9913236)

- “Asking personal questions is detrimental to any valid research you might be doing on the global refugee service provider community, it is unfortunate you did not include a "decline to state" option” (NGO # 2189)
- “I was happy to complete the information about our organization and the guiding principles we work under, however, I was not comfortable about responding about my personal opinions as they may or may not relate to how work is conducted within the organization” (NGO # 1067)

Common Theme #6: Why Highlight LGBTI? OR: What Does the LGBTI Issue Have to do with the Work of Our Organization?

In contrast to the universal commitment to protection from persecution, which is illustrated in the first theme, some respondents were uncomfortable with the emphasis on sexual orientation and gender identity in the survey. Other respondents were puzzled about the relevance of these issues to their work. Overall, this theme was evident in 13.1 percent of all respondents who provided comments.¹⁷

For example, some respondents commented on the presentation of the survey:

- “One final comment. I must admit that I was quite surprised to find the emphasis on the sex/gender issues covered in your survey. I have no objection to your surveying these issues but I do believe that as there was considerable focus on them there should have been some mention of this focus in the preamble. Perhaps then people may not have been so willing to take part in the survey. I recognize that as a problem” (NGO # 44)
- “Having read your email I had assumed that this was a survey exploring the availability and provision of assistance to refugees and asylum seekers around the world. I was surprised to see that the actual focus is very specific and concerns the LGBTI issue. Since that is an important area of concern for our organization, I went on to respond to the questionnaire. However I think the focus and purpose of the survey should have been

¹⁷ This theme was common among respondents who expressed commitment to the universal protection from persecution (theme #1) and other respondents (9.7 percent and 15.6 percent; difference not statistically significant).

made explicit at announcement and invitation stage. I felt that I was in a way "tricked into" participating in the survey" (NGO # 846)

- "[The] description of the survey is somewhat misleading - would be more honest to say this is a survey on how attitudes around gender and sexual identity affect services" (NGO # 33045)
- "I am not be prepared to answer a load of questions on sexual orientation - this survey was to do with refugees and asylum seekers" (NGO # 747)
- "This is survey focused primary on the LGBTI population. It was not clear enough we thought it would be about all refugees and asylum seekers. And I do not know answer on several questions" (NGO # 996208)
- "This survey was just masked as study of NGOs Serving Refugees and Asylum Seekers. You have mostly focused on issues connected with sexuality and misinformed us in your mail about the aim of survey. I personally do not think these questions will lead you to provide report on the current state of services to refugees and asylum" (NGO # 239)

Other respondents explained that issues of sexual orientation and gender identity are not relevant to their work. Several respondents argued that sexual orientation and gender identity are not categories that deserve protection from persecution:

- "I am wondering why all the questions about sexual orientation of an individual have to do with what we are doing. I don't think this subject matter is relevant to our national refugee policy and I don't think that we should alter or attempt to alter in anyway. (NGO # 924)
- "My main comment is that, while I recognize that there is difficulty for those of gender orientation alternate to the mainstream in many cultures, I don't believe that the way to solve this challenge is to grant refugee status to these individuals. The US refugee program in particular is tremendously hard hit at this time, has very limited resources difficult to stretch further, and is designed to respond to the UNHCR structure that assigns refugee status for displaced GROUPS, not individuals" (NGO # 33048)
- "I personally believe that this issue is irrelevant to the work we do" (NGO # 2228)

Common Theme #7: LGBTI People are Invisible

One out of eight respondents (12.4 percent) offered comments that underscore the extent to which LGBTI people are an invisible minority. Several recognize this as a problem that makes it difficult to serve LGBTI people and/or to report on the service of this group. Examples for this theme:

