

Evaluation of the Rights of LGBTI Youth and non-discrimination in Southern Africa

SAIH

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1 Executive Summary

The aim of this assignment has been to document and evaluate the outcomes of the SAIH Programme – The Rights of LGBTI Youth and non-discrimination in Southern Africa. The evaluation has reviewed the work of 5 partners across 3 countries in the region, namely *Gender Dynamix* (GDX) and *Gays and Lesbians Memory in Action* (GALA) in South Africa; *TransBantu* (TDX) in Zambia; and *Gays and Lesbians of Zimbabwe* and *Sexual Rights Centre* (GALZ) and *Sexual Rights Centre* (SRC) in Zimbabwe. All 5 have been evaluated with regards to their results achieved in the period 2010-2014. The evaluation involved interactions with all five partner organizations, their target communities, and review of a selection of the literature generated by the 5 organizations over the 5-year period.

In addition to evaluating the results achieved, the evaluation's objective was to assess the relevance of the programme to the human rights situation of LGBTI youth in the region. The request was also to develop a set of recommendations for both SAIH and its programme partners.

The evaluation showed that overall; the programme has been successful in implementing planned activities, with the exception of one organization. The findings were that;

- i. Given the intolerance and discrimination that LGBTI youth in the region experience, the programme is definitely relevant. The programme has helped bring young, black LGBTI persons to the fore, thereby dismissing myths that LGBTI persons are not African. The programme has also facilitated the dissemination of information on sexuality in general and on sexual orientation and gender identity issues in particular.
- ii. The programme has in particular contributed to empower LGBTI youth. The programme has given the LGBTI youth insight in their rights and identity, leading to enhanced self-esteem and better confidence. This has in turn enabled the LGBTI-youth to become important and active change-agents, advocating for LGBTI rights.
- iii. The programme structure has been flexible and empowering for the partner organizations. Given the particular sensitivities and additional challenges that come with working in the area of LGBTI rights in Southern Africa, it has been necessary for the partners to design and shape their programmes according to their individual contexts. The programme was sufficiently flexible for the partners to do this.

Several recommendations have been made. The main recommendation stems from the need that has been identified for SAIH to facilitate further coordination among its partners in Southern Africa, both within and beyond this programme, In our view, there is much to gain from facilitating further collaboration across the LGBTI and other human rights organizations in this region. The main purpose of this is to ensure that LGBTI rights become integrated into the work of all of SAIH's partners in the region, and thus are promoted inseparable from all human rights.

2 Introduction

In line with the Terms of Reference, this assignment has documented and assessed the outcomes of the SAIH programme “*The Rights of LGBTI Youth and non-discrimination in Southern Africa*”. The particular purpose of the evaluation has been a) to document the outcomes of the programme implementation, and b) to provide a learning document that can inform the further development of both SAIH’s own programme and its partners’ projects within this programme.

The set objectives of the evaluation were to;

- document results achieved in the programme period 2010 – 2014
- assess the relevance of the support to the specific organizations and projects in relation to the political, social and economic context, including access to funding and sustainability
- assess the relevance of the programme and each partner’s work in terms of the human rights situation in the region
- assess SAIH’s added value in supporting the realization of rights for LGBTI persons
- give recommendations to SAIH and partner organizations for strengthening the programme and the partner organizations’ project
- identify unintended consequences, positive or negative, of programme implementation

2.1 Methodology

To meet these objectives, the evaluators combined qualitative analysis of written documentation of the partner organizations’ activities and development, with qualitative interviews, focus group discussions and analysis of those. The review of literature informed the sampling of interviewees, instrument design and analysis of findings. The literature reviewed included:

- The SAIH Programme Proposal and Application
- The partner organizations’ project applications
- The partner organizations’ annual reports
- Publications produced as part of the partner organizations’ implementation of the programme.

Interview guides were developed for the different categories identified in the sample. The interview guides had specific questions and the evaluators also used their knowledge of the organizations and subject matter to further probe the informants during interviews (See Annex 2). Prior to the fieldwork, the evaluators conducted a sampling of people to be interviewed. The sampling was influenced by the objectives of the evaluation and information obtained from the review of literature as well as recommendations from SAIH. See [Annex 1 for list of interaction/interviewees]

Organization	Proposed number of people to be interviewed	Actual number of people interviewed
GALA	13	15
GALZ	12	13
GDX	8	6
SRC	11	1
TBZ	12	9
Total	Proposed: 56	Actual: 44

The evaluators relied on SAIH for the introductions to both the partner organizations and to their collaborating organizations and other stakeholders. However, the evaluators took the responsibility to set up the various interviews themselves, in collaboration with the partner organizations. The variance between the intended interview targets and the actual interviews undertaken was due to the difficulty in accessing the interviewees, as most of the stakeholders and collaborating organizations were busy at the time of the evaluation.

However, special mention must be made of GALA and TransBantu who facilitated all the interviews in respectively Johannesburg and Zambia, hence the most positive results on the sample of informants. It must also be pointed out that due to the challenges and subsequent abandonment of the SRC project, the sample results for the interviews are worst for SRC. In the end, the evaluator could only conduct 1 interview with this organization's programme coordinator.

2.1.1 Fieldwork

The core component of the information gathering was the fieldtrips that were conducted in Lusaka, Zambia, in Bulawayo and Harare, Zimbabwe and in Johannesburg and Cape Town in South Africa. During the fieldwork, qualitative evaluation methods were employed with a particular focus on interviews, but also on observations at the organization's offices. These approaches gave the evaluators a broad understanding of the organizations work, and their impact on the beneficiaries.

The approach during the fieldwork phase included focus group discussions and in-depth interviews with selected informants from the partner organizations and their targets/beneficiaries. While the discussions with the partner organizations focused on the implementation of their programmes, including challenges encountered in the process; the discussions with their targets/beneficiaries explored the impact of the organizations' interventions and provided analyses of the operating and lived environment of the targets/beneficiaries. Targets / beneficiaries were then also placed in separate focus groups to share their experiences of the programme.

The evaluators also spent time in the partner organizations' offices, observing the working environment and interaction between the partner organizations and their targets / beneficiaries.

2.1.2 Limitations and Mitigation

The evaluation period was very short. This limited the amount of time that the evaluators could actually spend in the field and fully interact with partner organizations and targets. The evaluation took place during a busy time for most of the partner organizations. In addition, due to the academic cycle, it was also a challenge to get hold of students and beneficiaries in Cape Town, South Africa. However, the cooperative and flexible approach of both the evaluators and the partner organizations made adequate data collection, including access to documents, possible.

3 Results

In recent years, across sub-Saharan Africa, lesbians, gays, bisexuals, transgender and intersex (LGBTI) persons have come out and come together more openly. Encouraged by the rise of sexual minorities' rights on the international human rights agenda, local LGBTI rights organizations have become more vocal in their claims for respect and inclusion, equality and non-discrimination in all aspects of their

lives. While it has proven difficult for these organizations to become assimilated and to join forces with the broader human rights movements in their own countries; increasingly diplomatic missions, development aid agencies and international NGOs have added sexual minorities' rights to their agendas, not just as a statement of intent, but as an actual policy and priority, with concrete support of organizations and networks, local or national projects and even long-term regional programmes. The programme that is evaluated here is just one such example.

With regards to international legislation, LGBTI youth, as any other humans, enjoy equal protection by the universal human rights framework in general and the sexual and reproductive health and rights (SRHR) framework in particular. As the latter is developed as an elaboration and specification of the former, SRHR, including equal access to health care and information, and autonomy in decision-making with regards to issues related to sexual and reproductive health – are thus all human rights. The SRHR framework requires of states to respect, protect and fulfil all the rights enshrined in this regime, without discrimination.

Despite these trends at the international level, anti-homosexuality sentiments remain rife, particularly in Zambia and Zimbabwe, and to some significant extent in South Africa. Across sub-Saharan Africa, ill-informed and prejudiced hetero-normative views and opinion remain one of the biggest obstacles to genuine universality of human rights, for LGBTI persons. Accusations that homosexuality is 'un-African' and 'against African family values,' a 'legacy of colonialism' or 'a product of the moral decline in the West' are examples of the misconceptions that LGBTI individuals and sexual minorities' rights groups continue to be confronted with.

