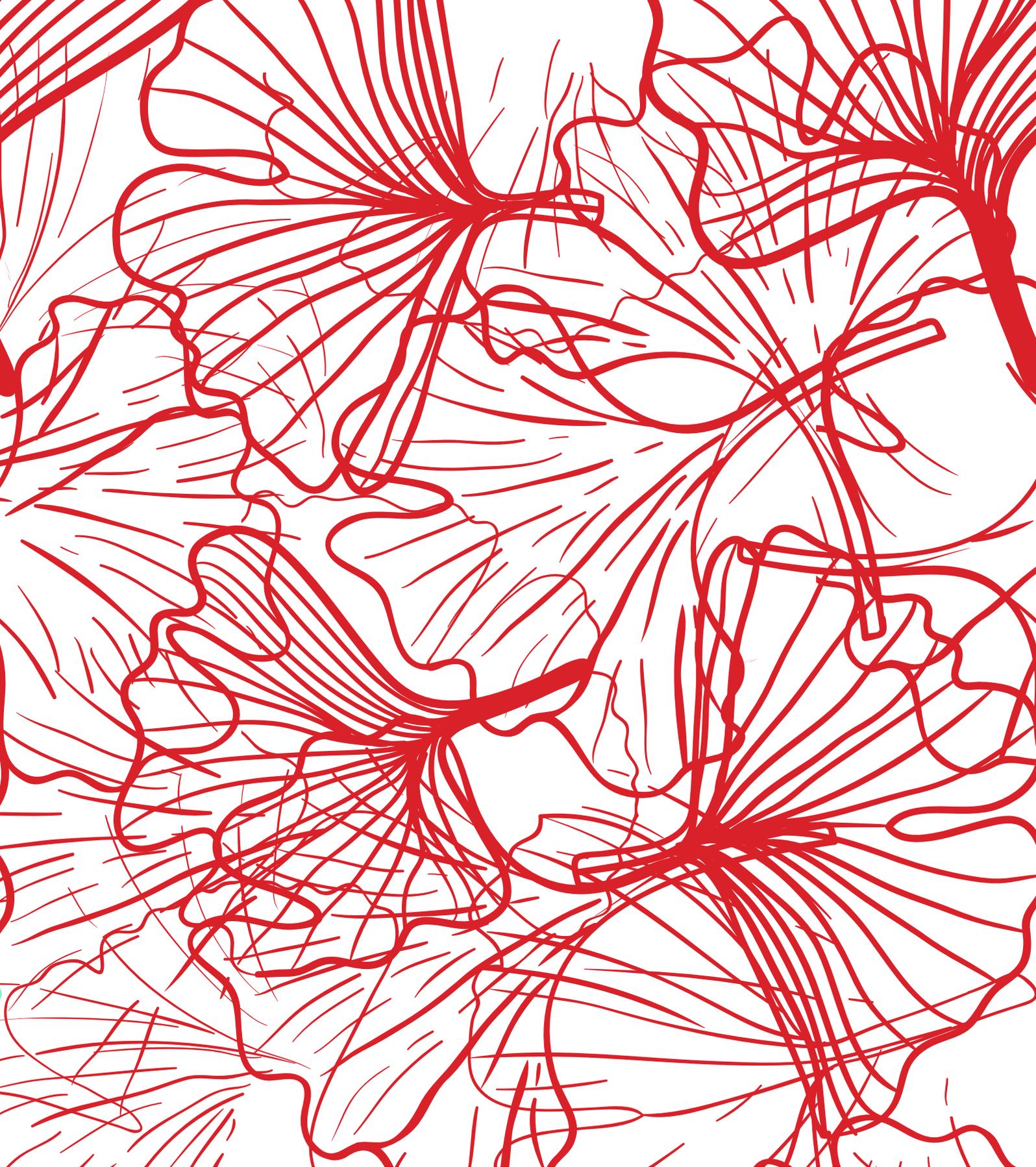


DECENT WORK FOR WOMEN

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





Synthesis Report ACE Europe, August 14 2020

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PREFACE

*'If they don't give you a seat at the table,
bring a folding chair' (Shirley Chisholm)*

The evaluators had the honour to meet a lot of human rights activists and women workers who showed courage and commitment to fight for improving decent work conditions for women workers in the horticulture sector. We hope that this campaign can be motivational for all actors to continue engaging into a dialogue so to find solutions on how to improve social performance in the global horticulture value chains. We would like to thank all people that have collaborated in this evaluation, implementing partners, Hivos teams and not at least women workers who shared their stories with us. We hope funding will be mobilised for continuation of the campaign.

Geert Phlix (ACE Europe) Mechelen, Belgium. 2020

EXECUTIVE SUMMARY

The Citizen Agency Consortium (CAC), consisting of Hivos, the International Institute for Environment and Development (IIED) and Article 19, commissioned an end term evaluation (ETE) 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) is one of the four programmes of the CAC. The DW4W programme was implemented in Eastern and Southern Africa (Kenya, Uganda, Rwanda, Tanzania, Ethiopia, Zimbabwe, Malawi and Zambia) and in the Netherlands. The programme focused 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 DW4W programme was implemented by the Women@Work campaign, consisting of global, regional and national Hivos teams and 31 implementing partners, involving women rights and human rights organisations, organisations of lawyers, media organisations, research institutes, employers' and export associations, and trade unions. The two concepts are interchangeable. The term DW4W is mainly used in communication with the Ministry of Foreign Affairs, the W@W campaign is mainly used at operational level.

The overall goal of the programme/campaign was the implementation of the right to Decent Work for women working under poor conditions in global horticulture value chains, by making global horticulture value chains gender inclusive. The Decent Work definition of the ILO was followed, aiming at obtaining results with regard to: (1) Fair Income; Living Wage, (2) Security in the workplace (e.g. sexual harassment), (3) Social protection, (4) Compliance with health and safety standards (e.g. use of chemicals, provision of protection gear), (5) Freedom to organise (e.g. labour rights education and awareness building), (6) Participation in decision making (e.g. female leadership, strengthening women representation at the workplace and within the trade unions).

In the programme proposal four main pathways of change/domains of change were described that remained the same during programme implementation: (i) improved laws and policies at national, regional and international government level and enforcement of laws, (ii) improved business and improved certification bodies, (iii) improved supply and demand for sustainably and fairly produced flower and (iv) changes in civil society organisations and networks, and women empowerment.

The objective of the evaluation was to assess the effectiveness, relevance, sustainability and efficiency of the programme as it relates to changes in capacities for Lobby and Advocacy (L&A), and changes in agendas, policies and practices of government and market actors. The evaluation served two purposes, learning and accountability.

Four country-based case studies (Zimbabwe, Kenya, Uganda and the Netherlands) constitute the backbone of the evaluation. These were complemented by study of documents of the entire programme and interviews with partners from the non-visited countries during the global partner meeting in february 2020. A mixed methodology was applied, with a focus on qualitative data-collection (interviews, focus group discussion, workshops) complemented with a survey among partners to assess quality and relevance of the capacity development support provided.

Effectiveness of the L&A interventions

DW4W is a strong programme with important results at the level of women workers, commercial farms, certification standards and in putting and/or keeping decent work for women topics on the agenda of several horticulture value chain actors (workers, producers, retailers, trade unions, employers' associations, export associations, certification bodies, CSOs and government). Results have been realised in all outcome domains of the Theory of Change:

- **Improved laws and policies:** in all countries, policies with regard to gender, women workers' rights, sexual harassment, business and human rights have become more gender responsive. Implementation remains a challenge. In several international fora (e.g. UNGP, OECD, CSW, SDG), women workers rights in the horticulture sector were brought under the attention by W@W partners. The campaign also contributed in having a gender lens in the UN Guiding Principles on Business and Human Rights.
- **Improved business and certification bodies:** Different value chain actors have gained knowledge about women workers' rights and showed commitment to further reflect how to make their policies and practices more gender responsive. Retailers and producers targeted are committed to improve their CSR policies, to explore how living wage can be realised in the horticulture sector, to implement sexual harassment workplace policies and to support the establishment and/or functioning of women committees at their farms. Several certification bodies (international and national) have included more gender responsive indicators and/or are developing a growth path towards living income. A reflection on how to improve their auditing practices at farm level have started.
- **Improved supply and demand for sustainable and fairly produced flowers:** citizens and consumers have gained knowledge on the challenges (women) workers face in the horticulture sector and have put pressure on businesses and certification bodies. Through IDH, the Sustainable Trade Initiative, retailers and producers are committed to realise a market in which 90% of flowers and 100% of the vegetables meet IDH standards for sustainability.
- **Women empowerment:** Women workers in targeted farms have gained knowledge about their rights and about the fact that sexual harassment is not normal, neither justified. They have acquired leadership and negotiation skills. Women workers' committees in targeted farms are functional. These committees are involved in addressing sexual harassment cases, creating awareness of their fellow workers and in negotiating better working conditions at their farm.

The combination of a top-down (gender lens in national and international policy frameworks, social indicators in certification standards) and bottom-up approach (strengthening women workers' committees) has already contributed to realising some changes at the level of the women workers, for example with regard to improved security at the workplace (e.g. sexual harassment), increased wages (to a certain extent), job promotion (in some occasions), and compliance with health and safety standards (to a certain extent). Effect of the programme on realising Decent Work for women is varying, as the level of policy implementation is varying, as well as the dynamics of the women committees. Also, several variables have an influence on the bargaining environment, like the presence of Collective Bargaining Agreements at the farm, openness and commitment of farm management and owner, the presence of an active trade union delegation and dynamism of other farm committees, etc. Changes are the most visible in frontrunner farms, mostly large-scale producers, often owned by a foreigner.

The strategy of the DW4W programmes shows strong features, such as (i) the focus on the dialogue with a variety of private sector actors, combined with dissent approaches where

needed, (ii) the focus on the horticulture sector, which enabled building sector expertise and targeted focus in a limited number of value chains, (iii) the continuous learning and adaptations of the operational strategies during programme implementation, (iv) the combination of implementing partners, (v) the peer learning approach, (vi) the application of a smart mix of L&A strategies and (vii) the launch of innovative experiments like the Result Based Social Certification Project, the CSR Africa Portal and the Living Wage Lab.

Effectiveness of the capacity development support

Implementing partners have gained more knowledge on sexual harassment workplace policies and acquired a better understanding of sexual harassment; enhanced competencies to conduct stakeholder mappings, enhanced capacity for effective social media advocacy, gained experience in conducting an evidence-based campaign and acquired more knowledge on international and regional instruments or mechanisms for L&A. Women and human rights organisations acquired more knowledge on labour rights issues, business and human rights, CSR and how to engage with private sector actors. Labour rights organisations and trade unions acquired more knowledge on women (workers) rights. Collaboration between CSOs, trade unions and employers' association has been strengthened. The link between national and international level L&A proved to be challenging. Limited attention was given to organisational characteristics that influence the performance of individual staff members and to the knowledge transfer at organisational level. This negatively affected sustainability of the capacity development support results.

A relevant mix of capacity development modalities was applied to enhance L&A capacity, with peer learning being assessed as the most relevant and effective. Follow-up of the learning processes was rather limited.

Relevance

The DW4W programme is a relevant response to the challenges the horticulture is facing at global level and in southern countries, and country programmes responded well to the needs identified in the baseline studies. The agility of the programme to respond to changes in the context or to learn from the practice was high and well managed.

Reflections on programme progress and results took place during annual national, regional and/or international partner meetings, and were based on the programme's Theory of Change.

Good assumptions have been formulated in the Theory of Change, which were regularly discussed during partner meetings, though not supported by an explicit learning agenda. Mainly first order learning took place (are we doing the things right?), to a lesser extent second order learning (are we doing the right things?) of triple loop learning (questioning the assumptions behind the ToC).

Sustainability

The level of institutional sustainability of the changes realised at commercial farms in the three countries visited is moderate. Some programme results will be helpful in sustaining the observed changes or to accelerate policy implementation, such as the integration of social indicators in certification schemes, and the gender lens on labour rights in National Action Plans on Business and Human Rights. Integration of sexual harassment policies in the Collective Bargaining Agreements might contribute in future to enhancing institutional sustainability. Implementation of improved policies stimulating social performance of the horticulture sector is hampered by the lack of financial resources, at the level of farms and at the level of the government.

Changes at farm level and among women workers are still fragile and limited in outreach. There is still a need for institutionalisation and upscaling of the results, e.g. through including decent working conditions in collective bargaining agreements, strengthening law enforcement (in particular labour inspection), strengthening trade unions that have presence in the farms and strengthening employers' associations.

The evaluators acknowledge the complexity of this type of programmes. The envisaged change processes take years and sustainable results are difficult to realise when funded through short term project-based subsidy frameworks. This leads the implementing partners to the question of how to deal with programmatic, financial and organisational sustainability challenges, and appeals to the Ministry of Foreign Affairs on how to avoid stop-and-go programmes.

Implementing partners have been well-chosen and demonstrated relevant expertise and track record with regard to the intervention domains of the DW4W programme. The extent of acquired knowledge and competencies being shared at partner organisational level is not clear in all countries as it is dependent on personal initiative. Financial sustainability of the majority of the implementing partners to implement L&A interventions with regard to the decent work in the horticulture sector is fragile.

Efficiency

A good functional governance structure was created, and lean and mean project management procedures developed. The main challenge is the heavy workload of the Hivos staff, explained by the multiple roles staff is assuming. The high due diligence requirements of Hivos have also put an extra burden on the Hivos teams, and on the partners that not all could qualify directly for project funding and creative solutions ought to be sought.

A project-based management approach was applied, which had a negative effect on efficient use of human and financial resources in several cases, and also resulted in a siloed programme approach.

The guidance of the programme with regard to strategic issues could have benefited from a stronger, more systematic and conscious 'leadership function' in the organisation of the campaign, complementing programme management. The 'management function' of the programme (planning, monitoring, finances et cetera) has been adequately taken care of, while with regard to the 'leadership function' (keeping an eye on the overall direction of the programme, reviewing the assumptions of the programme, encouraging innovation et cetera) there is scope for improvement. This function is relevant for, among others, stimulating second and triple loop learning, questioning the assumptions behind the ToC, mentoring and supporting team members and implementing partners in dealing with complexities and changes.

Recommendations

A set of recommendations are presented to support the development of future programmes and projects targetting the challenges within the global horticulture value chains, whether developed by Hivos or W@W campaign partners. These relate to the use of the Theory of Change approach, capacity development strategies, enhancing sustainability and efficiency and can be summarised as follows.

On the use of ToC approach: The way the ToC approach was applied in the DW4W programme can be further finetuned with regard to its functions to enable identification and alignment with other stakeholders intervening in the same sector, and to support learning. A more

explicit learning agenda can be developed, for example on facilitating multi-stakeholder processes, holding governments accountable, on challenges women are facing in looking for legal advice, etc. Further reflections and learning on a number of assumptions are still needed (e.g. balancing dialogue and dissent approaches, role of a business case, role of frontrunners, linkages between national, regional and international L&A).

With regard to capacity development: A strategy to make learning more explicit can be the development of learning trajectories on specific learning topics that were discussed during the partner meetings. More attention can be given to 'technical' L&A skills, like the development of L&A strategies and plans, conducting a political economy analysis, applying outcome mapping to monitor L&A plans, etc. More focus needs to be given to enhancing L&A capacity at organisational level, not in terms of enhancing organisational procedures and management processes, but rather in terms of supporting reflections at organisational level on what L&A capacity means for an organisation, what organisational factors are contributing or hampering L&A interventions. More attention should be given to how to transfer acquired knowledge and skills to the organisation level and evolve from individual learning to collective learning.

Enhancing sustainability: Embedding the programme in social movements and organisations that have legitimacy in the targeted value chains can enhance sustainability of this type of programmes, like trade unions, employers' associations, women movements and maybe also consumer associations. Sustainability strategies need to be in-built in future programming, like the strengthening of trade unions (and looking for collaboration or alignment with the international trade union programmes), strengthening the social dialogue, strengthening labour inspection services (provision of technical support and training), etc.

Enhancing efficiency: Alternatives for the project-based approach can be explored so as to support joint action (having consequences on the way of working in managing partner relations by Hivos).

List of Abbreviations

AMwA	Akina Mama wa Afrika
AWCFs	African Women and Children Feature Service
CAC	Citizen Agency Consortium
CBA	Collective Bargaining Agreement
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CFU	Commercial Farmers Union
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
CSW	Commission on the Status of Women
DMEL	Designing, Monitoring, Evaluation and Learning
DW4W	Decent Work for Women
EKN	Embassy of the Kingdom of the Netherlands
ETE	External End-Term Evaluation
FEMNET	African Women's Development and Communication Network
FGD	Focus Group Discussion
FIC	Forum for International Cooperation
FIDA	Association of women lawyers (Uganda, Kenya)
FNV	Federatie Nederlandse Vakbeweging
FTE	Full-Time Equivalent
GAPWUZ	General Agriculture and Plantation Workers Union of Zimbabwe
GBV	Gender Based Violence
HR(M)	Human Resources (Manager)
HQ	Headquarter
IIED	International Institute for Environment and Development
ILO	International Labour Organisation
KCCA	Kampala City Council Authority
KFC	Kenya Flower Council
KHRC	Kenyan Human Rights Commission
KSH	Kenyan Shilling
L&A	Lobby & Advocacy
LEDRIZ	Labour and Economic Development Research Institute Zimbabwe
M&E	Monitoring and Evaluation
MADM	Multi-Attribute Decision Making
MEP	Member of Parliament
MFA	Ministry of Foreign Affairs
MSP	Multi-Stakeholder Partnership
NAP	National Action Plan
NGO	Non-Governmental Organisation
NL	Netherlands
OECD/DAC	Organisation for Economic Cooperation and Development/ Development Assistance Committee
SDG	Sustainable Development Goals
ToC	Theory of Change
ToR	Terms of Reference
TAWLA	Tanzanian Women Lawyer's Association
UFEA	Uganda Flower Exporters Association
UNGP	United Nations Guiding Principles on Business and Human Rights
UWEA	Uganda Workers' Education Association
WRW	Workers Rights Watch
ZELA	Zimbabwe Environmentalist Lawyer Association

ZGC Zimbabwe gender Commission
ZHRC Zimbabwe Human Rights Commission
ZWLA Zimbabwe Women Lawyers Associations

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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, 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 organisations - on achieving lobby and advocacy goals (influencing policies and practices of market and government actors) in four specific thematic areas. This evaluation report presents the evaluation results of the Decent Work for Women (DW4W) programme. The Decent Work for Women programme is implemented in East 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 and good working conditions, enhancing participation in decision making, in particular targeting women, in the horticulture sector.

The Decent Work for Women programme is implemented by the Women@Work campaign. The two concepts are interchangeable. The term DW4W is mainly (but not consistently) used in communication with the Ministry of Foreign Affairs, the W@W campaign is mainly used at operational level.

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 was commissioned by Hivos.

This evaluation has looked for a balance between Learning and Accountability. In line with the programme's focus on capacity development the evaluation was designed to maximize learning. It is expected that the CAC members as well as partner organisations will be able to use the evaluation results 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 programme. These evaluation criteria relate to the changes the programme has contributed to:

- capacities for Lobby and Advocacy of (Southern) partner organisations,
- agendas, policies and practices of government and market actors.

The evaluation process consisted of different stages: (a) inception stage during which a full-fledged review plan (Inception Report) was developed; (b) desk research; (c) primary data

collection mainly through 4 case studies; (d) consolidated analysis, reporting and sense-making. The evaluation has started in December 2019 and was finalised in June 2020.

1.3 APPROACH AND METHODOLOGY

The evaluation adopted a theory-based evaluation approach, to analyse¹- based on the ToC narrative - whether and how an intervention contributed to the observed results, as such validating the ToC with empirical evidence. Three country-based case studies (Zimbabwe, Uganda, Kenya) and one case study on international and Netherlands L&A work constitute the backbone of the evaluation. Case studies were complemented with desk-study and analysis of the substantiated outcome harvesting² involving all 8 countries and Global Office. The combination of the case study approach, the desk study and the outcome harvesting enabled the evaluators to make an overall assessment of the entire DW4W programme.

Countries to be visited were selected by Hivos. Preference was given to countries that were sufficiently representative for the DW4W programme: countries with an important floriculture sector, where the different domains of changes were covered by projects, substantial progress was realised in programme implementation, and a combination of countries in East and Southern Africa. The evaluation team is of the opinion that the selection of countries was well substantiated and valid. The evaluators also had the opportunity to participate in the annual global partner meeting, organised in Zimbabwe February 2020, where interviews could be conducted with all partners in the non-visited countries.

The analysis of documents and case studies is built around the evaluation matrix that was developed during inception (added in annex 2). The matrix is structured along 5 topical questions covering the aspects of effectiveness, relevance, efficiency, sustainability and relationships. A contribution analysis was applied on a number of selected outcomes from the outcome harvesting in the three countries visited. These outcomes were selected based on a set of criteria like (i) the significance for the different domains of change,³ (ii) significance for a certain country, (iii) the need to cover all domains of change, (iv) a representation of different levels of changes and combination of changes at the level of government and at the level of private sector,⁴ (v) mix of partners involved (NGOs, trade unions, lawyer associations, private sector associations), (vi) relevant cases for the learning topics, (vii) some cases with a link to the interventions conducted in the Netherlands (e.g. living wage and international L&A). An overview of these cases is added in annex 3. The country evaluation reports describe in detail the results of these contribution analyses. More information on the methodology is available in the inception report.

During field studies, for triangulation purposes a combination of methodologies was applied: kick-off workshops, involving all implementing partners and Hivos team, bilateral visits to a selected number of implementing partners, visits to floriculture farms and semi-structured interviews with external stakeholders. At the end of the evaluation visits, a sense-making/restitution workshop was organised with participation of all implementing partners and Hivos staff. Not all projects and implementing partners could be visited during the country visits. Preference was given to the implementing partners that had contributed to the outcomes selected for the contribution analysis. Other partners were part of the evaluation

¹ Theory-based approaches to evaluation use an explicit Theory of Change to draw whether and how an intervention contributed to the observed results. It is argued that if the evaluators can validate the ToC with empirical evidence and account for major external influencing factors, then it is reasonable to conclude that the intervention has made a difference. A contribution analysis is one of approaches used in theory-based evaluations

² Part of the M&E approach consisted in the application of the outcome harvesting methodology. A rigorous outcome harvesting approach and methodology was developed and implemented. In 2019, Hivos organised a substantiation exercise to collect evidence from external stakeholders for the contribution claims made by programme actors.

³ The evaluators have grouped the harvested outcomes along the different domains of change of the ToC.

⁴ The evaluators did a second analysis of the type of changes that were addressed in the harvested outcomes:

but with a more limited agenda, mainly through their participation in the start-up and sense-making workshops. The visit to the selected partners was not limited to assessing the selected outcomes but addressed the entire involvement of the partner in the DW4W programme, but the selection of external stakeholders to be interviewed was determined by the selected outcome. During the partner visit, a group interview was organised with all staff involved in project implementation, to reconstruct the timeline of the outcome at stake and to collect data of the different pointers of the evaluation framework, complemented with an interview with the director of the organisation and interviews with external stakeholders. In each country, three to four floriculture farms have been visited and interviews were organised with HR managers and officers, due diligence officers, - to the extent possible – the farm owner, and focus group discussions with the gender/women committees and representatives of the trade union. A list of people consulted can be found in annexes of the country evaluation reports.

An on-line survey was implemented, from January 30 till February 13, to assess the quality and relevance of the capacity development support provided by Hivos and partners during the programme. A questionnaire composed of 8 closed questions (5 questions assessing quality and relevance of the international partner meetings, which were seen as an important platform for capacity development, and 3 questions assessing the quality and relevance of the different capacity development modalities⁵ as applied in the DW4W programme) was sent to all 31 implementing partners (to one person per organisation, namely the W@W project coordinator). 19 organisations (61,3%) had completed the questionnaire (3 mail addresses had bounced). Not all respondents could answer all questions because of staff changes at the organisation or because the fact that their organisation only had joined the programme in a later stage. As a survey has its limitations, results of the survey were triangulated with the information obtained during the field visits, and results were further discussed during a session on February 21, at the international partner meeting. Triangulated results are included in the analysis of the effectiveness and relevance of the capacity development support provided by the programme (see chapters 3.5 and 4.3.)

For the international and Netherlands-based policy case, the methodologies used for exploring key programme-related processes and outcomes and assessing the programme's contribution to stated outcomes included: (i) attendance as observer at the international W@W team meeting in December 2019 and at the international partner meeting in Victoria falls, February 2020, (ii) bilateral skype interviews with the W@W general programme manager, (iii) workshop to reconstruct the timeline of the L&A interventions conducted in the Netherlands, involving DW4W partners in the Netherlands, (iv) semi-structured skype or zoom interviews with informants from retailers, producers, ministry of foreign affairs, (v) semi-structured skype or zoom interviews with DW4W partners: Fair Food, True price/the Impact institute, WO=MEN, (vi) study of documents, incl. outcome harvesting substantiation exercise.

In line with the programme's focus on capacity development, the evaluation was designed to maximise learning. Learning was facilitated by actively involving implementing partners and Hivos teams throughout the evaluation process. Drawn from the annual global partner meetings and the Hivos team meetings, a set of specific learning areas had been identified by Hivos (see box on following page). These learning topics have been discussed during the country restitution workshops and the sense-making workshops organised during analysis and reporting phase. Evaluation reports were shared with Hivos team and implementing partners. Based on their feedback final evaluation reports were made. This report is the overall synthesis report. Four country evaluation reports (including Netherlands) are added in annex

⁵ Different capacity development modalities: attending international L&A events, women's leadership training, adhoc expert support, capacity development support at individual level, capacity development support at organisational level, attending national partner meetings, peer-learning, exchange visits, training, learning-by-doing

Box 1: Learning questions

A first learning topic is the process of developing and implementing **sexual harassment policies** for the flower sector. Question is how to get an entry to the companies. This question is closely linked to the following learning topic.

A second learning question relates to the **critical role of the export associations** in getting buy-in from the horticulture farms. In Kenya, Uganda and Zambia close collaboration was established with these export associations that played an important role in hosting the round-tables with sector players and in up-scaling good practice regarding business and human rights policies. Question is on what are the conditions to have a successful collaboration with these expert associations and what is the success of this up-scaling strategy.

Working through **multi-stakeholder dialogue** is at the heart of the programme strategy and takes usually the form of round tables. Export associations and the Dutch embassies have played an important role in hosting these round-tables. A key strategy of the programme consisted in enhancing capacities of CSOs in engaging in a dialogue with private sector actors instead of applying only a confrontational approach.

An assumption of the programme was that **businesses are willing to get CSR advice** to improve their social performance. Through the programme it was learned

that this willingness cannot be taken for granted. The learning question is, what is needed to convince businesses to adopt a business and human rights policy and to what extent the business cases developed by the programme were conducive for convincing the private sector actors in changing their practices.

A fifth learning topic is related to the lobby towards **the national governments to promote foreign investment policies** that take into account business and human rights. There is a tension between applying the UN guidelines on business and human rights and at the same time promoting a favourable investment climate undermining good and fair labour conditions.

A sixth learning question is related to the interventions in the Netherlands with regard to the **Living Wage Lab**. Safe space for discussing difficult topics with different stakeholders is not a usual setting. It takes time to make change at scale. What can be learned from these experiences?

