

Evaluation of the DGD programme 2017-2021 Decent Work

Southern Africa region

DGD Programme Evaluation 2017- 2021 - Decent Work

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Foreword

The evaluation team would like to thank FOS and all the partner organisations for the constructive and flexible way of engaging with this evaluation. They were responsive to questions from the team and mobilised a large group of internal and external stakeholders for this exercise. A large majority of the partners took this evaluation exercise as an opportunity to reflect on their practices and look at what they can learn for the future. We hope this report can further contribute to ongoing learning processes of FOS and its partners.

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Summary

This report describes the findings for the end evaluation of the FOS programmes in Zimbabwe, South Africa and Mozambique for the period 2017-2021. It is part of a larger evaluation that included three other regions in Latin America.

Different methods were used to evaluate the programme, including the use of case studies, outcome harvesting, and contribution analysis (simplified version). As it was impossible to visit all partners in each country, a selection of three to four partners per country was made, each was visited for two days. In Zimbabwe this included a farm workers union, the confederation of trade unions, and a think tank/research institute that supports the other partners in the programme. In South Africa, the case studies also included a farm workers union and a domestic workers union. In addition, it looked at a workers organisation specialised in casual workers. Finally in Zimbabwe, the evaluation visited again a farm workers union and the domestic workers union, aside from the gender department of the confederation, and an association of small-scale farmers.

As can be derived from the previous, with some exceptions, across the three countries, the FOS programme collaborates with similar partners. It is a deliberate choice to focus largely on vulnerable workers, as they are in most cases not catered for by the traditional trade union movement. The three country programmes support many of the core functions of trade unions and other workers organisations. This includes empowering precarious workers through awareness raising, support and education; organizing workers in difficult sectors to demand their rights; influencing policies and laws that affect the situation of precarious worker; engaging in negotiations or more confrontational techniques towards employers; and executing various outreach activities towards the media and the broader public. In addition, there is an extensive focus on gender issues, both within the operations of the partners, and externally, in their work towards business and the government.

While the Covid 19 pandemic has struck hard in the three countries and derailed many activities, the programmes managed to adapt, and finally, most strategies have been executed, although with some adaptations.

The programme is supported and followed-up by a regional FOS team of three people based in South Africa, each responsible for one of the countries. The FOS team switched in 2017-2018, at the start of the programme. In the next sections we zoom in on a number of main conclusions and recommendations.

Good strategic focus and partners are fit for purpose, but long-term goals lack clarity and limited valorisation of regional level

The FOS programme in Southern Africa is a highly relevant programme in terms of the target groups it is focusing on and the partners organisations it is working with. The partners are fit for purpose considering their own mission and the objectives of the programme. There is coherence in the overall thematic focus and the interventions are largely aligned with the priorities and

interests of the partners. The partners are managing to mobilise relevant strategies for lobby and advocacy, leading in several cases to impact for hundreds and, in some cases, for ten thousands of workers. This happens both directly through litigation, social dialogue, or contributions to policy changes, and indirectly when the impact of litigation or policy changes goes beyond the direct target group of the partners. While covid-19 had a significant impact on all the partners and their target groups, most often in negative ways, overall all the partners managed to adapt their strategies quite well to the crisis situation. Some major breakthroughs were achieved during the pandemic. We highlight two areas where FOS and the partners should strengthen their ways of working.

Recommendation 1 – Clarify long term theory of change and the role of FOS regional office in it

While the coherence is good at the national and regional level from the perspective of target groups and thematic areas, the evaluation could not establish a clear and articulated theory of change beyond those of individual partner organisations. The supportive role played by some partners towards other partners is one element of such an over-arching vision for the programme, but it is not sufficient. The programme should reflect more critically about how the partners will evolve as a group of CSOs in the mid term and long term, and reflect on the CSO eco-system that can gradually emerge for the sectors that FOS works on. This is not about social engineering or creating new CSOs, but rather reflecting strategically about how existing dynamics can be re-enforced and where the missing dots can be connected. This avoids a situation where critical choices to continue or not with a long-term partner are taken purely on financial consideration or on the basis of perceived effectiveness, rather than based on an in-depth analysis of the reality on the ground. In this exercise, the FOS regional office should also use existing thinking about the different roles to be played by FOS staff to re-think its future role at the partner level, national level and regional level. In general terms, the FOS office seems to take-up mainly the role of facilitator (for most partners) and advisor (for some partners), less of a reflective observer. While there are substantial differences in the context between the different regions, some inspiration can be drawn from the regional office in Central America in how it has gradually carved out a reflective observer role for the office, for example by connecting the dots where needed, strengthening regional dynamics, and approach the set of partners from an ecosystem perspective.

Recommendation 2 - Strengthen regional dynamics of the programme

Experience learns that the mere fact that countries are neighbours does not automatically make them interesting partners in a joint trade union development cooperation programme. Regional networking also comes with transaction costs and can be timing consuming. The pros and cons of investing more resources in this should therefore be critically assessed. However, in this report we argue that there are interesting connections to be made between the three country programmes. While there are large differences in the socio-economic and political situation of the countries, the regional programme is not sufficiently exploring the potential synergies that are there, at a time that the labour movement should more than ever strengthen its capacity at the regional and international level. Over time, there has been convergence in the target groups (farm workers, domestic workers, casual workers) and thematic areas, which creates potential for



relevant interaction, mutual learning, empowerment, and building counter-power at the regional level. The FOS team has rightly opted for regional activities with a sector-focus or a strong thematic focus, but this is still limited. In addition, there are themes with a strong regional component, such as labour migration, that are best approached from a regional perspective. For example, South Africa is struggling with increasing levels of xenophobia against labour migrants from Zimbabwe and Mozambique. Migrant labour makes up a significant part of the precarious workers in South Africa. With the increasing importance of global and regional value chains, organising workers along the chain can also be explored from a regional perspective. And the topic of climate change is also affecting countries in the whole region.

Organisational and institutional development: reconsidering the risks of “punching above one’s weight”

The FOS programme is investing more in institutional than organisational development, especially focused on strengthening the capacity for social dialogue, litigation and campaigning. While organisational development has been supported in areas such as gender mainstreaming, M&E, and other areas (depending on the partner), it is a rather small component considering the needs of the partners. All partners are confronted with significant capacity needs in terms of human resources and operational resources. The limited core funding that FOS provides is helping the partners to flexibly cover some of their most critical needs, but it is only keeping the minimal processes going. Reliance on ODA funding will remain a reality for most partners for the mid term. There is one recommendation related to this topic.

Recommendation 3: Explore ways to strengthen the core functions of the FOS partners without creating a dependency situation where one funding partners becomes critical to the survival of the organisation.

The fact that many FOS partners are punching above their weight for long periods of time creates a risk for their long term survival. With small core teams and limited operational budgets, many partners are managing to achieve change with a large societal impact. However, over time the working environment of most partners needs to be strengthened to achieve a more sustainable working situation. This needs to be looked at from different angles. Firstly, it involves strengthening some of the basic functions of organisation and their capacity to have their work financed (preferably also with domestic funding to ensure that the organisations continue to be anchored in local realities). It also needs to include reflections on how the CSO ecosystem can continue to be developed for specific sectors. Finally, the programme needs to continue work on the operating environment, making sure that the policy frameworks that govern the functioning of the organisations evolves in a more positive direction.

Gender: from gender awareness to transformative change

A lot of attention is paid to gender, both internally (in the partner organisations) and externally (at sectoral and national level). Together with various trade union partners, work was done to increase the participation of women in all kinds of trade union structures, and statutes were amended to this end. Specific attention was given to the violation of women's labour rights, and

fighting gender-based violence in the workplace. The partners succeeded in putting these themes on the agenda of government and companies and in increasing the participation of women in trade union structures and in consultative committees.

The programme is gender-sensitive to a significant degree, but not sufficiently strategic to contribute to transformative changes in gender roles. Little is done to address social and cultural values and norms, habits and attitudes on an individual or societal level (it has to be noted that some activities in this area might have gone under the radar as one of the stronger gender partners was only indirectly involved in the evaluation). This causes a number of risks in the achieved results with regard to gender. The question arises to what extent the participation of women in consultative bodies actually leads to more participation and decision-making power. Another risk concerns the increased task load of women who already have a double task (productive and reproductive). Focusing on actions for women is a good and relevant strategy and easier than actions that touch on implicit and explicit power relations. Transformative change requires long-term change processes and a holistic approach for which, in most cases, resources are not available and support is often lacking.

Recommendation 4 - Reaching out to the next level in dealing with gender discrimination

The ambitions regarding gender integration must be made clear and the risks sufficiently mapped out. To pursue gender transformative change, attention should be paid to interventions pursuing changes in the formal and informal spheres, both at individual and societal level. This is probably not possible with all partners. A minimum and maximum scenario can be worked out. For partners where there is sufficient drive to work on gender, more attention could be paid to making values and norms around masculinity and femininity negotiable. Cooperation can be sought with specialised organisations to guide such change processes.

The choice to focus on gender-based violence and sexual harassment in the workplace is a relevant one, given the international conventions and the prevalence at the local level. It will be necessary to support trade unions in its implementation. Experience with other programmes (e.g. Women and Decent Work by Hivos) shows that both companies and trade unions need training, workplace policies and control mechanisms. The question arises whether FOS can or wants to invest in this as well, whether or not in cooperation with other organisations.

In a number of countries, FOS intends to also support interventions aimed at defending the rights of LGBTQI+. This is a relevant choice considering the precarious situation of this target group and the Leave No One Behind principle of Agenda 2030. As with gender, there is a need for a strategy aimed at transformative change. Knowledge of FOS staff can be increased through exchanges or cooperation with organisations that already have a track record on this theme, such as Hivos in the Netherlands.



Lobby and advocacy toolbox: strong coalition building and strategic positioning, but additional strategies can be explored

The FOS partners have shown to be able to identify a variety of strategies to push the agendas over their organisations. At the same time, this is always work in progress. As dynamics in the world of work keep on shifting, there is a need to continuously reflect on the relevance of certain strategies and explore alternative or complementary ways of working, where needed.

Recommendation 5 - Mobilising additional leverage mechanisms for sectors that are linked to global value chains

Overview studies show that industry-driven social auditing and certification initiatives might be useful to engage corporations on the topic of human rights in their supply chains, they can build trust and relationships between different stakeholders, and contribute to learning and knowledge exchange. However, they are not designed for the protection of human rights, provide access to effective remedy, or close labour governance gaps. This requires different mechanisms, which engage deeply with workers and their representative organisations, and/or which play out the government in its regulatory role. Importantly, effective mechanisms should also deal with the responsibility of the powerful lead firms further down in the value chain, looking critically at their sourcing practices. The latter is important as research has found that lead firms tend to put a lot of pressure on the price (price squeeze- and on other sourcing practices (quality standards, lead times, flexibility). These are found to have a negative impact on the working conditions of the suppliers. Up to now, there are only few examples of effective labour governance mechanisms that can work in the absence of strong labour inspections. One example is Fair Food, which is running successfully in the agricultural sector in the US since many years. It is an example of a worker-driven social responsibility initiative. It differs fundamentally from industry-driven initiatives in at least three ways: the initiative is fully driven by the rights holders, the auditing process is completely worker-driven, and the lead companies in the global value chain are made accountable for their sourcing practices. In the report more details about the differences between Fair Food and other initiatives are described.

Aside from this specific example, in view of the large changes in the world of work, FOS could support the partners more structurally with identifying alternative and complementary strategies to what they are using at the moment. These can be piloted in one of the programmes, and if relevant, also tested in other contexts.

FOS: fine-tuning the toolbox

FOS has made positive progress in developing a PME framework that is more appropriate for the type of partners and topics that it is working with. Initially, this was translated to a far too heavy PME framework for the 2017-2021 programme by the previous FOS office in Southern Africa. The current FOS team in the office, has made the correct decision to review the whole programme, together with the partners, and develop a much lighter PME design, and reporting template. While some further improvements can be made to the reporting template, it is a big

improvement to the original one. We do see scope for further improvements in the way the programme is managed.

Recommendation 6 – Further review the programme management practices to make them more lean and adapted to the reality on the ground.

There are a few areas where the programme management can be strengthened. First of all, the reporting cycle should be re-considered. FOS is one of the only funding partners that demands reporting per trimester. This creates a lot of extra administrative pressure on the partners, also because the reporting periods are not aligned with those of the organisation and other funding partners. This should be reduced to reporting per six months, as done by a large majority of donors. If some partners require a closer follow-up, a different report rhythm can be followed, but this should be the exception, not the rule. A second point relates to the M&E reporting format developed by the SA region. This is a good practice, and with some minor adaptations, can also be used by other regions (has now been done in the new programme). FOS should further explore how it can support partners in creating some spaces to review the findings from the M&E. Thirdly, FOS should find alternative ways to cover the funding gap in the beginning of the start of a new programme (this issue came up most strongly in South Africa. It is not clear to what extent it is also an issue in Mozambique and Zimbabwe). This is creating serious problems for the smaller partner organisations. Fourthly, more learning oriented spaces should be designed at the global level, so that 'best-fit' practices and experiences can be shared across countries and continents. These spaces can be organised in cost-effective ways, through publications, or via audio-visual material, or via online interactions. In some instances, field visits can be desirable.



Samenvatting

Dit rapport beschrijft de bevindingen van de eindevaluatie van de FOS-programma's in Zimbabwe, Zuid-Afrika en Mozambique voor de periode 2017-2021. Het maakt deel uit van een grotere evaluatie die drie andere regio's in Latijns-Amerika omvatte.

Er werden verschillende methoden gebruikt om het programma te evalueren, waaronder het gebruik van case studies, outcome harvesting en contributie analyse (vereenvoudigde versie). Aangezien het onmogelijk was om alle partners in elk land te bezoeken, werd een selectie gemaakt van drie tot vier partners per land, die elk twee dagen werden bezocht. In Zimbabwe waren dit onder meer een vakbond van landarbeiders, de confederatie van vakbonden, en een denktank/onderzoeksinstituut dat de andere partners in het programma ondersteunt. In Zuid-Afrika omvatten de case studies ook een vakbond van landarbeiders en een vakbond van huishoudelijk personeel. Daarnaast is gekeken naar een werknemersorganisatie die gespecialiseerd is in tijdelijke werknemers. In Zimbabwe ten slotte werden bij de evaluatie opnieuw een vakbond van landarbeiders en een vakbond van huishoudelijk personeel bezocht, naast de genderafdeling van de confederatie, en een vereniging van kleinschalige boeren.

Zoals uit het voorgaande kan worden afgeleid, werkt het FOS-programma in de drie landen, op enkele uitzonderingen na, samen met soortgelijke partners. Het is een bewuste keuze om zich vooral te richten op kwetsbare werknemers, aangezien de traditionele vakbeweging in de meeste gevallen geen aandacht aan hen besteedt. De drie landenprogramma's ondersteunen veel van de kernfuncties van vakbonden en andere werknemersorganisaties. Dit omvat het versterken van de positie van werknemers in onzekere dienstverbanden door middel van bewustmaking, ondersteuning en vorming; het organiseren van werknemers in moeilijke sectoren om hun rechten op te eisen; het beïnvloeden van beleid en wetgeving die van invloed zijn op de situatie van werknemers in onzekere dienstverbanden; het voeren van onderhandelingen of het gebruiken van meer confronterende technieken met werkgevers; en het uitvoeren van diverse outreachactiviteiten naar de media en het bredere publiek. Daarnaast is er een uitgebreide aandacht voor gender, zowel binnen de activiteiten van de partners, als extern, in hun werk naar het bedrijfsleven en de overheid toe.

