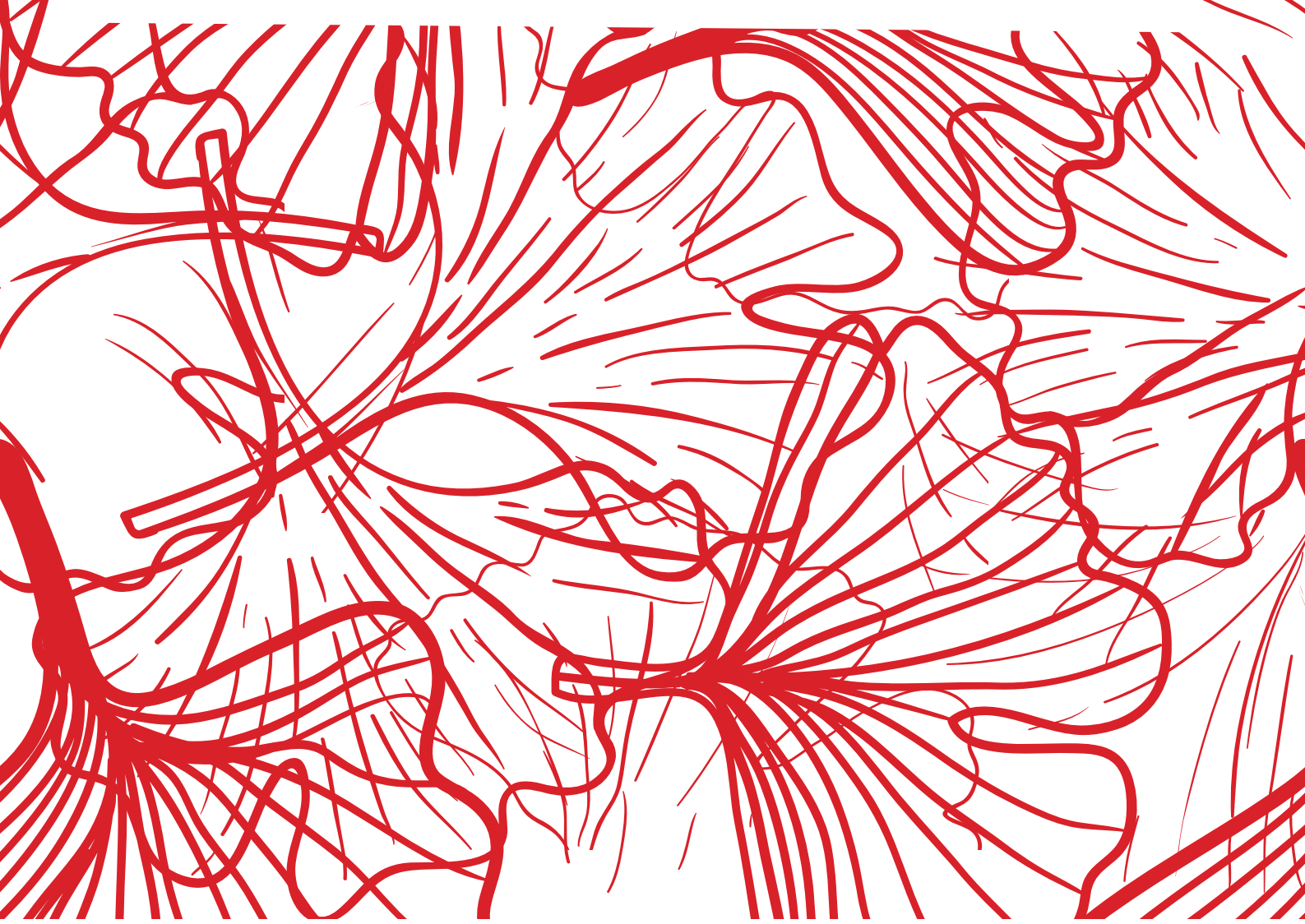


DECENT WORK FOR WOMEN

Uganda Case Study



End-Term Evaluation of the
Citizen Agency Consortium
Decent Work for Women Program





**END-TERM EVALUATION CITIZEN
AGENCY CONSORTIUM – DECENT
WORK FOR WOMEN
COUNTRY REPORT – UGANDA-FINAL VERSION**

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ACRONYMS

AMwA	Akina Mama wa Afrika
CAC	Citizen Agency Consortium
CBA	Collective Bargaining Agreement
CDI	Centre for Development Innovation
CSOs	Civil Society Organisations
CSR	Corporate Social Responsibility
DMEL	Designing, Monitoring, Evaluation and Learning
DW4W	The Decent Work for Women
EKN	Embassy of the Kingdom of the Netherlands
ETE	External End-Term Evaluation
FGD	Focus Group Discussion
FIDA	Uganda association of women lawyers
HR(M)	Human Resources (Manager)
IIED	International Institute for Environment and Development
L&A	Lobby & Advocacy
MADM	Multi-Attribute Decision Making
MAI	Multi-Actor Initiative
MFA	Ministry of Foreign Affairs
MSP	Multi-Stakeholder Partnership
NGOs	Non-Governmental Organisations
NL	Netherlands
OECD/DAC	Organisation for Economic Cooperation and Development/Development Assistance Committee
ToC	Theory of Change
ToR	Terms of Reference
UFEA	The Uganda Flower Exporters Association
UHIPAWU	Uganda Horticultural Industrial Services Provider and Allied Workers Union
UWEA	Uganda Worker's Education Association
NOPE	National Organisation of Peer Educators

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Executive Summary

The Citizen Agency Consortium (CAC), consisting of Hivos, commissioned this end term evaluation (ETE) the International Institute for Environment and Development (IIED) and Article 19 as part of the five-year CAC strategic partnership with the Dutch Ministry of Foreign Affairs under the Dialogue and Dissent framework (2016-2020). The Decent Work for Women (DW4W) project is being implemented in Eastern and Southern Africa (Kenya, Uganda, Rwanda, Tanzania, Ethiopia, Zimbabwe, Malawi and Zambia) and in the Netherlands. The programme focuses on fair wages, safety and security at the workplace, good working conditions and participation in decision-making, in particular targeting women, in the horticulture sector. The objective of the evaluation was to assess the effectiveness, relevance, sustainability and efficiency of the program as it relates to changes in capacities for Lobby and Advocacy (L&A), changes in agendas, policies and practices of government and market actors depending on the specific theory of change (ToC) of the programme). The ETE consisted of a number of separate but related evaluations and sought a balance between Learning and Accountability purposes. In line with the programme's focus on capacity development, the evaluation was designed to maximize learning. It facilitated learning by actively involving partners and project teams throughout the evaluation process. It is expected that the CAC member organisations as well as partner organisations will be able to use it for strengthening their future advocacy efforts. The CAC will also use the findings of the evaluation to account for the implementation of its programme both upwards to the donor agency (Ministry of Foreign Affairs) as to programme stakeholders.

In view of the outbreak of the Corona Virus (COVID-19) pandemic globally and the subsequent adoption of travel restriction and other measures including social distancing, the approach to the methodology and data collection techniques had to be adapted to conform to these restrictive measures. Bilateral visits of a half-day to four of the five partner organisations¹ to discuss their involvement in the programme and to develop a timeline of the (L&A) activities implemented. Interviews with staff involved in project implementation and with leadership were also conducted. Only UFEA, AMwA, FIDA, UWEA, 2 schools and 3 flower farms were visited before the enforcement of social distancing regulations and COVID-19 related restrictions. As a result, the remaining partner organisations were not visited but contacted by telephone. Creative workshops could not be conducted as planned due to restrictions as a result of the COVID-19 pandemic. Instead, contribution analysis for a selected number of outcomes was done individually to assess relevance, quality and effectiveness of the capacity development support provided by the programme and to discuss efficiency issues related to programme implementation. Focus group discussions were carried out to depict key programme-related processes, explore outcomes of the programme interventions and assess the programme's contribution to stated outcomes. Semi-structured interviews were organised with other actors and external stakeholders relevant for the outcomes selected.

The interventions in Uganda are part of the broader women at work campaign implemented by Hivos since 2012 with various partners in the East African region and beyond. The campaign was designed to make the horticulture sector value chains more gender inclusive by causing changes in the wages, safety and security of female workers in the value chains. These interventions, targeting flower farms and allied state and non-state institutions are being implemented through the following projects:

¹ The five organisations were: The Uganda Flower Exporters Association (UFEA); Akina Mama wa Afrika (AMwA); Uganda Worker's Education Association (UWEA); National Organisation of Peer Educators (NOPE); Uganda Association of Women Lawyers (FIDA-Uganda)

Blooming workplaces and communities project, Women's leadership project and Enhancing Access to Justice project. The DW4W programme has been highly effective in realising the planned outcome, and important changes were obtained at the level of commercial farms, and women workers. The evaluation found that the program is relevant as it is addressing the needs identified in the baseline study and the prevailing contextual framework. The choice of strategies and implementing partners was also relevant in meeting the objectives of the program.

The evaluation team concluded that the W@W campaign contributed partially to the adoption of the gender sensitive policies and practices at the farms visited and to the development of the SH policies on some flower farms. What is significant however is that the campaign through its various partners was credited with contribution to catalysing the implementation of the existing policies by ensuring that responsive practices like breast feeding time, promotion of women to leadership positions, respecting the right to maternity leave among others are respected. There is increased awareness on understanding of the national labour laws and good labour practices, sexual harassment in the workplace, among employers and workers; workplace policies have been developed and gender and steering committees established. Because the workers had also been trained and were empowered, they demanded for these rights and also caused management to comply. It was observed that the contribution of W@W was not significant neither was it sufficient in causing Wagagai to be an ambassador for the living wage. However, the participation of Wagagai in the living wage lab could have contributed to encouraging them to adopt a living wage. The contribution of the W@W campaign to the passing of the Minimum Wage Bill was low. The campaign's contribution to the formation of the Workers steering committees was high and this played a significant role in the creation of the workplace committees so as to handle issues of sexual harassment among others. However, there are questions over the sustainability of the workers steering committee, which was a creation of the campaign amidst the multiplicity of already existing committees. The programme did not have the intended significance on policy and legislative frameworks of government mainly because there was not much engagement of government departments on policy development during its implementation. The L&A component targeting government were somehow limited and not much has been achieved in that regard so far.

As part of the recommendations there is need for more cohesion among partners, as they seemed to work in isolation. There is also need for collaboration in the implementation of sexual harassment and related policies as well as embedding them into the CBA at the JNC level to enable the enforcement of these policies and monitor their implementation. Coping mechanisms at community level must be enhanced so as to prevent cases of sexual harassment or to protect victims of sexual harassment. That role can be integrated with CLV, local community leadership and the gender committees but does not need to be limited to them. There is evidence of IEC materials as well as the policies developed in both English and vernacular languages, workers indicated that there is need for wider distribution to reach all workers. Engagement of government actors need enhancement and partners need to lobby for the financial sustainability of government's involvement. Finally, EKN has to be more involved in the implementation of the W@W campaign with clearly communicated roles and outputs, and specific allocation of embassy staff to the needs of the campaign at the embassy with whom the partners would communicate and coordinate with as it was observed that it was underutilised in the campaign in Uganda.

1. INTRODUCTION

1.1. Context and subject of the evaluation

The Citizen Agency Consortium (CAC), consisting of Hivos, the International Institute for Environment and Development (IIED) and Article 19, has commissioned an external end-term evaluation (ETE) of the five- year CAC strategic partnership with the Dutch Ministry of Foreign Affairs under the Dialogue and Dissent framework (2016-2020). This ETE consists of a number of separate but related evaluations.

The Citizen Agency Consortium Strategic Partnership programme focuses on strengthening the lobby and advocacy (L&A) capacities of civil society partner organisations in countries in East & Southern Africa, Southeast Asia, and Latin America as well as at global level, and - together with these civil society partner organizations - on achieving lobby and advocacy goals (influencing policies and practices of market and government actors) in four specific thematic areas. The Decent Work for Women (DW4W) programme is implemented in Eastern and Southern Africa (Kenya, Uganda, Rwanda, Tanzania, Ethiopia, Zimbabwe, Malawi and Zambia) and in the Netherlands. The programme focuses on fair wages, safety and security at the workplace, good working conditions and participation in decision-making, in particular targeting women, in the horticulture sector.

1.2. Objectives of the evaluation

The ETE is organised in line with the Partnership Agreement between the Citizen Agency Consortium and the Ministry of Foreign Affairs of the Netherlands. The responsibility for this evaluation lies with the Citizen Agency Consortium and is commissioned by Hivos.

This evaluation will seek a balance between Learning and Accountability purposes. In line with the programme's focus on capacity development the evaluation is designed to maximize learning. It will facilitate learning by actively involving partners and project teams throughout the evaluation process. It is expected that the CAC member organisations as well as partner organisations will be able to use it for strengthening their future advocacy efforts. The CAC will also use the findings of the evaluation to account for the implementation of its programme both upwards to the donor agency (Ministry of Foreign Affairs) as to programme stakeholders.

The objective of the evaluation is to assess the effectiveness, relevance, sustainability and efficiency of the program. These evaluation criteria relate to the changes the programme has contributed to:²

- in capacities for Lobby and Advocacy of (Southern) partner organisations,
- in agendas, policies and practices of government and market actors (and possibly other actors, depending on the specific ToC of the programme).

The review process goes through different stages: (a) Inception stage during which a full-fledged review plan (Inception Report) will be developed that is accepted and internalised by the consortium; (b) desk research; (c) primary data collection mainly through 4 case studies; (d) consolidated

² In the following sections we will argue that it may be worth extending the scope of these criteria to how Hivos & IIED themselves have through the programme been able to strengthen their own capacity of L&A on Decent Work for Women in flower industries, and likewise agendas, policies and practice may extend to state, civil society, corporate sector, family and all spaces in between.

analysis, reporting and debriefing. The entire review process is expected to be completed by 1st May 2020.

1.3. Approach and methodology of the field visit

In view of the outbreak of the Corona Virus (COVID-19) pandemic globally and the subsequent adoption of travel restriction and other measures including social distancing, the approach to the methodology and data collection techniques had to be adapted to conform to these restrictive measures. The imposition of the COVID-19 restriction occurred whilst the field visits and data collection process were in progress and hence there was no time for a review of the methodology. This section will outline the methodology and data collection methods used and highlight the adjustment made to conform to the restrictive measures to curb the spread of COVID-19.

Creative workshops: The creative workshop could not be conducted as planned due to restrictions as a result of the COVID-19 pandemic. Instead, the following had to be conducted individually: (a) prepare the contribution analysis for a selected number of outcomes, (b) to assess relevance, quality and effectiveness of the capacity development support provided by the programme and (c) discuss efficiency issues related to programme implementation. As a result, the group dynamics that project the relationships among stakeholders in the project could not be drawn out and analysed. At the end of the evaluation visit, a half-day restitution workshop was conducted online with representatives of Hivos and implementing partners to discuss the preliminary findings and recommendations. All implementing partners with the exception of UHISPAWU attended the workshop.

Bilateral visits of a half-day to four of the five partner organisations to (1) discuss their involvement in the programme (2) develop a timeline of the (A&L) activities implemented. Interviews with staff involved in project implementation and with leadership. Only UFEA was visited before the adoption of COVID restrictions. The rest of the partner organisations were not visited but contacted by telephone.

In addition, **semi-structured interviews** were organised with (other) actors and external stakeholders, relevant for the outcomes selected. Resource persons included local partners, human resource or CSR managers of horticulture farms, sector and export organisations in the horticulture sector, employers' associations, government officials, and some external resource persons with knowledge of the issues at stake like journalists, professors/researchers, etc. However not all interviews could be conducted face to face due to the COVID pandemic restrictions. A few partners (UFEA, EKN) were interviewed face to face whilst the majority were interviewed online and using telephone interviews (See Appendix 9.3). Once again, this adaptation limited the study and could not capture the group dynamics and interactions that are important in the analysis.

Focus group discussions were carried out to depict key programme-related processes, explore outcomes of the programme interventions and assess the programme's contribution to stated outcomes. Different FGD were organised at the level of the commercial farms visited, involving farm management, women workers' committees and workers' committees.

1.4. Limitations of the evaluation

The lack of a consolidated report at country programme level complicated the assessment of the progress of implementation and its results. No specific outcome indicators were formulated at country level (other than the general indicators used to account to the Ministry of Foreign affairs and the project indicators such as Women Leadership and Blooming Workplaces). Specific output indicators are included in the project contracts and project reports of each of the different implementing partners, but a consolidated overview at country programme level does not exist. The evaluators used the programme ToC to reconstruct the programme interventions at country level and to identify the different domains of change for which results could be assessed. Furthermore, the baseline study does not provide hard data on the working conditions in the horticulture farms, which made it difficult to assess progress against the baseline data.

The evaluation took place during the start of the COVID-19 responsiveness period in Uganda. The country was starting to adapt to various measures to address its spread as such this interrupted the planned methodology to the extent that the evaluators could not conduct the creative workshop owing to restrictions pertaining to meetings and gatherings.

Because of the limited time of the evaluation, it was not possible to travel long distances within the country. Only farms nearby Kampala were visited.

2. DESCRIPTION OF THE DW4W PROGRAMME IN UGANDA

2.1. Brief context description

The horticulture sector in Uganda

Agriculture is a major component of the Ugandan economy that employs most of the labour force and accounts for 26% of the GDP and 54% of the total export earnings in 2019/2020³. The flower sector generated 55million dollars in export earnings in 2018 compared to 40million US dollars in 2015⁴. Flowers and their production are categorised under the horticulture subsector and it is one of the fastest growing segments of the agricultural sector and one that youth and women find attractive. Its attractiveness is premised on its quick maturing products (turnaround times), relatively good returns on investments, low investment capital (flower sector is an exception generally), among others. Uganda's National Development Plan (NDPII) prioritised the flower subsector as one of the 5 top major cash crop export drivers for the period 2015/20.

Employment of Women in Uganda

The agricultural sector is the largest employer in Uganda and women make up the bulk of labourers in the sector. Women dominate the Agriculture sector where they command 70% of the labour force but only 20% are in control of the outputs of their efforts. The NDPII notes that jobs in the skills-based industries of the economy have largely eluded women. The bulk of Uganda's female labour force with lowest education is situated in the lowest paying sectors of the economy. The flower subsector is a classic example of where the bulk of the workers are women, with lowest education albeit positioned at the lowest ranks of the human resources structures. According to UFEA, the flower sector employs over 9,000 people over 70% of whom are women. Studies have alluded to labour rights violations, sexual harassment, and compendium of other ills visited upon female workers in the flower subsector. These inequalities inspired the selection of the flower sector to be a major focus of the decent work for women campaign in Uganda.

Rights of female workers, legal and institutional frameworks

There are various laws and policy frameworks in Uganda that protect the rights of workers and policy frameworks that protect the rights of female workers. Some of which in at the national level are; The constitution of the republic of Uganda (1995), the employment act (2006), the Workman's compensation act (2000), the labour dispute (arbitration and settlement) act (2006) among others. There are international conventions to which Uganda is a signatory that provide for the protection of rights and freedoms of workers and these include Universal declaration of Human Rights (1948) and the Convention on Elimination of all Forms of Discrimination Against Women (1979). There are public institutions mandated to regulate and enforce these rights at the workplaces. The campaign did make efforts to reach out and establish linkages with some of them. These included the Ministry of Labour, Gender and Social Development, the District labour officers (Ministry of Local

³ National budgetary framework paper 2019/20

⁴ https://www.newvision.co.ug/new_vision/news/1516644/uganda-flower-exports-exceed-sh200b

Government), the Kampala Capital City Authority, the equal opportunities commission among others.