The evaluators added a seventh learning topic with regard to **Citizen Agency**, promoted through this Citizen Agency Consortium. A specific point of attention should be in what way to foster legitimacy of lobby processes and outcomes that are based on and realised through Citizen Agency. What role do or should CSO's play to strengthen role and influence of Citizen Agency in these dynamics?

1.4 CHALLENGES AND LIMITATIONS OF THE EVALUATION

In the Netherlands, but also in several countries, public campaigns have been implemented. The resources and time of the evaluation did not allow to implement an in-depth study of the impact on the general public, which would require extensive surveys. But the contribution of the public campaign in putting pressure on the lobby targets was assessed.

No specific outcome indicators were formulated at country level (other than the general indicators used to account to the Ministry of Foreign affairs). The Ministry had introduced the use of basket indicators for the Dialogue and Dissent programmes. Likewise the Outcome Areas of the ToC for the DW4W programme functioned as basket indicators for the DW4W programme. An outcome harvesting methodology was applied, which in combination with these ToC Outcome Areas is a good basis for monitoring L&A progress in the programme. The challenge was the lack of a consolidated report at country programme level (incl. the Netherlands), which complicated the assessment of the progress of implementation and its results. 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. Furthermore, the baseline studies did not provide hard data on the working conditions in the horticulture farms, which made it difficult to assess progress against the baseline data. And no concrete targets were set for the L&A interventions as an incremental approach was adopted, which is relevant for L&A interventions. However, it was not made clear what the minimum and maximum expected outcomes would be of the L&A interventions.

Advocacy and lobby interventions operate often in a political and economical sensitive space. This was also the case for the DW4W programme. The evaluators only could interview a limited number of government actors. The DW4W programme focused more on lobbying private sector actors than government actors, and outcome goals were mainly formulated at the level of business sector and companies. Only a few outcomes had been selected for the contribution analysis that referred to changes at the level of government (one in each of the visited countries). In some countries, it was difficult to interview policy makers, as relations just had been established and it was felt to be sensitive or too soon to involve these policy makers already in an evaluation (e.g. Zimbabwe). In Uganda and Kenya, the W@W regional teams and partners were not able to organise interviews with many government representatives. In general, for several reasons (practical, willingness) it appeared difficult to arrange interviews with sufficient external stakeholders that could give an external view on the campaign and validate the contribution claims. The evaluators managed to have some additional interviews after the field visit. By consequence, not all planned contribution analyses could be fully conducted.

During inception phase, only cases were selected in the three southern countries to be subject of a comprehensive contribution analysis. Such a contribution analysis was not applied on the outcomes of the L&A interventions in the Netherlands (less time and budget for data-collection in the Netherlands was foreseen in the evaluation budget). For the Netherlands, focus was put on assessing the Living Wage Lab, and guiding in selecting external stakeholders to be interviewed. Contribution analysis on the Netherlands L&A targeting government actors is more limited and based on the information provided by the documents and the substantiation of the outcome harvesting as organised by Hivos. This substantiation is relevant in providing evidence for contribution claims made but does not provide information on other factors that have contributed to the observed changes.

The assessment of the L&A interventions conducted in the Netherlands and the field visit to Uganda have started together with the Corona crisis. In Uganda, the country was starting to adapt to various measures to address COVID-19 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. Only visits to the commercial farms could be conducted as planned. Other interviews took place virtually, including the sense-making workshop. Also, in the Netherlands, primary data-collection coincided with the start of the lock-down and, apart from the time-line workshop, all interviews were virtually organised. This has not affected much the process of data-collection as all planned interviews could be conducted, in Uganda as well as in The Netherlands. The virtual meetings somehow hampered the learning process, because of limited social interactions and time that comes with these virtual meetings.

2. DESCRIPTION OF THE WOMEN AT WORK CAMPAIGN

2.1 THEORY OF CHANGE FOR WOMEN AT WORK CAMPAIGN

The DW4W programme is the second phase of the Women@Work campaign (W@W) that had started in 2011. The first phase (2011-2015) focused mainly on lobbying the different floriculture value chain actors in the Netherlands and on public campaigning in the Netherlands. Involvement of southern partners was limited. Partners were not granted to implement specific projects, but collaborated as in some activities that were organised in East-African countries, such as the CSR round tables, called "Blooming conversations on responsible business" that were organised during the horticulture fairs in Nairobi, and Addis Ababa. Hivos had commissioned a research on roses in Kenya (implemented by True Price, 2014), a living wage study (with Fairtrade and Ergon) and conducted regional efficacy audits of sexual harassment legislation and policies.

The second phase builds further on the processes initiated and results achieved during the first phase. The ambition was raised to expand to more producing countries (from 4 to 8), enlarging the scope of products in the horticulture export chains (from flowers, to green beans, chilies and avocados), and also widening the scope for L&A towards governments in low- and lower-income countries.

The overall goal of the programme is the implementation of the right to Decent Work⁶ for women working under poor conditions in global horticulture value chains, by making global horticulture value chains gender inclusive. The Decent Work definition of the ILO was followed, aiming at obtaining results with regard to: (1) Fair Income; Living Wage, (2) Security in the workplace (e.g. sexual harassment), (3) Social protection (in ToC but received less attention in programme implementation), (4) compliance with health and safety standards (a.o. use of chemicals, provision of protection gear), (5) freedom to organise (e.g. labour rights education and awareness building), (6) participation in decision making (e.g. female leadership, strengthening women representation at the workplace and within the trade unions). During the first two years of the campaign, there were several reflections with the implementing partners on the ToC so to finetune the formulation of the outcome domains and outcome goals, which resulted in the definitive ToC in 2018. Four main pathways of change/domains of change and related outcomes have been identified in the programme proposal that remained the same during programme implementation.

- **Improved laws and policies at national, regional and international government level and enforcement of laws**, envisaged outcomes:
 - Dutch government adheres to human rights, has made gender equity goals integral part of its policies towards sustainable value chains and takes measure for implementation (incl. covenant processes, gender inclusive EU trade agreements, promoting the implementation of the living wage agenda)
 - Regional government (African Union, EAC, SADC) incorporate requirements on gender equality and decent work in regional trade agreements
 - International organisations enforce gender equality and decent work by adopting

⁶ The Decent Work definition of the ILO was adopted. Specific attention was put on: (1) Fair Income: Living Wage

and monitoring the implementation of international mechanisms on business and human rights (UNBHR, CSW, SDGs, ILO, ...)

Strategy: L&A with regard to the national governments (Dutch and in southern countries) aimed at integrating gender aspects in policies and programmes for sustainable value chains, through stimulating debate at multilateral fora on gender inclusiveness in economic development (EU guidelines for the horticulture sector and the European market, UN Forum on Business and Human Rights, CSW, ...), and through government to government dialogue on policies and legislation for decent work in the horticulture sector. In southern countries also through law enforcement, providing legal support and investing in litigation of a number of cases of HR violations.

- **Improved businesses and improved certification bodies**, envisaged outcomes:
 - Horticulture businesses implement gender inclusive CSR policies protecting decent work for women, are convinced that affirmative action is good for business
 - FloraHolland, the auction, carries out due diligence according to the UN Guiding Principles on Business and Human Rights
 - Standard organisations adopt gender policies, improve audit mechanisms and include workers monitoring
 - Retailers engage with Hivos in pilots on living wage and/or use the CSR Africa.com portal as a due diligence instrument

Strategy: policy and practice changes at the level of horticulture firms, auction, retailers and standard organisations; through research, training, round tables, CSR advice, dialogue and lobbying. L&A strategy with regard to market actor systems aimed at strengthening the cooperation between private sector and civil society organisations representing women workers (women's rights organisations, human rights' organisations, labour rights organisations) through multi-stakeholder platforms such as FSI, Living Wage Lab, bilateral business advice, emerging innovative partnerships that lead to good business cases to support women's empowerment. Best practices and frontrunners are seen as exemplary to lift the image of the horticulture sector as a whole. Regarding the standard organisations, lot of work has been implemented in the southern countries to improve monitoring and audit systems by independent and unannounced auditing, and introducing a worker monitoring programme. Hivos is member of FSI, Flower Sustainability initiative, that has developed a benchmark for certification standards to improve the quality of certification schemes.

- **Improved supply and demand for sustainably and fairly produced flowers**, envisaged outcomes:
 - Dutch consumers and retailers sustain a market in which 90% of flowers and 100% of vegetables meet IDH standards for sustainability⁷;
 - Public, consumers and media actors exert public pressure on governments and businesses to change their policies and practices of women workers

Strategy: The L&A strategy is aimed at increased market share for sustainable produced horticulture products, through influencing at the same time consumer demand for fair products as well as supply of the same fair products. The strategy aimed at improving the level of awareness to create a positive attitude towards sustainable products and ultimately influence buying behaviour. Citizens/consumers and media actors exert public pressure on governments and businesses to change their policies and practices in favour of women workers; and through public campaigning, research, networking and promotion of good cases.

⁷ IDH, The Sustainable Trade Initiative (with headquarters in the Netherlands), that brings governments, companies, CSOs and financiers together in action driven coalitions to work together to create solutions for global sustainability issues at scale. IDH implements projects in Africa, Asia and Latin America with over 600 companies, CSOs, financial institutions, producer organisations and governments towards sustainable production and trade

- **Changes in civil society organisations and networks; and women empowerment,** envisaged outcomes:
 - Civil society organisations have increased their individual L&A capacities and their collective L&A capacities, and regional collaboration and networking
 - Women workers at farm level increasingly defend their rights by displaying increased leadership, more participation in decision making and by making gender committees more effective

Strategy: Type of interventions: based on training, campaigning, networking, awareness raising and capacity development support. The capacity development programme is twofold, there is direct capacity development of CSOs to influence policy makers and businesses, and there is an indirect capacity development programme to strengthen the capacities of women workers to influence business. This domain of change is more relevant for the southern county programmes.

Overview of projects being implemented in the W@W campaign

The Decent Work for Women programme is implemented by the Women at Work campaign group (W@W), consisting of partner organisations (incl. several business stakeholders) and Hivos staff in East and Southern Africa and at the global Office. Partner organisations are women rights organisations, human rights organisations, research organisations, lawyers' associations, trade unions, and employers' organisations. During the period 2016-2020, 31 partners in eight countries have been involved in programme implementation in East and Southern Africa. In the Netherlands, Hivos continued to collaborate in partnership with several Dutch organisations, such as Fairfood, True price/The Impact Institute and WO=MEN.

COUNTRY/ TOTAL PARTNERS	WOMEN ORG.	HR ORG	OTHER CSO	LAWYERS ASS.	MEDIA	RESEARCH	TRADE UNION	EMPLOYERS ORG.
Ethiopia / 1							1	
Kenya / 8	1	2	3	1	1			
Rwanda / 3	1	1					1	
Tanzania / 2				1			1	
Uganda / 6	1		2	1			1	1
Malawi / 4			2		1		1	
Zambia / 2	2							
Zimbabwe / 5			1	1		1	1	1
Total / 31	5	3	8	4	2	1	6	2

Table 1 Overview of number and type of W@W partner organisations in East and Southern Africa

The DW4W programme is implemented through a project-based approach.⁸ Potential implementing organisations were invited during the inception phase to develop a proposal for one or several domains of change of the ToC. The majority of the partners have been engaged for one project, contributing to one domain of change of the ToC, for which a long-term contract was signed, operationalised through short term contracts (see further under efficiency). Following type of projects have been implemented:

Living Wage: Living Wage Lab approach was an important strategy in the Netherlands. Learning from the positive dynamic and results, Living Wage Lab approach was also piloted in Uganda and Malawi.

⁸ Project-based approach consists of defining and implementing a set of activities that are implemented in a limited time, with a beginning and an end, within the boundaries of an ex-ante fixed-budget,

Social performance project: A CSR Africa portal was developed as a tool to provide CSR advice to horticulture farms. The portal provides tools for an in-depth or a quick scan to provide horticulture firms with insights into the sector's social performance, detailed and business positive improvement advice and connections to service providers for implementation of improvements. The CSR Africa portal was developed by True Price/the Impact Institute and tested in Kenya by Ufadhili trust. The initial idea was to conduct social performance audits in three countries, Uganda, Kenya and Zimbabwe, but the promotion of the portal is currently only taken place in Kenya.

Result Based Social Certification project: While an audit inspection in a flower farm is supposed to reflect both strength and weakness of the systems of the flower farms, the reality is different. Testimonies collected during the first phase of the W@W campaign indicated that the contents of the audit reports might not be a true reflection of the situation at the farm. Farm workers are often forewarned ahead of the audits and asked to appraise the flower farm or else they will lose their jobs. Or when an issue is raised, it eventually does not feature in the final audit report. The W@W campaign launched a Result Based Social Certification project to raise awareness among certification standards, flower farms, trade unions and workers in general and to look for solutions. This project was implemented by KHRC in Kenya.

Model Sexual Harassment Workplace Policies: This project takes on a business case approach to institutionalising Gender based Violence Prevention, Prohibition and Redress mechanisms within the floriculture sector. This kind of projects were implemented in all 8 countries and consisted of training and awareness raising on sexual harassment of workers, HR managers and supervisors at horticulture farms, gender (or women) committees and workers' committees; the provision of model sexual harassment workplace policies and advisory support to farm management.

Access to justice (and Human Rights Compliance in the Horticulture Sector): In 5/8 countries (Uganda, Kenya, Rwanda, Tanzania, Zimbabwe) collaboration was sought with lawyers' associations to train (women) workers on labour and human rights, train para-legals and provide legal aid support. Human rights organisations and lawyers' associations also advocated for effective implementation of labour laws, trained judges and magistrates to effectively address cases of women's labour rights violations and increase labour rights among women working in the horticultural zones.

Media and communication: in 2/8 countries, a partner organisation with specific expertise in media outreach and communication was involved in the programme, supporting the media campaigning and providing capacity development support to the other campaign partners. This was the case in Kenya and Malawi. In all countries, including the Netherlands, large public media campaigns were conducted around Mother's Day and Valentine's day. These campaigns were supported by the communication staff of Hivos at Global office and regional Hivos offices.

Women leadership programme: A specific female leadership programme was implemented in Uganda, Kenya and Rwanda. The project objective was to advance women's leadership and representation in decision making processes in the horticulture sector in East Africa by addressing both strategic and practical issues that hinder women's progress. This was realised through: (i) strengthening leadership capacities of women workers and their representatives, and that of management staff, (ii) promotion of gender responsive workplace policies for better recognition and respect for women workers' rights and improvement of working conditions, (iii) strengthening the collective voice of women in trade union and (iv) influencing national, regional and international processes on gender equality and decent work (e.g. SDG

5 and SDG 8). The Female leadership training was coordinated by Akina Mama Afrika (Uganda), in Kenya implemented by FEMNET and in Rwanda by Rwanda Women's Network.

In the other countries training of women workers was part of the sexual harassment policy project, where also attention was given to enhancing female leadership skills.

Lobbying for gender responsive policies at all levels (government at companies) was the intended output of each engagement of the partners: e.g. gender inclusive CSR policies, adoption of SH policies by farms and gender mainstreamed institutional policies; and was also a key focus on the Women Leadership programme. Lobbying for gender responsive policies constitutes often the core of the work done by the implementing partners and was not always separately financed by the W@W campaign.

Capacity development of trade unions: in 6/8 countries, trade unions participated in the programme (Uganda, Kenya, Ethiopia, Tanzania, Malawi, Zimbabwe). Half-way programme implementation, the decision was taken to enhance the focus on providing capacity development support for trade unions. A baseline study was done and validated in 2018. Forum for International Cooperation was engaged to implement a trade union capacity development programme, that only started by the end of 2019.

Lobbying flower farms and sector players (including standard organisations): Lobbying the horticulture sector players was part of many projects. Complementary, the Hivos teams also organised several roundtables to engage with private sector actors and government. Private sector actors included individual horticulture farms, sector organisations, exporter's organisations and certification standard organisations. Government actors included the ministry of labour, ministry of social affairs, and government institutions such as horticulture directorates and labour inspectors. Lobby concerned the push for developing gender responsive policies and gender responsive certification standards.

Regional and international L&A: UN, SDG, CSW, facilitating regional and international collaboration and networking. The lobby towards high-income countries to push for decent work for women is based on international agreements such as SDGs, ILO, CSW and UNGP.

Capacity development support

Different capacity development modalities have been identified to support capacity development of W@W campaign partners, including the Hivos teams: attending international L&A events, women's leadership training, adhoc expert support, capacity development support at individual level, capacity development support at organisational level, attending national partner meetings, peer-learning, exchange visits, training, learning-by-doing.

Starting point within the campaign was that all partners, including Hivos teams, needed to enhance their capacities to engage in private sector L&A. At the start of the programme, self-assessment capacity needs assessment were conducted, based on the 5C model adapted for L&A. Training needs ranged from understanding horticulture value chains, corporate accountability mechanisms and their applicability, communications - media advocacy, women's rights - and labour rights advocacy, and financial management. Capacity development support provided through the W@W campaign was based on a number of methods ranging from formal training in workshop settings, to processes of doing on the job, often with Hivos staff and others mentoring and accompanying partners. Examples of this include joint attendance at high level meetings with government officials in country, participation in events such as the UN Forum on Business and Human Rights, and through peer learning during linking and learning sessions (national, regional and global partner

meetings) on what works and in what context. It was found by campaign partners that often a combination of these techniques was required e.g. learning by doing (advocacy and lobby) followed by reflection time through meetings. Training of partners on Hivos tools and systems (ToC, outcome harvesting, capacity development) also has taken place. Joint partners meetings and exchange visits provided room for information exchange and learning from challenges, successes and innovative practises.

Role of Hivos: the W@W campaign is a joint L&A campaign, implemented by Hivos and partners. Hivos took up multiple roles: campaign coordinator (project management), funder, implementor (convener of round tables, L&A private and public actors, participation in regional and international advocacy fora, etc.) and at times also facilitating capacity development support (i.e. facilitating capacity development assessments, engaging in a dialogue on capacity needs and evolutions, provision of capacity development support).

The total budget for the CAC for the period 2016 - 2020 was EUR 50.279,606.⁹ Being one of the four CAC programs, the DW4W budget accounts for 25% of the total CAC budget, and is presented below.

REGION	5 YEAR BUDGET IN EUR	%
East-Africa	5,674,137	45%
Southern Africa	2,868,481	23%
Global	4,039,474	32%
Total	12,582,091	100%

Table 2 Total budget for the DW4W programme for the period 2016-2020

2.2 CHANGES IN THE CONTEXT, LESSONS LEARNED AND CONSEQUENCES FOR THE TOC

The general ToC for the second phase of W@W was developed in 2015 and included in the programme proposal. The baseline studies conducted in 2016, did not have a big influence on the initial design of the ToC. The baseline studies confirmed the relevance of the initial ToC. The studies also indicated what horticulture value chains could be added to the campaign, as it was the intention to expand the first phase of the W@W campaign to other products,¹⁰ and what partners could be relevant to be included in the campaign. During the first two years of implementation, the ToC was discussed in the partner meetings and further finetuned, elaborating outcome statements for the different domains of change. The ToC did not change fundamentally but reflections resulted in better phrasing of the outcomes and revision of assumptions.

This An incremental L&A approach¹¹ was adopted for each of the pathways of change, grasping opportunities and aligning to contextual changes. At country level, concrete intervention strategies for each of the pathways of change (linked to the four domains of change) were developed and adapted to the country context. Operational adaptations were done to these intervention strategies, based on lessons learned during programme implementation and responding to evolutions in the context, as described in the following.

⁹ Revised budget by November 2019

¹⁰ Ethiopia: Flowers, vegetables with a focus on snow peas and extra fine beans. Kenya: Flowers, vegetables especially French (green) beans. Malawi: Flowers, Chillies and Paprika and Legumes. Rwanda: Flowers and vegetables, especially French beans and peas. Tanzania: Flowers, French (green) beans and avocado. Uganda: Flowers, hot pepper and chilli (KK Fresh Foods) Zambia: Flowers, vegetables (green beans, sugar snaps, baby corn, chillies). Zimbabwe: Flowers, peas and green beans

¹¹ Incremental L&A approach: the strategy is gradually being developed

The changes in the context of the horticulture sector related mainly to economic factors such as cost of production and trade that were increasing due to high taxes on agricultural inputs, packaging materials, and alike, at the same time the retail prices were stagnating. It was said by campaign partners that this complicated the dialogue between CSOs and businesses as companies use the economic factors to argue that they have limited possibilities to invest in social measures to improving working conditions of women workers; and narrowed down the negotiation space for women workers' committees. Engagement with horticulture farms proved to be difficult. In the beginning, there was reluctance to allow entry of CSOs, and CSOs did not believe that dialogue would bring results. In 2018, it was increasingly recognised by W@W partners that horticulture export associations are key stakeholders for engagement as they require their members to comply with codes of conduct related to labour and gender practices. A strategy was adopted to incorporate progressive businesses and sector organisations into programme partnerships to enhance mobilisation of front-runners and several horticulture sector organisations into promoting labour rights (like the Kenya Flower Council in Kenya, the UFEA in Uganda and EHPEA in Ethiopia, the latter via FNV Mondiaal). Working with the trade unions proved to be critical for the campaign, but it was experienced that they often lack capacity in representing women workers (except GAPWUZ in Zimbabwe). In 2018 the decision was taken to include a specific capacity development strategy targeting the trade unions.

In 2019, the business strategy was highly debated. Some partners did not see enough benefit from the frontrunner strategy and preferred a more confrontational strategy. W@W aims to do both. It was decided to launch more daring awareness campaigns and at the same time invest more in collaboration with the above-mentioned flower export organisations.

Activities that were considered to directly affect the interest of sector players faced a major challenge, like the Result Based Social Certification project that seeks to bring about accountability, participatory and result based certification and as such criticising the lack of transparency and participation in the auditing processes (mainly in Kenya). In 2018, the implementation strategy needed to be adapted to enable the delivery of robust research results that would be accepted and validated by the certification standard organisations.

With regard to the sexual harassment workplace policies, there was growing insight that male engagement strategies and community-based interventions to mitigate the risk of women facing violence at home needed to be included in the campaign. Since 2018, various implementing partners developed interventions to that end.

The annual reports describe the shrinking space for CSO engagement, as experienced in Tanzania, Uganda and Zambia, which complicated the work of the implementing partners (e.g. social media tax imposed in Uganda and Zambia). In Zimbabwe, context became tense during electoral period in 2018, which complicated CSOs gaining access to the farms. In Kenya (August 2017), the presidential electoral poll was contested with post-election violence, which resulted in disruption of work of many partners until normalcy returned after the rerun in October 2017. Furthermore, it was described that East-Africa national governments are competing to attract foreign direct investments in the horticulture sector and have in some instances relaxed entry and operational rules, including implementation of labour laws, discouraging active interrogation by CSO on the state of business compliance with international labour laws. The W@W strategies were not adapted, but it was acknowledged that ambitions needed to be more modest (and a budget increase was needed for the social media campaigns in Uganda and Zambia). Through the enhanced regional collaboration, partners were creative in looking for solutions to deal with this shrinking space. E.g. Publications of human rights violations in Uganda horticulture farms that could not be published in Uganda, were published by AWCF in Kenya, publications that

could be further disseminated by the Ugandan partners referring to Kenyan websites. The annual report 2018 describes that innovative avenues for influencing business and government needed to be explored, as well as channels like human rights courts and OECD watch for influencing change across states and across horticulture value chains. For the evaluators it is not clear to what extent these innovative approaches have been actually explored in the different countries. There is anecdotic evidence, provided by Hivos with regard to the W@W campaign in Uganda. Hivos supported 2 FIDA Uganda staff members to participate in a training on OECD guidelines/mechanisms in 2018 and who prepared between 2018/2019 to file a complaint using this mechanism on behalf of women workers who had suffered chemical exposure in one of the farms. The case was eventually not filed as the support of the unions was critical. The affected workers were later compensated out of court.

It became clear during implementation that some areas of the campaign remained controversial, particularly those that show farm working and living conditions in a negative light.

The ToC strategy regarding lobbying the government received less attention compared to the other strategies. The baseline studies had shown that in general gender sensitive policy frameworks existed, but that policy implementation was failing. It was shared during interviews that many commercial farms (certainly those internationally owned) were more progressive and more knowledgeable about the issues at stake, compared to what the policy framework was stipulating and the attitude of politicians (often also owners of commercial farms). Within this context, it was gradually decided (discussion in 2017 and 2018) to keep the focus of L&A interventions on the business community, starting with the frontrunners (who appeared to be mainly larger scale and foreign owned farms) and putting less priority on lobbying the government, acknowledging that several implementing partners were lobbying the government, being part of their core business.

Emerging global development and accountability frameworks, like the SDG framework, the UNGP, OECD guidelines opened new opportunities for advocacy, from 2018 onwards. In 2019 and 2020 more emphasis was put on this international L&A and to monitor compliance of national labour laws with these international frameworks, which opened new opportunities for lobbying the national government.

The only outcome area that was changed relates to the L&A on the EU trade policies. In 2017, it was acknowledged that they contain little on improving social conditions and do not specify any social and gender requirements regarding working conditions. Less attention was given to influencing EU trade policies and results to that end did not appear in the annual reports.

The international partner meetings were an important platform for discussing progress of programme implementation, reflecting on the ToC and for linking and learning aimed at enhancing L&A capacity of W@W partners and movement building (as the programme aims to operate as an international campaign, creating an alliance of partners across regions and linking producer- with consumer countries). Table two provides an overview of the objectives of the different global partner meetings and the capacity development topics addressed.

According to the implementing partners, the global partner meetings have been beneficial in further enhancing L&A capacity (the assessment of the quality and relevance of capacity development support provided is assessed in the chapters 3.5. and 4.3.). The Hivos teams also stress the importance of these meetings for strategic planning and adaptive management of the programme. From the reports of the partner meetings and interviews, it becomes clear

that several discussions have taken place on the programme planning, the ToC and implementation strategies. There is less evidence of how the results of these meetings have resulted in strategic adaptations of the country programmes and of the W@W projects implemented by the partners. From the minutes of the partner meetings it is not clear what strategic decisions were taken and what these would imply for possible adaptations at country or project level. For example: (i) in two partner meetings the importance of training journalists was mentioned, though only implemented in Kenya and Malawi. (ii) the lab approach was introduced as well as the Utafiti Sera model for facilitating multi-stakeholder processes, but a discussion on how these models would be strategically used in further programming and what the consequences would be for planning is not visible in the meeting report or in the countries visited; (iii) several approaches on how holding companies accountable were shared (making use of accountability frameworks, complaint mechanisms of certification standards, OECD watch, etc.) but no strategic decision was taken what this implies for future programming. Some examples can be given but these remain anecdotic. Evidently, the programme intervention strategies were contextualised, but the evaluators found little evidence of how these discussions have informed strategic decisions at country or project level. The partner meetings also served learning purposes, mainly through exchanging experiences and peer learning. But follow-up of these learning processes was not systematic. The learning process might have been stronger when supported by an explicit learning agenda and learning trajectory (for example on the three topics described in the above, to name a few), involving interested partners, so to support second and third order learning processes, based on concrete reality on the ground.