- “Some of the issues that the form is asking about are very difficult to identify in our society. So the team of our organization didn't faces any cases with the mentioned issues” (NGO # 400)
- “We generally do not know the basis for persecution of the refugees we resettle however though in my memory we have never received an individual that self-identified to our organization as gay/lesbian/transgender/bisexual etc. That does not mean of course that we have never received anyone persecuted on this basis. One worry I would have about serving some individuals in this protection status would be our ability to protect them post arrival. We'd like to imagine the United States to be open and tolerant but it isn't always. Where can a transgender person be truly safe? I would not let this worry stop us from assuring such a case and providing the best services we could, but I'm interested in how they choose placement sites - where are these people most protected?” (NGO # 3004)
- “During the period of my working for refugees and asylum seekers in our areas, we never identified cases of homosexual, heterosexual, lesbian, transgender or bisexual among the refugees and asylum seeker that we serve.” (NGO # 403)
- “My comment is that some of the issues/questions were talking about homosexual, lesbian etc. which are not common to our context but in terms of service provision, I believe that they are eligible to get the services” (NGO # 702)

Taken as a whole, the common themes that emerge from the open-ended comments suggest that respondents negotiate between two contexts. The first context is the global community of aid workers and professionals that share a commitment to the protection of human rights. NGO leaders align with the 1951 Refugee Convention of the UNHCR and show a strong personal and organizational commitment to the principle of universal protection from persecution. In many cases this commitment extends to issues of sexual orientation and gender identity. The second context is the local or “on the ground” reality within which NGOs operate and serve refugees and asylum seekers. NGOs leaders recognize the differences between societies that shape their work and engagement with LGBTI people. For example, in traditional contexts, issues of sexual orientation and gender identity as well as LGBTI individuals are invisible. NGO leaders also recognize the importance of the greater organizational culture, and the attitudes and awareness of staff with regard to the provision of services to LGBTI people.

CHAPTER 6: CONCLUSION

A key goal of the study was to elicit responses from organizations across the entire spectrum of NGOs that serve refugees and asylum seekers, and this goal was achieved. Although it is not possible to assess the representativeness of the sample --- that is, the extent to which these summary findings apply equally well to respondents and to those NGOs that elected not to participate --- the NGOs that did participate come from across the world and are active in all areas of refugee and asylum services.

A total of 384 NGOs from 100 countries responded to the survey. Although the sample includes some large international NGOs, the typical organization in the study is small and self-contained, rather than part of any larger NGO. Despite the small size, the typical organization has a structure that includes a formal budget and ethical guidelines. Virtually all sampled NGOs have a relationship with at least one international governmental organization, most often the United Nations High Commissioner for Refugees (UNHCR). The three areas most commonly cited as important in the work of these NGOs are social services, law and advocacy, and education. Nearly all of the respondents report that they face financial difficulties, which is by far the most common challenge faced by these NGOs. Relations with government entities are the next most important challenge, followed by staffing, community relations and outreach to the refugee/asylum community. With the exception of financial challenges, which are universal, NGOs in the Global South are significantly more likely than those in the Global North to face these challenges.

Overview of Contributions toward Study Objectives and Project Goals

The objective of the survey was to gather information on the current state of services provided to refugees and asylum seekers persecuted on the basis of sexual orientation or gender identity. The findings in this report shed light on the three questions that motivated the study, each addressed in turn below.

To what extent are NGOs that serve refugees and asylum seekers aware of persecution based on sexual orientation or gender identity?

While many NGOs recognize the prevalence of persecution based on sexual orientation and gender identity, these are clearly problematic categories for the NGOs. Roughly half of all respondents either reported that they are not sure whether the NGO served individuals seeking protection based on sexual orientation and/or gender identity or they skipped these questions altogether (Table 3.3). Nearly one third of respondents from the Global South reported that they had no contact with persons who self-identified as LGBTI. These patterns of ignorance and deliberate avoidance are at odds with other measures of awareness that show that a large majority of respondents think LGBTI people should not hide their sexual orientation and/or gender identity to prevent persecution (Tables 4.10, 4.11, 4.12). These contradictory findings suggest that persecution based on sexual orientation or gender identity is still a sensitive issue among NGOs that serve the refugee community. As a result, persecution based on sexual orientation or gender identity is an “invisible issue” for the very organizations that carry a mandate to protect those who seek refuge. In their open-ended comments, several respondents cautioned that in places of severe persecution it would be wise to hide sexual orientation and/or gender identity until refuge/asylum is granted. Others frankly reported in their open-ended comments that they had no knowledge of individuals seeking refuge from persecution based on LGBTI status.