2.2. **Presentation of partners implementing W@W campaign**

The Uganda Flower Exporters Association (UFEA)

Established in 1993 as a not for profit organisation, the Uganda Flowers exporters Association (UFEA) is a private sector membership apex body that brings together all stakeholders in the flower industry in Uganda. The purpose for its establishment was to provide market information, build capacity of its members, engage in needs driven research, seek for financial and technical assistance, and advocate and lobby on behalf of the sector. UFEA's members include owners, growers and exporters of 14 cut flowers and cuttings farms. UFEA seeks to reduce incidences of sexual harassment and prevent the spread of HIV/AIDS among workers.

Akina Mama wa Afrika (AMwA)

With its headquarters in Kampala Uganda, this feminist, pan African leadership organisation espouses feminist principles and beliefs anchored in the Charter of feminist principles for African feminists. AMwA envisions a world in which African women have the untethered liberties to participate politically, socially, and economically in a bid to champion changes in their lives and society. AMwA strives to enhance individual and collective leadership of African women. AMwA strives to attain this by forming strategic alliances to tackle patriarchy and attain gender equality and women's empowerment. AMwA believes by achieving this Africa will be more equitable and secure. AMwA's work focuses on four thematic areas which includes; women in power and decision making, sexual and reproductive health and rights, women's economic justice, and violence against women.

Uganda Worker's Education Association (UWEA)

This is a not for profit civil society organisation registered in March 2002 as a company limited by guarantee. UWEA seeks to provide result-oriented education as a means to improving livelihoods of people. It focuses on the provision of education to the formal and informal segments of the economy with a bias to vulnerable groups like women, youth, persons with disabilities and peasants. By so doing UWEA creates a society of enlightened people that can utilize their potential. Key activities undertaken include; trainings, research, dissemination of information, advocacy and networking for workers and environment rights.

National Organisation of Peer Educators (NOPE)

A not for profit organisation established in 2013 that works in public health and social programs, NOPE Uganda focuses on peer centred programs as a means to addressing HIV/AIDS, gender responsiveness programming and combating lifestyle diseases at workplaces. In Uganda the organisation uses the peer education approach to promote health and behavioural change communication targeting youth in workplaces and schools. NOPE envisions a world with health communities and sustained social development by partnering with private sector, public sector and

civil society organisations to develop policies and programs on HIV/AIDS, employee awareness, family planning and sexual reproductive health.

Uganda Association of Women Lawyers (FIDA-Uganda)

Established in Uganda in 1974, FIDA is a feminist non-governmental organisation and professional association for women lawyers. FIDA is an affiliate to FIDA international and associates with other FIDA chapters. The organisation focuses on access to justice for women, enhancing gender responsive governance and women’s social economic justice.

In doing so it is guided by feminist and human rights-based approaches to program development and implementation. As a feminist organisation, FIDA uses multiple strategies in advancing laws and policy reforms for the protection of women including advocacy and public interest litigation. FIDA supports and monitors the government of Uganda through establishing and strengthening sustainable and effective legal and structural mechanisms. FIDA also monitors the justice systems’ adherence to international human rights standards in delivering justice to women.

Uganda Horticultural Industrial Services Provider and Allied Workers Union (UHISPAWU)

This labour union is a member of the National Organisation of Trade unions (NOTU) and collaborates to promote and defend workers’ interests. UHISPAWU has a track record of advocating and defending women’s labour rights in the horticulture sector. UHISPAWU advocates for fair wages and salaries for employees in the horticulture sector as well as decent living and working conditions for farm workers

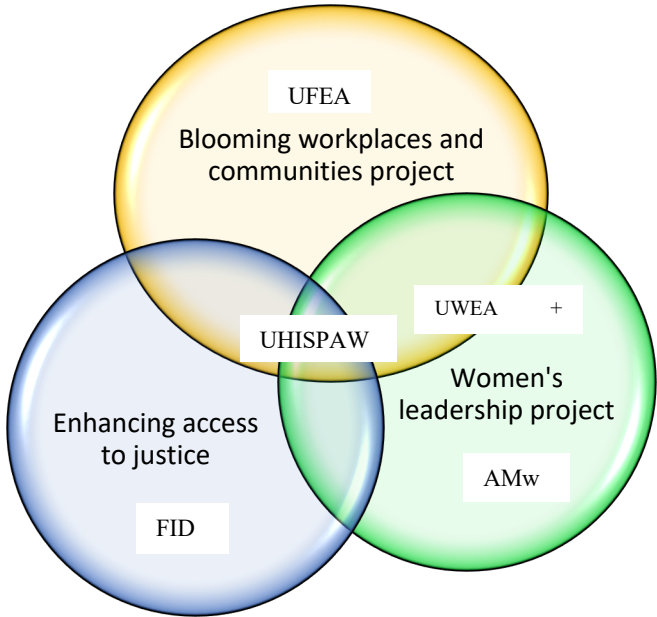


Figure 1: W@W Partners Uganda

2.3. **Projects implemented in Uganda**

Decent work for women Programme in Uganda

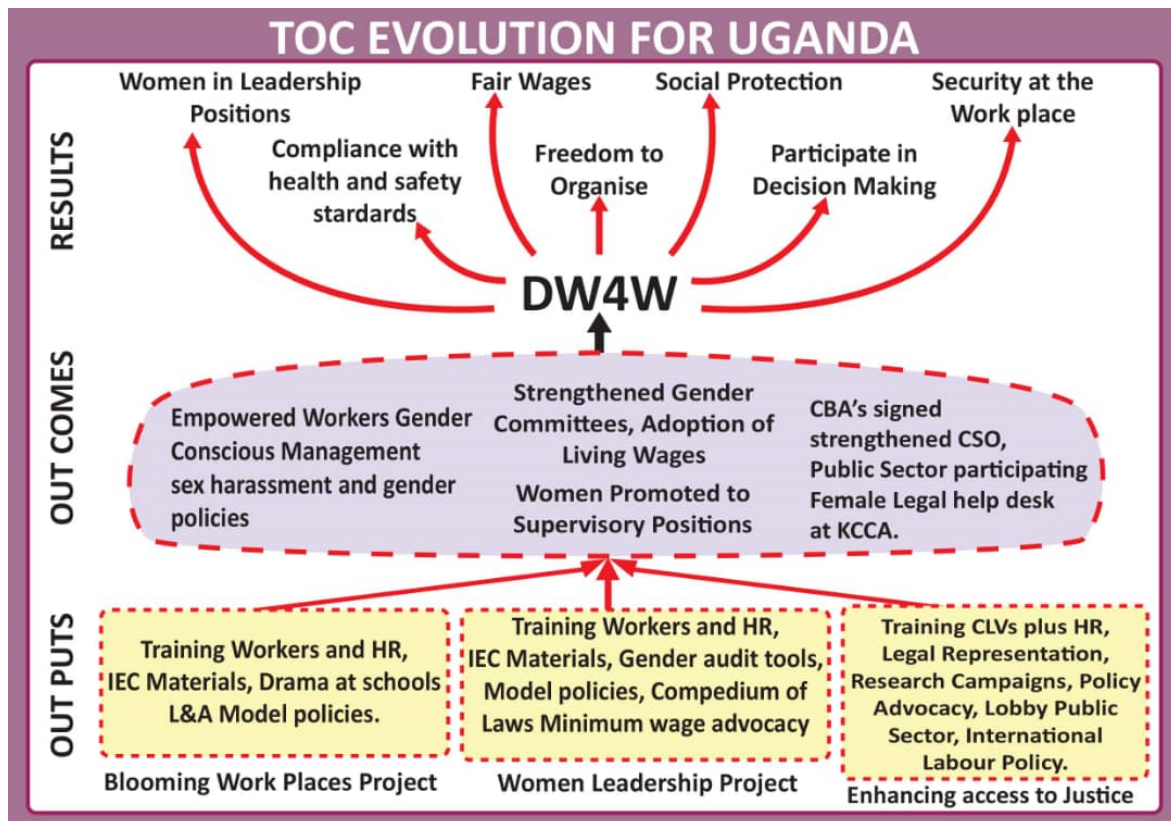
The programme draws from the Dialogue and Dissent Framework (2016-2020) therefore it aimed to recognize that success requires dialogue, cooperation and coordination with relevant stakeholders in order to realise:

1. Changes in policy and practice of government and market actors; and
2. Increased lobby and advocacy capacity of CSOs.

An integral component of the W@W campaign was aimed at awareness raising of women's rights as a way to promote equal opportunities for women in the workplace and address the behaviours and customs that negatively affect women's ability to equitably contribute and participate in society.

Hivos sought to build on previous interventions under the women at work campaign with the new DW4W project 2016-2020. Some of the implementing partners had worked with HIVOS on previous campaigns. A Baseline study in 2016 was carried out and this informed the interventions in the DW4W program. The implementing partners selected and targeted specific flower farms or schools for their interventions. They worked directly or indirectly with the flower farm managers and workers in the course of the execution of their respective projects. The details of the interventions and the targeted flower farms are presented in subsequent sections that relate to the respective program partners.

The interventions in Uganda are part of the broader women at work campaign implemented by Hivos since 2012 with various partners in the East African region and beyond. The campaign was designed to make the horticulture sector value chains more gender inclusive. This by causing changes in the wages, safety and security of female workers in the value chains.



Ugandan ToC adapted from the campaign ToC and findings of the evaluation

The campaign was structured in thematic projects that coalesced partners perceived to have complementary roles for common objectives.

The projects included:

a) The Blooming workplaces and communities project

This is a joint initiative involving Uganda Flower Exporters Association (UFEA), National Organization of Peer Educators Uganda (NOPE), Uganda Workers Education Association (UWEA) and the Uganda Horticultural Industrial Services Provided and Allied Workers Union (UHISPAWU).

It is aimed at promoting a workplace policy and community culture that is responsive to addressing HIV and AIDS as well as sexual harassment at workplaces, in communities and at schools in Uganda. The project focuses on addressing the stigmatizing and discriminatory attitudes and practices faced by women, both in their workplace and at home. By engaging all relevant stakeholders, the partners aim to change behaviour and perceptions in relation to gender equality, sex, sexual and reproductive health rights, HIV and AIDS, and violence against women.

b) Women's leadership project

This is aimed at strengthening the leadership capacities of women workers through targeted training; promoting gender-responsive workplace policies; strengthening the collective voice of women in trade unions for decision making; and influencing national, regional and international processes on gender equality and decent work for women in the horticultural sector through lobby and advocacy. AMwA and UWEA were partners in this project. The project is premised on the belief that by enhancing their leadership skills and opportunities; supporting them to overcome barriers to leadership, confronting limiting attitudes towards women in the workplace, anchoring gender

diversity strategies in a compelling business case, and empowering farms to prioritize gender diversity, women's competence to exercise leadership will be built.

c) Enhancing access to justice project

The project is aimed at promoting decent work for women through improving access to justice for workers whose rights have been violated and strengthening the policy framework protecting workers. The program approach involves the use of evidence-based advocacy and empowerment of workers to champion their rights and negotiate for better working conditions.⁵

Partner	Category	Strength	Flower farms
Uganda Flower Exporters Association (UFEA)	Private Sector Apex Body	Convening power Capacity building of member organisations Lobby and advocacy on behalf of the sector	Aurum Roses UgaRose Jambo Roses Fiduga Ltd JP-Cuttings Wagagai Mayirye Estates Xclusive Cuttings
Akina Mama wa Afrika	Civil society organisation	Capacity building of partners and stakeholders in the horticultural sector Lobby and advocacy at the national and regional level Research, documentation and knowledge creation.	Ugarose Royal Van Zanten Rosebud
Uganda Worker's Education Association (UWEA)	Civil Society organisation	Education/skilling of workers especially the vulnerable groups like women and youth	Aurum roses Royal Van Zanten Oasis Roses Uga Rose Mairye Estates Fiduga
National Organisation of Peer Educators (NOPE)	Civil Society organisation	The comprehensive work place programming model that uses peer educators to promote health of workers at the workplace and in the society/communities	10 schools ⁶
Uganda Association of women lawyers (FIDA-Uganda)	Civil Society organisation	Advocacy for legislative reform to ensure gender justice	Aurum Roses Xclusive Cuttings Rose Bud Royal Van Zanten Mukono and Wakiso
Uganda Horticultural Industrial Services Provider and Allied Workers Union (UHISPAWU)	Trade Union	Workers' rights promotion and defence	All farms excluding Uganda Hortec Ltd

⁵ www.womenatworkcampaign.org

⁶ List of schools in annex

3. ANALYSIS OF EFFECTIVENES

In this chapter we analyse the results according to the different domains of change of the ToC, starting with the changes at the level of business (horticulture firms, standards organisation and retailers) and changes at the level of citizens (leadership amongst women workers, the public, consumers, and media actors). These are followed by changes at government level (Responsible government).

An important tool for monitoring the changes of the programme was outcome harvesting. The evaluators analysed the whole set of reported outcomes so as to gain insight on the types of changes brought about by the programme. Reported outcomes were ordered along the different outcome domains of the ToC. Further, for a number of outcomes, selected during the inception phase, a contribution analysis was applied to provide evidence for the stated outcomes (three colours were used for the final contribution statement: green for high contribution, yellow for moderate contribution and orange for limited contribution). The evaluators also were attentive for capturing unreported or unintended effects of the programme. The findings are described in this chapter on effectiveness.

Nine outcomes were harvested during programme implementation for Uganda by the project implementers. These provide indications of the type of results realised by the programme, as shown in the table below. The outcomes selected for contribution analysis are put in bold.

ToC domain of change	Harvested outcomes	Significance for all results of the Uganda programme
Women empowerment	1. 9 Human resources managers in three countries (also Kenya and Rwanda) developing gender responsive policies and practices ('18) Akina Mama wa Afrika	AMwA activities targeted Ugarose, Royal van Zanten and Rosebud flower farms. AMwA developed a gender audit tool and trained flower farm HR officers on gender responsiveness and leadership. AMwA developed a training curriculum, which they implemented by training human resources officers from 3 flower farms. Model gender equality policy was developed by AMwA and shared with some flower farm managers with the view of encouraging its adoption on the respective farms. At the point of the evaluation, the model policy had not yet been adopted by the farms. Farms had undertaken various gender responsive reforms as a result of the training by AMwA, such as the revision of existing SH policies, mandating gender trainings for workers and exploring options for setting up nurseries for breastfeeding mothers. Evidence in the form of training reports, the model policy shared with some HRMs on the farms interviews with flower farm management and UWEA/AMwA.
	2. 5 flower farms promoted 26 women, all participants in UWEA training, to senior supervisory and supervisory level	UWEA worked in partnership with AMwA on 3 farms on the women leadership project where women were trained on leadership, and their rights and employment laws. UWEA followed up on the trained workers from to encourage them to express themselves and compete for promotion positions. Through the Blooming Workplaces and Communities project,

	positions marking a difference with previous HR practice ('16) UWEA	UWEA worked with UFEA and NOPE on 7 farms and the surrounding communities to further train female workers on women rights, and build a peer-to-peer knowledge dissemination mechanism. The training of the flower farm human resource managers through the 2 projects was also instrumental. See section 3.3.
	3. 2 women workers reported violations of women's rights, including SH, for the first time at farm (UFEA, 2018)	AMwA, UWEA, FIDA & UFEA provided training that addressed sexual harassment to Flower farms workers. UWEA encouraged farms to adopt the model SH policy developed for the program and AMwA's training encouraged farm management to make the existing policies more gender conscious. The partners conducted ToT of worker representatives who then trained their peers on SH, gender and equality, as well as labour laws. The empowerment of female workers and sensitisation on the different forms of sexual harassment caused more workers to report incidences and management acted on the reports made. Evidence from partner reports, interviews with farm female workers and HR managers. See section 3.3
	4. UWEA and UFEA developed MoU with the flower farms.	UFEA and UWEA held meetings with the flower farm managers to get buy-in and support for the proposed project and its interventions. The cooperation was operationalized through a MoU with the flower farms. This paved way for the execution of activities on the flower farms that targeted workers, workers committees and the flower farm management. See section 3.3.
Improved business	5. <i>Wagagai Flower Farm paid for the first-time living wage and becoming ambassador for living wage ('17) (Hivos, living wage lab)</i>	Wagagai participated in the living wage lab in the Netherlands and as result they set up a living wage pilot and later adopted the payment of a living wage to their workers. See section 3.1.
	6. Wagagai Flowers and 10 other growers attended a workshop on living wage (n.d.) UFEA	UFEA convened a workshop for flower farm directors to discuss the importance of the adopting the living wage. See section 3.1.
	7. <i>8 flower farms participation in a workplace steering committee to handle sexual harassment (2018/2019, UFEA)</i>	The gender committee members were trained and empowered to support the female workers. Farm management also was sensitized to recognise and support the work of the committees See section 3.1.
	8. 5 flower farms signed a CBA including increased wages (2017, UHISPAWU)	UHISPAWU built the capacity of a team of negotiators drawn from the membership of the flower farms. The trained team then embarked of a process of negotiations with the flower farm managers. The parties agreed to and develop Collective Bargaining Agreements. Negotiations are still on-going.
Improved laws and policies	9. <i>Parliament passed minimum wage bill (2019, Akina Mama wa Afrika)</i>	AMWA convened a workshop with stakeholders drawn from the public sector, private sector, civil society and labour unions to re-energise the minimum wage bill process, which had been gridlocked since 2017. FIDA influenced KCCA to establish a female worker's legal aid desk.

3.1. Changes in agendas, policies and practices of commercial horticulture farms

Objectives of the programme in Uganda with regard to improved business are⁷ :

- Increased awareness on sexual harassment at the workplace through adoption of gender policies;
- Corresponding behaviour change by management, men and women in the workplace;
- Commercial farmers contribute to the enactment and formulation of responsive policies and structures, for the protection of workers from HIV/AIDS and sexual harassment;
- Enhance the capacities of workers, management of flower farms, trade unions, school children, certification bodies and host communities, for addressing concerns relating to HIV/AIDS and sexual harassment;
- Compliance with national laws, respect principles of internationally agreed standards such as paying a living wage and improving audit mechanisms to contribute to decent working conditions;

Sexual harassment at the workplace: Important results were achieved with regard to the development and implementation of sexual harassment policies at the workplace. The 8 flower farms developed sexual harassment policies where the Blooming Workplaces and Communities partners worked (UFEA, NOPE and UWEA).⁸ The sexual harassment policies were shared with the workforce through trainings and IEC materials). Management and the workforce have been trained on sexual harassment (forms, identification, reporting, etc.) and informed on complaint management procedures. The trainings on gender equality and leadership by AMwA and the training on labour laws and rights by FIDA (targeting community legal volunteers and HR officers) have contributed to reducing the incidence of sexual harassment at the flower farms. Due to the efforts of the partners at least 10 flower farms⁹ were reached with sexual harassment interventions. Through efforts by FIDA of engaging and lobbying the Kampala City Council Authority (KCCA) a legal aid desk was established to support female workers who could not afford legal services access to justice.