INTERNATIONAL PARTNER MEETING	OBJECTIVES	CAPACITY DEVELOPMENT TOPICS
Kenya, Uganda and Zimbabwe 2016	<ul style="list-style-type: none"> • Informing on baseline studies/ programming • Discussing initial ToC • Develop advocacy strategies • Identification topics for capacity development support 	<ul style="list-style-type: none"> • Knowledge sharing on living wage, sexual harassment, corporate social responsibility • Discussing media advocacy • Discussion on soft or hard advocacy strategies
Zambia, 2017	<ul style="list-style-type: none"> • Capacity development • Programme planning (ToC, capacity development, media support, outcome harvesting) • Official launch of W@W campaign 	<ul style="list-style-type: none"> • Knowledge sharing on horti-culture value chains analysis, frameworks for holding business accountable • Media advocacy, incl. importance of training journalists • Outcome harvesting
Kenya, 2018	<ul style="list-style-type: none"> • Capacity development • Conference on CSR – launch of CSR portal (involving external stakeholders) • Linking and learning on programme and progress (A&L plans, media advocacy) 	<ul style="list-style-type: none"> • Lab approach • Knowledge sharing on holding business accountable • Utafiti Sera model for multi-stakeholder processes • Media advocacy
Rwanda, 2019	<ul style="list-style-type: none"> • Capacity development • Round table on informal employment in Rwanda • Programming (ToC, outcome harvesting, national and international advocacy plans) 	<ul style="list-style-type: none"> • Feminism • Advocacy plans • Outcome harvesting

Zimbabwe, 2020	<ul style="list-style-type: none"> • Capacity development • Reflection on programme progress • Phasing out (ToC, fundraising opportunities) 	<ul style="list-style-type: none"> • International L&A (ILO, CSW, ARFSD, CEDAW, UNBHR) • Media advocacy • Feminism
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Table 3 Overview of the objectives and capacity development topics addressed during the consecutive global W@W partner meetings

2.3 CONCLUSION

A programme ToC was developed based on the experiences from the first phase of the W@W campaign, and further finetuned in close consultation with implementing partners that had been involved in the first phase, complemented with organisations identified through the baseline studies. The ToC served as a general framework to guide the development of specific projects for several or all outcome area's and implemented by one or several partners. National, regional and international partner meetings were used to discuss the different strategies of the ToC, resulting in operational adaptations.

Changes in the context (economically or politically) were discussed during partner meetings but did not demand for changing the ToC or the main strategies, other then lowering some of the ambitions. It must be acknowledged that the horticulture sector is a sensitive sector with lots of interest at stake, with the particularity of the presence of a large Dutch stake in the sector and an Dutch embassies protecting the business interests. This demanded carefull navigation in troubled water. W@W campaign partners responded well to the challenges faced, by continuously adapting at 'operational level' the way of engaging with the horticultural sector. Examples are the evolution towards more enhanced collaboration with sector organisations and the trade unions, trying to involve them also as partners in the campaign, and the decision taken to balance dialogue and dissent approaches.

Other lessons learned during implementation resulted in operational adaptations in some projects, like changing the research methodology in the Result Based Social Certification project and the inclusion of men in the sexual harassment workplace policy projects.

Another context factor related to the emerging global development and accountability frameworks, like the SDG framework, the UNGP, OECD guidelines that opened new opportunities for advocacy, from 2018 onwards. In 2019 and 2020 more emphasis was put on international L&A and to monitor compliance of national labour laws with these international frameworks.

The global partner meetings have been an important forum for strategic discussions and learning involving all implementing partners. The evaluators found little evidence of how these discussions have informed strategic decisions at country or project level. The partner meetings also served learning purposes, mainly through exchanging experiences and peer learning. But follow-up of these learning processes was not systematic.

3. ANALYSIS OF EFFECTIVENESS

In this chapter we analyse the results according to the different pathways of change of the ToC, starting with the results achieved at the level of the commercial farms and standard organisations, and at government level. These are followed by changes at the level of women workers and completed with the results at the level of the civil society actors.

3.1 ANALYSIS OF THE OUTCOMES HARVESTED

An important tool for monitoring the changes of the programme was outcome harvesting.¹² Annually, implementing partners and Hivos teams identified realised outcomes. The development of these outcome statements and accompanying evidence were controlled by the DMEL officers and subject of an external substantiation assessment conducted in 2017 and 2019. 71 outcomes were harvested (till April 2019), of which 28 were validated through the substantiation exercise. Additionally, 4 extra outcomes harvested by the Global Office could be substantiated during this evaluation. For a number of outcomes,¹³ selected during the inception phase, a contribution analysis was applied to provide insight in the relative contribution of W@W to the stated outcomes. Further, the evaluators analysed the whole set of reported outcomes and conclude that they provide a good and representative overview of the type of changes brought about by the programme. (see annex 4)

The analysis of the outcome harvesting show that most results were obtained at the level of commercial farms. W@W was able to bring stakeholders together in round tables, workshops and conferences to discuss labour rights, sexual harassment and living wage (in the Netherlands and in several countries). In five of the eight countries (no outcomes harvested to that regard for Ethiopia, Zambia and Malawi)¹⁴ there is evidence of farms starting to adopt sexual harassment workplace policies, to increase minimum wages, apply fixed term contracts, and promote women to male dominated positions in the farm. The scale and level of sustainability is varying (see further, and in country evaluation reports). Also important results were obtained regarding women empowerment. In five of the eight countries (not Ethiopia, Malawi, Tanzania) outcomes refer to the establishment of functional women/gender committees, that develop procedures to handle sexual harassment at the workplace and create awareness among fellow workers.

In five countries (not in Malawi, Zambia, Rwanda) and in the Netherlands, outcomes were identified referring to improved laws and policies with regard to minimum wage (Uganda, Tanzania), sexual harassment workplace policies (Ethiopia, Zimbabwe) and business and human rights (Kenya, the Netherlands). Only a few outcomes were identified with regard to improved certification bodies, mainly referring to policy change (e.g. Fairtrade International, Fairtrade Africa and KFC). Improved practice of standard organisations proved to be challenging and interventions to that end are still ongoing. Outcomes that had not been selected for substantiation refer to similar results as the substantiated outcomes, and several outcomes harvested referred to increased willingness of commercial farms to collaborate with campaign partners on CSR advice, living wage and in the female leadership programme. Only one harvested outcome referred to enhanced collaboration between campaign partners and networking. Less outcomes were harvested in Ethiopia, Rwanda, Zambia and Malawi, the latter three being new campaign countries where it took some time to get the

¹² It might be possible that not all delivered outcomes were harvested, so this overview is not exhaustive. Also outcomes realised after 2019 are not included in this overview.

¹³ 4 in Zimbabwe, 3 in Kenya, 4 in Uganda a contribution analysis was done.

¹⁴ But interviews with implementing partners provide examples of similar changes

programme on rails. A more detailed overview is added in annex 4. Results of the contribution analysis are described in the country evaluation reports.

DOMAINS OF CHANGE / TYPE OF CHANGE	WOMEN EMPOWERMENT	IMPROVED LAWS & POLICIES	IMPROVED BUSINESS	IMPROVED CERTIFIED BODIES	TOTAL
Participation in multi-stakeholder fora (agenda setting)	/	/	4	/	4
Policy change	/	5	1	2	8
Practice change	7	1	10	1	19
Law enforcement	1	/	/	/	1
Legitimacy of CSOs/ Hivos	/	2	/	/	2
Total	8	8	15	3	34

Table 4 Overview of number of substantiated harvested outcomes according to the domains of changes and type of change realised.

Outcome harvesting is a common methodology to collect evidence on the programme results and the ToC. Further in this chapter, we analyse the level of effectiveness and the factors that have contributed to the observed results. Also non-planned results or not-harvested outcomes are included in this analysis.

3.2 CHANGES IN AGENDAS, POLICIES AND PRACTICES OF COMMERCIAL HORTICULTURE FARMS

Living wage (the Netherlands, Uganda, Malawi)

The Living Wage Lab had started in the Netherlands under the first phase of the campaign and continued under the second phase. Annually four multi-stakeholder meetings were organised, attracting a large and growing number of commercial actors, government actors, CSOs and certification standards. In 2019 an international conference on Living Wage was organised, in collaboration with the Ministry of Foreign affairs and IDH, RA, GIZ, Fairtrade and Fairfood. In the Netherlands, all interviewees (participants of the Living Wage Lab), confirm that Hivos has managed to keep Living Wage on the agenda and to spur the implementation of specific pilot projects. Currently there are four pilots, known by the evaluators (there are more pilots (e.g. banana, tea) but not identified as milestones during the workshop as not linked to horticulture sector), that are experimenting with living wage in their supply chain.

Improvements with regard to the implementation of living wage in the horticulture value chain are slow, many pilot projects are still in the research and analytical phase, with one concrete example of a pilot project in Uganda having direct impact on the situation of (women) workers. The Living Wage Lab contributed to enhanced awareness and knowledge among the value chain actors involved in the lab (and beyond through info dissemination via the websites) and increased insights in the challenges different value chain actors are facing in implementing living wage. A next step will be to explore how the campaign can support

the sector to find responses to these challenges and keep on monitoring progress to that end (watchdog role).

Attempts were made to also create a similar dynamic as the living wage lab in southern countries. One of the participants at the Living Wage Lab in the Netherlands, Wagagai flower farm, was committed to participate in a living wage lab in Uganda. This farm is also the only pilot project experimenting with living wage and yielding concrete results (see box). One multi-stakeholder meeting was organised to explore the topic. No follow-up was given yet.

The Malawi programme capitalised on the considerable existing inroads in the tea and sugar estates to promote the adoption of a living wage for the farm workers. One of the W@W partners, Centre for Social Concern, had built considerable expertise and experience in calculating a Basic Needs Basket for different value chains, supporting the discussions on living wage. Social partners make use of the CfSC's calculations when negotiating sectoral wages. CfSC has visited True Price in the Netherlands to share knowledge and experiences. A multi-stakeholder platform is already existing since 2002 to discuss topics such as child labour, basic needs basket, living wage, etc. A Living Wage Lab was organised in collaboration with this platform. Only one meeting could be organised so far because of the delays in contracting and funds disbursement for CfSC (see also chapter 6) and the ongoing political unrest and demonstrations in Malawi, which affected participants travelling to the planned Living Wage sessions that had to be postponed several times.

Box: Wagagai-Fairtrade Cents pilot

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 per cutting 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 and 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. Through the Living Wage Lab, collaboration was created with Fairtrade and the idea of a pilot was born.

The W@W campaign was not yet successful in realising coordinated efforts to increase wages in a specific geographic zone and to create a basis for national living wage consortia in the southern countries. L&A targeted above all the enforcement of commercial farms in paying the agreed minimum wages (if any) and/or in supporting social partners to negotiate for increased wages in the social dialogue. There is anecdotic evidence of wage increases, negotiated through the social dialogue or at farm level. In all countries, these minimum wages were judged as being far below the living wage. In Zimbabwe, two W@W partners participate in the social dialogue and achieved to negotiate increased wages in 2019, the latter mainly influenced by the economic and monetary crisis in Zimbabwe. In Uganda the absence of a legislated minimum living wage resulted in low pay for workers in the flower sector, which prompted dialogue with flower farm directors on the importance of adopting a living wage and the training of flower farm management ensued between 2017 and 2019. Also, in Tanzania, W@W campaign partners engaged with the parliamentary commission of labour issues and pushed for the revision of the minimum wage law, normally planned to take place every three years, which has not happened since 2013. No change could be enforced so far. However, at farm level TPAWU was able to negotiate increased wages in four different farms during CBA negotiations.

Social performance project (Kenya)

The CSR Africa portal provides horticulture firms with insights into the sector's social performance, detailed and business positive improvement advice and connections to service providers for implementation of improvements. The portal also helps companies in the sector to see where they stand from a CSR perspective. The CSR Africa portal is developed by True Price/The Impact Institute and tested in Kenya by Ufadhili Trust. The initial idea was to conduct social performance audits in Kenya and Uganda, but the promotion of the portal has only taken place in Kenya so far.

Implementation of the project suffered several delays because of project management challenges at Ufadhili and the slow upscaling process, Ufadhili facing challenges in accessing commercial farms. In 2017, two farms engaged to pilot the portal. At the moment of the evaluation, Ufadhili Trust had audited the CSR policies of 9 additional farms in Kenya, of which 3 are small growers, was finalising the review of the CSR policies of the two pilot farms and a marketing strategy to set the portal in the market was being developed.

Farms are interested in the portal as it supports the collection of more robust data (i.e. quantitative data) compared to the qualitative data obtained during the KFC auditing process (though not all farms also provide their financial data), and it is helpful in identifying areas for improvement. As one farm's owner testified: *"We have good policies in place but we wanted to know to what extent they are being implemented and what the impact is"*. Farm management interviewed referred to some challenges: (i) the survey requires substantial time investment which was now being paid by the W@W campaign, but unlikely to be paid by the owners as the audit is not required for the certification standards, which are already many. To respond to this challenge, a quick scan was added to the portal, though this does not deliver the hard data that is seen as the added value of the portal. (ii) only summaries of the survey are provided but farm management is also interested in obtaining more detailed results. (iii) It is not clear for farm management whether the benchmark at the portal are sufficiently contextualised.

Result Based Social Certification project (Kenya) – Improving social certification (the Netherlands, Kenya, Zimbabwe)

RBSC – Kenya: During the first phase of the W@W campaign, it was learned that an audit inspection in a flower farm is supposed to reflect both strength and weakness of the systems of the flower farms, but that the reality is different. Farm workers are often forewarned ahead of the audits and asked to praise the flower farm or else they will lose their jobs. Or when an issue is raised, it eventually does not feature in the final audit report. Already during the first phase of the W@W campaign the needs assessment was conducted to support the design of the Result Based Social Certification project to raise awareness among certification standards, flower farms, trade unions and workers in general and to look for solutions. This project was implemented by KHRC in Kenya during the second phase of the campaign, but was affected by several delays in implementation (see chapter 6).

A first baseline study report (2017) was contested by the certification standard because of the applied methodology,¹⁵ which also shows the sensitivity of the issue. The redesigned baseline study was just finished at the moment of the evaluation and still needed to be validated by the horticulture sector (farms and certification standards), foreseen first quarter 2020. During the discussions with the certification standards on the study, several of the standards agreed to set up a working group to further collaborate on the matter (MPS, RA, FTA). The study provides evidence of the fact that the social audit reports do not reflect the real situation at the farms and that workers are not genuinely involved in the auditing process. The study comes with a set of recommendations pointing out to the need for training of workers and involvement of workers and trade unions in the auditing process.

The Netherlands: Apart from the focus on result based social certification, L&A was also done to improve the social indicators of the different certification standards. In the Netherlands, L&A has directly targeted certification standards, through existing platforms such as IDH and FSI or Hivos engaged directly with Fairtrade and MPS. The fact that certification standards are working together in the Flower Sustainability Initiative (FSI), which was initiated in 2012 by 25 stakeholders in the floriculture sector (frontrunners) as a response to the W@W campaign, to look for improvements of the standards, is already a big result, to which the first phase of the campaign has contributed. FSI has developed a benchmark basket for the certification standards, which include gender indicators but no reference to living wage. However, FSI is in a process, together with SSCI (The Sustainable Supply Chain Initiative, part of the Consumer Goods Forum), of reviewing the social benchmarking scope and criteria. The aim of FSI is to include Living Wage and other key social aspects that are currently missing.

The evaluation was not able to collect evidence on the extent the FSI basket and the learning sessions organised by the working group on gender (established within FSI) have had already an actual influence on the improvement of the certification standards. Interviewees confirm that awareness has been created and several certification standards are in a process of revising their standards (or have revised). Most probably, a combination of initiatives (and individual committed staff) contribute to the debates and make things move. During the evaluation evidence was collected of several certification standards including gender criteria in their standards or including a growth path towards living income (e.g. Fairtrade International, and MPS).

Kenya: In Kenya, already during the first phase of the W@W campaign (and even before), WRW has been lobbying the Kenyan Flower Council (KFC) and Fairtrade Africa to include social indicators in their certification standards. A result that was eventually obtained in 2016. KHRC and Hivos also contributed to the revision of the Horticulture Crop Directorate KS 1758

¹⁵ KHRC not having access to the farms, consulted workers outside the farms without providing evidence that these workers actually were employed by the criticised farms.

standard, which regulates the horticulture sector but was only focusing on technical issues, to include more attention to labour rights and social indicators (e.g. protective clothing, application of labour laws, medical care, use of chemical sprayers). The revised standard will become operational from June 2020 onwards.

In Zimbabwe one of the partners, CFU, took the initiative through the engagement of a local consultant to develop a localised standard (ZimGAP) and lobby for less duplication of certification schemes. The ZimGAP manual, however, does not give proof of gender sensitivity.

Model Sexual Harassment Workplace Policies (all countries)

A clear result of the programme in all three countries visited was noted in addressing sexual harassment at the workplace through (i) awareness raising, (ii) training of (women) workers and farm management, and (iii) the development of sexual harassment workplace policies. The farms visited during the evaluation in the three countries demonstrated more commitment towards eradicating sexual harassment; as a result, workers demonstrated a clearer understanding of sexual harassment and the associated complaints handling system. Sexual harassment workplace policies have been included in the KFC (Kenya) and other standards such as Fair Trade and Global Gap that also require gender policies or sexual harassment workplace policies. This requirement alone does not guarantee an active sexual harassment policy, as demonstrated by several studies done by W@W partners during the programme.

Though sexual harassment policies have been developed the actual implementation of the sexual harassment policies is still limited in the farms in the three countries visited (Zimbabwe, Uganda and Kenya) as documented in several reports¹⁶ and observed during the evaluation, owing to various barriers (e.g. policy not known by workers, limited operational complaint mechanisms in place, role of gender/women committees in handling cases not clear yet) and acceptance linked to patriarchal norms persists. In several countries (Zimbabwe, Kenya, Malawi, Rwanda and Zambia) reports were made that there have been a number of cases handled and legal advice given around issues of sexual harassment. However, in all countries interviewees pointed out that the number of women seeking legal advice remain rather modest.

In Kenya, a baseline study done by Haki Mashinani, demonstrated that the 4 pilot project farms (supported by W@W) showed more commitment towards eradicating sexual harassment, and their gender committees were trained whereas training in the non-piloted farms was irregular. As a result, workers in the 4 pilot project farms demonstrated a clearer understanding of sexual harassment and the associated complaints handling system. However, the report concludes that: *"Few farms have been able to leverage sexual harassment policies for the development of effective workplace safeguarding systems; less still, have managed to nurture an enduring culture of protection of workers from sexual and gender-based discrimination and violence. While there is marked improvement by farms in addressing harassment at the workplace, the translation of policy statements into sustainable systems and cultures that protect workers from harassment remains largely elusive."*¹⁷

Access to justice (Zimbabwe, Kenya, Uganda, Tanzania, Rwanda)

The W@W campaign advocated for effective implementation of labour laws, developed the

¹⁶ Haki Mashinani (September 2019) Late Blossoms! Time to move beyond policy statements to a safeguarding culture. A baseline study on the implementation of the model sexual harassment policy in the cut flower sector of Kenya – experiences, lessons and the business case. and Lwanergy Infiniti Media (2019) Impact Report. Women's Freedom to Work: Unmasking Sexual Harassment at Workplace. April 2012-July 2019 and s.n. (2018) Report on the status of protection from sexual harassment in the Kenya cut-flower subsector. Commissioned by WRW in partnership with the Kenya Flower Council and Fair Trade.

¹⁷ Haki Mashinani (September 2019) Late Blossoms! Time to move beyond policy statements to a safeguarding culture. A baseline study on the implementation of the model sexual harassment policy in the cut flower sector of Kenya – experience, lessons and the business case.

capacity of judges and magistrates to effectively address cases of women's labour rights violations and trained para-legals and for bringing a limited number of cases to court. These interventions are however scattered and limited in outreach. In Uganda, FIDA collaborated with the Equal Opportunities Commission (EOC) and FIDA Kenya with the judicial department, to promote decent working conditions for women. In three countries, partners threatened with litigation. In Rwanda and Kenya, partners received specific funding for bringing cases of human rights violations to court (Kenya, KHRC – 5 cases, Rwanda, Haguruka – 20 cases, Tanzania,,), ranging from individual cases to group cases. In Tanzania, TAWLA provided legal support to needy cases through their pro-bono scheme, for which the W@W campaign facilitated the costs of lawyers. W@W has enhanced access to justice through the creation of legal aid desks (Uganda), training of para-legals and/or provision of mobile legal aid clinics (Zimbabwe, Kenya, Rwanda, Uganda and Tanzania). There are no consolidated data on the outreach and effectiveness of these initiatives (but data are available at the level of each organisation). In the countries visited, financial sustainability is at stake (see further under sustainability). Radio and print programmes that provide information and advice on access to justice in the case of violations reported to have seen an increase in the number of reported SH cases even from other sectors (e.g. Zimbabwe, Kenya and Tanzania).

Media and communication

The evaluators note an absence of national communication plans (at programme level). During the global partner meeting in Zambia (2017), a mapping was done of countries where media engagement / publicity could be utilized as an approach. Several countries were listed as unstrategic to use media due to closed up space for advocacy, like Rwanda and Ethiopia. Within the different projects, a media component was often included. Some partners like FIDA (Uganda), ZWLA (Zimbabwe), TAWLA (Tanzania) are visible in the traditional media platforms such as radio and newspapers for awareness raising and inquiries on SRHR and sexual harassment in the workplace. AWCFS (Kenya), being the expert media partner in the campaign, collaborated with journalists to get media exposure in print media, radio and television. AWCFS also provided media advice to W@W partners. Strategic and concerted media advocacy improved towards the last two years of the campaign.

Media engagement in all three countries created uncomfortable situations with farm management or owners, which caused some tensions for the programme with the respective farms. For example, AMwA in Uganda produced a short movie launched on Valentines Day showing issues that affect women at work in the flower farms, which was received with apprehensions by the flower farms and other partners; the main query was the non-use of farm workers as the actresses. The evaluators learnt that stakeholders (employers and partners) viewed the film as an inaccurate representation of the working environment in the farms. In Kenya, a public campaign, including articles in the in-flight magazine of Kenyan Airways and the photo-exhibition that was organised in the Netherlands on the situation in Zimbabwe flower farms, caused a lot of tension with the flower farms at stake and complicated the access of the Kenyan and Zimbabwean partners for the flower farms afterwards. Some partners, private sector and the EKN (Kenya, Zimbabwe, Uganda) indicated reservations in the manner in which the W@W campaign partners handled media engagement pertaining to the farms. In the Netherlands on the other hand, public campaigning (e.g. Small Change, Big Deal; or the interview in the Zembla documentary on human rights violations at a Dutch-owner and fairtrade certified flower farm in Ethiopia) has been a leverage in opening doors and starting dialogue with several retailers and commercial farms.

Women leadership programme (Uganda, Kenya, Rwanda) – training women and establishing women/gender committees (all countries)

One of the outcome domains from the ToC relates to women empowerment with the aim of strengthening women to enable them to defend their rights. W@W partners contributed to this domain by enhancing female leadership, increasing participation in decision making and by making gender/women workers' committees more effective. Several approaches were applied. In the East Africa region, this was operationalised through the Women Leadership programme (Femnet in Kenya, AMwA, FIDA and UWEA in Uganda and Rwanda Women Network in Rwanda¹⁸) and the Safeguarding our Workplaces project (WRW and Haki Mashinani in Kenya). In the Southern African region, training of women and establishing women/gender committees was included in the sexual harassment workplace policy projects. Women workers committees have been established and strengthened in Zimbabwe and Zambia. In Malawi, EGISA (Every Girl in School Alliance) only joined late the programme (from October 2019 onwards), bringing in the campaign an interesting model for strengthening women leadership 'She Talks', which creates safe spaces and provides mentorship to help women to learn to raise their voice, deal with the increased and new pressures of senior roles as well as prepare themselves for the new roles they are undertaking.

There are not many outcome data available on the changes at the level of the gender committees and of the leadership programme. FEMNET (Kenya) states having recorded behavioural changes for both women and men trained on Women's Leadership. Trained workers' representatives and supervisors have reported attitudinal and behavioural changes through learning, unlearning and relearning leadership and power, gender and sexuality, patriarchy and feminism, emotional intelligence, gender equality, gender stereotypes, gender roles and financial literacy among other leadership components. The women's leadership programme was not specifically evaluated during the Kenya and Uganda visit. Anecdotic evidence obtained through the focus group discussion at the farms visited confirm the claims made by Femnet.

Trainings and development of or support to women workers/gender committees were provided in all farms reached by the W@W campaign.. Gender committees visited in the three countries showed varying dynamics, from very well functional to more passive committees. But overall, members of these committees showed a good understanding of the sexual harassment workplace policies and of their duties and responsibilities. The gender committees seem to be mainly active in raising awareness of co-workers (and the community) on sexual harassment and gender issues in general, and in handling cases of sexual harassment. They have an important role in the complaint procedure as the committees receive and investigate the complaints and try to mediate the conflict, before the complaint - if not resolved - is shared with the HR manager. Older gender committees appeared more active than the newly established one. Farm management and owners testified that the women/gender committees had been rather passive in the past and as such welcomed very much the training provided by W@W campaign. In Kenya, the baseline study conducted by Haki Mashinani in September 2019, documents the added value and effectiveness of the hands-on training and accompaniment of the gender committees as provided by the W@W campaign, evidenced by the difference in dynamism and knowledge between gender committees of the W@W supported farms and non-project farms.

FGD at the farms visited demonstrated the ability of workers to raise their voice, not only in addressing cases of sexual harassment but also in negotiating for better working conditions. Examples were given of successful negotiations regarding wage increase (see country reports). These kinds of results are more visible at farms where there is a good bargaining environment (see further under 3.4. women empowerment).

¹⁸ Rwanda facing challenges in establishing women workers committees as farms only operate through casual labour

Contribution analysis

For 7 outcomes related to changes at the level of private sector actors and certification bodies, in the three countries visited, a contribution analysis was done. In two cases contribution of the campaign to the stated outcome was assessed as high, for three cases as meaningful and for one outcome moderate. For one outcome no evidence was found for the contribution claim. In all cases (except one) the campaign was necessary to bring about the change but not only responsible for realising the change. The W@W campaign partners provided technical support, took up a facilitator role, accelerated certain processes and/or triggered reaction of the farm to take action. In all cases, also other actors of context factors had an influence on the change realised. In the cases with a high contribution, change most probably would not have taken place without the engagement with the W@W campaign (Kenya: FTA and KFC have integrated social indicators with regard to gender protection and sexual harassment at the workplace in their certification indicators; Uganda: Wagagai Flower Farm paid for the first time living wage and becoming ambassador for living wage).

3.3 CHANGES IN AGENDAS, POLICIES AND PRACTICES OF GOVERNMENT

National level L&A

As described in chapter 2, the lobbying and advocacy component targeting the government was rather limited, though relevant L&A strategies have been implemented by a number of partners. Mainly 'insider' approaches have been conducted, in the form of providing technical advisory support to public institutions (e.g. Zimbabwe Gender Commission, Zimbabwe Human Rights Commission), government working groups (e.g. working groups developing the NAP in accordance with the UN Guiding Principles on Business and Human Rights, Kenya, Uganda and Zimbabwe) or government departments (e.g. Kenyan Horticulture Crops Directorate and KCCA legal aid desk for female workers in the Ministry of Gender (Uganda). Hivos and several partners engaged also with ministries to ask for 'moral' support of the campaign, which resulted in the presence of government officials at several campaign activities and giving legitimacy to the W@W campaign. In Malawi, the Ministry of Labour went so far to suggest to use the official government logo on W@W communications with farms and other stakeholders to show their support and overcome access challenges with farms.