To what extent do the policies and practices of NGOs facilitate services for those seeking protection from persecution based on sexual orientation or gender identity?

The evidence is limited, but it suggests that most NGOs that serve refugees and asylum seekers have few policies or practices in place to facilitate services for individuals persecuted on the basis of sexual orientation or gender identity. Instead, NGOs are likely to rely on informal practices and the knowledge and goodwill of individual staff members.

The survey examined the formal policies and practices of NGOs by asking respondents whether their organization have specific ethical guidelines that prohibit discrimination based on different characteristics (Tables 2.16 and 2.17). While nearly all NGOs surveyed have specific

ethical guidelines that prohibit discrimination based on race/ethnicity, gender, religion, nationality and political opinion, less than three-fourths have guidelines that prohibit discrimination based on sexual orientation and gender identity. In addition to this direct evidence, there is indirect evidence of a lack of policies to facilitate services to LGBTI refugees and asylum seekers. We find much more uncertainty (“I don’t know”) about discrimination based on these characteristics than about discrimination based on race, gender and nationality, for example. Many respondents who respond to questions on formal guidelines prohibiting discrimination based on other characteristics choose to skip questions about formal organizational guidelines prohibiting discrimination on the basis of sexual orientation and gender identity. The difference in response rates may be attributable to a lack of knowledge about the actual guidelines, or perhaps some respondents refused to respond because they were reluctant to report that the anti-discrimination guidelines do not extend to sexual orientation or gender identity. Other respondents may have refused simply because they were uncomfortable with the idea of the NGO expanding its mission to protect LGBTI individuals from discrimination. Unfortunately, the survey did not ask about specific training and formal intake procedure, and the results do not allow us to come to any firm conclusions about the reasons for non-response. Based on some of the open-ended comments, it appears that a small minority of respondents (less than 10%) see no reason for formal policies because they do not see any connection between the protection of LGBTI individuals and the work they do on behalf of refugees and asylum seekers.

On an informal and personal level, however, the NGO leadership overwhelmingly rejects discrimination. The survey examined informal policies and practices by asking respondents whether they are willing to provide the same services to individuals persecuted based solely on their sexual orientation and gender identity (Table 4.15). Nearly nine out of ten respondents report that they are willing to provide services to LGBTI people. Moreover, few respondents refused to respond to this question. This personal response resonates with the international norm of universal human rights, but it is a response that may not extend beyond the leadership to the staff.

Overall, the findings indicate that NGOs in the Global South are less prepared than NGOs in the Global North to provide services to individuals persecuted on the basis of sexual orientation or gender identity. Respondents in the Global South were more likely to agree that LGBTI individuals should hide their sexual orientation or gender identity to avoid persecution. As some respondents noted, this is in part a reflection of the differences in state capacity and willingness to protect LGBTI individuals. However, respondents from NGOs in the Global South are much less likely than those in the Global North to have close friends or relatives who identify as LGBTI and significantly more likely to be morally opposed to homosexual relations and transgender behaviors. And although about 85% of respondents from the Global South reported that they are willing to provide the same services to refugees persecuted solely on the basis of sexual orientation or gender identity, this number compares to 96% of respondents from the Global North.

To what extent does the leadership in NGOs serving refugees and asylum seekers see persecution based on gender identity or sexual orientation as more or less deserving of refugee/asylum status?

The study finds that a large majority of NGO leaders agree that individuals who are persecuted solely on their sexual orientation or gender identity deserve protection as refugees (Table 4.13). The analysis of the open-ended responses echoes this finding: the most common theme that emerges from the qualitative comments is the commitment to universal protection from persecution. However, nearly one in five respondents responded negatively or refused to respond, and respondents in the Global South were significantly less likely to view LGBTI individuals as deserving of refugee protection.