Indeed, homophobia remains the norm across Southern Africa. The vast majorities still entertain attitudes of anti-homosexuality. Homophobic sentiments are widespread and are commonly expressed with venom and disgust and accompanied by numerous deeply discriminating suggestions on 'how to deal with' or even 'get rid of this problem'. Furthermore, insults, hate speech and harassment, suggestions on how to increase and institutionalize discrimination, and threats of physical and even mortal harm, are all typically made with absolute impunity. The widespread expressions of homophobic attitudes also serve to normalize and morally legitimize discrimination against the LGBTI community, in areas including education, health, housing and the labour market.

In such environments, the young agents of change - individuals and organizations alike - within the LGBTI communities have proven particularly vulnerable. In addition to various kinds of harassment, threats and other security issues, persecution through the media and difficulties for instance in securing office space, are among the challenges such groups face. Moreover, these communities' challenges are further exacerbated by the fact that the broader human rights environments in their home countries are reluctant to co-operate or collaborate with them.

This is the backdrop against which this evaluation's findings are assessed and must be understood.

3.1 South Africa

3.1.1 Relevance to the Human Rights Situation in South Africa

In principle, South Africa's young constitution and modern legal framework offer stronger protection of sexual minorities than any other African country's legal framework. As only the fifth constitution in the world, the South African post-apartheid constitution does for instance legalize same-sex marriages. Discrimination on the grounds of sexual orientation is also explicitly criminalized. According to South

African law, same-sex couples may also adopt children and arrange for surrogacy treatments. In sum, with regards to legal equality for the LGBTI community, South Africa's legislation is among the most progressive in the world. In the African context, it is unique.

In real life, however, South Africa is marked by an implementation deficit of both international commitments and national legislation. Hence, the actual protection, legally and otherwise, for LGBTI persons, is still limited. The discrepancy between theory and practice has two main reasons: One is the said lack of enforcement of the existing legal framework intended to secure equality for LGBTI persons. The other is the widespread homophobic attitudes and opinions – in particular among black South Africans and in particular in rural areas. The government's lasting reluctance to address these challenges particularly impacts transgender youth. For example, the very low number of surgery opportunities, which today has created a 20 years long waiting list for sex change surgery, as well as the reluctance to provide new identity cards for youth who have gone through gender surgery, represent what transgender persons experience as an almost unbearable and insurmountable challenge.

There seem to be a lack of strategy for broadening sexuality education, to include information and awareness raising towards LGBTI issues among public institutions. The obstacles to a general state of equality and non-discrimination are severe also in the actual law and order institutions. The police often refuse to receive reports of rape and violence committed against lesbians. Trans-people, when arrested, are frequently put in non-gender confirmative cells. And there are next to no public shelters or support services available for LGBTI youth who have been kicked out of their homes, or who have been raped, harassed or abused.

In view of this, the SAIH programme under evaluation here is highly relevant to the situation in South Africa. There is a definite need to sensitize young LGBTI people, their teachers and families, the broader human rights community, the health sector, the police and society at large on LGBTI issues in general, and LGBTI people's equal rights in particular.

3.1.2 Relevance to the political, social and economic context in South Africa

South Africa has in many ways experiencing positive development related to anti-discrimination and socioeconomic equalization. However, the social and economic challenges regarding ethnic groups, colours and minorities are in many cases still severe. Post-apartheid South Africa also continue to face issues of discrimination on the basis of colour. In short, racism is not eradicated. And, due to the rise in migration of workers from neighbouring countries, xenophobia is also on the rise. Naturally, all of these also affect the lives of the country's LGBTI youth

In their everyday lives, South Africans operate with identity markers, which divide people into classes, races and stereotypes. This is still marginalizing and discriminating black LGBTI youth in particular, putting the black LGBTI youth particularly at risk of being bullied in schools, of becoming homeless; and of having fewer safe spaces than their white counterparts. In South Africa, ranked as the 5th most violent country in the world, LGBTI youth are also at a higher risk than the youth segment in general of being physically, sometimes very violently attacked. Young black lesbians and trans-gender youth are particularly being targeted and subjected to hate crime, corrective rape and other violence.

The South African education system has officially adopted the principles of inclusivity, non-discrimination and tolerance. However, black LGBTI youth experience that homophobic bullying remains a huge challenge. According to the LGBTI youth are public classrooms, in particular rural ones, still non-inclusive, and frequently arenas for harassment. Unsurprisingly are the dropout rates for LGBTI pupils above average. Positive initiatives are however taking place. Many teacher-training institutions

have included a sexual diversity component into their curricula and there is an urgent need to assist teachers on enhancing knowledge and curricula related to sexual orientation. Both GALA and GDX are highly involved in alleviating this need.

Homosexuality and non-hetero identities and orientations are to a large degree accepted among white communities, and in particular segment in urban areas. Cities therefore seem to attract LGBTI youth. The black communities, however, remain reluctant towards accepting non-hetero orientations. The vast majority of black South Africans distances itself from LGBTI issues, as they still consider homosexuality 'un-African' and 'against the law of nature'. This particularly applies in rural areas. Close family members tend to be aware of their LGBTI relatives' sexual orientation. Upon coming out, quite a few of the young people interviewed in this evaluation had experienced support from at least one of their parents. However, although being accepted by a close kin, the young LGBTIs were told to hide their sexual orientation from the rest of the family and community. Parents are afraid of their LGBTI kids' security and do not want to become the "outcast" of the community. In sum, for the vast majorities in the black communities, LGBTI remains a cultural taboo. Taboos are dangerous as they hinder communication. As a consequence, LGBTI youth have few people and spaces to turn to in search of support and assistance in order to deal with questions and concerns related to their own identity and their notion of self.

Both GALA and GDX claim that the South African government shows a commitment to LGBTI rights, and that it also tries to work on LGBTI issues. However, according to both organizations, there is a capacity problem within the government, in particular on the lower representative levels. As a result, there is a gap between on the one hand the government's stated responsibility and declared good will to protect its LGBTI citizens and communities, on the other the actual efforts and skills to do so. Public services exist, but in large parts of the country they are hard to find and even harder to access, in particular for marginalized groups, such as transgender people and black LGBTI youth in general. As a consequence, South Africa, as many other African countries, continues to depend upon private and local initiatives to secure people's health, welfare and sense of security.

Between 2010 and 2014, the SAIH programme has funded Gay and Lesbian Memory in Action (GALA) based in Johannesburg, funded since 2010, and Gender DynaMix (GDX) in Cape Town, funded and included in the programme since 2013. Both GALA and GDX relate their work strongly to the above-mentioned challenges.

3.1.3 Results achieved in the SAIH programme period 2010 - 2014

During this period, the SAIH programme in South Africa contributed to four main outcomes:

- 1) The partner organizations' ability to provide safe spaces for LGBTI youth,**
- 2) Raising awareness and educating LGBTI youth on their own identity and rights**
- 3) Building confidence and turning LGBTI youth into change agents**
- 4) Producing and providing necessary essential learning material for teachers and schools**

Result 1: Providing safe spaces

The concept 'safe space' denotes an open and accepting arena for a marginalized group who elsewhere is at risk of or is actually exposed to hate speech, harassment and violence. The beneficiaries of the SAIH-programme perceive the partner organizations as essential providers of such safe spaces, by constituting a physical space where the LGBTI youth can be themselves, or simply have a break or a

breathing space without being bullied or harassed. In addition, the beneficiaries highlight the important role that the LGBTI organizations play in facilitating zones where there is full freedom and safety of speech. The organizations create spaces where the youth can discuss and reflect upon their sexual identity and orientation with likeminded youth, and with the organizations' staff. Through offering places where LGBTI youth can be open about their sexual identity, and without having to fear the consequences of such openness, be it in terms of harassment or violence, SAIH's partner organizations assist these youth in coming to terms with who and how they are, in becoming more confident, and in 'finding peace within themselves'.

The most significant result of the SAIH programme in South Africa has thus been to support GALA in particular, and GDX to a certain extent, in becoming *relevant organizations for the beneficiaries* by taking on the roles of safe spaces for LGBTI youth. This result reflects the match between the relevant activities implemented through this programme and the urgent need for safe spaces in general. This result must also be understood in relation to the government's failure to provide necessary services to meet LGBTI youth's needs.