This advisory support resulted in the inclusion of gender, women workers rights and/or sexual harassment workplace policies in the policies or regulations of these institutions. The KHRC (Kenya) was also asked to provide training to the labour inspection services and KCCA (in the Uganda Ministry of Gender) approved FIDA Uganda to establish a legal aid desk for female workers at its premises.

Also some 'outsider' interventions took place in engaging with governments, mainly through the organisation of advocacy events to inform government on the demands of the campaign, like the organisation of round-tables inviting horticulture stakeholders, including government representatives, or the workshop convened by AMwA to reactivate the efforts to process the minimum wage bill in Uganda. No specific strategies were deployed targeting members of parliament, which could have been a relevant strategy in some cases (e.g. Kenya, following-up on cases made public on radio shows and in the press).

The results of these 'outsider' L&A interventions targeting the government are not clear for the evaluators. There is no systematic monitoring of these L&A results, as visible in W@W

¹⁹ Outcomes harvested after the second outcome harvesting exercise in 2019 are not included.

²⁰ This was an initial outcome harvested. The updated outcome approved in Feb 2020 reads as: On 5 September 2019, The Government of Federal Democratic Republic of Ethiopia through the House of People's Representatives promulgated a new labour law, Proclamation Number 1156/2019, on the Negarit Gazette that included seven mandatory provisions on sexual harassment, in Addis Ababa, Ethiopia. This is the first labour proclamation that addressed sexual harassment issues in its provisions, be it explicitly or implicitly.

campaign documents. Often these results are also linked to on-going interventions of the implementing partners and not, or only partially, financed by the W@W campaign. Only two outcomes have been harvested to this regard:¹⁹ (i) the Ethiopian Minister of labour and social affairs including a provision for addressing sexual harassment at the workplace in the draft labour proclamation of 2017,²⁰ and (ii) the Zimbabwe Gender Commission is developing a national model sexual harassment workplace policy for the horticulture sector (2018), which still is in early stages. This is based on the sexual harassment policy that was developed by ZWLA and that was used for the investigation of sexual harassment reports at National Aids Council and Zimbabwe Immigration.

Applying a contribution analysis approach to some of the above-mentioned results (see country reports), demonstrated that – in general - the contribution of the W@W campaign to the described policy changes – can be assessed as moderate, as in many cases several other factors also have pushed for the stated outcomes. The contribution was further assessed as necessary as campaign partners contributed meaningfully by the provision of relevant technical advisory support, but not sufficient, as more lobby interventions are needed (by W@W campaign partners or other actors) to consolidate policy change and further feed into law reform processes.

In the Netherlands, lobbying the national government was assigned to WO=MEN (Dutch CSO network) and its working group on Gender and Sustainable Economy, of which Hivos takes the lead. The W@W campaign enabled continuation of the L&A work done by this network on gender justice and women’s rights within International Corporate Social Responsibility. Hivos staff also participates in several lobby fora relevant for decent work of women, of which the covenant process and the participation in the MVO platform are the most important ones (see report W@W campaign in the Netherlands). Following table summarises the milestones realised during the current phase of the campaign.

YEAR	MILESTONE	CONTRIBUTING FACTORS (NOT EXHAUSTIVE)
2017	Febr. 16, 2017, The Dutch Minister of Foreign Trade stated in a letter to the parliament that women’s rights would get specific attention in the new sector covenants and that gender analysis would play a role in this	<ul style="list-style-type: none"> • Lobby letters to MEP, lobby meetings, input in parliamentary consultations • Motion van Laar • Lobby done by WO=MEN and MVO platform • Lobby done by other actors
	May 8, 2017 the MFA organised for the first-time a round table on living wage in the agro-food sector	<ul style="list-style-type: none"> • Living Wage Lab • Lobby meeting of Hivos with MFA
	In Oct. 2017, senior policy advisor CSR MFA informed the Dutch ambassador in Ethiopia on working conditions in QualiRosa flower farm and called for action (follow-up with the Dutch owner, promoting a statutory minimum wage)	<ul style="list-style-type: none"> • Briefing MFA by Hivos on the situation in the flower farm
2018	Nov. 27, 2018, MFA and Hivos co-organised a parallel session on living wage during the 2017 UN Forum on Business and Human Rights	<ul style="list-style-type: none"> • Hivos inviting MFA
	Gender equality and women empowerment are cross cutting themes in the new policy on foreign trade and development cooperation, launched by Minister Kaag in May 2018	<ul style="list-style-type: none"> • Conversations with MEP, lobby meetings, input in internet consultations • Giving input in motions of MEP • Lobby done by WO=MEN • Lobby done by other actors

Mainly insider L&A approaches have been applied, in the form of sending lobby-letters, combined with formal and informal lobby meetings with the ministry of foreign affairs and members of parliament. Furthermore, Hivos is member of the group that was negotiating the sector covenant for the flower industry and still is member of the covenant working group on due diligence and living wage.

The external substantiation exercise organised by Hivos on the outcomes harvested, confirmed the contribution of Hivos to keeping a gender lens in the covenant process and the contribution of the WO=MEN to consolidating this gender lens at policy level. No contribution analyses were done on these outcomes. One can state that WO=MEN, being the Dutch women's platform, plays an important role in these lobby processes as it coordinates joint L&A actions towards the parliament and minister, which has more impact compared to individual lobby initiatives. But evidently also actors from the civil society, the taskforce gender and women equality of the MFA and several MEP will have contributed to these policy changes.

The W@W campaign aligns well with the current Dutch policy on Foreign Trade and Development, with its focus on 'aid and trade', in accordance with the OECD due diligence guidelines for responsible business and the UN Guiding Principle on Business and Human Rights. Already in 2014, the MFA had organised, in collaboration with GIZ, the international Living Wage Conference, showing its commitment to promote Living Wage. The W@W campaign managed to keep Living Wage on the agenda of the MFA and to mobilise their support in promoting living wage, in particularly through the involvement of the MFA in the Living Wage Lab and in the International Living Wage Conference organised in 2019. This is evidenced by the fact that (i) the Dutch Ministry of Foreign Affairs organised, on May 8th 2017, for the first time a roundtable on living wage in the agro-food sector to stimulate and activate actors to implement living wage in agro-food supply chains; (ii) a senior policy advisor of MFA informed the Dutch ambassador in Ethiopia on working conditions in QualiRosa flower farm and called for action, after having been briefed by Hivos on the working conditions in floriculture in Ethiopia (oct 2017). (iii) MFA and Hivos co-organised a parallel session on living wage during the UN Forum on Business and Human Rights, upon invitation of Hivos (November 27, 2018).

Regional and international L&A

Hivos participates regularly in several international fora like the UN Forum on Business and Human Rights, the Commission on the Status of Women, international and regional SDG conferences, CEDAW and often organises side events where cases are presented. From 2018 onwards, linking W@W partners to these international fora has become a more prominent strategy. The challenge is to link this international L&A to ongoing national L&A processes. Several partners confirm that still appropriate strategies are needed to support these national-international linkages. Furthermore, involvement of partners that were not participating in these international events was very limited (receiving information on the event).

During the W@W campaign, Hivos (global office, Eastern and Southern Africa Hivos teams) and several Kenyan, Zimbabwean and Ugandan partners contributed meaningfully in getting a gender lens in UN Guiding Principles on Business and Human Rights. This case is described in the Kenya report and an extract integrated hereunder.

LOBBYING THE UN WORKING GROUP ON BUSINESS AND HUMAN RIGHTS (UNWGBHR)

In the period 2017-2019, Hivos and KHRC have been pro-actively engaging with the UN Working Group on Business and Human Rights on putting a gender lens on the UN Guiding Principles on BHR. Hivos and KHRC succeeded to put the topic on the agenda and were invited to facilitate events during the conferences of the UNWGBHR. Hivos and KHRC were the first actors that could bring a UN mission to Kenya to assess the situation in the horticulture farms. This resulted in a statement profiling the situation of women workers in the horticulture farms in Kenya and the organisation of an African consultation on the UN Guiding Principle on Business and Human Rights in Kenya. The consultation provided the Africa context and positions, which feed into the development of the Guidance on applying a gender lens to UNGPBHR.

Outcome: UN Working group on Business and Human Rights adopting a gender lens to the UN guiding principles on Business and Human Rights, 2018-2019 (KHRC)

Causal question: Did the engagement of Hivos and KHRC with the UN WG BHR have an influence on getting gender higher on the agenda of the working group and influence the policy development process to realise a gender lens in the UN guiding principles on Business and Human Rights?

EXPLANATORY MECHANISMS AND FACTORS	EVIDENCE
Hivos concept paper presented for the UN WG BHR conference of 2017 putting gender on the agenda	<ul style="list-style-type: none"> • Interviews KHRC, FIDA Uganda and Hivos • Concept note for Africa Consultations • Report by the UNWGBHR on summary of discussions of the Africa Gender Consultation on the gender Lens to the UNGPBHR • External substantiation²¹ of the outcome harvesting organised by Hivos
Hivos and KHRC presenting submissions on the violation of labour rights in horticulture sector, and request that affected areas would be visited by the UN delegation (May 2018)	
Preparatory meeting with Kenya National Commission on Human Rights and United Nations Office of the High Commissioner on Human Rights, to prepare for the UN WG visit to Kenya (June 21, 2018)	
UN WG organising an African consultation, visiting Kenya, support provided by Hivos and KHRC to horticulture sector, resulting in a statement profiling the situation of women workers in horticulture (July 2018)	
Africa Gender Consultation on the UN GP BH, in Nairobi, October 12, 2018 on applying a gender lens on the UNGPBHR	
Hivos, KHRC and FIDA Uganda submitted concept note to the secretariat of the UN Forum on BHR, resulting in the invitation to lead the gender café during the Gender Roundtable at the UN forum November 2018	
Hivos and KHRC invited to participate in a technical meeting on the development of Guidance on Applying a Gender Lens to UNGPBHR (December 20, 2018), a meeting that was convened Jan 31 and Febr 1 2019	

²¹ It was decided to not interview the same stakeholders at the UN twice on the same subject. Evidence from the substantiation exercise was used by the evaluators.

Concluding statement on contribution to the harvested outcome:

The evaluators were not able to collect sufficient evidence for these statements and rely mainly on the interview with Hivos and the documentation of the lobby process. It is most likely that the W@W programme contributed highly in realising the results. Hivos and KHRC have put gender on the agenda of the working group (trigger) and conducted formal and informal lobby activities towards the members of the UNWGBHR (could not be validated). Hivos and KHRC also provided technical support in the organisation of the African consultation, in collaboration with other organisations and in the facilitation of sessions at the working group in Geneva. The contribution is assessed as necessary and sufficient in obtaining the claimed outcome.

The international lobby targeting the UN Forum on Business and Human Rights is an example of how international and national L&A processes can be linked. In several countries (Uganda, Kenya, Zimbabwe), W@W partners are advising the government in the development of the national action plans on business and human rights. Having a gender lens in the guiding principles of BHR will require national governments to be more gender sensitive. This can be further pushed and monitored by W@W partners involved in the working groups on the NAP.

3.4 WOMEN EMPOWERMENT

More effective women/gender committees and female leadership

The focus group discussions with the gender/women workers' committees showed varying experiences and degrees of maturity and strength, which are, indicative of the levels of success and challenges of the gender/women workers' committees in the different countries. Multiple factors contribute to the strength of the women workers committees, among them the personality and capacity of the elected women, the general working conditions at the farm, and the engagement of HR managers and farm owners. Through the gender/women workers committees some incidences of sexual harassment have been reported to management in the farms resulting in suspensions and dismissals from work of offenders in all three countries visited. 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.

There are several challenges in strengthening female leadership at farm level, such as the transfer of knowledge and insights from ToT to fellow workers, which is not guaranteed and requires additional support and attention from trade unions as they will remain in the farms beyond the lifespan of the project. In addition there are indications of feelings of impotence as there is no recourse to justice concerning violations and harassment by management.

In all countries visited the culture of male dominance and patriarchy persists. Also women with increased awareness do not always necessarily translate this into behaviour change at a similar pace. Members of the gender/women workers committees were well aware of the reporting procedures and able to handle sexual harassment cases (examples given of the rigorous procedure of accepting, investigating and reporting the SH claim).

Changes at the level of women workers

The female leadership programme addresses different dimensions of power²² and strengthens female leadership at the personal level. Emphasis was placed on the possibility to organise women workers in order to influence decision-making. The establishment of women

²² 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 Kaber (2005) and Mosedale (2005) as cited in: IOB (April 2015) Evaluation of the MDG3 Fund. The Netherlands: Ministry of Foreign Affairs.

workers committees and training of their leaders is a relevant and effective strategy to raise awareness and strengthen different dimensions of power, as demonstrated by a selection of strong leaders that were met in FGDs.

Women interviewed testified how they had evolved at a personal level. Participants acquire more knowledge about sexual harassment, learn to set their boundaries (power to) and learn how to organise themselves to handle complaints of sexual harassment (power with). FGDs held at the farms in the three countries visited demonstrated the ability of workers to raise their voice, not only in addressing cases of sexual harassment but also in negotiating for better working conditions.

According to the W@W partners, the farms visited have evolved a lot over the years, and can be seen as 'frontrunners'. This is not the situation in all flower farms, as demonstrated by the labour rights violation claims that are identified and being addressed by KHRC and FIDA Uganda. A 'quick and dirty' analysis shows that there are several variables that have an influence on the bargaining environment, like the presence of a CBA at the farm (Uganda and Kenya), openness and commitment of farm management and owner, the strength of the gender committee and dynamism of other farm committees like the welfare committee, if existing, the presence of active trade union delegation, etc.

3.5 CHANGES IN THE L&A CAPACITIES OF PARTICIPATING ORGANISATIONS

One of the objectives of the DW4W programme 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. 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. Evolutions in L&A capacity were monitored every two years based on a self-assessment form, describing what capacities 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. In the 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 for each of the partners, developed by Hivos teams. 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.

Capacity changes

During the field visits, implementing partners referred to following evolutions in capacity (confirming and complementing the self-assessment reports elaborated during programme implementation), ordered according to the 5C framework by the evaluators:²³

²³ The 5C framework (ECDPM, 2008) is not always an appropriate tool for capacity needs assessments, but can nevertheless be used as a tool for analysis and reporting.

• **Capability to deliver on campaign objectives:**

- Increased knowledge on sexual harassment at the workplace, the horticulture sector
- Corporate Social Responsibility, Global Gap strategies, social impact measurement and on international frameworks that can be used to strengthen national level L&A
- Enhanced skills and competencies with regard to lobbying government policies (like stakeholder analysis, targeted messaging, use of position papers and to be persistent in lobby efforts)
- Enhanced skills and competencies to engage with private sector, and to engage in social dialogue negotiations
- Enhanced capability for social media campaigning and evidence based lobby (involving constituencies)

• **Capability to relate:**

- Increased knowledge on international advocacy fora
- Increased knowledge on the importance of for multi-stakeholder consultations and dialogues
- Enhanced capability with regard to networking, collaboration, co-creation, building relationships of trust - mainly between the W@W partners - and the ability to gain access to commercial farms and collaborate with farm managers
- Enhanced collaboration between trade unions and CSOs
- Enhanced capability of organising and mobilising women workers and collecting input from grassroot level to inform lobbying
- Enhanced joint lobbying and ability to speak with one voice

• **Capability to adapt and self-renew:**

- Enhanced competencies regarding outcome harvesting, monitoring policy changes and impact of campaigning (supporting evidence-based decision making)
- Increased capability to conduct research

Complementary to the field visits, an e-survey was launched to assess the quality and relevance of the different capacity development modalities provided by the campaign (see under chapter of relevance). Two questions also probed for the contribution of the international partner meetings to enhancing L&A capacity of the implementing partners.²⁴ The top 5 of enhanced knowledge and competencies relate to (i) more knowledge on sexual harassment policies, (ii) increased understanding of sexual harassment, (iii) enhanced competencies for conducting a stakeholder mapping, (iv) enhanced capability regarding effective use of social media advocacy and (v) increased knowledge on international and regional instruments or mechanisms for L&A. The topics where, according to 6 of the 19 respondents, the contribution of the campaign was more limited were: (i) conducting a political economy analysis, (ii) strategic litigation or public interest litigation, (iii) holding corporates to account, understanding certification standards and mechanisms. This result could be expected as the latter topics received less attention during the various global partner meetings, compared to the top 5 topics that were more frequently programmed, and were for most of the implementing partners less relevant in terms of direct applicability in their own project implementation.

Specific for the DW4W programme is the involvement of women rights organisations, human rights organisations and labour-related organisations or trade unions. The programme facilitated cross-fertilisation: women and human rights organisations acquired more knowledge on labour rights issues, business and human rights, Corporate Social Responsibility and competencies to engage with private sector actors. Labour rights organisations and trade unions acquired more knowledge on women (workers) rights. All

²⁴ Based on the list of all topics addressed during the international partner meetings

implementing partners acquired more knowledge on sexual harassment (which was a new domain for the majority of the partners) and on how to engage with companies on developing sexual harassment workplace policies. The results obtained demonstrate the effective implementation of these acquired knowledge and competences.

Another clear result of the programme is the enhanced capability for (social) media campaigning, a topic that was programmed at several occasions during the global partner meetings, upon request of the partners, and complemented in several countries with additional trainings or advisory support (e.g. Kenya, Uganda and Tanzania). International social media campaigns were organised annually, organised around valentine days in February, Labour day in May, and in November during 16days of activism, offering space for learning-by-doing and reflection on how to improve. Uptake of social media in Southern Africa region was lower as partners stated that the use of social media by the targeted audiences was rather limited.

All partners refer to enhanced cooperation and networking, resulting from their involvement in the W@W campaign. Not all implementing partners involved in the campaign considered themselves as natural allies, especially the trade unions and the CSOs; but also, private sector actors like export or branch organisations (Uganda, Kenya) and employers' associations (Zimbabwe). The added value of each of these types of partners was eventually acknowledged by campaign partners: private sector actors enabling access to and mobilisation of commercial farms, trade unions having access to workers at farms and experience in workers education and mobilisation, CSOs having specific thematic knowledge and expertise (e.g. women rights) and L&A expertise. Evidently there were tensions on these relationships (e.g. Uganda, Zimbabwe). Time was needed to get to know each other and to find appropriate ways of collaboration, which resulted in smoother and more effective collaboration, certainly in the last two years of the campaign. The collaboration between these different types of partners also facilitated improved access for CSOs to commercial farms. Moreover, many implementing partners confirmed that they have learned to find balance between dissent and more collaborative approaches in targeting private sector actors.

Changes with regard to the more technical L&A skills and competencies for engaging with government actors are less visible and more difficult to verify. Only a few outcomes harvested referred to the contribution of the W@W campaign to improved laws and policies and engagement with government actors. Focus was dominantly put on engaging with private sector. Partners acknowledge gaining knowledge on stakeholder mapping, targeted messaging, use of position papers, use of research, constituency consultations, etc. The evaluators have not seen specific L&A plans, elaborated L&A trajectories, stakeholder mappings that are based on a political economy analysis. Several partners had already acquired L&A capacity in engaging with government actors, which was part of their core business (and one of the reasons why they were engaged by the W@W campaign). Several of these partners are perceived as legitimate and knowledgeable organisations by government actors, who have demanded their technical advisory support (e.g. KHRC in Kenya, ZELA and ZWLA in Zimbabwe, Akina Mama wa Afrika in Uganda and TWLA in Tanzania). The programme has not had influence to that end.

Additionally, to enhancing technical L&A skills and competencies, the campaign also invested in research, documenting and showcasing the type of human rights and women workers rights violations at the horticulture farms:

- In the southern countries, seven studies were conducted during the second phase of the W@W campaign (3 in Kenya, 1 in Zimbabwe, 2 in Uganda and 1 in Rwanda). The reports

studies (not the Rwanda report) seem to provide mainly baseline data with regard to women workers rights violations, incidence of sexual harassment, enforcement of law and/or living wage; and as such were relevant in setting the scene. The study reports included recommendations for L&A interventions to be implemented by the campaign partners and served mainly internal use. The evaluators did not find evidence of use of these research reports for L&A purposes. The evaluators noted that these baseline reports lack sufficient hard data to convince government and private actors. Many studies faced challenges in entering commercial farms and collecting quantitative and reliable data, most of them remaining qualitative and anecdotic. Only the study on result based social certification, conducted by KHRC in Kenya (2018 and 2019) enables to support evidence-based L&A targeting the standard organisations and commercial farms. The methodology of this research was highly contested by the private sector actors and needed to be revised. The results of the updated study were undergoing the validation process at the moment of the evaluation visit.

- A different picture emerges in the Netherlands. Research was outsourced to True Price (Towards a living wage, 2018) that also had conducted a study on a business case for roses in Kenya in the first phase of the campaign (2015). The campaign also used research conducted by external actors, like the SOMO research on sexual harassment at Wagagai farm in Uganda (2016), the Ergon research on living wage in Kenya (2015), the FSI living wage benchmark research (2017), to inform the debate on living wage and engage with retailers on topics such as sexual harassment and living wage. These studies provided hard data evidence and were supportive in opening the dialogue with retailers and launching pilot projects. These pilot projects often have a research component.

In the southern countries, the implementing partners conducted research with limited methodological support provided by Hivos (related to designing, managing, making use of research results). Only in Zimbabwe and Malawi research organisations were included in the campaign, though it must be noted that some of the implementing partners included a research department or had experience in conducting research. Increased capability to conduct and use research was only mentioned by a few partners.

The programme has a strong focus on enhancing the capacities of partners to organise and consult constituencies, in particular women workers. Women workers were consulted during research through their participation in focus group discussion and/or questionnaires. In several occasions, women workers were also included in the reflection on and formulations of the recommendations. And in Zimbabwe, LEDRIZ started to invest in popularising research material to inform women workers on their rights (in progress).

The e-survey also probed on the appreciation of the contribution of the campaign to enhancing linkages between national and international L&A. This resulted in a varying picture as presented in following table.

	LITTLE	MUCH	NO ANSWER
Enhancing inter and intra-country linkages between W@W partners	6	10	3
Facilitating linkages between W@W partners and certification bodies in the south	5	5	9
Practical entry points into regional and international L&A spaces	8	5	6
Involvement in living wage lab	6	3	10

Table 5 Number of respondents on total of 19 respondents assessing the contribution of the W@W to enhancing linkages between national and international L&A to be limited (little, some support) or much (much, very much).

The discussion during the partner visits and country-level workshops confirm the results from the e-survey. A strong feature of the W@W campaign, as experienced by the implementing partners, is the enhanced collaboration at national level. The strongest collaboration could be noticed in Zimbabwe, where the programme was implemented in a joint effort, where in other countries the project-based approach was not conducive for enhancing collaboration (see further under efficiency). Furthermore, several partners stated to have benefited from collaboration with campaign partners in other countries, contributing to enhancing specific capacity (e.g. collaboration in the female leadership programme between partners in Uganda, Rwanda and Kenya) and sometimes resulting in intention to develop joint proposals to mobilise external funding (e.g. Zimbabwe).

The linkages between national and international L&A are rather limited and international L&A included only a limited number of partners, which can explain the varying scoring in the e-survey. In the Kenya workshop, it was stated that involvement of all partners in preparing international A&L interventions could be improved, currently being limited to 'quick' consultation processes on joint propositions but not embedded in a comprehensive L&A strategy that is clear to all partners involved.

The Living Wage Lab was implemented in the Netherlands, Malawi and Uganda (and presented during one of the global partner meetings) and as such did not involve many partners. Living Wage Labs in Malawi and Uganda were pilots financed by the Innovation Fund of Hivos (internally). This multi-stakeholder model was only implemented in those countries where potential was seen to organise a living wage debate. The organisation of multi-stakeholder consultations and roundtables is a topic that was addressed during several global partner meetings, but not followed up by concrete strategies for enhancing partners' capacities to that end when needed (and beyond the partner meetings). Facilitating multi-stakeholder consultations was not mentioned as an acquired capability by any of the partners.

It is observed that the identified capacity evolutions do not always result in enhanced L&A capacity at organisational level. Focus was placed on enhancing knowledge and competencies of individual staff members, and to a certain extent on institutional development (enhancing linkages of organisations with government actors and international lobby fora). It was a deliberate choice of Hivos to not invest in organisational development processes, although organisational factors have an influence on the extent individuals can apply acquired knowledge and competencies in their daily practice as well as the extent knowledge and skills can be transferred to the organisational level. During the capacity assessments several organisational challenges were identified, such as high staff turn-over (e.g. in Rwanda), governance issues, weak management structures, weak prioritisation of activities, fragile financial situation and institutional sustainability, etc. In a number of cases the W@W campaign supported the implementing partners in enhancing financial and/or project management capacity and in a few cases, support was provided to develop an organisational strategic plan. Organisational challenges and staff turn-over have had a negative impact on the implementation of the W@W projects and the level of sustainability (see further under sustainability).

Quality and relevance of capacity development support, as assessed by campaign partners

Partners visited are very positive about the capacity development support provided by the programme, particularly on the quality of the trainings and the international partner meetings, and the fact that the capacity development support was demand driven. The training on outcome harvesting, as a monitoring tool, was highly appreciated and the methodology is being integrated in other projects within several partners (e.g. TWLA in Tanzania and ZWLA and GAPWUZ in Zimbabwe).

The e-survey listed the topics addressed during the global partner meetings and asked for an assessment of the relevance of these topics for the own practice. All topics were assessed as being relevant or very relevant, which provides evidence that the agenda of the international partner meetings was developed based on the needs of the campaign partners.

It must be acknowledged that the participants of the international partner meetings showed a variation in knowledge and experience with regard to the campaign topics, and variation in campaign involvement (staff turn-overs, partners joining later the campaign). Hivos tried to manage this variation as much as possible, among others by making use of the more experienced and knowledgeable partner organisations in facilitating sessions or training. For half of the respondents to the survey (n=19), the international partner meetings provided 'new knowledge and skills', in particular with regard to corporate accountability, living wage lab, media advocacy campaigns, United Nations Forum on Business and Human Rights, mechanisms for corporate accountability and feminism. Other topics addressed 'partially new' or 'existing knowledge and skills'. All but one respondent could apply the acquired knowledge and skills or were planning to apply. The most relevant topics for the own practice addressed during the international partner meetings were (i) improved advocacy and lobby skills, knowledge, tools and strategies, (ii) media advocacy strategies, (iii) social certification and (iv) sexual harassment workplace policies.

Quality of the international partners meetings was assessed on 12 indicators. The general appreciation of the quality of the international partner meetings is very positive, in line with the findings from the field visits. The indicators assessed to be mostly good or always good were: (i) agenda received on time, (ii) quality of the inputs from Hivos and (iii) quality of the inputs from other W@W campaign partners. Indicators with more mixed appreciations (critically assessed by some of the respondents but good by others) were: (i) time dedicated for networking (6 respondents finding this weak, against 9 that assessed this being strong), (ii) level of peer-to-peer exchange (5 critical against 9 positive), (iii) participation in agenda setting (5 critical against 9 positive) and quality of inputs from external experts (5 critical against 10 positive).