Hoewel de Covid 19-pandemie in de drie landen hard heeft toegeslagen en veel activiteiten heeft doen vertragen, zijn de programma's erin geslaagd zich aan te passen, en uiteindelijk zijn de meeste activiteiten en strategieën uitgevoerd, zij het met enige aanpassingen.

Het programma wordt ondersteund en opgevolgd door een regionaal FOS-team van drie personen, gevestigd in Zuid-Afrika, die elk verantwoordelijk zijn voor één van de landen. In 2017-2018, bij de start van het programma, waren er verschillende personeelwissels in het FOS-team. In de volgende paragrafen zoomen we in op een aantal belangrijke conclusies en aanbevelingen.

Goede strategische focus en geschikte partners, maar lange-termijn doelstellingen zijn niet duidelijk en regionaal niveau wordt slechts in beperkte mate benut.

Het FOS-programma in zuidelijk Afrika is een zeer relevant programma wat betreft de doelgroepen waarop het zich richt en de partnerorganisaties waarmee het samenwerkt. De partners zijn geschikt voor hun taak, gelet op hun eigen missie en de doelstellingen van het programma. Er is samenhang in de algemene thematische focus en de steunmaatregelen zijn grotendeels afgestemd op de prioriteiten en belangen van de partners. De partners slagen erin relevante strategieën voor lobby en advocacy te implementeren, wat in verschillende gevallen tot resultaten heeft geleid voor honderden en in sommige gevallen voor tienduizenden werknemers. Dit gebeurt zowel direct via rechtszaken, sociale dialoog of bijdragen tot beleidsveranderingen, als indirect wanneer de impact van rechtszaken of beleidsveranderingen verder reikt dan de directe doelgroep van de partners. Hoewel covid-19 een aanzienlijke impact had op alle partners en hun doelgroepen, meestal op negatieve wijze, slaagden alle partners er over het algemeen in hun strategieën vrij goed aan te passen aan de crisissituatie. Tijdens de pandemie werden enkele belangrijke doorbraken bereikt. We belichten twee gebieden waarop FOS en de partners hun werkwijzen moeten versterken.

Aanbeveling 1 - Verduidelijking van de langetermijnaanpak van verandering en de rol van het regionale kantoor van FOS daarin.

Hoewel de samenhang op nationaal en regionaal niveau vanuit het oogpunt van doelgroepen en thematische gebieden goed is, kon bij de evaluatie geen duidelijke en gearticuleerde theorie van verandering worden vastgesteld die verder gaat dan die van de afzonderlijke partnerorganisaties. De ondersteunende rol die sommige partners ten aanzien van andere partners spelen, is één element van zo'n overkoepelende visie voor het programma, maar het is niet voldoende. Het programma zou kritischer moeten nadenken over hoe de partners zich op middellange en lange termijn als groep van maatschappelijke organisaties zullen ontwikkelen, en over het maatschappelijke ecosysteem dat geleidelijk kan ontstaan voor de sectoren waarin FOS werkzaam is. Het gaat hier niet om social engineering of het creëren van nieuwe CSO's, maar eerder om strategisch na te denken over hoe bestaande dynamieken kunnen worden versterkt en waar de ontbrekende punten kunnen worden verbonden. Zo wordt vermeden dat kritische keuzes om al dan niet met een partner op lange termijn door te gaan, louter op grond van financiële overwegingen of op basis van de waargenomen doeltreffendheid worden gemaakt, in plaats van op basis van een grondige analyse van de realiteit ter plaatse. Het regionale FOS-bureau dient in dit verband ook gebruik te maken van de visie van FOS m.b.t. haar begeleidingsstrategie en de verschillende rollen die het FOS-personeel moet spelen om zijn toekomstige rol op partner-, nationaal en regionaal niveau heroverwegen. In het algemeen lijkt het FOS-bureau vooral de rol van facilitator (voor de meeste partners) en adviseur (voor sommige partners) op zich te nemen, en minder die van reflectief waarnemer. Hoewel de context in de verschillende regio's sterk verschilt, kan toch enige inspiratie worden geput uit de wijze waarop het regionale bureau in Midden-Amerika geleidelijk een reflectieve waarnemersrol voor het bureau heeft gecreëerd, bijvoorbeeld door waar nodig de puntjes op de i te zetten, de regionale dynamiek te versterken en het geheel van partners vanuit een ecosysteem perspectief te benaderen.



Aanbeveling 2 - Versterking van de regionale dynamiek van het programma

De ervaring leert dat het loutere feit dat landen buurlanden zijn, hen niet automatisch tot interessante partners maakt in een gezamenlijk programma voor vakbondsontwikkelingssamenwerking. Regionale netwerkvorming gaat ook gepaard met transactiekosten en kan tijdrovend zijn. De voor- en nadelen van het investeren van meer middelen hierin moeten daarom kritisch worden beoordeeld. In dit rapport stellen wij echter dat er interessante verbanden kunnen worden gelegd tussen de drie landenprogramma's. Hoewel er grote verschillen zijn in de sociaal-economische en politieke situatie van de landen, worden in het regionale programma de potentiële synergieën die er zijn onvoldoende verkend, en dat op een moment dat de arbeidersbeweging meer dan ooit haar capaciteit op regionaal en internationaal niveau moet versterken. In de loop van de tijd zijn de doelgroepen (landarbeiders, huishoudelijk personeel, tijdelijke arbeiders) en de thematische gebieden naar elkaar toegegroeid, wat mogelijkheden schept voor relevante interactie, wederzijds leren, empowerment, en het opbouwen van tegenmacht op regionaal niveau. Het FOS-team heeft terecht gekozen voor regionale activiteiten met een sectorale focus of een sterke thematische focus, maar dit is nog beperkt. Daarnaast zijn er thema's met een sterke regionale component, zoals arbeidsmigratie, die het beste vanuit een regionaal perspectief benaderd kunnen worden. Zuid-Afrika heeft bijvoorbeeld te kampen met een toenemende vreemdelingenhaat tegen arbeidsmigranten uit Zimbabwe en Mozambique. Arbeidsmigranten vormen een belangrijk deel van de precare werknemers in Zuid-Afrika. Nu mondiale en regionale waardeketens steeds belangrijker worden, kan de organisatie van werknemers in de keten ook vanuit een regionaal perspectief worden bekeken. En het thema klimaatverandering heeft ook gevolgen voor landen in de hele regio.

Organisatorische en institutionele ontwikkeling: reflecteren over de risico's van "boven het eigen gewicht spelen"

Het FOS-programma investeert meer in institutionele dan in organisatorische ontwikkeling, en is vooral gericht op versterking van de capaciteit voor sociale dialoog, juridische procesvoering en campagnevoering. Hoewel organisatorische ontwikkeling is ondersteund op gebieden als gendermainstreaming, M&E en enkele andere specifieke domeinen (afhankelijk van de partner), is dit een vrij klein onderdeel gezien de behoeften van de partners. Alle partners worden geconfronteerd met aanzienlijke capaciteitsbehoeften in termen van personele en operationele middelen. De beperkte basisfinanciering die FOS verstrekt, helpt de partners om op flexibele wijze in een aantal van hun meest kritieke behoeften te voorzien, maar houdt slechts de minimale processen gaande. Op middellange termijn zullen de meeste partners afhankelijk blijven van ODA-financiering. Er is één aanbeveling in verband met dit onderwerp.

Aanbeveling 3: Nagaan hoe de kernfuncties van de FOS-partners kunnen worden versterkt zonder een afhankelijkheidssituatie te creëren waarin één financieringspartner van cruciaal belang wordt voor het voortbestaan van de organisatie.

Het feit dat veel FOS-partners gedurende lange perioden boven hun stand presteren, vormt een risico voor hun voortbestaan op lange termijn. Met kleine kernteams en beperkte operationele

budgetten slagen veel partners erin om veranderingen met een grote maatschappelijke impact tot stand te brengen. Na verloop van tijd moet de werkomgeving van de meeste partners echter worden versterkt om tot een duurzamere werksituatie te komen. Dit moet vanuit verschillende invalshoeken worden bekeken. In de eerste plaats gaat het om de versterking van enkele basisfuncties van organisaties en hun vermogen om hun werk te laten financieren (bij voorkeur ook met binnenlandse financiering om ervoor te zorgen dat de organisaties verankerd blijven in de plaatselijke realiteit). Ook moet worden nagedacht over de vraag hoe het ecosysteem van de maatschappelijke organisaties verder kan worden ontwikkeld voor specifieke sectoren. Ten slotte moet het programma blijven werken aan de werkomgeving, door ervoor te zorgen dat de beleidskaders die de werking van de organisaties regelen, zich in een positievere richting ontwikkelen.

Gender: van genderbewustzijn naar transformatieve verandering

Er wordt veel aandacht besteed aan gender, zowel intern (in de partnerorganisaties) als extern (op sectoraal en nationaal niveau). Samen met verschillende vakbondspartners is gewerkt aan het vergroten van de participatie van vrouwen in allerlei vakbondsstructuren, en daartoe zijn statuten aangepast. Specifieke aandacht werd besteed aan de schending van de arbeidsrechten van vrouwen en de bestrijding van gendergerelateerd geweld op de werkplek. De partners slaagden erin deze thema's op de agenda van overheid en bedrijven te krijgen en de participatie van vrouwen in vakbondsstructuren en in adviescomités te vergroten.

Het programma is in belangrijke mate genderbewust, maar niet strategisch genoeg om bij te dragen tot transformerende veranderingen in de rolverdeling tussen mannen en vrouwen. Er wordt weinig gedaan om sociale en culturele waarden en normen, gewoonten en attitudes op individueel of maatschappelijk niveau aan te pakken (er werd op gewezen dat sommige activiteiten op dit gebied wellicht onder de radar zijn gebleven, aangezien één van de sterkere genderpartners slechts zijdelings bij de evaluatie betrokken was). Dit veroorzaakt een aantal risico's in de bereikte resultaten met betrekking tot gender. De vraag rijst in hoeverre de deelname van vrouwen aan advies- en bestuursorganen daadwerkelijk leidt tot meer inspraak en beslissingsbevoegdheid. Een ander risico betreft de toegenomen taakbelasting van vrouwen die toch al een dubbele taak hebben (productief en reproductief). De nadruk leggen op acties voor vrouwen is een goede en relevante strategie en gemakkelijker dan acties die raken aan impliciete en expliciete machtsverhoudingen. Transformatieve verandering vereist veranderingsprocessen op lange termijn en een holistische aanpak waarvoor in de meeste gevallen geen middelen beschikbaar zijn en steun vaak ontbreekt.

Aanbeveling 4 – Overwegen om een stap verder te gaan inzake de aanpak van genderdiscriminatie

De ambities inzake genderintegratie moeten duidelijk worden gemaakt en de risico's moeten voldoende in kaart worden gebracht. Om gendertransformatieve veranderingen na te streven, moet aandacht worden besteed aan interventies die veranderingen nastreven in de formele en informele sfeer, zowel op individueel als op maatschappelijk niveau. Dit is waarschijnlijk niet met alle partners mogelijk. Er kan een minimum- en een maximumscenario worden uitgewerkt. Bij



partners waar voldoende animo is om aan gender te werken, zou meer aandacht besteed kunnen worden aan het bespreekbaar maken van waarden en normen rond mannelijkheid en vrouwelijkheid. Samenwerking kan worden gezocht met gespecialiseerde organisaties om dergelijke veranderingsprocessen te begeleiden.

De keuze om de aandacht toe te spitsen op gender-gerelateerd geweld en seksuele intimidatie op de werkplek is een relevante keuze, gezien de internationale verdragen en de prevalentie op plaatselijk niveau. Het zal nodig zijn de vakbonden te steunen bij de uitvoering ervan. Uit ervaringen met andere programma's (bijv. Women and Decent Work van Hivos) blijkt dat zowel bedrijven als vakbonden behoefte hebben aan opleiding, werkplekbeleid en controlemechanismen. De vraag rijst of FOS ook hierin kan of wil investeren, al dan niet in samenwerking met andere organisaties.

In een aantal landen wil FOS ook interventies ondersteunen die gericht zijn op de verdediging van de rechten van LGBTQI+. Dit is een relevante keuze gezien de precaire situatie van deze doelgroep en het Leave No One Behind principe van Agenda 2030. Net als bij gender is er behoefte aan een strategie gericht op transformatieve verandering. De kennis van FOS-medewerkers kan worden vergroot door uitwisselingen of samenwerking met organisaties die al een track record hebben op dit thema, zoals Hivos in Nederland.

Lobby- en pleitbezorgingsinstrumentarium: sterke coalitievorming en strategische positionering, maar aanvullende strategieën kunnen worden onderzocht

De FOS-partners hebben laten zien dat zij in staat zijn een verscheidenheid aan strategieën te identificeren om de agenda's van hun organisaties door te drukken. Tegelijkertijd is dit altijd werk in uitvoering. Aangezien de dynamiek in de wereld van het werk blijft verschuiven, is het nodig om voortdurend na te denken over de relevantie van bepaalde strategieën en waar nodig alternatieve of aanvullende werkwijzen te verkennen.

Aanbeveling 5 - Extra hefboommechanismen mobiliseren voor sectoren die verbonden zijn met mondiale waardeketens

Overzichtsstudies tonen aan dat door de industrie aangestuurde initiatieven voor sociale audits en certificering nuttig kunnen zijn om aandacht te krijgen van bedrijven voor mensenrechten in hun toeleveringsketens, waarbij vertrouwen en relaties tussen verschillende belanghebbenden kan opgebouwd worden en bijgedragen kan worden aan leerprocessen en kennisuitwisseling. Deze initiatieven zijn echter vaak niet bedoeld om de mensenrechten te beschermen, toegang te bieden tot effectieve rechtsmiddelen of lacunes in de arbeidsgovernance te dichten. Hiervoor zijn andere mechanismen nodig, waarbij nauw samengewerkt wordt met werknemers en hun vertegenwoordigende organisaties, en/of die de overheid in haar regulerende rol uitspelen. Belangrijk is dat doeltreffende mechanismen ook betrekking hebben op de verantwoordelijkheid van de machtige leidende ondernemingen verderop in de waardeketen, door kritisch te kijken naar hun inkooppraktijken. Dit laatste is belangrijk omdat uit onderzoek is gebleken dat leidende ondernemingen de neiging hebben veel druk uit te oefenen op de prijs (price squeeze) en op andere inkooppraktijken (kwaliteitsnormen, doorlooptijden, flexibiliteit). Deze blijken een

negatieve invloed te hebben op de arbeidsomstandigheden van de leveranciers. Tot nu toe zijn er slechts enkele voorbeelden van doeltreffende mechanismen voor arbeidsgovernance die kunnen werken bij gebrek aan sterke arbeidsinspecties. Een voorbeeld is Fair Food, dat al vele jaren met succes functioneert in de landbouwsector in de VS. Het is een voorbeeld van een door werknemers aangestuurd initiatief voor sociale verantwoordelijkheid. Het verschilt fundamenteel van door de industrie aangestuurde initiatieven in ten minste drie opzichten: het initiatief wordt volledig aangestuurd door de houders van rechten, het auditproces is volledig door de werknemers gestuurd, en de leidende bedrijven in de wereldwijde waardeketen worden verantwoordelijk gesteld voor hun inkooppraktijken. Meer details over de verschillen tussen Fair Food en andere initiatieven zijn te vinden in het rapport.

