



2014:15

Sida Decentralised Evaluation

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# Evaluation of the Project “Defending Defenders in Crisis”

Final Report



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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

**Sida Decentralised Evaluation 2014:15**

Commissioned by Sida, Unit for Democracy and Human Rights

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**Date of final report:** March 2014

**Published** by Citat 2014

**Art. no.** Sida61717en

urn:nbn:se:sida-61717en

This publication can be downloaded from: <http://www.sida.se/publications>

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# Abbreviations and Acronyms

|        |                                                                      |
|--------|----------------------------------------------------------------------|
| AC     | African Commission                                                   |
| ACHPR  | African Commission on Human and People's Rights                      |
| AMShEr | African Men for Sexual Health and Rights                             |
| AU     | African Union                                                        |
| CEDAW  | Committee on the Elimination of Discrimination against Women         |
| CAL    | Coalition of African Lesbians                                        |
| CCPME  | Coordination, Communications, Planning, Monitoring and Evaluation    |
| CSO    | Civil Society Organisations                                          |
| EC     | Executive Committee                                                  |
| ED     | Executive Director                                                   |
| FEW    | Forum for the Empowerment of Women                                   |
| FARUG  | Freedom and Roam Uganda                                              |
| GA     | General Assembly                                                     |
| GALZ   | Gays and Lesbians of Zimbabwe                                        |
| HR     | Human Rights                                                         |
| HRW    | Human Rights Watch                                                   |
| HIVOS  | Humanist Institute for Cooperation with Developing Countries         |
| HIV    | Human Immunodeficiency Virus                                         |
| HURISA | Human Rights Institute of South Africa                               |
| LBT    | Lesbian, Bisexual, Transgender                                       |
| LGBTI  | Lesbian, Gay, Bi-sexual, Transgender, Intersex                       |
| ILGA   | International Lesbian, Gay, Bisexual, Trans and Intersex Association |
| IGLHRC | International Gay and Lesbian Human Rights Commission                |
| UPR    | Universal Periodic Review                                            |
| NGO    | Non-governmental Organisation                                        |
| MIS    | Management Information System                                        |
| MSM    | Men who have sex with men                                            |
| OSISA  | Open Society Initiative for Southern Africa                          |
| Sida   | Swedish International Development Cooperation Agency                 |
| SOGI   | Sexual Orientation and Gender Identity                               |
| ToR    | Terms of Reference                                                   |

# Preface

In December 2013, Sida's Unit for Democracy and Human Rights commissioned Indevelop ([www.indevelop.se](http://www.indevelop.se)) to carry out an evaluation of the results achieved by CAL, the Coalition of African Lesbians ([www.cal.org.za/new/](http://www.cal.org.za/new/)) with Swedish funding. The evaluation was commissioned through Sida's framework agreement for reviews and evaluations.

This evaluation report will serve as input for Sida's decision on how future assistance to CAL could be shaped, and will also be used by CAL as input to their future programming.

Field visits were carried out in South Africa, Uganda and Namibia during January-February 2014. This report was finalised in March 2014 after feedback from Sida and CAL on the draft report.

Indevelop's independent evaluation team consisted of:

- Jessica Rothman, Team Leader
- Ingrid Obery, National Evaluator
- Annika Nilsson, Technical and Methods Specialist, member of Indevelop's Core Team of Professional Evaluators

Quality assurance of the methodology and reports was provided by Ian Christoplos at Indevelop. The evaluation manager at Sida was Ellen Swedenmark, and the focal person at CAL was Dawn Cavanagh.

# Executive Summary

## **Background and aims**

Sida's Civil Society Unit commissioned Indevlop to undertake an evaluation of the project "Defending defenders in crisis" which is implemented by The Coalition of African Lesbians (CAL), based in Johannesburg, South Africa. The evaluation covers the period of Sida funding from the Swedish democracy and human rights appropriation to the Project, from April 2010 to December 2013.

The main objectives of the evaluation were to assess effectiveness, sustainability, relevance and efficiency of the project.

CAL has existed for ten years. It is a feminist organisation that fights for women rights, sexual orientation and gender identity rights and sexual and reproductive health rights. The organisation has a membership of 30 organisations in 19 African countries and works consistently with three methods: advocacy, capacity and movement building and protection of activists. Apart from Sida, CAL has four donors who have committed to funds and two more who are considering small applications. Sida is the biggest and the only donor that contributes to core costs.

The evaluation team gathered information through document review, visits to members and partners in Uganda, Namibia and South Africa, interviews with key stakeholders (face to face, Skype), a web-based perception study and a reflective workshop with CAL staff. The major limitations were the difficulty to secure interviews with key stakeholders, especially in West Africa, and the difficulty to get the documentation requested. The finds and recommendations are based on the interviews and documentation that was accessed.

## **Effectiveness**

Despite an increasingly hostile environment in Africa, CAL has managed to increase the acceptance among African Commission members of the existence of sexual orientation and gender identity (SOGI) issues and made them aware of how these are integrally part of general human rights. References are increasingly made to SOGI issues in policy documents and conversations. CAL is recognised as an important stakeholder in international fora and has a prominent role as an organisation with a recognised ability to effectively lobby and engage in productive dialogue with the South African government. CAL has built productive collaborative relationships with organisations such as African Men for Sexual Health and Rights (AMSHer), enabling the forging of a collective front at African regional level. However, at the same time some respondents indicate that they perceive CAL to at times show aggression and a lack of diplomacy.



In Uganda, CAL has provided (and is still providing) important mobilising and solidarity visits. At individual and organisational level, CAL's interventions contribute to improved capacity and ability to organise and mobilise. Learning and agreed security measures from these visits are still usefully employed by in-country groups. There is no doubt that this direct support and physical presence is a key role for CAL, especially in light of the oppressive legislations being passed both in Nigeria and Uganda. There is however substantial risks involved as meetings and actions are illegal. People are presently being harassed on basis of how they "look".

Sida funds enabled extensive organisational development and expansion in CAL. The result is greatly increased capacity to strategize and some improved management structures. Governance systems and processes are in place, although not optimally used. In particular, the board is not functional and CAL has not held a General Assembly since 2008. All members see this as a very large governance gap. CAL's monitoring system is embryonic, but there are ongoing processes to address these shortcomings.

CAL promotes a clear culture of learning and debate, but the Secretariat's ability to share its ideas, learning and achievements is limited. CAL definitely struggles with transparency and the demands of managing international/regional engagement together with effective response to member demands. CAL's clear visibility at regional and international forums was seen to be at the expense support to country level member needs. While endorsing the overall policy agenda of CAL, members and partners are not feeling ownership of the strategies and priorities of CAL in spite of willingness and interest to engage.

### **Relevance**

CAL is highly relevant as an organisation. CAL is filling a much needed role in building consensus of African women on issues of feminism, sexual orientation and gender identity, and advocating on international and regional levels. However, there is room for improvement in how CAL approaches its work, specifically in terms of being more collaborative, participatory and diplomatic. The evaluation acknowledges that women speaking up and being passionate about feminism can often scare, and challenging accepted norms can be perceived as aggressive. The aggressiveness spoken about CAL by respondents often refers to "seeing everybody as an enemy" and not being able to "compromise to make strategic alliances for a common agenda".

The evaluation finds that there is unanimous agreement that CAL's ideology is much needed and highly relevant, and their target areas are relevant. To become even more relevant CAL must ensure legitimacy as a coalition by building its network in Africa also outside Southern and Eastern Africa and ensuring that members and partners are better informed and engaged in planning, implementation and monitoring of CAL activities.

### **Sustainability**

CAL has contributed to increased capacity and growth of individuals and organisations. The signs that these outcomes will continue are promising. CAL is receiving funding from several donors and is also seen as a relevant partner by other organisations who are engaging them to provide technical expertise and collaborate on projects and campaigns.

However, CAL is still a rather small secretariat, which depends heavily on its Director. CAL lacks sufficient organisational capacities to fulfil the role expected of it as a Coalition of African Lesbians, with a continental network of partners and members (who are in need of both capacity building and protection), keeping an ongoing dialogue with them, and representing them in regional and international fora. With the Sida support, CAL has created a platform that gives it opportunities and power. The foundation for this platform is still weak.

### **Efficiency**

The evaluation concludes that CAL is cost-efficient in its operations and uses resources wisely. However, there are weaknesses in overall efficiencies. CAL is making steadfast improvements regarding their financial management systems, but the current information management system is not functional, which causes inefficiencies. A monitoring and evaluation policy framework exists and is used for planning and learning, but less efficiently for monitoring and external reporting on results.

CAL's governance is weak as the Executive Committee is not fulfilling its role of providing oversight and leadership as intended. CAL has skilled and committed staff but the resources are not sufficient to manage the workload, especially the management capacity which currently rests solely on the Director.

### **Recommendations to CAL include:**

- CAL needs an Executive Committee and a structure helpful to its mission. This means an Executive Committee that is ready to set aside time and effort for guiding and monitoring the Secretariat and for communication with members. CAL must also hold regular General Assemblies (perhaps every 4 years) as this is central to democratic governance. Also, CAL needs a Secretariat with sufficient capacity. The responsibility for operations management should be separated from the outward looking advocacy role as it is too much for one staff member to cover both. Finally, CAL must have a structure that covers all parts of Africa. This may require a structure where members/partners in the various regions host a CAL staff.
- CAL must improve communication with members and be more proactive with regular information sharing to become more accountable, transparent and participatory. Certain information must be easily accessible by members such as strategies, plans and budgets, annual narrative and financial reports, membership lists, executive committee list, decision protocols, etc. It may be

necessary to identify the specific kinds of organisation-related information members want to receive regularly.

- CAL must improve knowledge management by revamping the information management system and ensuring that it is used consistently by all staff.
- CAL must strengthen its results management and reporting to members and donors.
- CAL should explore how other actors are documenting human rights violations in a systematic manner. It is of great importance that documentation is made specifically of violations against lesbians, however, CAL should consider sub-contracting/outourcing or supporting another organisation to do this work rather than committing resources to building up a database using the HURIDOCS system.
- CAL needs to reflect on the negative findings that emerged in this evaluation in regards to being perceived as having a negative/aggressive/undiplomatic approach, to find strategies to become more in line with how CAL wants to be perceived, as flexible, participatory and diplomatic.

#### **Recommendations to Sida include:**

There are very few rights holder-driven, activist LGBTI organisations on the international and African arena. These are organisations with a membership of LGBTI persons, which thereby can claim to be legitimate representatives of the LGBTI population, of which CAL represents the voice of African lesbian women on the regional and global arena.

- It is recommended that Sida continue to finance CAL with both core funding and programme specific support. Sida should follow up that CAL is undertaking the recommendations of this evaluation. Sida should also engage in ongoing dialogue with CAL, facilitating any needed technical assistance on focusing on results and networking with other relevant Sida funded organisations or programmes.
- Sida should consider broadening its support to a wider range of African organisations working on the SOGI rights with a feminist and lesbian focus in order to enhance CALs membership base in various parts of Africa.
- Sida should acknowledge the sensitivity of cooperating with US agencies in their efforts to strengthen the LGBTI movement in Africa. Some organisations do not accept US funding. CAL is one, and other examples include Egyptian CSOs. Sida should consider cooperating with other likeminded countries like Norway and the Netherlands.

# 1 Introduction

Sida's Unit for Democracy and Human Rights commissioned this evaluation in December 2013 of the project "Defending defenders in crisis" which is implemented by The Coalition of African Lesbians (CAL), based in Johannesburg, South Africa. The evaluation covers the period of Sida funding from the Swedish Democracy/Human Rights Initiative to the Project, from April 2010 to December 2013. Indevlop undertook the evaluation from December 2013 to March 2014. The independent evaluation team consisted of Jessica Rothman (Team Leader), Ingrid Obery (National Evaluator) and Annika Nilsson (LGBTI and Methods Specialist).

The main objectives of the evaluation, according to the Terms of Reference (ToR), and agreed during the inception phase, are to assess:

- Effectiveness: the extent to which the development interventions objectives were achieved, or are expected to be achieved
- Sustainability: the extent to which benefits of the project continues after the project has come to an end
- Relevance: the extent to which the approaches and objectives are relevant to the priorities of LGBTI persons and LGBTI organisations in the region
- Efficiency: assess if resources are being efficiently used

## 1.1 USERS OF THE EVALUATION

There are two main users of the evaluation, namely Sida's Unit for Democracy and Human Rights, and CAL. Sida is interested in understanding the results achieved by CAL and intends to use the evaluation to inform decisions on potential future funding and dialogue to ensure they target support in the most effective way if the support is to be renewed.

CAL, which includes the Secretariat, the Executive Committee, and the member organisations and individuals, intends to use the evaluation to reflect on the effectiveness of its approaches, to consolidate strengths and address weaknesses to inform future programming and refine and clarify focus as well as organisational/institutional development priorities.

Thus the evaluation was undertaken to ensure that CAL and Sida are provided with evidence based answers to the evaluation questions followed by actionable recommendations based on the conclusions. The evaluation may also be an opportunity to provide evidence to potential donors, partners and members regarding the value of CAL as a partner.

## 2 The Coalition of African Lesbians and the Project

CAL has existed for ten years. It was conceptualised in 2003 at a meeting of 50 women sexual rights activists attending the Sex and Secrecy Conference in Johannesburg. CAL was formally established in August 2004 and aimed to mobilise lesbian women and organisations to defend their rights on the African continent. The organisation has a membership of 30 organisations in 19 African countries and works consistently on three issues:

- Advocacy around sexuality, gender and women's rights;
- Capacity and movement building around sexual orientation, gender identity and human rights; and
- Strengthening and protection of Human Rights Defenders.

By 2007/8 CAL had established a two-person Secretariat, and the General Assembly of that year produced the Maputo Agenda which emphasised Sexual Rights, as well as heightened debate about the transgender movement and what should be included in CAL's remit. 2009 saw a focus on institution building after an organisational crisis within CAL, and an increased focus on building a broader movement in defence of human rights of LGBTI persons. In 2010, CAL expanded its staff with the injection of Sida funding and an ambitious project to facilitate emergency responses to human rights violations of LGBTI persons on the continent, as well as increased training and capacity building of CAL membership. There was also significant focus on improved advocacy and engagement with the African Union and the UN.

The organisation now has eleven full-time staff from four African countries. The last two years have also seen extensive internal organisational development and the establishment of internal management and monitoring systems. Further expansion is planned, but is dependent on funding.

CAL's strategy and project documents indicate a set of goals and activities for their expansion journey. The 2013-2018 strategy provides a very clear policy position, and a set of indicators to guide the organisation's work.

*From a feminist perspective ...the challenges faced by persons based on sexual orientation and gender identity are clearly shared by many in the face of deepening*

*misogyny, patriarchy, heteronormativity and a crisis in democracy, ... in a context of violence, often state-sanctioned, .... The impacts of these on autonomy is experienced by many, including sex workers, by women and people living with HIV and by those who seek and offer abortion services. They all require addressing by all countries and states.<sup>1</sup>*

## 2.1 BACKGROUND OF THE PROJECT

Sida received a funding proposal from CAL for the project ‘Defending defenders in crisis’ in April 2010 and entered into an 18-month funding agreement for 15 June – 15 May 2012, which has been followed by four extension amendments, the last of which runs until end of June 2014. The current agreement ended on 31 January 2014. Sida’s SEK 10,950,000 funding for the project therefore extended over 41 months (approximately 3.5 years), and in that period CAL built on the initially planned activities and objectives.

Sida has currently provided bridging finance of SEK 1 560 000 to CAL to cover the February-June 2014 period, during which time Sida will consider the evaluation findings and make a decision about future funding.

*CAL’s focus is on advocacy and activism at all levels from a national through to sub regional, regional and global level... We work in three sub regions – East Africa, Southern Africa and West Africa. ... - (and) on Regional and Global work. Our work is with the LGBTI movement and the women’s and other movements and it is with multi-lateral institutions and both friendly and hostile states. (We)... are increasingly developing ways of working with religious and traditional institutions to address the ideological underpinnings of homophobia and patriarchy. We are also working, increasingly to sensitise the media and society through the mass media<sup>2</sup>*

CAL’s *Defending Human Rights Defenders* project is funded from Sweden’s special initiative for democratisation and freedom of expression, which is managed by Sida’s Unit for Democracy and Human Rights.

The project forms the central pillar of CAL’s broader Women’s Human Rights agenda. The Sida funding has made up around 75% of CAL’s total funding over the period, and covers the bulk of the core costs. Over the funding period, CAL has expanded both its work and the secretariat. Sida funds provided the resources to cover a large portion of this expansion.

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<sup>1</sup> CAL 2013-2018 Strategy, p 7.

<sup>2</sup> CAL Sexual Rights Strategy Framework Proposal. D Cavanaugh

*The core funding has enabled CAL to become independent and vision driven, rather than project and emergency driven. CAL identifies an important result, that they together with other movements in the global South have been able to do thinking and produce analyses.<sup>3</sup>*

Specific expected results were identified for the project and specified in the funding application. During the Inception Phase, in collaboration with CAL, the evaluation team proposed a revised results framework to better understand the implicit Theory of Change (see methodology section). This provided the evaluation framework, allowing the assessment of change over time.