Limitations of the Study

Despite the richness of the data, three caveats should be mentioned. First, the sample includes only NGOs leadership or elite. At this point we do not know how front-line workers in these NGOs think about LGBTI people and their deservedness for protection from persecution. Second, the response rate and open-ended comments point to possible response bias where

potential informants who are not comfortable with the topic (sexual orientation and sexual orientation) decided not to participate in the survey. Third, the survey is based on close-ended (or forced-choice) questions with little opportunity for respondents to contextualize their responses and provide detailed answers.

Summary

These findings lead to several conclusions about the current state of services provided to refugees and asylum seekers persecuted on the basis of sexual orientation or gender identity. First, NGOs that serve refugees and asylum seekers have only a limited awareness of the extent to which individuals are persecuted based on sexual orientation or gender identity. Second, NGOs that serve refugees and asylum seekers are often ill-prepared to provide services to LGBTI refugees and asylum seekers. NGOs are often reluctant to identify cases of persecution based on sexual orientation or gender identity, for reasons that range from stigma and the very real danger LGBTI individuals face in certain contexts to the discomfort that many NGO staff experience when dealing with LGBTI individuals and issues. Most NGOs lack any formal policies and procedures to facilitate the provision of services to individuals persecuted on the basis of their sexual orientation and/or gender identity, and “don’t ask” policies that prevent staff from probing for these issues may be seen as protective, but clearly limit the capacity of organizations to provide services. As a result, LGBTI refugees may often hide their status, choosing instead to self-identify with some other status such as political refugee. Third, despite the limited awareness and capacity of NGOs to serve individuals persecuted on the basis of sexual orientation or gender identity, the leaders of these NGOs are firmly committed to the universal protection of human rights. A large majority of respondents affirmed the right of LGBTI individuals to receive protection from persecution, and many respondents reported that they are personally willing to provide the same services to LGBTI refugees as they provide to others. Respondents who were firm in their support for the protection of LGBTI individuals often held this position despite the religious teachings of their organization or their own perceptions that homosexuality, bisexuality, and transsexual behavior is morally wrong. Finally, the findings indicate that as compared to NGOs in the Global North, NGOs in the Global South

are less aware of the issues faced by LGBTI refugees and asylum seekers and less prepared to provide services to these individuals.

The gap between the commitment to the protection of human rights and the ambivalence towards LGBTI refugees and asylum seekers represents both a challenge and an opportunity. In the long run, relying on informal policies and individual goodwill is unlikely to be an effective strategy for protecting individuals persecuted because of their sexual orientation or gender identity. Formal procedures, anti-discrimination policies and training programs are likely to be more effective, and the willingness of most respondents to provide services to LGBTI refugees suggests a receptive climate for implementing change. Although it is important to remember that these respondents represent the well-educated leadership of these NGOs, and their views may differ from the views of many front-line workers, the leadership should be well-positioned to foster the adoption of guidelines, policies and training procedures that facilitate the protection of LGBTI refugees and asylum seekers. This “call for action” was a theme that emerged in the open-ended comments, along with a call for increased education to promote awareness of the extent of persecution based on sexual orientation and gender identity. There is clearly some support for change, but there is also evidence that a small number of NGOs are resistant to the idea of providing refugee protection to LGBTI individuals. Respondents from NGOs in the Global South, where the persecution of LGBTI individuals is most severe, were also more likely to view individuals persecuted solely on the basis of sexual orientation or gender identity as undeserving of refugee protection.

APPENDIX A: QUESTIONNAIRE – ENGLISH VERSION

PART A: ORGANIZATIONAL QUESTIONS

This set of questions is about your organization. This includes basic information about your organization's mission, finances, and resources.