Afgezien van dit specifieke voorbeeld zou FOS, met het oog op de grote veranderingen in de arbeidswereld, de partners op een meer structurele manier kunnen ondersteunen bij het zoeken naar alternatieve en aanvullende strategieën voor wat ze momenteel gebruiken. Deze kunnen in een van de programma's worden uitgetest, en, indien relevant, ook in andere contexten worden getest.

FOS: verfijning van de M&E gereedschapskist

FOS heeft positieve vooruitgang geboekt bij de ontwikkeling van een PME-kader dat beter is afgestemd op het soort partners en onderwerpen waarmee het werkt. Aanvankelijk werd dit door het vorige FOS-kantoor in Zuidelijk Afrika vertaald in een veel te zwaar PME-kader voor het programma 2017-2021. Het huidige FOS-team in het kantoor heeft de juiste beslissing genomen om het hele programma samen met de partners te herzien en een veel lichter PME-ontwerp en rapportagesjabloon te ontwikkelen. Hoewel er nog enkele verbeteringen kunnen worden aangebracht aan het rapporteringsmodel, is het een grote verbetering ten opzichte van het oorspronkelijke model. Wij zien wel ruimte voor verdere verbeteringen in de manier waarop het programma wordt beheerd.

Aanbeveling 6 - De praktijken inzake programmabeheer verder herzien om ze lichter te maken en aan te passen aan de realiteit ter plaatse.

Het programmabeheer kan op een paar punten worden versterkt. In de eerste plaats moet de rapportagecyclus worden heroverwogen. FOS is één van de weinige financieringspartners die rapportage per trimester eist. Dit zorgt voor veel extra administratieve druk op de partners, ook omdat de rapportageperiodes niet zijn afgestemd op die van de organisatie en andere financieringspartners. Dit wordt best teruggebracht tot een rapportage per zes maanden, zoals door een grote meerderheid van de donoren wordt gedaan. Indien sommige partners een nauwgezetere follow-up vereisen, kan een ander rapportagetempo worden gevolgd, maar dit moet de uitzondering zijn, niet de regel. Een tweede punt heeft betrekking op het door de SA-regio ontwikkelde M&E-rapportageformaat. Dit is een goede praktijk, die met enkele kleine aanpassingen ook door andere regio's kan worden gebruikt (dit is nu gebeurd in het nieuwe programma). FOS zou verder moeten onderzoeken hoe het partners kan ondersteunen bij het reflecteren over M&E bevindingen. Ten derde zou FOS alternatieve manieren kunnen vinden om het financieringstekort bij de start van een nieuw programma te dekken (deze kwestie kwam het



sterkst naar voren in Zuid-Afrika. Het is niet duidelijk in hoeverre het ook in Mozambique en Zimbabwe een probleem is). Dit levert ernstige problemen op voor de kleinere partnerorganisaties. Ten vierde moeten er op mondiaal niveau meer op leren gerichte mogelijkheden worden opgezet, zodat "best-fit" praktijken en ervaringen tussen landen en continenten kunnen worden uitgewisseld. Dit kan op kosteneffectieve manieren worden georganiseerd, via publicaties, of via audiovisueel materiaal, of via online-interacties. In sommige gevallen kunnen veldbezoeken wenselijk zijn.

Résumé

Ce rapport décrit les conclusions de l'évaluation finale des programmes FOS au Zimbabwe, en Afrique du Sud et au Mozambique pour la période 2017-2021. Il fait partie d'une évaluation plus large qui incluait trois autres régions d'Amérique latine.

Différentes méthodes ont été utilisées pour évaluer le programme, notamment l'utilisation d'études de cas, outcome harvesting et l'analyse de contribution (version simplifiée). Comme il était impossible de rendre visite à tous les partenaires dans chaque pays, une sélection de trois à quatre partenaires par pays a été faite, chacun ayant été visité pendant deux jours. Au Zimbabwe, il s'agissait d'un syndicat de travailleurs agricoles, de la confédération des syndicats et d'un groupe de réflexion/institut de recherche qui soutient les autres partenaires du programme. En Afrique du Sud, les études de cas ont également porté sur un syndicat de travailleurs agricoles et un syndicat de travailleurs domestiques. En outre, l'évaluation a porté sur une organisation de travailleurs spécialisée dans les travailleurs occasionnels. Enfin, au Zimbabwe, l'évaluation a rendu visite à un syndicat de travailleurs agricoles et à un syndicat de travailleurs domestiques, ainsi qu'au département de l'égalité de genre de la confédération, et à une association de petits exploitants agricoles.

Comme on peut le déduire de ce qui précède, à quelques exceptions près, dans les trois pays, le programme FOS collabore avec des partenaires similaires. C'est un choix délibéré de se concentrer sur les travailleurs vulnérables, car dans la plupart des cas, ils ne sont pas pris en charge par le mouvement syndical traditionnel. Les trois programmes nationaux soutiennent un grand nombre des fonctions essentielles des syndicats et autres organisations de travailleurs. Il s'agit notamment d'autonomiser les travailleurs précaires par la sensibilisation, l'appui et l'éducation ; d'organiser les travailleurs dans des secteurs difficiles pour revendiquer leurs droits ; d'influencer les politiques et les lois qui affectent la situation des travailleurs précaires ; de s'engager dans des négociations ou des approches de confrontation avec les employeurs ; et de mener diverses activités de sensibilisation auprès des médias et du grand public. En outre, l'accent est mis sur les questions de genre, tant au sein des opérations des partenaires qu'à l'extérieur, dans leur travail auprès des entreprises et du gouvernement.

Bien que la pandémie de Covid 19 ait durement frappé les trois pays et fait dérailler de nombreuses activités, les programmes ont réussi à s'adapter, et finalement, la plupart des activités et stratégies ont été exécutées, bien qu'avec quelques adaptations.

Le programme est soutenu et suivi par une équipe régionale FOS de trois personnes basées en Afrique du Sud, chacune responsable d'un des pays. L'équipe FOS a changé en 2017-2018, au début du programme. Dans les sections suivantes, nous présentons un certain nombre de conclusions et de recommandations principales.



Une bonne orientation stratégique et sélection des partenaires, mais des objectifs à long terme manquant de clarté et il y a une valorisation limitée du niveau régional.

Le programme FOS dans la région de l'Afrique du sud est un programme très pertinent en ce qui concerne les groupes cibles sur lesquels il se concentre et les organisations partenaires avec lesquelles il travaille. Les partenaires sont adaptés à leur mission, compte tenu de leur propre mission et des objectifs du programme. L'orientation thématique générale est cohérente et les interventions sont largement alignées sur les priorités et les intérêts des partenaires. Les partenaires parviennent à mobiliser des stratégies pertinentes pour le lobbying et le plaidoyer, ce qui, dans plusieurs cas, a un impact sur des centaines et, dans certains cas, sur des dizaines de milliers de travailleurs. Cela se produit à la fois directement par le biais de litiges, du dialogue social ou de contributions à des changements de politique, et indirectement lorsque l'impact des litiges ou des changements de politique va au-delà du groupe cible direct des partenaires. Bien que le projet covid-19 ait eu un impact significatif sur tous les partenaires et leurs groupes cibles, le plus souvent de manière négative, tous les partenaires ont réussi à adapter leurs stratégies à la situation de crise. Certaines percées majeures ont été réalisées pendant la pandémie. Nous soulignons deux domaines dans lesquels FOS et ses partenaires devraient renforcer leurs méthodes de travail.

Recommandation 1 - Clarifier la théorie du changement à long terme et le rôle du bureau régional de FOS dans cette théorie.

Si la cohérence est bonne au niveau national et régional du point de vue des groupes cibles et des domaines thématiques, l'évaluation n'a pas pu établir une théorie du changement claire et articulée au-delà de celles des organisations partenaires individuelles. Le rôle de soutien joué par certains partenaires envers d'autres partenaires est un élément de cette vision globale du programme, mais il n'est pas suffisant. Le programme devrait réfléchir de manière plus critique à la façon dont les partenaires évolueront en tant que groupe d'OSC à moyen et long terme, et réfléchir à l'écosystème d'OSC qui peut progressivement émerger pour les secteurs sur lesquels FOS travaille. Il ne s'agit pas de faire de l'ingénierie sociale ou de créer de nouvelles OSC, mais plutôt de réfléchir stratégiquement à la manière dont les dynamiques existantes peuvent être renforcées et où les points manquants peuvent être connectés. Cela permet d'éviter une situation où les choix critiques de poursuivre ou non avec un partenaire à long terme sont pris sur la base de considérations purement financières ou sur la base de l'efficacité perçue, plutôt que sur la base d'une analyse approfondie de la réalité sur le terrain. Dans cet exercice, le bureau régional du FOS devrait également se baser sur la réflexion en cours sur les différents rôles à jouer par le personnel du FOS pour repenser son futur rôle au niveau du partenaire, au niveau national et au niveau régional. En général, le bureau FOS semble assumer principalement le rôle de facilitateur (pour la plupart des partenaires) et de conseiller (pour certains partenaires), moins celui d'observateur critique. Bien qu'il y ait des différences substantielles dans le contexte entre les différentes régions, on peut s'inspirer du bureau régional d'Amérique centrale dans la manière dont il s'est progressivement taillé un rôle d'observateur critique pour le bureau, par exemple en reliant les points là où c'est nécessaire, en renforçant la dynamique régionale et en approchant l'ensemble des partenaires d'une perspective écosystémique.

Recommandation 2 - Renforcer la dynamique régionale du programme

L'expérience montre que le simple fait que des pays soient voisins ne fait pas automatiquement d'eux des partenaires intéressants pour un programme commun de coopération au développement des syndicats. La mise en réseau régionale s'accompagne également de coûts de transaction et peut prendre beaucoup de temps. Il convient donc d'évaluer de manière critique les avantages et les inconvénients d'investir davantage de ressources dans ce domaine. Toutefois, dans ce rapport, nous soutenons qu'il existe des liens intéressants à établir entre les trois programmes nationaux. Bien qu'il existe de grandes différences dans la situation socio-économique et politique des pays, le programme régional n'exploire pas suffisamment les synergies potentielles qui existent, à un moment où le mouvement syndical devrait plus que jamais renforcer sa capacité au niveau régional et international. Au fil du temps, il y a eu une convergence dans les groupes cibles (travailleurs agricoles, travailleurs domestiques, travailleurs occasionnels) et les domaines thématiques, ce qui crée un potentiel d'interaction pertinent, d'apprentissage mutuel, d'autonomisation et de construction de contre-pouvoirs au niveau régional. L'équipe FOS a opté, à juste titre, pour des activités régionales axées sur un secteur ou une thématique forte, mais cela reste limité. En outre, certains thèmes ayant une forte composante régionale, comme la migration de la main-d'œuvre, sont mieux abordés dans une perspective régionale. Par exemple, l'Afrique du Sud est confrontée à des niveaux croissants de xénophobie à l'encontre des travailleurs migrants du Zimbabwe et du Mozambique. Les travailleurs migrants représentent une part importante des travailleurs précaires en Afrique du Sud. Avec l'importance croissante des chaînes de valeur mondiales et régionales, l'organisation des travailleurs le long de la chaîne peut également être explorée dans une perspective régionale. Et le thème du changement climatique touche également les pays de toute la région.

Le développement organisationnel et institutionnel : reconsidérer les risques de "frapper au-dessus de son poids".

Le programme FOS investit davantage dans le développement institutionnel que dans le développement organisationnel, en se concentrant particulièrement sur le renforcement de la capacité de dialogue social, de litige et de campagne. Bien que le développement organisationnel ait été soutenu dans des domaines tels que l'intégration de la dimension de genre, le suivi et l'évaluation et quelques d'autres domaines spécifiques (selon le partenaire), il s'agit d'une composante plutôt modeste compte tenu des besoins des partenaires. Tous les partenaires sont confrontés à d'importants besoins de capacités en termes de ressources humaines et opérationnelles. Le financement de base limité que FOS fournit aide les partenaires à couvrir de manière flexible certains de leurs besoins les plus critiques, mais il ne permet que de maintenir les processus minimaux. La dépendance au financement de l'ODA restera une réalité pour la plupart des partenaires à moyen terme. Il y a une recommandation liée à ce sujet.

Recommandation 3 : Explorer les moyens de renforcer les fonctions essentielles des partenaires de FOS sans créer une situation de dépendance où l'un des partenaires financiers devient essentiel à la survie de l'organisation.



Le fait que de nombreux partenaires FOS se battent au-dessus de leur poids pendant de longues périodes de temps crée un risque pour leur survie à long terme. Avec de petites équipes centrales et des budgets opérationnels limités, de nombreux partenaires parviennent à réaliser des changements ayant un impact sociétal important. Cependant, au fil du temps, l'environnement de travail de la plupart des partenaires doit être renforcé afin de parvenir à une situation de travail plus durable. Cet objectif doit être envisagé sous différents angles. Tout d'abord, il s'agit de renforcer certaines des fonctions de base des organisations et leur capacité à faire financer leur travail (de préférence aussi avec des fonds nationaux pour garantir que les organisations restent ancrées dans les réalités locales). Il doit également inclure des réflexions sur la manière dont l'écosystème des OSC peut continuer à être développé pour des secteurs spécifiques. Enfin, le programme doit poursuivre le travail sur l'environnement opérationnel, en veillant à ce que les cadres politiques qui régissent le fonctionnement des organisations évoluent dans un sens plus positif.

Genre : de la sensibilisation au genre au changement transformateur

Une grande attention est accordée à la question du genre, tant en interne (dans les organisations partenaires) qu'en externe (au niveau sectoriel et national). En collaboration avec divers partenaires syndicaux, un travail a été effectué pour accroître la participation des femmes dans toutes sortes de structures syndicales, et les statuts ont été modifiés à cette fin. Une attention particulière a été accordée à la violation des droits du travail des femmes et à la lutte contre la violence axée sur le genre sur le lieu de travail. Les partenaires ont réussi à mettre ces thèmes à l'ordre du jour du gouvernement et des entreprises et à augmenter la participation des femmes dans les structures syndicales et dans les comités consultatifs.

Le programme est sensible au genre dans une large mesure, mais il n'est pas suffisamment stratégique pour contribuer à des changements transformateurs dans les rôles des hommes et des femmes. Peu de choses sont faites pour aborder les valeurs et les normes sociales et culturelles, les habitudes et les attitudes au niveau individuel ou sociétal (il faut noter que certaines activités dans ce domaine ont pu passer inaperçues car l'un des partenaires les plus forts en matière de genre n'a été impliqué qu'indirectement dans l'évaluation). Cela entraîne un certain nombre de risques dans les résultats obtenus en matière de genre. La question se pose de savoir dans quelle mesure la participation des femmes aux organes consultatifs conduit réellement à une plus grande participation et à un plus grand pouvoir de décision. Un autre risque concerne l'augmentation de la charge de travail des femmes qui ont déjà une double tâche (productive et reproductive). Se concentrer sur les actions en faveur des femmes est une bonne stratégie, pertinente et plus facile que les actions qui touchent aux relations de pouvoir implicites et explicites. Un changement transformateur nécessite des processus de changement à long terme et une approche holistique pour lesquels, dans la plupart des cas, les ressources ne sont pas disponibles et le soutien fait souvent défaut.