## 2.2 THE PROJECT'S INTERVENTION LOGIC AND IDEOLOGY

The inception phase was used to reflect on and restructure the below described results framework in collaboration with CAL to better understand the implicit theory of change, which provided the basis of the framework in the course of the evaluation.

| Results chain               | Objectives mentioned in the results framework (reorganised by evaluators)                                                                                                                                                                                                                                                                                                                                                                       | Comment regarding evaluability                                                     |
|-----------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------|
| <b>Impact – long term</b>   | Change in political commitment, in policy and practice in Africa, at regional and country level to protect, fulfil and promote the rights and obligations of citizens to LGBTI persons and to defend human rights.                                                                                                                                                                                                                              | Attribution to CAL cannot be made, but possible contributions could be identified. |
| <b>Impact – medium term</b> | Laws, policies and guidelines in place on recognition and protection of LGBTI human rights defenders. Systems to enforce the laws and policies in place and functional.                                                                                                                                                                                                                                                                         | Attribution to CAL cannot be made, but possible contributions could be identified. |
| <b>Outcome</b>              | CAL, partners and member organisations provide strategic, efficient and effective support to defenders of human rights of LGBTI persons on the African continent, undertake a variety of advocacy and protection measures and form supportive and sustainable networks/movements.<br>Multilateral organisations (such as the UN Human Rights Council) increase pressure through resolutions to improve protection and promotion of Human rights | Subject to availability of written reports and monitoring data.                    |

<sup>3</sup> Sida LGBTI funding mapping interview. Ref A Nilsson.

| Results chain              | Objectives mentioned in the results framework (reorganised by evaluators)                                                                                                                                                                                                                                                                                                                                                            | Comment regarding evaluability                                                  |
|----------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------|
|                            | of LGBTI persons, building a more enabling environment for activists.                                                                                                                                                                                                                                                                                                                                                                |                                                                                 |
| <b>Output/<br/>outcome</b> | Human Rights Defenders who participate and partner with CAL on advocacy, activism, training and support improve their ability to sustain and develop their activism, and ensure their own health, safety and security.<br>CAL's advocacy engagements and relationships (members and partners) improve the level of awareness and confidence on issues related to sexuality, gender and bodily autonomy among policy makers and CSOs. | Subject to availability of contact details and response rate of key informants. |
| <b>Output</b>              | System, structures, programs and networks in place at CAL to ensure the Project is efficiently implemented and that tracking, monitoring and accountability can be affected.<br>Evidence-based research and monitoring information covering human rights violations across the continent.                                                                                                                                            | Based on access and availability of CAL's systems and documentation.            |

In discussion with CAL, it was clear that the organisation's understanding of its potential change impact has evolved. CAL has also experienced a number of difficulties in aligning realistic work programmes with increasingly extensive and persistent demands and expectations from members and partners in connection with emerging crises on the continent. An additional challenge is that CAL locates itself within a very specific ideological framework, promoting an African radical feminist identity and a focus on patriarchy and the intersectionality of oppression as fundamental issues to be addressed. CAL has struggled with the tensions arising out of a strong desire to remain true to this framework, while still engaging in a productive, strategic and pragmatic way with organisations and institutions which share only part of their world view. This has meant shifts in expectations and in type and level of investment in partners who do not share the worldview as well as greater investments in those who do.

An important strategic shift of thinking within CAL has enabled a more pragmatic approach. At centre, this shift has involved identification of three layers of partner organisations (core, strategic and other), with a different intensity, expectations sets and form of engagement for each. There are partners at each level internationally and regionally.

Another important focus in CAL's understanding of its potential change impact is an increased emphasis on processes that contribute to an incremental influence on awareness and acceptance of concepts related to bodily autonomy. CAL believes this approach will achieve more in the longer term than attempting to force immediate



policy shifts in governments that are not open to the ideas about bodily autonomy and the fact that sexuality and gender identity needs to be part of a broader human rights focus.

CAL's capacity building work, importantly, seeks to ensure that those women excluded from opportunity as a result of their sexual orientation, are given a chance to build their knowledge and skills, both in general, and in the service of promoting the radical African feminist agenda.

Finally, the Sida funding provides a focused opportunity for CAL to grapple with what it means to defend human rights defenders, practically in terms of direct services such as emergency response visits and the safe house, as well as finding a focus for strategic capacity building and advocacy activities. This process showed that the safe house was not a service CAL was suited to provide directly. CAL also interpreted Sida's 2012 feedback as a clear message that Sida was not keen to continue to fund emergencies and that conversations with friends of CAL suggested more focus on advocacy. CAL also got feedback that the safe house did not meet the needs of Human Rights Defenders on the continent, who often needed country-level relocation, rather than to be moved to South Africa. As a result, the focus of the advocacy work has become stronger and much clearer and the safe house service has been replaced by solidarity visits and support at country level. The evaluation will further explore these assumptions and policy shifts.

## 3 Methodology

The evaluation was conducted in accordance with the OECD-DAC evaluation standards and criteria, as well as Sida's evaluation guidelines. The evaluation has assessed effectiveness, relevance, sustainability, cost efficiency, and was also able to identify some impact achieved by the Project. The evaluation methodology was described in detail in the inception report, and is summarised below.

The evaluation was conducted in four phases: inception, data collection, data analysis, and reporting and validation. The inception report was drafted after a brief inception phase which was used to clarify the expectations between the evaluators and the users, which included the scope, refined evaluation questions, and the development of the evaluation methodology. An evaluation matrix was developed with 17 evaluation questions (see Annex 2). The inception report was agreed on by the involved stakeholders, and thus outlines the framework for undertaking the evaluation.

Fieldwork was undertaken with face-to-face interviews South Africa, Uganda and Namibia. All other interviews were done remotely via Skype, telephone and email.

### 3.1 DATA COLLECTION AND SOURCES OF INFORMATION

Qualitative data was collected from several sources, using multiple evaluation tools to ensure that the findings are triangulated and validated. Information was collected using the following methods:

- **Document review:** Project proposal, agreements, narrative reporting, financial reports, minutes of meetings, auditor reports, Sida travel reports, Sida assessment memos, relevant external reports (see Annex 4)
- **Review of CAL's internal systems:** Coordination, Communications, Planning, Monitoring and Evaluation (CCPME) mechanism, Monitoring and evaluation policy framework, HUERDOCS<sup>4</sup>, Management Information System (MIS), templates, records (see Annex 4)
- **Interviews with 70 key informants:** semi-structured interviews were conducted face-to-face, via Skype and phone using a guide with open ended questions. Structured interviews with four questions were conducted by email.

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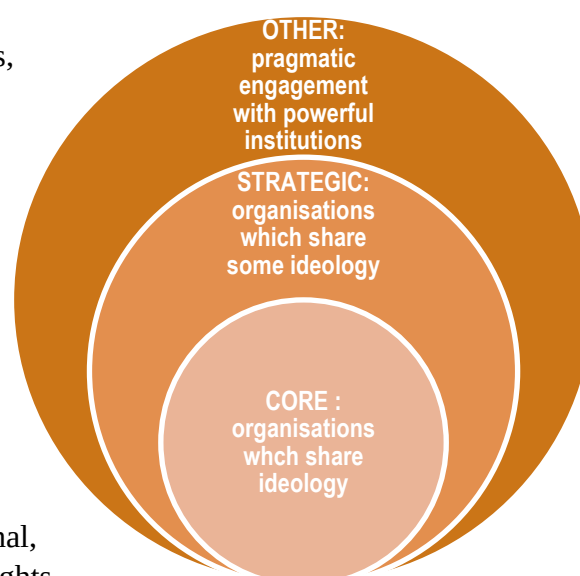
<sup>4</sup> Software for documenting human rights violations used by CAL - [www.unidocs.org](http://www.unidocs.org)

- **Perception survey with 55 respondents:** A web-based perception survey containing 20 pairs of opposite adjectives which may describe CAL intended to provide data on how CAL is perceived by others, how CAL identify themselves and how they would like to be perceived. The word pairs (i.e. transparent/non-transparent) were selected by the CAL Secretariat which best represents what they would like to be. The external survey was sent to 76 persons who have had interaction with CAL. Forty-eight persons responded to the external survey (response rate of 64%), while seven of the CAL Secretariat staff responded to the internal survey (63% response rate). The full survey results are presented in Annex 6, while it is also used to inform the findings in chapter 4.
- **Reflective workshop with the CAL Secretariat staff:** Facilitated an organisational self-assessment (Annex 5) and reflection of results achieved.

## 3.2 SELECTION OF KEY INFORMANTS

Informants were selected by purposive sampling<sup>5</sup> based on selection criteria developed by the evaluation team. Effort has been made to include a wide range of perspectives, including those that do not have a stake in the outcome of the evaluation to avoid potential biases. See Annex 3 for full list of informants who have contributed to the findings of this evaluation. The selection of the informants included a spread and representation from all of the following criteria:

- Representation from all categories of beneficiaries of the Project (i.e. activists, member organisations, partners, government representatives, etc.)
- Representation from donors (former and present)
- Geographic representation (East, West and North Africa)
- All staff at CAL and Executive Committee members
- A majority of involved Sida programme officers
- A balanced representation of external informants (non-stakeholders) on national, regional and global levels, i.e. human rights



<sup>5</sup> Purposive sampling refers to instances where researchers select cases with a particular purpose or goal in mind (ALNAP Discussion Series Method Note 1)

- specialists, human rights and LGBTI organisations, UN representatives
- Representation from respondents identified in the CAL partnership map

CAL has developed a partnership map which identifies three layers of partner organisations (core, strategic and other), with a different intensity, expectations sets and form of engagement for each. There are partners at each level internationally and regionally. The selection of informants ensured a representation of these three categories on national, regional and global levels, including members and partners of CAL, and non-stakeholders, such as general human rights activists and organisations.

The evaluation has identified nine cohorts<sup>6</sup> of informants who have provided data for this evaluation, including stakeholders and non-stakeholders of the evaluation, to ensure a balance of biases. Informants are categorised by cohort. The informants who qualify in several categories have been placed in the cohort that is most relevant. The cohorts are:

| Cohort Matrix*   |                                               | CORE:<br>organisations<br>& individuals<br>which share<br>ideology | STRATEGIC:<br>organisations<br>which share some<br>ideology | OTHER:<br>pragmatic<br>engagement with<br>powerful<br>institutions | Total |
|------------------|-----------------------------------------------|--------------------------------------------------------------------|-------------------------------------------------------------|--------------------------------------------------------------------|-------|
| Stakeholders     | 1. Member organisations (and individuals)     | 21                                                                 | 3                                                           |                                                                    | 24    |
|                  | 2. Partner organisations                      | 6                                                                  | 8                                                           |                                                                    | 14    |
|                  | 3. CAL staff                                  | 11                                                                 |                                                             |                                                                    | 11    |
|                  | 4. Executive Committee members                | 3                                                                  |                                                             |                                                                    | 3     |
|                  | 5. Interested/close individuals (not members) | 4                                                                  | 1                                                           |                                                                    | 5     |
| Non-stakeholders | 6. Government representatives                 |                                                                    |                                                             | 1                                                                  | 1     |
|                  | 7. External HR and LGBTI specialists          | 1                                                                  | 5                                                           | 2                                                                  | 8     |
|                  | 8. Donors                                     |                                                                    | 1                                                           | 2                                                                  | 3     |
|                  | 9. UN bodies                                  |                                                                    |                                                             | 1                                                                  | 1     |
| Total            |                                               | 46                                                                 | 18                                                          | 6                                                                  | 70    |

<sup>6</sup> A cohort is a group of subjects who have shared a particular event together during a particular time span. The term cohort can also be used where membership of a group is defined by some factor other than a time-based one. For this evaluation the identified cohorts are based on the type of interaction and relationship with CAL.

The evaluation team interviewed informants from eight African countries, representing 44% of countries where CAL has its membership base (18 total). The highest geographical representation is South Africa, which included 53% of the total informants, followed by Uganda (16%) and Namibia (6%), where field work was conducted. Ten informants represent international organisations that are not based in Africa, but rather in Europe, the US and Asia. An overview of the informant's geographical representation is as follows:

| Geographic spread of key informants |               |          |              |        |         |          |       |            |          |        |
|-------------------------------------|---------------|----------|--------------|--------|---------|----------|-------|------------|----------|--------|
| Total                               | International | Regional | South Africa | Uganda | Namibia | Tanzania | Kenya | Mozambique | Zimbabwe | Zambia |
| 70                                  | 10            | 1        | 38           | 11     | 4       | 1        | 2     | 1          | 1        | 1      |

The external perception survey was sent to 74 persons who have had some interaction with CAL in different forms. Of these 48 persons responded which included some of the interviewed informants as well as others who were not interviewed. There were two surveys, one for external persons, and one internal which included the CAL Secretariat staff, with seven respondents. The breakdown of respondents is as follows:

| Informants/respondents to the perception survey |                             |
|-------------------------------------------------|-----------------------------|
| External survey                                 | Internal survey (CAL staff) |
| 48 persons                                      | 7 persons                   |
| Total: 55 persons                               |                             |

### 3.3 LIMITATIONS

#### *Attribution*

The existence of parallel initiatives to the Project covering LGBTI advocacy, capacity building and protection, make attribution of the results a challenging undertaking. The evaluation team exercised care in attributing results in cases where similar initiatives to the Project have undertaken similar activities. Although the evaluation was able to establish solid attribution to CAL and Sida funding for some results, in other results CAL's greater or lesser contribution can be inferred from the findings.

#### *Access to informants*

Contact details for some selected informants was provided by CAL only on the last days of the data collection phase, while others were not provided at all (for example members based in Western Africa), which affected the number of interviews undertaken. Not all informants contacted responded to the interview requests and some declined to be interviewed. We came to understand that these were often human rights activists who were not keen to associate with CAL, or the evaluation, because of security reasons, while some would not state the reason for declining to participate

in an interview. We later found that a few respondents were reluctant to participate – because of loyalty to the cause they were hesitant to express critical views about CAL. Other reasons for not responding may include lack of time or interest. While several informants went out of their way to make time for the interview, others were difficult to reach. The evaluation conclusions may therefore have a slightly positive bias, but the evaluation team is confident that a relatively balanced view has been achieved.

The evaluation team was unable to secure any interviews with CAL members based in West Africa despite intensive efforts, which is a weakness of the evaluation. At the same time the lack of response indicates that CAL has not yet developed effective working relationships or contributed to movement building in West Africa.

#### *Lack of baseline data*

The evaluation had very little baseline data to measure against. However, efforts have been made to reconstruct the baseline during individual interviews and in the workshop with CAL staff, to understand what changes have been made over time.

#### *Access to documentation*

The evaluation team struggled to collect documentation from CAL and were only given most of the documents after the data collection phase concluded, despite extensive requests. Accessing financial data proved to be extremely difficult. The findings presented are thus based on the documentation made available.

#### *Coverage*

Due to time and resource limitations, the ambition of the evaluation to cover all criteria holistically was balanced against the ability to obtain data that enhanced the evaluation. Therefore the results identified cannot be seen to be the entirety of outcomes and impact achieved by CAL.

## 4 Findings

This chapter presents findings to the 17 evaluation questions, which are organised by OECD/DAC-defined evaluation criteria.

### 4.1 EFFECTIVENESS

In this section we present findings related to CAL's effectiveness, *“the extent to which the development intervention has achieved its objectives, taking their relative importance into account”*

#### 4.1.1 To what extent have results been achieved by the Project (in relation to the **outcomes** in the revised Theory of Change and the **outputs** formulated in the project proposal)?

*CAL constructively names power dynamics that privilege and marginalize... Where many others in the movements we are in do not see these dynamics, or are fearful of articulating them - CAL names these dynamics, their effects. This voice is so needed.*  
(Strategic partner)

CAL's Theory of Change puts the following as long- and medium-term goals:

- To achieve changed political commitment and practice in the long term, and
- To have in place systems and legislation on recognition and protection of LGBTI human rights in the medium term.

Changing the approach and attitudes of governments is slow and painstaking work. CAL has chosen to work at this level in the United Nations Human Rights Council, the linked NGO caucus, and at the level of the African Union.

The evaluation research revealed that CAL's work has contributed to shifts in thinking and language used at international and African levels. A most important international development was the proposal in June 2011 and adoption in June 2013 of UN resolution A/HRC/RES/17/19, the first United Nations resolution on sexual orientation and gender identity (SOGI). The signatories expressed “grave concern” at violence and discrimination against individuals based on their sexual orientation and gender identity, and asserted the protection of human rights and fundamental

freedoms for all, without distinction of any kind. Its adoption paved the way for the first official United Nations report on the issue, and these findings informed a formal panel debate in March 2012, where SOGI issues were discussed for the first time among United Nations inter-governmental bodies.<sup>7</sup> Having such a resolution in place provides a framework against which countries can be measured – those who signed can be eventually held to account.

CAL's position was clearly articulated in the collective civil society statement on SOGI to UN Human Rights Council in May 2013 (a document which CAL contributed to drafting):

*...an intersectional approach is required to address violence and violations based on sexual orientations, gender identities and expressions..... This intersectional and integrated approach will ensure respect, protection and fulfilment of the human rights of people from diverse sexual orientations, gender identities and expressions as integral to a comprehensive human rights agenda, and not present as a separate category of rights.<sup>8</sup>*

CAL's involvement in this process was largely behind the scenes, and included extensive lobbying, document drafting, involvement of coalition members in the various meetings and forums as well as initiating and pushing debate. These contributions were variously confirmed by members who participated, as well as a SA government informant.