Capacity development of trade unions

As described in chapter 2, half-way the programme it was decided to invest more in capacity development support for the trade unions involved in the programme. In East Africa a capacity assessment of the trade unions (at regional level, involving all 5 countries) was conducted in 2018, to inform the design of the trade union programme and a baseline study was done in 2019 by FIC. The recommendations refer to strengthening the role of trade unions (enhancing membership recruitment, provision of training of workers, international alliance building), involvement of trade unions in compliance audit processes, and specific campaigning on the provision of written employment contracts and decent accommodations. From the interviews with implementing partners it was learnt that in Rwanda, Uganda, Zambia and Kenya there were discussions and tensions between the CSOs and the trade unions related to their respective roles in engaging with private sector. It was understood by the evaluators that relations between CSOs and trade unions have gradually improved, as a result of their involvement and collaboration in the W@W campaign. Zimbabwe and Tanzania had more collaborative relationships among the trade unions and CSOs even at the advocacy level and this enhanced the synergy of the programme as partners recognised each other's strengths.

3.6 CONCLUSIONS

In all countries visited the W@W has been highly effective in realising the planned outcomes in the different outcome domains, 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. 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 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 acceptance remains dominant. The role of gender/women workers' committees in advancing the decent work agenda is moderate because there are still several challenges in (i) upscaling the number of women workers' 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 L&A capacities of the implementing partners.

4. ASSESSMENT OF THE RELEVANCE

4.1 RELEVANCE OF THE CHANGES, COMPARED TO THE BASELINE STUDY, AND PROGRAMMES' RESPONSIVENESS TO EVOLUTIONS IN THE CONTEXT

As described under 2.2, the context has not changed much in the eight intervention countries with regard to the working conditions for women workers in the horticulture sector and the legal and institutional framework related to labour rights, living wage and sexual harassment workplace policies. Moreover, the horticulture sector is facing more challenging economic and political contexts, which has negatively impacted the room to manoeuvre and negotiation space for (women) workers. In several countries, space for civil society organisations was further reduced.

The evolution of the focus between phase one (2011-2015) and phase two of the W@W campaign (2016-2020), from focus on Fair Trade and florist shops to focus on the entire value chain, living wage and result based social certification has been a good and relevant choice, that will bring about more structural changes but evidently requires long-term trajectories. Important results were obtained with regard to agenda setting and enhanced knowledge and awareness (putting living wage and sexual harassment on agendas of business and government actors) and policy change (more attention to gender and human rights, women workers rights, sexual harassment and living wage in some policy documents of private companies, national governments and the UN Forum on Business and Human rights, adapted indicators in some standards organisations). Practice change is visible in a number of commercial farms that are piloting projects on living wage and/or developing sexual harassment workplace policies. The evaluation confirms that in these farms the projects were leverage for improving working conditions of (women) workers. Upscaling remains a challenge. Structural changes are emerging in some countries (mainly in Kenya and Uganda, having branch organisations on board) but it is clear that the envisaged transformative change processes are slow. In particular low wages are a persistent problem in the value chain and can only be solved by a sector-wide approach changing. In addition, social norm change with regard to sexual harassment is an ongoing process and requires multi-faceted and long-term approaches.

The baseline studies conducted at the start of the programme were informative for setting the scene, presenting a general description of the economic importance of the horticulture sector, the situation of women workers and type of workers' rights violations, as such justifying the importance of a Decent Work for Women programme. The studies gave relevant indications of type of organisations that could be involved in the programme. The studies highlighted that the policy processes of improving the situation of women workers were on-going, pointing out to existing policies and regulatory frameworks. It was noted that these initiatives were well intended but limited in their gender analyses. The baseline studies were useful for the regional Hivos team in developing the W@W campaign at country level. The evaluators observed that the baseline studies of the four countries that had been involved in the first phase of the W@W campaign did not pay attention to the achievements and on-going discussions that had started under this first phase of the W@W campaign, from which lessons could have been drawn (e.g. experiences of WRW with regard to sexual harassment workplace policies). In all countries, the researchers conducting the baseline studies also

faced problems in accessing farms and collecting hard data on the situation of women workers, a challenges the W@W campaign partners (CSOs) are still facing. Consequently, hard and comparable data on the improvement of the situation of women workers are not available.

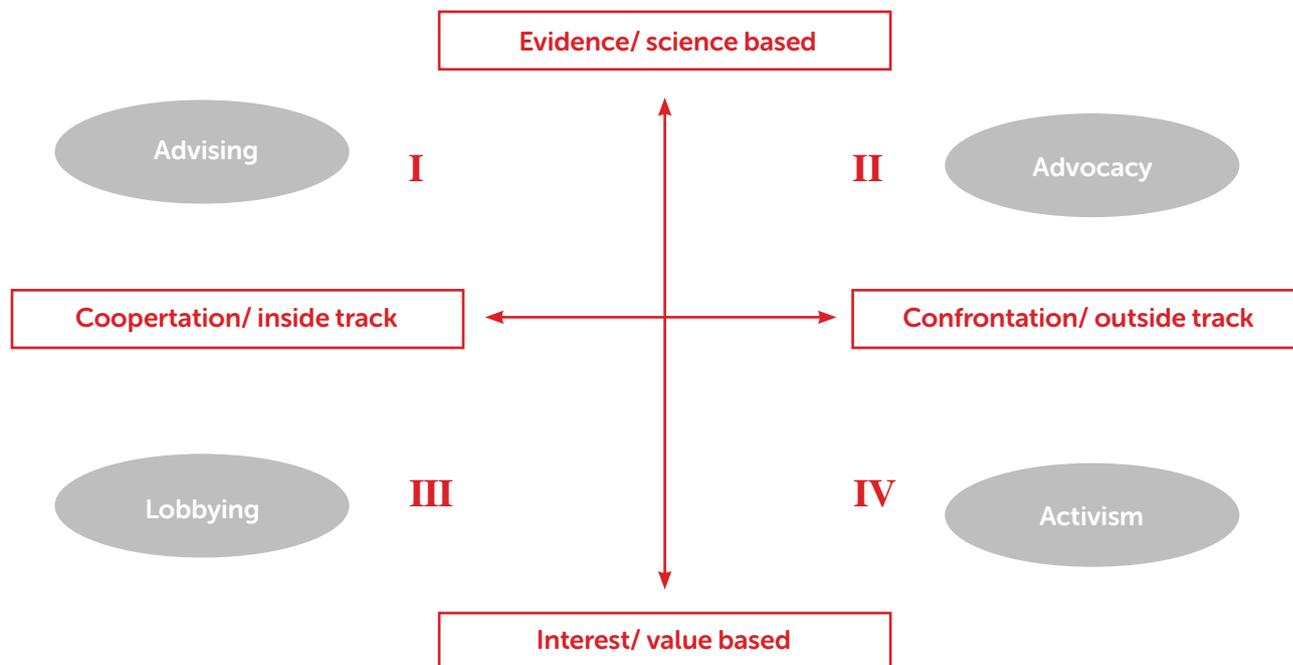
In the three visited countries, during project implementation, partners have conducted baseline studies on a specific topic (like sexual harassment, living wage, or general working conditions) on which base recommendations for further programme implementation were formulated and were discussed during national partner meetings. Most of this type of research was conducted in 2019, so rather late in the campaign, and as such will inform above all future programming. There are examples of strategic decisions taken based on this research, like the launch of women study circles, facilitated by GAPWUZ and LEDRIZ in Zimbabwe (starting in 2020), and the trade union capacity development programme, implemented by FIC (started in July 2019).

A well-developed general ToC was guiding the programme. This ToC was discussed and validated by the partners during the first two global partner meetings (2016 and 2017) and the base for developing country programmes and projects. No country-based ToC have been developed as it was concluded that the problem analyses and strategic responses in the different countries were comparable and a global value chain approach was adopted. Partners were invited to develop project proposals for one or several pathways of change of the general ToC (2016). Based on these proposals, the programme was further designed in a co-creation process between the regional Hivos teams and the selected implementing partners (2017). It became clear that many partners had experience in enhancing women rights but less experience in engaging with private sector actors. This topic became a prominent subject for capacity development support, and a recurrent topic during the global partner meetings.

As described under 2.2, the general ToC did not change after revision and reflections organised during the annual national and global partner meetings. These reflections concerned mainly operational challenges partners were facing, which resulted in adapting certain strategies within specific pathways of changes (during the last 2,5 years of the campaign), for example adapting the strategies to access farms, looking for stronger collaboration with branch organisations, adapting the tone of voice in media messaging, increasing presence of partner organisations at international fora. One strategic change was observed in programme implementation in Zimbabwe, where CFU, with support from Hivos, had put the urgency of having a national certification scheme for Zimbabwe on the agenda (2019). The campaign contributed to the development of a national certification standard (responding to concerns of farm managers and creating opportunities for improving the situation of women workers in such a standard - which eventually appeared to not be very strong), which had not been planned initially.

4.2 RELEVANT L&A STRATEGIES

W@W campaign applied a mix of insider-outsider strategies. When applying the Start and Hovland typology of policy influencing strategies, W@W campaign can be situated in all quadrants (see figure).



Source: Start and Hovland (2004)

Engagement with private sector actors

On the outside track, W@W has invested a lot in *advocacy and activism*.

- In the Netherlands, *evidence based advocacy* has taken place to put pressure on private sector actors to change practice, mainly by enhancing knowledge and creating awareness of horticulture value chain actors and supporters on living wage and women's rights, through participation in multi-stakeholder settings like round tables, learning sessions (also in southern countries, involving some of the W@W implementing partners) and the Living Wage Lab. In many cases, advocacy was supported by research findings and/or concrete examples/pilots. A comprehensive website on the campaign gives access to information and research. Separate websites have been developed on the Living Wage conference of 2019, the Living Wage Lab, the Align tool.
- In the southern countries evidence-based advocacy was implemented, mainly through the organisation of round tables and learning sessions, usually organised or facilitated by the Hivos team on topics such as sexual harassment (Zambia, Zimbabwe), living wage, (Uganda and Malawi), result based social certification (Kenya). In collaboration with sector organisations (like UFEA in Uganda and KFC in Kenya) or employers' organisations (like CFU) information sessions were organised to inform farm owners and managers and create awareness on the challenges women workers are facing and on the opportunities for collaboration in the W@W campaign. Preparatory sessions for the instalment of Living Wage Labs were organised in Uganda (2018/2019) and Malawi (2019). In these two countries opportunities for collaboration with local actors were there, like in Uganda with Wagagai (a producer also involved in the Living Wage lab in the Netherlands) and Centre for Social Concern in Malawi, one of the W@W implementing partners having expertise in calculating Basket Needs Basket. The Living Wage Labs in Uganda and Malawi are just in its initiation phase, exploring interest and commitment from the different stakeholders, starting with the growers.²⁵

The media campaigns can be situated on the crossroad between *advocacy and activism*. Both in the Netherlands and in the southern countries, the media campaigns intended to inform the consumers and citizens on the working conditions in the horticulture sector, to

²⁵ ALIGN: One of the spin-offs of the Living Wage Lab is the development of ALIGN, a web-based tool that provides an overview of available knowledge and tools on Living Wage that can be used by companies interested to move forward. ALIGN is being developed in collaboration with Fairfood, Rainforest Alliance and with support from GIZ

motivate consumers to buy fairly produced products (only in NL) and to put pressure on the retailers and commercial farms to take action. The media campaigns also 'attacked' in a certain way the retailers, specific commercial farms and some certification bodies, pointing to the situation of (women) workers in their supply chains; and - in the Netherlands - also ranking the supermarkets according to their efforts to develop a growth path towards living wage. These more 'aggressive' campaign approaches appeared to have had positive impact in the Netherlands (opening the dialogue with retailers, commercial farms and certification bodies), while the media campaign conducted in Kenya (e.g. messages in the in-flight magazine of Kenyan Airways, 2019) had controversial impact, and negatively influenced the ability of W@W partners to gain access to horticulture farms, which was already problematic because of earlier name and shame campaigns in the horticulture sector. In the southern countries, through the collaboration with human rights organisations and lawyers' associations, advocacy and activism were also combined with threatening of litigation. In some cases, this opened doors for dialogue with a particular farm (short term result), in other cases this also closed the doors for collaboration with the campaign partners. On the inside track, W@W conducted a lot of formal and informal lobbying, targeting retailers, commercial farms and certification standards.

- In the Netherlands, this was mainly done through sending letters, calling for meetings but also through the participation in the Flower covenant process and in FSI, aimed at persuading lobby targets to adopt proposals done by W@W with regard to living wage and gender inclusion. In a limited number of cases, advice was given to companies (retailers, producers) on how to develop an action plan towards a living wage in the supply chain.
- In the southern countries, insider strategies relate to the dialogue that was looked for with farm managers and owners who needed to give permission to organise training for their workers and/or who requested campaign partners' advice and support to develop workplace policies (sexual harassment, gender). Collaboration with trade unions and sector associations were crucial in facilitating such a dialogue.

A strong feature of the campaign approach was the acknowledgement of the complexity of the problems the horticulture sector was facing with regard to improving working conditions such as living wage and addressing sexual harassment and proposed to jointly look for solutions, throughout the entire value chain and involving sector actors in the Netherlands and the southern countries. The evaluators conclude that a smart mix of L&A strategies has been applied:

- Netherlands: the combination of media campaigns, followed up by formal and informal lobby and the presence of a multi-stakeholder platform such as the Living Wage Lab proved to have been an effective combination to persuade private sector actors to engage into dialogue with the campaign partners. Evidence generated from research proved to be important in raising awareness and gaining insights in the challenges women workers are facing. The choice of setting up a Living Wage Lab as a multi-stakeholder, neutral and safe space appeared to have been a good choice. There are however critiques that important stakeholders are lacking. Low wages are a persistent problem in the value chain and can only be solved by a sector-wide approach. At a certain moment it will be needed to set-up a multi-stakeholder process involving the entire value chain. Such an initiative by preference would be driven by chain actors themselves, in which Hivos can have a supporting role.
- In the southern countries: a relevant mix of L&A strategies was applied, but the level of concerted actions, combining different approaches and adapted to the different types of commercial farms could have been better. The W@W campaign partners faced challenges in balancing dialogue and dissent approaches. It was agreed that both dialogue and dissent approaches could be applied, depending on the context, with a preference for the

'softer' approach, looking for the dialogue, bringing positive stories (also in press) so to create goodwill and enable access to farms. The W@W campaign has not invested much in exploring collaboration with other campaigns, researchers or activists, that could take on a more 'activist' role (e.g. knowledge sharing, indicating cases, bringing on testimonies, etc.) and complement the W@W interventions, with a few exceptions. In Eastern Africa, mainly Kenya, the campaign managed to implement dissent approaches by embracing investigative journalism, with minimal effect of campaign roll out. In Uganda none of the media houses was ready to write stories on the sector due to threat on their person, hence FIDA Uganda adapted this focus in early 2019 to develop newspaper supplements.

The W@W campaign is able to reach out to and collaborate with so-called frontrunners in the Netherlands and southern countries, which is a relevant choice as the topics are complicated and no ready-made solutions are available, though it was criticised by some implementing partners referring to 'picking low hanging fruit'. It might be too soon to expect a spill-over effect; because of the lack of good practices and/or the lack of a business case, based on experiences of local commercial farms. The business case applied is based on a human rights narrative, combined with reference to economic gains (reduced staff turn-over, lower training costs for new employees, increased productivity, enhanced reputation) but does not come with data obtained from concrete pilot projects. Some implementing partners also pointed to the fact that the campaign focused on so-called 'softer' topics, like developing sexual harassment workplace policies or female leadership training, topics farm management is already supposed to invest in (to comply with national labour laws and international certification standards), which is now provided by the campaign at low or no cost (support to development of policies, training of workers).

Changing working conditions, like underpayment, low wages, overtime, etc. are evidently more difficult but essential in improving working conditions at large. The campaign applied mainly a bottom-up approach, through enhancing knowledge and negotiation skills of (women) workers and their committees. There was less investment in enhancing the social dialogue at institutional level, where the debates on these issues are taking place (except in Zimbabwe). The CBAs however set the boundaries for negotiations at farm level. Not much alignment was looked for with other actors intervening on this topic, like ILO or international trade union cooperation programmes.

Engagement with government

Mainly insider approaches were applied. In the Netherlands through informal and formal lobbying the Ministry of foreign affairs, the involvement of Hivos in the sector covenant, and the provision of input in policy consultation processes. In the southern countries policy influencing took place through the provision of training of judicial staff (Kenya), participation in working groups (all countries), organisation of round tables (all countries) and the provision of technical expertise provided by reputable NGOs (W@W partners) that are often solicited by government institutions for their input. (e.g. Kenya, Uganda, Zimbabwe, Ethiopia, Tanzania)

Both in the Netherlands and in southern countries, outsider approaches were also applied, i.e. in Kenya by putting pressure on the minister of social affairs or the minister of labour by bringing cases on a radio show and requesting a response from the minister (e.g. violation of maternity leave, case of overwork). Interviewees reported that some of these cases were put on the agenda of the national assembly, however, the campaign did not deploy a concerted action so to seize the moment and conduct follow-up policy influencing work. In the Netherlands, W@W campaign partner, WO=MEN, put pressure on the parliament through the development of parliamentary motions, presented by allies among the members of parliament.

It could not be assessed to what extent outsider approaches (media campaigns, articles, radio) have had an influence on accelerating or leveraging the insider approaches. In Kenya, it was learned from interviews with journalists that through the training of the W@W campaign, more attention than before was given to the situation in the flower farms in the press. One can assume that this enhanced visibility of the problem can have an influence on the public and policy debate in the long term. Some interviewees claimed that the spotlights in the media pushed the employers to improve the CBAs. This claim, however, could not be checked. Only in a few countries, collaboration was established with this kind of media partners (Kenya with AWCSF, Malawi, Rwanda and Uganda with radio programs)

The lobby trajectories targeting government actors, conducted by several partners, are outside of the scope of the evaluators. The evaluators have not seen elaborated L&A action plans, monitoring data and only two outcomes harvested referring to specific lobby results at government level, which makes it difficult to assess. Lobby plans of different partners were shared during the Kenya global partner meeting (2018) but these lobby plans remain rather superficial.

Linking national and international L&A

The programme has made several efforts to link national and international L&A. In fact, the programme was designed as one global programme, targeting global value chain actors, from the bottom of the chain to the end-user in the Netherlands. The focus on specific and targeted value chains (flowers, beans, avocado, etc.) was beneficial to that end. The Hivos global office mainly drove linking national and international L&A. The added value of Hivos for several retailers and commercial farms in the Netherlands, is its extensive network of local organisations in the producing countries, which enables the collection of information on the situation of the women workers in the farms and the availability of technical support where relevant and needed (e.g. information on the situation of women workers at Afriflora in Ethiopia convinced the owner to participate in the Living Wage Lab, Albert Heijn is collaborating with W@W partners to provide training on sexual harassment in their producing farms (Kenya, Ethiopia)). Hivos also enhanced the participation of W@W partners in international L&A events and for a (see chapter 3.3). Hivos always has facilitated presence of W@W partners at international fora, as such enhancing the experience of partners in international L&A and at the same time putting the southern voice to the forefront in these fora.

The contribution of international L&A to enhancing national L&A is less clear. It was purposefully decided to focus more on international L&A assuming that international conventions and agreements are a push factor for national governments to adapt national policies. In Zimbabwe and Kenya, for example, W@W campaign partners are involved in the development of national action plans on business and human rights. However, overall, the link between international and national L&A is rather weak, from the southern perspective. Partners are not well aware of what is taking place at international level, unless they have participated in an international conference. Information is provided mainly through the annual international partner meetings, but this information is usually not used to enhance or complement project interventions. As described in chapter 3.3, the linkages between national and international L&A are rather limited and included only a limited number of partners, which can explain the varying scoring in the e-survey on the contribution of the international L&A to enhancing national L&A capacity.

4.3 RELEVANT CAPACITY DEVELOPMENT SUPPORT STRATEGIES

Self-assessment formats were systematically used to assess the L&A capacities of the implementing partners and to identify capacity needs. Capacity assessments were done in 2016 and 2017; monitoring capacity evolutions done in 2018 or 2019. The first capacity assessment format (applied in 2016 and 2017) was based on the 5C framework and included a set of relevant questions that point to L&A competencies and capabilities that represent the state of the art regarding L&A capacity.²⁶ However, these questionnaires appeared not to be sufficiently guiding the self-assessments, which remained rather superficial but enabled nevertheless identification of capacity development support needs. Acknowledging the difficulties of the use of the 5C framework, the monitoring of capacity development processes was based on a qualitative assessment of experienced capacity changes, which provided partial information on capacity evolutions but remained rather general and superficial. From the interviews with the implementing partners, it is learned that these capacity assessments were not perceived as contributing to the reflection on the L&A capacity of the organisation but rather seen as an administrative requirement and a tool to identify specific questions for capacity development support. No capacity assessment was done of the Hivos teams.

The W@W campaign adopted a mixed strategy in providing capacity development support. Eleven capacity development modalities could be identified in the W@W campaign. All but one modality were assessed by the e-survey respondents as relevant. In order of relevance these are: (i) training, (ii) capacity development support during partner meetings, (iii) attending regional/international events, (iv) capacity development support provided at individual level, (v) peer learning, (vi) capacity development support provided at organisational level and (vii) learning by doing. Seven respondents against 5 respondents assessed adhoc expert support less relevant..

The most prominent approach was the learning by doing and peer learning approach. Formal peer learning was organised during global, regional and/or national partner meetings. This approach was very much appreciated by the partners. This approach also comes with some risks: (i) There were no explicit capacity development trajectories, which enable monitoring of results and management of expectations. (ii) Follow-up of the learning that had taken place during partner meetings and transfer into the organisation was rather limited. (iii) The global partner meetings created space for mutual learning, and less for second or tripple loop learning and joint strategising, based on learning. This joint strategising was rather organised at regional (Eastern Africa) or national partner meetings (southern Africa), but was hampered by the project approach that caused some fragmentation in implementation. Several partners interviewed mentioned that joint campaigning could have been stronger, including more synergy between different partners and a more concerted global value chain approach.

Learning by doing and peer learning are certainly appropriate strategies for strengthening L&A capacities and the learning thereof. In view of the fact that L&A trajectories are at least complicated (cause and effect detectable but separated over time and space), but normally complex (cause and effect understandable in retrospect) or chaotic (cause and effect not detectable) trajectories in nature, sharing of information and knowledge only is not sufficient. It is extremely important to have frequent well-facilitated (by partner organisations that work at the 'coal front' and/or Hivos) joint learning sessions in place, in which not only attention is being paid to the question 'Are we doing the things right?' (single loop learning) but as well to the question "Are we doing the right things?'. (i.e. double and triple loop learning questions about assumptions and beliefs; up to what degree do we need to adjust the design of the

²⁶ ALIGN: One of the spin-offs of the Living Wage Lab is the development of ALIGN, a web-based tool that provides an overview of available knowledge and tools on Living Wage that can be used by companies interested to move forward. ALIGN is being developed in collaboration with Fairfood, Rainforest Alliance and with support from GIZ

programme?; up to what degree are learning in the right manner?). The joint learning could have been strengthened if more frequent and systematic exchange would have taken place and e.g. during partner meetings, more attention would have been given to double and triple loop learning.

4.4 CITIZEN AGENCY

Strengthening 'citizen agency' was not an explicit ambition in the DW4W programme and as such not strongly visible in the design and implementation of the campaign. The ToC was mainly conceived at the level of Hivos. Hivos initiated several projects, and programme implementation took place within the parameters set by Hivos and the MFA. One has to acknowledge that implementing a citizen agency approach is very difficult within subsidy frameworks such as a 5- year, result-based designed strategic partnership framework.

However, some elements of an approach supporting citizen agency emerge in this programme. Women agency was fostered, in particularly through the establishment of women workers' committees at farm level and the female leadership programme, which is an impressive asset of the programme. Also, some research projects were based on a citizen agency approach, such as the Result Based Social Certification project. Other research and most of the L&A interventions did not align very well to a citizen agency approach. Voices of women workers were 'represented' by W@W campaign partners rather than women workers defending themselves in these advocacy fora, though in several countries women workers in the floriculture sector were brought to TV and radio shows.

4.5 CONCLUSION

In all countries visited the W@W campaign responded to the needs and gaps as identified by the baseline studies to a large extent. There is evidence that partners were sensitive to the context in the design of interventions such as women leadership, training and awareness raising as well as the development of sexual harassment workplace policies. Partners identified opportunities like stalled legislative mechanisms to lobby for enactment of policies using formal and informal channels. Notably the evaluation established that W@W is relevant as it is addressing needs (wage increments, improved working conditions e.g. maternity cover and day care facilities) in the prevailing contexts of the different countries.

The capacity development of officers from partner organisations (annual meetings, learning by doing and training) is more pronounced in comparison to organisational capacity development that appear to not have been deliberately targeted. The media campaigns increased visibility of W@W to some extent, however partners never really took advantage of the overarching power of the campaign as the collaboration that was envisaged at inception did not fully materialise in practice.

5. ANALYSIS OF SUSTAINABILITY

5.1 CHANGES AT THE LEVEL OF THE HORTICULTURE FARMS

Institutional sustainability

The commercial farms visited in the three countries are complying with decent work conditions as far as defined and audited by the national labour laws and the (inter)national certification schemes, which both do not include sufficient safeguards to protect and realise decent work conditions for women workers. With regard to addressing sexual harassment, sexual harassment policies at farm level are in development stages (Uganda, Zimbabwe) or being implemented (Kenya). Gender/women committees have been established that demonstrate varying levels of dynamism and maturity. These committees assume an important role in continuing awareness raising of their fellow workers on sexual harassment (and other labour-related issues) and in managing sexual harassment cases. The impact study conducted by WRW-Kenya (2018) demonstrated that gender committees require refresher trainings and continuous support, which – according to the law – needs to be provided by the farm, which is not always guaranteed. There is an important role to that end for the trade unions and the employers' association. Trade unions and employers' associations interviewed in the various countries have gained awareness on the importance of having strong women/gender committees at the farm and the need for continuous training and showed commitment to keep on investing in this (but there are some financial sustainability challenges).

The CSR-Africa portal might be an instrument to support horticulture farms in analysing their CSR policies and practice and identify areas for improvement. The portal is not institutionalised yet. One option could be the integration of the CSR-portal in the service portfolio of KFC (Kenya), but the discussions to that end still need to take place with the KFC members. From the interviews it is learned that there is no willingness among farm owners to pay for the portal.

Through the W@W campaign, institutional relations have been built between some of the W@W partners and trade unions, employers' associations or export associations, that will last beyond the programme. These organisations can mobilise the expertise of the W@W partners to provide trainings to their members.

In several countries, increase of wages could be negotiated in the CBAs. 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 in countries with an absence of a minimum wage law for the horticulture sector (e.g. Zimbabwe) or in general (e.g. Uganda).