- 1. Name of Organization**
- 2. Street Address**
- 3. City**
- 4. State / province**
- 5. Country**
- 6. Telephone**
- 7. E-mail**
- 8. Website**
- 9. What is the mission of your organization?**
- 10. In what year did your organization get started?**
- 11. Does your organization operate in other locations in the country?**
 - a. Yes
 - b. No
 - c. Don't Know
- 12. Is your organization a local branch of larger international organization?**
 - a. Yes
 - b. No
 - c. Don't Know
- 13. What kind of budget does your organization have?**
 - a. Annual budget
 - b. Project-based budget
 - c. Other
 - d. No formal budget
 - e. Don't Know

14. Does your organization have a working relationship or consultative status with an international governmental or non-governmental organization?: (Mark all that apply)

- a. UNICEF (United Nations Children's Fund)
- b. UNESCO (United Nations Educational, Scientific and Cultural Organization)
- c. UNHCR (United Nations High Commissioner for Refugees)
- d. WHO (World Health Organization)
- e. ILO (International Labor Organization)
- f. African Union
- g. Arab Union
- h. ASEAN (Association of Southeast Asian Nations)
- i. Council of Europe
- j. European Union
- k. Other _____

15. Does your organization have a set of formal ethical guidelines or code of conduct?

- a. Yes
- b. No {skip to Q17}
- c. Don't Know

16. Do the ethical guidelines specifically prohibit discrimination based on any of the following? (Mark all that apply)

1 Race or ethnicity	Yes	No	Don't know
2 Religion	Yes	No	Don't know
3 Nationality	Yes	No	Don't know
4 Political opinion	Yes	No	Don't know
5 Gender	Yes	No	Don't know
6 Sexual orientation	Yes	No	Don't know
7 Gender identity	Yes	No	Don't know

PART B: SERVICES AND POPULATIONS SERVED AT MAIN WORK SITE

Thank you for your responses.

The next set of questions is about groups served and services provided at your main work site, where asylum seekers or refugees might seek help.

17. Which are the most important areas that your organization focuses on at your work site? (Mark all that apply)

- a. Culture and recreation
- b. Education
- c. Health
- d. Food, water, shelter
- e. Social services
- f. Community development
- g. Law and advocacy
- h. Policy and research
- i. Employment
- j. Other _____

18. How many people work for the organization at your work site? (please use the table below)

	Men	Women
Paid employees (full-time, part-time, on contract)		
Managers		
Volunteers		

19. Which of the following languages are used at your work site?

(Mark all that apply)

- a. English
- b. French
- c. Arabic
- d. Spanish
- e. Russian
- f. Chinese
- g. Other _____

20. At your work site in the past year, about how much time was spent assisting asylum seekers or refugees?

- a. Little or no time
- b. Less than half of the time
- c. About half of the time
- d. More than half of the time
- e. All or nearly all of the time

21. At your work site in the past year, about how many asylum seekers or refugees were served?

_____ (number)

OR

- a. None
- b. Fewer than 50
- c. Between 50-99
- d. Between 100-499
- e. Between 500-999
- f. 1000 or more

22. At your work site in the past year, were services provided to asylum seekers or refugees who were persecuted based on any of the following?

1 Race or ethnicity	Yes	No	Don't know
2 Religion	Yes	No	Don't know
3 Nationality	Yes	No	Don't know
4 Political opinion	Yes	No	Don't know
5 Gender	Yes	No	Don't know
6 Sexual orientation	Yes	No	Don't know
7 Gender identity	Yes	No	Don't know
8 Health status / disease	Yes	No	Don't know

23. Which of the following services were provided to asylum seekers or refugees at your work site in the past year? (Mark all that apply)

- a. Help with registration and documentation
- b. Help with family reunification
- c. Safety and protection
- d. Legal advice and/or representation
- e. Food, water, shelter
- f. Health services
- g. Education and training
- h. Services for returnees
- i. Informing the public and raising awareness
- j. Other services _____

24. What are the biggest challenges serving asylum seekers and refugees at your work site? (Mark all that apply)

- a. Funding / financial difficulties
- b. Staff and/or staff training
- c. Access to needed technology
- d. Outreach to refugee/asylum seekers
- e. Relations with other branches of this NGO
- f. Relations with other NGOs
- g. Relations with government entities
- h. Community relations
- i. Relations with the media
- j. Other _____

PART C: ATTITUDES AND OPINIONS

Thank you for your responses.