Recommandation 4 – Considérer d'aller plus loin dans la lutte contre la discrimination basée sur le genre

Les ambitions en matière d'intégration de la dimension de genre doivent être clairement définies et les risques suffisamment circonscrits. Pour poursuivre un changement transformateur en matière de genre, il convient d'accorder une attention particulière aux interventions visant des changements dans les sphères formelles et informelles, tant au niveau individuel que sociétal. Cela n'est probablement pas possible avec tous les partenaires. Un scénario minimum et maximum peut être élaboré. Pour les partenaires où la volonté de travailler sur le genre est suffisante, une plus grande attention pourrait être accordée au fait de rendre négociables les valeurs et les normes autour de la masculinité et de la féminité. Une coopération peut être recherchée avec des organisations spécialisées pour guider ces processus de changement.

Le choix de se concentrer sur la violence basée sur le genre et le harcèlement sexuel sur le lieu de travail est pertinent, étant donné les conventions internationales et la prévalence au niveau local. Il sera nécessaire de soutenir les syndicats dans sa mise en œuvre. L'expérience d'autres programmes (par exemple, Decent Work for Women de Hivos) montre que les entreprises et les syndicats ont besoin de formations, de politiques sur le lieu de travail et de mécanismes de contrôle. La question se pose de savoir si FOS peut ou veut investir dans ce domaine également, en coopération ou non avec d'autres organisations.

Dans un certain nombre de pays, FOS entend également soutenir les interventions visant à défendre les droits des LGBTQI+. C'est un choix pertinent compte tenu de la situation précaire de ce groupe cible et du principe " Leave No One Behind " de l'Agenda 2030. Comme pour le genre, il est nécessaire d'adopter une stratégie visant un changement transformateur. Les connaissances du personnel de FOS peuvent être améliorées par des échanges ou une coopération avec des organisations qui ont déjà fait leurs preuves sur ce thème, comme Hivos aux Pays-Bas.

Boîte à outils pour le lobbying et le plaidoyer : construction de coalitions et positionnement stratégiques solides, mais des stratégies supplémentaires peuvent être explorées.

Les partenaires de FOS ont montré qu'ils sont capables d'identifier une variété de stratégies pour faire avancer les agendas de leurs organisations. En même temps, il s'agit toujours d'un travail en cours. La dynamique du monde du travail étant en constante évolution, il est nécessaire de réfléchir en permanence à la pertinence de certaines stratégies et d'explorer des méthodes de travail alternatives ou complémentaires, le cas échéant.

Recommandation 5 - Mobiliser des mécanismes de levier supplémentaires pour les secteurs qui sont liés aux chaînes de valeur mondiales

Des études montrent que les initiatives d'audit social et de certification menées par l'industrie peuvent être utiles pour inciter les entreprises à s'intéresser aux droits de l'homme dans leurs chaînes d'approvisionnement. Cependant, elles ne sont pas conçues pour protéger les droits de



l'homme, donner accès à un recours effectif ou combler les lacunes en matière de gouvernance du travail. Cela nécessite des mécanismes différents, qui s'engagent profondément avec les travailleurs et leurs organisations représentatives, et/ou qui exigent le gouvernement d'assumer son rôle de régulateur. Il est important de noter que des mécanismes efficaces devraient également traiter de la responsabilité des puissantes entreprises leaders en aval de la chaîne de valeur, en examinant d'un œil critique leurs pratiques d'approvisionnement. Ce dernier point est important, car les recherches ont montré que les entreprises leaders ont tendance à exercer une forte pression sur les prix (compression des prix) et sur d'autres pratiques d'approvisionnement (normes de qualité, délais, flexibilité). Il s'avère que ces pratiques ont un impact négatif sur les conditions de travail des fournisseurs. Jusqu'à présent, il n'existe que peu d'exemples de mécanismes efficaces de gouvernance du travail qui peuvent fonctionner en l'absence de fortes inspections du travail. Un exemple est celui de Fair Food, qui fonctionne avec succès dans le secteur agricole aux États-Unis depuis de nombreuses années. Il s'agit d'un exemple d'initiative de responsabilité sociale menée par les travailleurs. Elle diffère fondamentalement des initiatives industrielles sur au moins trois points : l'initiative est entièrement dirigée par les détenteurs de droits, le processus d'audit est entièrement dirigé par les travailleurs et les principales entreprises de la chaîne de valeur mondiale sont tenues responsables de leurs pratiques d'approvisionnement. Le rapport décrit plus de détails sur les différences entre Fair Food et les autres initiatives.

Au-delà de cet exemple spécifique, au vu des grands changements dans le monde du travail, FOS pourrait soutenir les partenaires de manière plus structurée en identifiant des stratégies alternatives et complémentaires à celles qu'ils utilisent actuellement. Celles-ci peuvent être pilotées dans l'un des programmes et, le cas échéant, testées dans d'autres contextes.

FOS : affiner la boîte à outils

FOS a fait des progrès positifs dans le développement d'un cadre PME plus approprié au type de partenaires et de sujets avec lesquels il travaille. Initialement, cela s'est traduit par un cadre PME beaucoup trop lourd pour le programme 2017-2021 par le précédent bureau FOS en Afrique du sud. L'équipe actuelle du bureau FOS a pris la bonne décision de revoir l'ensemble du programme, avec les partenaires, et de développer un modèle de PME et de rapport beaucoup plus léger. Bien que certaines améliorations puissent encore être apportées au modèle de rapport, il s'agit d'une grande amélioration par rapport au modèle original. Nous voyons qu'il est possible d'améliorer encore la façon dont le programme est géré.

Recommandation 6 - Poursuivre la révision des pratiques de gestion du programme afin de les alléger et de les adapter à la réalité sur le terrain.

Il existe quelques domaines dans lesquels la gestion du programme peut être renforcée. Tout d'abord, le cycle de rapportage doit être reconsidéré. FOS est l'un des seuls partenaires financiers à exiger des rapports trimestriels. Cela crée une pression administrative supplémentaire sur les partenaires, également parce que les périodes de rapportage ne sont pas alignées avec celles de l'organisation et des autres partenaires financiers. Cette exigence devrait être réduite à un rapport semestriel, comme le font la grande majorité des donateurs. Si certains

partenaires exigent un suivi plus étroit, un rythme de rapportage différent peut être suivi, mais cela doit être l'exception et non la règle. Un deuxième point concerne le format de rapport de S&E développé par la région Afrique du sud. Il s'agit d'une bonne pratique qui, moyennant quelques adaptations mineures, peut également être utilisée par d'autres régions (ce qui a été fait dans le nouveau programme). FOS devrait étudier la manière dont il peut aider ses partenaires à réfléchir aux résultats du S&E. Troisièmement, FOS devrait trouver des moyens alternatifs pour couvrir le manque de financement au début du lancement d'un nouveau programme (cette question a été soulevée plus fortement en Afrique du Sud. Il n'est pas clair dans quelle mesure il s'agit également d'un problème au Mozambique et au Zimbabwe). Cela crée de sérieux problèmes pour les petites organisations partenaires. Quatrièmement, des espaces plus orientés vers l'apprentissage devraient être conçus au niveau mondial, afin que les pratiques et les expériences les plus adaptées puissent être partagées entre les pays et les continents. Ces espaces peuvent être organisés de manière efficiente, par le biais de publications, de matériel audiovisuel ou d'interactions en ligne. Dans certains cas, des visites sur le terrain peuvent être souhaitables.



List of abbreviations

CCMA	Commission for Conciliation, Mediation and Arbitration
CSAAWU	Commercial, Stevedoring, Agricultural and Allied Workers Union
CWAO	Casual Workers Office
DGD	Directoraat Generaal Development
GAPWUZ	General Agriculture and Plantation Workers' Union of Zimbabwe
HRDD	Human Rights Due Diligence
IESS	Social and Solidarity Economy Initiatives
ILO	International Labour Organisation
LEDRIZ	Labour and Economic Development Research Institute of Zimbabwe
M&E	Monitoring and evaluation
NGO	Non-governmental organisation
PME	Planning, monitoring and evaluation
SADSAWU	South African Domestic Service and Allied Workers Union
SWF	Simunye Workers Forum
TERS	Temporary Employer-Employee Relief Scheme (during Covid 19 pandemic, South Africa)
ToC	Theory of Change
ToR	Terms of Reference
ZCTU	Zimbabwe Congress of Trade Unions

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1 Introduction

1.1 THEME AND OBJECTIVES OF THE EVALUATION

- ¹ FOS, SolSoc and IFSI-ISVI have requested an external evaluation of the DGD Decent Work 2017-2021 programme, which is implemented in 11 countries (four regions) + Belgium. This report presents the analysis of the programme in the Southern African region.
- ² In each country, the programme is implemented by partners. ACE Europe and HIVA distinguish the following groups of types of partner organisations: (1) Trade unions, their federations and labour-related NGOs or research institutes advocating for the respect of labour rights, social protection at the workplace, effective social dialogue and improved labour policies; (2) civil society organisations that defend the right to health and advocate for the respect of health rights (often focusing on sexual and reproductive health and rights), and improved access to quality health services and the universalisation of public health systems. In the Southern African region, only FOS is active and there are no SSE-related interventions.
- ³ The evaluation examines the extent to which the programme has contributed to the realisation of the specific objectives formulated for each country. These specific objectives relate to the strengthening of organisations to contribute to the improvement, recognition and enforcement of labour rights, the right to social protection (focusing on the right to health), the improvement of working and living conditions within the specific socio-economic context of the country, with attention to the specific interests of men and women.
- ⁴ This final evaluation is an obligation under the agreement between FOS, SolSoc and IFSI-ISVI and the Ministry of Foreign Affairs and Development Cooperation, and serves as an accountability to the donor, the DGD and the various stakeholders supporting the programme, including various trade union federations and mutual health organisations, their members in Belgium and individual donors. The evaluation also has to formulate recommendations and lessons learned that can be used to accompany the implementation of the new DGD programme 2022-2026.
- ⁵ The evaluation should formulate answers to the evaluation questions presented in the ToR (Annex 1) that refer to the different OECD DAC criteria: effectiveness, efficiency, sustainability, relevance and impact, with an additional question on the impact of the COVID-19 crisis on the implementation and effectiveness of the programme.

1.2 METHODOLOGY

- ⁶ The evaluation adopted a theory-based approach. This approach pays attention to the relationship between interventions, outputs and outcomes and causal mechanisms. For this purpose, a number of methods have been used, such as outcome harvesting and contribution analysis.
- ⁷ **Outcome harvesting** is a technique that emerged from the outcome mapping school and is therefore consistent with existing monitoring and evaluation practice in this programme. Outcome harvesting starts from the reality of the different actors involved in a programme and asks them to identify the changes to which the programme has contributed (planned and unplanned). The results describe the changes that the different actors perceive in themselves, in their own organisations and/or in their environment (e.g. as a result of social dialogue). The questions to be answered are (1) who/what has changed with whom and when, (2) what evidence there is of this, (3) why do you think it is important to mention this change, (4) what has influenced the change.
- ⁸ Theory-based assessments build on the ToC and gather evidence to validate it. The interventions in the different countries can be framed within the generic ToC on Decent Work, which has been translated into a country-level ToC. At the beginning of the evaluation visit at country level we **reconstructed the ToC on the basis of** the changes and results identified through the analysis of the annual reports and through a workshop with the partners in which they complemented and/or modified the changes identified according to the different areas of the ToC. This 'reconstructed' ToC has been the basis for the subsequent data collection and external validation of the available monitoring and evaluation data.
- ⁹ For each partner visited, one outcome (or a set of connected outcomes) has been subject to a **contribution analysis** (simplified approach). Contribution analysis is a methodology for understanding the factors that have contributed to the realisation of an advocacy outcome. In a workshop we reconstructed the timeline of advocacy interventions and participants identified important milestones. They discussed the importance of certain observed changes/milestones and the extent to which the programme was able to contribute to them. Other contributing factors or actors have also been identified. Some of these changes have been further validated, based on evidence from documents, policy documents, interviews with stakeholders and - to the extent possible - interviews with other actors who also contributed to the identified changes. The analysis lists the causal mechanisms (actors and factors that contributed to the change) and weights the respective contributions of programme partners.
- ¹⁰ The consultants have made optimal use of available monitoring and evaluation data. This data has been complemented by a primary data collection process based on **semi-structured interviews**, participatory **workshops** and **focus groups**. In each country several workshops have been organised: (1) a workshop at the beginning of the visit with the participation of representatives of all partners to reconstruct the ToC and the collection of results; (2) a timeline workshop with the partners that have been visited individually and (3) a feedback workshop at the end of the visit with the participation of all partners and the country representatives of FOS.



¹¹ As it was not possible to visit all partners in each country, a **selection of three partners per country** was made and visited for two days (an overview of all partners is included in the annex). The following criteria were taken into account in the selection of partners:

- Balance between different types of partners: workers' organisation / NGO / research institute / SSE organisation (cooperative / farmers' association) / social movement / network
- There are only FOS projects in the Southern Africa region
- Financial volume of the assistance provided
- Diversity in thematic areas
- Include example of partner seeking synergies at national and/or international level.
- Possibility to carry out fieldwork

¹² The selection of partners was also discussed with the regional representatives of FOS. Table 1 presents an overview of the selected partners, table 2 the schedule of the visits. A list of persons consulted is attached in annex 3.

	Zimbabwe	South Africa	Mozambique
Partners visited	<ul style="list-style-type: none"> – GAPWUZ – ZCTU – LEDRIZ 	<ul style="list-style-type: none"> – CSAAWU – SADSAWU – CWAO 	<ul style="list-style-type: none"> – SINTACAIF – COMUTRA – SINED – UCAMA
Partners not visited	<ul style="list-style-type: none"> – CWGH 	<ul style="list-style-type: none"> – ILRIG 	<ul style="list-style-type: none"> – UPCG

Table 1 Summary of partners visited and not visited in the C-AM region.

Zimbabwe	07/03	08/03-09/03	10/03-11/03	14/03-15/03	17/03
	Start-up workshop	Visit GAPWUZ & stakeholders	Visit LEDRIZ & stakeholders	Visit ZCTU & stakeholders	Feedback workshop (online)
South Africa	9/02	10/02 & 13/02 & 14/02	11/02-12/02	15/02-16/02	17/02
	Start-up workshop (Cape Town & Teams)	Visit SADSAWU & stakeholders	Visit CSAAWU & stakeholders	Visit CWAO & stakeholders	Feedback workshop (online)
Mozambique	14/02	15/02-16/02	17/02-18/02	21/02-22/02	23/02
	Start-up workshop (hybrid)	Visit SINTACAIF & stakeholders	Visit SINED, COMUTRA & stakeholders	Visit UCAMA, UPCG & stakeholders	Feedback workshop (online)

Table 2 Schedule of visits.