Providing safe spaces is an unintended result in the SAIH-funded programme. This, together with other activities and projects often create heavy workloads for staff in the partner organizations. We fear that the amount and diversity of the organizations' work, the organizations attempt to meet the urgent needs of the target group, may lead to fatigue or burnout among staff, at least in the longer run. GALA was more explicit on this issue than other organizations during this evaluation, however it was our clear impression that this situation was highly relevant to all of SAIHs partner organizations.

Result 2: Educating LGBTI youth about identity and rights

Another notable result of GALA's and GDX's work is their ability to educate LGBTI youth about their identity, and thus about their rights. The physical archive of books and reports that GALA provides was highlighted as crucial support for the youth in their search for information and knowledge about themselves and others. Several highlighted that GALA and GDX also offered a space to read, reflect and learn more about "who they are".

The commonly expressed need for self-education must be understood against the broader backdrop of silence, danger and taboo that any and all issues of sexual orientation outside of the heterosexual majority norm are associated with. Despite the accommodating legal framework, LGBTI youth have very few places to seek information about their concerns and questions related to their sexual identity. Education on LGBTI rights is important for many reasons. As described above, it enables the youth to "find themselves" and accept themselves with pride and confidence. However, we found that the access to information and knowledge also enables the youth to reflect not only on the sexual/gender component of their own identities, but on sexual/gender identity and minority issues in general. Most beneficiaries stated, paradoxically, that although they identify themselves as belonging to a sexual minority themselves, they used to have narrow perceptions of other sexual minorities. Through engaging in GALA's and GDX's activities, the young LGBTI's were being educated not only on their own, but on others' identity as well. This, they claimed, had made them less prejudiced. It had helped them understand that "people are people," regardless of their sexual or other identities. A key result of the SAIH-funded programme is therefore that the increased clarity and confidence with which the LGBTI youth see themselves, have come together with an increase in acceptance and tolerance of others.

GALA's creative activities are also worth mentioning, as they have played an essential part among many of its activists' process towards finding and coming to terms with their own sexual identity. In particular, the interviewees highlighted the "Queer Youth Art and Activism Project" and the "Queer Youth Speak Out Project" as successful. The aim of these two projects was to mobilize young LGBTI's to

take action. To this date, 36 people had been involved in the former project, and 30 had been trained in the latter. The youth stressed that partaking in these processes had been life changing. They had managed to dig deeper into their own stories, by using their own body and art as reflection and experience tools. And, although they experienced the process as a roller coaster, at the end of the day, they saw the outcome as beautiful.

Result 3: Creating change agents

Over time, the organizations' ability to provide safe spaces and meaningful and relevant education, inspires and motivates their target groups to become activists or change agents. The majority of the LGBTI youth who had participated in the SAIH funded programme explicitly saw themselves as activists. Being in a safe space where they can educate themselves and discuss with others about their identity and rights, had enlightened them, helped raise their self-esteem and motivated them to 'be who they are'.

The South African LGBTI youth interviewed saw 'living in truth' as a main goal. Being truthful towards oneself is the first step towards becoming a change agent, they explained. Several of the interviewees had also taken initiatives to help others. According to some of the youth interviewed, there is a huge need to educate others about their rights. Several former beneficiaries to GALA and GDX have started their own LGBTI organizations in their home communities. Others have developed blogs, published videos of themselves and their reflections about their gender identity on YouTube, while yet others have joined LGBTI organizations as volunteers.

Result 4: Producing and providing necessary material for teachers and schools

As previously established, both GALA and GDX have made it a priority to help mitigate the country-wide need in South Africa for further education in matters to do with sexuality. Both organizations stressed that they started working on this issue as a result of their cooperation with SAIH. An extensive part of the activities funded through the SAIH programme aims to produce and disseminate documentation for educational purposes. In particular, the material aims to assist teachers in making their classrooms non-homophobic zones, for proper un-judgmental education on LGBTI issues. Both GALA and GDX have produced extensive research, documents and training manuals for these purposes.

A transgender youth, who had received extensive support from GDX, explained why published material is important: *"The printed material has probably been the most important help I received from GDX, both in order to understand myself, but maybe in particular in helping me explain who I am to others. Now, instead of explaining it myself, I can give a book to. And mom, she has been so grateful for the books I've given her, and has now given the books to her friends"*.

The management of both GALA and GDX stressed that their efforts to train teachers and educate schools have in many ways been pioneer work – and quite successful. With regards to LGBTI issues, South African schools face numerous challenges. To mitigate them, and create positive outputs, there is a need for a long-term perspective. The two organizations stressed that this pioneering work also involves tackling internal capacity challenges. In view of this, there is a need to develop strategies for making changes, and also a need for more research in order to establish with greater clarity in which ways LGBTI issues differ from other challenges in South African schools.

Recommendations to GALA and GDX

- **GDX's archives and documents / material should be made available online.** The large archives of relevant documents and literature concerning sexual minorities are among the assets that make GALA and GDX attractive to LGBTI youth. GALA has just recently launched www.hearusout.org, a comprehensive website providing a resource database for young people, educators, researchers, parents and others. This work should be continued and developed further. Documents and reports should as much as possible be made available online. GDX has a particular potential to disseminate information online. GALA may also consider publishing an online index of their extensive archive (and even the possibility of digitalizing the whole library, thereby making it accessible for people all around the world).
- GALA and GDX should **consider increasing their outreach to CSOs in rural areas.** Most of today's collaboration between NGOs restricts itself to urban areas. In view of the fact that GALA and GDX both have strong positions at the national level, these positions and the potential they represent as door openers for LGBTI activists who take the initiative to establish organizations and shelters in their home communities, in rural areas, should be utilized better. GALA and GDX should take the position as mentors and focus on transferring skills, experience and know-how on how to set-up and manage organizations. GALA and GDX may also be important partners in distributing information and documentation on LGBTI issues to rural areas. The evaluators stress that GALA, and GDX also to a certain extent, already contribute to these issues. However, due to limited capacity of staff and funding – we recommend that if such efforts are enhanced, they be made an additional component/activity to the programme.
- GALA and GDX should consider **including parents as target groups** in some of the activities related to strengthening the rights of LGBTI youth. Beneficiaries claimed that there is a need for safe spaces where parents can discuss, reflect and learn about their children's sexual orientation. There is also a need to develop information especially targeted towards parents.

3.2 Zambia

3.2.1 Relevance to The Human Rights Situation in Zambia

Zambia's record of human rights violations ranges from broad violations of basic civil and political rights of citizens, to more specific cases of discrimination against, inter alia, women, persons living with disabilities, and for instance the LGBTI community. In Zambia, Christianity has a strong influence also over matters of the state, to the extent that Zambia in generally is seen as a "Christian nation," not only by the people at large, but also by the country's political leadership. Consequently, Zambia is a conservative society, deeply rooted in religious and traditional culture. As is typical under such circumstances, sexuality is not openly discussed. Heterosexual relationships, and specifically marriage, are the only morally acceptable arrangement for couples.

Against this background is homosexuality not only taboo, but severely frowned upon. Homosexuality is considered "unnatural" and "un-Christian". Hate speech and expressions of intolerance against LGBTI persons are rampant. Anti-homophobic statements by senior government officials further serve to legitimize and increase discrimination against LGBTI persons and groups. For example, one government

minister was quoted as saying that Zambia would never allow same sex marriages as that was against what Zambia stands for as a Christian nation¹.

The Constitution of Zambia is silent on protection for LGBTI persons. Human rights experts have pointed out, however, that the constitutions' non-discrimination clauses could be used to argue that LGBTI persons' right to protection should be equal to any other citizen's, and that it is the state's responsibility to guarantee this. Given the vagueness of the non-discrimination clauses, however, there is in effect no recognition of the existence of homosexuality, neither legally nor in any other way. On the contrary, the general perception is that homosexuality is illegal. This is reflected in the country's Penal Code, with the typical Victorian phrase that can be found in a number of constitutions across the Commonwealth, prohibiting "carnal knowledge of any person against the order of nature" and classifying such a person as felony punishable for up to 14 years' imprisonment. In addition, the Code penalizes "unnatural offences" and "acts of gross indecency" between male persons, whether in public or private, felonies punishable by imprisonment for up to 5 years.