⁷ Based on ToC DW4W programme East Africa

⁸ There is overlap in the number of farms as often partners collaborated and targeted the same farm. The evaluators understand that the maximum number of farms reached by the project is 12.

⁹ Ugarose, Rosebud, Aurum Roses, Jambo Roses, Fiduga Ltd, JP-Cuttings, Wagagai, Mayirye Estates, Exclusive Cuttings, Royal Van Zanten, Rosebud

In the first phase of the campaign (2012-2016) focus was put on training the workers on sexual harassment, its identification, dangers, causes, and reporting mechanisms and development of model policies on sexual harassment and HIV&AIDS by UFEA, UWEA and NOPE. This collaborative approach was adapted to effectively reach more farms within limited time and budget constraints. The baseline study indicated that although sensitisation had been achieved in the pilot phase among workers and management, there was an absence of policy frameworks to sustain the results. It recommended the development and adoption of sexual harassment policies on the flower farms, and addressing sexual harassment not only on the farms but also in the surrounding communities. It also recommended the integration of men in the sexual harassment interventions and the interlinkage of several farm level policies as a means to providing a more comprehensive response.

The second phase of the sexual harassment project, after 2016 and under and funded under MoFA, has been implemented by UFEA, UWEA, NOPE and UHISPAWU. Some of the objectives of the second phase in relation to sexual harassment included enhancing capacities of gender committees in flower farms for addressing or forestalling incidences of sexual harassment in the workplace; sensitising workers on sexual harassment, thus increasing protection and redress at the workplace; and sensitising host-communities in order to improve their knowledge, change attitudes and boost their capacities for addressing sexual harassment; as well as lobbying for the improvement of the legal and policy framework on SGBV in the workplace. In addition, supporting the development of sound implementation and compliance tools and practices among stakeholders in the workplace was highlighted among others.

UFEA, UWEA, UHISPAWU and NOPE held meetings with the flower farm managers to discuss the need for implementation of SH policies on the farms. Further trainings on sexual harassment were held using the ToT and peer educators' approaches. These targeted workers (committees) and the HR officers. The information was also further disseminated through IEC materials. A model sexual harassment policy was shared with the flower farms and subsequently adopted by 8 flower farms¹⁰. AMwA through its trainings on gender and leadership also contributed to strengthening vigilance in the workplace through awareness raising of the workers and management.

FIDA's trainings strengthened the knowledge of the legal aspects and redress mechanisms pertaining to labour rights, SH and SGBV. In the second phase, FIDA was responsible for 3 outcomes, namely, access to justice, deepening knowledge and awareness on working conditions and health implications through research and evidence-based advocacy on regulatory frameworks. FIDA engendered the NAP on business and human rights, influencing the Occupational Health and Safety Department to undertake flower farm inspections which was not previously being done. FIDA trained 5 community legal volunteers (CLVs) from each farm this included at least one member from the community on labour rights and laws they serve as the go persons for workers who need information and/or legal aid. The CLVs created awareness among the workers on the above issues; the community volunteers would refer worker's rights violations. For instance, a worker stood up for his rights when he was injured while on duty. This was due to the support network built by the community legal volunteers.

¹⁰ Ugarose, Rosebud, Aurum Roses, Jambo Roses, Fiduga Ltd, JP-Cuttings, Wagagai, Maiyre Estates

The farm in question had to respond and improve the working conditions through provision of protective gear. In addition, by conducting sensitisation campaigns in partnership with the HR officers from the farms on radio, FIDA reached 419 000 people with messages on workers' rights and labour laws. It was realised that more men listened to the program nonetheless the listenership still surpassed the targeted 20,000. For instance, in August alone over 48 000 women tuned into the sensitisation program on one radio station. As a result, FIDA has seen a rise in walk in clients seeking legal aid and information

From the interviews and FGDs, it is learned that there is an increased understanding among management and workforce (both men and women) in what constitutes sexual harassment is and the associated negative impacts (at personal and productive level). During visits to farms (by the evaluators and as documented in the project documents), workers indicated that there are fewer incidences of sexual harassment or at least less visible examples of sexual harassment. Interviewees refer for example to the fact that men have gained understanding that they might lose their jobs in case of sexual harassment.

A worker in one of the FGDs narrated that; *“there was a man in my team who used to touch me inappropriately for long. I did not like it but I also did not know that it was illegal. After the trainings I learnt and was able to report him to the committee (gender) when he repeated it. Incidentally he had done it to even other female workers. His case was forwarded to management and he was fired. This sent a message to all perpetrators and since then we have not had such incidences on the farm because the men now know that we can report them”*. Another worker in the community legal volunteers FGD explained that; *“Workers have reported cases to me about some minor forms of sexual harassment like someone talking about their bodies. I then reported the issues to the gender committee and the labour union representative”*.

There is anecdotic evidence of cases of sexual harassment being reported in the project documentation of Hivos. Sexual harassment is normalised in the Ugandan society (see context above). During the visits to the farms and the FGDs, not many examples (2) were given of reported cases. FIDA also confirmed that there are not many female workers that look for legal assistance from the farms. In one of the FGDs with a gender committee, some members did not have confidence that management of the farm could deal with an issue involving one of their fellow managers fairly. Indeed, when the evaluators probed there was no case reported that involved farm managers, yet there had been indications of their alleged culpability in the practices. Women might fear to disrupt work, social and community relations for example during farm FGDs women highlighted that it is not their intention to have men dismissed from work or prosecuted rather they just want the sexual harassment to stop. Flower farm human resource officers also reported frustrations over some incidences of alleged sexual harassment that are reported among partners (couples) at the workplace that later are proven to be related to misunderstandings and jealousy. When probed further by the evaluators if it is not possible for SH to occur to a couple one of the HR officers (Wagagai Farm) responded *“we have observed that there are no bonafide sexual harassment complaints brought forward by women”* and the other HR officer concurred with this assertion. The evaluators observed that among the farm workers there is higher confidence in reporting cases involving fellow workmates in comparison to making SH reports against members of management.

It is probable that the entire workforce does not always know the SH policies. In the 3 farms visited, the policy was displayed but not translated into the local language. Also, the women workers committees have a role in creating awareness through advocacy and educating their colleagues on this policy and assisting in case of harassment. On this aspect it was observed that the capacities of gender committees and members vary as such one farm can achieve high results owing to an array of soft issues such as level of confidence, ability to express oneself, willingness to perform the tasks and the reception of the farm management, etc.) Other possible deterrent to attaining high awareness levels of SH, SGBV and labour rights and laws could be attributed to the high staff turnover in the flower farms and cultural norms on SH. As we will describe further, not all gender committees are strong enough and able to follow-up on sexual harassment. Campaigning and educating the workforce still is very dependent on campaigns conducted by partners (see further under sustainability).

Living Wage

The flower farm workers were receiving pay that was not commensurate with their labour and that prompted the decent work for women interventions. UHISPAWU trained negotiators in the second half of 2017 and embarked on sensitising workers through their committees and lobbying flower farm management to increase workers' wages.

UHISPAWU's efforts contributed to the salary increments on 5 flower farms, which included Fiduga/Dumen orange, Wagagai Ltd, Xclusive Cuttings, JP Cuttings and Royal Van Zanten. The low pay for workers in the flower sector in Uganda prompted UFEA to hold trainings of flower farm managers from 11 flower farms between 2017 and 2019 and also conducted dialogue with the flower farm directors to consider the importance of adopting a living wage in their respective farms. Uganda has no functional minimum wage and living wage from which to draw recommendations for the sector. Notwithstanding wage increases were obtained in 14 farms under the W@W campaign. The wage range had a basic pay of 130,000sh (36 USD) for the lowest grade to 300,000 – 500,000 (83-140 USD) for supervisors' grade depending on the farm. In 2017 UFEA learnt how to calculate the living wage through its involvement in the DW4W programme (partner conferences in Rwanda and Kenya and participation in the international conference on living wage in the Netherlands). UFEA and Hivos organized a workshop for flower growers in Uganda in November 2018 to sensitize on living wage and its calculation. True price went on to train flower farms on the need for adoption of living wage that covered the cost of living. Wagagai took the initiative to start a pilot to adopt the living wage in 2019 (Wagagai on their own adopted cents pilot together with their buyers) and shared their story with the rest of the growers to encourage them to take positive steps. CBAs are not favoured at individual farm level; rather the flower farms favour the approach of the Joint negotiation Council (JNC). The JNC consists of the Growers (flower farms owners, UFEA and the workers represented by their union). The sector minimum wage has been worked out through JNC negotiations since 2010 on an annual basis. These annual negotiations have now been replaced by the negotiating for 3-year increases at a time. The last Increases were negotiated and agreed to in 2017 (for period of 2017-2019)

Contracts

The flower farms in Uganda operate 3 types of employment regimes; the permanent, contract and casual or temporary. The general picture painted in the FGDs with the flower farm workers at the 3

farms visited with the HR managers and FGDs was that all workers have contracts. Alternative opinions emerged from another FGD of workers met outside the farm premises. Some workers in the off-farm FGD indicated that they were in negotiations with their farm managers to issue contracts to them. The project’s sensitisation and training has contributed to the empowerment of workers to negotiate for contracts. One community legal volunteer during an FGD said; *Our farm has not been giving us contracts, but FIDA trained us on the labour laws and we understood that it is our right to have contracts. We engaged the management through our committees and the labour union. The HR told us recently that they are preparing contracts for us”*.

Contribution analysis

For three of the harvested outcomes referring to changes at the level of the commercial horticulture farms, a contribution analysis was done. Results are presented in following tables.

Outcome: Human Resources Managers in three countries (also Kenya and Rwanda) developing gender responsive policies and practices.	
Causal question: Did the trainings and model policies given by AMwA cause the Human resource managers to develop gender responsive policies and practices?	
Explanatory mechanisms and factors	Evidence
<ol style="list-style-type: none"> 1. AMwA conducted trainings of HR officers from the selected farms, they also availed a gender audit tool. The flower farms are implementing gender responsive practices. (Primary explanation – moderate contribution) 2. AMwA developed and shared a model gender policy for adoption by the HR managers. The adoption has not happened yet. (Primary explanation – no contribution yet) 	<ul style="list-style-type: none"> - AMwA developed and updated the training curriculum on gender and leadership for the flower sector. - AMwA conducted training of HR officers and workers on gender equality and decent working conditions for women. - AMwA availed a gender audit tool, which they trained HR managers to apply. - There was need to establish a policy framework to support the gender related improvements on the farm, so AMwa developed a Model Gender policy. However, efforts to share it with flower farms were halted owing to the COVID-19 pandemic. - So, the gender policies that exist at the flower farms were developed before and without reference to the model policy. The expectation is when the policy is shared HR managers to update their gender policies. - The evaluators through the FGDs and interviews with the workers and the HR managers found that gender responsive practices like breast feeding time, maternity leave, access to health care and information, promotion of women to supervisory positions were happening at the farms visited.
<ol style="list-style-type: none"> 3. The flower farms are required under their respective certifications to have workplace policies and practices that support or promote the rights of female workers. (Rival explanation – high contribution) 	<ul style="list-style-type: none"> - Global GAP and Fair-Trade requirements among others stipulate that local labour laws need to be respected, which include the use of fixed term contracts. The Employment Act also outlaws all forms of discrimination at

	workplaces and provides for fairness. The need to comply with market demands and fear for litigation if found in breach of local laws were contributing to the adoption of the policies.
4. There is a high turnover of workers in the flower sector. The fear of losing well-trained workers is compelling farm management to adopt policies and practices. Workers are opting to join the fishing sector or better paying Jobs in the City. (Rival explanation – high contribution)	- Interviews with the HR managers and the workers revealed that staff turnover is a key challenge facing the flower sector. HR managers from Royal Van Zanten and Wagagai pointed to it as key motivator for adoption of strategies that would improve the work environment and in effect keep the staff.

Concluding statement on contribution to the harvested outcome:

The evaluation team concludes that the W@W campaign contributed partially to the adoption of the gender practices at the farms visited. This by providing the trainings and other follow up support activities including IEC materials. The Campaign also contributed to the development of the SH policies on some flower farms, but the flower farms visited did indicate that they already had gender policies. The impact of the SH policies could not be readily ascertained during the interviews as the HR managers and workers kept referring to the gender policies and “policies” in general. To this end the evaluators find that the campaign partially contributed to the development of gender sensitive policies. What is significant however is that the campaign through its various partners was credited with contributing to catalysing the implementation of the existing policies by ensuring that responsive practices like breast feeding time, promotion of women to leadership positions, respecting the right to maternity leave among others are respected. Because the workers had also been trained and were empowered, they demanded for these rights and also caused management to comply. The trained HR managers were more receptive and understanding of the workers’ rights enshrined not only in the company policies but the national and international laws. There however were other compelling factors that have been discussed like the certification scheme requirements (which impact earnings and profits), the domestic laws and the high rates of staff turnover. Without these factors at play, there could have been some reluctance to develop or adopt these policies. That is however not to discount the efforts of the campaign which provided the farms with solutions to a number of long running challenges. This helps the farms address the demands from the market, the Law and retain the workers it needs. Without the Gender audit tool, trainings and gender policy the flower farms may have struggled to meet those objectives. The evaluators conclude that though the contribution of W@W was *necessary to the extent that it caused flower farms to become more gender conscious* (several rival explanations were given for the developing of the same gender policies and practices) it was not sufficient on its own to compel flower farm management to effect the changes.

Outcome: Wagagai Flower Farm paid for the first-time living wage and becoming ambassador for living wage.

Wagagai, the largest Dutch plant cuttings company in Uganda decided to start a pilot together with Fairtrade to improve the salaries of its employees. The experiment concerns increasing the wage related to the share of fairly traded flower cuttings. One cent bonus is being paid on all the cuttings, paid directly as an additional salary to the employees (which eventually evolved to 5 cent, through the engagement of chain partner Selecta One to pass the additional income from Fairtrade sales fully on to Wagagai), in addition to the Fairtrade premium that is put in the Fairtrade fund. This increase is equal to a full-month salary extra for 1000 workers. Wagagai, Selecta One and Fairtrade would like to inspire the industry to do the same. Talks are ongoing with their main competitor and dialogues with supermarkets have started. Corporate social responsibility always has been a point of attention for Wagagai (based on interview with Wagagai owner and their website). Wagagai can be seen as a frontrunner in promoting sustainable business and human rights. Willing to look for solutions for the complicated problem of living wage, Wagagai started to attend the Living Wage Lab sessions in the Netherlands. Through the Living Wage Lab, collaboration was created with Fairtrade and the idea of a pilot on living wage was born. The experience of the pilot project was shared during the Living Wage lab organised in Uganda. UFEA used this pilot as a model to lobby other flower farms to follow the same.

Causal question: Did the participation of Wagagai in the living wage lab result in Wagagai paying the living wage and becoming the living wage ambassador?

Explanatory mechanisms and factors	Evidence
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<p>1. Wagagai participated in the living wage lab in the Netherlands. Wagagai adopted the living wage and paid a living wage for the first time. They become the living wage ambassador (Primary explanation – high contribution)</p>	<ul style="list-style-type: none"> - Wagagai was a member of the living wage lab in the Netherlands. As a result of their participation in this, they set up a pilot and later paid their workers the living wage. - When Wagagai adopted the living wage and paid it for the first time, UFEA used them as a model to lobby other flower farms to follow the same.
<p>2. Wagagai implemented a fair wage pilot project in partnership with their buyer which resulted in the payment of a living wage. (Commingled 1 explanation – high contribution)</p>	<ul style="list-style-type: none"> - Wagagai worked with its buyers (Selecta one) to pilot a living wage intervention. This was under the auspices of the initiative of trading fair poinsettias. This is an undertaking that was implemented between Selecta One and Wagagai¹¹ under the fair-trade Certification scheme. It should be noted that this approach is also critical to certifying bodies like Fair Trade who encourage their certificate holders to pay living wage as means to getting women out of poverty¹².

Concluding statement on contribution to the harvested outcome:

The evaluation team concludes that the W@W campaign through the living wage lab in the Netherlands had high contribution to the payment of a living wage by Wagagai Ltd. Other contributing factors are the support provided by the market or buyers (Selecta one, and the certifying body Fair Trade for trading in fair poinsettia cuttings) and the investment in CSR by Wagagai. The Living Wage Lab in the Netherlands can be seen as a ‘trigger’ for Wagagai to start experimenting. The Living Wage Lab is seen as a necessary but not sufficient. Other factors have as well contributed. The role of ambassador, however, is not substantiated yet by evidence (apart from the fact that UFEA is referring to this pilot).

For Wagagai to be an ambassador, the evaluators expected to find evidence that Wagagai was leading a campaign activity persuading other growers to adopt the living wage, at the time of the evaluation there was no such evidence.

¹¹<http://www.florinews.com/index.php/past-featured-articles/40-past-featured-articles/313-selecta-one-wagagai-flower-farm>

¹²<https://www.fairtrade.net/issue/gender-equality>, <https://www.fairtrade.net/issue/living-wage>

3.2. Changes in agendas, policies and practices of government

Objectives of the programme in Uganda with regard to improved laws and policies are:¹³

- Strengthening government adherence to human rights;
- Integration of gender equity and decent work goal in labour laws and policies and in private investment policies; and
- Promotion of policy frameworks and environment to ensure implementation and enforcement of national labour laws.

The lobbying and advocacy component targeting the government within the W@W campaign in Uganda is rather limited. The baseline showed that trade unions are well positioned to engage the government there is no lack of appropriate legal and policy frameworks for Trade Unions but that the challenge is their implementation. *“Article 40 (3) of the Constitution of Uganda provides the right to join in a union and be represented in negotiations with the government. Labour unions play a role in regulating relations between workers and the employers through the existing labour laws and advocacy. They promote good industrial relations”* (Uganda Baseline Study, 2016).

Within the context of the Campaign UHISPAWU focussed on lobbying flower farms to adopt policies and wages in the CBAs. There were policy advocacy needs that required attention from the campaign partners. Some of those related to a legal framework for minimum wage enforcement, and the implementation of existing policies relating to safety of workplaces. The determination of wages in Uganda has no legal basis in the absence of a minimum wage law. All the labour laws in place fall short on the determination and regulation of wages of workers. The first reference on the subject has been the colonial era law called the minimum wages advisory board and wages council act of 1957. This law had been overtaken by time and a number of provisions in it had become defeatist of the spirit of the law in the current context. An example is the fine or penalty of 500 shillings payable for failure to meet the minimum wage. The other criticism is that it does not provide for employee-employer led wage determination, neither is it sensitive to uniqueness of sectors among other short falls¹⁴. There has been need to review this law or replace it completely. The law was revised in 1984 when the minimum wage was set at 6,000shillings¹⁵. This too has been rendered obsolete by the passage of time and there has been no replacement since. The first efforts at changing this situation surfaced in 2015 with the tabling of the minimum wage bill (2015) that led to subsequent debates and committee engagements with stakeholders and cabinet input.