Financial sustainability

In the farms visited, there was commitment from management and farm owners to organise events to enhance awareness of workers, to form and support the gender/women workers 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 Uganda and Zimbabwe, due to limited awareness of the benefits of CSR and contribution to the own business case, some farms do not invest much in CSR initiatives (e.g. clinics, schools, etc.). For Zimbabwe the difficult economic and financial context result in farm owners not investing much in their farms, and CSR initiatives have been downsized or have ceased to exist (e.g. closing of clinics and schools, etc.). In all the countries the farms are going through an economic crisis, facing decreasing profit margins, which can jeopardize the implementation of the different workplace policies. Farm managers complained about the low prices per flower stem. The financial capacity of farms also sets the boundaries for negotiations with the workers' committees.

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. Similarly, the common attitude towards CSR is largely informed by market perceptions but also supported by a human rights perspective business case for the farms. There are already several frontrunners, like Wagagai, Aurum Roses in Uganda and Tambuzi Roses and Equinox flower farm in Kenya that show genuine commitment in improving working conditions, and some of them have scaled up their investments into the neighbouring communities.

With regard to addressing sexual harassment, the studies on the status of sexual harassment workplace policies (WRW and Haki Mashinani in Kenya), demonstrated that having workplace policies is not sufficient. There still is need for refresher trainings of human resource and compliance managers at the farms, of labour inspectors of the government and certification auditors; and the need for the development of holistic safeguarding frameworks. Several of these challenges have been mentioned by the W@W campaign partners during meetings with government actors (awareness raising, advocacy), but are not yet supported by a full-fledge L&A trajectory. Furthermore, the search for legal support in addressing cases of sexual harassment or other human rights violations remains modest.

5.2 CHANGES AT THE LEVEL OF GOVERNMENT ACTORS

Institutional Sustainability

W@W campaign partners have been able to include a gender lens and women rights in national labour laws, national and international certification standards and in the NAP on Business and Human Rights. These are important results. Interviewees confirmed that government institutions face challenges in implementation due to lack of officers with sufficient knowledge on gender and labour rights, and lack of financial resources for enforcement of the law. W@W partners have contributed to enhancing knowledge on a gender lens on labour rights of government officials but return on investment is not being monitored.

Financial sustainability

The baseline data already confirmed that policy implementation is poor, among other factors because of lack of (or misuse) of resources. This challenge was not the focus of the W@W campaign.

Social sustainability

The policy frameworks in all the countries are gender sensitive. In particular the Constitutions have provisions for gender equality. National institutions have been created whose mandates are to promote gender equity. However, the societies remain male dominated and this is normalised resulting in comparatively low prioritisation of gender and women issues. There still 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 W@W campaign in all the three countries visited aligns to the vision, mission and ambitions of the implementing partners. Implementing partners are well chosen, all of them showing relevant track records with regard to the topics of the W@W campaign. Through their involvement in the campaign their knowledge on gender and labour rights, CSR, horticulture value chain, certification standards and auditing processes, sexual harassment workplace policies, etc. has improved. The extent to which this knowledge has been shared at organisational level could not be fully assessed, but there are indications that this knowledge transfer is rather limited. Enhanced collaboration between campaign partners is another result of the programme. It is not clear to what extent this collaboration will sustain. The collaboration was instrumental in realising the campaign results, but there are examples of W@W partners that are collaborating to develop jointly project proposals to be presented at the international donor community.

Financial sustainability

In all countries visited several of the implementing partners face financial challenges (WRW, Ufadhili Trust and AWCFS in Kenya, UHISPAWU in Uganda, CFU and GAPWUZ in Zimbabwe, to name a few). Although some of these organisations can rely partially on membership fees and some can sell consultancy services, they have a need for external donor funding. Other organisations, like FIDA (Uganda and Kenya), Femnet and KHRC (Kenya), ZWLA and LEDRIDZ (Zimbabwe), AMWA (Uganda), etc. have access to a variety of external donors, but depend on project-based funding. The continuation (and upscaling) of trainings provided through project-based funding (e.g. leadership training, legal aid trainings, etc.) is as such at risk.

With the ending of the campaign, continuation of several interventions is at risk. The W@W campaign did not invest in strengthening capacity for resource mobilisation of the implementing partners. Recently attention is being paid to accessing (inter)national donor funding. This process is also supported by Hivos, by flagging up available calls to partners, and checking proposals to other donors at partners request (e.g. CfSc, YWCA).

5.4 ENVIRONMENTAL CONSIDERATIONS

Environmental sustainability received less attention in the W@W campaign, but there are a few examples. Overall, the use of chemicals is a point taken forward by the trade unions and the women/gender committees (often part of occupational health and safety matters) and environmental indicators are included in the CSR-Africa portal. The consequences of climate change on women are highlighted in the African consultation on applying a gender lens to the UN Guiding Principles on Business and Human Rights.

In Zimbabwe, ZELA, being the environmentalist lawyers association, brings in the programme specific environmental expertise, particularly in the advice provided to the ZHRC in perspective of the development of the NAP on Business and Human Rights. This process is on-going and was not evaluated.

5.5 CONCLUSIONS

The level of institutional sustainability of the changes realised at commercial farms and implementing partners in the three countries visited is moderate. Some project results will be helpful in sustaining the observed changes or to accelerate policy implementation, such as the integration of social indicators in certification schemes, and the gender lens on labour rights in NAP business and Human Rights. Integration of sexual harassment policies in the CBA processes might contribute in future to enhancing institutional sustainability. Implementation of improved policies stimulating social performance of the horticulture sector is hampered by the lack of financial resources, at the level of farms and at the level of the government. A more prominent use of the business case on sexual harassment policies might convince farm managers to invest in their development, including holistic safeguarding systems. More lobby and advocacy trajectories will be needed targeting the governments to secure sufficient resource allocation, including attention to strengthening capacities of government institutions in implementing the policies and controlling the compliance with the revised standards.

Partners in all three countries have been well-chosen and demonstrated relevant expertise and track record with regard to the intervention domains of the W@W campaign. The extent of acquired knowledge and competencies being shared at partner organisational level is not clear in all countries as it is dependent on personal initiative. Financial sustainability of the majority of the implementing partners to implement L&A interventions with regard to the decent work in the horticulture sector is fragile.

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 is still needed for a while. This support is reasonably guaranteed, under the condition that funding can be mobilised taking into account the high level of institutional sustainability of the capacity changes at the CSOs. 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 all countries. It will be important to align to other actors that intervene in these areas so as to collaborate or adapt interventions where possible.

6. ANALYSIS OF EFFICIENCY

No financial analysis and cost-effectiveness analysis were demanded by the ToR. The evaluation had to respond to the question what was done by the programme to ensure a proper use of available/limited resources. A distinction was made between organisational efficiency and programme efficiency (see inception report). Assessing organisational efficiency entailed looking at strategies and procedures that Hivos has used to maximise (returns on) their resources. A Theory of Efficiency analysis was applied to that end. In programme efficiency a link is established between programme effects and costs incurred. A multi-criteria analysis on efficiency of different programme interventions was applied in Kenya and Zimbabwe in a group discussion with partners (because of the start of the Corona-crisis not any-more in Uganda) to shed light on the perceived efficiency of different approaches used by the campaign partners in a comparative cost-effectiveness assessment.

6.1 ORGANISATIONAL EFFICIENCY – POLICIES AND PROCEDURES THAT INFLUENCE EFFICIENCY²⁷

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 and Southern Africa) who manage staff teams at head office, in the Eastern Africa Hivos hub and the Southern Africa hub. In each region and HQ, teams include an advocacy officer (in the regional hubs this function was taken up by the regional manager), a project officer (in Southern Africa also called project manager), a project assistant, a communication officer, a financial officer and a DMEL officer. Hivos DW4W Staff amounts to 18 persons (not all FTE).

A decentralised governance structure is applied, giving a lot of autonomy and responsibility to the regional Hivos offices and regional W@W teams to give shape to the programme, which explains the differences in management processes (frequency of reporting, reporting formats, consolidating reporting, management of partner relations, etc.) and governance structure. The Southern Africa Hivos office decided to invest in establishing a country office in Malawi and for strategic reasons the W@W regional manager was located at that new office (and not at the regional Hivos office in Zimbabwe). As this region had not been involved in the first phase of the campaign, it was decided that there was a need for hands-on support at country level, resulting in the appointment of project staff in each of the three countries (Malawi, Zimbabwe and Zambia). In East-Africa, DW4W is a continuation of the first phase of the W@W campaign, adding one additional country, Rwanda. Some members of the Hivos staff at the Nairobi office had already been involved in the first phase of the campaign. The regional office decided to manage the programme in the five countries from the regional office in Nairobi. Both models have had their advantages and challenges (see further).

The programme is steered at international level, with the general programme manager having the final responsibility and final decision power on strategic matters. A lot of decision power was transferred to the regional levels (related to specific project and partner relations matters). At international programme level, monthly team meetings are being organised involving all implementing Hivos staff. There are annual face-to-face meetings of the W@W Hivos implementing team, usually in the Netherlands. These meetings are conducive for planning international partner meetings, aligning local to global advocacy, allocating budgets to countries and discussing programme management in general. Additionally, there are bi-weekly bilateral meetings between the general programme manager and the regional

²⁷ The evaluators have not included an analysis of policies and procedures with regard to traveling, accommodation and meeting arrangement, procurement, expenses and reimbursements and financial control and audits.

managers. Regional managers account to their respective Hivos directors (HQ, Regional offices Eastern Africa and Southern Africa). At the level of Southern Africa region, also regional Hivos team meetings are organised (as not all located at the same office) but not as frequent or regular as the international meetings, though communication is organised regularly through the WhatsApp group.

Decisions on programme implementation (strategies, activities) at national level are taken by consensus during regional (Eastern Africa) or national (Southern Africa) partner meetings. Discussion on budget allocations, over- or underspending are not scheduled on the agenda of the national partner meetings but discussed bilaterally between Hivos and partner. Implementing partners are informed by Hivos on the budget margins for their respective organisation and adaptation of budget proposals are discussed bilaterally.

At programme level, the M&E system is based on the outcome harvesting methodology. Partners have been trained in this methodology and are requested to identify outcomes annually. In East-Africa, joint writing workshops were organised to support implementing partners in the drafting of the outcome statements, which were further assessed by the DMEL officer. In Southern Africa bilateral support was provided by the DMEL officer. The general programme manager and the DMEL officer at global office labelled the harvested outcomes as contributing to agenda setting, policy change and policy implementation and informed some of the indicators identified by the MFA for monitoring the strategic partners (relating to policy implementation, policy change, agenda setting). The other three MFA indicators were informed by the number of partners involved in the programme, the number of advocacy initiatives carried out (each partner and each Hivos office was calculated as one initiative) and number of CSOs with increased L&A capacities (based on the capacity assessments). At programme level, outcomes had been identified for the different domains of change (see chapter 2), but these were not monitored through a set of indicators. The evaluators have not seen an analysis of monitoring progress towards these outcomes, based on the information from the harvested outcomes. Hivos informed the evaluation team that exercises were done (both during partner meetings (Kigali) and Hivos team meeting in The Hague), where Harvested Outcomes were mapped on the ToC showing more & less progress was made; though this was not reported.

Based on the baseline study, a first set of implementing partners was identified and invited to present a concept note for one or several pathways of change of the general ToC. Once accepted, projects were developed in co-creation with the Hivos teams. During programme implementation, other partners were identified and asked to join the campaign. One or two-year contracts are signed with the implementing partners, which enabled adaptation between project periods so to answer adequately to changes in the context. In Southern-Africa, partners report twice a year to the project manager, according to the general Hivos reporting template. In eastern Africa reporting is done quarterly. This project-based reporting includes project-specific indicators, which are aligned to the M&E framework of the implementing partners, when existing. Two to four times a year (depending the partner and the country) bilateral monitoring visits are organised by the Hivos teams to discuss progress and challenges at project level and discuss needed adaptations. Once a year, and when needed more, national and regional partner meetings are organised to discuss progress, focus, possible collective action so to avoid duplication and enhance collaboration and efficient use of available resources. Also, in the Netherland, specific project-based contracts have been signed with implementing partners such as Fairfood (Living Wage Lab), True Price (CSR portal and research) and WO=MEN (lobbying Dutch government and parliament).

6.2 ORGANISATIONAL EFFICIENCY – PERCEPTION OF STAKEHOLDERS ON EFFICIENCY

The decentralised governance structure as applied by the DW4W programme worked well according to the Hivos teams. Roles and responsibilities are perceived as clear, but all staff interviewed reported high workloads. High workload was not influenced by programme management procedures and tools as these were perceived as lean and mean, with exception of the M&E-outcome harvesting methodology that required substantial time investment from the DMEL officers. Workload can be explained by the fact that Hivos staff assumed multiple roles, providing capacity development support, involvement in programme implementation (including M&E and communication) and in managing partnership relations. There have been several staff changes at all levels, but the general programme manager remained the same (and was also the manager of the first phase of W@W campaign), guaranteeing consistency in programme implementation. The monthly international team meetings were assessed by Hivos staff as relevant, effective and efficient. The meetings are well structured, well steered and organised according to planning.

Overall, implementing partners are satisfied with the governance and management of the W@W campaign. The governance structure is perceived to be effective and efficient, and project management procedures are clear. The partners experience sufficient flexibility in programme implementation from the side of Hivos. Also, the M&E system is perceived as lean and mean. Implementing partners received the flexibility to include their own indicators in their project proposals and report accordingly. Reporting formats are not perceived as complicated and only twice a year reports are expected (Southern Africa), four times a year (Eastern Africa). The partners do not report on the general MFA indicators. The DMEL officer extracts information on these indicators from the partners reports. All partners have appreciated the outcome harvesting methodology and several of them have started applying this methodology in other projects.

In both regions, also several challenges were reported with regard to programme management and implementation. Because of the different governance structure and way of working in both regions, a different picture emerges.

Eastern Africa

Managerial challenges: 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 up a more active role during design phase (e.g. CSR portal, RBSC project, Female leadership programme). During implementation, partners experienced several challenges due to not fulfilled assumptions behind the projects (like willingness of farms to collaborate), and projects needed to be adapted. The discussions on these adaptations took sometimes longer than expected (sometimes lengthy discussions between Hivos and partners, or slow response of partner or Hivos). In general, partners complained about the slow response of the Hivos team on the approval of (redesigned or adapted) projects, and also with regard to speed of feedback provided on quarterly reports.

Partners were mostly given a long-term project contract, with a funding disbursement scheme based on short term contracts allowing for flexible adaptations of project design and budget. Because of the pre-grant and programmatic due diligence assessment system, established at the regional Hivos office, there was a lot back and forth on the review of proposals (and revised proposals), which costs delays and interruptions in implementation. Partners interviewed mentioned funding came often 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. problems with financial management (Ufadhili, KHRC in Kenya).²⁸ These delays and interruptions in implementation turned the project approach in a 'stop and go' project-based approach, also affecting sustainability (see chapter 5).

Programmatic challenges: the project-based approach resulted in a scattered approach in programme implementation. Projects started at different moments and were not aligned to each other. Partners often did not know how other projects within the country were progressing. Examples were given of partners entering the same farm without knowing from each other. Regional partner meetings (once or twice a year) were organised for capacity development purposes - and through these encounters, relationships were built and collaboration enhanced - but during these meetings, there was not much attention or time given to revise the common ToC, to reflect on the contributions of each project to the ultimate goal and look for more alignment and cooperation between the different projects or possible other external stakeholders.

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. Examples from Kenya:

- Whereas WRW had good relationships with KFC and access to many farms, they were only given a contract and funding in June 2018 (due to non-compliance with the due diligence requirements of Hivos).²⁹ The network of WRW was initially not used by the other partners to gain access to farms, till it was realised that partners (like FIDA, Ufadhili, FEMNET) could benefit from a cooperation with WRW to gain access to farms. Moreover, partners intervened in the same farms that were already supported by WRW (some of them already for a long period). More outreach could have been possible when potential farms would have been distributed among WRW and Hakina Mashinani, both of them implementing similar interventions.
- The lack of alignment between programme partners also complicated the work of some of the partners. WRW and FEMNET organised trainings for workers of similar farms, with FEMNET paying 500 KSH for transportation costs and WRW only able to pay 300 KSH (in case of off-farm training).
- AWCFS could put certain topics on the agenda of policy makers or members of parliament, through publications of articles or radio shows. These moments, however, were not seized by the other partners involved in lobbying, for example approaching members of parliament or ministers that had reacted on cases of labour rights violations or cases of sexual harassment that had received media attention.

Examples from Uganda:

- Whereas UHISPAWU had good relationships with government and access to flower farms, they were only given a contract and funding in 2019 under FIC. Before, UHISPAWU was involved in the campaign under contract with FIDA Uganda, which resulted in turf wars between the two organisations. As a result, the other partners did not adequately use the network and platforms of UHISPAWU. 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*

²⁸ Other partners, like WRW, Kenya and UWEA and UHISPAWU, Uganda, needed a fiscal host as their financial management capacity was assessed as too weak to be granted a Hivos contract.

²⁹ WRW was a grantee under the campaign from June 2017 - May 2018 under a subgrant arrangement with KHRC. This period was set to allow under KHRC mentorship to improve on their governance, financial management and internal financial control procedures and policies.

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”.

Southern Africa

The programme in Southern Africa took a slow start, as new countries were added to the campaign, and new staff needed to be attracted. Moreover, the first regional W@W manager also had to establish a country office in Malawi. Time for establishing operational Hivos W@W teams and identifying and contracting implementing partners took longer as expected. The fact that the regional W@W manager was not located at the regional Hivos hub, complicated somehow daily operations, as all support staff, like financial officers were based in Zimbabwe. Project officers at the three countries combined different roles, such as project coordination, advocacy, communication and provider of capacity development support – all demanding different expertise and competencies - which resulted in a heavy workload (for a half-time position as project officers were also managing a Women Empower for Leadership programme).

The decision making on the programme is experienced by the partners in Zimbabwe as inclusive and demand driven. There is a good communication between the partners and Hivos, and good working relations have been developed. Contributing factor are the personality of the Hivos project manager, the fact that there were no staff changes at the level of the implementing partners and at Hivos, so relations of trust and mutual respect could be developed. People feel free to express their ideas and concerns.

A lot of flexibility is experienced regarding project management (adaptation of activities, outcomes, changes in budget and even in time of reporting). Changes can be proposed to the project manager who is very responsive. As long as changes remain within the budget assigned to the country, no involvement of the international team is required.

In Zimbabwe, the decision was taken to not organise joint writing workshop to support the partners in developing the outcome statements (not willing to ask three days of staff time, which was considered to be a big ask). Instead, bilateral feedback was given and statements were shared between the partner and the DMEL officer. This way of working was accepted by the partners.

Managerial challenges: In Zimbabwe, there were no gaps between project periods hampering continuation of project implementation. There were only challenges in the period when Hivos was changing its financial system, which caused a delay in funding disbursement (2018). Some of the partners, like GAPWUZ, could pre-finance, avoiding a gap in implementation of the activities. It was further mentioned that the financial reporting system used at the Southern Africa regional office was not fully aligned to the system applied at Head Office, which complicated communication between the respective financial officers and the feedback to be provided to the implementing partners. Furthermore, financial data were consolidated at headquarters but communication on the status of funds spent towards the country level appeared to be a challenge, complicating financial management at country level. Lastly, the financial officers at the regional hub are responsible for many projects, which according to the interviewees, explained the delays in financial controlling at times.

W@W budgets for partners are relatively small, but in many cases complemented with other grants (e.g. ZWLA, GAPWUZ, CFU) or own resources (e.g. GAPWUZ and CFU). The main critique from partners is the funding of salaries and overhead costs that is out of proportion

with the project management requirements, like participation in meetings and M&E. Since 2019, in some projects (e.g. GAPWUZ), the contribution to the salary of the project officers has increased (up to 100% in some occasions).

Programmatic challenges: The project-based approach as applied in Zimbabwe did not cause problems. This might be explained by the fact that less partners were involved in programme implementation, due diligence procedures were applied more flexibly, the presence of the Hivos team and the role of the Hivos project manager. In Zimbabwe there seems to be more concerted action as compared to what was seen in Kenya and Uganda. Partners met regularly at national level. Examples were given of joint campaigns targeting the farms and women workers, where resources were combined of the different projects (CFU, GAPWUZ, ZWLA). During these national partner meetings, also the ToC was discussed and adapted. The only complaint relates to the lack of a uniform communication strategy for the southern African region, which would have been relevant from campaign perspective.

6.3 PROGRAMME EFFICIENCY - COMPARATIVE ASSESSMENT OF DIFFERENT TYPES OF INTERVENTIONS

The approach used for learning on programme efficiency was inspired by the Multi-Attribute Decision Making (MADM) method and basically let implementing partners assess the 'usefulness' of a number of interventions in realising milestones to achieving programme outcomes (from the ToC) against the amount of resources (time, money, effort, energy) needed to implement said outcomes. This assessment was done in a joint session with all implementing partners during the inception workshop. In the efficiency assessment session, participants first identified different interventions that were assessed on their 'usefulness' against a set of intermediary milestones (criteria) needed to realise the outcomes. The group then assigned weights to the different criteria, reflecting an intuitive ranking of the relative importance of the corresponding milestones. The 'cost' of each intervention was taken as a comparative estimate of the resource intensity of the different interventions, that is: the total use of resources in an admittedly intuitive total of financial costs, time and effort to prepare and carry out the stated interventions. In terms of outcome of the analysis one can distinguish two levels, a first one that is called weighted score of effectiveness and reflects the perceived (average weighted) 'usefulness' of each intervention as against the stated outcome-related criteria. The second outcome is efficiency ratio and provides a reflection of the perceived effect of each intervention per unit 'cost', or in other words the return on investment in terms of effectiveness. The Kenya and Zimbabwe country reports present the detailed scoring, resulting from this exercise. Main results are summarised here.

Kenya: Calculating the efficiency ratio (weighted score on effectiveness divided by costs), it resulted that "informal and formal engaging with public or private actors" and "working in partnerships" were the most efficient intervention strategies, followed by "the provision of training to workers". This demonstrates the effectiveness and efficiency of combining top-down and bottom-up approach in contributing to improved working conditions for women. The less efficient appeared to be the "participation in conferences" and "litigation". Both interventions are very costly and have less contributed to realising the desired outcome. Participation in conferences evidently only has a long-term effect on the desired outcome, litigation has mainly an effect on individual cases and/or individual farms, and as described under effectiveness, did not have a leverage effect towards achieving change at larger scale.

Zimbabwe: In the discussion, it appeared that partners did not make much difference in costs between the different interventions. One should note that not only economic resources

were counted but also time and energy. For example, involvement in “social dialogue” is not as costly as “public or media campaigns”, but requires a lot of energy and staff time investment (consultation of constituencies, development of position papers, informal negotiations outside the social dialogue and the meetings at the NEC themselves -partners have to pay the lunch during NEC). Social dialogue included the institutionalised dialogue at the NEC but also the dialogues at farm level.

There was consensus that through the “(social) dialogue”, the strongest results could be obtained in advancing towards respecting women workers rights at farm level. “Awareness raising” was also considered to be an efficient approach as sexual harassment is normalised in the Zimbabwean society and a lot of awareness raising is needed. “Training” was considered less efficient as outreach was rather limited. Partners pointed out to the importance of complementing training by (i) awareness raising and (ii) negotiating agreements on improving working conditions through the (social) dialogue. Training is expensive for private sector companies, from both financial and time standpoints, whose main focus is productivity. As such trainings were hard to sell. Evidently farm management welcomed trainings provided by W@W that came at no cost for them.

The use of “research” was in all exercises assessed as less efficient. Partners questioned to relevancy of research in obtaining L&A results (to what extent policy development is really based on evidence). It was also questioned to what extent women workers use evidence in their negotiations. The evaluators also added in the discussion with partners that most of the research was conducted to create awareness and not used in a clear L&A trajectory, which was confirmed by the partners. They highlighted the need for well elaborated and targeted L&A strategies so to make more strategic use of evidence.

6.4 CONCLUSIONS

A good functional governance structure was created, and lean and mean project management procedures developed. The DW4W programme operates through a decentralised governance structure, which gives a lot of autonomy to the regional managers explaining the varied management processes in the two regions. The main challenge is the heavy workload of the Hivos staff, explained by the multiple roles staff is assuming. The high due diligence requirements of Hivos have also put an extra burden on the Hivos teams, and on the partners that not all could qualify directly for project funding and creative solutions ought to be sought.

The choice for a project-based approach had a negative effect on efficient use of human and financial resources in several cases. Partners were engaged by a long-term contract, often lasting 3 years, but funding was disbursed based upon short term contracts (annually or shorter), which created flexibility to adapt the project and the assigned budgets but also resulted in delays in and interruptions of programme implementation, due to financial challenges both at the side of Hivos and several implementing partners. The project-based approach also resulted in a siloed programme approach.

Overall the program had limited coordinated action between the regions to promote symbiotic and continuous learning from countries that were at advanced stages in the programme. Similarly the in-country partner knowledge sharing -though established- did not attain the envisaged level. Consequently the absence of documentation of lessons learnt and plans to illustrate adopted improvement pathways resulted in diminished clarity for partners. These limitations had a negative effect on the efficient use of human and financial resources, specifically during the first years of the programme.

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

7.1 ROLE OF THE IMPLEMENTING PARTNERS AND HIVOS AND THEIR RELATIONSHIPS

Relevant combination of partners

As described in previous chapters, in all countries relevant implementing partners have been identified and selected, that complement each other and enable interventions along the different pathways of change. The level of valorising this complementarity and the level of cross-linkages between the different pathways of change is varying among the countries but overall, rather limited, due to the scattered project-based approach, the lack of alignment between partners and of concerted action (with an exception of Zimbabwe to a certain extent).

All partner organisations are very positive about the quality of the partnership relations and the quality of the support provided by Hivos concerning project management and capacity development support (international level). Reference is made to flexibility in project management, enhanced individual and collective competencies and networking, and demand driven capacity development support.

Roles and responsibilities

Hivos assumes multiple roles in the programme, such as project management and -coordination, the role of funder but also the role of implementer (involved in L&A activities, convener of roundtables with sector actors), and the role of facilitator of capacity development processes. Hivos profiles itself as a partner in programme implementation, doing and learning together with the partner organisations. Partners are contracted to implement specific projects and have to account to the results and finances stipulated in the contract. Several partners also have contributed to the campaign beyond their own specific projects (e.g. participation in national round tables, in international conferences, etc.). Although all people interviewed stated that roles and responsibilities are clear, the evaluators were able to observe that there were some tensions with regard to the division of roles and responsibilities or how Hivos or partners have taken on their roles:

- **Project management and -coordination:** The Hivos team was appreciated for its commitment, knowledge and quality support provided. Critique was formulated (mainly Eastern Africa) regarding the communication on the problems related to financial management of partners, referring to rigid measures taken. Partners experienced that there was no room for looking for alternative solutions, or for exploring solutions that would not hamper project implementation.
- **Facilitator of capacity development processes:** according to the evaluators, the Hivos

team took on a traditional, technocratic-managerial approach to capacity development support (capacity assessments, identification of needs, learning from best practices, training, carrying-out studies, providing equipment). In the dialogues with partners, little attention was given to internal and external factors that have an influence on capacity development. The reports do not give proof of a genuine dialogue on the capacity development process, the objectives envisaged by the organisation and the strategy to gradually evolve towards more appropriate capacity development. This is in contradiction with the overall strategy of the W@W campaign regarding capacity development support, mainly visible at the international partner meetings, where a strategy was applied that combines experimentation, facilitation, securing freedom to explore ways forward. The international partner meetings were an appropriate forum to facilitate such processes. Follow-up at country and at partner level was rather limited.