1.3 LIMITATIONS

- ¹³ The site visits were conducted largely as planned, aside from South Africa (see further). The evaluators were able to interview sufficient internal and external stakeholders, although contacts with government officials and business actors were limited in the Southern African region. Obviously, the approach also had some limitations.
- ¹⁴ **The scope of the evaluation is large:** it covers all countries in which the organisations work. More than half of all projects will be visited by the evaluation team. Given the limited time per partner, it was not possible to carry out a comprehensive analysis of the contribution in person, but the evaluators relied on the various annual reports submitted by the partners, so that they believe they have sufficient information to make a considered judgement on the contribution of FOS to the changes described. Although the two-day visits per partner allow a good understanding of the reality on the ground of the programme, it is not sufficient to obtain a thorough understanding of the effects at the level of the final beneficiaries. It will only provide some indication of impact.
- ¹⁵ **Covid-19:** The evaluation was conducted in a global situation characterised by the COVID-19 pandemic. This had implications for the organisation of the evaluation and security measures. Due to a covid 19 infection the international evaluator could not participate to the actual field work. However, he joined most of the interviews and workshops via WhatsApp. In addition, in the three countries sufficient flexibility was provided to organise and conduct the assessment activities, while respecting local COVID-19 regulations. A large majority of the interviews were conducted in-person. In some cases, interviews were done online because it was not realistic to travel long distances for only one or two interviews.
- ¹⁶ **Complexity of the programme:** The DGD programme is implemented in a large number of countries and with a fairly wide diversity in terms of partners and thematic areas. This complicates the evaluation process in different ways. But there is not enough evidence in the three country case studies to claim that it can be generalised to all FOS partners.
- ¹⁷ **A light contribution analysis:** the evaluators were not able to verify all changes. Access to national entities and decision-makers was limited to those to whom the FOS and its partners have access. This is inherent to this type of evaluation. As a result, it is quite possible that there will be different opinions on a particular case, depending on which ideological strand is being questioned. There was not enough time to draw a complete map.



2 Brief introduction of the programme in Southern Africa

2.1 RECONSTRUCTION OF THE TOC

¹⁸ The programme focuses its work on Pillar 2 (labour rights) and Pillar 3 (social protection) of the Decent Work agenda as set out in the GSK Decent Work.

¹⁹ In Zimbabwe and South Africa, the main strategies focus on:

- providing education and information on rights of precarious workers and on the socio-economic, political and environmental context,
- organizing workers in difficult sectors (farm workers, domestic workers, casual workers), and stimulating the workers to unite in order to demand their rights.
- building the confidence of FOS partners and their member and empowering their members/ beneficiaries, with a specific focus on women,
- Influencing various decision making processes that affect the situation of precarious workers and drafting, amending and enforcing of new and existing laws and policies. This will involve interactions with government and employers by participating in social dialogue, engaging in collective bargaining platforms, policy influencing activities, protests, litigation, etc.
- Supporting active community participation and awareness, and making voices of precarious workers and communities heard in society.

²⁰ In Mozambique, the following strategies are deployed:

- Strengthening the organisations' internal structures, representativity, and internal democracy by enhancing the communication between the national level and its provincial systems and specific attention should be given to the participation of women and young workers.
- Improving service delivery of each organisation via the provision of legal support for their staff in the provinces to enhance legal service delivery to members and stimulate the exchange of experiences, and document good practices in engaging state institutions like COMAL.
- Strengthening policy influence through research, engaging Government and employers, training workers' representatives on following up the company policies and including communities in analysing opportunities;
- Enhancing social dialogue by engaging the government and employer organisations to create a sectoral bargaining platform in the primary sector: agriculture, forestry, livestock and game) to conclude sectoral bargaining agreements. In SINED's case, it would engage government in enhancing the domestic work law. For COMUTRA, on the other hand, would, by providing leadership training, strengthening women's voices in bargaining at the company level and assisting unions in hearing and addressing women's concerns.

2.2 PARTNERS VISITED IN THE SOUTHERN AFRICAN REGION

- ²¹ The partners that were visited in Zimbabwe (descriptions are taken from the FOS programme document 2017-2021):

Partner	Brief introduction of the partner and its involvement in the programme
GAPWUZ	GAPWUZ is a trade union affiliated to ZCTU, organizing farm workers in the agricultural sectors. GAPWUZ will contribute by organizing, educating, mobilizing and building confidence of farm workers to demand their labour rights, as well as their right to social protection. GAPWUZ with support from CWGH will strengthen farmworkers voices regarding their right to health.
ZCTU	ZCTU is an umbrella federation of trade unions in Zimbabwe, with 32 affiliates covering all sectors. ZCTU will develop a policy influencing plan aimed at the harmonisation of law with constitution and international labour standards, will lobby for the reversal of the Special Economic Zones (SEZ) law and for the installation of a Tripartite National Forum (TNF). ZCTU will strengthen affiliates that organise precarious workers, including domestic and farm workers, in gender training and women empowerment and support them to lobby for the ratification and domestication of C189, C183 and C184.
LEDRIZ	LEDRIZ is a research institute whose objective of is to develop well- grounded pro-poor policy positions based on research, to influence development processes and outcomes at national, regional and international levels. LEDRIZ' main beneficiaries are the union movement and civil society who build on their research results to influence policies and to improve their capacities and understanding of political and socio- economic developments.

Table x : Summary of partners visited in Zimbabwe

- ²² The partners that were visited in South Africa (descriptions are taken from the FOS programme document 2017-2021):

Partner	Brief introduction of the partner and its involvement in the programme
CSAAWU	CSAAWU is a trade union, mainly active in the agricultural sector in and around Robertson, Western Cape. It has been a FOS partner since 2017. CSAAWU contributed by organizing, educating, mobilizing and building confidence of farm workers to demand their labour rights, as well as their right to social protection. The aim of CSAAWU is to give a voice to farm workers and strengthen their bargaining power through their collective strength.
SADSAWU	The South African Domestic Service and Allied Workers Union (SADSAWU) has been a FOS partner since 2014. SADSAWU focused on building a strong, democratic and representative union of domestic workers in South Africa. SADSAWU has aimed at building skills, confidence and awareness of domestic workers and ensuring that the voices of its members are heard in the public debate and at government level, to obtain a living wage and social protection for domestic workers.



CWAO	<p>The Casual Workers Advice Office (CWAO) aims to empower precarious workers to organize themselves and defend their rights. It is a FOS partner since 2014. In this programme, CWAO provided education, legal, organizing and logistical support to precarious workers, mainly casual, labour broker and temporary workers. In addition, CWAO continued to support workers' self-organizing initiatives, such as the Simunye Workers Forum, as well as organise campaigns and take legal actions to demand and improve labour rights of precarious workers.</p>
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Table x : Summary of the partners visited in South Africa

23 The partners that were visited in Mozambique (descriptions are taken from the FOS programme document 2017-2021):

Partner	Brief introduction of the partner and its involvement in the programme
SINTACAIF	<p>SINTACAIF is the merger union of SINTAF, the trade union affiliated to OTM-CS for most agricultural workers pertaining to sector 1 (primary sector: agriculture, forestry, livestock and game), the cashew workers union (SINTIC); and the sugar cane workers unions (SINTIA). They are in the FOS programme since 2008. Together they aim at the creation of a sectoral bargaining platform covering the entire sector 1, promoting financially, socially and environmentally sustainable enterprises and organising better legal support for workers. In the FOS programme they aimed at organizing, educating, mobilizing and building confidence of agricultural workers to demand respect for their labour rights, as well as their right to social protection.</p>
COMUTRA	<p>COMUTRA is the women's commission of the Mozambican Trade Union Federation OTM and aims at having the women's voices heard at the level of the federation and society. They are a FOS partner since 2017. By strengthening the women in the affiliates' women's committees through leadership training and advising them on gender policy implementation, COMUTRA aims at ensuring the women's voices resonate at all levels of the trade union movement. In the FOS programme, COMUTRA had specific attention for the inequalities that still exist at the level of vocational training, the ratification, domestication and implementation of the ILO convention 183 and the sexual and reproductive rights of women at all levels of society and at work.</p>
SINED	<p>SINED, affiliate of federation OTM-CS, focused on building a strong, democratic and representative trade union of domestic workers in Mozambique. They are a FOS partner since 2017. SINED aimed at building skills, confidence and rights awareness of domestic workers to ensure that the voices of its members are heard in the public debate and at government level, to obtain the ratification, domestication and implementation of ILO Convention 189.</p>
UCAMA	<p>UCAMA was founded in 1997 to organize the small-scale farmers associations at the level of the province of Manica in order to have the voices of the farmers heard. UCAMA, affiliate of the national small scale farmers' association UNAC, groups 176 associations with a total of 8515 members (40% women) in all districts of the province. They have been supported by FOS since 2003. UCAMA's contribution aimed at strengthening the work of health</p>

	<p>activists in the communities of small-scale farm holders and to share this model and experience with UPCG. Special attention was paid to the environment: conservation agriculture, mitigating the effects of drought and the use of sustainable energy. UCAMA and UPCG are both provincial affiliates to UNAC and will both implement a health programme. The programme with UCAMA was expected to be phased out by the end of year 2 and handed over to UPCG.</p>
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Table 3 Summary of partners visited in Mozambique



3 Analysis of the contribution to organisational and institutional development

²⁴ This section describes the main findings about the contribution of the FOS programmes in Southern Africa to organisational and institutional development. Changes in organisational capacity refer to changes in systems and procedures, management, leadership, policies and strategies, membership, and democratisation. Changes in institutional capacity refer to changes in the capacity for networking and policy influencing, as well as the participation in social dialogue, and changes in legitimacy. The section further assesses the extent to which this has contributed to improved performance, and explores indications of impact at the level of the target groups. The section ends with an assessment of the relevance.

3.1 CHANGES IN WORKERS' ORGANISATIONS AND OTHER PARTNER INSTITUTIONS

²⁵ **Organisational capacity** – Across the three countries, changes could be observed in critical capacities of the partner organisations. A remarkable observation was that most organisations had found creative ways to adapt their practices to the new covid reality. While the impact of covid on workers was largely negative and also affected the membership numbers, in some areas it created opportunities. The workers' organisations managed, for example, to use communication instruments such as WhatsApp to their advantage. This opened-up new ways to remain in touch with remote workers, such as farm workers and domestic workers, beyond the traditional group meetings. These were used to disseminate vital information on covid 19, to access social relief schemes, report experience, mobilise action and the like. In addition, several organisations used the covid crisis as a window of opportunity to rally on structural demands, such as on better social protection coverage. Those FOS partners that lost membership due to covid 19 (domestic workers, farm workers) have managed to make some gains in restoring the membership numbers.

²⁶ The fact that most FOS partners work with precarious workers that experience rather hostile environments towards any attempt to organizing, implies that creative solutions need to be thought off to access, organize, mobilise and service the needs of these workers. Most of the FOS programmes have activities on this topic, covering a wide spectrum of organisational models and strategies. In the case of South Africa, several partners are supported in their organisational change process by other CSOs and/or academic institutions, drawing inspiration from social economy models (SADSAWU), and social movement unionism and solidarity actions (CSAAWU). One partner has developed the necessary internal capacity to gradually transform its own organisation in such a way that it facilitates the emergence of a new type of worker-based organisation for precarious workers (CWAO). In Mozambique, the domestic workers union and the farm workers union are also supported in their organizing activities.

27 FOS partners working with precarious workers are often rather small and vulnerable organisations themselves. Many are confronted with a thin leadership base, and a rather small core team performing the coordination of the operations. There is an awareness that this should be addressed. Several actions are targeting this issue, but it is in most cases still too early to assess if they will succeed. The leadership is often male-dominated, with the exception for the domestic workers unions South Africa and Mozambique. The confederation ZCTU in Zimbabwe has gender balanced leadership at worker's committee and affiliate levels, but the national leadership is largely male dominated (see also section on gender).

28 The table below provides an overview of the main areas of organisational development and the partners which were involved.

Scope of change	Explanation/contribution	cases
Zimbabwe		
Vision, strategy and planning	Capacity to adapt to changing Covid 19 reality Improved strategic and operational planning	All All
Representation, membership and - management	(Partial) recovery of membership after covid 19 New knowledge management system Incorporation of young workers and workers with disability	GAPWUZ (farm work) GAPWUZ (farm work) ZCTU (Confed)
South Africa		
Vision, strategy and planning	Capacity to adapt to changing Covid 19 reality	All
Organisational models and professionalisation	Alternative organisational models and organizing Professionalisation in various hard skills	SADSAWU (dom work) CWAO (precar work) SADSAWU (dom work) CWAO (precar work)
Leadership	Awareness of need to broaden leadership base Empowering workers' org with support of advice office	SADSAWU (dom work) CWAO (precar work)
Representation, membership and – management	(Partial) recovery of membership after covid 19 Opening-up for migrant workers & seasonal workers Popularising new methods of organizing	CSAAWU (farm work), & SADSAWU (dom work) CSAAWU (farm work) CWAO (precar work)
Mozambique		
Vision, strategy and planning	Capacity to adapt to changing Covid 19 reality	All
Professionalisation	Improved communication/media skills Development of local structures Communication skills	SINTAICAF (farm work) SINED (Dom work) COMUTRA (confed)
Inclusion of youth	Establishment of youth committees	SINTAICAF (farm work)
Capacity to reach out	Improved logistical capacity to cover country	All



- ²⁹ Not all of the organisational changes listed above were exclusively funded by FOS or only achieved through external funding. The capacity to adapt to the covid 19 pandemic, for example, was supported by FOS in an active way by helping partners to adapt their strategies and organizing exchange of ideas between partners. At the same time, it was for most organisations also a survival strategy in which external support was only one element. It was largely driven by and coordinated by the leadership of the partner organisations.
- ³⁰ More generally, while the FOD programmes did work on several areas of organisational change, either directly via FOS funding for specific activities or more indirectly through the core funding that FOS provides, many activities were rather punctual and small in size. Most partners are, however, confronted with many critical needs in the area of organisational development, both in terms of hard and soft skills, as well as related to operational budgets. The capacity development needs are substantially larger than what FOS is currently providing for. A second area of attention relates to the fact quite some of the capacity development activities seem to target short term needs of the partner organisations, rather than taking a long term perspective. There is also limited reflection on how other CSOs that interact with the partner organisations, need to be involved in the programme to ensure a healthy and sustainable civil society ecosystem that can scale-up activities and thrive in the long term. As such, while the capacity development activities address real needs of individual partners, they still lack a more long term, strategic focus, which embeds the actions in the broader web of CSOs operating in a sector..
- ³¹ **Institutional capacity** – The focus of institutional development efforts vary quite a lot across the three countries, in line with differences in the type of partners that are supported and the national context.
- ³² In Zimbabwe, most of the work is centered around traditional trade union work. While changes in the government did not result in a democratic transition and civic space is still heavily restricted, there have been significant openings in how the government engages with trade unions. Some of the existing spaces for social dialogue have re-opened and at the national level, progress has been made with the tripartite mechanisms (see case study on TNF in section 4). In this context, efforts focus on strengthening social dialogue at different levels, and some work on litigation.
- ³³ In South Africa, litigation has become a key strategy, both at the company level but also at national level. This is a consequence of the hostile position taken by most employers and the fact that the government is generally inclined towards neo-liberal recipes. When the government does formulate new policy intentions related to decent work, the actual implementation often lags behind significantly. In addition, precarious workers tend to be poorly recognised and represented in existing labour relations and institutions. Most FOS partners have a structural collaboration with other CSOs and legal specialists to support them in their litigation efforts. Under the period under review CWAO, SADSAWU and CSAAWU have all increased their capacity to use litigation to forward their policy influencing agendas. In the case of the domestic workers union SADSAWU, the representative role of the SG in the international domestic workers movement, have resulted in structural interactions with ILO. These have helped to also feed the policy debate in South Africa. Aside from this, the three partner organisations visited,

were engaged in large scale advocacy campaigns, most often executed in collaboration with other CSOs, academic centers and/or think tanks.

³⁴ In Mozambique, the trade union movement is still under development. An important organisational change process that was supported by FOS, involved the merger of two trade unions in the agricultural sector. This created new opportunities for geographical expansion, organizing, and the development of services.

³⁵ The table below provides an overview of the main areas of institutional development and the partners which were involved.