AMwA worked with stakeholders in the public, civil society and private sector to convene a workshop geared at reactivating efforts to process the bill. They invited the Ambassador of Netherlands as the keynote speaker. The high-level meeting was organised under the theme; “Is Uganda ready for the conversation on the minimum wage? In December 2018.” The bill would eventually get passed by parliament on 20th February 2019 addressing some of the shortfalls in the 1957 law by for instance setting the fine for offenders at 10 million shillings or a 3-year jail sentence up from 500shillings. The bill was however not signed into law by the head of state. AMwA is

¹³ Based on ToC DW4W programme East Africa

¹⁴ <http://parliamentwatch.ug/wp-content/uploads/2016/10/The-Minimum-Wages-Bill-2015.pdf>

¹⁵ <https://africapay.org/uganda/labour-laws/work-wages>

lobbying for the ratification of ILO Convention 190 of 2019 on violence and harassment in the workplace by the Parliament of Uganda.

AMwA has integrated issues of decent work for women in other spaces where they operate outside the project. For instance, UHISPAWU was invited by AMwA in 2019 to speak at the annual Uganda Feminist Forum to highlight the issues facing women at the flower farm. This generated dialogue from participants on the issues as a result of AMwA’s participation in the campaign; it produced knowledge products like the compendium of labour rights in 2019. AMwA was invited to contribute to consultations on women’s human rights in the changing world of work carried out by the UN Working Group on Discrimination against Women and Girls. AMwA drew on her economic justice work to make a number of recommendations to ensure accommodating work environments for women which included the need for passage of minimum wage legislation, strengthening unions through capacity building, investment in public services and infrastructure, and recognising, redistributing and reducing unpaid care work.

Within this context, it is relevant to focus on interventions at the level of the commercial farms. There were other L&A interventions in Uganda targeting government these were mainly executed by FIDA (lobbying Ministry of Gender Labour and Social Development to monitor flower farms for compliance with policies and regulations, the EOC, and KCCA for the legal aid of female workers).

Contribution Analysis

The harvested outcome for analysis is AMwA’s role in the passing of the minimum wage bill in Uganda is presented in the table below.

Outcome: <i>Parliament passed minimum wage bill</i>	
Causal question: Did the workshop organised by AMwA on the minimum wage contribute to the passing of the Minimum Wage Bill?	
Explanatory mechanisms and factors	Evidence
<p>1. HIVOS East Africa with AMwA hosted a high-level round table engagement with various stakeholders on the minimum wage titled “is Uganda ready for the discussion on the minimum wage?” (Primary explanation – limited contribution)</p>	<ul style="list-style-type: none"> - Considering that the Minimum Wage Bill process was in limbo after the presentation of recommendations of the minimum wages advisory board in 2017. - AMwA with HIVOS convened the round table, with participants drawn from the Ministry of Gender Labour and Social Development, the trade unions, the minimum wage advisory board, farm directors, and the EKN among others. - The Ambassador of the EKN was the keynote speaker.
<p>2. The Minimum Wage Bill was already in the works. There are various other organisations that were actively sponsoring the process of developing the Minimum Wage Bill. Prominent among them were the trade unions, the Ministry of Gender, Labour and Social Development and various CSOs.</p>	<ul style="list-style-type: none"> - The CSOs, trade unions and labour ministry continued to lobby parliament until the Minimum Wage Bill was tabled and debated on the floor of parliament and passed in 2019. - The head of state however did not assent to the Minimum Wage Bill.

(Rival explanation – High contribution)	
<p>Concluding statement on contribution to the harvested outcome: The evaluation team concludes that the contribution of the W@W campaign to the passing of the Minimum Wage Bill was low. The evaluators could not verify the impact of the high-level round table in catalysing the process independently. However, the AMwA acknowledged during the interviews that their contribution was not very significant considering the role and efforts of the other stakeholders as this was a one-off activity yet passing of the bill was a culmination of numerous years of lobby efforts by different. Against this background the evaluators conclude that the high-level workshop did not play a significant role in the passing of the bill. The bill would have been passed anyway. The bill was top of the agendas of many key stakeholders for years prior such that with or without this high-level workshop. The high-level workshop was held at the one of the last stages of bill processing as such the question of catalytic impact of the workshop cannot be verified or quantified.</p>	

3.3. Leadership in women workers

Objectives of the programme in Uganda with regard to ‘Powerful women workers’ are:¹⁶

- Women workers through the gender committees have increased awareness on sexual harassment in the workplace and access to justice;
- Corresponding behaviour change by management, men and women, in the workplace; and
- Making gender committees more effective through increased participation in decision-making.

An important strategy of the W@W campaign is enhancing women leadership at farms. In the Uganda programme this included the setting-up and strengthening of gender committees at commercial farms in the horticulture sector. This programme component was implemented by UFEA, UHISPAWU, UWEA and NOPE. There was also a significant contribution from AMwA and FIDA to the process that saw 7 flower farms participating in a workplace steering committee to handle sexual harassment in 2018.

According to the W@W women leadership project baseline study report (2016), even though women make up over 60% of the workforce at the flower farms, they are significantly underrepresented in the leadership and decision-making positions. This is attributed to a range of factors that include lack of confidence, assertiveness or interest in the positions, limited knowledge of their rights, along with social cultural norms were also identified as hindrances. The baseline study found that even where gender policies were in place, they were ineffective in propelling women into positions of leadership resulting in women staying in the bottom, unskilled and less rewarding roles of the sector. The women leadership project therefore sought to address these issues in the horticulture sector by strengthening the leadership capacity of workers, their representatives and the farm management, addressing the limitations in the policy frameworks at the farms, and enhancing the collective voices of women through the labour unions among others. In the end the empowerment of women was handled through a multifaceted approach that involved not only the partners in the women leadership

¹⁶ Based on ToC DW4W programme East Africa

project (AMWA and UWEA) but also contribution from interventions from the access to justice project and the Blooming Workplaces and Communities projects. The envisaged result was an empowered female worker working in a supportive environment (with policies and practices) supported by a strong collective voice. Such workers would not only compete for available positions but would have the support to succeed thereby inspiring peers.

The outcome referring to promotion of women to supervisory and senior supervisory positions is possibly a culmination of the interventions under the women leadership, the access to justice and the blooming workplaces and communities' projects collectively.

It is difficult to unpack and isolate the role of each partner and its significance in these achievements; the project partners had complementary roles. FGDs with workers revealed that some female workers had been empowered through gaining knowledge of their rights, acquisition of leadership skills, supportive management and a safer work environment (free from abuse and harassment). One worker stated, *“there were very few women in supervisor positions, yet there were more women than men working on the farm. I used to even fear those positions because I thought they are for men. But when the trainings helped me know that I can do what the men can do; I am now also a supervisor”*. Another worker from another farm FGD told the evaluators *“the human resource (manager) has been very supportive to us, she keeps encouraging us women to apply for positions when they come up. Now we have more women supervisors than men at our farm”*.

These gender and women workers' committees are safe spaces for women where they can freely speak out about their concerns and identify strategies to raise their voices at farm level. The committees also provide a platform for capacity building of women in various skills such as paralegal skills and leadership skills.

Contribution Analysis

The outcome referring to seven flower companies with representatives participating in a workplace steering committee to handle sexual harassment was selected during inception phase for further contribution analysis. Three farms were visited, namely Wagagai, Rosebud and Arum Roses.¹⁷

The blooming workplace project partners (UFEA, UWEA, UHISPAWU and NOPE) in September 2017 lobbied management at the flower farms to participate in a workplace audit so as to ascertain the level of responsiveness to issues like HIV/AIDS, sexual harassment, occupational health and safety, and Gender. The partners then developed and shared an audit tool for the farms to conduct a self-assessment. The farms were subsequently lobbied to adopt a model policy on sexual harassment among others in which was a requirement to set up a workplace steering committee. The committee would be composed of members drawn from the leadership of various existing farm committees like gender committee, OHS, committee, Union committee, welfare committee, Counsellors, Peer Educators, Management representative, etc. According to UFEA the steering committees were fronted *“to have structures with defined roles and responsibilities on reporting as a way to harmonize different (sometimes too many) workers committees within the workplace with undefined roles and responsibilities”*. The steering committees were formed with a target of having female representation

¹⁷ Due to practical reasons such as willingness to accept an evaluation mission at the farm and travel distance from Kampala.

of at least 70%, but by the time of the evaluation the representation according to UFEA was at 60%. The steering committees were planned to be set up in 7 flower farms but 8 farms reportedly formed the committees¹⁸. The sustainability of the new committees set up is related to their integration is policy at the workplace and signed MOUs, policies developed (HIV & AIDS, SH, CBAs), well defined roles and responsibilities which are essential to good working conditions; some companies have a budget allocation to the work of the committees. The workers committees have reportedly been allowed to operate freely supported by the HR departments' budgets. The harvested outcome for analysis of UFEA's role in the establishment of steering committees at 7 farms to handle incidences of sexual harassment is presented in the table below.

Outcome: 7 flower farms participated in work place steering committee to handle sexual harassment	
Causal question: Did the trainings and lobbying of UFEA lead to the establishment of the workplace steering committees at 7 farms to handle sexual harassment?	
Explanatory mechanisms and factors	Evidence
1. UFEA with the Blooming workplaces project partners trained and lobbied workers and HR officers on sexual harassment and led to the formation of steering committees at 7 farms. (Primary explanation – high contribution)	<ul style="list-style-type: none"> - UFEA, UWEA, NOPE and UHISPAWU lobbied and held consultative meetings with flower farm managers on the issues of policies and practices of sexual harassment. - Checklists were developed and workplace audits conducted on those issues. - Model policies were developed on sexual harassment and HIV/AIDS, which also provided for the setup of steering committees. - Steering committees were set up consisting of members drawn from all other existing workplace committees like gender, women, welfare committees, organisational health and safety, union committee among others.
Concluding statement on contribution to the harvested outcome:	
The evaluation team concludes that the contribution of the W@W campaign to the formation of the Workers steering committees was high. These committees did not exist and the partners established there was need to converge and harmonise the roles and reporting outputs of the several workplace committees at the farms. The evaluation finds no rival explanations to the formation of these committees this is because even though there are requirements under the law against sexual harassment there is no requirement for the farms to set up steering committees. Unlike with gender committees which a requirement by certification schemes. There are however questions over the sustainability of the workers steering committee which was a creation of the campaign amidst the multiplicity of already existing committees. The evaluators did not investigate this. Against this background the evaluators note that the campaign played a significant role in the creation of the workplace committees so as to handle issues of sexual harassment among others. The evaluators do not however know if the creation of an extra layer of workers committee bureaucracy was the most feasible alternative to strengthening already existing committees, and as to whether this steering committee will be sustainable.	

Changes at the level of women workers

¹⁸ Aurum roses, Fiduga Ltd, Jambo roses, JP Cuttings, Mairye Estates, Ugarose flowers, Wagagai Ltd and Xclusive cuttings.

Following is based on three focus group discussions organised at the farms and one with the community legal volunteers, that give indications of the effect of the intervention on women and of the possibilities and constraints of civic agency in this context (more details of findings at farm level are added in annex).

The AMwA projects on contributing to ‘*women in leadership*’ addressed dimensions of ‘*power with*’ and ‘*power to*’.¹⁹ Emphasis was placed on the possibility to organise women workers in order to influence decision-making. It emerged from the FGDs that women participation and leadership in gender committees has increased though the targeted 70:30 ratios have not yet been realised. Different stakeholders reported that women tend to be shy to take up positions in leadership (UFEA, Wagagai and Arum Roses farm HR).

One woman in the gender committee FGD narrated, “*we now know our rights and laws to protect us in the workplace.*” Women in farms visited emphasised that the programme raised their awareness pertaining their sexual reproductive health rights and what constitutes workplace sexual harassment and perhaps most importantly they are knowledgeable about how to access justice in the case of violation in the workplace. Through the gender committees some incidences of sexual harassment have been reported to management in the farms resulting in one suspension and one dismissal. Various minor offences were dealt with at the level of the gender committees and disciplinary measures ranging from cautions and verbal warnings, have been applied at the different farms.

From the FGDs it emerged that the resultant actions by the structures have helped the women recognise their ‘*power with*’ that is propelled into ‘*power to*’ as articulated by one respondent “*from the teachings of the projects we now stand together as women if one of us reports a violation we go with her to report and give her support on what to do – we help each other*”.

Changes in addressing cases of sexual harassment were mentioned and women in FGDs highlighted that their primary concern is for the violations to stop and not necessarily cause the men to be dismissed from employment. Probing revealed that in farms with women in HR like Aurum Roses there is more support for women workers and the environment is open. According to the farm workers in the different farms visited, the management determines to what decent work conditions for women are implemented. For instance, at Wagagai some of the women in the FGDs expressed reservations at reporting a member of management “*management makes the decisions and if you report one of them, they will protect the offender at our expense*”. There was agreement among women gender committee FGD participants.

Notably women were comparably more comfortable to speak and express themselves to women management. The evaluators observed that at start of FGDs with the gender committees, men often spoke first on the benefits the women had gained on the program. Only when this was highlighted

¹⁹ **Power with:** includes the ability to take decisions, participate in decision making, to influence decision-making or control persons that take decision on behalf of someone else. Another element is the possibility to organise in order to influence decision making. Mosedale refers in this respect to ‘collective action, recognizing that more can be achieved by a group acting together than by individuals alone. **Power to** refers to enhanced practical knowledge and/or skills, including leadership skills, and the ability to analyse and reason as well as the ability to convert such knowledge and skills into concrete action or means. Based on Kabeer (2005) and Mosedale (2005) as cited in: IOB (April 2015) Evaluation of the MDG3 Fund. The Netherlands: Ministry of Foreign Affairs.

would the women give accounts of their experiences these power dynamics were most visible at Wagagai.

The various power dimensions are summarised in table below.

Power Dimension	Characteristics	Observations
'Power within'	<ul style="list-style-type: none"> - Self-confidence, - Self-image, - Ability to make choices concerning one's future 	<ul style="list-style-type: none"> - To a limited extent women are gaining self-confidence to stand up for their rights; - Self-image is improving; - Ability to make decisions concerning one's future remains weak.
'Power to'	<ul style="list-style-type: none"> - Economic power, - Access to and control over income, land, means, transport, etc. - Knowledge and leadership skills - Ability to convert knowledge and skills into concrete actions 	<ul style="list-style-type: none"> - W@W focused on knowledge and awareness raising, leadership skills - 'Power to' is more pronounced in a limited number of women that have benefited directly from training - Ability to convert knowledge and skills into concrete action is hampered by the difficult bargaining environment
'Power with'	<ul style="list-style-type: none"> - Social and political power, - Ability to decide for one self or for someone else and to participate in decision making - Ability to organise in order to influence decision making and collective action 	<ul style="list-style-type: none"> - Ability to take decisions and participate in decision making is improving albeit at a slow pace, - Ability to influence decision making or control persons that take decisions on behalf of someone else is pronounced at Aurum Roses more than at the other farms - Women workers' committees showing varying levels of engagement and commitment

In respect of negotiations at farm level, it emerged that the experience varies farm to farm. Aurum Roses appears to have the most operational gender committee of all the farms visited, explained by the female management composition that translates into an enhanced enabling environment and leadership capacity of the gender committee. This can be attributed to the willingness of HR management and farm owner to engage in a dialogue with workers.

Training of gender committee representatives using the Training of Trainer model has enabled widespread awareness raising on workers' rights, HIV/AIDS, SH and SGBV issues as well as reducing HIV stigma to both men and women. However, there is not much evidence of the knowledge translating into widespread behaviour change at all levels of workers including management. There are varying dynamics of the gender committees and many still seem to depend on the support of UWEA, AMwA and UFEA (training, campaigning).

The farm visits show that several trained women (but not all or always) are in turn cascading the information to others, for instance, on women workers' rights, SGBV, how to achieve work-life

balance and life skills. In some farms, visited by the evaluators, workers credited the campaign for training t then on financial literacy and saving skills. The workers have since established savings and lending groups (VSLA) at the farms. They utilise the resources to set up alternative income generating streams and this has reportedly reduced the financial burden on the salaries/wages and enhanced their financial independence. One female worker during an FGD said; *“with the savings, i also borrowed from the group and started a small mobile money business which gives me a good income to cater for my household needs. I do not have to depend on the man as much for the things which I can pay for myself”*.

The establishment of gender committees and the training of their leaders is shown to be an effective strategy to raise awareness and strengthen different dimensions of power, as demonstrated by a selection of strong leaders that were met in a FGDs at Aurum Roses and with the community legal volunteers. The power shown by these female leaders was very different from the women met in the gender committees at the other farms visited. The level of maturity and performance of the different gender committees is not being monitored by UWEA, though interactions between flower farms committees have been organised, when funding is available. There are several challenges in strengthening female leadership at farm level, such as (i) transfer of knowledge and insights from ToT to fellow workers is not guaranteed and requires additional support and attention from UHISPAWU and UFEA as they will remain in the farms beyond the lifespan of the project, (ii) there are indications of feelings of impotence as there is no conducive environment when it concerns violations by management, (iii) the culture of male dominance and patriarchy.

1.3. Changes in the L&A capacities of participating organisations

Objectives of the programme in Uganda with regard to ‘Strong civil society’ are:²⁰

- Increased cooperation and coordination among programme partners
- Evidence based approaches through evidence use and synthesis is present
- Partners start to use their enhanced capacity for policy advice

One of the objectives of the W@W campaign is to support strengthening lobbying and advocacy capacities of the participating partners. This strengthening often takes place “by doing”, followed by reflection time through partners meetings (national and international) where peer-to-peer learning was facilitated. In some occasions specific capacity development activities have taken place, like training and mentorship. Attending (international) events is also considered as a learning opportunity to interact with high-level advocacy targets and to learn from others. It also offers a platform to link local struggles to different accountability platforms. Capacity development needs were identified through capacity self-assessment exercises conducted by the partners (initially inspired by the 5C model but later on dropped as considered to be too conceptual and not user friendly). Based on these assessments, priority needs were identified. No specific capacity development trajectories or capacity development plans were developed at the level of the partners in Uganda. Monitoring evolutions in L&A capacity was monitored annually based on a self-assessment form, describing what capacities

²⁰ Based on ToC DW4W programme East Africa

for L&A had been strengthened and what challenges remain, and further discussed in a dialogue between the partner and Hivos.

From the interviews with the implementing partners, it can be learned that capacity development mainly took place through ‘learning by doing’ and through the participation in the national and international partner meetings. The W@W regional project manager for East Africa covering 5 countries based in Kenya (Nairobi) confirmed that Hivos undertook both programmatic and financial assessments for each new partner as part of the pre-grant activities. During workshops and interviews organised during the evaluation, partners did not remember having completed any capacity assessment form, though there exist monitoring reports on changes in L&A capacity dated 2019 for each of the partners. It might be possible that this monitoring is seen as an administrative requirement by the partners and part of project management, and not as a tool to give shape to endogenous capacity development processes.

During the visits to the partners and online interviews, a number of evolutions in L&A capacity could be identified. Following table summarizes these evolutions, applying the 5C framework. In italics are the changes reported in the documents that were not repeated during the interviews, evolutions in L&A capacity are added that were described in the Hivos capacity development monitoring format, and also mentioned during the visits or interviews in Uganda.