Respondents mentioned the collaboration between CAL, HURISA, FEW, HRW and the SA HR Commission to lobby the South African delegation, which was caught between its own constitution and the positions taken by many African governments. All those working with CAL at this level confirmed that CAL contributed to the change in South Africa's position from a more conservative to a rights-based position.

*The South African strategy was based on discussions with CAL. SA has gained credibility on the issue (of LGBTI rights) and it is because of CAL. (SA government)*  
*If it was not for CAL the resolution would not have been as inclusive and rights focused. The advocacy exercise was successful in Geneva, and included mobilizing the LGBTI issue among international partners and networks. This collaboration yielded positive results. (Strategic partner)*

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<sup>7</sup> Office of the High Commissioner for Human Rights: <http://www.ohchr.org>. The study report (A/HRC/19/41) was prepared by the OHCHR.

<sup>8</sup> Collective civil society statement on SOGI to UN Human Rights Council 15 May 2013



And CAL's work appears to have contributed to changed thinking beyond the SA government, having an impact on thinking within the NGO community as well as other government missions in Geneva:

*... as a direct result of these debates and pushing a broader position, Government missions in Geneva are taking the broader approach more seriously and the debate is much further along than it would have been without CAL's insistence on considering broader sexuality issues. CAL has also enabled a much bigger debate within the NGO community – it may take longer to move things forward, but it will mean much greater depth. (Strategic partner)*

CAL has also worked extensively at the level of the African Commission (AC), and the majority of respondents confirmed that SOGI issues are also beginning to be acknowledged in this forum. A number of respondents who talked about the African government contexts mentioned that *African governments now use the words 'sexual orientation' in official contexts and dialogue spaces*. As a result of its leading role at the UN and in the AC space, South Africa will be initiating and hosting a regional conference in 2014 to discuss SOGI where African countries will be invited to engage in debates around the issues.

In 2010 CAL applied for observer status on the African Commission. This was declined on the basis that CAL's objectives were outside the scope and purports of the African Charter, even though the Charter guarantees equality and non-discrimination. While this was a significant setback, this did appear to galvanise attention around SOGI issues at the AC level, and CAL believes this reflects the extent to which African states are trying to avoid dealing with 17/19. CAL works closely with a number of other organisations at this level to ensure that issues of patriarchy, power and intersectionality are raised.

*CAL's steadfastness in regard to its principles has been clear in relation to issues such as the effort to obtain observer status at the African Commission. This has given them a visibility and credibility in the African human rights community. (Strategic partner)*

There were mixed opinions about the effectiveness of CAL's engagement in various forums, both member-related and stakeholder/political. Some respondents felt CAL's approach on international levels was particularly negative, that their constant questioning even within NGO/CSO forums was counterproductive and served to hinder processes, and was on occasion divisive. Some observers of international processes also felt CAL adopted a top down approach with members, which detracted from their important message.

While they appreciate CAL's feminist agenda and acknowledge that it has pushed the debate forward, strategizing at international meetings sometimes requires negotiated and joint actions from the LGBTI movement. They feel that CAL's uncompromising, and at times 'aggressive' stance has not been helpful in this regard. CAL is recognised as a powerful actor with an international platform, thanks to the Sida

support. Some peer organisations would have liked CAL to use that opportunity more constructively. One informant reflected the minority opinion well:

*CAL is engaging in regional and international forums that most of the nationally oriented organisations do not have the capacity to engage. Its very existence speaks to the much needed voice and space of dialogue, network and support beyond borders. CAL has unique politics and position around always taking a feminist standpoint in its work, which is valuable in its analysis of broader issues around the bodily autonomy of women (and men) in Africa.*

The CAL Director's report agrees that SOGI issues were 'hotly debated' in CSO forums at the Oslo Conference on Human Rights and Sexual Orientation and Gender Identity, and that these contrary positions must be dealt with:

*We have tried to address the tensions that emerged over the 10 May Statement [joint civil society statement in Oslo], but this process will be long and hard. Effort to strengthen south-south coalitions are growing. An Advocacy Officer or Manager for international work is now crucial. (Staff)*

It is possible that the North/South NGO difference in approach and strategy is at play here. In an attempt to find a pattern of organisations liking and disapproving of CAL's approaches, it appears that international organisations tended to be more critical and African organisations more positive – but there were also exceptions to this rule. However, there were sufficient 'anonymous' inputs to this particular issue, that indicates the need for some strategic reflection and possibly seeking out advice about where CAL's approach is creating annoyance rather than opening enquiry and dialogue.

The evaluation team acknowledges that women speaking up and being passionate about feminism can often be difficult for those not familiar with these ideas. It is also true that the consensus position in many political and development spheres excludes or actively disagrees with the radical feminist approach. In this situation advocates for the consensus can afford to be calm and diplomatic. Those who consistently question the norms can therefore be seen – and possibly branded – as aggressive. CAL does assert that it bases all of its arguments on factual information and realities from members.

Others of those working at international level commented that CAL was able to *discuss and persuade [our delegation]*. The majority of informants did believe CAL's engagement at the AC and UN, although *radical and uncompromising*, was constructive and aimed at promoting constructive dialogue. In general informants described CAL's independent position as both inclusive and very important because it counters the monopoly positions proposed by big NGOs, which can dominate discussions:

*Here in Geneva CAL's independence is desperately needed. We can often be led by the work of international NGOs for e.g. ILGA or IGLHRC – their analysis often differs significantly. For example on the SOGI issue, the big NGOs wanted a special*

*rapporteur, but CAL argued for a broader sexuality, reproductive health as well as Human Rights perspective.... If you don't conform they can criticize and bully. I applaud CAL for standing up to them in a non-confrontational way.....and sticking to [their] independent position. CAL has always responded with a great deal of dignity to bullying. (Strategic partner)*

CAL's more radical 'position' is one that is more and more common to many in the global south, and there is increasing joint mobilisation and vocalisation of joint ideas between these southern activists.

At country level CAL's impact is felt through and via support to its member organisations. Here there has been less influence on national policies and public attitude. Despite increasing presence of LGBTI organisations, the legislative environment is becoming increasingly hostile in Uganda, Nigeria, DRC and Burundi. Botswana, Zimbabwe and Kenya all saw widespread homophobic content in recent election campaigns.

However, there have been some positive developments at this level. Ugandan President Museveni hesitated before passing the Uganda bill, clearly not wanting to appear to be blocking human rights. He sought 'scientific' support for his party's position, and although he finally signed, this may well reflect the political acquiescence of a leader in an election year.

CAL support to partners in neighbouring Rwanda contributed to lobbying and successful withdrawal of an anti-homosexuality bill in that country. In Kenya, health policies now specifically include the LGBTI community. Botswana now accepts changes to an individual's gender. Mauritius and Mozambique have also seen more positive legislative environments, although public attitudes are slow to change. CAL's efforts definitely contributed in a number of these cases, but there were many other forces in play, and therefore full attribution cannot be made. CAL's bigger influence has been directly with member organisations. This work has gained momentum since 2010.

*CAL is teaching us to accept and love ourselves which is the beginning of changing mind-sets and attitudes of others! (Member)*

A significant set of work CAL undertook on the continent was to provide support visits and material aid to LGBTI individuals who were experiencing direct persecution and violence. Some specific examples of this work were:

- A solidarity visit and material aid to GALZ in Zimbabwe after 44 of their members were arrested in August 2012.
- Lobbying and support visits by Ugandan activists (in their capacity as CAL members) to Rwanda during the campaign to deal with the anti-homosexuality bill in that country.
- Two week-long support visits to Uganda after gay activist David Kato was beaten to death in January 2011. Additional material aid.

Ugandan activists spoke extensively about the nature and value of the CAL support. In particular, the visits *were evidence of amazing solidarity from the continent*, and the security committees organised at that time still meet. The following comments reflect the general feeling among the Ugandan human rights defenders interviewed:

*We learned a lot from CAL about how to organise, how to mobilise and how to ensure our own safety and security but still do something to build the movement. They brought us together, and they also helped us move people around who were in danger.*

*Visibility will always bring a backlash where there is extreme prejudice – they helped us to give a strategic Human Rights face to our work after David was killed.*

All respondents involved in these incidents noted that the fact that CAL was physically present during the crisis was particularly important to local activists, and that this kind of presence did much to build confidence and solidarity locally. The CAL Director has just returned (March 2014) from a further trip to Uganda after the passing of the anti-homosexuality bill into law. The situation there is very tense and indeed is dangerous for local activists.

It is the view of the evaluation team that supporting member organisations in the most oppressive states to strategically realise and move towards their goals is a central element in the process of Defending Human Rights Defenders. There is no doubt that this is a key role for CAL on the continent at present.

There is evidence of capacity building interventions and joint planning of campaigns – for example in 2013 there were two regional Planning and Skills Building workshops in Eastern and Southern Africa where CAL members (from five East African, and seven Southern African countries) developed the Sexual Rights Campaign. A number of respondents spent considerable time explaining how useful these workshops had been in terms of knowledge and skills building for their members. In 2013, the new Director of FARUG Uganda spent three months with the CAL Secretariat in South Africa being mentored and supported into her new position.

*CAL has amplified the LBT voice on the continent and has created a platform where LBT women can strategize and participate in a number of processes regionally and internationally. It has contributed significantly to the UPR, CEDAW and African Commission processes. (Member)*

A number of respondents explained that they have utilised their learning and the materials from workshops in other contexts within their own organisations. A partner

report<sup>9</sup> from one of the workshops explains in some detail how participants' learning was demonstrated in progressively complex exercises and how the discussion was used to expand on their newfound understanding of the differences between sex, gender and sexuality.

CAL has also contributed extensively to written documents and a few publications. The most notable of these are contributions to the *Study on the situation of women Human Rights defenders in Africa* by the Special Rapporteur on Human Rights Defenders, Madame Reine Alapini-Gansou, and, in a collaboration with AMSHeR, production of a report in April 2013 entitled *Realities and Rights of Gender Non-Conforming People and People Who Engage in Same-Sex Sexual Relations in Africa: A Civil Society Report*.

An important part of the initial Sida grant was intended to support the establishment of a safe house in South Africa, to provide refuge for LGBTI Human Rights Defenders. This project was started, but encountered difficulties almost from the start. The rationale for placing the safe house in South Africa was because of the safe legal context. CAL decided to rent a house in a residential suburb on Johannesburg's East Rand. The first hurdle was getting past the prejudices of potential landlords:

*It took us seven months to get a house. Every time we thought something was final, they would realise that not only were we BLACK, we were also LESBIANS! (Staff)*

The safe house doubled as the CAL office. However, while around seven people passed through the house at various times, it became clear that this might not be the best use of resources. After internal discussion, and consultation with the Sida programme officer, it was agreed that CAL should focus its resources on its advocacy work. The safe house was packed up and new and more secure conventional offices obtained near the centre of Johannesburg. CAL does now have a much clearer idea about the specific needs of displaced people, and that their requirements are a combination of practical and psycho-social support. CAL is also doing more work on refining criteria for eligibility for different forms of crisis support.

#### **4.1.2 What are the reasons for the achievement or non-achievement of the objectives?**

Members and stakeholders consulted in the evaluation see CAL as an organisation with a broad membership base of LGBTI persons, which gives them credibility.

The evaluation team believes CAL can be described as a learning organisation. Over time CAL has adapted and reflected on its strategies and its way of engaging and

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<sup>9</sup> Matrix workshop report, July 2013

become more inclusive – a particular case in point is the ongoing and difficult conversation about Transgender members. Part of this organisational learning includes a commitment to building knowledge and capacity at individual and organisational levels. Most of those interviewed described how a process, meeting, workshop or document had contributed to their understanding of LGBTI issues.

*CAL invited [my organisation] to be part of a team of resource persons selected to train the LGBTI constituency on the African system of human rights and how to use this system to protect the rights of SOGI people. The training empowered participants to attend the NGO Forum preceding ordinary sessions of the ACHPR. (Strategic partner)*

CAL's explicit and constantly reiterated position on patriarchy and power enables directed dialogue and engagement across groups. CAL comes from Africa, is informed about African situations and organisations, understands the African context, and has a good idea about what African governments have committed to, or might be able to take in terms of pressure. It was evident that CAL's engagement with the SA government's Department of International Relations has helped to bridge the gap between government and CSOs, providing the SA government with insights into different positions held throughout Africa, and enabling CAL to understand the limitations of government process and caucus.

CAL constantly states its commitment to movement building and collaboration. While there were some complaints of top-down practices, and particularly of a lack of communication, there was evidence that CAL activities are aimed at creating consensus and amplifying this into a common voice where it can be heard. The evaluation team observed some of the positive practical elements of this approach. For example, CAL is engaged in a collaborative partnership with HIVOS around its Twafiika capacity building programme. Twafiika aims to strengthen the Southern African LGBTI movement in effective advocacy for LGBTI rights. CAL is part of the Twafiika reference group, and the HIVOS respondent stressed that CAL was centrally involved in the design of the programme to ensure complementarity with other existing initiatives in the region.

CAL has also worked to build links between organisations/countries/networks. A number of participants in CAL workshops mentioned that they had made new contacts and expanded their networks as a result. CAL solicits input from members when they issue press statements, and a number of informants confirmed this. The Secretariat admitted that this engagement was not as regular or frequent as they would like, but that it has increased with more staff on board. CAL's large training room is available for use by local

**Success factors** include, but are not limited to:

- Broad membership base
- Reflection and adaption on strategies
- Explicit ideology and position on patriarchy/power
- Understanding of African context
- Informed about African actors
- Creating consensus, amplifying common voice
- Building links between organisations, countries, networks
- Collaborating with like-minded organisations

organisations and is the venue for joint work on various campaigns such as the protest at the Ugandan embassy in Pretoria in February.

CAL also seeks to collaborate with partners and other like-minded organisations. The CAL/AMSHerR collaboration was consolidated in the last two years and has enabled the forging of a collective front at regional level. With funding support from COC Netherlands, they are running a regional advocacy coordination project aimed at strengthening the work of the broader LGBTI movement. CAL and AMSHeR have also worked together on the AC SOGI issue and the SOGI violence report.

*An important part of this process involved more strategic conversations about how to achieve this broad front which would also contribute to building the broader movement. At international level this collaboration has ensured thoughtful debate about how to take 17/19 forward, and joint African positions presented into the OSLO CSO process. (Strategic partner)*

While the analysis throughout this report has tried to understand CAL-specific activities and contributions, it is important to note the CAL views its work at international and regional levels to be integral to movement building, and that in general, they describe initiatives as part of collaborative efforts of the broader LGBTI movement. They state that, *“Much of the CAL contribution to the gains and progress made at the UN and AC is work done by members of CAL – we take a delegation to sessions and meetings or link up with our members there”*.

The Secretariat also indicated that their work at the Human Rights Council was with and through the Sexual Rights Initiative; at the Commission on the Status of Women there is close collaboration with, among others, the Association of Women in Development, Action Canada for Population and Development, the Centre for Women’s Global Leadership. At the African Commission, the Secretariat insisted that achievements involved collaboration with *“A large group of women human rights defenders from across all sub regions ...and with AMSHeR on sexual orientation and gender identity and expression”*.

#### **4.1.3 How is CAL perceived by others – a quantitative survey**

The evaluation used a perception survey to obtain a quantitative view of how stakeholders view CAL. The CAL secretariat participated in a process to identify words which they believed should describe the organisation. A set of opposing words was also agreed.

A stakeholder list of seventy-five people was contacted. Respondents were asked to rate CAL on a nine-point scale, indicating how close they felt CAL was to each of the opposing descriptions. The analysis used a harsh distribution ratio to extract the information, in order to take account of the fact that CAL had decided on the descriptor words. This distribution meant respondents would have to be extremely



positive to land in the green zone. The distribution of responses was allocated as follows:

|            | CAL is like this |   | CAL is a bit of both |   | CAL is like this |   |   |   |   |                  |
|------------|------------------|---|----------------------|---|------------------|---|---|---|---|------------------|
| Descriptor | ○                | ○ | ○                    | ○ | ○                | ○ | ○ | ○ | ○ | Opposing concept |

The percentage distribution shown in the graph below reflects the % of respondents who placed CAL in this ‘zone’. There was a 64% response rate (48 responses), which indicates that the results are reliable.

CAL is viewed by the vast majority of respondents as Committed, Passionate, Relevant, Bold, Courageous, Feminist and Pan-Africanist. In other words, CAL is doing what it has set out to do, in a way that secretariat believed/described it should be undertaken.

The following categories are where CAL is largely doing well, but some attention is required, as there were sufficient responses falling into the amber and red zones for these to be noted: Optimistic, Collaborative, Analytical, Movement builders, Leaders, Compassionate, Competent, Radical, Resilient, Knowledgeable, and Powerful.

The lowest scoring category in the amber zone was Optimistic, and this perception is probably related to a number of the categories where CAL needs to focus most attention. Overall, stakeholders view CAL positively, and this aligns with the largely positive qualitative evaluation findings.