7.2 ROLE OF EKN

In the southern countries, there was limited collaboration with the Embassy of the Kingdom of the Netherlands (EKN), apart from the regular institutional dialogues that take place between the Hivos regional offices and the embassies. Hivos has participated in the information sharing on the Strategic Partnerships, convened annually by the liaison officer at the different embassies (examples given for Kenya and Zimbabwe). These liaison officers have participated in some of the W@W activities creating the opportunity for partners to highlight challenges faced in project implementation. In some occasions, embassy staff contributed to W@W roundtables as keynote speaker (e.g. Uganda). In Zimbabwe, the W@W project officer explored alignment of W@W programme with other embassy funded programmes, like the Women Empowerment Leadership Programme (involving GAPWUZ) and the Female Entrepreneurship Programme (about to start). In Kenya, the Hivos team has offered trainings on sexual harassment for embassy staff and advised them how to revise their internal sexual harassment policy.

Engaging with the embassies served mainly information sharing purposes. Dialogue with the embassy also took place as a consequence of W@W media campaigns, with Dutch commercial farms pushing the embassy to defend their interest, fearing reputation damages because of the Hivos campaigns (examples in Uganda, Kenya, Zimbabwe). As such, implementing partners perceived the Dutch embassy as a defender of the growers and protecting the export market. Several growers had complained to the embassy about the W@W campaign. Advocating the embassy, looking for dialogue, exploring how to involve the embassy as an actor in the campaign did not take place, nor from the side of the embassy or Hivos, with a few exceptions, like the invitation of the embassy in Kenya of W@W partners in a session on responsible business and as such brokering relationships with horticulture companies and the convening role the Dutch Embassy in Kenya took, upon request of Hivos, in organising round tables during the annual international horticulture fairs.

In Kenya Hivos also has offered training on sexual harassment for embassy staff and advised the embassy on how to revise their internal sexual harassment policy. Collaboration between the embassies and Hivos was also affected by staff changes at the embassy, with officers showing varying degrees of interest in the W@W programme. Furthermore, it was recognised by interviewees from MFA/EKN that it is sometimes challenging to reconcile the critique of Hivos on the practices of (Dutch) commercial farms with the pressure put by these commercial farms on the embassy to safeguard their reputation.

A different picture emerges from the collaboration between Hivos and the Ministry of Foreign Affairs in the Netherlands. A good working relationship was established with the MFA officer responsible for business and human rights, which resulted in concredited action: (i) the MFA and Hivos co-organised the international living wage conference “The only way is up” in 2019, where the Minister for Foreign Trade and Development has given a speech and as such could profile herself on the topic of living wage; (ii) Hivos hosted jointly a session on the UN Forum for Business and Human Rights and (iii) the MFA officer addressed workers’ rights violations at one of the biggest horticulture farms in Ethiopia during her visit to the embassy in Ethiopia. Hivos also participates in the IMVO sector covenant for the flower sector, a multi-stakeholder process that was launched by MFA. The DW4W programme fully aligns to the ambition of the MFA to promote business and human rights. Hivos is perceived by MFA as a reliable partner with relevant hands-on expertise that contributed to putting and keeping living wage on the agenda of the ministry.

8. REFLECTION ON LEARNING TOPICS

In this chapter, a summary is presented on the learnings from the evaluation with regard to the learning topics that had been identified by the Hivos team during inception phase and linked to assumptions formulated in the ToC (see box 1 in chapter 1.3).

Access to commercial farms and motivation to change

The country programmes showed that access to farms was improved since the involvement of or engagement with organisations having presence in or access to farms like trade unions, employers' associations and labour inspection departments. Whereas media campaigning in southern countries has had mostly an adverse effect in farms closing doors and threatening Hivos and partners' staff, media campaigns had a positive effect in the Netherlands, opening doors and pushing retailers to enter into dialogue. In the global partner meetings, the decision was taken to look for a more collaborative approach and engage in dialogue. Partners also pointed out to the fact that more confrontational approaches (e.g. naming and shaming of one company in media or threatening with litigation) might result in a gain at a certain level or in the short term, but a loss on the other level or in the long term.

Role of a business case in creating a positive attitude and willingness to collaborate

It was assumed that a business case would create a positive attitude and contribute to willingness to collaborate with campaign partners. Only one business case with hard data was developed, namely the True Price investigation on roses in Kenya. This business case indeed convinced some of the retailers and Dutch producers to start engaging with the campaign. In the southern countries, no calculated business cases with hard data were developed. The business cases presented are based on a human rights narrative and seemed less convincing. From the interviews, it was learned that one farm (Mahee farm in Kenya) acknowledged having benefited from the project, evidenced through data on staff retention, less sick leave (absenteeism) and decreased investment costs of induction training. Campaign partners stress the importance of combining hard data with a human rights narrative. The assumption behind this strategy needs to be investigated.

Compliance with certification requirements as driver of change

Compliance with certification requirements was the main driver for commercial farms to engage with the campaign (confirming the assumption that retailers play a key role in the global value chain, in demanding respect for certification requirements). These requirements relate mainly to 'softer' issues such as fighting sexual harassment, strengthening women committees, etc. Moreover, the campaign provided support almost 'for free'. Increasing wage, managing overtime, etc. appear to be more difficult to change.

The campaign clearly demonstrates the complexities in bringing about transformational change in the highly sensitive and competitive horticulture sector. This change will only take place when it starts from within the horticulture sector. In various value chains, several frontrunners have been identified but their role in bringing about sector change is yet to be seen. However, they can be drivers of change. A reflection is needed on how to involve these frontrunners and how the campaign can support them. They can be engaged as strategic stakeholders in the campaign, with the frontrunners owning the agenda and – to the extent possible – initiating a multi-stakeholder value chain process (see example of Wagagai in Uganda).

Engagement of certification bodies

Certification bodies operate under a specific business model and the assumption that they would be interested in collaborating with the campaign was not always correct. It appeared that good and reliable studies were leverage in convincing certification standards to take action (e.g. Fairtrade at Florinova in Ethiopia and Rain Forest Alliance in Kenya). In the Netherlands, certification standards started to collaborate in the Flower Sustainability Initiative, as a response to the first phase of W@W, but connection between this initiative and the interventions in southern countries targeting the certification bodies is rather weak. In the discussions with partners reference was made to the fact that certification bodies are only voluntary standards and as such focus of the campaign should be more on law enforcement and on creating awareness of workers on the need to be involved in certification auditing processes (as supported through the RBSC project in Kenya).

Role of exports organisations

This was mainly visible in Uganda, with the involvement of UFEA as partner in the campaign. UFEA has the convening power and leverage with and over its membership. UFEA provided a clear understanding of the sector and the needs and sensitivities of its members. Other sector actors like the Kenya Flower Council and Commercial Farmers Union in Zimbabwe took a similar role. But apart from Uganda, the campaign has not engaged much with export organisations, like the export Promotion Council in Kenya (which appeared to be not very active) or the Zimbabwe export organisations like ZimTrade, ZimFlex, which was explained by the fact that the W@W was just starting in the country and the project was in exploration phase, including exploring collaboration opportunities with these institutions.

Implementing partners agree with the fact that export organisations play a crucial role as they have a lot of power. They sit in critical spaces with government, and weigh in and influence policies and laws governing the horticulture sector. They also command a lot of respect and power in European markets, including the retail chains. Working with them ensures getting influence in the retail market as well.

Convening multi-stakeholder round tables

The W@W campaign has been able to organise several multi-stakeholder round tables, bringing together different stakeholders to share and discuss specific topics and/or findings of research. Round tables have also their limitations (voluntary, short term objectives, no commitment, etc.). Several studies conducted during the programme point to the need of a value chain approach or a more systemic approach. The evaluators understood that it had been a deliberate choice to invest in facilitating multi-stakeholder round tables and 'labs', rather than initiating or stimulating the set-up of a real multi-stakeholder process in a specific global value chain, to find solutions for the challenges on social performance in the horticulture sector involving all value chain actors and supporters.

Lobbying the government

The evaluators do not have a clear overview of the lobby processes targeting the government conducted within the campaign, or along the campaign but contributing to the same objectives. The L&A plans seen could be improved in terms of Political Economy Analysis so as to develop more targeted interventions and seizing the right moment, and in terms of monitoring (what is the minimum and maximum change to be expected), including follow-up strategies to monitor policy change and support policy implementation.

Furthermore, the link between national and international level L&A can be strengthened (e.g. in relation to the Dutch covenant process, L&A in international conferences). Partners are not well aware of what is taking place at international level, unless they have participated in an

international conference. Information is provided mainly through the annual international partner meetings, but this information is usually not used to enhance or complement project interventions. Partners acknowledge that there is often a disconnect between their own investments in international L&A and their national L&A strategies.

Social dialogue

The campaign has invested in strengthening women workers committee in their negotiation capacity with farm management and owners. The campaign paid less attention to strengthening institutionalised social dialogue³⁰ processes; though they are crucial for upscaling good practices experimented in targeted farms. There are however examples of the campaign having an influence on the quality of the social dialogue. In Zimbabwe, the campaign has contributed to improved quality of the social dialogue by strengthening the collaboration between CFU and GAPWUZ. In Uganda, UFEA, one of the campaign partners, is also member of the social dialogue at sector level and through the capacity development support received from the campaign, they felt enhanced in negotiating better CBAs.

³⁰ Social dialogue refers to all types of negotiations and consultations between employers, workers and representatives of government on a common issues of interest (ILO)

9. CONCLUSION AND RECOMMENDATIONS

9.1 EFFECTIVENESS OF THE L&A INTERVENTIONS

DW4W is a strong programme with important results at the level of women workers, commercial farms, certification standards and in putting and/or keeping decent work for women topics on the agenda of several horticulture value chain actors (workers, producers, retailers, trade unions, employers' associations, export associations, certification bodies, CSOs and government). Results have been realised in all outcome domains of the ToC:

- **Improved laws and policies:** (i) W@W partners have advocated for gender responsive policies (targeting government and business sector). In all countries, several government institutions have used the input from the campaign partners in improving or developing policies with regard to gender, women workers rights, sexual harassment, and business and human rights. Implementation remains a challenge. (ii) In the Netherlands, the W@W campaign contributed in achieving more attention for gender in the sector covenants and in the new policy on foreign trade and development cooperation. The MFA became an ally in pushing the debate on living wage at sector level and in promoting a statutory minimum wage. (iii) In several international fora (e.g. UNGP, OECD, CSW, SDG), women workers rights in the horticulture sector were brought under the attention by W@W partners. The campaign also contributed in having a gender lens in the UN Guiding Principles on Business and Human Rights.
- **Improved business and certification bodies:** (i) More retailers, producers and certification bodies (both in the Netherlands and in southern countries) have showed commitment to further explore how living wage can be realised in the horticulture sector, with some clear pilots that have started. (ii) A CSR Africa-portal is becoming functional to support companies in their reflections and actions to improve their CSR policies (piloted in 11 farms). (iii) Certification bodies have gained knowledge about the challenges regarding the auditing processes at farm level. (iv) Discussions and reflection on how to improve social indicators of the different certification standards are ongoing at several certification bodies, informed by experiences of the W@W campaign. Several certification bodies (like Fair Trade Africa and KFC) have already improved their indicators related to sexual harassment in their certification standards and/or have included gender criteria in their standards, and/or are including a growth path towards a living income (like Fair Trade International and MPS). (v) Model sexual harassment workplace policies have been developed in the targeted farms; the level of implementation is varying.
- **Improved supply and demand for sustainable and fairly produced flowers:** (i) citizens and consumers have gained knowledge on the challenges (women) workers face in the horticulture sector and have put pressure on businesses and certification bodies (more so in the Netherlands than in the South). (ii) In several countries, some journalists and radio or TV hosts have started to give women workers a voice and testified about the working conditions in the horticulture sector. (iii) IDH, the Sustainable Trade Initiative is progressing to realise a market in which 90% of flowers and 100% of the vegetables meet IDH standards for sustainability.
- **Women empowerment:** (i) Women workers in targeted farms have gained knowledge about their rights and about the fact that sexual harassment is not normal neither justified. They have gained leadership skills and acquired negotiation skills. (ii) Women/gender workers committees have been strengthened or established in targeted farms and are

functional. These committees are involved in addressing sexual harassment cases, creating awareness of their fellow workers and in negotiating better working conditions at their farm. The committees show varying degrees of effectiveness.

The combination of a top-down (gender lens in national and international policy frameworks, social indicators in certification standards) and bottom-up approach (strengthening women workers' committees) has already contributed to realising some changes at the level of the women workers, for example with regard to improved security at the workplace, increased wages (to a certain extent), job promotion (in some occasions), and compliance with health and safety standards (to a certain extent). Changes are the most visible in frontrunner farms, mostly large-scale producers and often owned by a foreigner.

The strategy of the DW4W programmes shows some strong features, such as (i) the focus on the dialogue with a variety of private sector actors, combined with dissent approaches where needed, (ii) the focus on the horticulture sector, which enabled building sector expertise and targeted focus in a limited number of value chains, (iii) the continuous learning and adaptations of the operational strategies during programme implementation, (iv) the combination of implementing partners, (v) the peer learning approach, (vi) the application of a smart mix of L&A strategies and (vii) the launch of innovative experiments like the Result Based Social Certification Project, the CSR Africa Portal and the Living Wage Lab approach.

9.2 EFFECTIVENESS OF THE CAPACITY DEVELOPMENT SUPPORT

Also, important results have been realised with regard to capacity strengthening of L&A capacity of W@W campaign partners. Capacity evolutions were reported in relation to the capability to deliver on campaign objectives, capability to relate and capability to adapt and self-renew. In particular, implementing partners (i) gained more knowledge on sexual harassment workplace policies and acquired a better understanding of sexual harassment; (ii) enhanced competencies to conduct stakeholder mappings, (iii) enhanced capacity for effective social media advocacy, and (iv) acquired more knowledge on international and regional instruments or mechanisms for L&A. There were also results of cross-fertilisation: women and human rights organisations acquired more knowledge on labour rights issues, business and human rights, CSR and how to engage with private sector actors. Labour rights organisations and trade unions acquired more knowledge on women (workers) rights. Changes with regard to the more technical L&A skills and competencies are less visible (and more difficult to verify).

The partners also gained experience in conducting an evidence-based campaign. In the Netherlands, 'technical' research was conducted by True Price (and research of SOMO was used as well) to be used in a clear L&A agenda. Research conducted in southern countries mostly had more the function of documenting the current situation - setting the scene - and creating awareness, but research was insufficiently populated with hard data to convince farm owners or government (numbers, prevalence of the problems, etc.). The studies have been used for advocacy purposes (creating awareness) and to inform further planning of the programme. The studies were not always embedded in a specific L&A trajectory.

The link between national and international level L&A proved to be challenging. Partners were not all or always well aware of what was taking place at international level, unless they had participated in an international conference. Partners acknowledged that there is often a disconnect between their own investments in international L&A and their national L&A strategies

The focus of the capacity development support was put on enhancing knowledge, competencies and capabilities of individual staff members of organisations and on linking organisations to national and international lobby fora. Limited attention was given to organisational characteristics that influence the performance of individual staff members and to the knowledge transfer at organisational level. This negatively affected sustainability of the capacity development support results.

A relevant mix of capacity development modalities was applied to enhance L&A capacity, with peer learning being assessed as the most relevant and effective. The attention for horizontal learning was very much appreciated by the evaluators. Follow-up of the learning processes was rather limited.

9.3 RELEVANCE

The W@W campaign is a relevant response to the challenges the horticulture is facing at global level and in southern countries and country programmes responded well to the needs identified in the baseline studies. The agility of the programme to respond to changes in the context or to learn from the practice was high and well managed. Reflections on programme progress and results took place during annual, national, regional and international partner meetings, and were based on the general ToC. Adaptations related to changes in approaches (e.g. moving towards more dialogue approaches, modifying access to farms) and strategies (e.g. adding female leadership programme to the initial design, adding a capacity development programme targeting trade unions).

Good assumptions have been formulated in the ToC and these were regularly discussed during partner meetings, though not supported by an explicit learning agenda, for example on facilitating multi-stakeholder processes, holding governments accountable, on challenges women are facing in looking for legal advice, etc. According to the evaluators, mainly first order learning took place during the partner meetings (are we doing the things right?) and to a lesser extent second order learning (are we doing the right things?) of triple loop learning (questioning the assumptions behind the ToC). If reflections of this kind took place, it is not clear to what extent they have informed strategic decisions and/or to what extent these strategic decisions were clear for all implementing partners. For example, the programme is based on the assumptions that companies in the horticulture sector are interested in 'shared value creation'.³¹ The evaluation demonstrates (see Zimbabwe case) that companies tend to focus on shareholder value and less on shared value in periods of economic recessions. The question is to what extent a business case – based on a human rights narrative - is sufficiently convincing in times of economic recessions.

9.4 SUSTAINABILITY

Sustainability of the results achieved at farm level is guaranteed in those farms where management showed commitment and willingness to implement the sexual harassment policies (or living wage, etc.) and to further support the women/gender workers committees. Access to justice for women workers has improved somehow and certification standards are showing willingness to improve social certification and auditing. Female leadership has been strengthened. These processes have started and are ongoing. However, there is still a need for institutionalisation and upscaling of the results, like including decent working conditions in CBAs negotiations, strengthening law enforcement - in particular labour inspection - strengthening trade unions that have presence in the farms and strengthening of employers' associations.

³¹ The concept of shared value creation can be defined as policies and operating practices that enhance the competitiveness of a company while simultaneously advancing the economic and social conditions in which it operates (Porter & Kramer, HBR, January 2011)

The evaluators acknowledge the complexity of this type of programmes. The envisaged change processes take years and are difficult to realise and sustain when funded through short term project-based subsidy frameworks. This leads the W@W partners to the question of how to deal with programmatic, financial and organisational sustainability challenges, and appeals to the Ministry of Foreign Affairs on how to avoid stop-and-go programmes.

Implementing partners have been well-chosen and demonstrated relevant expertise and track record with regard to the intervention domains of the W@W campaign. The extent of acquired knowledge and competencies being shared at partner organisational level is not clear in all countries as it is dependent on personal initiative. Financial sustainability of the majority of the implementing partners to implement L&A interventions with regard to the decent work in the horticulture sector is fragile.

9.5 EFFICIENCY

A good functional governance structure was created, and lean and mean project management procedures developed. The DW4W programme operates through a decentralised governance structure, which gives a lot of autonomy to the regional managers explaining the varied management processes in the two regions. The main challenge is the heavy workload of the Hivos staff, explained by the multiple roles staff is assuming. The high due diligence requirements of Hivos have also put an extra burden on the Hivos teams, and on the partners that not all could qualify directly for project funding and creative solutions ought to be sought.

The choice for a project-based approach had a negative effect on efficient use of human and financial resources in several cases. Partners were engaged by a long-term contract, often lasting 3 years, but funding was disbursed based upon short term contracts (annually or shorter), which created flexibility to adapt the project and the assigned budgets but also resulted in delays in and interruptions of programme implementation, due to financial challenges both at the side of Hivos and several implementing partners. The project-based approach also resulted in a siloed programme approach.

Overall the program had limited coordinated action between the regions to promote symbiotic and continuous learning from countries that were at advanced stages in the programme. Similarly the in-country partner knowledge sharing -though established- did not attain the envisaged level. Consequently the absence of documentation of lessons learnt and plans to illustrate adopted improvement pathways resulted in diminished clarity for partners. These limitations had a negative effect on the efficient use of human and financial resources, specifically during the first years of the programme.

At Hivos level, monthly team meetings were organised to discuss progress and challenges of the programme, including roles to be taken up by Hivos (co-implementer, convener, facilitator of capacity development support processes, etc.). It is not clear to what extent reflections have taken place on the consequences of these roles for the Hivos teams and the support that might be needed by Hivos staff members to fully take up these roles. The evaluators observe that capacity development support was mainly provided for implementing partners but to a lesser extent to the Hivos teams (apart from the participation in the peer learning).

The guidance of the programme with regard to strategic issues could have benefited from a stronger, more systematic and conscious leadership function in the organisation of the

campaign, complementing programme management. The evaluators are of the opinion that the management function of the programme (planning, monitoring, finances et cetera) has been adequately taken care of, while with regard to the leadership function (keeping an eye on the overall direction of the programme and changes in the environment, reviewing the assumptions of the programme, encouraging innovation et cetera) there is scope for improvement. This function is relevant for, among others, stimulating second and triple loop learning, questioning the assumptions behind the ToC, mentoring and supporting team members and implementing partners in dealing with complexities and changes. From the interviews with partners it is learned that the relationship with Hivos was above all perceived as a managerial, bureaucratic relationship.

9.6 RECOMMENDATIONS

A set of recommendations are presented that can support the development of future programmes and projects targeting the challenges within the global horticulture value chains, whether developed by Hivos or W@W campaign partners.

On the use of ToC approach

The way the ToC approach was applied in the DW4W programme can be further finetuned in following programmes, in particularly with regard to its functions (i) to enable identification and alignment with other stakeholders intervening in the same sector, and (ii) to support learning. For example:

- With regard to the identification of stakeholders: A ToC approach can be helpful in identifying other stakeholders that contribute to the envisaged changes (through other Pathways of Change for example) and possibilities for collaboration and alignment. Collaboration was explored during programme implementation (e.g. with ILO in Zimbabwe), but a more systematic analysis and reflection of these possibilities might deliver new insights.
- With regard to learning: good assumptions have been formulated in the ToC, that were regularly discussed during partner meetings. A more explicit learning agenda can be developed for some of these assumptions, for example on facilitating multi-stakeholder processes, holding governments accountable, on challenges women are facing in looking for legal advice, etc. This evaluation tried to find validation for several assumptions in the ToC, of which the most important ones are summarized in chapter 8, learning topics. But further reflections and learning are still needed, for example on following subjects:
- How to balance dialogue and dissent: It might be a strategic choice to profile the campaign as collaborative and expect that other stakeholders (not associated with the campaign) take on the more 'aggressive' approach.
- What kind of business case would be the most effective: one based on a human rights narrative or one based on quantitative data. This demands to reflect when more technical or hard and reliable data are a prerequisite or when a more value-based discourse is relevant (depending on the L&A agenda and lobby targets).
- Role of the frontrunners: The campaign clearly demonstrates the complexities in bringing about transformational change in the highly sensitive and competitive horticulture sector. This change will only take place when it starts from within the horticulture sector. In various value chains, several frontrunners have been identified but their role in bringing about sector change is yet to be seen. However, they can be drivers of change. A reflection is needed on how to involve these frontrunners and how the campaign can support them. They can be engaged as strategic stakeholders in the campaign, with the frontrunners owning the agenda and – to the extent possible – initiating a multi-stakeholder value chain process.

- How to strengthen the linkages between national, regional and international L&A: possibilities can be explored and further developed in the ToC, for example with regard to joint action in a specific global value chain, holding companies accountable (throughout the entire value chain) and/or enhancing L&A targeting certification bodies at national, regional and international level.

With regard to capacity development

Good L&A capacity already existed at the level of several implementing partners. Though L&A strategies can be made more explicit (plans, political economy analysis, monitoring) so as to enable better planning and monitoring thereof (and enable knowledge transfer in case of staff changes), without jeopardizing the flexibility that is needed in adapting L&A strategies. Tools like conducting a political economy analysis and outcome mapping can be helpful to that end.

A strategy to make learning more explicit can be the development of learning trajectories on specific learning topics that were discussed during the partner meetings. Interested partners can then join a learning trajectory in which they explicitly experiment with new or adapted approaches (access to farms, holding companies accountable, facilitating round tables, campaigning, etc.), document the learning thereof and share this with the group of organisations involved in the learning trajectory.

More focus needs to be given to enhancing L&A capacity at organisational level, not in terms of enhancing organisational procedures and management processes, but rather in terms of supporting reflections at organisational level on what L&A capacity means for an organisation, what organisational factors are contributing or hampering L&A interventions (which was only done as an administrative exercise), and what are the entry points within the campaign to support such collective learning processes. Hivos teams need to be supported in how to conduct such reflection processes and accompany collective learning trajectories (if this role is given to Hivos). More attention should be given to how to transfer acquired knowledge and skills to the organisation level and evolve from individual learning to collective learning. Several organisations have experience in setting up such collective learning processes, which can be shared.

Reflections are needed on how to strengthen capacities of implementing partners in designing and managing research, by preference also through linking partners with local research institutes. Furthermore, good experiences with conducting collaborative action-research (experience based and problem solving) as gained through the Result Based Social Certification project, can be further shared and analysed.

Enhancing sustainability

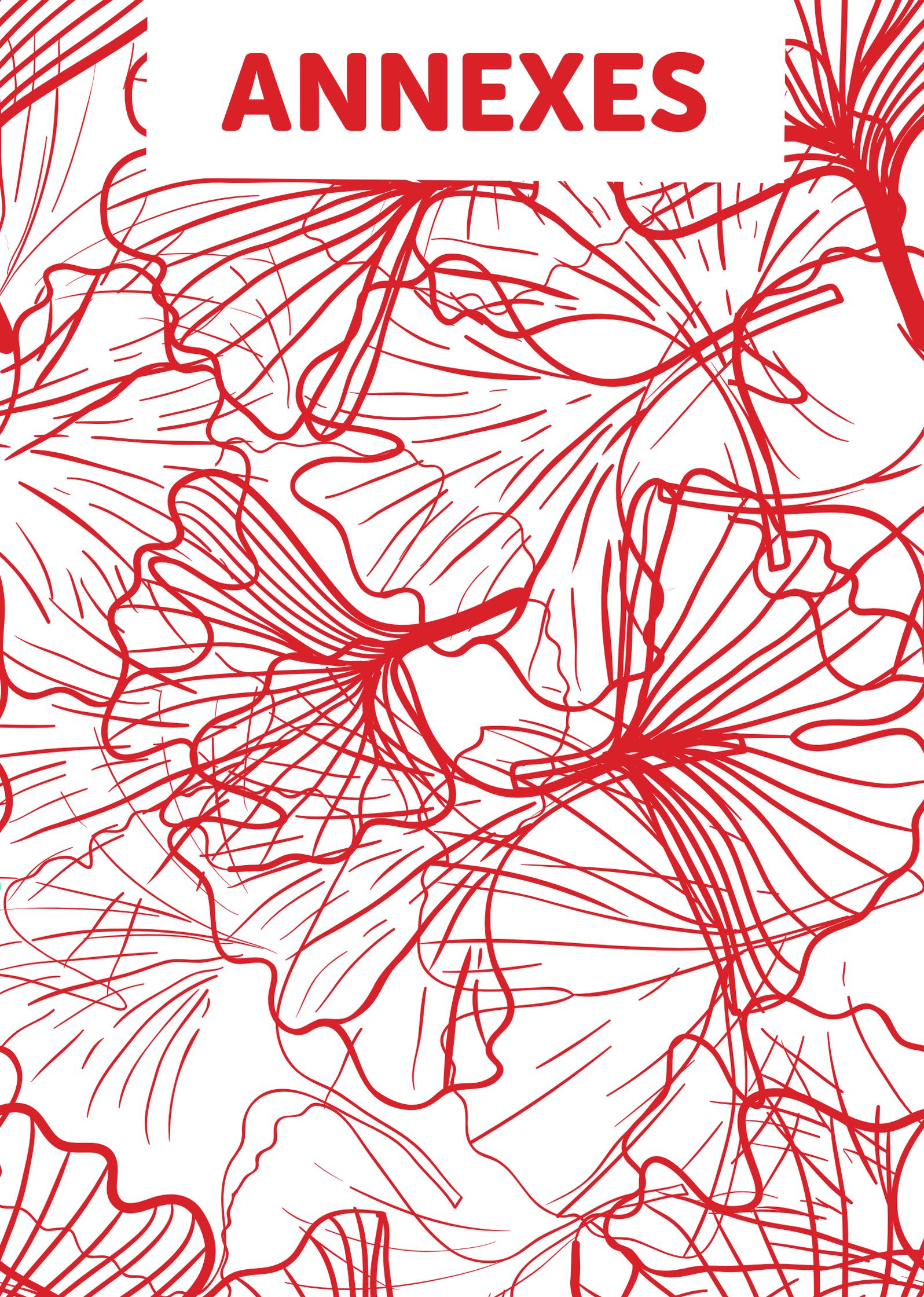
Sustainability strategies need to be in-built in future programming. These might include: the strengthening of trade unions (and looking for collaboration or alignment with the international trade union programmes), strengthening the social dialogue, strengthening labour inspection services (provision of technical support and training), etc.