<p>Capability to act and commit</p>	<ul style="list-style-type: none"> - Persistency, continuous engagement until change has been attained (UFEA; AMwA) - Flexibility, new working area, engagement in farms was new and now embedded in the organisations’ strategies (FIDA)
<p>Capability to deliver on campaign objectives</p>	<ul style="list-style-type: none"> - Improved negotiation skills relevant for social dialogue negotiations (through input from research conducted by FIDA, (UHISPAWU) - New knowledge acquired on sexual harassment at the workplace and how to engage with private sector (FIDA) - Capacity to influence the right people (UHISPAWU) - <i>Research based advocacy (FIDA)</i> - <i>Communication strategy (UHISPAWU)</i> - <i>Value for money, through joint action, reaching out to more farms with few resources (UWEA)</i> - <i>Train women on their rights, voice and power and help women to organise themselves (AMwA)</i> - <i>Started to use the business and human rights lens (FIDA)</i> - <i>Increased awareness of the gender dimensions of community mobilisation and organisation. Taken measure to ensure effective participation of women in all activities (UWEA)</i>
<p>Capability to relate to external stakeholders</p>	<ul style="list-style-type: none"> - Enhanced capacity of organising and mobilising constituency, especially women workers (UHISPAWU) - Creating and strengthening linkages and networks with farmer groups, and other CSOs like FIDA (UHISPAWU) - Better reach out through improved linkages (UFEA) - Listening, engagement at grassroots level is critical form informing lobby (NOPE) - Network strengthened (NOPE) - Linkages and networking, working with other stakeholders like farm manager (AMwA) - Partners linked to international advocacy spaces (added by Hivos and confirmed by partners – UFEA, FIDA AMwA) - <i>Joint lobbying, speaking with one voice is critical for change (FIDA)</i>

	- <i>Building networks, which are essential for reasons of clout, protection and sustainability of L&A work (FIDA)</i>
Capability to adapt and self-renew	- Training on outcome harvesting (UWEA) - Training on living wage (UFEA) - Continuous learning (UHISPAWU)
Capability to balance diversity and achieve coherence	

It is clear that the involvement in W@W has enhanced the L&A capacity of the implementing partners. The most important results are situated in the domains of the ‘capability to deliver on campaign objectives’ and ‘capability to relate’.

In Uganda not much emphasis was placed on enhancing collaboration and joint action, through regular partner meetings and alignment of interventions so that partners address jointly the same commercial farms, to yield more results. This resulted in partners targeting different farms in some cases according farm HR officers this resulted in duplication of messaging which caused fatigue and meant that the whole program was received by few farms and not all the targeted farms. In addition, the use of (social) media was mentioned as an improvement for example the Valentine’s Day social media campaign. The partners concentrated more on accomplishing their scope of work than on enhancing collaboration among the partners in the program.

NOPE focused on sensitization of host-communities and establishment of peer educators in order to improve their knowledge, change attitudes and boost their capacities for addressing HIV and AIDS and sexual harassment in the community. This has expanded NOPEs area of work and will continue to work with communities surrounding flower farms. FIDA undertook collection of evidence during the alleged chemical poisoning of flower farm workers and used the evidence in lobbying for accountability.

There was also evidence of use of evidence-based advocacy in AMwA’s engagements at the international platforms of the ILO described in the preceding sections.

Other L&A skills strengthened relate to the use of position papers, the ability to conduct stakeholder analyses and target the right people, and to be persistent in lobby efforts; in addition, supporting the development of sound policy implementation and compliance tools and practices and among stakeholders’ workplace.

Progress was notable with regard to strengthening civic agency. The programme has a strong focus on enhancing the capacities of partners to organise and consult constituencies, in particular women. AMwA, NOPE, FIDA and UWEA refer to evolutions to that regard.

Partners perceive the capacity development support provided by the programme differently, particularly on the quality of the trainings and the international partner meetings. Some (UFEA) were very positive, other viewpoints (UWEA, UHISPAWU) highlighted missed opportunities to strengthen technical capacities that other organisations had such as financial management, strategic planning and project management, etc. Furthermore, some partners consider the programme to be flexible and adaptable evidenced through a perception that the programme allowed for shared

decision-making (UFEA). While other partners felt that the programme was dictating and not considering context related issues. It was noted during an interview with Hivos that under the campaign there were not always specific responses to shortcomings with training or capacity development support that were raised by partners. The national partner meetings were identified as a missed opportunity to build trust among partners and provide a platform to engage transparently to enable stronger and more effective collaboration during the evolution of the programme. Hivos management acknowledged the same in an interview with the evaluators. Another example is the lack of capacity among implementing partners to respond (jointly) to international tenders, though it was stated there is a lot of potential among the W@W group to take advantage of national and international fundraising opportunities. The training on outcome harvesting, as a monitoring tool, was highly appreciated by some partners like FIDA and AMwA.

It was stated by FIDA and UWEA that during the campaign their officers have evolved from a more dissent approach towards investing in dialogue with commercial farm management. NOPE has connected farms to schools to advance CSR matters, through the campaign NOPE has gained access to horticulture farms and gained expertise on how to address sexual harassment at the workplace.

1.4. Conclusion

The DW4W programme has been highly effective in realising the planned outcome, and important changes were obtained at the level of commercial farms, and women workers. The L&A component targeting government was somehow limited and not much has been achieved in that regard so far. Following table summarises the results obtained by the W@W campaign in Uganda.

Level of Impact	<i>High</i>		- CBAs with increased wages at farm level.	Wagagai Flower Farm paying for the first-time living wage in a section of its farm (fair trade certified produce)
	<i>Moderate</i>		- 7 flower farms participating in a workplace steering committee to handle sexual harassment -	- Awareness of and use of reporting structures for labour rights and sexual harassment - Human Resources Managers developing gender responsive policies and practices
	<i>Low</i>	- Parliament passed Minimum Wage Bill		- Strengthened workers committees recognised and supported by management
		<i>Low</i>	<i>Moderate</i>	<i>High</i>
Level of Contribution				

The table above shows the link between the level of contribution and the level of impact, i.e. the pathway towards improvement in working conditions of women workers. The strongest results have been obtained in addressing sexual harassment at the workplace, through training and awareness raising and the development of sexual harassment workplace policies. The contribution of the programme is high, the different partners played different roles to that end: UFEA triggered their members in paying attention to sexual harassment and provided support in developing sexual harassment workplace policies. There are however still many challenges as the actual implementation of the sexual harassment policies is still limited in the farms (policy not known by workers, limited operational complaint mechanisms in place, role of gender committees in handling cases not clear yet) and a culture of silence and acceptance remains dominant.

Another important result is that of CBAs with increased wages at the farm level. The contribution of the campaign through advocating for living wage was moderate as several other factors have pushed for the adoption of increased wages but the campaign, through UFEA, had an important supporting role in moving forward the dialogue on working conditions with farm owners and management.

The establishment of 7 flower farms participating in a workplace steering committee to handle sexual harassment is an important result of the W@W campaign, which enabled acceleration of the acceptance of the gender policy template that led to HR manager developing gender responsive policies and practices. In addition, the W@W campaign involvement of farm management has strengthened gender committees that are recognised and supported by management. The role of gender committees in advancing the decent work agenda is moderate because there are still several challenges in (i) upscaling the number of gender committees, (ii) consolidating the structures and empowering all of their members (not only the leaders), (iii) securing good quality of the functioning of these committees.

The W@W campaign has also contributed to strengthening capacities of the implementing partners. Partners have been further strengthened in becoming more gender sensitive and the collaboration among partners resulted to some extent in exchange of new expertise among partners in addressing sexual harassment at the workplace in the horticulture sector.

4. ANALYSIS OF RELEVANCE

In line with the ToR, relevance is understood to be about the importance of the observed changes (i.e. their significance for longer term changes), in the context in which the program is operating, and in comparison, to the situation described in the baseline study. During inception phase, three topics were identified to assess relevance, which are elaborated in this chapter: (1) relevance of the changes and programme's responsiveness to evolutions in the context, (2) relevance of the applied L&A strategies and (3) relevance of the programme in supporting women workers to act as key agents of change (civic agency).

4.1 Relevance of the changes, compared to the baseline study, and programmes' responsiveness to evolutions in the context

The quality of the baseline study (2016) is limited in as far as it outlines the baseline but does not go further to state a set of indicators that would inform project design and implementation, and the ensuing monitoring and evaluation processes. This complicates a comparison of changes observed during the evaluation to the statements of the baseline. The study confirmed that in Uganda women workers constitutes the majority of the workforce in the horticulture sector (estimations vary between 60% and 75%). It reports that the gender division is reflected throughout the sector's value chain with women mostly concentrated in the lower unskilled ranks. The study did not propose strategic directions other than a number of identified gaps and opportunities concerning decent working conditions for women in the horticultural sector in Uganda that are relevant to W@W. The identified gaps include lacks in statutory minimum wage, organisation and collective bargaining agreements, sexual harassment and GBV policies and supportive infrastructure to support women workers. These gaps presented opportunities for policy and legislative reforms that include localised workplace policies, strengthening the organisation of women farm workers to enhance collective bargaining. In addition, this presented an opening to advocate for women rights including the establishment of supportive infrastructure for women farm workers. The programme design was suited to address the identified gaps and its implementation has demonstrated bridging of some of these gaps to some extent.

The baseline provided a general description of the importance of the horticulture sector in Uganda, providing over 70% of export earnings and contributing 24% to the GDP. The study concludes the flower sector is more organised with large-scale farms, which are largely foreign, owned especially by Dutch farmers, which justifies the choice for intervening in these value chains.

The baseline report highlighted that the position of women in labour unions reflects the division of labour where the presidency of the unions is mostly held by men whilst women are secretaries or involved in clerical tasks. The evaluators found that the program was designed to address imbalances and inequalities reflected in the baseline. Interventions were designed for instance to influence policy change at farm level, to train and lobby farm managers (to become gender conscious) and empower female workers to pursue their labour rights. For instance, a total of 25.3% of the baseline study

respondents reported female workers were not getting equal pay for similar work like their male counterparts, a violation of their rights to fair and equal payment.

The evaluators found out that the program design recognised these injustices and set out to address them through, training of HR managers, workers and their committees and lobbying farm management to approach workers' rights with a gender lens. At the baseline 34.8% of the study respondents alleged a fear to collectively organise, bargain, demand for their rights and speak up against exploitation. The evaluators found evidence through the program design/interventions and from the interviews that efforts were taken to empower workers and create systems (gender committee and gender steering committee) through which such demands and grievances are channelled. For instance, interventions by programme partners to lobby government and farm management for policy reform, empower women through leadership training, strengthening gender committees, and collective bargaining. Some of the notable harvested outcomes include human resources managers having developed gender responsive policies as a result of training (AMWA), promotion of women workers to supervisory roles as a result of capacity development (UWEA), MoUs with flower farms, establishment and strengthening of gender committees (UWEA), strengthening of access to justice on 5 farms (FIDA), signing of CBAs (UHISPAWU) and payment of living wage.). Collaboration with UFEA was justified as it was the recognised flower sector apex body.

The Uganda programme focused on strengthening female leadership, the creation of gender committees, developing sexual harassment policies at the workplace, capacitating women workers to supervisory positions and negotiating increased wages in line with the overall programme ToC. These choices were informed by the gaps identified in the baseline study, and subsequently prioritised by the co-created Women Leadership programme. FIDA was invited to present their project proposal, based on their experience and alignment to the overall ToC. These topics remain relevant as proven by interviews with partners (AMwA, UWEA, UFEA, FIDA). Narratives from partners show relevance as they justify the interventions of the DW4W programme, but lack the hard data that might be needed to convince government and employers' associations to invest more in improving the situation of women workers. FIDA partnered with the Department of Occupational Health and Safety on an inspection of the flower farms that illuminated the working conditions for women on the flower farms (an area that the department had not focused on before) the department has not yet shared the report. The findings will be used for lobby purposes.

Responsiveness to changes in the context

As described in chapter 2, the situation in the horticulture sector has not changed much since the start of the programme. The sector still faces several social and economic challenges, of which the most important ones are (i) the absence of a statutory minimum wage bill, which results in varied application of wages by employers, and (ii) the high HIV/AIDS prevalence rates in farming and surrounding areas often higher the national average of 17%, exposes women workers often in the lower skilled jobs to high risk of HIV/AIDS infection as they are most likely to engage in risky sexual behaviour. In this perspective, the observed changes with regard to enhanced knowledge of farm management on labour laws, SRH and HIV/AIDS training and the establishment of operational gender committees are confirmed to be relevant because it was demonstrated by the campaign that they provide leverage in improving working conditions for women at farm level.

The limited focus on engaging with the government can be questioned, certainly since it was highlighted in the baseline study that the EKN has a strategic relationship and Ministry of Agriculture and Animal Industry (MAAI). In addition, MAAI has a national system in place for monitoring the horticulture sector that needs to be strengthened.

UHISPAWU was initially engaged in June of 2017 as a sub grantee of FIDA Uganda, however the relationship was contentious and resulted in a complete breakdown of the working relationship in late 2017 after FIDA was appointed their fund manager (interview with FIDA and UHISPAWU). FIDA provided technical legal assistance to UHISPAWU for instance supporting to review their CBAs and other agreements. The inability to resolve the conflict with UHISPAWU concerning their role in the project and the impression that the CSOs were taking their role as a trade union (as highlighted by UHISPAWU and acknowledged by Hivos during interviews) presented a lost opportunity for the L&A component of W@W. Significant strategic changes relate to: (1) FIDA's advocacy at the international level through participation in the annual meeting on the draft UN binding treaty on business and human rights in Geneva. In this forum FIDA was able to share and highlight the working conditions for women on the flower farms, (2) the progress made pertaining to the adoption of living wage; and (3) parliament passing minimum wage bill.

4.2 Relevant L&A strategies

Between 2017 and 2019, UFEA, AMwA, UWEA and NOPE conducted various engagements and training activities with the HR managers of flower farms. The aim was to solicit for buy in for gender policy review and or adoption, as a means to creating gender conscious work environments on the flower farms. This insider lobby strategy was in a way responsive to the findings of the baseline study, which highlighted incidences of sexual harassment by supervisors on female workers and the fear among workers of reporting the same. Interviews conducted by the evaluators especially with the flower farm human resources officers at Wagagai, Royal Van Zanten and Aurum Roses indicated that farm management was fully supportive of measures to promote the rights of female workers and curb sexual harassment guided by gender policies.

Engagement with Private Sector

Engagement in dialogue with the farm owners seems to be a prominent strategy in the programme. Many insider approaches have been applied, which seem to be very effective. UFEA has access to commercial flower farms, which was an advantage for W@W as it facilitated the active involvement of management and in some cases the directors in the flower farms. In the first years of the programme, there was reluctance from the side of the flower farms to collaborate in the programme. This was explained as at the beginning farmers did not fully understand the workings of the CSOs and viewed them with suspicion but through continued dialogue with help from EKN trust was built. According to UHISPAWU a hinderance was presented in 2016, following an alleged chemical poisoning of workers on one of the flower farms; FIDA led the campaign to obtain justice for the affected workers. FIDA generated evidence, and engaged with various stakeholders in the CSO, public, private, the labour union, the media and international space (consumers/market). Reportedly this incident created dissent among partners, for instance UHISPAWU mentioned that FIDA had

overstepped in its handling of the matter and took over UHISPAWU role. FIDA however maintains that UHISPAWU was an active and willing participant in the campaign as it was UHISPAWU that referred the case to FIDA and all press conferences and interventions were jointly planned and convened. In addition, UHISPAWU reportedly provided all the evidence from the farm that FIDA used in advocacy for accountability on the part of the farm concerned.

Some partners (including the EKN) indicated that the manner in which the incident was handled was not the most productive. The private sector was also not in agreement particularly the affected farm as well as other farms in the program, the EKN also concern over the manner in which the issue was handled and encouraged objective evidence gathering and prior engagement with relevant stakeholders before such delicate matters are blown up in the media. This incident also influenced other partners whom FIDA needed for the broader objectives of the campaign as it was highly publicised in the Ugandan media. On reflection FIDA admits that this presented a learning moment for them as an organisation and explained in the interview with the evaluators that this was a good example where they could have applied more dialogue than dissent. FIDA explained that sometimes there are softer approaches that could be beneficial as well. However, in this event, FIDA maintains that dialogue had been tried and failed (failed to secure a meeting with the Dutch Embassy) yet there were victims who had been negatively impacted in the work place and needed justice. According to FIDA they adopted a victim centred approach that therefore necessitated dissent through media advocacy given that all efforts to engage in dialogue had been unsuccessful. Emphasis was also placed on the politics and power plays within the flower sector and how this also contributed to the choice of interventions in the broader campaign.

The programme was relevant for AMwA and UWEA whose trainings and follows up activities on sexual harassment and gender rights contributed to a knowledgeable women workforce. Royal Van Zanten was able to integrate the training on sexual harassment and gender in its annual HR plans and reserves a column in the regular publication of the farm on sexual harassment messages. The evaluators learnt that prior to the programme sexual harassment used to be just mentioned in passing (more as a window dressing exercise) during induction trainings. W@W encouraged management to put in place policies to prevent it and it is afforded training and sensitisation time. The workers attested that they now enjoy their work more and do not miss work management corroborated the same saying absenteeism numbers are now very low.

The evaluators found that the program was designed in a youth friendly manner with messages delivered through IEC materials, music, dance and drama and also using peer education approaches which are effective for this demographic. All implementing partners utilised a peer-to-peer, ToT mechanism for information and skills dissemination on the flower farms. Health and gender messages were channelled to workers in the communities and children in the twinned schools reached by NOPE. The baseline also noted that 19.1% of the flower farm workers were not able to read and write in English and recommended the translation of materials and messages into local languages. Given the limited time of the evaluation, the evaluators did not find evidence of translated IEC materials; the ones seen were in English. The partners however did state that some materials were translated in Luganda. The absence of or insufficiency of translation could mean that as much as 19.1% are missing the messages hampering their relevance to that group.

National and Global L&A

There are some linkages between the lobby at national or farm level and international lobby, some partners are aware of what is taking place at international level. For instance, AMwA participated in the UN-Women's Commission on the status of women and brought the plight of female workers in the Uganda flower sector on the global agenda in 2019. Commitments were made at the global event concerning maternal health issues for the female workers and AMwA made a contribution to those. The commitments are guiding the global agenda on the rights of women. AMwA utilised the evidence generated from the flower farms to make a presentation at the UN Women's convention on status of women on the issues affecting female workers in the Ugandan farms. This activated global discussion on the local issues that led to commitments at the global level. FIDA prepared papers and contributed in the negotiations in Geneva on the draft UN binding treaty on human rights in business using evidence generated from interfacing with the flower farm workers.

Media Campaigns

A project-based approach is also applied for the implementation of media campaigns. Within the different projects, a media component was often included. FIDA is visible in the traditional media platforms in Uganda, radio programs are raising awareness and inquiries stemming from them or cases of sexual harassment reported to FIDA were mentioned. The continued presence of FIDA in media (print and radio) is reported by some stakeholders interviewed to have had an impact on raising awareness on the labour laws and the rights of female workers. AMwA produced a short movie depicting the lives of women who work on flower farms that was launched on Valentines' Day showing issues that affect women at work in the flower farms with the intention of generating debate and awareness on the issues concerning women workers in the flower sector. Notably, AMwA opting for professional actresses was received with mixed feelings by the flower farms and other partners with queries on non-use of farm workers as the actresses. The evaluators learned that the film caused some controversy with some farm owners and managers interviewed stating that from their perspective the film was not an accurate representation of the working environment in the farms. In all three farms visited none of the women workers in the FGDs had seen the movie and none attended the launch as it was on Valentines' Day one of the busiest days on the calendar for flower farms.