However, only 38% of respondents definitively view CAL as Diplomatic, and 40% view CAL’s approach as tending towards Aggressive. As described in the sections above, the qualitative interviews also revealed a polarised view of CAL in this area specifically, and while there are ways to explain this diversity, it would be an area CAL should actively address, particularly in forums where they are seeking to expand their influence. Other categories that are flagged for specific attention are: Flexible vs. Rigid, Participatory vs. Top-down, Accountable vs. Unaccountable, Open/communicative vs. Non-transparent, and Africa-focused vs. South Africa-focused.

The CAL secretariat staff participated in an internal survey. Staff were asked to rate against the same set of words as the external survey in three ways:

1. How do you think others perceive CAL?
2. How do you want CAL to be perceived?
3. How CAL really is?

Looking at the internal responses, particularly in terms of the poorly rated categories, staff only have a partially correct view about how CAL is perceived. For example, a slightly higher percentage of external stakeholders than staff indicated that Participation, Accountability and Open/communicative categories are not sufficiently



in place. A comparison of the external and internal survey results can be found in Annex 6.

|                    | ■ CAL is like this | ■ CAL is a bit of both | ■ CAL is like this |                      |
|--------------------|--------------------|------------------------|--------------------|----------------------|
| Participatory      | 50%                | 23%                    | 27%                | Top-down             |
| Africa-focused     | 52%                | 21%                    | 27%                | South Africa-focused |
| Knowledgeable      | 73%                | 17%                    | 10%                | Uninformed           |
| Resilient          | 73%                | 23%                    | 4%                 | Defeatist            |
| Radical            | 73%                | 21%                    | 6%                 | Conservative         |
| Powerful           | 75%                | 21%                    | 4%                 | Weak                 |
| Passionate         | 79%                | 17%                    | 4%                 | Apathetic            |
| Optimistic         | 54%                | 29%                    | 17%                | Pessimistic          |
| Diplomatic         | 38%                | 23%                    | 40%                | Aggressive           |
| Movement builders  | 65%                | 19%                    | 17%                | Organisation focused |
| Flexible           | 50%                | 23%                    | 27%                | Rigid                |
| Feminist           | 88%                | 6%                     | 6%                 | Patriarchal          |
| Courageous         | 85%                | 8%                     | 6%                 | Afraid               |
| Competent          | 67%                | 21%                    | 13%                | Incompetent          |
| Open/communicative | 52%                | 27%                    | 21%                | Non-transparent      |
| Compassionate      | 67%                | 21%                    | 13%                | Intolerant           |
| Committed          | 79%                | 17%                    | 4%                 | Not committed        |
| Collaborative      | 63%                | 19%                    | 19%                | Uncooperative        |
| Bold               | 83%                | 13%                    | 4%                 | Intimidated          |
| Analytical         | 65%                | 29%                    | 6%                 | Simplistic           |
| Pan-Africanist     | 85%                | 15%                    |                    | Eurcentric           |
| Accountable        | 52%                | 27%                    | 21%                | Unaccountable        |
| Relevant           | 81%                | 10%                    | 8%                 | Irrelevant           |
| Leaders            | 67%                | 19%                    | 15%                | Followers            |

#### 4.1.4 Has the organisational capacity developed within CAL enabled them to effectively strategize, manage and monitor the Project?

Sida funds have enabled an extensive process of organisation building and increased numbers of staff. The result is greatly increased capacity to strategize and some improvement in managing resources and processes. The evaluation process included

facilitation of an organisational self-assessment by the Secretariat which now comprises eleven people – up from three people five years ago. The evaluation team found the group to be very open to discussion and debate and all staff clearly found the process very useful. Some team interactions were observed during data collection and the evaluation team noted evidence of group processes around the office. The Secretariat holds regular strategy and planning sessions but admit to be *struggling to use them*.

Governance systems and processes exist – definitely on paper and partially in practice. Executive Committee functionality problems are discussed more in the section on efficiency. Suffice to say that members, the Secretariat and current Executive Committee members agree that a reassessment of Executive Committee composition and mandate is urgently needed.

The other huge gap at governance level is the fact that CAL has not held a General Assembly since 2008 for reasons of lack of funding and priorities. This is the primary, member-driven, decision making forum of the organisation and should meet every two years. CAL's failure to give priority to this issue has hampered the democratic development of the organisation and contributed to views of CAL as top-down, unaccountable and non-transparent. All members spoken to stressed that bringing continental partners together relatively frequently plays a very important consolidation and visioning role in a coalition.

CAL identifies partners, allies, alliances very strategically – there has been a year-long process to map stakeholders, and this is constantly being tested. This process identified a range of issues related to the nature of membership, membership volume in relation to Secretariat capacity, the extent to which members did or did not subscribe to CAL's feminist ideology, and the extent of lesbian leadership, and the costs of General Assemblies if membership expanded. As a result, in 2012 the Executive Committee decided to suspend approval of new members until a General Assembly could review membership policy. Although the Secretariat asserts that these developments have been communicated to those awaiting membership, a number of respondents mentioned lack of communication or feedback around this issue. There are often two sides to communication failures, but it is apparent that there was insufficient follow up to any initial communication to member applicants.

Operational systems and processes are beginning to come into place, and the Secretariat appears to be fairly responsive to advice and guidance on these issues. For example, the Action Plan points from the Audit report of October 2013 are being implemented currently. A very big gap for an organisation like CAL is its poor document management system. A system was designed by an external consultant, but is not used. The evaluation team witnessed a number of staff who were not able to find quarterly reports on the system. Perhaps they had not been written, perhaps they had been. But the system itself was clearly not user friendly and not of any use to staff learning.

The Secretariat holds planning sessions with members that are project and campaign based, or on developing consensus around content or position and approach to various issues. However, members have not been involved in strategic oversight planning of CAL's operations.

Expanded staff numbers – which the Director asserts has involved very strategic recruitment within a considered growth path – have clearly enabled CAL to undertake more at the regional level. The programme staff appears very committed and knowledgeable. However, member interviews revealed that while programme staff have engaged and become known to country-based organisations, there is not sufficient or frequent enough communication and engagement to meet in-country support needs – it was not clear to the evaluation team whether this was a result of incorrectly focused communication or a lack of time or ability within the team. Clearly the scope of work and member demand indicates the need for more human resources – or more effective utilisation of current staff. As they are working presently, most of the current staff complement appears quite overworked, but happy and fulfilled in their work. However, the current complement would not be able to cover West and North Africa in terms of focus and language skills.

When these regional posts were created, partners in East and West Africa expected to host these positions – again, there was a lack of communication about the cost benefit thinking which led to the decision to locate these positions at the Secretariat office in South Africa. The debate about where to locate programme focus staff is clearly something that must be continued and concluded with members. The Secretariat has indicated that there is still an intention to place local staff members in sub regions, but that this is, *“A process linked to safety and security, security of funding for the location of the office there as well as the availability of organisations strong enough to support the work of the staff there”*.

CAL's Secretariat asserts commitment to effective and regular communication with members, but here CAL has definitely been less than successful. CAL does have a list-serve which is their virtual platform for engagement/knowledge sharing and communication. All respondents mentioned this resource as a source of information. However, one of the constant themes in interviews and written feedback received, was the complaint that the Secretariat does not communicate enough, or about issues of concern to members. For example, some very active members/organisations said they did not know who was on the Executive Committee, how decisions were taken, or how the Director's appointment had been finalised. The Secretariat acknowledged this fairly large gap. A Communications consultant has recently been appointed to address some of these issues in an effort to become more visible and improve communication.

The Secretariat is very aware that their role as coordinators of a coalition requires an internal research and data management function, which is not yet in place, but there are plans to do this in 2014 if funding is available.

CAL's internal operations monitoring is embryonic. There is a documented framework and according to Secretariat staff, there are discussions and staff reviews around objectives, and each work area is required to produce a quarterly report, although the evaluation could not find evidence that this is happening consistently. There is also a clear culture of learning and debate,

*We are good at identifying opportunities. Always evaluating relevance, we use time to scan and reflect. But we are not always good at acting on it. (Staff)*

Indeed, one respondent commented that

*... CAL misses opportunities to fine-tune their input into processes because they seem to run from one important process or crisis to another with no breathing or debriefing time.*

These gaps may be addressed in part with the planned recruitment in 2014 of a Research Manager and a Development Manager, an International Advocacy Officer, as well as an additional person at Director or Deputy Director level. This process will be supported by the sourcing of an external Organisational Development expert. All this has been made possible through funding from ARCUS and LSVD.

In terms of outputs and outcomes, CAL has been required to report to donor organisations. Until recently, the Executive Committee has not required operational output/outcome reporting outside of the production of annual reports, but this has recently been instituted. The Director's report for 2013 is concise and instructive and demonstrates a focused approach to CAL's work that is aligned to its purpose. However, in general the Secretariat agrees that *we are poor in documentation*, which means that CAL's ability to share its ideas, learning and achievements is limited.

#### **4.1.5 Is CAL effective in applying a human rights based approach to its work? To what extent is the project effective in ensuring gender equality and women's empowerment? Is CAL transparent and accountable to its members? Are CAL structures democratic, encouraging participation and non-discrimination?**

CAL's overall approach is rights-based and the organisation attempts to embed this approach in all of its actions. This means they concentrate on empowering rights holders to hold duty bearers (at UN, AC, and national governments) accountable, while also working directly to pressure (some of) these duty bearers.

CAL is contributing to the debate and the highlighting of women human rights defender issues. Their position is clearly reflected in the May 2013 collective civil society statement on SOGI to the UN Human Rights Council and in the Special Rapporteur's report on Human Rights Defenders (Feb 2014). CAL provided input

into the Report and contributed extensively to the wording of the civil society statement, a part of which reads:

*We believe that effective change in the violence and other violations against persons based on their sexual orientations, gender identities and expressions is dependent on an **incremental approach**. Such an approach will work to build on and sustain the momentum established by Resolution 17/19 and the Report of the OHCHR [A/HRC/19/41] in a context of dialogue and engagement both within regions and across regions and between states and between states and civil society.*

While sexuality and gender issues have slowly been introduced into the AC since 2006, the importance of CAL's broad human rights approach was highlighted when CAL was refused observer status at the AC in late 2010. The *depth of AC homophobia and inherent discrimination against LGBTI people was revealed* (member), and spurred the joining up of approaches. A wide range of CSOs were mobilised to object to this clear and open discrimination.

The evaluation team considers that the majority of respondents confirmed through example that CAL's processes definitely attempt to address each of the rights-based principles. Members report that they **participate** in a range of activities and discussions and that CAL secretariat listens and responds. Even non-members who work with CAL on strategic partnerships and campaigns said in interviews that they feel CAL is open to dialogue, influence and collaboration. It may be that internal capacity gaps have prevented more productive working relationships with some organisations, which reported making overtures which did not bear fruit.

The debate that erupted in 2008 in Maputo – which was referred to by all respondents – around how transgender people might or might not fit into CAL resulted in an almost five year journey of discussion and engagement around discrimination, as well as the relationship between discrimination and gender power. This process led CAL to a profound realisation of the meaning of discrimination in practice, and what including Trans people means for a lesbian-defined organisation which constantly challenges and questions the impacts of gender and other power. This continues to be an ongoing dialogue in the organisation and will definitely be on the agenda of the proposed 2014 General Assembly.

CAL has increasingly broadened their focus to ensure that all of the issues of their members are dealt with – many are women facing issues of poverty and difficulties in accessing education, and access to sexual and reproductive health care. In short, many issues facing lesbian women are the issues all women face. This understanding has facilitated CAL's engagement with other women's and feminist organisations to not discriminate against lesbians.

*A sexual rights framework enables a conceptual and ideological standpoint that bridges human rights and human sexuality, including sexual orientation and gender as well as gender identity..... Helps establish and strengthens the connections between the*

*LGBTI movement and other movements..... Strengthens work on freedom from [violence, disease and poverty and inequality]<sup>10</sup>*

CAL has also moved from a lesbian-only focus to productive strategic engagements with other organisations. For example, CAL's joint working with the MSM organisation AMSHeR has yielded useful results in terms of influencing within the AC, as well as the production of joint reports and publications.

*CAL has helped to shape the debates and brought a lot of new insight into the work of many organisations... They question everything and rightly so .... They are strong and give substance to things other NGOs pay lip service to and they give detailed analysis and a strong feminist perspective. (Strategic partner)*

Interviews showed that CAL's position is well understood and its importance in the struggle to promote human rights across Africa is agreed. But the evaluation research yielded conflicting views on the extent of communication and access to information by members. CAL provided a range of documents showing project process reports, reports on visits undertaken to countries and international forums as well as various proposals and concept documents. All of these documents were well written, with clear positions stated, processes and engagements explained, and all contained clearly stated action points required. Documents tracking the work of the organisation are therefore available – it may be that members do not access these/are not privy to these. In particular, members mentioned in interviews that they were not aware of Executive Committee appointment procedures, did not know what CAL finances looked like, and felt out of the loop of decision-making. A trawl of CAL's Website shows that it is not very current, and needs regular updates to ensure that a full set of documents (e.g. annual reports) are available. The list serve seems well used and recognised by all as a source of information.

However, there were definitely some less positive perspectives around CAL's levels of transparency, and in particular the frequency, quality and quantity of communications from the Secretariat. This tended to be relatively clearly defined geographically – those with less access and proximity to the secretariat were much less aware of CAL projects, organisational priorities and developments. There were comments related to CAL's level of visibility on the different levels, with some respondents feeling that the Secretariat's staffing numbers and skills might be an issue here. In this area, CAL's clear visibility at regional and international forums was seen to be at the expense of definite focus and support to country level member needs. There was a clear view that CAL does not have sufficient visibility in-country

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<sup>10</sup> From Sexual Rights Framework proposal – key position statement

or support membership sufficiently regularly outside of electronic communication and international advocacy.

Informant comments below reflect CAL's struggle with **transparency** and the demands of managing international/regional engagement together with effective response to member demands.

*CAL fulfils important roles at international level, however there remains a gap in consultation at national level ..... Advocacy carried out with local and national partner's means a lot to the ordinary people who remain voiceless due to fear, stigma and confrontation experienced at local level. (Member)*

*In the past, CAL has focused on the AC/UN. Recently, I have observed a deliberate attempt at including member orgs in CAL's strategic planning processes. Greatest weakness is that they are not accountable and are not transparent in terms of how the Secretariat operates. (Survey response)*

A few respondents also felt that CAL's efforts were ad hoc and not strategically planned together with CAL members and partners. More could have been achieved with joint strategizing and better communication. Some respondents found that the bulk of CAL's effort was put into the AC observer status process and apart from that CAL had not convincingly communicated its strategy.

*I wanted to say nice things. We need an organization like CAL. CAL has a great ideology. We need a feminist agenda. But ...achieving observer status in the AC was the only goal. When it did not work, they had not much else. We do not hear anything from them and don't know what they are doing. ....What do they want to achieve? It is unclear.*

The Secretariat admitted that they have struggled with their communications and media strategy, the web site is not always functional, and their forays into social media are not accessible to all. The evaluation team believes that while most feedback was very positive, the extent of dissatisfaction was significant enough that it should be taken extremely seriously by the secretariat in terms of immediate and specific communication-related goals.

Members do have an opportunity to be involved in CAL work via Executive Committee sub-committee Working Groups. The extent to which these Working Groups are active appears variable. The Research Group apparently started out well, but communication problems resulted in cessation of activities. The AC/UN Working Group was mentioned positively by a couple of members who acknowledge that this presents an opportunity to engage at these levels. For example, in the 2013 report, the Director described part of a learning exchange involved CAL taking ten members to participate in the African Commission on Human and Peoples Rights NGO Forum and main commission session. The Security Working Group was central to determining criteria for safe house use and emergency support, but it is not clear what the group has done since the safe house closure. The Secretariat acknowledged that



only three of the five Working groups are functioning at all, and that they require more support and coordination.

**4.1.6 Do the members, partners, target groups and beneficiaries consider that the Project is contributing to the enhancement of Human rights of LGBTI persons nationally and regionally/globally?**

Without exception, respondents believe that CAL is a very important organisation within the broader human rights advocacy arena. The common view is that *CAL is **the** organisation representing African lesbians.*

A number of partners are aware that CAL provided input into the Special Report on Women Human Rights Defenders – CAL sat on the Advisory Committee for this report. There is broad agreement that CAL has shifted both the language and ‘acceptance’ around SOGI issues in the AC and the UN Human Rights Council. Where previously SOGI issues were taboo, they are now acknowledged as requiring attention.

*What I found impressive about CAL was their knowledge of larger agendas and conceptual and practical linking of LGBTI rights issues to larger problems and feminist thinking. While people may (depending on political viewpoints) agree or disagree with CAL's social and economic analysis, I found it to be among the most sophisticated and articulate presentations of LGBTI issues in Africa that I encountered. (Strategic partner)*

Currently, the Sexual Rights Campaign forms the main interface between CAL Secretariat and members. Planning and preparation for this campaign has definitely included a wide range of members. The planning workshops in February and August were reportedly excellent in terms of both process and content, and have had lasting effects in terms of knowledge, awareness and movement building.