In the next set of questions we are interested in your attitudes and opinions.

Please remember that this survey is anonymous and all your answers will be kept completely confidential.

25. Would you say your religious or spiritual beliefs guide your work at this organization?

- a. Never
- b. Rarely
- c. Sometimes
- d. Often
- e. Almost always

The following questions focus on refugees who make their claims based on their sexual orientation (homosexual, lesbian, bisexual persons) or gender identity (transgender and intersex persons).

26. Do you personally know anyone who identifies as lesbian, homosexual, bisexual, transgender or intersex?

- a. Yes
- b. No, not personally

27. Do you have any close friends or relatives who identify as lesbian, homosexual, bisexual, transgender or intersex?

- a. Yes
- b. No

28. Would you be willing to provide the same services to individuals persecuted based solely on their sexual orientation or gender identity that you provide to other refugees and asylum seekers? Mark the option that best represents how willing you would be to provide the same services.

	Definitely not willing	Probably not willing	Probably willing	Definitely willing
1 A homosexual man	1	2	3	4
2 A lesbian woman	1	2	3	4
3 A bisexual person	1	2	3	4
4 A person who is transgender	1	2	3	4
5 A person who is intersex	1	2	3	4

29. What is your opinion about sexual relations between two consenting adults of the same sex? Is this...

- a. Not wrong at all
- b. Sometimes wrong
- c. Usually wrong
- d. Always wrong

30. In your opinion, can lesbians be identified by their appearance?

- a. Rarely
- b. Sometimes
- c. Most of the time
- d. Always

31. In your opinion, should a qualified male teacher who is homosexual be allowed to teach children in schools?

- a. Definitely not allowed to teach
- b. Probably not allowed
- c. Probably allowed
- d. Definitely allowed

32. Some people present themselves as women even though they were born male. What is your opinion about this? Is this...

- a. Not wrong at all
- b. Sometimes wrong
- c. Usually wrong
- d. Always wrong

33. In your opinion, is being bisexual something people choose or is it something they cannot change?

- a. Definitely a choice
- b. Probably a choice
- c. Probably something they cannot change
- d. Definitely something they cannot change

For each of the following set of statements, mark whether you strongly disagree, somewhat disagree, somewhat agree, or strongly agree:

34. A person with both male and female sex organs should undergo medical treatment to select one gender.

- a. Strongly disagree
- b. Somewhat disagree
- c. Somewhat agree
- d. Strongly agree

35. Bisexuals should not get refugee protection because they can choose to be in heterosexual relationships.

- a. Strongly disagree

- b. Somewhat disagree
- c. Somewhat agree
- d. Strongly agree

36. Lesbians and homosexual men should hide their sexual orientation to avoid persecution.

- a. Strongly disagree
- b. Somewhat disagree
- c. Somewhat agree
- d. Strongly agree

37. Transgender individuals who were born male should present themselves as male to avoid persecution.

- a. Strongly disagree
- b. Somewhat disagree
- c. Somewhat agree
- d. Strongly agree

38. Suppose the following individuals are persecuted based *solely* on their sexual orientation or gender identity and cannot secure state protection in their countries of origin. For each case, mark the option that comes closest to your opinion of whether that individual deserves refugee protection.

	Definitely does not deserve	Probably does not deserve	Probably deserves	Definitely deserves
1 A homosexual man	1	2	3	4
2 A lesbian woman	1	2	3	4
3 A bisexual person	1	2	3	4
4 A person who is transgender	1	2	3	4
5 A person who is intersex	1	2	3	4

PART D: DEMOGRAPHIC QUESTIONS

Thank you for your responses. We are almost done.

We have just a few more questions about you and your work here.