AMwA maintains that the film was a dramatization of the lives of flower farm workers and not necessarily a documentary to warrant the participation of the actual workers. AMwA also states that at the movie's premier a senior labour officer from the Ministry of Gender Labour and Social Development found it to be a true depiction of what they observed during their own inspection. The evaluators find that the divisiveness that the film generated even among the campaign partners, the farm management and the women workers highlight the need for coherence for successful interventions among the implementers. Without coherence, even good interventions can be lost or frustrated from within by struggles for authenticity and credibility.

The Uganda campaign partners participate in the international coordinated social media campaigns, such as on Valentine's Day and Mothers' Day. The evaluators could not accurately verify the

impact of the social media Valentine's Day campaign on the Ugandan public. The video for instance had been viewed 1,282 times by the 17th of May 2020 on you tube.

4.3 Capacity development and Civic agency

Capacity development approaches – As described in chapter 3 on effectiveness, relevant and demand driven capacity development approaches were adopted, which consisted mainly of learning by doing and peer to peer support. The latter is dominant in the DW4W programme. In fact, Hivos nor most of the partner organisations had much experience in engaging with private sector (farms).

Expertise on specific topics that are relevant for the W@W campaign were mostly looked for among the partners (mutual capacity development support). This perspective on “mutual capacity development support” was also applied in the capacity development interventions targeting farm management and women workers. Best practice sharing forums were convened for growers as learning events, learning and exchange forum where farms/workers would showcase good practices of their platforms in addition forums for farms not involved in project were convened as well.

Civic agency – the DW4W programme is highly relevant in strengthening ‘civic agency’. The focus is on strengthening female leadership and organising women workers in gender committees that become engaged in negotiations at farm level, but also in decision-making processes at branch and national level within the trade union. Workers learned how to articulate an issue, to target the right persons (as there are different levels of power in the farms) and at the right moment, to advocate in groups so to enhance their bargaining power. Gender committees will stay alive past the present programme lifecycle, as proven by testimonies of representatives of already well-established gender committees. Activities implemented by gender committees can address issues at individual level, community, farm and/or government level. The approaches to strengthen the gender committees encompassed training and mentorship in, gender, women leadership, labour laws& rights, financial literacy, reproductive health, HIV&AIDS and sexual harassment. (See also chapter 3 on effectiveness).

4.4. Conclusions

The DW4W programme is responding to the needs and gaps as identified by the baseline study. Interventions are addressing the needs of key stakeholders to a large extent. There is evidence that partners were sensitive to the context in their design of the interventions. As seen in the foregoing section, they spotted opportunities like stalled legislative mechanisms to lobby for enactment of policies. The evaluation found that the program is relevant as it is addressing the needs identified in the baseline study and the prevailing contextual framework. The choice of strategies and implementing partners was also relevant in meeting the objectives of the program.

5. ANALYSIS OF SUSTAINABILITY

5.1. Changes at the level of public and private actors targeted

Institutional sustainability: The commercial farms are complying with decent work conditions as far as defined and audited by the national labour law and the international certification schemes, which both do not include sufficient safeguards to protect and realise decent work conditions for women workers. Three initiatives taken by AMwA, with support from the W@W campaign, will be instrumental in supporting their members in becoming ‘better employers’, namely the gender audit tool, compendium of labour rights and women leadership in the horticulture curriculum which were finalised during the campaign. In addition, AMwA and UFEA supported the processes of revising and the setting up of institutional gender responsive policies using a standardised template. At farm level, sexual harassment policies are in development stages, it will be important for AMwA and UFEA to collaborate with UHISPAWU to accelerate implementation of these policies, as UHISPAWU easily interfaces with government, employers and workers and if needed to include this topic in the CBA negotiations at the JNC. UWEA has signed MOUs with 8 farms to promote decent working conditions including the strengthening of gender committees. Some farms have started putting in place supportive practices and infrastructure to support women workers e.g. day care facilities.

FIDA strengthened access to justice through training of women workers and raised awareness of labour and women rights in the farms. The trained workers voluntarily transfer knowledge and skills on sexual harassment, referral systems, SGBV, labour rights and laws to their peers and this is self-sustaining as evidenced by reduction in staff turnover and absenteeism. By targeting the management and workers through the gender committees W@W created safe and recognised spaces that allow workers to engage and table grievances to management on women’s rights for instance the right to maternity and miscarriage leave and breastfeeding rights. By their own admission the HR managers interviewed concur that these structures are now part of the flower farms setup and there is commitment on their part to continue beyond the project life span.

The participation of the Wagagai farm owner in the living wage lab also contributed to the farm’s adoption of the living wage and this has strengthened of the company’s business case. These investments in the workers through better pay are commitments that W@W has contributed to which are going to outlast the project.

The collective bargaining agreements adopted by 5 flower farms negotiated with the intervention of UHISPAWU are another example of institutional changes that are likely to remain in force after the project ends. Though the pay increments agreed to are still considered to be relatively low, there has been movement in the right direction upon which further efforts can be built. These results are made even more significant by the absence of a minimum wage law in Uganda.

Financial sustainability: In the farms visited, there was commitment from management and farm owners to organise events to raise awareness of workers, to form the gender committees and facilitate the operations of these committees (time off, provision of venue, etc.). From interviews it is learned that not all farm owners show the same level of willingness, out of fear of losing productivity or just

mistrust of the intentions of W@W. In general, due to limited awareness of the benefits of CSR and contribution to the business case some farms do not invest much in CSR initiatives (e.g. clinics, schools, etc.).

The evaluators found that Royal Van Zanten flower farm has incorporated training on gender and sexual harassment in its calendar of workers' trainings. They have also included the topic in the new employee induction training. This is an aspect that the flower farm will fund through the HR training budget. The working relationships between the flower farms and schools through company CSR budgets are an annual undertaking according to the flower farm HR officers. This is partly due to the efforts of NOPE and is an indication of financial commitment by the flower farms to embed the practices in their strategic frame works.

Social Sustainability - The attitude towards upholding human rights is largely driven by certification standards and European market entry requirements. As such, the support provided to develop sexual harassment policies was welcomed as supporting compliance of the farm with some of the certification standards. Investing in sexual harassment policies is easier to comply with for a farm owner (soft issues) compared to issues related to low wages and casualisation of labour. The off-farm FGD participants described cases of farms that even do not adhere to minimum standards as outlined in various instruments of the law such as contracts, maternity leave and benefits. Similarly, the common attitude towards CSR is largely informed by market perceptions and contributes to the business case for the farms. However, there are cases of flower farms like Wagagai, Aurum Roses and Royal Van Zanten that scaled up their investments into the communities by supporting schools through their CSR budgets through collaborations with NOPE. The support ranged from creating awareness on sexual reproductive health issues, funding drama clubs, improving the school environment through planting fruit trees among others. NOPE capacitated peer educators in schools that also provided outreach into the communities on HIV/AIDS, SGBV and SRH issues. FIDA created the CLV structure that popularised the referral and reporting framework for cases of workers' rights violations and sexual harassment. These were reportedly in use at the farms visited and were permeating into the neighbouring communities where the workers reside. These structures and the knowledge and utilisation of them are perceived to be a significant effort in sustaining the benefits of the project.

5.2. Changes at the level of Government Actors

Institutional sustainability: Some L&A interventions have taken place in the W@W campaign, targeting government actors. FIDA signed a MoU with the Equal Opportunities Commission (EOC) to promote decent work for women and successfully lobbied for involvement and participation of the EOC on the UN guiding principles on business and human rights. As a result, the Chair of EOC spear headed fundraising and secured resources for the development of National Action Plan (NAP) on business and human rights. The KCCA legal aid desk established by FIDA facilitates a pathway for continuous engagement with the CSO. FIDA has now been positioned as a credible partner in the business and human rights space through engagement with various stakeholders including the Government ministries, UN Agencies and the CSOs. The AMwA L&A efforts on the ILO Convention C190 successfully raised interest of the Ministry of Labour, Gender and Social Development. Efforts to have Uganda ratify the Convention are underway.

Financial sustainability: not relevant as no policies have been developed with regard to sexual harassment in the workplace, minimum wage and on business and human rights. Furthermore, policy implementation is poor, because of lack of resources among other factors that result in understaffing and under-resourced as indicated in the baseline study in reference to mobility capacity of MAAI.

Social sustainability: The Uganda policy framework is gender sensitive. In particular the 1995 Constitution has provisions for gender equality. National institutions have been created whose mandates are to promote gender equity, like the EOC, the Ministry of Labour, Gender and Social Development and the Parliamentary Committee on Labour, Gender and Social Development. At the implementation level, the Ministry of Labour, Gender and Social Development has a mandate to execute gender policies that Parliament promulgates. However, Uganda society remains male dominated and this is normalised resulting in comparatively low prioritisation of gender and women issues. There is limited supporting policy discourse or pro-active attitude from policy makers to advance women workers rights in the horticulture sector.

5.3. **Changes at the level of L&A capacity of participating organisations**

Institutional sustainability

The DW4W programme aligns to the vision, mission and ambitions of the implementing partners and in fact contributed to the acceleration of the implementation of their policies. At the core of these policies is civic agency. For UFEA, being the flower exporters' association, the programme aligns to the vision, mission and strategies. The project provided the means for staff to visit the flower farms and consult their constituencies on decent working conditions and the issue of paying a living wage. The training, capacity development and sustained engagement with farms initiatives saw UFEA becoming the living wage 'ambassador' in Uganda. UHISPAWU, but also AMwA, FIDA, UWEA and UFEA aim at strengthening the voice of the workers, to enable their participation in decision-making processes and/or at organising their constituencies. Institutional sustainability of the DW4W programme at the level of the implementing partners is very much guaranteed. UHISPAWU managed to form partnerships with FIDA and UWEA this in turn strengthened their capacity to promote women workers rights and lobby farm management to improve workplace policies on gender responsiveness.

FIDA focuses on human rights advocacy and lobby, with specific attention to women rights and sexual harassment at the workplace. The W@W outcome harvesting training enhanced FIDA's capturing of project outcomes. The CLV framework and KCCA legal aid help desk created by FIDA allow for interactive and proactive platforms for women farm workers to access justice for violated rights. FIDA also presented the situation of women workers in the flower farms at the negotiations on human rights in business held in Geneva. AMwA provided training and developed tools, specifically the gender audit tool and the model gender equality policy. and frameworks that are applicable to propel the advancement of decent working conditions women in other sectors in Uganda and beyond with the same partners in this project as well as others. The MoUs signed between UWEA and the farms cemented a working relationship that obligated both parties to collaboratively strengthen gender committees and develop supportive infrastructure and practices that promote decent working conditions for women. For NOPE as with all other CSOs in the project

gained skills from the partnership with other partners and from collaborating with the private sector on CSR initiatives.

Financial sustainability

All partners face financial challenges, including UHISPAWU and UFEA that also can rely on membership fees. In fact, the programme made it possible for UHISPAWU and UFEA staff to visit farms and work with the workers and employers.

The financial challenges will remain after the programme and have a negative impact on the follow-up of the training provided to HR managers and women workers. Follow-up will be guaranteed to a certain extent, by the field staff of UFEA and UHISPAWU, but activities will certainly be downsized. Furthermore, because of varied financial capabilities of farms the level of continuity of the interventions (training and supporting their workers) will differ from farm to farm as compared to the duration of the project. AMwA, FIDA, UWEA and NOPE depend mainly on external donor funding. Under W@W no attention was given to enhancing capacities for local resource mobilisation. The four organisations are strong organisations, having access to a variety of external and national donors. Because of the international networking, with other lawyers’ associations in the DW4W programme, or other research institutes, opportunities are being explored for joint project proposal development by some of the partners.

Social sustainability

Staff involved of implementing partners show a high level of understanding of the social dimensions of the UN guidelines on business and human rights and the gender perspective, and willingness to advance working conditions for women workers. The extent to which this level of understanding and engagement are visible in the entire organisations is varying. For FIDA, UWEA and AMwA profiling themselves as women organisations, the W@W campaign aligns very well to their core values and mandates. For UHISPAWU, the W@W campaign was leverage for enhancing gender sensitivity beyond the staff that are responsible for implementing gender issues. FIDA learned how to operate in a more diplomatic and sensitive way – this is an on-going change process.

5.3 Environmental considerations

In the Uganda programme not much attention is given to the environmental impact of CSR business advice, as CSR has not been the entry point in the W@W campaign in Uganda.

5.4 Conclusions

Levels of sustainability of changes at	Commercial farms	Government	CSO
Institutional	Moderate	Moderate	High
Financial	Moderate	Low	Moderate

Social	Moderate	Low	High
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The level of institutional sustainability of the changes realised at commercial farms and at government level is moderate. Some project results will be helpful in sustaining the observed changes, such as the gender audit tool, the gender policy template or the NAP on business and Human Rights once endorsed by government and all other relevant stakeholders, and the presence of committees at commercial farms. However, changes at farm level and among women workers are still fragile and limited in outreach. Continuous support and collaboration with the W@W partners still are needed for a while. This support is reasonably guaranteed, taking into account the high level of institutional sustainability of the capacity changes at the CSOs.

Under the condition that funding can be mobilised, W@W partners will continue advancing the rights of women workers and support employers and women workers' committees. Changes in the context will also have an influence on the results obtained, such as the economic and financial context and the business investment environment, more lobbying is needed in this regard. It will be important to align to other actors that intervene in these areas so to align, collaborate or adapt interventions where possible. The EOC will remain an important platform for advancing women workers rights, operationalise the existing national policies and institutionalise good practices obtained through the W@W campaign.

6. ANALYSIS OF EFFICIENCY

6.1 Organisational efficiency

The DW4W programme operates through a decentralised governance structure, with a coordination team, consisting of the general programme manager based in the Netherlands and two regional managers (Eastern Africa and Southern Africa) who manage staff teams at regional office, in the Eastern Africa hub and the Southern Africa hub. At each level, staff includes an advocacy officer, a project officer and a project assistant, a communication officer, a financial officer and a DMEL officer. Staff amounts to 18 persons (not all VTE).

The Hivos team that manages the programme in East-Africa is located at the regional Hivos office in Nairobi, is responsible for the five East-African countries. No staff is positioned in these countries, except in Nairobi. Roles and responsibilities are perceived as clear, but all staff interviewed testified to high workloads.

The DW4W programme is operationalised through a project-based approach. The baseline study (2016) formulated suggestions of types of implementing partners that could be engaged by the programme. Hivos approached organisations to ask them to participate in the programme. Some of the implementing partners had already been involved in the first phase of the campaign, like UWEA. The project-based approach as applied in Uganda faced several challenges:

- *Managerial challenges:* several projects were designed in co-creation, which was highly appreciated by the implementing partners, including the flexibility for adaptations. In some of the projects, Hivos took a coordinating or leading role during project development (e.g. Female Leadership programme). Implementation faced several bottlenecks as assumptions appeared not to be met. For example, partners complained about the slow response of the Hivos team on the approval of projects and with regard to feedback provided on quarterly reports. From UWEA's viewpoint this slow response was another factor that caused delays in contracting and interruption in implementation. Hivos explained that UWEA grant was concluded late owing to granting criteria issues. So, whereas AMwA grant on Women Leadership started in October 2018, UWEA was April 2019 on the same project.

Partners were given one to two-year contracts (see overview in table below) and funding often came late, delaying the effective start of the project (or new project phase). Other factors causing delays in implementation were related to project management problems at the side of the implementing partners, e.g. interviews with partners highlighted difficulties with financial management (FIDA and UHISPAWU, AMwA and UWEA). These delays and interruptions in implementation resulted in a 'stop and go' project-based approach, further negatively affected by the challenges in sustainability (see chapter 5). From the perspective of Hivos pre-grant due diligence and grant conditions have stipulations that can result in delays.

- *Programmatic challenges:* the project-based approach resulted in a dispersed approach in programme implementation. Partners highlighted that projects started at different times and often

alignment was not always visible and often did not know how other projects were progressing. Yes, Hivos corroborated stating that project needs were identified at different times and hence the response strategies for different workstreams were concluded at different periods (e.g. strategy for Women Leadership in 2017; Capacity Strengthening of unions in 2019).

- Farm management indicated that partners were sometimes not collaborating. Though regional exchange and linking forums were convened between 2016 and 2020 to reflect on the contributions of different partners / projects to the broad ToC for W@W. According to Hivos a national level L&A session was convened in 2019 for reflections at country level. The evaluation team did not see evidence of a national platform where partners revised the common ToC, to reflect on the contributions of each project to the ultimate goal and look for further alignment and cooperation opportunities. Partners, however, met in annual partner meetings that highlighted successes challenges and capacity development, etc. and through these encounters, relationships were built and collaboration enhanced.

This lack of coordinated action had a negative effect on the efficient use of human and financial resources, specifically during the first years of the programme. Example (1) Whereas UHISPAWU had good relationships with government and access to flower farms; they were given a contract and funding in 2017 under FIDA and 2019 under FIC as sub-grantees as they did not meet minimal criteria for direct grant under Hivos. During the time they UHISPAWU partnered FIDA, there were issues raised by FIDA’s finance team and failure to resolve these resulted in FIDA requesting Hivos to assign another organisation to manage finances for UHISPAWU. Collaborations however continued between UHSIPAWU and other partners like AMWA, and UWEA. More outreach could have been possible when partners implementing similar interventions would have targeted potential farms collaboratively. The lack of alignment and coordination between programme partners also led to duplication of activities and fatigue on the part of the flower farms. One HR manager during an interview said; *“the organisations seemed to be disorganised. They were all coming to us with different requests to train the same workers. Yet we thought they all came from HIVOS. Why did they not work together? They were taking up a lot of our time and management was not happy about this”*.

Partner	Project contract periods	Budget assigned - Euro	Budget spent
AMwA	01/10/2018 – 29/06/2020	163,039	147,574
FIDA Uganda	07/06.2017 - 30/06/2020	223,353	211,165
NOPE	01/11/2018 – 31/05/2020	151,667	147,190
UFEA	01/12/2018 – 31/03/2020	87,618	79,176
UHISPAWU	Partnered under FIC		
UWEA (Under fiscal hosting by AMwA)	15/04/2019 – 30/06/2020	66,105	49,173

Project management procedures are clear for the implementing partners. Partners report quarterly to Hivos, formats and reporting requirements are lean and mean.

7. ROLE OF THE CAC CONSORTIUM MEMBERS, PARTNER ORGANISATIONS AND THE MFA/EKN IN CONTRIBUTING TO THE OBSERVED CHANGES

7.1 Partner Organisations

The implementing partners were identified and selected based on the relevancy of their programming focus and how these complemented each other in promoting DW4W. UHISPAWU has a track record of advocating and defending women's labour rights in the horticulture sector. UHISPAWU advocates for fair wages and salaries for employees in the horticulture sector as well as decent living and working conditions for farm workers and have access to women farm workers, farm owners and management. As one of the mainstream trade unions, UHISPAWU has access to all workers and not only members of the union. This access facilitated the organisation of women in gender committees. The training and capacity development by UHISPAWU resulted in trust, credibility and mutual understanding. This in turn improved social dialogue, which is an important element for sustainability of the project. UFEA is a private sector membership apex body that brings together all stakeholders in the flower industry in Uganda and has access to farm owners and management. UFEA has been working mainly in addressing incidences of sexual harassment and preventing the spread of HIV/AIDS among female workers' awareness raising and to build capacity of its members that include employees, owners and/or managers of flower farms, engage in needs driven research and advocate on behalf of the sector.