CAL is planning to hold a General Assembly during 2014. The Assembly will, among other things, formulate and approve CAL's programme framework, and resolve action points or policies around a range of issues. This forum can amend the Constitution, policies, procedures and standing orders, review the work of the Executive Committee/Executive Committee (EC) and elect the members of the EC. It may be that the GA will be able to begin to address the following comment, which would also address the widely expressed need for a greater member focus:

*CAL should develop a strategy translating their great ideology into an action plan, they should interact more with lesbian organizations on the continent, they should provide capacity support to lesbian organization (and Trans), they should support organization to access mainstream human rights organizations and prepare shadow reports, they should take more initiatives to build relationships and communicate. (Member)*



## 4.2 RELEVANCE

In this section we present findings related to CAL's relevance, *“the extent to which a development intervention conforms to the needs and priorities of target groups and the policies of recipient countries and donors”*

### 4.2.1 Does the Project target its support where the need or opportunity to create change is greatest?

CAL's strategy is to target their support and activism on three domains, namely the personal, bureaucratic and institutional.<sup>11</sup> CAL's primary focus is within the institutional domain, but CAL is strategic in targeting a range of levels which include the 1) global and regional at the UN, African Commission and African Union, 2) national governments which currently only includes South Africa which is a leader on LGBTI issues on the continent, 3) civil society organisations active internationally, regionally and nationally working with women's human rights and SOGI issues. CAL is attuned to how these levels connect and the possibilities for creating synergies and links both across and between levels.

The survey results show that 81% of respondents (39 persons out of 48) agree that CAL is fully relevant, while only 10% consider them somewhat relevant and 8% not at all. Of the 70 informants interviewed none stated that CAL's ideology lacks relevance. Most emphasised that there is an explicit need for the work that CAL is doing.

*“CAL is unique”* is a statement that was repeated by several informants during interviews. CAL is the only organisation in Africa that creates ‘space’, or visibility, for lesbians by facilitating a lesbian voice, which no one else is doing. One external human rights specialist reflected the following sentiment which was common among respondents:

*The voice of lesbians must be brought into focus as Trans and MSM (men who have sex with men) overpower the space.*

All the organisations and individual members interviewed (21 persons) were convinced that their CAL membership was relevant and gave them value. They are also seen as relevant by non-member organisations which are seeking membership.

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<sup>11</sup> From CAL's CPME framework, created and adapted from Collins, P. H. (2006). *Black feminist thought: Knowledge, consciousness, and the politics of empowerment*, NY: Routledge.

Many recognise that CAL is building capacity of individual activists and organisations, and state that there is a need to continue to groom African feminist leaders for the future.

Several of CAL's members commented that CAL is not sufficiently active in consulting members based outside South Africa to understand their country specific needs, although most note that they see an improvement in this regard over the last two years since CAL increased staff at the Secretariat. Most members would like to see more support from CAL, and a majority feel strongly that CAL should widen partnerships to include more organisations based in North and West Africa, and possibly to have staff hosted by members in these regions. Central Africa was never mentioned by informants. CAL indicated that the Secretariat thinks of West Africa and Central Africa as one sub-region, and that the lack of engagement there is primarily due to a lack of staff and funds. CAL also indicated that North Africa has never been part of its remit and does not intend to expand into that region, although they are committed to ongoing dialogue with North African gender non-conforming women and lesbians which will determine their role in the region.

There is recognition amongst most informants that all of the areas and levels that CAL targets are relevant, while opinions differ with regards to priorities. However, many commented that CAL cannot be in all places doing everything and serving everyone, and that there is a need for the organisation to focus its mandate and constituency to be more effective.

The underlying values of CAL are to challenge patriarchy and gender power imbalances. They address this by working with specifically lesbian and also other women. It was very clear to the evaluation team that regardless of their positive or negative view of CAL, all respondents had a very precise and clear understanding of CAL's position on patriarchy and power relations being the core barriers to achieving acceptance of bodily autonomy /broad human rights. The majority stated clearly that it was critical for this position to be advocated in all forums and that the African perspective was also of great importance. No other organisations representing this section of the LGBTI population exist on the continent.

#### **4.2.2 Are the approaches and measures seen as relevant to the local contexts?**

CAL is viewed as the only Pan-African lesbian organisation, although CAL does contribute to broader LGBTI issues, and they are seen as credible because they are informed by member experience. Informants from the South African government and several international human rights organisations commented that CAL *knows what they are talking about* and comes across as highly informed because of their *ear close to the ground*. However, the international community seems split in this regard, as some interviewed commented that they were not aware that CAL is membership based, nor informed by their members.

Members seek leadership from CAL on messaging and positioning. One member organisation mentioned that they were seeking guidance from CAL on how to

respond to the Uganda bill when it was considered. Similar comments were made from several member organisations. For example:

*They are able to take lead on continental issues by representing, by building consensus, the voice of African women of sexual orientation minority.*

CAL is often engaged by other organisations as trainers and technical experts on LGBTI, sexual identity or feminist issues, and are sought out as partners by other African based organisations, such as AMSHeR, HIVOS, SWEAT and 1in9, to collaborate on campaigns and projects. They have been invited to television news broadcasts. This is evidence that they are seen as knowledgeable experts and relevant actors on these important topics.

Some evidence that CAL is seen as relevant to the international community is that they have recently been approached by the Women Human Rights Defenders International Coalition,<sup>12</sup> which they are members of, to sit on the executive committee. An external informant expressed that CAL brought the much needed perspective of SOGI minority to the Coalition, which they did not have prior to CAL's engagement.

CAL is not seen as relevant by organisations that do not share or are open to CAL's values. For example, Triangle which focuses on service provision, previously considered CAL's feminist stand a barrier to participation, until they started targeting lesbians with their medical services. Now they consider CAL highly relevant since they have more commonality. It seems that as CAL's ideas and approach are slowly becoming more part of both African and international discourse, they are seen as less radical and more relevant.

#### **4.2.3 Does the CAL approach facilitate a broader acceptance/understanding of the African radical feminist viewpoint?**

CAL has become more strategic and diplomatic in their approach, but many still see them as confrontational. Views in this regard are quite polarised. The perception survey reveals that close to an equal percentage of people consider them entirely diplomatic as those who consider them completely aggressive, approximately 40% respectively, while 20% consider them to be somewhere in between the two poles, as mentioned earlier.

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<sup>12</sup> <http://www.defendingwomen-defendingrights.org/>

Some informants from the international community reported having experienced CAL as using an aggressive and disruptive approach in their engagement with the international community rather than being solution focused.

*CAL has had an adversarial and aggressive approach in meetings that I've attended and I felt unable to express myself.* (International HR Activist)

A few informants (members and non-members) commented that CAL's feminist stand is too intellectual and theory based, which is alienating to these people. However, many agree with their approach, and recognise the radical approach is needed to break the barriers that exist, which is one of the reasons CAL has been successful. One strategic partner, crystallising the views expressed in a number of interviews, commented as follows,

*CAL brings a much needed and otherwise absent feminist analysis and critique. CAL brings a sexual rights analysis to its work and that is so welcome in spaces that are seemingly specific to SOGI and LGBT issues. CAL goes more deeply into a richer analysis. They make analytical connections across sexuality issues.*

## 4.3 SUSTAINABILITY

The following are the findings in regards to sustainability, “*the continuation or longevity of benefits from a development intervention after the cessation of development assistance*”.

### 4.3.1 Will the outcomes achieved remain beyond the life of the Project (capacities, networks, movements, ideas etc.)?

CAL has contributed to policy shift processes at an international level, and there is no reason to believe that these achievements will not be slowly built on. For example, the South African Department of International Relations appears committed to maintaining its active championing of human rights issues at both international and African forums.

On the continent, CAL's emergency support, training and advocacy work has contributed to the emergence and strengthening of LGBTI organisations in a number of African countries – Uganda, Rwanda, and Zambia were all mentioned.

*CAL has provided a much needed feminist voice in the queer movement in Africa – in a normally patriarchal and male dominated movement. ...before other regional queer organisations dared engage at that [African Commission] level – CAL was there. Perhaps the most important contribution CAL has made is movement building across the African region and accompanying ongoing capacity strengthening that it provides to mostly fledgling LGBTI organisations.* (Member)

In Botswana there is a strong dialogue between activists and government on the issue of gender markers. CAL is working with activists there to effectively engage the Ministry of Home Affairs.

Increasingly across the continent LGBTI organisations are becoming more visible and vocal. In addition, the rigorous and difficult ‘Trans’ debate within CAL coincided with the emergence of an increasingly visible African Trans movement and Trans organisations. CAL responded to this stated need and has an ongoing discussion internally about accommodation of Trans persons.

CAL’s training and coaching interventions have contributed to increased individual and organisational capacity. This was confirmed in a number of interviews with both members and informants from partner organisations, and the evaluators gained a clear sense that individuals will continue to contribute to organisations and the movement wherever they may be situated.

*Sida funding made a big difference, it enabled CAL to build members’ capacity and this is being used. (Member)*

In terms of the safe house project, CAL acknowledges extensive learning around this process. What remains is the organisational understanding that clear criteria are necessary to enable fair access to this kind of facility, that there are different kinds of needs that must be met, that providing this kind of assistance requires resources and careful planning, and that this kind of assistance might at times be better placed in people’s home countries.

*Finding the balance between emergency responses and policy advocacy work was difficult. We struggled. Sida informed us that we should not be involved in emergencies. Visits are more related to the policy level and help many persons. Safe houses support few individuals – mainly men. Women need other types of support which are more related to well-being, a holistic approach, while men tend to seek primarily safety and security assistance. (Staff member)*

Networks and movements require leadership to maintain organisation, collaboration, and mobilisation. Over the past four years, CAL has played a role in building up the coalition, and has begun to establish networks and a movement presence in parts of Africa. If the organisation is no longer able to play and build this linking function, these networks and movement connections may well be lost, particularly for lesbian organisations. The process of linking African LBT organisations throughout Africa has only recently begun to gather momentum and would require ongoing support to ensure continuity and expansion into heretofore underserved areas such as West and North Africa. This work represents basic member services and would not easily be categorised as project-based work, and may therefore struggle to attract funding.

*CAL’s officers are seasoned campaigners that are very well versed in actions at all levels, from the micro-contexts in which LGBTI persons suffer from violence and insecurity to the international and political forums. (Strategic partner)*

#### 4.3.2 Is CAL perceived to have sufficient organisational capacity and an effective approach to advance the human rights of LGBTI persons in order to attract diversified funding in the future?

CAL currently receives funds from five organisations, including Sida. Already approved funds for the 2014 year cover a research project (SEK 1m from Arcus Foundation), and the Southern African Sexual Rights Campaign (SEK 1,8m jointly from Lesbia-und Schwulenverband, Dignity, Diversity and Rights and HIVOS). CAL has also applied to two other donors for small amounts of core funding (SEK 120,000 each from AWDF and GFW).

Sida's funding over the last four years for organisational development has enabled CAL to attract and absorb a diverse range of funding. For example, HIVOS has just entered a new agreement to fund the design phase of the Sexual Rights campaign with a view to providing further support to this campaign roll out. However, Sida funds (currently the R2.6m bridging finance) still represents almost half of CAL's 2014 budget. While project linked, Sida funds have contributed substantially to core operational costs.

*Since 2009, CAL has stabilized and made their infrastructure more solid. This seems to have allowed the entire network to grow, to be more present in various venues. They have wider breadth, and a more stable solid infrastructure to stand on. (Strategic partner)*

CAL takes a very principled position about the source of its funding. For example, the organisation does not accept any funds originating in the US. CAL argues that the US' approach and ways of working in international spaces is 'difficult' and that it is inconsistent in its approach to rights it actively defends, and states, "*Their approach in confronting sexuality and gender-related rights in international spaces compared with their own poor track record in some areas of sexuality and gender which is troubling*". An example of this is US silence around Nigeria's persecution of LGBTI people, probably because of the delicacy of the 'oil relationship'. In addition, CAL believes close links to the US are detrimental to building influence with African states:

*Yes, African states resist sexuality issues at the HR Council, but often it is not clear whether they're absolutely behind that position or just resisting US bullying. (Staff member)*

Despite clear and measured growth, and the expansion of work and scope, it appears that CAL's staff cannot keep up with the range of member demands. Interviews with member organisations revealed that CAL often appears bigger than it actually is in terms of people and resources available at Secretariat level. *They're huge! And they're a big organisation...they should be able to...* were some of the comments from member organisations. Other members were more aware of the Secretariat staffing constraints: *Staff often seem frazzled and overworked. (Member and non-member).*

Some informants feel CAL is not sufficiently staffed and/or is not getting sufficiently senior staff engaged to push forward its agenda both at international and regional levels as currently too much of the organisation's strategy and management appears dependent on the Director. Despite this, CAL does appear to have made an impact at the international level. However, there is a general concern that CAL does not have sufficient/right staff to cover in-country and sub-region work.

*CAL should position itself as a builder of capacity, a bridge between Human Rights bodies and local organizations and establish field desks in the region.* (Member)

The Secretariat acknowledged that members should be drawn into more coalition activities, and in some cases this has happened – for example experienced Ugandan activists supporting the Rwandan legal battle. But continental capacity and resources are limited, and it is unlikely that members, rather than the Secretariat, will be more able to drive processes in the near future. A challenge for the Secretariat is to grow this capability, while still ensuring that the organisation maintains its presence.

The evaluation finds that there is much work to be done to expand CAL's footprint and visibility in-country and within sub-regions. The Secretariat is aware that CAL effectively punches above its weight in terms of resources relative to other similar organisations:

*We can't compete with international NGOs in terms of length of contract and competitive salary packages – we can only offer one-year contracts to staff. This makes relocation from one country to South Africa unattractive for senior and experienced staff. Also, when funds are tied to specific projects it makes it difficult to cover core costs, which is crucial for project support and management. We recently lost two staff to this challenge – one moved to an INGO in New York and the other moved back to her home country as we were unable to offer her security of tenure and so she could not bring her young son with her.*<sup>13</sup>

This view was echoed by a number of those interviewed. In particular it was mentioned that the lack of continuity and high level skilled staff make it more difficult for CAL to grow its influence internationally.<sup>14</sup> Succession planning for the senior levels is necessary, particularly in the light of the short term contract nature of employment, which makes it doubly difficult to build and retain institutional memory. Increasingly, the senior staff are also harder to replace given growing expertise in their regional focuses. Some informants interviewed expressed concern that there is

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<sup>13</sup> Summary of Development programme visioning document May 2013

<sup>14</sup> AMSHeR senior staff, for example, have five-year contracts, and their salaries are market benchmarked.



not a big enough resource pool for recruitment at the higher levels for CAL-type NGOs.

#### 4.3.3 To what extent and how does CAL's "radical" African feminist agenda impact on the potential for attracting diversified funding in the future?

A large number of informants commented on how 'critical', important, and insightful CAL's contributions have been to the SOGI and wider human rights and sexual rights debates and awareness. CAL's African rights-based feminist agenda is seen as filling a need and is therefore an asset and often a reason why funders channel money their way. One donor commented,

*We saw that they, very importantly, were engaged in building a movement and demystifying LGBTI and creating an African discourse.*

The 'radical' aspect in fact appears to be what affords them visibility and in some cases definite respect.

*They stick to their position, it is to be commended. And CAL also takes the debate beyond the LGBTI sector. In this way they are unique in Africa.*

*CAL has influenced a lot of other networks – they brought expertise and legitimacy to the coalition [Coalition for Sexual Rights Initiative]. (Strategic partner)*

CAL's broadening funding base – even though this is relatively small in relation to the Sida amounts given – indicates that funders with concern for defenders of human rights, and those keen to push back the boundaries of prejudice, are likely to allocate funds to CAL.

CAL's increasing visibility in international and African forums has also enabled the organisation to join forces with other organisations such as AMSHeR. Certainly the upheaval caused by the Trans debate appears to have made CAL more able to engage in productive dialogues with those who hold opposing or different views. The Secretariat reported being invited to forums in Africa where

*...the participants definitely did not like our views, but they realised they needed to understand our position, and recognised that we were influential, and so they were prepared to listen.*

The Secretariat also reported that as a result of engagements at international levels and in particular as a result of CAL contributions to documents and statements at that level, their expertise advice and input was being sought, in one instance they were paid for this input.

Despite these sentiments, CAL is one of many organisations needing to access the donor funding pool, and their issues are not those most 'in vogue'. Within the LGBTI activist community it is readily admitted that organisations focusing on MSM and HIV currently still attract the largest proportion of money and support. This means organisations like CAL continue to exist largely in survival mode.



A particular example of where this is a hindrance is the availability of funds to support emergency and crisis interventions. Amounts provided by donors generally enable dealing with immediate crises, and do not contain any margins to enable forward planning and strategizing to ensure that future crises can be dealt with more quickly and efficiently. Currently the largest fund available for emergencies and crisis is a USAID dominated fund with Freedom House, which Sida contributes to substantially. As CAL is not open to receiving US based funding, this may be an issue if they need to raise funds for future crises, which seems likely. CAL, together with a number of other African organisations, is now seeking to be more proactive in preparing for and being able to deal with crises, and they are looking to identify where African resources and sources might be acquired.