Embedding the programme in social movements can enhance sustainability of this type of programmes and organisations that have legitimacy in the targeted value chains, like trade unions, employers' associations, women movements and maybe also consumer associations. The female leadership programme could be transferred to these organisations (when necessary supported through coaching or mentoring of the NGOs with expertise to that end, like AMwA and FEMNET).

Enhancing efficiency

It was acknowledged that L&A was mainly conducted in a silo approach, not taking advantage of the leverage of a campaign (result of the project-based approach). Alternatives for the project-based approach can be explored so as to support joint action (having consequences on the way of working in managing partner relations by Hivos).

ANNEXES





Annexes

1.1 TERMS OF REFERENCE DW4W (JULY 2019)

1. Background

The Citizen Agency Consortium (CAC), consisting of Hivos, the International Institute for Environment and Development (IIED) and Article 19, will commission an external end-term evaluation of the five- year CAC strategic partnership with the Dutch Ministry of Foreign Affairs under the Dialogue and Dissent framework¹ (2016-2020). This external end-term evaluation consists of a number of separate-but related –evaluations (as explained in par. 3.4.)

The present document provides the Terms of Reference for one of these: **an evaluation of the Decent Work for Women (DW4W)** program, which is one of the four thematic programs of this Strategic Partnership². The document also shows how this thematic evaluation (cf. 3.4.2) is part of the overall end-evaluation.

2. Decent Work for Women as one of the thematic programs of the Citizen Agency Consortium Strategic Partnership program

The Citizen Agency Consortium Strategic Partnership program focuses on strengthening the lobby and advocacy capacities of civil society partner organizations 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 (also known as Women@Work) program is implemented in Kenya, Uganda, Tanzania, Ethiopia, Rwanda, Zimbabwe, Zambia and Malawi, as well as globally/in the Netherlands. In the southern countries DW4W supports and collaborates with 26 civil society partner organizations³.

¹ <https://www.government.nl/documents/regulations/2014/05/13/policy-framework-dialogue-and-dissent>

² The other three programmes are: Sustainable Diets for All, Green & Inclusive Energy, Open Contracting.

³ For more information on the DW4W programme see Chapters 4 in:

<https://www.hivos.nl/assets/2019/07/2015-Programme-Document-Citizens-Agency-Consortium.pdf>

<https://www.hivos.nl/assets/2019/07/Annual-Progress-report-2016-.pdf>

<https://www.hivos.nl/assets/2019/07/Annual-Progress-Report-2017.pdf>

<https://www.hivos.nl/assets/2019/07/Annual-Progress-Report-2018.pdf>

see also the DW4W website

<https://www.womenatworkcampaign.org/partners/>

<https://www.hivos.org/program/decent-work-for-women-womenwork/>



Under the Citizen Agency Consortium program four separate thematic project teams are responsible for implementation. Each team is led by a global manager, based in Hivos Global Office in The Hague. Sub-teams, residing under the Hivos Hubs in Nairobi (for East Africa), Harare (for Southern Africa), Jakarta (for Southeast Asia) and San José (for Latin America), are responsible for implementation in the countries of their (sub) region. Sub-team members are not always based in the Hub-countries themselves. **The DW4W project (sub) team members are based in Kenya, Zimbabwe, Zambia, Malawi and the Netherlands.**

Overall coordination within the CAC is provided by a project coordinator and a Project Team, which includes the four thematic global managers. Overall responsibility lies with a Steering Committee, representing the management of Hivos, A19 and IIED.

Under a consortium-wide Theory of Change (ToC), for its operation each thematic program is guided by its own Theory of Change. These Theories of Change are not static documents; they have been adapted over time. Each thematic program has carried out baseline studies in 2016⁴.

The Citizen Agency Consortium uses a number of approaches for monitoring of results. These include Outcome Harvesting and Narrative Assessment (for monitoring L&A results) and Capacity self-assessments. Each thematic program uses the findings from monitoring for analysis and reflection, both at team level as well as in meetings with partners, to compare progress with the ToC, for adaptation of ToC where necessary, and for annual planning. Within the annual cycle for presenting reports and plans, set by the grant decision, the 4 thematic programs follow similar but not the same trajectories, depending on their different internal logics.

3. The End-Term Evaluation

3.1. Introduction

The end-term evaluation is organized in line with the Partnership Agreement between the Citizen Agency Consortium and the Ministry of Foreign Affairs and the Ministry's Grant decision.

The responsibility for this evaluation lies with the Citizen Agency Consortium, and is commissioned by Hivos.

3.2. Principles and Purpose of the Evaluation

This evaluation will seek a balance between Learning and Accountability purposes. In line with the program's focus on capacity development the evaluation is designed to maximize learning, among partners as well as among CAC members.

⁴ <https://www.hivos.nl/assets/2019/07/2016-Inception-Report-Citizen-Agency-IIED-ARTICLE19-Hivos.pdf>



It will facilitate learning by actively involving partners and project teams throughout the evaluation process, from inception phase to discussing findings and formulating conclusions.

To the degree that the evaluation is able to enhance a sense of 'ownership' among these stakeholders it may be expected to be useful, in the sense that findings will be 'owned' and used in the future. It is expected that the CAC member organizations as well as partner organizations -especially those who will be more intensively involved in the evaluation- will be able to use it for strengthening their future advocacy efforts, by learning from how changes have (or have not) been achieved through their joint efforts. Concretely the (findings from the) evaluation will be used in future programming i.e. the 'intended' follow-up to Dialogue and Dissent (D&D2)

The CAC will also use the findings of the evaluation to account for the implementation of its program. The evaluation will meet the methodological requirements for this purpose. It is expected that the evaluation will be useful for the Dutch Ministry of Foreign Affairs in D&D2 and in its accountability to Parliament. It is further expected that the evaluation report will be an ingredient in the planned 2021 synthesis study by IOB (Policy and Operations Evaluation Department of the Ministry of Foreign Affairs).

3.3. Objective of the Evaluation

The objective of the evaluation is to assess the effectiveness, relevance, sustainability and efficiency of the Decent Work for Women program. These evaluation criteria relate to the changes the program has contributed to:

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

Following the OECD-DAC definitions, effectiveness is about the degree to which intended changes were achieved, i.e. the degree to which these changes took place and the contribution of the program to these changes. Relevance is about the importance of these changes (i.e. their significance for longer term changes) and Sustainability is about whether these changes can be expected to last.

Efficiency relates the results of a program (at output or outcome level) to the cost of achieving them.

It is generally acknowledged that processes of Lobby and Advocacy as well as of Capacity Development are not simple and linear. These Terms of Reference explicitly recognize this character of L&A and Capacity Development. The evaluation questions in paragraph 3.5 provide an appropriate operationalization of the evaluation objective.

3.4. Phasing of the CAC SP end-evaluation

In order to effectively serve its purpose and objective, the CAC SP end-evaluation will consist of a sequence of separate evaluation studies, commissioned to different evaluation teams.

This will allow to do full justice to the individual thematic programs as well as to generate a synthesis of the overall Citizen Agency Consortium. It will allow learning in each thematic



program and provide for overall learning between the programs and about the CAC as a whole.

3.4.1. Substantiation of Harvested Outcomes.

As a first step of the evaluation, an Outcome Harvesting expert will carry out a standard exercise of *substantiation* of the Outcomes that were harvested in the program period.

Outcome Harvesting was used for monitoring the results of Lobby and Advocacy interventions. CAC staff and partner organizations contributed to Outcome Harvesting. Outcomes were harvested in three rounds, in 2017, 2018 and 2019. This substantiation exercise will enhance the quality of data available to the evaluators. It is part of the evaluation's triangulation process, and will generate an input for the phase of thematic evaluations.

3.4.2. Thematic Evaluation studies & learning events

Four parallel studies will evaluate effectiveness/relevance/sustainability/efficiency of the 4 thematic programs (Decent Work for Women, Open Contracting, Green and Inclusive Energy, and Sustainable Diets for All).

Each evaluation will be theme specific, but will at the same time address the major common issues of the overarching CAC program, thus allowing for a subsequent CAC-wide synthesis.

Case studies will make up the core of the thematic evaluation studies.

Each of the four thematic evaluations will include a learning event with partner organizations to validate and learn from the findings of the evaluation. These learning events will be integrated as much as possible with the regular partner meetings in the thematic programs.

3.4.3. Evaluation of the internal organization of the Citizen Agency Consortium

This will be implemented after the completion of the 4 thematic evaluations, i.e. after a clear picture of the program's effectiveness has emerged. It will look at the Citizen Agency Consortium partnership and its implementation modalities as a whole.

3.4.4. Overarching CAC-Synthesis & learning event

On the basis of the completed studies a CAC wide synthesis exercise and learning event will be organized in the second half of 2020. These will compare the findings from the studies and analyze patterns of commonalities and differences between them, leading to a final synthesis report with overall conclusions and lessons for the future. It will be validated in a CAC-wide learning event, bringing together participants from the CAC consortium and from partner organizations

3.5. Evaluation Questions thematic evaluations

The evaluation questions below provide the first operationalization of the evaluation objective, as guidance for evaluation proposals. Further operationalization will take place in dialogue with evaluation teams, during the inception phase.

Each of the four thematic evaluations will give an account of the thematic program, its Theory of Change, the process and history of implementation, monitoring and learning as well as of the changes (results) that were achieved. Processes of Capacity Development and Policy influencing do not follow predictable cause-effect trajectories. Narrative and participatory approaches are necessary to capture these processes of change (absence of change).



As much as it will focus on the changes that were (or were not) achieved, it will focus on the way the program team and partners have learned from these.

The evaluation will seek to maximize the learning effect for the thematic teams and partner organizations, by involving them in the design of the evaluation and the specific questions, during the inception phase, by validating findings and by organizing learning events on the final report.

Evaluation Questions

- * Describe the trajectory of the program and its implementation since 2016: its various cycles of planning-implementation-monitoring-reflection and learning- adaptation etc.
- * Which changes have occurred - expected or unexpected- in agendas, policies and practices of targeted social actors and in the L&A capacities of participating organizations?
- * to what degree can these changes be interpreted as positive (or negative) steps towards the objectives (2020 goals) of the thematic program's ToC, a.o. in comparison to the situation described in the baseline studies?
- * To what degree and how are these changes 'inclusive' i.e. benefiting /discriminating specific marginalized people?
- * Do these changes have environmental/climate effects (positive/negative), and if so, how?
- * How relevant are these changes in the context in which the program is operating?
- * To what degree are these changes sustainable?
- * which factors and processes have influenced these changes? Consider a.o.
 - the role /contribution of the CAC consortium members and partner organizations, and the collaboration/partnership between them?
 - the role of the Ministry of Foreign Affairs/ Dutch Embassies?
- * Analyze the applied strategies and interventions in terms of CAC's overall Citizen Agency approach to Lobby and Advocacy.
- * Analyze the applied strategies and interventions in terms of CAC's overall L&A approach of combining
 - insider and outsider strategies;
 - dialogue and dissent strategies;
- * What has the program done to ensure a proper use of available/limited resources? What was learned from this?
- * Which factors, external (context) and internal (program) may explain your findings?

Approach and Phasing

This evaluation will answer the above questions for the **entire DW4W program**. In doing so it will build as much as possible on existing monitoring data, and complement these with additional data collection where needed.



As was indicated above, the core of –the fieldwork of – the DW4W evaluation will consist of a number (4-5) of case studies. The DW4W project team has suggested topics for these case studies⁵.

The selection of topics and formulation of the case studies will take place during the inception phase, in consultation between the evaluation team and the DW4W project team.

The evaluation will start with an **inception phase** in which the selected evaluation team elaborates its original proposal, on the basis of documentation to be provided and consultation with the DW4W project team and the evaluation managers.

The inception report must be approved by Hivos before the actual research phase will start.

3.6. Evaluation Management and Quality Control

- Two Hivos senior DMEL officers are responsible for commissioning and managing the evaluation.
- The Project Team will function as an Internal Reference Group.
- The External Reference Group has provided quality advice on the Terms of Reference and will advise on the quality assessment of the draft reports. The External Reference Group for the CAC evaluation consists of three international MEL specialists:
 - Dr. Huib Huyse, KU-Leuven, Belgium,
 - Mr. James Taylor, CDRA, South Africa
 - Mrs. Jennifer Chapman, independent consultant, UK.
- Consortium partner MEL colleagues will be involved in the quality assessment of the draft reports.

3.7. Requirements of Evaluation Team and Proposal

The evaluation will be commissioned to an evaluation team that combines the following demonstrated skills and experience in:

- (Qualitative) Evaluation,
- Case study research,
- Facilitating Learning evaluation,
- Civil Society Capacity Development,
- Lobby and Advocacy,
- and has thematic expertise in the area of Decent Work for Women.

The proposal must

- show a good understanding of the Terms of Reference, principles and purpose of the evaluation, evaluation criteria, and the evaluation questions and their interconnection,

⁵ See: <https://www.hivos.nl/assets/2019/08/DW4W-Proposed-topics-for-the-evaluation.pdf>



- propose realistic approaches to answering these questions,
- propose a realistic approach to the contribution question,
- propose how to make this a learning evaluation,
- propose how to undertake the case studies,
- show how this proposal will be further elaborated in the inception phase,
- respect the budget maximum.

Proposals will consist of:

- A technical proposal (max 10 pages),
- A financial proposal,
- References to successful completion of similar evaluation exercises,
- CVs of all proposed team participants.

Proposals must be sent to
Karel Chambille / kchambille@hivos.org
at the latest on September 15th, 2019.

3.8. Deliverables

- Inception report
- Draft & Final Reports. The reports of the four thematic evaluation studies will all follow the same outline, given by the evaluation questions. They will include separate case study reports. The precise outline for the final report will be defined during the inception phase.

3.9. Budget

The total budget available for the DW4W thematic evaluation amounts to max. € 112,000.-, inclusive of VAT. It is expected that 55-60% of available days will be allocated to the case studies.

The budget does not have to cover learning events, for which Hivos holds a separate budget.

3.10. Timing

- Deadline for presenting proposals : September 15th, 2019
- Final decision on proposals/contracting : October 15th, 2019
- Inception Report : December 1st, 2019
- Draft Report : April 1st, 2020
- Final Report : May 1st, 2020

A detailed time plan will be made during the inception phase, in consultation between the evaluation team and the DW4W project team. This will include planning for learning event(s).



1.2 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	
<p>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.</p> <p>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.</p> <p>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:</p> <ul style="list-style-type: none"> - 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. <p>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.</p>	
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



	<ul style="list-style-type: none"> - 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 practices related to women labour rights, gender-based violence, business and human rights - Contributing factors (internal and external) - ...
<p>1.2. Changes at the level of private companies and sector organisations</p>	<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) - ...
<p>1.3. Changes at the level of participating organisations (CSOs and women/gender committees) – the power of Civic Agency</p>	<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) - ...
<p>1.4. Changes at the level of specific (marginalized) groups (inclusiveness)</p>	<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 - GEDI⁶ being addressed in capacity development interventions

⁶ Voetnoot ⁶ Gender and Disability



	<ul style="list-style-type: none"> - Use of GEDI lens in initial design, in evidence generation, agenda setting, policy dialogue, policy development and practice - Contributing factors (internal and external) - ...
Information sources: <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 - 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?

<p>Rationale</p> <p>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.</p>	
Judgement criteria	Indicators/sub-questions
<p>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>	<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



<p>2.2. Strategies are relevant in contributing to the envisaged objectives of L&A at different institutional levels</p>	<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?
<p>2.3. Programme takes into account the opportunities and bottlenecks of the context</p>	<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>Rationale</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</p>



<p>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
<p>3.1. Changes at the level of government actors</p>	<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)
<p>3.2. Changes at the level of private sector organisations</p>	<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 - Social: positive discourse and attitude of entrepreneurs in favour of adopting business and human rights in their practice
<p>3.3. Changes at the level of participating organisations</p>	<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



<p>3.4 Risk mitigation including environmental issues / climate change</p>	<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 distinction⁷, can be made between organisational efficiency and programme efficiency.⁸

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 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.

⁷ 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.*

⁸ IOB also made this distinction in its initial communication & guidance on the upcoming evaluations



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.
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 - 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>Rationale</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> <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.</p>	
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



	<ul style="list-style-type: none"> - 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 - ...
<p>5.3. Role of MFA/EKN and the relationship with Hivos and implementing partners</p>	<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) - ...
<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 - 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 	



1.3 CASE SELECTION FOR CONTRIBUTION ANALYSIS (CASES IN BOLD)

	Zimbabwe	Kenya	Uganda
Women empowerment	<ul style="list-style-type: none"> – 3 flower farms with women representatives in workers committees ('16) Gapwuz – Women's committee active at Luxaklor farm, mobilising women workers ('17) <i>Gapwuz</i> 	<ul style="list-style-type: none"> – Radio shows to visualise issues affecting women workers ('18) <i>AWCFS</i> – 130 flower farms reviewed selection and formation of their gender committees ('16) <i>WRW</i> – Women workers seek legal advice at 3 flower farms in Naiwasha town (16-'17) <i>Haki Mashinami</i> 	<ul style="list-style-type: none"> – 9 Human resources managers in three countries (also Kenya and Rwanda) developing gender responsive policies and practices ('18) <i>Akina Mama Afrika</i> – 5 flower farms promoted 26 women, all participant in UWEA training, to senior supervisory and supervisory level positions marking a difference with previous HR practice ('16) <i>UWEM</i>
Improved laws and policies	<ul style="list-style-type: none"> – Zimbabwe Gender Commission investigates allegations of sexual harassment and invites ZWLA to become member in the commission 	<ul style="list-style-type: none"> – Department of justice of national government established a national steering committee to develop a national action plan on business and human rights and invites KHRC to become a member ('16) – KHRC and Hivos invited at the technical meeting of the UN Working group on Business and Human Rights to develop a guidance on applying a gender lens ('18-'19) 	<ul style="list-style-type: none"> – Parliament passed minimum wage bill ('19) <i>Akina Mama Afrika</i>
Improved businesses	<ul style="list-style-type: none"> – Collinghood farm applying fixed term contracts ('18) <i>CFU</i> – National employment Council include increased wage in CBA ('18) <i>Gapwuz</i> 	<ul style="list-style-type: none"> – Multi stakeholder forum with 14 stakeholders in horticulture sector enhance cooperation in Naiwasha region ('17) <i>FIDA- Kenya</i> – National conference on sexual harassment in flower sector adopted a sexual harassment policy ('16) <i>WRW</i> – Tambuzi Roses Flower and Equinox flower farm becoming goodwill ambassador for CSR portal ('17) <i>Ufadhili Trust</i> – Fairtrade Africa and Kenya Flower Council revised certification auditing indicators ('16) <i>WRW</i> – Rainforest Alliance cancelled certification of a company ('18) <i>KHRC</i> 	<ul style="list-style-type: none"> – Wagagi Flower Forum paid for the first time living wage and becoming ambassador for living wage ('17) <i>Hivos, living wage lab</i> – Wagagi Flowers and 9 other growers attended a workshop on living wage (n.d.) <i>UFEA</i> – 7 flower farms participation a workplace steering committee to handle sexual harassment ('18) <i>UFEA</i> – 5 flower farms signed a CBA including increased wages ('17) <i>UHISPAWU</i>
Consumer behaviour	No outcomes harvested (in the selection of the outcome subject for substantiation)		



Link between outcomes and learning questions

	Zimbabwe	Kenya	Uganda
	<i>Gapwuz, ZWLA and CFU</i>	<i>KHRC, WRM, FIDA and Ufadhili Trust</i>	<i>UFEA, UHISPAWU and Akina mama Afrika</i>
Changes at the level of private companies (among others on sexual harassment policies and increased wages)	National employment council includes increased wage in CBA (<i>Gapwuz</i>) 3 flower companies with women representatives in workers committees (<i>Gapwuz</i>) Collinghood farm applying fixed term contracts (<i>CFU</i>)	Fairtrade Africa and Kenya Flower Council revised certification auditing indicators (<i>WRW</i>) Rainforest Alliance cancelled certification of a company (<i>KHRC</i>)	7 flower farms participating in a workplace steering committee to handle sexual harassment (<i>UFEA</i>) Human resources managers developing gender responsive policies and practices (<i>Akina mama Afrika</i>)
Role of export organisations		Collaboration with Kenya Flower export association	Collaboration with UFEA
MSP (round tables) and CSO dialogue with private companies	Key focus in all cases , part of the capacity development process		
Role of the business case		2 flower farms Goodwill ambassadors CST portal (<i>Ufadhili trust</i>)	
Lobbying government (among others on Foreign investment policies)	Zimbabwe Gender Commission investigates allegations of sexual harassment (<i>ZWLA</i>)	Development of NAP (<i>KHRC</i>) UN Working group on business and human rights (<i>KHRC</i>)	Parliament passed minimum wage bill (<i>Akina mama Afrika</i>)
Living wage lab (see also case Netherlands)			Wagagi Flower becoming ambassador for living wage (<i>UFEA</i>)
Civic agency	Key focus in all cases, Linked also to female leadership and women empowerment, organising women workers		



1.4 ANALYSIS OUTCOME HARVESTING – SUBSTANTIATED OUTCOMES

	Women empowerment	Improved laws & policies	Improved business	Improved certified bodies
Participation in training, roundtables, multi-stakeholder for a (agenda setting)			<p>Zambia (2017), first multi-stakeholder meeting involving workers, managers, Ministry of Labour and YWCA, to discuss labour rights (violations) and grievance procedures to ensure consensus on issues affecting all parties involved.</p> <p>Kenya (2017) Multi stakeholder forum with 14 stakeholders in horticulture sector enhance cooperation in Naiwasha region</p> <p>Kenya (2016) National conference on sexual harassment in flower sector adopted a sexual harassment policy</p> <p>Uganda (2018) Wagagi Flowers and 9 other growers attended a workshop on living wage</p>	
Policy change		<p>Ethiopia (2017), Minister of labour and social affairs included a provision addressing explicitly sexual harassment</p>	<p>Kenya (2017) Tambuzi Roses Flower and Equinox flower farm becoming goodwill ambassador for CSR portal</p>	<p>Kenya (2016) Fairtrade Africa and Kenya Flower Council revised certification auditing indicators and included gender sensitive indicators</p>



		<p>in the workplace in the draft labor proclamation of 2017.</p> <p>Uganda (2019) Parliament passed minimum wage bill (but not signed by president)</p> <p>Zimbabwe (2018), ZGC develops model sexual harassment workplace policy for horticulture sector</p> <p>The Netherlands (2017) The Dutch Minister of Foreign Trade stated in a letter to the parliament that women's rights would get specific attention in the new sector covenants and that gender analysis would play a role in this</p> <p>The Netherlands (2018) Gender equality and women empowerment are cross cutting themes in the new policy on foreign trade and development cooperation, launched by Minister Kaag in May 2018</p>		<p>The Netherlands (2016) Fair Trade International deciding not to wait until a next revision of the Hired Labour Standard in 2019 to adapt its standard in relation to living wage, by including floor wages and a specific growth path towards attaining living wages</p>
Practice change	<p>Rwanda (2018), workers at Bella Flowers and Garden-Fresh farms established Money Savings groups.</p> <p>Rwanda (2018) 5 flower farms setting up union committees</p>	<p>Tanzania (2016) Minister of Labour signed a Government secular to implement a tax decrease from 13 percent to 9 percent for workers receiving a minimum wage</p>	<p>Tanzania (2018), Mount Meru Flowers Farm in Arusha adopted the sexual harassment policy.</p> <p>Zimbabwe (2018), Collinghood farm applying fixed term contracts</p> <p>Zimbabwe (2018) National employment Council includes increased wage in CBA</p>	<p>Kenya (2018) Rainforest Alliance cancelled certification of Kaguzi farm</p>



	<p>Zambia (2017) GBV committees established at two horticulture farms</p> <p>Zimbabwe (2016) 3 flower farms with women representatives in workers committees</p> <p>Zimbabwe (2017) Women's committee active at Luxaflor farm, mobilising women workers</p> <p>Kenya (2018) Radio shows to visualise issues affecting women workers</p> <p>Uganda (2018) 7 flower farms developed structures to handle sexual harassment at the workplace</p>		<p>Kenya (2016) 130 flower farms reviewed selection and formation of their gender committees</p> <p>Uganda, Kenya, Rwanda (2018) 9 HR managers in three countries developing gender responsive policies and practices</p> <p>Uganda (2016) 5 flower farms promoted 26 women, all participant in UWEA training, to senior supervisory and supervisory level positions marking a difference with previous HR practice</p> <p>Uganda (2017) Wagagai Flower Farm paid for the first time living wage and becoming ambassador for living wage</p> <p>Uganda (2017) 5 flower farms signed a CBA including increased wages</p> <p>The Netherlands (2018) Albert Heijn confirmed to take part in a pilot for living wage for roses in Kenya</p> <p>The Netherlands (2019) Jumbo supermarket representatives agreed to use the CSR Africa.com portal as due diligence instrument for Jumbo suppliers in the Kenyan rose sector</p>	
<p>Law enforcement</p>	<p>Kenya (2016-2017), Women workers seek legal advice at 3 flower farms in Naiwasha town</p>			



<p>Legitimacy of CSOs/Hivos</p>		<p>Kenya (2016) Department of justice of national government established a national steering committee to develop a national action plan on business and human rights and invites KHRC to become a member</p> <p>Kenya (2018-2019) KHRC and Hivos invited at the technical meeting of the UN Working group on Business and Human Rights to develop a guidance on applying a gender lens</p>		
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1.5 RESULTS OF THE ONLINE SURVEY ON RELEVANCE AND QUALITY OF CAPACITY DEVELOPMENT SUPPORT PROVIDED

See separate file

1.6 COUNTRY CASE STUDY REPORTS

See separate files (including list of documents and people consulted):

- Kenya
- Uganda
- Zimbabwe
- Netherlands