Given such explicit prohibitions being laid down in the Zambian constitution, the possibility of any kind of legal backing for protection of the rights of LGBTI persons in Zambia is extremely limited. This has forced the LGBTI community to go underground. Out of fear of harassment, discrimination, threats and violence, the community operates largely in secrecy.

3.2.2 Relevance of the SAIH programme to the political, social and economic context in Zambia

Zambia is going through an economic boom, with indications that it is one of the fastest growing economies, not only in sub-Saharan Africa, but in the whole world. However, this growth has yet to impact positively on the lives of ordinary Zambians. The cost of living remains high and employment opportunities are limited, especially for youth. Official statistics place unemployment in Zambia at about 14%, indicating that the current economic growth is not translating into employment opportunities. Youth in particular struggle to find jobs. Given the general climate of aggressive homophobia, the situation is even more difficult for young LGBTI persons in general, and transgender and intersex (T&I) youths in particular.

In an environment that shuns homosexuality, young LGBTI persons constantly fear being "found out". Accordingly, their hope of operating openly as change agents is limited. Most youth in Zambia have sought to pursue their own education. Especially for T&I youth, the pursuit of education represents a particular challenge, as they have to hide their sexual and gender identity in learning institutions and conform to what is socially acceptable. This has resulted in a number of such youths dropping out of school. The situation is exacerbated by the fact that the families of the LGBTI youth are often equally intolerant. Some LGBTI youth have "come out" towards their own families, and most of those who have done so, report that their families have responded by either going into denial, thus being of no support, or at the extreme end, have sought "remedies" for the youth, in attempts to cover up the "evil" that has come upon their child. Consequently, out of fear of further stigma and abuse, T&I youth in particular are often unable to seek support or access health services.

¹ Zambia was declared a Christian nation by then (now late) President Frederick Chiluba in December 1991 see <https://www.oikoumene.org/en/member-churches/africa/zambia>

Against this background, the SAIH programme in Zambia, with a focus on T&I youth, has proven both relevant and timely, as it enable these youth to face their daily struggles against hate speech and discrimination, threats and exclusion because of their sexual orientation and gender identity. Given the fact that the various dimensions of sexual orientation and gender identity are not properly understood, even within the LGBTI community, the support provided to TransBuntu Zambia (TBZ) is particularly relevant. The SAIH programme enabled TBZ to create a space and platform for young transgender and intersex persons to interact, build their self-esteem and empower them.

3.2.3 Results achieved in the SAIH programme period 2010 - 2014

TransBantu (TBZ) is SAIH's partner organization of this particular programme in Zimbabwe. 2 main activities have been funded by SAIH; Psychosocial counselling and training and recreational activities to build self-esteem. Based on these activities, these were the main outcomes from the programme period 2010 – 2014:

1. **Improving mental and physical health**
2. **Offering a safe space for healthier living**
3. **Formation of HIV support group**
4. **Building self-esteem and confidence**

Result 1: Improving mental and physical health

The psychosocial counselling funded by SAIH, both group and individual sessions, have in sum improved the transgender and intersex (T&I) youth's mental and physical health. TBZ has been supported to provide psychological counselling to its target group. TBZ has provided both group and individual therapy to T&I youths. According to both beneficiaries, and some of the collaborating partners, this has been very successful, in particular because T&I youth learn that their problems and challenges are not unique, as well as the group setting at the same time provide a sense of community. In addition, the group therapy sessions provided a useful platform to discuss some of the challenges that the youths were facing, such as substance abuse and the fact that a number of them had dropped out of institutions of learning. According to the T&I youth, the greatest impact of the group therapy sessions was that they became more confident in who they were, as transgender, intersex and gender non-conforming, and sharing their experiences boosted their confidence and self-esteem. The group therapy sessions also proved useful and empowering for the youth, as they learnt and shared about sexual and reproductive health and encouraged each other to become more sexually responsible.

According to TBZ has the therapy being offered on an individual basis been even more successful. The reasons given for this assessment is that a number of the T&I youth felt that they couldn't quite communicate some of the cultural nuances in the group context. In the individual sessions, on the other hand, they felt more at ease and could better transcend these nuances. Further, the experience was that the individual sessions were more focused and dealt more directly with the specific issues of the T&I youth. According to the benefitting T&I youths, the individual sessions helped many of them *"get their lives back on track"*. Beneficiaries also highlighted that the individual sessions provided an opportunity to be open and vulnerable without the fear of judgment. It was the individual counselling sessions, said one trans-woman interviewed, that helped her finally *"live the truth because I had always known that I was different"*. The individual sessions enabled the youth to have honest conversations, which in turn helped them to be honest about their lives and how to improve those lives.

Individual counselling sessions has become the flagship activity of TBZ. The counsellor, although she operated alone, seemed able to cope with all the youth requiring her services. In fact, according to

other collaborating partners, the counselling sessions provided by TBZ had also helped other LGBTI persons. Given the hostility that LGBTI persons in Zambia face, psychosocial support is difficult to come by for the target group. Thus, while the individual counselling was initially intended to target only TBZ, an unintended consequence of its availability was the demand that came also from others within the broader LGBTI community.

A major impact of the individual counselling was that for many of the youths, these sessions provided them with opportunities to confront their personal lives and struggles and find ways of dealing with them, with the support of the counsellor and their peers. Most of the youths interviewed had experienced that, as a result of the individual counselling, they were able to deal with their “mental health” issues that arose from their deep sense of discomfort with being in the bodies they were in.

Another key outcome of the individual counselling sessions is personal empowerment. Individual sessions had encouraged them to make something of their lives. According to one youth, *“talking with the counsellor made me realize that I was not going anywhere with my life and I was encouraged to complete high school”*. Most of the youth who had not completed high school benefitted from the counsellor offering mathematics and English lessons, helping those wanting to take the public high school examinations. Many had not completed high school and were thus benefitting from these classes. Some had embarked on private studies to complete their high school qualifications. These developments fed into TBZ and SAIH’s vision to empower the T&I youth and boost their confidence and self-esteem.

Result 2: Offering a safe space for a healthier life

TBZ have created safe spaces for T&I youths to find alternative and healthier ways of channelling their frustrations and challenges. Many of the trans-youth interviewed said that they had been able to reduce their alcohol consumption. A significant number also stated that they had become more confident in their identity. TBZ has become an important safe space for T&I youth. Through the recreational activities, funded by SAIH, has TBZ been able to offer the youths spaces to interact socially. At the TBZ centre, a pool table and other board games are available. The target group makes use of the facilities, but due to concerns about the security of the members and the centre itself, the T&I youth were not able to use these facilities as much as they would like. It was noteworthy that TBZ and Friends of Rainka, another LGBTI organization and one of TBZ’s collaborating partners, had structured their offices as homes to protect their members and to ensure that in the event of raids by the police, both very real threats, there would be little to suggest that the space is an office and not just a home.

According to Friends of Rainka has the individual counselling sessions contributed to TBZ’s growth and to it becoming a safe space for T&I youth. In particular the counselling had been critical in providing T&I youth with a space where they were understood and accepted, especially in the LGBTI community, which was quite intolerant even within itself. Apparently within the Zambian LGBTI community, transgender and intersex persons are not readily accepted because they do not fit the normal template of a homosexual; they are seen as *“attempting to be seen as or wanting to be different”*. Thus the psychological counselling sessions helped in providing a space for T&I youths to express themselves, their fears, their challenges and for them to get support to better cope with the challenges of society in general and within the LGBTI community in particular.

The safe space is also taking place outside TBZ’s office. TBZ had also set up a very successful soccer team. Though initially intended for T&I youths, the team had grown to include other persons in the LGBTI community, as well as other heterosexual persons. The youths involved with the team stated that they practice at a large public place, and added that the other teams practicing there do not focus on their sexual orientation or identities, but regard them as fellow players and contemporaries. The

soccer team thus enhanced the broader acceptance of T&I youth in their community. The project coordinator noted that even when other teams came to play with those teams that use the same training facilities as them, their contemporaries have become a buffer from attacks.

Result 3: Formation of HIV support group

An outcome of the individual counselling session was the formation of the HIV support group, which although aimed at supporting the trans-youth living with HIV, now incorporates both HIV positive and negative youths, in order to avoid stigma and discrimination.