*Donors should ensure that all grants and funding to states, national human rights institutions and women human rights defenders themselves make provision for, anticipate, plan and budget for the negative consequences and risks that emerges from the work of their defence of human rights..... And Donors should consider the recommendations in the [Special Rapporteur HR Council] report to identify priorities for grant-making to women human rights defenders, their organisations and networks, national human rights institutions and States.<sup>15</sup>*

## 4.4 EFFICIENCY

The following findings relate to three questions on efficiency, “a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results”.

### 4.4.1 Does CAL have adequate systems and procedures in place to manage the Project efficiently (including a monitoring system)?

The evaluation team reviewed the organisational audit of CAL which was performed by Ernst & Young on behalf of Sida (concluded October 2013).<sup>16</sup> The audit notes that CAL has a constitution and governing structures in place, but the decision making and supervisory functions are not being fully realised. The General Assembly, which is the highest governing body representing the members is meant to convene bi-annually, but has not done so since 2008. The Secretariat indicated that it was because of lack of funding. Because of the sustained crisis between 2008 and 2010, where CAL was in danger of closing, the limited funds received were used for rebuilding the organisation.

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<sup>15</sup> Study on the Situation of Women Human Rights Defenders in Africa: Special Rapporteur on Human Rights Defenders, Madame Reine Alapini-Gansou, February 2014

<sup>16</sup> The review was undertaken to “verify whether CAL has reliable and relevant routines, resources and level of competence in order to handle future contributions from Sida” (Sida audit 2013)

All members interviewed mentioned this gap, indicating that they viewed this forum as central to consultation, member engagement and planning and involvement in decision-making. There are plans to hold a general assembly in August 2014.

*CAL needs to strengthen its relationships with the feminist movement generally and create stronger allies who can support their efforts. There is a lot of solidarity there, and we are willing and ready to strengthen that relationship. (Strategic partners)*

The Executive Committee's (EC) role, according to the constitution, is to provide guidance and supervision to the Secretariat, control affairs, decide on membership applications and take financial decisions. The EC consists of four members and the Executive Director (ED), who should meet twice a year according to the constitution, while the monitoring system states quarterly. In reality, the EC is not functioning in the capacity of providing leadership and supervision to CAL as is intended and needed. The Executive Director has been quite alone in important strategic decisions.

CAL is clearly struggling with governance roles. A number of informants mentioned a lack of communication from the Secretariat about Executive Committee appointments, staff appointment processes, and generally a gap in the link between organisation governance and member participation.

Executive Committee members interviewed all acknowledged that the Executive Committee structure has not worked optimally. There appear to be two primary reasons for this: CAL has sought to draw its Executive Committee members only from the LGBTI community, with that as the main criteria, rather than seeking also community members or people who have specific technical skills they can bring to governance processes. This approach has consequences – at least three of the Executive Committee members are local country activists, and they face a struggle to balance their grassroots activism and CAL governance roles. This situation means that Executive Committee members are also often not available for teleconferences, or struggle to travel to face-to-face meetings.

*The Executive Committee is not working and never has. The biggest problem is the lack of time because the Executive Committee members are busy activists in their own countries. Communication and decision making is very problematic (Skype, phone and meeting in person is almost impossible so they recently have tried to make decisions by email). Not sure what the solution is but could be that Executive Committee members shouldn't be busy activists in crisis countries. Must revisit the constitution to see how to revise the decision making protocols for CAL. (Member)*

Only one of the Executive Committee members (out of four) is actively engaged in CAL governance. The EC members are based in four countries, and three of them are struggling activists who are consumed with their work. The Executive Committee members and CAL staff interviewed identified a lack of time as the main obstacle for engaging on the EC, as there is no question of commitment and compassion, but rather an unrealistic expectation that a dynamic activist working in a difficult context

(i.e. Nigeria and Uganda) is able to provide the needed leadership to CAL. The Director commented that, “[EC] members contribute individually to specific needs and requests from the Secretariat and have done their best to offer their guidance when this is needed. The challenge has been meeting and discussing as a collective in between the annual face-to-face meeting”.

This places a heavier burden on the Secretariat to maintain and ensure all communication and member engagement. The lack of engagement by the Executive Committee is felt strongly by the Secretariat who recognises the need for good governance and guidance, which was identified as one of the major weaknesses of CAL in the self-assessment reflection of the staff. Also, most of the members interviewed lacked knowledge about the Executive Committee, who they are and what they provide. The issue of delayed and unclear membership approval is another indication that the EC is not fully functioning.

It is definitely the case that members feel the Secretariat’s lack of communication and engagement more acutely, as EC members are not playing their visible leadership role. CAL has very recently appointed an Executive Committee member with human resources expertise, and this may help to begin to shift governance issues in the right direction. According to an Executive Committee member the Director has had limited oversight but has recently been instructed to report on a regular basis to the Board, and this process seems to be working.

Regarding financial and administrative management, the Ernst & Young report states that the audit reports for 2011 and 2012 have not had any indications of material errors. However, it specifies 10 recommendations for CAL to improve efficiencies, which include financial software, procurement procedures, bank accounts, use of credit cards, approval processes, and adjustment to financial policy and procedures. The evaluation has verified that CAL has implemented three of these recommendations fully and seven are being implemented with intended full effect by 1 April 2014.

As support and advocacy around Human Rights Defenders is a key focus of work, it is expected that CAL should have data and information to inform its strategies and campaigns. However, CAL’s approach to collecting human rights violations data is inefficient, inconsistent and not linked to other databases. CAL intends to maintain a database of human rights violations geared towards lesbians in Africa, using software provided by HURIDOCS.<sup>17</sup> The systematic documentation and standardised

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<sup>17</sup> Software for monitoring used by CAL - <http://www.huridocs.org/>

maintenance of such a database requires resources that puts into question whether CAL is best placed to do it. Documenting these human rights abuses against LGBTI populations must be done, but the evaluation team was unable to find compelling evidence that CAL should fill this role, as it could better be placed within a research organisation, or be outsourced. Other software is used to monitor human rights violations by other institutions.

A draft monitoring and evaluation policy framework exists from 2012<sup>18</sup>, but the evaluation found limited evidence that it is used. Regular documentation is lacking, and CAL does not provide Sida with sufficient results reporting. The framework builds on four key questions for change, with monitoring to be done on seven levels, which was expected to serve as the basis of CAL's monitoring and evaluation. The evaluation assesses that the framework is adequate<sup>19</sup> to capture data to measure if and how CAL is contributing to change, but it can hardly be adequate if it remains a paper document only. Although CAL lacks a logical results framework with indicators, the explicit theory of change that has been developed during the evaluation is a step in the right direction.

CAL's information management system remains weak. There is an electronic filing system<sup>20</sup> which appears very cumbersome and is clearly not used. Several of CAL's staff commented that the system needs to be simple to be used. The lack of structured information filing is currently leading to inefficiencies – the evaluation team experienced this on a number of occasions when requesting information.

The perception survey showed that CAL's staff is seen to be knowledgeable, competent, committed and passionate, and this was confirmed by a majority of interviews with members and external persons. One direct quote to exemplify this comes from an external international human rights specialist,

*One gets the impression that CAL's officers are seasoned campaigners that are very well versed in actions at all levels, from the micro-contexts in which LGBTI persons suffer from violence and insecurity to the international and political forums”.*

However, many informants commented that the Secretariat needs to expand with additional skills and competencies. The Secretariat is too thin for the breadth of what the network and the secretariat say they want to participate in or shape. In short, one

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<sup>18</sup> Coordination, Planning, Monitoring and Evaluation: Learning and Knowledge for (a) CHANGE, 22 November 2012, CAL

<sup>19</sup> The framework identifies what data should be collected, when, how and by whom

<sup>20</sup> Draft Management Information System Framework. 2011/2012, CAL

activist said that they would be more effective if they had more senior people who could both share in management responsibilities and also do the deep external work.

When staff members were asked during the organisational self-assessment whether they had adequate skills they rated it a 2 (out of 4), agreeing that the current staff have a good level of technical skills, but the organisation as a whole needs additional skills to fulfil the needed functions, such as research, training, finance and administration. The turnover of staff at CAL has been fairly frequent, requiring changes in allocation of responsibilities.

While the Secretariat appears to be a well-integrated and friendly team with a high level of morale and engagement, the centralised management by the Director is neither sustainable nor conducive to efficient management. The Director currently manages the international advocacy, the programming and the organisational development, which was previously split between two persons. Although the staff with regional programme responsibility are recognised and were mentioned by a number of informants, CAL is clearly far too reliant on the Director. It is correct that an organisation relies on its Director for driving the organisation's position and influencing at higher levels. But general administration and operations need a different hand and a more inward looking focus. There appears to be a large gap between the Director's experience and expertise and that of the next layer of staff. This gap was evident to the evaluation team in a range of ways. The evaluation process was almost entirely dependent on the Director's making documents, financial schedules, and contact details available, despite the fact that there are people overseeing administration and finance. And the team was not provided with contact details for West African interviews, despite numerous requests. CAL staff reflected that they would welcome support from an organisational development expert to advise them on the best structure of roles and responsibilities at the Secretariat.

#### **4.4.2 Has the Project been managed with reasonable regard for efficiency? What measures have been taken during the planning and implementation to ensure that resources are efficiently used?**

CAL has achieved impressive results at different levels, specifically outcomes, with Sida funding, as described above. Sida's funding allowed the CAL Secretariat to grow by eight staff which has enabled this level of activity. The evaluation could not identify any signs of inefficient or wasteful use of resources. A review of the overall budget compared with the level of activity is judicious, with expenditures in line with tight budgeting. The evaluation team conducted cost analyses of two randomly

selected activities, namely the emergency response visit to Uganda in August 2012<sup>21</sup> and CAL's August 2012 conference. The planning and budgeting for these two activities appear to be thorough and the expenditure in line with a reasonable budget. Expenditure reporting is detailed. With regards to managing resources efficiently, the evaluation judges that CAL's salaries are extremely reasonable in relation to other South African NGO salaries.<sup>22</sup>

The office that CAL occupies provides the needed space and security associated with the size and vulnerability of CAL for a reasonable price. Good security is deemed an important factor as LGBTI organisations operating in hostile environments need protection from exposure. The space is used efficiently, not only for work stations and hosting meetings, but even larger events such as planning and workshops, sometimes even by other organisations. This was witnessed by the evaluation team on two occasions out of the few times they visited the office. The cost of the office rental is reasonable in comparison to Johannesburg market prices.

Sida's role in the management of the Project is an aspect that the evaluation identified as being weak. There have been frequent changes of programme officers, with minimal handover resulting in reduced institutional memory. The evaluation was only able to identify two programme officers who felt able to provide any information about CAL, and what they did know appeared limited. There have been at least five different responsible programme officers at Sida in the last four years. Sida's level of engagement with CAL appears to have been extremely limited, although highly influential, which is demonstrated when one programme officer recommended CAL to close its shelter and discontinue protection activities. CAL understood this to be a request and complied, and reflected seriously on the lessons from the process. Despite the frequent changes in Sida focal persons, CAL maintains that it greatly appreciates the role Sida has always played in, *"questioning and challenging and in remaining open to our processes and providing spaces for error and learning"*.

#### **4.4.3 Could the Project have been implemented with fewer resources without reducing the quality and quantity of the results?**

CAL has operated with a team that has been stretched in terms of skills and time. Growth has been consciously slow and incremental, ensuring that each new recruitment is consolidated. The evaluation team does not believe the Project could have been implemented with fewer resources without reducing the quality and quantity of the results.

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<sup>21</sup> Solidarity visit to support LGBTI activists after the murder of David Kato

<sup>22</sup> Averile Ryder Reward Specialists - July 2011 NPO Salary Survey

## 5 Evaluative Conclusions

This chapter presents the evaluative conclusions based on the evidence presented in the findings chapter above.

### 5.1.1 Effectiveness

The underlying values of CAL are to challenge patriarchy and gender power imbalances. They address this by working specifically with lesbian, but also other women. It was very clear to the evaluation team that regardless of their positive or negative view of CAL, all respondents had a very precise and clear understanding of CAL's position on patriarchy and power relations being the core barriers to achieving acceptance of bodily autonomy/ broad human rights. The majority stated clearly that it was critical for this position to be advocated in all forums and that the African perspective was also of great importance. No other organisation representing this section of the LGBTI population exists on the continent.

Despite an increasingly hostile environment in Africa, CAL has contributed to a definite shift in both international and African level understanding of SOGI issues and how these are integrally part of the broad set of standards describing general human rights. CAL is recognised as an important source of input in all forums working into the UN and AC. CAL has built productive collaborative relationships with organisations such as AMSHeR, enabling the forging of a collective front at regional level. However, at the same time some respondents indicate that CAL has at times shown aggression and a lack of diplomacy and this has been detrimental to international processes. CAL maintains that such views derives from the fact that organisations from the global south have been challenging ways of working and how decisions are made and by whom since March 2011.

At country level CAL has provided important mobilising and solidarity visits, and at individual and organisational level, CAL's interventions contributed to improved capacity and ability to organise and mobilise. Learning and structures from these visits are still usefully employed by in-country groups. However, a number of respondents mention lack of transparency and communication as a serious problem.

CAL's explicit and constantly reiterated position on patriarchy and power enables directed dialogue and engagement across groups. This uncompromising approach does not always find favour, even with CSOs. However, the majority of those working with CAL believe their position is a central part of the HR defenders' agenda. Beyond sticking to its core principles, CAL has demonstrated an ability to be flexible and engaged in terms of strategies and alliances – an important issue driving this shift was the issue of including transgender people in the organisation.



Sida funds enabled extensive organisation building and expansion for CAL. The result is greatly increased capacity to strategize and some improved management structures. Governance systems and processes are in place, although not optimally used. In particular, the Executive Committee is not functional and CAL has not held a General Assembly since 2008. All members see this as a very large governance gap. CAL's internal operations work monitoring is embryonic.

CAL promotes a clear culture of learning and debate, but the Secretariat's ability to share its ideas, learning and achievements is limited. CAL definitely struggles with transparency and the demands of managing international/regional engagement together with effective response to member demands. CAL's clear visibility at regional and international forums was seen to be at the expense of definite focus and support to country level member needs.

### **5.1.2 Relevance**

CAL is highly relevant as an organisation. CAL is fulfilling a much needed role in building consensus of African women on issues of feminism, sexual orientation and gender identity, and advocating on international and regional levels. However, there is room for improvement in how CAL approaches its work, specifically in terms of being more collaborative, participatory and diplomatic.

The evaluation finds that there is unanimous agreement that CAL's ideology is much needed and highly relevant, and their areas of target are relevant. To become even more relevant CAL would on the one hand need to become more focused on the continent rather than mainly on Southern and Eastern Africa, while at the same time strategically prioritising areas to target where they can make the most difference.

### **5.1.3 Sustainability**

CAL has contributed to increased capacity and growth of individuals and organisations. The signs that these outcomes will continue are promising as people and organisations are using the gained capacities. CAL has contributed to building a movement which will continue to require leadership to maintain organisation, collaboration, and mobilisation. CAL is seen to play this role currently, which indicates that processes may not be sustained if CAL ceases to exist.

CAL is receiving funding from several donors and is also seen as a relevant partner by other organisations who are engaging them to provide technical expertise and collaborate on projects and campaigns. The evaluation concludes that CAL's radical feminist approach is not a hindrance to attract future funding.

CAL lacks sufficient organisational capacities to respond to the scope at present. To maintain the right capacities CAL is dependent on core support which can provide at least minimal long-term staffing security.



#### 5.1.4 Efficiency

The evaluation concludes that CAL is cost-efficient in its operations and uses resources wisely. However, there are weaknesses in overall efficiencies. CAL is making steadfast improvements regarding their financial management systems and capacities and aim to have all the procedures recommended by a recent audit in place by April 1<sup>st</sup>. The current information management system is not functional which causes inefficiencies. A monitoring and evaluation policy framework exists but is not used sufficiently for planning, learning and reporting on results.

CAL's governance is weak as the Executive Committee is not fulfilling its role of providing oversight and leadership as intended. The current set up of the Executive Committee does not meet the needs of CAL and its members. CAL has skilled and committed staff but the resources are not sufficient to manage the workload, especially the management capacity which currently rests solely on the Director.

## 6 Recommendations

The recommendations presented below are based on the findings and conclusions of this evaluation and focus on areas that need improvement. An effort has been made to list the recommendations by priority. Needless to say, in areas where CAL has been successful it should continue to build on these strengths.

### **Recommendations to CAL include:**

1. It is recommended that CAL improves its communication with members and is more proactive with regular information sharing to become more accountable, transparent and participatory. Certain information must be easily accessible by members such as strategies, plans and budgets, annual narrative and financial reports, membership lists, executive committee list, decision protocols, etc. CAL should also focus on specifically improving communication with members to identify in-country needs.
2. The Executive Committee must be engaged and fulfilling the role as appointed in the constitution, to provide more consistent oversight, advice and direction. To make the EC more functional Executive Committee members must be appointed based on governance competence, availability as well as commitment to CAL's values.
3. CAL's management capacity at the Secretariat needs to be strengthened. Longer term employment contracts should be considered. CAL should also consider how to best divide the advocacy, programming and organisational development responsibilities. CAL also needs to take into consideration succession planning and strategies for building up local leaders.
4. CAL is recommended to hold regular General Assemblies as it is central to member consultation. The cost of the GA should be incorporated into funding requirements.
5. CAL is recommended to reflect on the negative findings that emerged in this evaluation in regards to being perceived as having a negative/aggressive/undiplomatic approach, to find strategies to become more in line with how CAL wants to be perceived, as flexible, participatory and diplomatic.
6. CAL is recommended to strengthen its results management and reporting:
  - A first step is to develop an explicit and logical theory of change with identified outcomes, possibly building on the model that was elaborated as part of this evaluation process. CAL must get buy-in from members by including them in the process. An opportunity to do so is during this year's General Assembly.