Scope of change	Explanation/contribution	cases
Zimbabwe		
Social dialogue	National level: new strategies to engage with min of labour in social dialogue (TNF) Sectoral level: strengthened capacity to engage in policy spaces	ZCTU (confed) GAPWUZ (farm work)
Litigation capacity	Strategic use of litigation for media exposure	GAPWUZ (farm work)
South Africa		
Litigation capacity	Increased capacity to mobilise internal and external expertise for litigation at company-level, sectoral and national level	All
Networking capacity	Systematic practice of networking and sourcing expertise from external organisations	All
Legitimacy	Societal recognition through documentaries and film award Increased recognition & legitimacy on organizing precarious workers	CSAAWU (farm work) CWAO (precar work)
Societal outreach capacity	Introducing social movement unionism strategies	CSAAWU (farm work)
Policy influencing capacity	Broadening influencing and mobilizing strategies: value chain approach / tackling whole area Organizational learning in mobilizing for large-scale campaigns (TIERS/ Open_CCMA / alternative representation / COIDA / nat min wage / UIF) Mobilising ILO experiences and networks for domestic action and exert pressure	CSAAWU (farm work) SADSAWU (dom work) & CWAO (precar work) SADSAWU (dom work)
Mozambique		
Processes of integration of trade unions, federations and confederations	Merger of SINTAF and SINTIC: new constitution	SINTAICAF (farm work)



Social dialogue capacity (local level)	Indications of improved capacity for social dialogue	COMUTRA (confed), & SINED (dom work)
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Table 4 Summary of institutional changes at partner level

- ³⁶ **Gender mainstreaming capacity** - Overall the FOS partners have a strong focus on gender, gender awareness, mobilising women, building women's leadership, building women's ability to articulate issues that affect them and to place their demands on the table. This ranges from women leadership training and including demands around maternity leave and equal pay (all countries), up to the provision of a dedicated child care room for children's activities so that mothers can participate in meetings and workshops (CWAO – South Africa). The inclusion of the theme of gender based violence across all partners in South Africa is noted.
- ³⁷ In South-Africa, there is quite an extensive network of internal and external partners that support the weaker FOS partners in this areas. FOS partners have been able to draw on each other's expertise for information, support and training. For example, the bilateral cooperation between ILRIG and CSAAWU, WFP and CWAO has been particularly useful in the work on gender, building women's activism and organising women. The FOS training in South-Africa on gender based violence was specifically mentioned as significant and there is a request for more of this, with the remark that it would need to include the topic of femicide in the future.
- ³⁸ In Zimbabwe, the role of women workers committees (in 14 ZCTU affiliates) in advancing the decent work agenda is notable though several challenges remain 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 functionality of these committees. In Mozambique, there have been similar efforts to build women workers committees.
- ³⁹ Gender in leadership is still a contested area amongst some of the FOS partners in the three countries. In South-Africa, women faced serious difficulty to get into leadership positions in the trade union. In Zimbabwe, the president of ZCTU is currently a woman, for the first time in the history of the organisation. At the Branch Committee level women participation is also visible and women are pushing for the leadership posts. Notably at the national level the representation of women was secured by the set quota numbers (affirmative action) and none of the branches nominated women to the National Executive. The vice-president is currently the only woman out of an executive leadership of eight positions. However, the progress in the number of women growing into leadership positions, was perceived by some male representatives in leadership positions to be the consequence of policies that disadvantage males, and that there was a risk for female domination. It begs the question if there is a real understanding of why gender is an important component of workers' rights and how to ensure that it does not invoke negative masculinity narratives and push back?

- 40 In section 4, a case study (with contribution analysis) is provided of the work of confederation COMUTRA on the national gender policy. COMUTRA's efforts have contributed to improved visibility of the topic inside the member unions. Jointly they have played an important role in drafting the new gender policy, and developing its implementation strategy.
- 41 While a lot of actions on gender could be noted, a transformative gender lens was not always present. A more holistic integration of how the gender situation relates to patriarchy and the current economic model is still lacking.
- 42 There is quite extensive expertise on gender amongst several FOS partners, which means that further steps can be taken by building on the capacity and expertise to share and support partners through the FOS partner network and even bilaterally.

Scope of change	Explanation/contribution	cases
Zimbabwe		
Building women's trade union structures	Establishment of women workers' committees in 14 ZCTU affiliates	ZCTU (confed)
Building women's leadership	Affirmative action at national level is resulting in higher female quota.	ZCTU (confed)
South Africa		
Gender awareness	Increased gender awareness	CSAAWU (farm work), & CWAO (precar work)
Gender-based violence	Training activities and pamphlets	SADSAWU (dom work)
Recognition of female labour	Strengthen actions to have domestic work recognised with equal rights	SADSAWU (dom work)
Mozambique		
Gender	Establishment of women's committees	SINTAICAF (farm work)
Gender mainstreaming	Renewal of the national gender policy of the trade union movement	COMUTRA

Table 4 Summary of changes in cross-cutting issues at partner level¹

¹ According to the common interpretative framework on capacity development



Box – Gender mainstreaming in farm workers’ union CSAAWU (South Africa)

The CSAAWU leadership is still largely male dominated, but there is a recognition that this needs to change. There is a conscious effort to work on gender parity within the organisation. CSAAWU through its partnerships build women’s capacity to lead, as shop stewards and health & safety representatives. At shop steward level, progress has been made, resulting in the fact that 50% of the leadership positions are now women. Many women are health and safety representatives in the work place. While still under development, CSAAWU is gradually making progress in the set-up of appropriate women’s structures. The women’s structures received legal training and in turn provide legal support to members.

CSAAWU is also trying to break down patriarchy and race in its interactions with the members and the community and in their actions towards employers. This is especially the case with the isiXhosa workers and “coloured” workers, with the aim of building unity. Gender issues are integrated into the struggles and demands of CSAAWU such as “equal work, equal pay”, maternity/paternity benefits, access to toilets, sanitary towels, pregnant worker rights and so on. CSAAWU’s women members are included and involved in Mawuybuye’s and Rural Women’s Assembly’s activities and training as well as with ILRIG. These include gender based violence training, SMS HELPLINE for GBV, childcare, gender sensitivity, gender mainstreaming, study circles, psychosocial support for personal issue becoming political, women’s activism, patriarchy & capitalism etc. CSAAWU encourages women to attend events with their children. Community involvement is encouraged and members support community activism such as protest actions if there is rape or murder in the community.

Another aspect to emerge at the program level pertaining to gender inclusion is the definition of gender that was used – it appears it was not encompassing of workers who identify outside of the binary gender identity as such the program did not deliberately set out to reach other gender identities. There is still little to be found in the reports on LGBTIQI+ and no mention was made in the interviews and focus group session on this². In addition, the FOS reporting forms do not request specific information on LGBTIQI+. In the case of South-Africa, one of the external partner organisations (WFP) provides training on LGBTIQI. However, there are no signs yet that this thematic area is being picked-up in the FOS programme as a systematic transversal theme across the three countries.

3.2 ANALYSIS OF FOS CONTRIBUTION

- ⁴³ FOS refers to three main roles in their interactions with partners: advisor, reflective observer and facilitator. In Southern Africa region, the role of the FOS office depends on the capacity of the partners, weaker partners get more advice. In general terms, the FOS office seems to take-up mainly the role of facilitator (for most partners) and advisor (for some partners), less of a reflective observer. An exception is the work done on gender, where the FOS officers played an active role in reflecting together with the partners how the actions could be designed and which

² The evaluators did not probe explicitly on this topic as it did not emerge in monitoring reports, nor spontaneously in the interviews.

partners should be involved. However, while the three roles were not explicitly discussed in interviews with the FOS office, a certain picture emerges from the interviews, interactions and observations during the evaluation: the regional FOS office wants to avoid interfering with the partners' core-business, and therefore takes-up a facilitation role, supporting them mainly in financial, administrative and operational matters. The partners experience the FOS office as responsive and flexible. When changes are required in programming and/or budgets, this is generally supported and implemented in a flexible way. The moral support they obtain from the office is also appreciated.

3.3 CONCLUSION ON THE EFFECTIVENESS AND RELEVANCE OF THE CONTRIBUTION TO ORGANISATIONAL AND INSTITUTIONAL DEVELOPMENT

- ⁴⁴ **Organisational capacity** – Several changes could be observed in organisational capacities, either directly via FOS funding, or in collaboration with external partners, or implemented independently by the partner organisation. While all the FOS partners are confronted with critical needs, in the overall programme, organisational development is a rather small component.
- ⁴⁵ **Institutional capacity** – More attention has been given to the strengthening of institutional capacity in the area of social dialogue, litigation, and campaigning. Several of these activities were also supported through other external partners. The FOS partners are in the driving seat to ensure that the contributions of different partners are aligned.
- ⁴⁶ **Gender** – Gender has been an important area of action across the three countries. Several successes have been reported in the area of gender awareness, building women's leadership, establishing new trade union structures for women, fighting for the recognition of female labour, as working on gender-based violence. The programme is using existing expertise in the partner network or beyond to capacitate other partners. While recognising the progress made, it can be observed that a holistic framework to incorporate the multiple layers of gender discrimination is still lacking. Over time, the gender work might run into structural obstacles if these are not systematically addressed.



4 Contribution to public policy changes

⁴⁷ This section provides an overview of some of the key policy changes that were achieved through the different programmes in the three countries. On the basis of five case studies of lobby and advocacy campaigns, we assess the contribution of the FOS partners and the respective FOS programme through a light form of contribution analysis.

4.1 CHANGES IN PUBLIC POLICY REGARDING LABOUR RIGHTS

4.1.1 CROSS-CASE ANALYSIS

The table below provides an overview of the five cases that were assessed through a light contribution analysis. A sixth case can be found under chapter 5 on social dialogue.

Country and partners and case	Results	Contribution of the partners
Case 1: Zimbabwe – GAPWUZ (farm workers) Contribution to OSH regulation (SI197 of 2020)	The agriculture sector becomes the country's first Occupation Safety and Health regulation (SI 197 of 2020)	Medium contribution
Case 2: South Africa – CWAO Litigation and campaigning to ensure permanent contract for temporary workers	Campaigning by CWAO and joint litigation with NUMSA to ensure temporary workers can obtain permanent status under Labour Relations Act (LRA) when employed for more than 3 months	Medium to high contribution
Case 3: South Africa – SADSAWU Successful campaign to improve social protection for domestic workers (COIDA)	This case describes the final chapter in a campaign of 25 years to fight for the inclusion of domestic workers under de COIDA legislation. COIDA provides occupational safety mechanisms to workers.	Medium to high contribution
Case 4: South Africa – CSAAWU Introduction of value chain approach to fight for labour rights of farm workers	This case covers CSAAWU's work on the cheese value chain. Rather than organising in an individual company, CSAAWU mobilised workers at different chains of the value chain to bring about change on the farms and in the transport company.	High contribution
Case 5: Mozambique – COMUTRA Contribution to revision of national gender policy	This case covers the work of the confederation COMUTRA related to the revision of the national gender policy and its implementation	Medium contribution

Table 4 Summary of cases studied

The table below does a qualitative assessment of the importance of the observed change in each case and the contribution by the FOS partners in each case.

Importance of change in terms of health and labour rights	High		Case 2 – Temporary workers (South Africa, CWAO) Case 3 – Social protection for DW (South Africa, SADSAWU)	
	Medium		Case 1 – OSH regulation (Zimbabwe, GAPWUZ) Case 5 – Contribution to national gender policy (Mozambique, COMUTRA)	Case 4 – Value chain approach (South Africa, CSAAWU)
	Low			
		Low	Medium	High
		Contribution from partners		

Table 4 Contribution by the partners against the estimated importance of the change.

CASE 1 - ZIMBABWE: CONTRIBUTION TO OSH REGULATION (GAPWUZ)

⁴⁸ This case looks at actions by the General Agriculture and Plantation Workers Union of Zimbabwe (GAPWUZ) in the area of occupational safety and health (OSH). This is only one area of their broader agenda. By strengthening and supporting farm workers to better demand their labour rights, GAPWUZ is involved in improving their living and working conditions, for example, through education about their rights and offering legal assistance in accessing the same rights. Since the early 2000's Zimbabwe has been experiencing high levels of de-industrialisation that have resulted in the diminished quality of jobs and an exponential growth of the informal economy. The prevailing turbulent macroeconomic environment in Zimbabwe creates various decent work deficits where employers face challenges on the provision of quality jobs with decent working and living conditions. This results in increased pressure on the workers in the agricultural sector who are historically the most vulnerable in the labour market.

⁴⁹ Interestingly, the change in leadership in Zimbabwe in 2017 and the ushering in of the Second Republic whose thrust is on engagement and re-engagement with non-state actors created a unique opening up of previously restrictive political economy and policy spaces. GAPWUZ strategically utilized the inclusion, shift and opening up of space within government that it was previously excluded from to lobby and advocate for a decent work agenda and improved access to health and safety for workers (OSH).

⁵⁰ Covid 19 negatively affected the working and living condition of farm workers. The pandemic illuminated the urgency of an OSH implantation framework especially for essential services which included the agriculture sector that continued working during the national lockdown period. This went in at least three partially overlapping phases.

⁵¹ Firstly, since 2017 the confederation ZCTU, another FOS partner, lobbied and advocated for the national OSH standards and regulations and engaged in social dialogue with different actors pertaining to the inclusions for a comprehensive OSH Code. In 2019, ZCTU conducted



knowledge exchange trips to Tanzania, South Africa and Zambia to ensure alignment to the OSH regional standards.

⁵² Secondly, during 2020, the draft was reviewed to incorporate COVID-19 considerations and legal clauses to ensure adherence and legal enforcement. In the same year the OSH national policy was launched and the Bill on the same is currently tabled before Parliament. To ensure improved access to health for workers the ZCTU advocated for the accelerated promulgation of the Public Health Act and lobbied for the inclusion of workers (formal and informal sector) and community members in the District, Provincial and National health teams. In 2019 ZCTU ran an awareness raising campaign on the rights to health for workers and carried on in 2020 as a result of an increase of health risks and deaths caused by COVID-19. It has created awareness within the workforce that has seen increased action by workers pertaining to demanding access to health care. ZCTU drafted COVID-19 containment and control measures at the workplace that were adopted by Cabinet and contributed to the development of the Statutory Instrument (SI) 84 of 2020 on Public Health, COVID-19 Prevention, Containment and Treatment.

⁵³ In follow-up of this statutory instrument of 2020, GAPWUZ through the Ministry of Public Service, Labour & Social Welfare lobbied for the acceleration of the gazetting of a pending statutory instrument on OSH and environment for the agricultural industry. The drafting and consultation had already commenced in 2014. In 2017 the draft OSH Code was presented to stakeholders and then submitted to NSSA for review in 2018. It received feedback from stakeholders review in 2019. GAPWUZ used the policy window emerging through the pandemic to push for the adoption and gazetting of the statutory instrument (SI197 of 2020).

⁵⁴ The main strategies deployed were the following:

- Documenting increasing number of incidences with OSH occurring in farms nationwide, and feeding them to the media.
- Awareness raising workshops of the need for OSH standards with stakeholders e.g. NEC, Unions and Employers, (primary).
- Contribution to OSH code and standard: technical support funded by FOS for the design of the code, the negotiation of the format of the code and the adoption framework, participation to the OSH Task Force Committee.
- Annual reports of ZCTU also put the topic on the political agenda.
- Development of training manual on OSH standards and simplified handbook on SI197 instrument with experts funded through the FOS program.
- Training of union officers and union structures at different levels improved the capacity of the union

⁵⁵ In addition to the above, GAPWUZ also facilitated the establishment of OSH committees in farms in July 2020 and worked on the inspection and enforcement of OSH standards such as the provision of PPE and PPC by employers to workers.