AMwA is one of the most prominent feminist organisations in Uganda building the capacity of women to understand oppressive systems of power and strengthen their individual and collective agency to challenge them. AMwA has been particularly useful in implementing the Women Leadership Programme through training, awareness raising and lobbying for gender responsive policies. UWEA complemented AMwA through trainings, research, and dissemination of information, advocacy and networking for workers and women workers' rights. FIDA's role in the project was mainly promoting access to justice for women, enhancing gender responsive governance and women's social economic justice. FIDA has been using multiple strategies in advancing laws and policy reforms for the protection of women including advocacy and public interest litigation. It has also been supporting government through establishing and strengthening sustainable and effective legal and structural mechanisms for instance establishing legal aid help desks in government departments.

7.2 Hivos

Hivos role in the project has predominantly been limited to project management and coordination. They have partly been responsible for some capacity development of partner organisations for example outcome harvesting training. Hivos also provided information sessions and project orientation and explored opportunities for collaboration.

7.3 MFA/EKN

Although EKN did not support the project directly, the project was aligned to the broad embassy goals, rule of law, private sector development, food security and income. EKN also participated in partnership meetings and other dialogues like the meeting on the minimum wage bill where the Ambassador was the keynote speaker.

8. CONCLUSIONS AND RECOMMENDATIONS

8.1. Conclusions

The End-Term Evaluation was to assess the effectiveness, relevance, sustainability and efficiency of the CAC Decent Work for Women (DW4W) programme in partnership with the Dutch Ministry of Foreign Affairs. The evaluation adopted a case study approach focussing on three countries (Uganda, Kenya and Zimbabwe) out of the 8 countries in Eastern and Southern Africa where the DW4W programme was implemented. Review of literature and desk review was conducted as well as collection of primary data through creative workshops, country visits, semi-structured interviews and FGDs with programme actors, partner organisations, external stakeholders and farm management, women workers as well as workers committees. The data collection process and field visits were affected by the travel restrictions and measures to curb the spread of the corona virus. As a result, some of the interviews had to be done online whilst partner organisations and other stakeholders had to be contacted online or by telephone. Data was analysed in terms of the theory of change (ToC) underpinning the Women at Work campaign focussing on the effectiveness, relevance, sustainability and efficiency of the programme for each of the three countries.

The evaluation revealed that there were significant changes arising as part of the DW4W interventions as identified in the ToC. The W@W campaign can be deduced to have been successful in the implementation of the decent work for women agenda. Both employers and workers associations have been actively involved in lobby and advocacy related to women empowerment and improved awareness of women's rights including SRHR, GBV and labour rights. There is increased awareness on understanding of the national labour laws and good labour practices, sexual harassment in the workplace, among employers and workers; workplace policies have been developed and gender and steering committees established. The evaluation also demonstrated that there was increased awareness of the forms, dangers and reporting channels of such incidences and how these should be handled in workplace environments. Management at these flower farms (especially the Human resource officers) are more knowledgeable of the laws and rights of workers and are exhibiting commitment to support these changes.

Measured from the baseline study, the evaluation presented evidence that there was increased awareness to sexual harassment and the relevant policies at individual level. The level of awareness has also capacitated women workers on complaints' procedures and the availability of legal aid. There were a number of examples of raised awareness of sexual harassment at the individual level but the willingness to implement and adapt the necessary policies and capacities into institutional

processes that result in behaviour change is a long-term process that remains a challenge in the implementation of the DW4W programme. While there is evidence of some behaviour change resulting from suspensions and dismissal of offenders, these seem to be isolated and not likely to contribute to sustainable institutional and wider environment level change, unless connected to other undertakings or wider reforms that will be visible long after the W@W campaign. Furthermore, it is not clear if these practices have been adopted in other flower farms not visited by the evaluators.

Improvements in the wages of workers resulting from the efforts of the JNC for the CBAs and the living wage adoption by one flower farm so far reported are positive steps in the right direction. In the absence of the minimum wage law, there is no national point of reference, against which to cause for fair pay for workers. The market driven requirements and standards are playing a significant role in compelling farms to pay their workers better. However, both the current labour laws and the international certification requirements do not address and meet the decent work for women standards. It is therefore necessary for the government to take the lead in reforms to ensure that labour laws meet the DW4W standards.

The campaign partners have strengthened the gender and steering committees and their recognition and support from management has reportedly improved. These are fundamental in disseminating knowledge on health and safety, workers' rights and labour laws. They are also critical in handling, resolving and forwarding cases of rights abuses since it was established that they were able to solve most of the cases reported to them. They have apparently helped ease the load on the HR officers, which in a way lends them more legitimacy in the eyes of management. On the other hand, workers trust them to handle their issues with confidentiality and some degree of professionalism. They are viewed as peers with some level of authority. The key in sustaining them will have to do with how their roles help the farms meet their business objectives. So far, the HR officers interviewed think they are doing just that. However, it also came out that the gender committees are sometimes viewed with suspicion by farm management as they can cause trouble and bad publicity in their role to represent workers and lobby for their rights.

The programme did not have the intended significance on policy and legislative frameworks of government mainly because there was not much engagement of government departments during its implementation. AMwA for instance sought to reactivate the minimum wage bill development process by hosting a high-level round table. This however was a one-off intervention in a protracted legislative processes where other players had more influential roles and contributions and there was no evidence that the workshop was responsible for causing the bill to be brought to the floor of parliament for the debate. There were other efforts by the W@W campaign to cause Government structures to attend to the cause of female workers, which include the engagements with the Ministry of Gender that led to monitoring visits by the labour officers on the farms, interactions with the EOC to domestic international conventions, and the women's legal aid desk at KCCA. The workers got to know about the role of the labour officers in enforcing the rights of workers. It is however still not clear how this will be sustained. For instance, if the partners facilitated the labour officers to visit the farms, with fuel or transport, will the labour officer make follow up visits without this support? Do they have a budget to do so? Those are questions to which the evaluators were not able to get evidence-based answers.

The W@W campaign had limited interface and engagement with the EKN. There were few incidences of collaboration one being at the minimum wage high-level round table where the Ambassador was the keynote speaker. This can be attributed to a limitation in understanding and communicating the role and capacity of EKN and the implementing partners in the campaign

L&A capacity of implementing partners has been strengthened and there was increased cooperation between the implementation partners. The L&A capacity can be improved by the application of SMART L&A strategies and research in L&A. The findings on L&A strategies suggest the need to begin by considering the mechanisms (or policy change processes) that would underpin success, and then establish how best to catalyse these in a particular policy context, including the strategic use of research and social media.

Robust research data is still lacking, which is surprising as the campaign actors had good access to a significant number of farms. More engagement with relevant government departments would also have enhanced L&A strategies for the DW4W programme. There was limited cooperation or coordination among partners in the campaign. It was observed that some partners worked in silos on their respective projects with minimal efforts if at all at collaborating to achieve the common goals of the campaign. The project design may not have foreseen or provided for initiatives to promote these collaborations across projects. This resulted in conflicts among partners, damaged working relationships and fatigued the flower farms.

Reflection on learning questions and some of the assumptions

CSO dialogue with private sector: the programme in Uganda demonstrated that CSO need to cultivate sustainable relationships built on mutual trust and respect with the private sector for meaningful engagement. UWEA for instance has been working on this relationship for over 6 years now, and as a result of that trust, they played an active role in creating linkages (with the flower farms) for other CSOs in the campaign, and also entrenching interventions in the flower farms on behalf of other CSO partners in the W@W campaign. The private sector naturally is very suspicious of the motives of CSOs especially those that advance the rights of workers. The natural instinct is to close up to them, this did happen in this campaign and it was not helped by the incident of the alleged chemical poisoning of workers at one of the farms and the resulting campaign for redress led by FIDA Uganda. This strained relationships between the flower farms and the CSOs to the extent that FIDA had to work through proxies to deliver on its objectives under the campaign. FIDA revealed to the evaluators that it learned the benefits of diplomatic dialogue over dissent, in fostering long term working relationships with the private sector using UWEA as a case for reference. AMwA also derived lessons from this campaign on how to engage with the private sector.

Role of export organisations: export organisations; UFEA was the obvious entry point for the campaign to the flower sector. UFEA has the convening power and leverage with and over its membership. UFEA brought onto the table a clear understanding of the sector and the needs and sensitivities of its members. Issues of a policy nature would best be tabled by UFEA, failure to utilise that channel would be a missed opportunity.

Role of business case and role of frontrunners: In essence a number of interventions were successful due in part to the business case substantiated with qualitative arguments from a human rights perspective rather than the deliberate need to address the challenges of women farm workers and to offer decent work environment for women. Farm managers saw these interventions as contributing to the need to meet standards set by certifying bodies and their buyers and hence pathways to access markets. The campaign was proposing strategies that were in tandem to what the market was demanding of them. So, adherence and compliance led to significant rewards. The strengthening of the gender committee, sexual harassment policies, gender policies, the promotion of women, payment of a minimum wage (by Wagagai) provision of maternity, baby care centres, breastfeeding hours, etc. are some such strategies that are required of the farms by their buyers. The business case was the most significant motivation to participation in and adoption of practices.

Lobbying government and experiences with round tables: lobbying government was limited to providing them with incentives to carry out their obligations of monitoring the work environment at flower farms. There was also a round table discussion sponsored by the campaign to reactivate the minimum wage bill development at which the Ministry of Gender was represented among others. KCCA allowed FIDA establish a legal aid desk for female workers at its premises. These initiatives however need financial resources to sustain them. Lobbying government should not only stop at causing them to accept to participate in an activity or initiative over which they have mandate, but also seek to unlock resources to sustain the government's intervention.

8.2. **Recommendations for the W@W programme in Uganda**

With regard to decreasing incidences of sexual harassment

The campaign contributed to the enhanced awareness on sexual harassment among workers and employers and the development of sexual harassment policies. However, there is also need for collaboration in the implementation of these policies as well as embedding them into the CBA at the JNC level to enable the enforcement of these policies and monitor their implementation. Social norm change requires a multi-level approach (check Hivos). A more comprehensive follow up of the farms that have adopted sexual harassment policies is needed. This can be assumed in the first phase by the CSO but needs to be taken up at systemic level, for example by the labour inspections and the international auditors for the certification standards.

There is a need to enhance coping mechanisms at community level so as to prevent cases of sexual harassment or to protect victims of sexual harassment. That role can be integrated with CLV, local community leadership and the gender committees but does not need to be limited to them. Continuous attention in media will contribute to breaking the silence on this matter. To scale up media campaigning, collaboration can be sought with private companies that are frontrunners in addressing sexual harassment at the workplace.

There is need for intentional efforts by and within the farms to continuously raise awareness on the SH and reprimand perpetrators. These actions have been found to create compliance among would

be offenders. Farms can learn from Royal Van Zanten that has integrated sexual harassment in their routine HR trainings of staff (including induction trainings of new staff). They have a column with in the farm magazine dedicated to sexual harassment

With regard to program design and enhancing partner collaboration

Partners though equipped with good interventions and intentions, seemed to work in isolation, pursuing their respective objectives. It appears to the evaluators that there was limited cohesion among partners in the W@W programme in Uganda. Hivos however stated that they pushed for cohesion from the partners, which led to accelerated buy-in of results. In future it is recommended that joint proposals are developed with common goals but divided responsibilities for campaigns of this nature. The structure, linkages and responsibilities should be collectively agreed upon at project design where all campaign partners should participate. Co-creation is important, and it should be managed in an open transparent manner. This helps participating partners to have a shared understanding of each other's role, and their respective contribution to the common objectives. It also has the benefit of managing expectations and creating opportunities for convergence.

These participatory and common program design sessions are also helpful in identifying potential areas of conflict and addressing them early so that they do not fester. The organisational challenges and limitations in capacity are identified at that stage and provided for in the design process.

With regard to policies tools and messages

The IEC materials seen by the evaluators were all in English, the baseline study did show that 19% of the workers at the time could not read or write in English. The workers interviewed by the evaluators also expressed the need for translated materials. For effectiveness of the messages it is recommended that they be translated and disseminated in the local languages that are understood by the target audience.

With regard to lobbying government for policies and practices

It was observed that partners managed to engage some government departments and agencies to participate in some interventions. However, this participation was sometimes premised on financial support provided by the campaign to participate (e.g. FIDA facilitating participation of labour officers during monitoring exercises). It is recommended that partners pay attention to lobbying for the financial sustainability of government's involvement. This could be through government's own budgetary allocation or support from alternative resource mobilisation efforts. Short of that, the practices run the risk of ceasing on completion of the project.

With regard to collaboration with the EKN in the campaign

It was observed that the EKN was underutilised in the W@W campaign in Uganda. This stemmed from inadequate understanding of the roles of the EKN on the part of the partners, overwhelming and competing responsibilities at the EKN, the absence of clear terms of engagement enshrined in project KPIs. It is recommended that for future campaigns that seek to involve the EKN, that it (EKN)

be involved in the project development, with clearly communicated roles and outputs, and specific allocations to the needs of the campaign at the embassy with whom the partners would communicate and coordinate with. The involvement of the embassy needs to also be given due prominence by way for key performance indicators at project level for the partners.

9. Annexes

9.1. Evaluation framework

EQ 1: Which changes have occurred in agendas, policies and practices of targeted social actors and in the L&A capacities of participating organisations (effectiveness)?

Rationale

This evaluation question relates to the changes the programme has contributed to with regard to: (1) changes in capacities for lobby and advocacy of (Southern) partner organisations, (2) changes in agendas, policies and practices of government and market actors. With this 1st question we explore the degree to which these changes took place and the contribution of the programme to these changes.

The DW4W programme aims at realising decent work for women working in the horticulture sector. The programme prioritised security at the workplace (sexual harassment policies), living wage and participation in decision-making (other aspects of decent work have also been addressed but less prominently). Pressure is put on companies to respect the UN guiding principles of business and human rights. Government is targeted to create the conditions for achieving this. To achieve improvement of working conditions for women, five domains of change have been identified, in which results need to be realised: women empowerment, improved laws and policies, improved business practice, improved certified bodies and more certified farms. Effectiveness will be assessed for each of these domains and their contribution to improving women workers labour conditions. Not only planned results will be analysed but also unplanned and unforeseen results.

In addition to looking at what changes took place and the contribution of the programme to these changes the evaluation will explore contributing factors and processes that are at the heart of the programme's strategy and approach. More specifically, in answering this first question, the team will therefore also pay specific attention to:

- **Civic agency** enables citizens and their organisations to be agents of change, actively helping to transform business practices. DW4W strives to organise women workers and support them in claiming for their rights, supports trade unions and CSOs to become more gender sensitive and strengthen them to improve their advocacy and lobby capacity to claim rights for and with women workers.
- **Multi-Stakeholder Platforms:** the programme also seeks to translate activism into lasting change by opening spaces for multi-stakeholder dialogue, bringing together a wide range of actors to talk and share their points of view, generate new ideas and solutions to shared problems and work towards a common advocacy goal.

This evaluation question also includes the question regarding inclusiveness as formulated in the ToR. Inclusiveness of women evidently is at the heart of the programme. The contribution of the programme to women empowerment and female leadership will be assessed. The ToR also demand to analyse the attention given by the programme to inclusion of disabled people.

Judgement criteria	Indicators/sub-questions
1.1. Changes at the level of government actors	<ul style="list-style-type: none"> - Evidence of: <ul style="list-style-type: none"> o Agenda setting o Engagement in critical dialogue with CSO and MSP o Political will o Policy change o Practice change - Evidence of the role of civic agency and its influence on public actors in the observed policy development processes and procedures - Evidence of effects on civic space, and especially spaces for citizen to effectively influence agendas, policies and

	<p>practices related to women labour rights, gender based violence, business and human rights</p> <ul style="list-style-type: none"> - Contributing factors (internal and external) - ...
1.2. Changes at the level of private companies and sector organisations	<ul style="list-style-type: none"> - Evidence of: <ul style="list-style-type: none"> o Agenda setting o Engagement in critical dialogue with CSO and MSP o Entrepreneurial attitude/will in favour of envisaged changes o Policy change o Practice change - Evidence of the role of civic agency and its influence on market actors in the observed policy development processes and procedures - Evidence of effects on civic space, and especially spaces for citizen to effectively influence agendas, policies and practices related to women labour rights and CSR - Other contributing factors (internal and external) - ...
1.3. Changes at the level of participating organisations (CSOs and women/gender committees) – the power of Civic Agency	<ul style="list-style-type: none"> - Observed initiatives of and developments in Civic Agency in relation to L&A on agendas, policies and practices - Evidence of whether and how capacity development also affected or strengthened role and influence of Civic Agency - Was capacity building through the programme sufficiently geared towards creating conditions that allow effective citizen agency in L&A on DW4WI issues? - Appreciation of quality and relevance of capacity development support - Contributing factors (internal and external) - ...
1.4. Changes at the level of specific (marginalized) groups (inclusiveness)	<ul style="list-style-type: none"> - Changes related to empowerment of women (power over, power in, power within, power with) in the context of DW4W - Evidence of increased participation of women and youth in social dialogue, negotiation committees, in trade union structures, L&A processes and related MSPs - Partners approaching gender and inclusion in their lobby and advocacy - GEDI²¹ being addressed in capacity development interventions - Use of GEDI lens in initial design, in evidence generation, agenda setting, policy dialogue, policy development and practice - Contributing factors (internal and external) - ...
<p>Information sources:</p> <ul style="list-style-type: none"> - Study of documents (programme and project proposals, annual plans, monitoring reports, policy documents of partners, reports of joint activities that have taken place) - Workshops with country-based partners with timeline and process tracing / contribution analysis - Semi-structured interviews with partners in The Netherlands and partner countries 	

²¹ Gender and Disability

- Semi-structured interviews with key stakeholders and external stakeholders
- Sense-making workshop in-country (restitution workshop) and consolidated at programme level with DW4W programme team

EQ. 2. How relevant are the changes in the context in which the programme is operating ?

Rationale:
The question of relevance is closely linked with Civic Agency as central feature and principle of programme design and implementation. The evaluation will look at the way in which Civic Agency is embedded in the programme dynamics and interventions. Civic Agency has multiple dimensions (see chapter 3 for in-depth reflections). The core of the matter is how the programme supports communities to act as key agents of change who drive their own processes of development, set their own goals, claim their rights and fulfil their responsibilities. Hence the emphasis ought to be on organising communities (rather than mobilising them) and supporting them in dialogue and dissent via Civic Agency. The relevance of the programme will be stronger the more the various aspects of L&A agenda and policy influencing (such as agenda setting, generation of evidence, engagement in policy dialogue, and so on) are firmly grounded in the reality of citizen's aspirations and their claims to rights, but equally so in fulfilling their obligations. This will be prime areas for exploration and assessment in the evaluation.