- Results and achievements must be monitored and reported to members and donors. CAL should refine its monitoring and evaluations framework and consistently use it for internal monitoring and learning and external communication.
7. The Secretariat must improve knowledge management by revamping the information management system and ensuring that it is used consistently by all staff.
  8. CAL should seize the opportunity to build on the successes achieved thus far, specifically movement building, advocacy and capacity building. This should include a specific focus on improving and building relationships and joint campaigns with the broader women's and feminist movements. CAL should create stronger allies regionally and internationally.
  9. Begin judicious expansion and consolidate work into West and Central Africa. To enable this, the secretariat must recruit French -speaking staff and create regional desks hosted by partners/members in East, West and Central Africa.
  10. CAL should explore what other actors are documenting human rights violations in a systematic manner. It is of great importance that documentation is made specifically of violations against lesbians, however, CAL should consider sub-contracting/outourcing or supporting another organisation to do this work rather than committing resources to building up a database using the HURIDOCS system.

### **Recommendations to Sida include:**

There are very few rights holder driven, activist LGBTI organisations on the international and African arena. These are organisations with a membership of LGBTI persons, which thereby can claim to be legitimate representatives of the LGBTI population. On the international level ILGA is such an organisation, which also has an African chapter. In Africa, there are quite a number of organisations driven by rights holders on national level. On regional level, there are only two; AMSHeR with 18 member organisations<sup>23</sup> representing mainly MSM with a focus on right to health and CAL with some 30 members, representing mainly lesbian women and the feminism agenda. Both organisations have broadened their agenda to be more

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<sup>23</sup> The African Men for Sexual Health and Rights (AMSHeR <http://www.amsher.org/>) is a regional coalition made of [18 member organisations across Africa](#). It was formally established in 2008 to address the human rights and the threat of HIV to gay, bisexual, male-to-female transgender and other MSM oriented men within Africa.

inclusive of the rights of the LGBTI population in general. Some of the CAL members are also members of AMSHeR.

Having CAL as a voice of African lesbian women on the regional and global arena is of outmost political importance and will also be essential for all human rights organisations working on the behalf of the rights of the LGBTI community (such as IGLHRC, ARC International<sup>24</sup>, Human Rights Watch and Amnesty International) in order for them to base their advocacy on the problem and solution analyses, views and interests of persons concerned. Traditionally MSM have had a stronger voice and more funding than lesbians (via HIV/AIDS programmes) and CAL is filling a much needed gap, giving voice to lesbian (and trans persons) concerns.

It is therefore recommended that:

1. Sida finds a way to continue supporting CAL financially, directly or through other international partners (not US), to ensure that the platform and potential created by CAL can be more strategically and effectively utilised.
2. The future Sida support should specifically focus on
  - Core funding to keep CAL functional while organisational development measures and resource mobilisation plans are put in place (as explained under CAL's recommendations above)
  - Specific funding for development of governance and management structures/systems to ensure accountability and transparency and ensure increased involvement of the board and the members
  - Specific funding for a strategic planning process with members, with an aim of developing and implementing a strategy with broad ownership and participation
  - Specific funding of establishment of CAL focal points in West, East and North Africa – hosted by member or partner organisations, which could function as hubs for advocacy and organisational development support to feminism and lesbian rights organisations in each region, thereby addressing the limited reach in West (and North) Africa.
  - Specific funding for joint advocacy and protection measures – as included in the strategic plan.
3. Sida considers whether it is most efficient to keep support to CAL and UHAI under the democracy and freedom of expression appropriation or if more

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<sup>24</sup> <http://arc-international.net/about>

synergies could be achieved if the support to African LGBTI organisations was provided via the regional appropriation (administered from Lusaka).

4. Sida should follow-up that CAL is undertaking the recommendations of this evaluation. Sida should also engage in ongoing dialogue with CAL, facilitating any needed technical assistance on improving management and focus on results, and networking with other relevant Sida funded organisations.
5. Sida should consider broadening its support to a wider range of African organisations working on SOGI rights with a feminist and lesbian focus. These could be funded via existing grant making mechanisms (not US), and be identified among the members and partners of CAL in order to enhance CALs membership base in various parts of Africa.
6. Sida should acknowledge the sensitivity of cooperating with US agencies in their efforts to strengthen the LGBTI movement in Africa. Some organisations do not accept US funding. CAL is one, and other examples include Egyptian CSOs. Sida should consider cooperating with other likeminded countries like Norway and the Netherlands.

# Annex 1 – Terms of Reference

## TERMS OF REFERENCE FOR THE EVALUATION OF ACHIEVED RESULTS OF COALITION OF AFRICAN LESBIANS

### 1 BACKGROUND

The Swedish Government's Strategy for special initiatives for democratization and freedom of expression (Government decision UF2009127888/UP) aims at strengthening actors for change , targeting intergovernmental organizations , individuals and groups or civil society organizations at local , national , regional and global levels working for increased democratization and freedom of expression .

The Coalition of African Lesbians (CAL) was established in 2003 and is a network of organisations committed to African lesbian equality and visibility. CAL is conducting policy and advocacy work on a global and regional level, assisting victims of discrimination and abuse in emergency situations on location, as well as providing a safe house in Johannesburg. With Sida support, CAL has expanded activities, for instance by investing in new and functional premises for the safe house.

CAL received an 18 month grant from Sida for the establishment and development of a Human Rights Defenders project between September 2010 and March 2012. The grant was extended on a non-cost basis between March and June 2012. CAL was then granted an additional SEK 2 358 000 for the period 01 April 2013 to 31 January 2014, the planned activities was a continuation of the previous grant purpose and work. The activities were largely the same as or building on the previous set.

### 2 PURPOSES AND SCOPE OF THE EVALUATION

The main objectives of the evaluation are to assess and analyse;

**Effectiveness:** The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.

**Sustainability:** The extent to which benefits of the projects continue after the projects have come to an end; the probability of continued long-term benefits. The resilience to risk of the net benefit flows over time. Assessing sustainability involves evaluating the extent to which relevant social, economic, political, and institutional and other conditions for sustainability are present.

The definitions are developed by OECD/DAC 2002-2009: "Glossary of Key Terms in Evaluation and Results Based Management".

*The evaluation should answer but not necessarily be limited to the following questions:*

- i. Assess and analyse the achievements of the project in relation to the outcomes and results framework established for the project;
- ii. Comment on and analyse sustainability of the impact and outcomes observed, enabling and disabling factors;
- iii. Identify and describe strengths and weaknesses in the strategies/approaches taken and in the planning, implementation and monitoring of the program. Describe problems and solutions to these sought by the programme. Summarise lessons;
- iv. To assess and issue recommendations regarding the effectiveness and usefulness of a continued support to the organisation.

The questions will be further developed and refined during the inception phase of this evaluation.

### 3 METHODOLOGY / EVALUATION TEAM

The evaluation shall conform to OECD/DAC's quality standards. Appropriate methodology and methods for the evaluation will be worked out in detail in dialogue with Sida. The evaluation will consist of the following phases:

1. Inception phase: Contains an initial desk review and interviews with the key stakeholders to define the scope of evaluation and refine the evaluation questions. It will result in an inception paper (maximum 10 pages) with the development of a work plan, detailed description of methodology for gathering and analysing the data. The inception report shall be approved by Sida within a week after submittal.
2. Data collection and analysis: Review of program documents, including program proposals, Logical Framework Matrix and other relevant documents as well as relevant Sida policies and guidelines. Interviews with CAL staff and project leaders as well as beneficiaries to get an informed opinion of achievements and challenges. Interviews with relevant staff at Sida. The data collection will include a visit to CAL's office in Johannesburg.
3. Reporting and presentation: A draft report should be prepared for comments by Sida before being finalised. The consultant should present the final report at a meeting with Sida.

Local evaluators shall be used if possible.

*Estimated amount of working days: 30-40*

## 4 REPORT

The evaluation report shall be written in English and should not exceed 30 pages, excluding annexes. The draft report shall be submitted to Sida electronically no later than 28/02/2014 but preferably sooner. After receiving Sida's comments on the draft report, a final version shall be submitted to Sida.

The report should have the following main headings:

### **EXECUTIVE SUMMARY**

Summary of the evaluation, with particular emphasis on main findings, conclusions, lessons learned and recommendations.

### **BACKGROUND AND METHOD**

Presentation of the evaluation's background, purpose, questions and methodology

### **THE EVALUATED INTERVENTION**

Description of the evaluated project and its purpose, logic, history, organisation and stakeholders

### **LOOKING BACK**

Factual evidence, data and observations relevant to the specific questions of the evaluation

### **CONCLUSIONS AND LESSONS LEARNED**

General conclusions likely to have potential for future support.

### **LOOKING AHEAD**

Discussion and recommendation on future Sida support, including suggestions to CAL on possible improvements in strategies, management, implementation etcetera.

### **ANNEXES**

Terms of reference, methodology for data gathering and analysis, references, persons interviewed etcetera.

Subject to decision by Sida, the report will be published in the series *Sida Evaluations*.



## Annex 2 – Evaluation Framework

An evaluation framework has been devised with proposed questions under each criterion that the evaluation will seek to answer. The evaluation questions are based on the Theory of Change and briefing information gathered from Sida and CAL during the inception phase.

| Evaluation criteria                                                                                                         | Evaluation questions                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | Information sources – how the evaluation intends to collect information to answer the questions                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
|-----------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Effectiveness</b>                                                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| The extent to which the development intervention has achieved its objectives, taking their relative importance into account | <ul style="list-style-type: none"> <li>To what extent have results been achieved by the Project (in relation to the <i>outcomes</i> in the revised Theory of Change and the <i>outputs</i> formulated in the project proposal)?</li> <li>What are the reasons for the achievement or non-achievement of the objectives?</li> <li>Has the organisational capacity developed within CAL enabled them to effectively strategize and manage the Project?</li> <li>How does CAL monitor its work?</li> <li>Is CAL effective in applying a human rights based approach to its work?</li> <li>To what extent is the project effective in ensuring gender equality and women's</li> </ul> | <p>Desk review of Project documentations, narrative reports, work plans, financial monitoring reports, monitoring data (i.e. workshop evaluation sheets), assessments, minutes of meetings and workshops. Also documents prepared by CAL such as the guide to organising in hostile contexts and the documentation manual.</p> <p>Interviews with (face-to-face, Skype, email):</p> <ul style="list-style-type: none"> <li>CAL staff</li> <li>CAL members and partners</li> <li>CAL Executive Committee members</li> <li>Supported activist</li> <li>Targeted duty bearers/politicians</li> <li>Other donors (past and present)</li> <li>Non-stakeholder experts (i.e. LGBTI specialists,) activists</li> </ul> |

| Evaluation criteria   | Evaluation questions                                                                                                                                                                                                                                                                                                                                                                                              | Information sources – how the evaluation intends to collect information to answer the questions                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
|-----------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                       | <p>empowerment?</p> <ul style="list-style-type: none"> <li>• Is CAL transparent and accountable to its members? Is CAL structures democratic, encouraging participation and non-discrimination?</li> <li>• Do the members, partners, target groups and beneficiaries consider that the Project is contributing to the enhancement of Human rights of LGBTI persons nationally and regionally/globally?</li> </ul> | <p>working in the region (e.g. UHAI, IGLHRC) and other movements (especially women and the SRHR movement)</p> <p>Study voting patterns and statements in the UN and AC on issues related to sexual rights during the period of review. Team will rely on statistics already compiled.</p> <p>Study constitutions and national legislation changes related to sexual rights during the period of review. The team will rely on statistics already compiled. This is likely to show negative and discouraging trends. Never the less it is important to have an overview of these back lashes as they are often a sign of increased activism.</p> <p>SWOT workshop with CAL staff.</p> <p>Assessment of the capacity of CAL to be, to organise, to relate to do and to learn (see organisational assessment tool below).</p> <p>Web-based perception survey.</p> <p>Evidence of awareness and comfort among members and partners in particular with a set of ‘difficult’ words such as abortion, homosexuality, lesbian, sex work, etc. will be sought for in documents or discussions.</p> |
| <b>Relevance</b>      |                                                                                                                                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| The extent to which a | <ul style="list-style-type: none"> <li>• Does the Project target their support where</li> </ul>                                                                                                                                                                                                                                                                                                                   | Review of CAL’s list of beneficiaries (politicians, activists,                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |

| Evaluation criteria                                                                                                               | Evaluation questions                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | Information sources – how the evaluation intends to collect information to answer the questions                                                                                                                                                                                                                                                                                                                                                                                         |
|-----------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| development intervention conforms to the needs and priorities of target groups and the policies of recipient countries and donors | <p>the need or opportunity to create change is greatest?</p> <ul style="list-style-type: none"> <li>• Are the approaches and measures seen as relevant to the local contexts?</li> <li>• Does the CAL approach facilitate a broader acceptance/understanding of the African radical feminist viewpoint?</li> </ul>                                                                                                                                                                                                                | <p>organisations, etc.) and selection procedures</p> <p>Interviews with (face-to-face, Skype, email):</p> <ul style="list-style-type: none"> <li>• CAL staff</li> <li>• CAL members and partners</li> <li>• Supported activist</li> <li>• Targeted duty bearers/politicians</li> <li>• Non-stakeholder experts (i.e. LGBTI specialists, etc.) and activists</li> </ul>                                                                                                                  |
| <b>Sustainability</b>                                                                                                             |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| The continuation or longevity of benefits from a development intervention after the cessation of development assistance           | <ul style="list-style-type: none"> <li>• Will the outcomes achieved remain beyond the life of the Project (capacities, networks, movements, ideas etc.)?</li> <li>• Is CAL perceived to have sufficient organisational capacity and an effective approach to advance the human rights of LGBTI persons in order to attract diversified funding in the future?</li> <li>• To what extent and how does CAL's "radical" African feminist agenda impact on the potential for attracting diversified funding in the future?</li> </ul> | <p>Interviews with (face-to-face, Skype, email):</p> <ul style="list-style-type: none"> <li>• CAL staff</li> <li>• CAL members and partners</li> <li>• CAL Executive Committee members</li> <li>• Supported activist</li> <li>• Targeted duty bearers/politicians</li> <li>• Other donors (past and present)</li> <li>• Non-stakeholder experts (i.e. LGBTI specialists, etc.) and activists</li> </ul> <p>Review of CAL's financial documents.</p> <p>SWOT workshop with CAL staff</p> |
| <b>Efficiency</b>                                                                                                                 |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| The extent to which                                                                                                               | <ul style="list-style-type: none"> <li>• Does CAL have adequate systems and</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                            | Document review of budgets and financial records, narrative reporting                                                                                                                                                                                                                                                                                                                                                                                                                   |

| Evaluation criteria                                                                                       | Evaluation questions                                                                                                                                                                                                                                                                                                                                                                                                                                                        | Information sources – how the evaluation intends to collect information to answer the questions                                                                                                                                         |
|-----------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| the costs of a development intervention can be justified by its results, taking alternatives into account | <p>procedures in place to manage the Project efficiently (including a monitoring system)?</p> <ul style="list-style-type: none"> <li>• Has the Project been managed with reasonable regard for efficiency? What measures have been taken during the planning and implementation to ensure that resources are efficiently used?</li> <li>• Could the Project have been implemented with fewer resources without reducing the quality and quantity of the results?</li> </ul> | <p>Interviews with:</p> <ul style="list-style-type: none"> <li>• Sida staff</li> <li>• CAL staff</li> <li>• CAL Executive Committee members</li> <li>• CAL members</li> <li>• Consultants engaged by CAL on various projects</li> </ul> |