⁵⁶ The evaluation team concludes that the FOS program contributed moderately (medium) to the development of the first OSH regulation (SI 197 of 2020) in the country for the agriculture sector. There are several other factors that also contributed to this result, firstly, the political will ushered in a conducive policy making environment that contributed to the momentum of different state

actors (NSSA, Ministry of Public Service, Labour & Social Welfare). Secondly, the FOS program contributed (through CHWG in a supporting role) in improving access to health for farm workers, through the training and awareness raising, provision of solar equipment to clinics, and technical support provided by CHWG staff.

CASE 2 - SOUTH AFRICA: LITIGATION AND CAMPAIGNING TO ENSURE PERMANENT CONTRACTS FOR TEMPORARY WORKERS (CWAO)

- ⁵⁷ This case describes the story of CWAO's work in the period 2018-2021 to improve the contract status of casual workers. The case did not start in 2018, but follows a long period (2015-2018) of awareness raising, campaigning, organizing and litigation after the Labour Relations Act (LRA) was amended in 2014 in the area of temporary employment services (labour brokers). This amendment of the Labour Relations Act (LRA) aimed at protecting workers placed in temporary employment services and regulating low paying non-standard employment. The Temporary Employment Services in Section 198A of the LRA (2014) relates to labour brokers as an entity that provides workers to work for a "client" company. More practically, it states that workers placed in ongoing work become permanent workers after 3 months. In the period 2015-2016 CWAO facilitated the emergence of the Simunye Workers Forum (SWF), which is run by and for casual workers, and plays an essential role in the case study. Between 2015 and 2018, the amendment regarding temporary employment has been continuously challenged by labour brokers and employers through submissions before the Commission for Conciliation, Mediation and Arbitration (CCMA), the dispute resolution body of the LRA, as well as several times in court. For example, in 2015 one of the labour brokers challenged this amendment before CCMA, but it was not successful. However, in 2017 the labour broker was successful in challenging the permanent employment amendment when the case was brought before the labour court. This again opened the door for a dual employment system in which temporary contracts could exist for long periods of time. This ruling was then successfully challenged in 2017 by the trade union NUMSA and CWAO before the Labour Appeal Court, upholding the original CCMA ruling of 2015. Finally, in a final challenge in 2018, it was again upheld in the Constitutional Court. For this latter court case, CWAO made a submission to the court as Amicus Curiae. SWF helped CWAO to give substance to the material to be presented in court. They also outlined the practical difficulties of being employed by dual employers including having two disciplinary codes, applicability of who dismisses or reinstates a worker, a protected strike by one employer and not the other and so on. SWF also mobilised casual workers to demonstrate at the court hearing.
- ⁵⁸ Despite these victories in litigation, there have been several pushbacks over the last few years from employers and labour brokers, partially re-enforced by the covid-19 crisis which made collective action more difficult. One strategy by employers has been to dismiss workers that were made permanent and to switch to a zero hour work contract, which does not fall under the regulation. Another strategy used by labour brokers and companies is to enter into service level agreements as a "service provider" instead of labour broker or independent contractor. Finally, during the lockdown, companies did not pay the Temporary Emergency Relief Scheme money and a lot of workers were not getting paid.



⁵⁹ The actual litigation was only one element of CWAO's strategy to improve the contractual status of casual workers. It embarked on a multi-modal campaign to raise awareness amongst casual workers about the new amendment of the LRA, which then resulted in a much larger demand for CWAO's services. This went hand in hand with a comprehensive strategy in which employers that were not granting their temporary workers permanent employment after three months, were brought before the CCMA. In this way, in the period 2015-2021, more than 15.000 workers obtained a permanent contract through the intermediation of the CCMA. Most likely, many more temporary workers obtained a permanent contract by employers without CCMA intermediation.

⁶⁰ The main strategies deployed were the following:

- Before 2018: intense campaigning by trade unions and NGOs to ensure that labour brokers and temporary low earning work is regulated.
- Throughout the 2015-2021 period: education & awareness campaign on new amendments. This included ongoing popularising casual worker rights and worker education; workplace organising of casual workers; work stoppage; demonstrations; media performances; workplace negotiations (that includes the change of the CCMA rule to include representation for non-union members)
- Assisting workers in obtaining a permanent contract through interactions with the employers and through CCMA intermediation.
- The establishment of the Simunyane Workers Forum is part of new forms of organising and mobilising precarious workers as well as taking up worker issues outside of the traditional labour movement
- FOS supported this process in different ways: support and contribution for training and education materials, worker committees, collective action, and legal aid. There was exclusive FOS support for alternative media, and close cooperation with FOS partner WFP.

⁶¹ In conclusion, this case study covered a longer period than this programme, but CWAO's role has been instrumental in ensuring that a substantial group of temporary workers would be granted a permanent contract, in line with the 2014 amendment of the LRA. It has been a leading voice, and it provided direct assistance to thousands of workers. In addition, it played an important role in the legal battles that were initiated by labour brokers and employers to challenge the amendment. The FOS support for CWAO helped the office to continue with the litigation strategy, support the creation of SWF, as well as develop a whole set of services for casual workers and representation at the CCMA. While CWAO played the leading role, other CSOs also supported the work, for example for the litigation, the protests, and the campaigning. The contribution of CWAO to the observed changes can be called medium to high.

CASE 3 - SOUTH AFRICA: SUCCESSFUL CAMPAIGN TO IMPROVE THE PROTECTION OF DOMESTIC WORKERS IN THE AREA OF OCCUPATIONAL HEALTH (SADSAWU)

⁶² This case describes the final chapter in a campaign of 25 years to fight for the inclusion of domestic workers under de COIDA legislation. The Compensation for Occupational Injuries and Diseases Act, No 130 of 1993 (COIDA) provides for compensation for disablement caused by occupational injuries or diseases sustained or contracted by employees in the course of their

employment, or for death resulting from such injuries or diseases³. The first steps of campaigning started as early as 1994. Over a period of more than 20 years, worker organisations and NGOs were sending memorandums and petitions, send submissions for the revision of the employment act, organised protests and sit-ins. For many years there were promises by different ministers that they were going to act on the issue, but nothing changed.

⁶³ A pivotal moment in the campaign was an incident in 2019 with a domestic worker drowning in a swimming pool at the employer's residence. The fact that the family of the domestic worker was left with nothing, was picked-up widely in the media and it became a symbolic case that was used by SADSAWU and others to demand justice for domestic workers. An investigation was launched and the court case played a central role in the campaign, which continued with sit-ins, protests before parliament, petitions, etc. Winning this pivotal court case was seen as a watershed moment not only because it recognised domestic workers as workers that should have access to COIDA, but it also opened COIDA for other groups of precarious workers (eg. platform workers, ...). A positive side effect of this recognition is that the state now has to open new spaces for collective bargaining for these groups as existing channels do not cater for their needs.

⁶⁴ After the court case, the government could no longer ignore the calls and gradually the ministry of labour became more responsive to the demands of SADSAWU.

⁶⁵ Factors that affected the outcomes of the case:

- Difficulty of organising domestic workers as they find themselves in an atomised environment. This complicated the fulfilling of the legal requirements to work as a union (see next bullet).
- SADSAWU faced substantial organisational challenges in the last decade. A first defining moment was the departure of one of the leading figures of SADSAWU during the pivotal court case in 2019, which could have derailed the union. A second critical moment was when the union was deregistered for not fulfilling the statutory requirements in 2011. However, SADSAWU managed to continue operations, even in turbulent periods.
- The fact that the secretary general of SADSAWU is also heading the international domestic workers' movement has also strengthened the domestic work of SADSAWU. The interactions with ILO gave credibility and resulted in peer learning.

⁶⁶ The main strategies deployed were the following:

- Strategic collaboration and support from dedicated academics of the Social Law Project for research, support for the COIDA submissions, technical support in different areas, reviewing the organisational model of SADSAWU (since 2009); and from the NGO SERI for the litigation strategy and media support (since 2017). All partners indicate that the partnership results in a lot of organisational learning across the organisations.

³ <https://www.saica.org.za/resources/legislation-and-governance/compensation-for-occupational-injuries-and-diseases-act#:~:text=The%20Compensation%20for%20Occupational%20Injuries,from%20such%20injuries%20or%20diseases.>



- There was a good role division, where each partner could play out its respective strengths. SADSAWU was deliberately taking-up a leading role in media coverage.
- SADSAWU developed productive interactions with the department of labour, gradually committing them to the COIDA demands
- Key publications by partners (eg. Social Law Project and WIEGO) pushed the credibility of the demands.
- Strategic litigation created a key precedent that then pushed the government to include domestic workers (and other precarious workers) under COIDA. All the partners on the court case issued joint press statements to bring out one strong voice.

⁶⁷ In conclusion, this case shows how long term, sustained campaigning in collaboration with different types of actors can bring about structural change for precarious workers. The contribution of SADSAWU to the observed changes can be considered as medium to high. Several key informants stressed the important role played by SADSAWU. While the organisation is small and it had to rely on external expertise of different partners for different parts of this large-scale campaign, it remained in the driving seat. They were in the core of the campaigns, leading the protest, being the applicant in the court case, bringing in knowledge and experiences from the ground, organising the workers, connecting with the international debates on domestic work etc.

CASE 4 - SOUTH AFRICA: MOVING TOWARDS A VALUE CHAIN APPROACH (CSAAWU)

⁶⁸ This case in the cheese value chain in the Cape province emerged from a new strategy to make better use of the union's leverage within a specific value chain. By organising across the chain, pressure can be increased in business-to-business relationships, and through consumer pressure. Before the start of this case, the South African NGO TCOE had been supporting CSAAWU to develop a value chain approach in which you mobilise workers in one of the client companies of the company where the main problems can be found. Once the workers in the client company put pressure on the supplier where the problems can be found, for example by refusing to handle their products, the contractor will need to act to keep the business. The approach developed by TCOE was first tested in the wine sector, where problems on wine farms are always difficult to tackle when approached in isolation. CSAAWU was then encouraged to organise workers along the chain: the transport company, the cellars, and the companies selling and distributing the wine. Where possible, they also try to work internationally, through consumer pressure, for example by demonstrating the problems with illegal pesticides that are used on the farms. They also approach the investors of the companies where the problem can be found. Once the union manages to organise workers in different parts of the value chain, the pressure can be increased on the farms.

⁶⁹ In the case in the cheese value chain, the workers on the dairy farm were treated poorly, and there were serious discrimination problems with the company transporting the milk. CSAAWU started organising the workers in the cheese factory, as well as in the transport company and the dairy farm. Once a critical mass of workers were organised in the cheese factory, they started campaigning against the suppliers which were violating several labour rights. They indicated they no longer want to handle the milk coming from that farm and transport company. CSAAWU also

developed several community outreach activities to engage the communities of the affected workers. The overall campaign triggered the visibility of CSAAWU, which increased the membership and then allowed to increase the demands. As a consequence, a number of successes were obtained in the region:

- Substantial wage increases on farms and along several companies in the value chain
- A large improvement for the problems of discrimination and other labour violations
- A strongly improved arrangement for maternity leave
- An improved transport system that is free for workers
- More social cohesion in the community

⁷⁰ The main strategies deployed were the following:

- Organising workers following a value chain approach
- Building leverage inside the companies with problems but also further down the supply chain
- Exploring the power of consumer pressure and that of investors
- Using elements of social movement unionism by working actively with communities to improve the access to basic services, fight crime, and build solidarity

⁷¹ More recently, there has been a backlash from some employers, for example by obstructing the work of the union. The changing patterns in where the products are exported, also complicates the organising via a value chain approach.

⁷² In conclusion, CSAAWU's contribution to the observed changes in this case is high. It has been supported by other CSOs, such as TCOE, but it was the leading actor throughout the change process. The FOS programme contributed by providing core funding for CSAAWU, and funding some of the campaigning activities.

CASE 5 - MOZAMBIQUE: CONTRIBUTION TO THE REVISION OF THE NATIONAL GENDER POLICY FOR THE TRADE UNION MOVEMENT (COMUTRA)

⁷³ This case covers the work of the gender committee COMUTRA of the confederation of trade unions and relates to the revision of the national gender policy and its implementation. Through its lobby and advocacy work, COMUTRA has contributed to the revision and implementation of the gender policy.

⁷⁴ Mozambique approved its first National Gender Policy and its strategy of implementation in 2007. This policy established the guidelines to ensure decision making and identification of actions to improve women's status and promote gender equality in the country. After 10 years of implementation and assessment revealed advancements, particularly with respect to increased number of women in the decision-making positions. However, there were also observed challenges related to female participation in the decision-making positions at the levels of districts and municipalities.

⁷⁵ In addition, since 2007 when the policy was adopted, at global, national and regional level there have been multiple changes in economic, political and social dimensions. Since 2014, the country has represented the highest gender quote in parliament (38%).



- ⁷⁶ COMUTRA is one of the organisations that through L&A contributed to the revision of the Mozambique gender policy in 2018 and to the implementation of its specific gender Policy drafted and approved in 2012. Nonetheless, the 2017 report on the revision and evaluation of the national gender policy (*Avaliação e Revisão da Política de género e estratégia de sua implementação: relatório final*) indicates a list of public and private organisations in Mozambique that had sectoral gender policy. The trade unions were mentioned and no information was provided regarding to the gender policy for the trade union.
- ⁷⁷ COMUTRA's attention for gender issues is reflected in its own operations. The confederation has systematically opened up leadership positions to women, both inside the confederation and amongst the affiliate unions across the country.
- ⁷⁸ Since the adoption of the gender policy in 2007, COMUTRA has been instrumental in socialising the gender policy within Mozambique, with the aim of empowering women in the labour market. COMUTRA focused on helping women to fight for decent working conditions, particularly regarding equal pay, fight against sexual harassment and abuse in the working place and access to leadership positions.
- ⁷⁹ A combination of individual and collective actions by COMUTRA contributed to the revision of gender policy.
- The improved national outreach of COMUTRA contributed to its work in this area. FOS supported the creation and functioning of provincial delegations of COMUTRA.
 - Sectoral strategies were deployed by COMUTRA leaders who used their privileged access to media (national TV and radio) to raise awareness about the gender policy and the need to update it.
 - At the company level, COMUTRA used its presence to fight for women's rights, which again also provided input and support for the gender revision process. An example is the the progress made on gender issues in the Maputo city harbour, where female workers previously did not have access to many jobs and were treated differently. In this way, COMUTRA actively engaged in changing perceptions that traditional male-dominated professions should also be accessible for women. Also the other way around, they worked on the perception that domestic work is for women.
 - Participation in the hearings and evaluation of the gender policy: (1) Members of COMUTRA attended public hearings about the gender policy; (2) with FOS support COMUTRA has informed and trained its members to ensure that one message on gender was passed across different unions.
 - Drafting of the gender policy: COMUTRA members working in the Ministry of Gender and Social Action took part in drafting the policy
 - Dissemination of the Gender Policy and its implementations strategy: COMUTRA members are invited to speak about labour issues in the national media, and they also include issues related to gender and the new gender policy
- ⁸⁰ In conclusion, the contribution of COMUTRA to the revised gender policy and its implementation of the policy of the trade union movement is high and moderate in terms of the contribution to the national gender policy of the government of Mozambique. The gender issues in the labour market were and remain a topic that attracts a lot of attention due to COMUTRA's visibility in the

unions. This visibility is strengthened by the fact that COMUTRA members have the advantage of belonging to a particular workers union and at the same time to COMUTRA. With FOS support the organization has been able to solidify its presence in the unions and ensuring that gender issues in particular sexual harassment are a common topic in the labour market in Mozambique. In this regard, Members of COMUTRA participated in different phase of evaluation and drafting of the National new gender policy and its implementation strategy at the Ministry of Gender, Children and Social Action. However, they did so as members of their respective workers unions.