39. What position do you hold in your organization?

- a. Head / director / executive director of the organization
- b. Secretary / administrator
- c. Other _____

40. How many years have you worked at your organization?

41. Your gender:

- a. Male
- b. Female
- c. Other
- d. I prefer not to answer

42. What is your year of birth?

43. What is the highest level of education you completed?

- a. College or university degree completed
- b. One or more years in college or university but no degree
- c. Vocational / technical qualifications after high school
- d. Secondary school / high school degree
- e. Primary school
- f. No formal education

44. We are interested in your thoughts on the issues we raised in this survey. Please use the textbox below to add any additional comments.

APPENDIX A: RECRUITMENT SCRIPT

First Email

RE: Invitation to participate in the Global Survey of NGOs Servicing Refugees and Asylum seekers

Dear Sir or Madam,

I am Dr. Patricia A. McManus, Associate Professor of Sociology at Indiana University. I am writing to [name of organization] and other non-governmental organizations to invite you to participate in an important survey of services for refugees and asylum seekers. The project is part of a collaborative study that involves university faculty, doctoral students and aid organizations.

The survey is located on the web. Follow this secured link to participate:

We ask that the survey be completed as fully as possible by the Director of the organization, or by the person most knowledgeable about your organization. The survey generally takes about 20 minutes. The information will be used to produce a report on the current state of NGOs services to refugees and asylum seekers (the report will be publicly available).

The research project is gathering data from non-governmental organizations (NGOs) around the world that provide services to refugees and asylum seekers. This is the first-ever global survey of NGOs servicing refugees and asylum seekers, and your participation is important. This study will help us understand the problems of refugees and asylum seekers, the issues faced by organizations such as yours, and your perspective on issues of refuge and asylum.

All your answers will be kept completely confidential. The names and responses of individual organizations will not be revealed. In the final written report, to protect the anonymity of the subjects, the names as well as any other participants' identifying characteristic will be changed or omitted.

If you have any problems accessing the survey, please contact the Center for Survey Research at csr@indiana.edu or (001) 888-226-9234.

Thank you for your time,

Patricia A. McManus

Ballantine Hall 744, 1020 East Kirkwood Avenue, Bloomington, IN 47405-7103

Email: pmcmanus@indiana.edu

First Reminder

RE: Invitation to participate in the Global Survey of NGOs Servicing Refugees and Asylum seekers [First Reminder]

Dear Sir or Madam,

My name is Dr. Patricia McManus, Associate Professor of Sociology at Indiana University. Two weeks ago I sent you an email message inviting [name of organization] to participate in a survey conducted by Indiana University in collaboration with aid organizations.

According to our records, your organization did not participate in the study and I'm writing to encourage you to be part of this first-ever global survey of NGOs servicing refugees and asylum seekers. This study will help us understand the problems of refugees and asylum seekers, the issues faced by organizations such as yours, and your perspective on issues of refuge and asylum.

The survey is located on the web. Follow this secured link to participate:

If you have any problems accessing the survey, please contact the Center for Survey Research at csr@indiana.edu or (001) 888-226-9234.

Thank you for your time,

Patricia McManus

Contact info

Ballantine Hall 744, 1020 East Kirkwood Avenue, Bloomington, IN 47405-7103

Email: pmcmanus@indiana.edu

Second Reminder

RE: Invitation to participate in the Global Survey of NGOs Servicing Refugees and Asylum seekers [Final Reminder]

Dear Sir or Madam,

My name is Dr. Patricia McManus, Associate Professor of Sociology at Indiana University. Last month I sent you an email message inviting [name of organization] to participate in a survey conducted by Indiana University in collaboration with aid organizations.

The study ends in August 15th 2011 and according to our records your organization did not participate in the study. I'm writing to encourage you to be part of this first-ever global survey of NGOs servicing refugees and asylum seekers. This study will help us understand the problems of refugees and asylum seekers, the issues faced by organizations such as yours, and your perspective on issues of refuge and asylum.

The survey is located on the web. Follow this secured link to participate:

If you have any problems accessing the survey, please contact the Center for Survey Research at csr@indiana.edu or (001) 888-226-9234.

Thank you for your time,

Patricia McManus

Ballantine Hall 744, 1020 East Kirkwood Avenue, Bloomington, IN 47405-7103

Email: pmcmanus@indiana.edu