Judgement criteria	Indicators/sub-questions
2.1. Programme is rooted in agency of citizens. L&A agenda is based on legitimate and representative voices and claims to rights of low-income citizen.	<p>Evidence</p> <ul style="list-style-type: none"> - Of co-creation of L&A strategies and approaches led by citizens aspirations, their claims to rights as well as implications of fulfilment of their obligations - How the programme embedded citizen agency in the research agenda setting, research planning and implementation - Of generation and use of evidence by citizens with support of programme actors (in research, communication, etc.) - Of functional multi-stakeholder engagement in development and implementation of L&A strategies (dialogue, collaboration and synchronisation with actors) - That partner CSOs are rooted in and/or aligned with the action of citizens
2.2. Strategies are relevant in contributing to the envisaged objectives of L&A at different institutional levels	<ul style="list-style-type: none"> - Smart mix of L&A strategies (insider–outsider / dialogue-dissent) implemented - Evidence of gradual shift from mobilising to organising communities in L&A trajectories - Role and influence of multi-stakeholder platforms and processes in L&A - Demand driven capacity development strategies that reinforces Civic Agency for L&A - What mechanisms are in place to establish local – national -international linkages e.g. <ul style="list-style-type: none"> o Do outcomes and achievements based on (localised) Civic Agency find its “way up’ into policy processes at higher levels? Or o Are different levels <i>activated</i> simultaneously with linkages enabled by lead agencies and partners? - Other mechanisms?

2.3. Programme takes into account the opportunities and bottlenecks of the context	<ul style="list-style-type: none"> - To what extent Civic Agency in programme activities engages actors from different sectors (state, market, civil society, family) - Intermittent adaptations to programme ToC and country strategies, and subsequent changes in L&A strategies or implementation plans as indicator of responsiveness to external developments
<p>Information sources:</p> <ul style="list-style-type: none"> - Study of documents (programme and project proposals, annual plans, monitoring reports, policy documents of partners, reports of joint activities that have taken place) - Workshops with country-based partners - Semi-structured interviews with partners in The Netherlands and partner countries - Semi-structured interviews with key stakeholders and external stakeholders - Sense-making workshop in-country (restitution)and consolidated at programme level with DW4W programme team 	

EQ.3. To what degree are these changes sustainable?

<p><i>Rationale</i></p> <p>In line with the overall objectives, the sustainability of changes will also be assessed along two levels:</p> <ul style="list-style-type: none"> - Sustainability of the changes in L&A capacity of partners and citizens – the latter is critical to assess lasting power of Civic Agency in influencing policies and their implementation, - Sustainability of the changes in agenda, policies and practices. <p>The extent to which changes can or will be sustained is in principle related to ability of key actors to consolidate over time what has been achieved in terms of capacity development or in policy development and implementation related that contribute to decent work for women in the horticulture sector. Therefore, the assessment of sustainability is focused on actor-groups, notably government actors, market actors and civil society. Where applicable for the above-mentioned groups, sustainability will be assessed along different dimensions such social, institutional, and financial. In addition, it will be assessed what factors may affect sustainability and how risks of diminished sustainability are mitigated, with specific attention to risk mitigation in the face of climate change.</p>	
Judgement criteria	Indicators/sub-questions
3.1. Changes at the level of government actors	<ul style="list-style-type: none"> - Institutional changes: evidence of the willingness of public actors to adhere to and implement new or revised policies, procedures, or regulations that contribute to respecting business and human rights - Financial changes: evidence of adequate resource allocation (in terms of investment and/or recurrent public budget allocation) to adhere to and implement new or revised policies (fully-resourced policies), - Social: proof of supporting policy discourse and pro-active attitude of policy makers in favour of envisioned objectives (DW4W)
3.2. Changes at the level of private sector organisations	<ul style="list-style-type: none"> - Institutional changes: private sector pro-active engagement in multi-actor platforms and other initiatives for the development and implementation of policies and regulations regarding business and human rights - Financial changes: private sector investments enable implementing of CSR policies and business and human rights principles

	<ul style="list-style-type: none"> - Social: positive discourse and attitude of entrepreneurs in favour of adopting business and human rights in their practice
3.3. Changes at the level of participating organisations	<ul style="list-style-type: none"> - Institutional – formal CSOs: support from leadership, adequate HR to follow up policy changes and lobby for policy implementation, L&A policy embedded in organisational set-up and strategy, coherence between L&A practice and other strategies of the organisation, - Institutional – women groups, gender committees. Proof of programme support that has shifted from mobilising communities to organising citizen groups as agents of change (with lead agencies and partners acting as facilitators and enablers rather than implementers) - Programmatic – whether functioning and impact of Civic Agency stretches beyond the programme logic (not affected by ‘Stop & Go mechanisms) and <i>stays alive</i> past the present programme cycle - Financial: CSOs have sufficient financial resources available to continue implementing L&A strategies. - Financial: citizen initiatives increasingly funded through local resource mobilisation and/or diversification of funding base - Social: shared vision, strategies and values regarding L&A at organisational level
3.4 Risk mitigation including environmental issues / climate change	<ul style="list-style-type: none"> - Identification and assessments of risks in terms of impact and probability and assessment if and how programme has considered and/or realised mitigating measures - Sensitivity and responsiveness of implementing partners and other actors (including citizens) to take on climate-change-related concerns into related policy debate and development
<p>Information sources:</p> <ul style="list-style-type: none"> - Programme documents (programme and project proposal, annual reports, monitoring reports, etc) - Findings and observations collected in case study research - Semi-structured interviews with senior programme staff at Hivos and regional/country Hivos programme teams - Semi-structured interviews with few associated partners - Workshops with country-based partners 	

EQ. 4. What has the programme done to ensure a proper use of available/limited resources (efficiency)?

Rationale

In addressing the efficiency question distinction²², can be made between organisational efficiency and programme efficiency.²³

Assessing **organisational efficiency** would involve looking at strategies and norms that the CAC consortium has been using to maximise (returns on) their resources. Hillhorst (et.al) labelled this approach the ‘Theory of Efficiency’. It comprises a description and qualitative assessment of relevant features

²² Reference is made to The Spindle Efficiency Lab of PARTOS (<https://thespindle.org/project/efficiency-2/>) for background information on efficiency analysis – see also *The Efficiency Lab: Lessons Learned. A guide to analysing efficiency of development interventions. Published by The Spindle, the innovation platform of Partos, the Netherlands.*

²³ IOB also made this distinction in its initial communication & guidance on the upcoming evaluations

<p>embedded in the organisation (consortium) and how these were translated into or integrated in organisational procedures and systems aimed at ensuring efficiency of programme interventions and those meant to monitor efficiency. This type of assessment takes place at organisational level and could be a component of the planned evaluation of the internal organisation of the Civic Agency Consortium, which will be organised after the thematic evaluations. While this dimension of efficiency thus falls beyond the scope of this evaluation, we will collect some evidence on measures and procedures taken by the programme management to address the efficiency question and optimise use of available resources. . In programme efficiency, on other hand, a link is established between programme effects and the costs incurred. It is unlikely that a level 2 analysis that compares efficiency of the entire programme with alternative options or benchmarks will be feasible because of limited availability of comparative data and of time and resource limitations within this evaluation. However, it is proposed to carry out a multi-criteria analysis on efficiency of different programme interventions that will shed a light on the perceived efficiency of different process approaches used by the programme in a comparative cost-effectiveness assessment.</p>	
Judgment criteria	Judgment criteria
4.1. Organisational Efficiency:	<ul style="list-style-type: none"> - Programme management procedures and accountability requirements are clear, lean and respected and pay attention to efficiency considerations - Evidence of efficiency considerations in decision making - Mechanisms to monitor efficiency of interventions in place - Evidence of compliance or deviation from procedures and how deviations were handled (new or adapted procedures?)
4.2. Assessing programme efficiency	<ul style="list-style-type: none"> - Comparative assessment of different types of interventions applied in the programme using MADM-like analysis – see section 3 methodology.
<p>Information sources:</p> <ul style="list-style-type: none"> - Programme documents (programme and project proposals, annual reports, monitoring reports, etc) - Findings and observations collected in case study research - Semi-structured interviews with senior programme staff at Hivos and regional/country Hivos programme teams - Workshops with country-based partners 	

EQ. 5. What has been the role of the CAC consortium members, partner organisations and the MFA/EKN in contributing to the observed changes?

<p><i>Rationale</i></p> <p>The subject of assessment is the role of and relations between the Hivos, partners in the South and donor agency (Ministry and EKN). The success of partnership relations has to do with the quality of interaction, ownership of approach, cooperation & co-creation, information sharing, mutual accountability, and commitment of autonomous partners to a common goal. The creation of added value from partnership is crucial for success. The phrasing ‘for and by’ partners refers to the dual perspective of creation of added value, i.e. successful partnership adds value to the joint programme (e.g. in terms of effectiveness) while added value is also created for partners themselves (e.g. from collaborating with others and sharing and learning from them). The latter is particularly relevant with respect to capacity development which in order to be successful, is expected to be characterised by mutuality and complementarity in the relation between the lead agency and CSOs but equally (or even more decisively) so for the relations between formal CSOs and citizens groups and/or multi-stakeholder groups.</p>

From the CAC consortium members, only Hivos is involved in the DW4W programme. So an assessment of relationships with other CAC consortium members is not relevant.

Judgement criteria	Indicators/sub-questions
5.1. Role of implementing partners and Hivos and the relationship between implementing partners and Hivos	<ul style="list-style-type: none"> - Roles and responsibilities are clear to all - Complementarity of roles in contributing to observed changes - Appreciation of the relevance and quality of the support provided by the CAC members and their added value (by the implementing partners) - Assessment of the quality of the partnership relationships between Hivos and implementing partners - To what extent is design of DMEL system and organisational learning of the lead agency and partners inspired by endogenous knowledge and practices? - Concrete actions that have leveraged strengths and capacities of Southern partners - ...
5.3. Role of MFA/EKN and the relationship with Hivos and implementing partners	<ul style="list-style-type: none"> - Roles and responsibilities are clear to all - Complementarity of roles in contributing to observed changes - Assessment of the partnership relationships between MFA/EKN, CAC members and implementing partners (by all) - ...
Information sources: <ul style="list-style-type: none"> - Programme documents (programme and project proposals, annual reports, monitoring reports, etc) - Findings and observations collected in case study research - Interviews with senior programme staff at Hivos - Interviews with associated partners and with representatives of NL Government (Ministry and/or EKNs) - Workshops with country-based partners 	

9.2. Chronogram of the visit

Date	Stakeholders	Activity (Workshop, Interview, FGD)
16.03.2020	UFEA	<ul style="list-style-type: none"> • Interviews
18.03.2020	Wagagai Ltd Aurum Roses	<ul style="list-style-type: none"> • Interviews with HR and Compliance Officers • FGD with the Gender and women committee members
19.03.2020	Bugiri Primary school St. Denis Kigero Primary school Nkumba	<ul style="list-style-type: none"> • Interview with teachers • Random FGD with pupils
20.03.2020	Akina Mama wa Afrika	<ul style="list-style-type: none"> • Interview with ED and Project Coordinator project staff

21.03.2020	Royal Van Zanten farm UWEA	<ul style="list-style-type: none"> • Interview with HR officer Wakiso and Mukono branches • FGD with representatives women workers committee • Interview with Project Coordinator UWEA
23.03.2020	FIDA	<ul style="list-style-type: none"> • Interview with Project director, Project coordinator and M&E officer • FGD with CLV
24.03.2020	Embassy of the Kingdom of the Netherlands	<ul style="list-style-type: none"> • Interview with first secretary
27.03.2020	Ministry of Gender labour and social development -	<ul style="list-style-type: none"> • Interview with commissioner occupational health and safety
07.04.2020	Kampala Capital City Authority	<ul style="list-style-type: none"> • Interview with head of labour unit
17.04.2020	Sense making online workshop	<ul style="list-style-type: none"> • Virtual workshop with all implementing partners and HIVOs regional office officers • Interview HIVOS regional manager and M&E office
20.04.2020	UHISPAWU	<ul style="list-style-type: none"> • Interview secretary general

9.3. List of people consulted

DW4W partners

Esther Nekambi	Executive Director-UFEA
David Tushabe	M&E Officer-UFEA
Eunice Musiime	Executive director –AMwA
Leah Eryenyu	Project coordinator-AMwA
Flavia Amoding	Coordinator-UWEA
Irene Ekonga	Programs Director-FIDA(U)
Charlotte Kyomugisha	Project Coordinator-FIDA(U)
Geoffrey Ochieng	M&E Officer-FIDA(U)

External stakeholders

Odongo Alex	Ag. Commissioner- Ministry of Gender Labour and social development
Nona De Jong	First Secretary – Embassy of the kingdom of the Netherlands
James Lwanga	Manager Labour- KCCA

School Teachers(Twinned schools)

Paul Erongu	Bugiri Primary School
Edith Batenda	St. Denis Primary school -Nkumba

Farm Human Resource officers

Aweko Kevin	Royal Van Zanten
Apio Elizabeth	Royal Van Zanten
Hope Katebera	Aurum Roses
Kirinya Frank	Wagagai Ltd
Kiwanuka Ambrose	Wagagai Ltd

Focus group discussions*Gender&Women workers committee Wagagai Ltd*

Ddamulira Arafat	Member
Ahimbisibwe Allen	Member
Namwanje Robinah	Member
Assiimwe Stella	Member
Kyabwe Aidah	Member
Namishana Dinah	Member
Nakabugo Sophia	Member
Nabbamba Ronald	Member
Rubanika William	Member
Nabatanzi Zaitun	Member
Kyazike Norah	Member
Nabatanzi Robinah	Member
Asimu Christine	Member

Gender committee Aurum roses

Nalubega Hindu	Member
Aledra Godfrey	Member
Obale James	Member
Yangi Reidu	Member
Gwokyalya Viola	Member
Kyoyagala Immaculate	Member

Gender and Women workers committees Royal Van Zanten Heyshott

Namuli Jane Francis	Member
Nantume Resty	Member
Nakavuma Felista	Member
Nayiga Juliet	Member
Wasswa Edward	Member
Najjuko Sylvia	Member
Nakitto Hasifah	Member
Kigongo Margret	Member
Bikobye Veronica	Member
Afunye Julius	Member
Namiro Joanitah	Member
Batuusa Margret	Member
Mutesi Ruth	Member
Ahaisibwe Annet	Member
Ssendagire Asha	Member

Community Legal Volunteers FGDt

Mirembe Milly	Aurum Roses
Ayebare Sayuni	Exclusive Cuttings
Anguchia Juliet	RVZ- Mukono
Olupot Denis	FIDA
Turihohabwe Aurerius	RVZ-Wakiso
Bukenya Darrius	Rosebud Ltd

9.4. **List of literature consulted**

Internal documents

- Women leadership Horticulture sector curriculum.
- Eradication of sexual harassment and mitigation of HIV&AIDS in the Uganda horticulture sector baseline study report 2019.
- Women leadership project e-brief
- W@W TOC presentation.
- Blooming workplaces E-project
- Stop sexual harassment East Africa- model policy
- Summary East-African capacity self-assessments
- HIVOS partner conference report January 2016
- Women at Work, Theory of Change.
- Governance structure W@W
- Team members DW4W document
- Partner capacity assessments 2017-2019
- Outcome harvesting cumulative list document DW4W
- EA Partners portfolio PP presentation document

External documents

- Employment Act 2006
- Occupational health and safety act 2006
- The labour union arbitration and settlement act 2006
- National budgetary frame work paper 2019/20
- Ugandan flower exports exceed 200Bn shillings, Tadeo Bwambale, (March 17 -2020) new vision article. Available at
https://www.newvision.co.ug/new_vision/news/1516644/uganda-flower-exports-exceed-sh200b
- <https://www.fairtrade.net/issue/living-wage>
- <http://www.florinews.com/index.php/past-featured-articles/40-past-featured-articles/313-selecta-one-wagagai-flower-farm>

9.5. Relevance of Interventions and Emerging Gaps

BASELINE RECOMMENDATION	RESULTS OF THE W@W UGANDA PROGRAMME	RELEVANCE & GAPS
<p>Women empowerment</p> <ul style="list-style-type: none"> - Leadership positions - Strengthening women participation in the horticulture value chain 	<p>Akina Mama Afrika implemented activities in 4 farms.</p> <ul style="list-style-type: none"> - Developed Women Leadership in the Horticulture Sector Curriculum and conducted training on the same; - Designed a Gender Audit Tool used to identify gaps in gender responsive policies and practice at the work place; - Awareness raising on gender labour rights (e.g. lobby governments support for the implementation of the proposed ILO convention on GBV at the workplace) and created a Compendium of Labour Rights. - HR managers were also trained on gender responsive policies. 	<ul style="list-style-type: none"> - There is evidence of awareness but limited action therefore there is need for targeted interventions that accelerate behaviour change - The process of developing gender responsive policies and practices has started so there is need for interventions to ensure sustained implementation of these - Need for strategic partnerships that enhance women's positions and participation
<p>Organisation of farm workers</p>	<p>UWEA supported the strengthening of gender committees. These committees are safe places for women to share their concerns and also serve as a means to organise activities for fellow workers.</p> <ul style="list-style-type: none"> - The farms have put in place supportive practices and infrastructure (e.g. Day Care facilities) to support female workers. - Gender committees demonstrate varying levels of dynamism and effectiveness. - No consolidated data on the effect of these committees in increasing trade union membership in the horticulture sector. - UWEA and UFEA partnered NOPE under Blooming Workplaces and Communities project to provide training and capacity building for peer educators in 10 schools near the 7 flower farms on HIV/AIDS, 	<ul style="list-style-type: none"> - Gender committees are not uniform in implementation. They have been varying levels of success on different farms. - The gender committee model should take into consideration the uniqueness of different farms and the power dynamics that are inherent in each - There is need to gather and consolidate data on the effect of these gender committees in increasing participation of members in trade unions

	Menstrual and hygiene issues and SRH.	
Provide platforms to lobby for women's rights through linkages between private sector and mainstream women organisations like , UWONET, Health Rights Action Group	<ul style="list-style-type: none"> - Partnerships have been made mostly with civic society organisations like UWEA, AMwA, FIDA and UFEA to implement various programme strands that include lobby and advocacy 	<ul style="list-style-type: none"> - Organisations recommended in the Baseline have not been engaged - Organisations like Health Rights Action Group are critical especially for HIV/AIDS, sexual and reproductive health rights component of the project
Engagement of government particularly the Ministry of Agriculture and Animal Industry and the Ministry of Gender, Labour and Social Development	<ul style="list-style-type: none"> - The programme only managed to engage the Department of Occupational Health and Safety. 	<ul style="list-style-type: none"> - There is limited engagement with government departments recommended in the Baseline and these should be engaged as they are key - EKN already had a good relationship with the Ministry of Agriculture so this was a missed opportunity
Engagement of labour unions and women organisations	<ul style="list-style-type: none"> - There is only one labour union currently participating in the project - Recommended mainstream women organisations were not engaged 	<ul style="list-style-type: none"> - Engagement with relevant labour unions should be strengthened - There should be more sustained engagement of women organisations so as to increase lobbying power to influence policy and other reforms to strengthen women positions and participation
Development of sexual harassment and GBV policies	<ul style="list-style-type: none"> - UHISPAWU strengthened the promotion and defending of women workers' rights at all farms through training in women's leadership, SGBV; - Lobbied farm management to improve workplace policies on gender inclusiveness 	<ul style="list-style-type: none"> - There is now awareness and willingness to develop sexual harassment and GBV policies but no farm has developed these.