The individual counselling also addressed the sexual behaviour of the trans-youth. While not openly admitting to it, a number of them were engaged in risky sexual behaviour. Through the individual counselling sessions, many of them came to realize that their behaviour was a reflection of and influenced by their mental struggles. In addition, the individual counselling enabled many of the trans-youth to deal with the issue of HIV in their community. Many were able to undergo counselling and testing for HIV, which they said, they would not have done but for the counselling sessions. Furthermore, the individual sessions enabled some of the trans-youth to come out in the open about their positive HIV status and therefore get support on positive living.

Result 4: Building self-esteem and confidence

The SAIH programme also facilitated leadership training for TBZ target group. This training was aimed at building the confidence and self-esteem of the target group, both at the individual level, and within the community. Initially the training focused on the T&I youths and in empowering them to be accepting of whom they were. This in turn led to the peer educators and community leaders training.

Under the programme, TBZ managed to train peer educators, aka community leaders, who in turn become sources of information for other T&I youths. The peer educators were trained on topical issues such as HIV, TB, appreciation of gender identity, and sexuality-related issues. This training enabled them to share information with their peers and to provide additional support to T&I youth. These community leaders facilitated monthly meetings where they discussed such issues as substance and alcohol abuse. It appears that alcohol and drugs abuse is rife among the T&I community. As noted by TBZ itself, there may be a need to undertake an in-depth study to further appreciate the reasons behind this.

In addition to the community leaders' training, there were also other trainings aimed at empowering T&I youth and boosting their confidence. TBZ also facilitated financial management training for the target group, with a view to enhance such skills, facilitated in-house and well received among the beneficiaries. It was pointed out that this training had challenged them to become better organized. TBZ also facilitated computer training for those willing to receive the training in-house. Again, this was appreciated by the target youth, because a significant number of them did not have any formal skills or training. The computer skills training thus provided the participants with an opportunity to enhance their practical IT skills.

Recommendations TBZ

- TBZ should consider expanding its reach outside of Lusaka. Currently, the organization's initiatives reach out to Lusaka and its immediate environs, but there is a need to move its efforts to other provinces. As observed by one of their stakeholders, *"they are dealing with*

such a sensitive and under-represented issue, which is not only found in Lusaka but in all the ten provinces of Zambia, so they must find ways to reach all the trans-youth in the other areas”.

- While it is important for TBZ’s work to be focused on transgender and intersex youth, there was a concern among stakeholders and collaborating partners, that TBZ was spending a lot of time and resources focusing on their members only, “*inward facing*” rather than engaging partners in civil society to collaborate in the cause for T&I youth. TBZ was encouraged to network and engage with other civil society organizations with a few to involve them in joint T&I advocacy initiatives.
- TBZ has been providing hormone replacement therapy for a number of its members. In discussions with both staff and members of TBZ, a concern emerged that a number of transgender and intersex youth were self-prescribing the hormonal therapy as health practitioners were reluctant to assist the T&I youth with their sex change processes. It is recommended that TBZ should in the first instance discourage the use of hormone replacement therapy, unless qualified medical practitioners are closely monitoring the affected members. Second, TBZ should closely monitor those among their members who seek hormonal therapy and ensure that they receive continuous counselling throughout the hormone replacement therapy process.
- The T&I youth that are members of the TBZ group also drew concerned attention to the fact that they were not sure what to do next, after the current activities drew to a close. In view of this concern, it is recommended that TBZ organizes its programmes and projects to properly empower youths, so that they do not have to wait until the end of the project cycle without any idea of what to do next. This could be mitigated by involving targeted youth in the programme planning and design so that the youth also play a role in identifying the priorities of the organization they clearly identify so closely with, thereby gaining a much stronger ownership and commitment to the implementation of the planned activities.

3.3 Zimbabwe

3.3.1 Relevance to the Human Rights Situation in Zimbabwe

With regards to human rights, Zimbabwe’s reputation is far from decent. In particular, Zimbabwe conjures up images of brutality against citizens by state security agents. There are flagrant violations of the civil and political rights of political activists, civil society actors and ordinary citizens alike. Moreover, the history of human rights violations in Zimbabwe long pre-dates independence in 1980. But many have observed that as the liberation war progressed from the 1960s onwards, ordinary citizens continued to experience very severe human rights violations, and no longer with the colonialists as the main culprit. From independence and to this date, the Government has continued to commit gross human rights violations against its own people. If anything, the perpetual state of fear and terror has not improved.

On top of experiencing all the human rights violations that all Zimbabweans are being subjected to, the country’s LGBTI people suffer from the fact that LGBTI rights are not recognized at all. In fact sexual minorities live in constant fear of harassment and hate speech, threats and violence. Discrimination is the rule, and by virtue of his numerous homophobic statements, the president effectively approves this as the norm.

The country’s widespread and aggressive homophobia is further entrenched by the fact that opinion leaders and the political leadership, fronted by the President himself, have been very vocal in their condemnation and frequent abuse of LGBTI persons. Hate-speech and threats of physical harm and

incarceration are a daily experience for LGBTI persons. In all aspects of their lives, LGBTI persons are being discriminated against. And in Zimbabwe, as elsewhere in the region, the discrimination is anchored in deeply embedded homophobia. While Zimbabwe does not identify as a “Christian” country, Zimbabweans are generally very religious and religion has influenced much of its culture. Despite its high literacy levels and relatively advanced general state of development, Zimbabwe remains conservative in sexual matters. Hence, sexuality is not easily discussed. Homophobia is justified in Zimbabwe on the grounds that homosexuality is seen as being against the bible, against ‘the order of nature,’ and against African culture and tradition. Being anything other than heterosexual is considered “unchristian, unnatural and sick”, “a sin”, “un-African” and a “western influenced/inspired” conduct.

In recent years, the country went through a Constitutional reform process, and the public opinion clearly stated that Zimbabweans were not ready for same sex relationships to be accorded the same status as heterosexual marriages. However, despite the wide-ranging abuse and lack of acceptance of LGBTI persons in Zimbabwean communities, the law remains vague concerning their rights. The Constitution of Zimbabwe specifically prohibits same sex marriage in Section 78(3), however the section 56(3) lists “...culture, custom, sex, gender, social status.” among the grounds which one cannot be discriminated against on. Currently, LGBTI persons’ rights are violated and they are rarely able to get legal assistance other than from Zimbabwe Lawyers for Human Rights, which provide legal assistance and representation for any human rights violations. The Criminal Law Codification Act prohibits what it terms ‘sexual crimes’ and ‘crimes against morality’. In particular consensual sexual relations between male persons is criminalized as sodomy. Zimbabwean law does not recognize lesbians, transgender or intersex people. No reference is made to any of these categories.

While the law thus prohibits same sex marriages and consensual sex between male adults, there is little else in the law itself that criminalizes the exercise of LGBTI rights. Strongly held norms and values, which allow intolerance and homophobia, are it seems stronger than the force of the law.. The police and state security agents have been known to arrest and harass LGBTI activists and persons, not so much on violations of the law regarding their exercise of their rights, but on various charges including misdemeanour laws. It is against this background that Sexual Rights Centre [SRC] and Gays and Lesbians of Zimbabwe [GALZ] were supported under the SAIH programme.

3.3.2 Relevance of the SAIH programme to the political, social and economic context in Zimbabwe

Against this background, it becomes clear that being anything but heterosexual in Zimbabwe is a major challenge. As stated earlier, the situation of LGBTI persons is such that they are better off hiding their sexual orientation or gender identity, because coming out is opening oneself up to abuse, threats and in some cases physical harm. LGBTI persons feel that there is no room for them to talk about their sexuality. Instead, their experience is that society demands that they conform. Otherwise, the societal backlash is such that a lot of them remain in hiding and cannot seek advice on matters of sexuality, or even health services related to their sexual and reproductive health.

Among young LGBTI persons, this has led to a culture of silence and invisibility. And, although intersex persons tend to associate with other LGBT persons, society in Zimbabwe seems to be more sympathetic to intersex persons. However, the moment intersex persons choose to do anything or ‘live’ against societal expectations; they will suffer the same intolerance as other LGBT persons. In view of this, the SAIH programme has been relevant and timely in providing opportunities for young people to come together and discuss the challenges they face in terms of health, basic life skills, leadership and other aspects of their life.