# Annex 3 – Key Informants

|    | Name of person              | Organisation                                                   | Geographic    |
|----|-----------------------------|----------------------------------------------------------------|---------------|
| 1  | Oliver Orubama              | Young Women Initiative Group                                   | Tanzania      |
| 2  | Nokhwezi Hoboyi             | Empowerment of Women                                           | South Africa  |
| 3  | Prudence Mabhele            | +ve Women's Network                                            | South Africa  |
| 4  | Nhlanhla Mkize              | Lesbian & Gay Centre, Durban                                   | South Africa  |
| 5  | Fekile Vilikazi             | former CAL director                                            | South Africa  |
| 6  | Ingrid Lynch                | Triangle                                                       | South Africa  |
| 7  | Steve Letsike               | Individual CAL member                                          | South Africa  |
| 8  | Claire Byarugaba            | Civil Society Coalition on Human Rights and Constitutional Law | Uganda        |
| 9  | Jay Abang                   | FARUG                                                          | Uganda        |
| 10 | Ssenfuka Warry              | FARUG                                                          | Uganda        |
| 11 | Kasha Jacqueline Nabagesera | FARUG                                                          | Uganda        |
| 12 | Junic Wambya                | FARUG                                                          | Uganda        |
| 13 | Arthur Mubiru               | FARUG                                                          | Uganda        |
| 14 | Ndugga Sarah                | FARUG                                                          | Uganda        |
| 15 | Tinah Ochan                 | FARUG                                                          | Uganda        |
| 16 | Pepe Julian Onziema         | SMUG                                                           | Uganda        |
| 17 | Linda Bauann                | Out Right                                                      | Namibia       |
| 18 | Danilo da Silva             | LAMBDA                                                         | Mozambique    |
| 19 | Skipper Mogapi              | AC/UN working group member                                     | Uganda        |
| 20 | Juliet Mphande              | Friends of RAINKA                                              | South Africa  |
| 21 | Liesel Theron               | Genderdynamix                                                  | South Africa  |
| 22 | Nadia Pontello              | SWEAT, formerly ASWA                                           | South Africa  |
| 23 | Rachel Nicholson            | East and Horn of Africa Human Rights Defenders Project         | Uganda        |
| 24 | Sunita Kujur                | CREA                                                           | International |
| 25 | Phindi Malaza               | FEW                                                            | South Africa  |
| 26 | Nomancotsho Pakade          | Gay and Lesbian Memory in Action                               | South Africa  |
| 27 | Chester Samba               | GALZ                                                           | Zimbabwe      |
| 28 | Dawie Nel                   | OUT                                                            | South Africa  |
| 29 | Chan Mabanga                | Transbantu                                                     | South Africa  |
| 30 | Corlett Letlojane           | HURISA                                                         | South Africa  |
| 31 | Carrie Shelver              | (1in9)                                                         | South Africa  |
| 32 | Kwezi Mbandazayo            | (1in9)                                                         | South Africa  |
| 33 | Bibiane Mbaye               | Reproductive Health Advocacy Network Africa                    | Kenya         |
| 34 | Kenny Esom                  | AMSHer                                                         | South Africa  |

## 6 RECOMMENDATIONS

|    |                    |                                        |               |
|----|--------------------|----------------------------------------|---------------|
| 35 | Andre du Plessis   | ILGA                                   |               |
| 36 | Naisola Likimani   | IPAS                                   |               |
| 37 | Stuart Halford     | Sexual Rights Initiative               | International |
| 38 | Boniswa Seti       | ARASA                                  | South Africa  |
| 39 | Luvoyo Ndumiso     | GOSA – DIRCO                           | South Africa  |
| 40 | Bob ??             | AIDS Accountability                    | South Africa  |
| 41 | Gemma ??           | AIDS Accountability                    | South Africa  |
| 42 | Eleanor Openshaw   | International Service for Human Rights | International |
| 43 | Anonymous          | Anonymous (international org)          | International |
| 44 | Wanja ?????        | UHAI                                   | East Africa   |
| 45 | Fergus Kerrigan    | Danish Institute For Human Rights      | International |
| 46 | Ulrik Spliid       | Danish Institute For Human Rights      | International |
| 47 | Jessica Stern      | IGLHRC US                              | International |
| 48 | Ellen Swedenmark   | Sida                                   | Sweden        |
| 49 | Helen Belcastro    | Sida                                   | Sweden        |
| 50 | Margret Sekaggya   | United Nations                         | International |
| 51 | Cynthia Rothschild | WHRD                                   | International |
| 52 | Lee Mondry         | HIVOS                                  | South Africa  |
| 53 | Junior Mayema      | Individual CAL member                  | DRC/SA        |
| 54 | Sipho Mthathi      | Former consultant to CAL               | South Africa  |
| 55 | Florence Khaxas    | YFEM                                   | Namibia       |
| 56 | Mamsy              | YFEM                                   | Namibia       |
| 57 | Bridgette Oliphant | Executive Committee member             | South Africa  |
| 58 | Nikki Mawanda      | Boart member                           | Uganda        |
| 59 | Liz Frank          | Women's Leadership Centre              | Namibia       |
| 60 | Dawn Cavanagh      | CAL                                    | South Africa  |
| 61 | Sheena Magenya     | CAL                                    | South Africa  |
| 62 | Trish Dzingirayi   | CAL                                    | South Africa  |
| 63 | Surprise Maroga    | CAL                                    | South Africa  |
| 64 | Eunice Namugwe     | CAL                                    | South Africa  |
| 65 | Fadzai Muparutsa   | CAL                                    | South Africa  |
| 66 | Maureen Majola     | CAL                                    | South Africa  |
| 67 | Lesego             | CAL                                    | South Africa  |
| 68 | Thomas             | CAL                                    | South Africa  |
| 69 | Mathabo            | CAL                                    | South Africa  |
| 70 | Dipuo              | CAL                                    | South Africa  |

## Annex 4 – Documents Reviewed

- Study on Sida's work on human rights of lesbian, gay, bisexual, transgender and intersex (LGBTI) persons, by Annika Nilsson with Klara Lundhom and Erik Vågberg, Indevelop
- Audit report by Douglas & Velchich (February 2008)
- Audit report by Ernst & Young (October 2013)
- Sida's dialogue papers on the rights of LGBT persons in Africa, including all country specific papers
- CAL application to Sida for the Project "Defending the Defenders in Crisis"
- CAL's constitution
- Correspondence between CAL and Sida
- Sida assessment memos, decisions and travel reports
- Agreement and amendments between CAL and Sida
- AAI ICASA ARCPD Reflections, by AIDS Accountability
- CAL internal systems, policies and frameworks
- CAL monitoring and evaluation policy framework
- CAL Management Information System framework
- Evaluation of the Implementation and the Results of the Swedish Strategies for Special Initiatives for Democratisation and Freedom of Expression (2009-2011 and 2012-2014), Indevelop
- CAL activity reports and financial documents: solidarity visits
- CAL audited statements 2011 and 2012
- CAL donor schedule 2014
- CAL partnership map
- CAL member lists
- CAL constitution
- Realities and Rights of Gender Non-Conforming People and People Who Engage in Same-Sex Sexual Relations in Africa, A civil society report
- The Solidarity Project concept note
- CAL Sexual Rights Strategy proposal
- Draft manual for documenting violations against women human rights defenders
- Several CAL statements
- CAL workshop reports

## Annex 5 – Organisational Assessment

An organisational self-assessment was facilitated by the evaluation team in a workshop with CAL's Secretariat, attended by all the staff members. The staff members engaged in self-reflection which was open and honest, rich with discussion and full participation. The rating was reached by consensus after group discussion followed by discussion with all staff.

The evaluation suggests that CAL use this self-assessment as a baseline to identify areas in need of improvement. Follow-up on a regular basis will allow monitoring of progress.

| <b>Ability to be</b>                                                                                                                       | <b>Self-Assessment<br/>(rating 1-4)</b> | <b>Notes from discussion</b>                                                                                                                                                                                                                                                                                                                         |
|--------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Vision, mission, values and approach                                                                                                       | 3                                       | We are all still learning, vision has changed and will continue to change.                                                                                                                                                                                                                                                                           |
| Independence from donors                                                                                                                   | 3                                       | Donor influence is there but we are dependent. We do not take funding from US government.                                                                                                                                                                                                                                                            |
| Strategic plan – realistic, logic and used ToC                                                                                             | 2,5 - 3                                 | Yes, we have strategies and plans, but we are struggling to use them.                                                                                                                                                                                                                                                                                |
| Governance – accountability and transparency (elected leadership, composition, role and functioning of an independent Executive Committee) | 1,5 - 2                                 | Exists, but struggling with Executive Committee. Commitment and passion is there but their ability and time limits them. Staff is pushing the Executive Committee. One is active. Executive Committee members are struggling as activists (visa and passport problems). Need to reassess composition and geographic location of Executive Committee. |
| Leadership                                                                                                                                 | 2                                       | Role and functioning of the working groups is not completely effective. Only 3 of 5 are functioning. The secretariat takes the main role in leadership. The Executive Committees does not provide sufficient leadership.                                                                                                                             |
| <b>Ability to organise</b>                                                                                                                 |                                         |                                                                                                                                                                                                                                                                                                                                                      |
| Financial control/management                                                                                                               | 3                                       | Systems in place, has developed systems over time.                                                                                                                                                                                                                                                                                                   |
| Internal communication                                                                                                                     | 2                                       | We do communicate as staff, but communication with Executive Committee and members needs to                                                                                                                                                                                                                                                          |



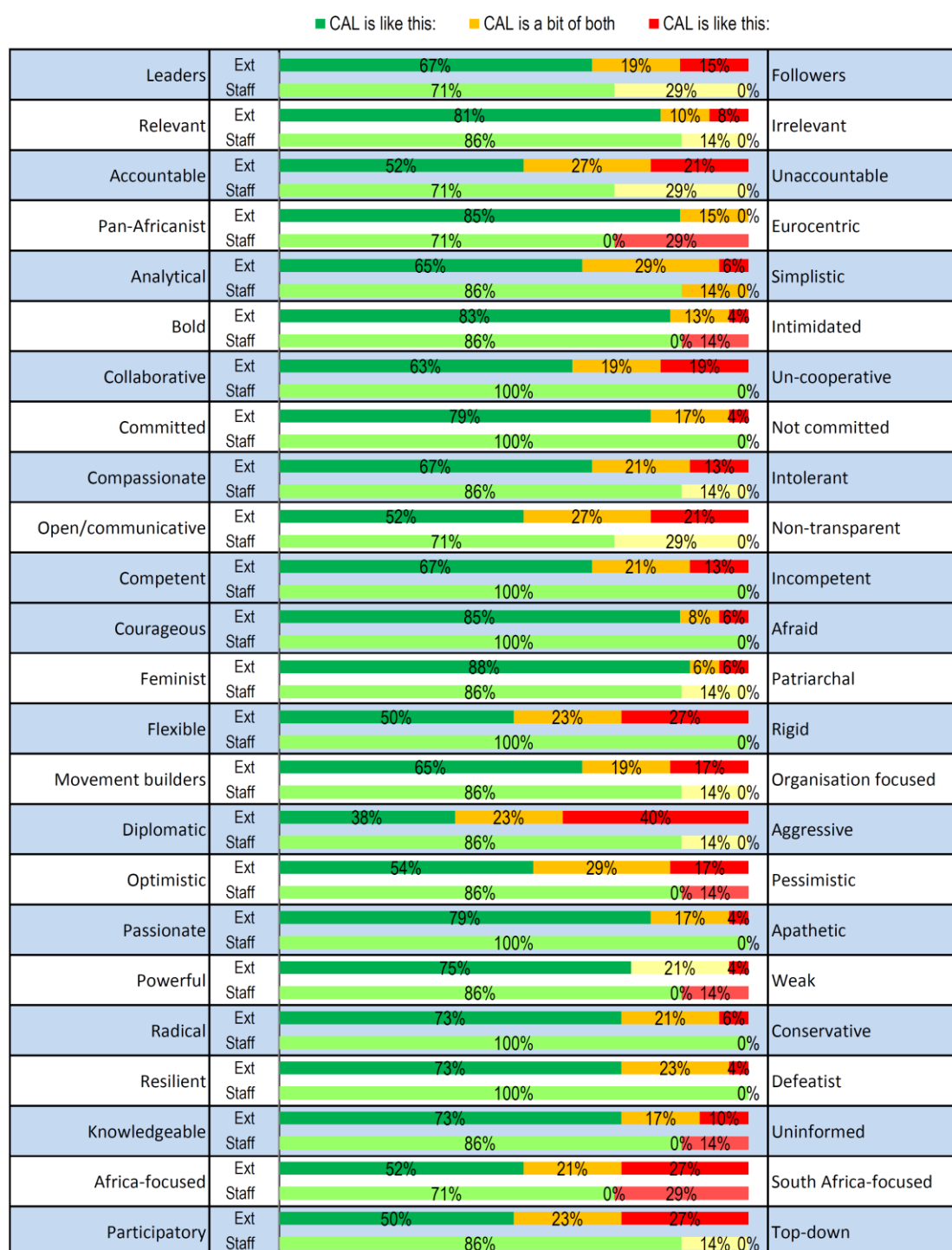
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|-------------------------------------------------------------------------------------------|----------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| (including with members, staff, the Executive Committee, partners)                        |          | improve.                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Approach to gender and social inclusion                                                   | 3        | Secretariat is inclusive and gender sensitive. It is the foundation of who we are. There is still problems with inclusion of trans person. But some of our partners do not – and it reflects on us. It is difficult to influence partners. We do a lot to try. We are very gender aware, Africa centred and do not compromise. We are feminists. We have challenges with some members and partners. We need to work on this – building consensus. |
| Skilled staff                                                                             | 2        | Our staff is highly skilled, but we need skills in research, trainer, office manager, administrator, finance assistant etc.                                                                                                                                                                                                                                                                                                                       |
| Resource use – cost efficient?                                                            | 3        | No comments                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Project management                                                                        | 2        | There are challenges, we have many challenges, changes, lack of documentation. Stressed staff.                                                                                                                                                                                                                                                                                                                                                    |
| Managing people                                                                           | 3-4      | We are able to mobilise people for our cause. It is a strong point.                                                                                                                                                                                                                                                                                                                                                                               |
| Physical resources                                                                        | 3-4      | Office, printers, etc. but not sufficient funding, French speaking office?                                                                                                                                                                                                                                                                                                                                                                        |
| <b>Ability to relate</b>                                                                  |          |                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| Legitimacy and trust                                                                      | 2        | A lot to be done to develop, work in progress, we need to develop work in West Africa, non-existent presently.                                                                                                                                                                                                                                                                                                                                    |
| Internal cooperation and relations                                                        | 2        | Within the secretariat very good. Challenges remain with the Executive Committee.                                                                                                                                                                                                                                                                                                                                                                 |
| Relations with other organisations/networks (including: international / local NGOs, CBOs) | 3<br>1,5 | Core partners<br>Strategic partners                                                                                                                                                                                                                                                                                                                                                                                                               |
| Relations with government                                                                 | 2        | Work in progress. Good relations with SA governments. Others are work in progress. Hostility of governments prevent relationships – not our skills.                                                                                                                                                                                                                                                                                               |
| Relations with donors and UN/AC bodies                                                    | 2        | Work in progress.                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| Relations with wider community and media                                                  | 2        | Struggling with media strategy, web site not always functional, social media not accessible to all.                                                                                                                                                                                                                                                                                                                                               |
| <b>Ability to do</b>                                                                      |          |                                                                                                                                                                                                                                                                                                                                                                                                                                                   |

|                                                               |     |                                                                                                                                                                                                                                                 |
|---------------------------------------------------------------|-----|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Relevance of work                                             | 4   | We believe in what we do! Our mission is still highly relevant.                                                                                                                                                                                 |
| Outcome and effectiveness of work                             | 3   | How do we measure this? We are poor in documentation.                                                                                                                                                                                           |
| Advocacy and lobbying results                                 | 3   | Related to above. We are an advocacy organisations. Difficult to measure. The evaluation will help.                                                                                                                                             |
| Support to member organisations – relevance and effectiveness | 2,5 | We offer support, but the members may want different support (e.g. funding). They do not want only technical or advocacy support which is what we provide.                                                                                      |
| <b>Ability to learn and adapt</b>                             |     |                                                                                                                                                                                                                                                 |
| Use of monitoring and evaluation                              | 3   | We are planning and monitoring (staff meetings, staff reviews, and quarterly report). We struggle with documentation.                                                                                                                           |
| Regular contextual scanning, identifying opportunities        | 3-4 | We are good at identifying opportunities. Always evaluating relevance, we use time to scan and reflect, but not always acting on it.                                                                                                            |
| Joint reflection and readiness to change                      | 2   | We reflect, but we do not change. We struggle with directness and trust. We are too nice to each other. We need to be more direct.                                                                                                              |
| Succession planning                                           | 1   | We never thought of it. At the level of the Executive Committee there is discussion regarding the director's position. It is hard to get staff. They are looking at long term careers, not short term NGO work. Important sustainability issue. |

# Annex 6 – Perception Survey

The perception survey results are presented below, comparing the internal survey (7 respondents) and external survey (48 respondents) results with each other.

## Comparison of external survey and staff survey responses





## Evaluation of the Project “Defending Defenders in Crisis”

This evaluation assesses the effectiveness, sustainability, relevance and efficiency of the project “Defending defenders in crisis” which is implemented by the Coalition of African Lesbians (CAL). CAL is a feminist organisation that fights for women rights, sexual orientation and gender identity rights (SOGI) and sexual and reproductive health rights; the only organization in Africa representing this section of the LGBTI population.

The evaluation finds that CAL is highly relevant as an organization, and has contributed to impressive outcomes, which include a shift in thinking and language of SOGI issues on international and African levels, which include CSOs, UN and African Commission. CAL has contributed to improved organisational and individual capacity and movement building. These outcomes are deemed sustainable, although the hostile environment will require continued activism. To become more effective CAL must improve its communication, governance and organisational capacity. There is room for improvement in how CAL approaches its work, specifically in terms of being more collaborative, participatory and diplomatic.

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