For LGBTI persons, Zimbabwe's protracted economic decline represents another challenge. Everyone needs life skills to cope with economic hardships. But young people, at a disadvantage due to lack of experience, face particular problems in getting employment. While official statistics place unemployment at just over 11%, the reality is that most workers are either self-employed or engaged by others in small to medium enterprises; requiring young people to have skills that would have made them not only able to make a living, but to also plan for gainful engagement and more stable economic activity. The few available jobs are highly competitive, and the chances of young LGBTI persons getting formal employment if they present themselves as such, are extremely low. Further, even where youth initiatives are created or loans availed to young people; LGBTI youths are unlikely to access these resources due to stigma and discrimination.

In this context, young LGBTI persons are also unable to participate in any social or political space, as they are likely to be ridiculed, made fun of or even harmed. Thus a programme to increase their self-confidence and leadership skills has been timely in enabling young LGBTI people to engage with current affairs and become advocates for their own issues. The SAIH programme was designed to address and mitigate the lived realities of young LGBTI persons. So in that sense, the programme has been relevant, and relatively successful.

3.3.3 Results achieved in the SAIH programme period 2010 - 2014

GALZ and SRZ are the two organizations in Zimbabwe that received funding from the SAIH-programme in the given period. SRZ was unsuccessful in carrying out their planned activities in the programme. The results presented below are therefore solely based on GALZ performances and activities. The SAIH-funded programme in Zimbabwe has three main outcomes from the programme period 2010 – 2014:

- 1. Improving self-esteem and confidence**
- 2. Creating change-agents**
- 3. Informing and educating about sexual identities**

Result 1: Improved health

As indicated above the socio-economic and political context for young people is generally difficult. For LGBTI youth a key challenge which multiplies this struggle is one of being seen to be different which often results in stigmatisation.

The training that GALZ provided on the rights and health for young people was particularly helpful. Most of the youth who had participated in the training confessed that they had had difficulties accessing medical assistance. The main reason for this was a fear of stigmatization – in particular when it came to health challenges related to sexually transmitted infections. Through the training they had achieved a better understanding of their right to access health services in state institutions and as a consequence, a number of the youth LGBTI were now able to go and seek health services without fear.

It was also noteworthy that a number of youth indicated that the training had made them practice safer sex and better health seeking behaviours, including seeking more information on preventive measures. Another outcome in this regard was that the youths had become more able to identify "friendly" clinics in and around the city of Harare, where they felt that they could access health services without being judged. This information was being shared among the youth, and many of them were now frequenting these clinics for help.

2. Creating change-agents

The training on leadership and advocacy has created change agents among the LGBTI Youth. The training had helped them in “coming out”. The advocacy training had in addition taught the youth to stand and speak up for their rights, but also to find ways of contributing to their community. They had learned that their sexuality was not a limit for them. The training had given them skills that enabled them to participate in other civil society platforms with confidence. They had learned to articulate LGBTI issues, something they had not been able to do before the training. The advocacy and rights training was aimed at producing “well-rounded” individuals, who were confident, able to stand for themselves and take care of themselves and their health. Judging from what the youth themselves said, this was certainly the case. They were now more determined than ever to participate in society, and advocate for their own rights.

A major indicator of the success of the leadership training was that the LGBTI youths were inspired to initiate their own activities. The young people interviewed revealed that they had come up with a separate group of transgender youths. This group, although still initially meeting at the GALZ office, as a “product” of the SAIH programme, was made up of young transgender people who wanted to eventually create an organization of their own for transgender people. This group said they had realized that there was a gap in how issues for transgender youth were being addressed in the broader LGBTI interventions at GALZ. They wanted to support each other, as a number of them were considering undergoing hormone replacement therapy with a view to eventually seeking sex change operations. In addition, a separate group of youths had also created their own arts organization, which focused on facilitating those youths interested in music, visual arts and other art forms with support and encouragement to pursue their own dreams.

The career guidance and business training has also been important with regards to employment and other economic activity. A number of youths had dropped out of school or not performed well. However, after the career guidance sessions, they were keen to retake examinations and improve their careers and future business prospects. Others had used the information gained in the career guidance sessions, taken it further, and initiated small businesses, all with assistance from GALZ. In Bulawayo, some youths had started a candle-making business. In Harare, one youth had started a “greenhouse” tomato project. Other youths had started a chicken project at the GALZ office and yet another had opened a hair salon.

Result 3: Informing and educating about sexual identities

GALZ had chosen to develop resources and materials on sexuality for young people in a participatory and empowering manner. The youth were in particular excited about a publication, “Out in Zimbabwe” as this publication allowed the youth to write their own stories, in their own words. By sharing their stories, and seeing the actual publication in print, they reported that this was an affirmation of their roles as trailblazers and agents of change.

GALZ has developed various materials and while most of these were designed with young people in mind, it had also become useful for a broader part of the society. This is of importance, as the Zimbabwean society is under-informed on issues of sexual orientation and gender identity. The material was, as we saw in South Africa, in particular important for the LGBTI youth’s parents. As one youth commented, *“the materials that GALZ developed have been useful because my mother takes time to read the leaflets I take home. IT helped my mother understand me better, and even though I did not openly tell her that I am gay, I can see that she now understands that I am different, and every time I bring a publication, she is quite keen to read it”*.

The challenges of stigma and discrimination tend to be more pronounced when the youths are in new areas, or when they were exposed to people who do not know them. This supports an earlier assertion of this evaluation, that a lot of the stigma and discrimination against LGBTI right is prejudiced, and rooted in ignorance and misinformation.

Recommendations to GALZ and SRC

- There is need for both SRC and GALZ to increase their reach to outlying areas. Their current focus and presence in the major cities entrenches the idea that LGBTI rights are a foreign concept, only occurring in cities where people have been “tainted” by western influences.
- In order to reach youth who may not want to come to GALZ’s and SRC’s offices for information, there is a need for their books and digital libraries to be made available online. Further, given the security risks associated with both the SRC and GALZ offices, it would be safer for most of the publications to be available virtually. Neither of the organizations has active web pages, and explain this as in some part deliberate, for security reasons. Even so, a balance must be struck between security concerns and the need to make their information electronically available to reach wider audiences who might otherwise be excluded.
- SRC needs to undertake more comprehensive baseline surveys to inform its programmes. The lack of a thorough baseline study probably explains why the sexuality education training in teachers colleges failed.²
- Given concerns about alcohol and substance abuse, and risky sexual behaviour, there is a need to invest in more comprehensive therapy for LGBTI youth, through the provision of both group therapy and individual therapy sessions, facilitated by a counsellor. The current situation, where the programme coordinator is also the counsellor [GALZ], means that one individual is overburdened. There is also a growing risk that this single counsellor will burn out.
- GALZ and SRC need to collaborate better. In the evaluation, it emerged that SRC was not aware of the work done by GALZ in Bulawayo.

4 Results at a programme level

4.1 Positive unintended results

The SAIH programme was designed to raise awareness of and help realize the rights of LGBTI youths in Southern Africa. The activities designed and partners chosen to undertake this work were carefully selected towards achieving this goal. In meeting its intended outcome, the programme has been a

² SRC was to develop a sexuality education curriculum for teachers, secondary schools, youth organisations and the junior councils. The work was to be focused in the geographical area of Bulawayo city; with a view to impacting the whole of Zimbabwe. The identified institutions were Hillside Teachers’ College and the Bulawayo Polytechnic, both state tertiary education institutions. The project was unsuccessful, and the major reason for the failure was an ill-informed baseline. The institutions targeted in the project are both state institutions, and generally state institutions discriminate against LGBTI persons under the guise of the law, backed up by culture and religion. An adequate analysis of the context would have revealed that it would be difficult, if not impossible; to bring sexuality and sexual orientation and gender identity issues into the curriculum of state education institutions.

relative success, with no negative unintended consequences. Two positive unintended consequences, deriving directly from the programme, are worth mentioning:

- Through the activities and support from SAIH, the partner organizations in Southern Africa have become important – and rare – **safe spaces** for the LGBTI youth in Southern Africa.
- The SAIH-funded programme has **inspired former participants to start-up new, complimentary initiatives or organizations**, working for the rights and needs of LGBTI Youth throughout Southern Africa.

4.2 Enhancing the rights of LGBTI youth in Southern Africa

It is the firm impression of this evaluation that the SAIH programme has contributed immensely to the human rights situation of LGBTI youth in the region in general.

SAIH's programme has helped facilitate more and better conversations within the LGBTI communities over issues that affect young LGBTI persons, including how best to claim and exercise their human rights. LGBTI issues in Zimbabwe and South Africa has traditionally been considered a "*middle class, predominantly white male issue*". However, with the start of the SAIH programme, there is an increase in the visibility of young, black LGBTI youths coming out and participating in the important discourse.

An important contribution of the SAIH programme has been to enhance the visibility of LGBTI issues, with particular focus on the youth's rights. And, as a reflection of the enhanced visibility, another important outcome of the SAIH programme is that the discourse on LGBTI issues now seems to be moving from being restricted to the domain of sexuality, to being integrated in the broader human rights discourse. This is consequently raising LGBTI youth rights, as a matter of human rights, for ordinary young Zimbabweans and black South Africans.

The SAIH programme has also contributed to the first steps being taken towards establishing a regional network of organizations working with LGBTI questions and LGBTI youth rights. Establishing a network seem to have some mixed challenges, however the organizations interviewed in all three countries stated that they believe that with proper support and continuation of the programme, a regional network of organizations that work with LGBTI youths could be created and sustained. The SAIH partners could take the lead and ensure that LGBTI organizations do not remain excluded from civil society in general, and from the mainstream human rights movement in particular.

The documentation and resources generated by all the organizations under the SAIH programme have also had an impact on the broader human rights situation, as these publications show that LGBTI youths have rights just like any other person. The stories shared prove that LGBTI issues are not just about sexual orientation and gender identity, but also about core human rights issues, such as equal rights to health services. In all the three countries the questions of the rights of transgender and intersex youth's rights to gender (re)assignment surgery at the state's expense are one of the key human rights issues emerging. As of today, transgender youth do not have that option, except from South Africa.

In sum, from the evaluators' assessment, the SAIH programme has been critical in bringing the LGBTI rights discussion into the broader human rights movement. Again, South Africa is most "advanced" regarding openness towards LGBTI people's rights. GALA, for example, has done significant advocacy work on these issues towards the government. While a number of civil society organizations in particular Zambia and Zimbabwe were still reluctant to talk to and work with the LGBTI organizations; a

number of human rights organizations were beginning to come forward to support the work of LGBTI groups as well. ZLHR in Zimbabwe, for instance, has come out in support of GALZ. There also seems to be a move amongst the women's organizations to embrace some of the initiatives by the LGBTI groups in all the three countries, as women and LGBTI persons seem to be subject to many of the same discriminations by the patriarchal hetero-normative society, in particular in Zambia and Zimbabwe

In view of all this, the evaluators note the importance of the SAIH programme not only to the LGBTI communities, but also to the broader regional human rights discourse and the potential to influence this regional discourse towards giving equal voice to all human rights issues in the region.

4.3 SAIH's added value to partner organizations

- SAIH is perceived as a **partner that involves and treats the partner organization with equal and mutual respect**. This creates a necessary trust and space for the partner organization, which in turn motivates them to go the extra mile in order to deliver, learn and improve their work. The evaluation team recommend SAIH to use this added value to continue, and even try to strengthen, their work in mainstreaming LGBTI issues and rights towards other partners (or SAIH programmes) in Southern Africa.
- SAIH gives partners the opportunity to **explore new and innovative ways of dealing** with complex and difficult tasks, in particular through the money stream "pilot funding", which is more or less absent among other donors. As the evaluation team observed, TBZ was a direct beneficiary of this process
- SAIH is a quality assurer for small, new, non-mainstream and up-and-coming organizations. As such, **SAIH serves as a door opener for new civil society voices**. SAIH holds the unique position of being a "first mover" and may take lead roles in initiating new and innovative change processes, like strengthening the rights of LGBTI youth in Southern Africa.
- Through the SAIH programme, organizations such as GALA and GALZ have become **more open and friendly towards youth**
- **SAIH also facilitated cross-cultural learning for the partner organizations** under the programme. Organizations in the three countries where the programme was being implemented were able to network, share experiences and provide solidarity and support to each other. This enabled the regional solidarity amongst the LGBTI communities to grow.
- SAIH let the implementing organizations take the lead in designing the programme according to their contexts. In this kind of sensitive work, such flexibility is perceived as important
- **The implementing partners had also carried the flexibility of SAIH into their programmes**. For example, while indicating what would be done in each year in the log frame, there was still room for the programme partners to influence what activities would be done under the SAIH programme, and even for individuals to have their say in the design and implementation of their organization's activities. For example the sporting and recreation activities in Zambia were introduced at the request of the LGBTI youths participating in the leadership trainings.

5 Recommendations for further development of the programme

This evaluation encompasses the first four-year-period of cooperation and support between SAIH and the LGBTI organizations in South Africa, Zambia and Zimbabwe. The evaluation reveals that there still exists extreme sensitivity on the issue of LGBTI in the region. In view of that, it takes time to turn the tide and set broader shifts in attitudes in motion. It is our view that in order to achieve the ultimate goal of living in an all-encompassing situation of full tolerance and acceptance, regardless of sexual identity, such a profound change in attitudes will be required.

At the same time, the evaluators were also struck by the optimism, and the LGBTI youth's excitement about their own experience in making a difference in contributing to such a change in a broader public opinion. In this regard, we find it important to stress the differences between the three programme countries. We believe that only South Africa is ahead in moving towards a shift in mentality and that a further development of the programme shall look upon the potential this might entail for Zambia and Zimbabwe.

Another important issue for a further development of the programme is to include the challenges of urban vs. rural contexts. While at least pockets, or segments, within the urban settings are typically more modern; also in attitudes and non-discrimination, rural areas are slower in adopting these changes. As there are few shelters and support for LGBTI youth in rural areas, SAIH should at least consider this situation in further development of the programme.

In sum, it is our view that ambitions regarding changes ought to be kept low and that support and cooperation with LGBTI organizations in Southern Africa must continue. As in many other fields, but perhaps in this more than in any other, change will only come slowly. Dramatic improvements or any other huge results must not be expected within only one five-year programme cycle.

In view of this, our prime recommendation is to extend and continue this contact, cooperation and support, for at least one more programme period.

5.1 Recommendation for programme set-up

Based upon experiences from the first programme period, the evaluators recommend that following issues are integrated in a potential, future programme

- SAIH should make an effort to ensure that the work of its partner organizations within southern Africa addresses human rights as indivisible and inalienable; so that work with LGBTI youths is not perceived as, or implemented separately from the core work of human rights. One of the challenges of collaborating with other civil society organizations, even the so called progressive human rights organizations, is that many of them do not want to openly associate with LGBTI organizations, in particular in Zambia and Zimbabwe. As observed by the GALZ staff, even among the SAIH partners in Zimbabwe, the collaborations and networking were usually agreed to on paper but then just did not happen in reality. There is an unspoken consensus that while LGBTI organizations may be supported as part of the human rights movement; in reality very few organizations see the significance of incorporating the concept of indivisibility of human rights, which would require that LGBTI issues be part of the general human rights discourse. It

was apparent that while GALZ and SRC are considered active members of the human rights movement and part of the broader civil society, they had little support in the quest for recognition and respect for LGBTI persons' claim for equal rights. The evaluators noted that what other stakeholders really meant when talking about "collaborating" with the LGBTI groups was that they occasionally invited them to participate in their events. In reverse, however, few events hosted by LGBTI groups were attended by other CSOs.

- SAIH should develop a Theory of Change (ToC) that describes the logic and expected processes on how educational material may lead to change on the ground. This ToC should be reflected in the partner organizations' work on this issue. There seem to be a potential of improving the awareness and strategies on how various material that is targeted towards teachers may actually lead to changes.
- In their current budgets, the need for safe space may impose a heavy burden on the LGBTI organizations in Southern Africa. SAIH should therefore consider increasing its contribution earmarked for (internal) organizational development; including team building and staff salaries to better equip the organizations to fulfil the mandate of providing safe spaces for LGBTI youth. There may also be a need for SAIH to specifically fundraise for the LGBTI organizations to actually buy their offices or whole buildings with sufficient space for such centres / safe spaces, as those that were renting their spaces were continuously at risk of being evicted once the owners of the properties knew what they were being used for.
- SAIH gives partners the opportunity to explore new and innovative ways of dealing with complex and difficult tasks, in particular through the money stream "pilot funding", which is more or less absent among other donors. As the evaluation team observed, TBZ was a direct beneficiary of this process. In view of this, SAIH is encouraged to continue to invest in new and innovative ideas for the enhancement of youth human rights

Annex 1: Interview list

Date of Interview	Type of Interview	Interviewees	Organization
21 May	Individual Key Informant [IKI]	Tash	GALZ Youth Programme Coordinator
21 May	Beneficiary Focus Group Discussion [BFGD]	Tiara	GALZ Members – also group that has formed organization for Transgender youths
		Chihera	
		Paris	
		Lyn	
22 May	IKI	Chester	GALZ Executive Director
26 May	Staff Interview	Tash	GALZ staff
		Munya	
26 May	BFGD	Stan	GALZ members
		Rody	
		Tiara	
26 May	IKIs	Tinashe	GALZ Members
		Chihera	
28 May	IKI	Nombulelo	Sexual Rights Centre- Programme Coordinator
8-10 June	Staff Interview	Anthonio	GALA
	Staff Interview	Johan	GALA
	IKI	Tino	Intern/former participant GALA
	IKI	Thembelihle	former participant GALA
	IKI	Gabrial	HIVAS
	IKI	Finn	Unesco project
	BFGD	5 people (anonymous)	GALA beneficiaries
	IKI	anonymouse	GALA beneficiary
	IKI	Khosi	worked on a GALA project
	IKI	Katlego	GALA beneficiary (former participant)
11 June		Ron Adinald	Department of Social Development, University of Cape Town
11 June	IKI	Miles	trans youth
12 June	IKI	Nadia Sanger	Western Cape University
12 June	Staff focus group interview	Busi, Sibusiso and Immaculate	Gender Dynamix
16 June	Staff Interview	Tamika – Gender and Advocacy Officer	Trans Bantu
		Misozi - Counselor	
		Stephanie – Project Manager	
17 June	Collaborating Organization		Friends of Rainka

17 June	IKI	Stephanie	TBZ
17 June	BFGD	Chisha Mwila	TBZ Members
		Chisaza Musonda	
		Kanyanta Kakana	
		Taonga Thomas Tembo	
		Eddy Mambwe	
		Terry Munansanga	
18 July	Collaborating Organization	Namakhanda Simamuna	Centre for Reproductive Health Education formerly Youth Vision - Zambia
18 July	Collaborating Organization	Womba	Generation Alive
21 May	Former SAIH Staff	Kjersti	Former SAIH staff

Annex 2: Interview guide

PARTNER ORGANIZATIONS

Respondent	Aspects to be Addressed	Specific Questions
Partner Organizations	About the organization	<p>What are the main reasons for the existence of your organization?</p> <p>What do you enjoy most about being part of the LGBT community?</p> <p>What are the main challenges related to the operations of your organization?</p> <p>What is the most important area for improvement internally in your organization?</p>
	<p>Results achieved in the programme</p> <p>(Aim: To document results achieved in the programme period 2010-2014)</p>	<p>Which of the planned activities have you undertaken so far?</p> <p>Which of the activities or elements of the programme have been of importance in order to create a change in LGBTI Youth's rights?</p> <p>What were the successful activities you undertook under the programme? And what are the reasons for them being successful?</p> <p>Which activities did you fail to undertake?</p> <p>Did you experience any challenges in implementation of your activities? If so, what were these challenges and how did you mitigate them?</p>
	Relevance of Support Received in the context	<p>Why is it important to work with the rights of LGBTI youth in your country?</p> <p>What do sexual minority youth fear most?</p> <p>What are the main challenges related to the rights of LGBTI youth in your country? How do this programme respond to these challenges?</p> <p>With regards to meeting these main challenges, can you please elaborate on the</p>

		<p>relevance of the programme activities?</p> <p>Do you believe the SAIH interventions complement or compete with other LGBTI initiatives in your country?</p> <p>Would you recommend any changes in order to improve the SAIH-funded programme? If yes; what are the changes you would recommend?</p> <p>How has the SAIH support been of importance to your institution?</p> <p>Has the financial and other support that you have received from SAIH so far enhanced the activities and outputs you anticipate?</p> <p>Does the SAIH funding differ from other funding opportunities? If yes, tell us how?</p>
	Relevance of Programme to the Partner	<p>Why do you want to collaborate with SAIH on LGBTI rights issues?</p> <p>How relevant do you think the work of the SAIH programme is both to your own organization's work and as part of the broader human rights movement?</p> <p>In what ways has the programme enhanced your work as an organization? Give reasons.</p> <p>Do you think that the programme / project that you are part of has enhanced the relevance and visibility of the issues that you as a partner organization work on? If so, in what ways?</p>
	SAIH added value to the Partner organization's work	<p>What do you think has been the added value of your collaboration with SAIH?</p> <p>Regarding your organization's target community, what do you think has been the added value of your collaboration with SAIH?</p> <p>What value do you see in continuing with the SAIH programme in your context?</p>
	Unintended consequences of	<p>Are there any unintended consequences – positive or negative – from the partnership</p>

	partnership	with SAIH? If yes, please elaborate. In order to avoid (or enhance, if positive) these consequences, what would you do differently in implementing a similar programme?
	Recommendations to SAIH and the programme	In view of your recent reflections, what would your recommendations to SAIH be in relation to the unintended consequences?

BENEFICIARIES

Beneficiaries	Results – what was done	<p>Tell me about the activity you were partaking in this programme?</p> <p>Why did you choose to participate?</p> <p>Has the activities in any ways helped you, and if so, how?</p> <p>Through your participation, did you feel that you could influence the programme and that you could have steered the intervention in a different direction?</p>
	Relevance of the programme in the local context	<p>What do you enjoy most about being part of the LGBT community?</p> <p>What are the main challenges that you face in your everyday life due to your sexual identity?</p> <p>What do you fear most?</p> <p>Why is it important to work with the rights of LGBTI youth in your country?</p> <p>What do you believe are the main challenges related to the rights of LGBTI youth in your country?</p> <p>Are the activities relevant to the challenges related to the Rights of LGBTI in your country?</p> <p>Who do you believe has benefited the most from the activities, and why?</p>

		How can this activity programme be even more relevant to the situation in your country?
	Relevance of the programme to the situation of beneficiaries' human rights	Do you think this programme has helped improving the human rights situation for LGBTI youths in your country?
	Added value of SAIH's contribution to LGBTI issues	Does the GALA programmes differ from other interventions on the rights of LGBTI youth? If so, how?
	Recommendations to SAIH and partner organizations for future work	How can the programme or activity be improved?

STAKEHOLDERS

Stakeholders	Needs assessment on the rights of youth	Why is it important to work with the rights of LGBTI youth in your country?
		What do you believe are the main challenges related to rights of LGBTI youth in your country?
		What do you believe that sexual minority youth fear most?
	Need of collaboration?	Why is it important that LGBTI organizations work with the situation of the youth?
		How is your organization collaborating with other LGBTI organizations in general, and the partner organization in particular?
		How do you perceive the collaboration with the broader LGBTI movement and the human rights movements in your region? Challenges? Strengths?
	Results – what was done	What are the main challenges related to the operation of LGBTI organizations?
		What are the strengths of collaborating with others?
		What are your thoughts about this SAIH-funded programme?
		Did you participate or collaborate in any of

		<p>the activities?</p> <p>Have you ever collaborated with the partner organization? If so, on what sort of activities?</p> <p>Do you consider any of these activities successful? Give reasons for your answer?</p>
	Relevance of the programme in the local context	How well does the programme relate to the challenges of LGBTI youth in your country?
	Relevance of the programme to the situation of beneficiaries' human rights	How well does the programme relate to the LGBTI youth's human rights situation?
	Added value of SAIH's contribution to LGBTI issues	<p>Does the SAIH programme differ from other interventions on LGBTI Youth's human rights in your country? If so, how?</p> <p>Has the SAIH programme managed to improve the situation for LGBTI youth with regards to their human rights?</p>
	Recommendations to SAIH and partner organizations for future work	What would your recommendations be to SAIH for future interventions?

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