4.2 INDICATIONS OF IMPACT AT BENEFICIARY LEVEL

Results of changed public policies (if any) on labour rights, access to health, and/or improved income.

⁸¹ In Zimbabwe, ZCTU held a Wages and Salaries Summit, the findings were widely used to lobby for a national minimum wage and SI 81 of 2020 was passed that improved the wages of workers. The national Occupational Safety and Health (OSH) standards and regulations was launched in 2020 and GAPWUZ facilitated the establishment of OSH committees in farms and developed the inspection and enforcement of OSH standards that improved working conditions. GAPWUZ was a key contributor to the amendment of the principal regulation for the agriculture sector (SI 116 of 2014) which contains the sector's labour laws to align to the Labour Relations Act. This resulted in the Agriculture NEC endorsing the quarterly Collective Bargaining Agreements (CBAs) on capping of fixed term contracts for the horticulture sector in March 2020.

The following emerged from the focus group discussions (FGD) with GAPWUZ on their work related to gender:

In 2019 GAPWUZ reviewed and adopted its gender policy that explicitly emphasises the inclusion of women in the workers committee and the establishment of women's committees. Through these structures GAPWUZ has trained negotiators and facilitators to handle workers' rights issues in bilateral negotiations with the employer such that a number of small issues are increasingly resolved between the employer/management and employee. According to the FGD participants the training has raised awareness of decent living and equipped members with knowledge on how to push for better living conditions. GAPWUZ set up a Gender Desk at its offices, employers and employees acknowledge its added value and that of women and village committees. It was illuminated that through social dialogue there is some improvement pertaining to GBV and sexual harassment incidences in the workplace and residential areas within farms. It emerged in discussions that through technical support received from LEDRIZ (other FOS partner) the capacity to generate evidence to support lobby and advocacy has improved. An interesting dynamic emerged from FGDs pointing to high awareness levels and improved knowledge on workers' rights through training on workers' rights and labour law. Reportedly, since the launch of the anti-GBV and sexual harassment campaign women are more confident to report GBV and sexual harassment incidences. It was posited in FGDs that the gap between awareness levels and actual complaints filed could mean that forms of sexual harassment are becoming more covert. The logic presented is the trainings adequately raise awareness of what



constitutes sexual harassment in both victims and perpetrators. It was noted that of the cases reported there is a high rate of withdrawals it was intimated that this could be as a result of lack of evidence to prove the harassment, fear of isolation in the community or conflict at home with partners. Moreover, the absence of a legal instrument to protect victims of sexual harassment was cited as another deterrent to pursue the cases. GAPWUZ through collaborations with ZCTU that works directly with the Gender Commission on sexual harassment issues contributed to the amendments to the Labour Relations Act to plug this gap pertaining to the protection of sexual harassment victims in the workplace. On the other hand, FGDs also illuminated that some female workers select to engage in transactional sex to gain privileges in the workplace (Mazowe Citrus Estate) and a case of a female worker sexually harassing a male supervisor was also reported at Mhangura farm - showing that sexual harassment is gender neutral – any gender can be victim. GAPWUZ collaboratively (employers, police Victim Friendly Unit, community elders) established various structures to provide counselling services, knowledge sharing platforms (edutainment, dramas, workshops and radio programs) and farm to farm peer platforms for dialogue to address issues of GBV and sexual harassment at the different levels.

The findings from the FGDs with ZCTU are described in the ZCTU case study.

⁸² In South Africa, impacts have been achieved at different levels and sectors. Through the work of CWAO, more than 16.000 casual workers have obtained a permanent contract in the period 2015-2021. This has happened through workplace level negotiations, bringing cases before the CCMA, strategic litigation, organising support and legal advice. The employers are now resisting more intensively. In addition, CWAO and partners went to labour court for litigation on the covid worker relief scheme (TERS), enabling the access for hundreds of thousands of precarious workers to the scheme. It was finally settled by government, which amended the scheme. From the FGDs it emerged that:

- CWAO taught precarious workers how to fight for rights legally, stand up to their employers and encouraged unity. This was very important because most traditional trade unions would only support permanent workers, not the casual workers.
- CWAO fought for wages to be equalized, overtime to be granted, transport, and bonuses for casual workers.
- Some workers explained how CWAO was organizing in their factories. Many of them were employed via a labour broker. CWAO invoked section 198 to argue that workers had to receive a permanent contract. In one case, 150 people became permanent workers in one company. In another example, 230 workers were made permanent. This was often fought by companies, but CWAO keeps on fighting back and often wins.
- In some cases, large international companies were involved, such as Ferrero from Italy. In this case, CWAO mobilised the media and the story ended-up going international. This helped to improve the situation. Another case was with Heineken South Africa. The company had developed a practice of systematically replacing permanent workers with casual workers (through labour brokers) and pay people much less. This was fought by CWAO, but Heineken resisted. They also went to the media and the case got attention in several newspapers, including the Guardian. The court cases are still ongoing.
- During covid 19 many workers lost their job. CWAO was assisting them to be re-instated.

- Despite the victories being won there were also negative developments, in some cases the workers who fought for section 198, got demoted instead of promoted.
- Migrant workers are often afraid to join CWAO and SWF because they fear losing their job.

⁸³ In the case of CSAAWU, hundreds of farm workers have benefited from the support provided in multiple farms across the Cape province. More specifically, the following improvements in working conditions have been achieved, as described in the FGDs and the M&E reporting (on average per year):

- 2-3 farms/year with a new trade union recognition agreement and/or re-instating organising rights
- 2-3 farms/year with improved housing, electricity, and/or water for the accommodation of farm workers on the farms
- 2-3 farms/year with improved protective equipment for worker
- 1-2 farms/year with wage increases per year
- 3-4 farms/year with other improvements: stopping unprocedural disciplinary action, re-instating seasonal workers, halting evictions, anti-discrimination actions

⁸⁴ In the case of the domestic workers union, the fact that domestic workers will get access to the social security scheme (occupational safety and health insurance) should benefit over time thousands of workers. SADSAWU also successfully pushed for the expansion of national minimum wage legislation to domestic workers. In the FGDs, the following issues were raised:

- SADSAWU helps the domestic workers to register for COIDA and UIF.
- They also lobby for more inspectors that visit the work places.
- SADSAWU improved the digital literacy of the workers.
- SADSAWU has helped many workers on how they can have a discussion with their employers on the working conditions, on issues that need to be changed, etc. They raise the confidence and teach negotiaton techniques.

⁸⁵ In Mozambique, one of the best documented impacts is the increased presence of women in men´s traditional professions for example in the city of Maputo harbours, civil construction and public bus driving. As a confederation, COMUTRA´s mission has been able to inscribe the gender policy into the actions of affiliated unions. Today, when speaking about women empowerment in the labour market in Mozambique, COMUTRA´s actions are recognized by men and women as critical for the visibility of women, their protection in the labour market and demand for decent working condition including equal pay. While there is no quantitative data on the impact of this work, several workers indicated in the FGD that more women are visible, more women are able to reclaim visibility and above all to report cases of abuses and exploitation. More specifically, the following impacts were reported in the FGDs:

- SINTAICAF: agriculture workers are reported to have more skills to engage in social dialogue; they are informed about their labour rights; and capable of successfully demanding better working conditions. Some issues related to gender discrimination are addressed. On the one hand, leaders of the unions at the local level are no longer composed of only men. On the other hand, women have taken some leadership positions and engaged in social dialogue with employers without fear.



- COMUTRA: beneficiaries informed that women in unions are now assuming leadership positions, are no longer seen as passive actors..
- SINED beneficiaries reported gaining knowledge about labour rights and the need to fight for their rights to be respected. Several narratives were presented regarding strategies for negotiating with the employer for the increase in wages, and labour rights, such as paid holidays, sick leave, including maternity leave.

5 Contribution to social dialogue

⁸⁶ This section looks at the outcomes related to social dialogue. Social dialogue can be understood as the four quadrants that are marked below. It involves collective bargaining; collaboration between social partners (co-determination); long-term agreements on labour relations (social pacts); and tripartite collaboration/management.

Type of actor	Type of regulation			
	No go/conflict	Unilateral decision	Negotiation	Cooperation
Individual actor	Output behaviour	Management control	Individual negotiations	Direct employee participation
Interest group (employers or trade unions)	Strike or lockout	Drawing on one's own constituency	Collective bargaining (CBA)	Co-determination
State	Protest	Legislation	Social pacts	Tripartite management

Box 6: Social dialogue versus other forms of regularising industrial relations (based on Van Gyes, 2014)

5.1 STRENGTHENED PARTICIPATION IN SOCIAL DIALOGUE

5.1.1 SUPPORT FOR THE STRENGTHENING OF SOCIAL DIALOGUE

⁸⁷ This section updates the findings of an earlier evaluation of FOS policy influencing interventions (2015) with the findings of this evaluation in the Southern African region. When strengthening social dialogue, the following elements are best taken into account:

⁸⁸ **Define realistic deadlines and targets** - Strengthening social dialogue at company, sectoral, national or international level takes time and stamina. Projects that mechanically set unrealistic deadlines for concluding x number of collective agreements, or for a 20% wage increase within one year, are doomed to produce superficial change. It is important to take into account in planning and monitoring all the intermediate steps of the process and the informal or softer aspects of change to avoid disillusionment.

⁸⁹ **Long-term "slow" funding has an added value** - The case studies show that influencing policy can sometimes take a long time. Mobilising, influencing and waiting for 'windows of opportunity' to build sufficient support for proposals takes time, but is essential to get the spoils. For funders, this is sometimes difficult to defend to donors. A case in point is the long process that the



domestic workers union SADSAWU went through in their work on CODIA, as well as the work of ZCTU on the TNF tripartite forum. Both took more than 10 years before any substantial progress could be made. Most cases in this evaluation took more than three-four years before results were achieved.

- ⁹⁰ **Building cross-union platforms in countries with a fragmented trade union landscape** - In many developing countries, the trade union landscape is fragmented, which means that the trade union movement often comes to the negotiating table divided. In this evaluation we found one successful example of external support (in which FOS has taken an important proactive role) for the merger of two unions in Mozambique.
- ⁹¹ **Strengthening unions' capacity for self-diagnosis and internal reform** - Supporting self-diagnostic processes and encouraging internal reform can help strengthen a union's role in social dialogue, for example by being more responsive to members' needs, or by pursuing a broader agenda than wage increases. FOS supports the strengthening of grassroots democracy among its members and has contributed to strategic planning capacity.
- ⁹² **Research support** - FOS invests in several research projects on labour market, regional and international benchmarking, and/or economic health of sectors. The case studies show the great added value of this strategy in feeding into the social dialogue process. The condition is, however, that the research has a clear purpose that connects to the themes of the social dialogue and that a participatory trajectory is designed for the involvement of grassroots activists.
- ⁹³ **Peer review and international benchmarking by actors such as the ILO or ITUC** – In the case of the domestic workers union SADSAWU, interactions at the level of ILO, contributed to policy influencing efforts in South Africa. The same can be stated about the interactions with ILO and ZCTU in Zimbabwe.
- ⁹⁴ **Deployment of government-mandated neutral intermediary structures** - Well-functioning structures where bilateral social consultations can take place, such as Zimbabwe's National Economic Councils, are essential to create a platform for negotiation between employers and unions. South Africa is also experimenting with labour dispute mediation techniques, where neutral bodies such as the CCMA (Commission for Conciliation, Mediation and Arbitration) intervene in the workplace to prevent the escalation of labour disputes. The experience in the evaluations of 2022 confirm this finding again.

5.2 CHANGES AT COMPANY LEVEL

5.2.1 CROSS-CASE ANALYSIS

- ⁹⁵ Social dialogue plays a critical role in the FOS programme in Zimbabwe, and to a lesser extent in Mozambique and South Africa. In some case social dialogue is a means to achieve other policy influencing goals (GAPWUZ), or an end in itself (ZCTU, CWAO).
- ⁹⁶ In Zimbabwe, ZCTU used the policy window that emerged with the change of government to make progress with institutionalisation of the tripartite social dialogue structures (see case study below). The agricultural union GAPWUZ also managed to use existing social dialogue opportunities to achieve better working conditions for its workers. For example, working hours for security guards, boiler men, pump attendants, herd men and fire tower attendants working hours were reduced from 280 hours per month to 208 hours per week. In order to improve living conditions of workers GAPWUZ engaged farm management to provide additional incentives such as essential grocery packs - though this is not part of the CBA and application is voluntary. GAPWUZ pushed for the provision of improved housing for the workers and some farms are in the process of changing employee housing to the set NEC standard. GAPWUZ set up OSH committees and conducted awareness raising campaigns on OSH issues. Some ZCTU affiliates used social dialogue to have gender equality strategies adopted and negotiate the development of gender policies by ZIBAWU as well as some banks such as NMB; POSB and Standard Chartered.
- ⁹⁷ In South Africa, the opportunities to engage in institutionalised social dialogue is minimal for precarious workers. In the case of casual workers, they are not represented by traditional trade unions, and the FOS partner CWAO had to advocate intensively to have alternative representation accepted by the government in existing spaces for social dialogue and remedy. In the case of the domestic workers union, the first condition was to have domestic workers accepted as workers. While this is work in progress, they have gradually developed productive relations with the ministry of labour to negotiate for labour rights. There are not yet formal spaces to negotiate with the employer side. The farm workers union is managing to negotiate with individual farmers, but this is often in a conflictual setting. Their attempts to have a sectoral bargaining council installed have not been successful up to now. In the absence of legitimate spaces for social dialogue, FOS partners have to resort to litigation.

CASE 6 - ZIMBABWE: CONTRIBUTION TO IMPROVED TRIPARTITE SOCIAL DIALOGUE STRUCTURES (ZCTU)

- ⁹⁸ The Zimbabwe Congress of Trade Unions (ZCTU) that represents 35 Affiliates (Sector Unions) is a leading player in promoting labour rights, quality jobs that enhance social protection and decent living and working conditions. Since the early 2000's the country has been experiencing high levels of de-industrialisation that have resulted in the diminished quality of jobs and an exponential growth of the informal economy. As indicated in case 1 on GAPWUZ, the change in leadership in Zimbabwe in 2017 has not improved democratic governance, nor civic space in general, but there has been a re-engagement with non-state actors. The ZCTU strategically utilized the inclusion, shift and opening up of space within government to lobby and advocate for



a decent work agenda and improved access to health for workers. LEDRIZ supported many of the actions of ZCTU through policy advice, technical backstopping, participation to negotiations and through research. It has been instrumental in achieving the different outcomes.

⁹⁹ In 2017 ZCTU launched an international solidarity campaign to put international pressure on various labour rights issues such as the Right to Freedom of Association, Right to OSH, Right to Collective Bargaining and the Right to Freedom from Violence and Harassment, all these were illuminated through its annual reports on Human and Trade Union rights. The International Labour Organisation (ILO) conference in June 2018 reviewed the 2017 annual report. The Ministry of Public Service, Labour and Social Welfare (MPSLSW) responded to the issues and continued to report on progress to the ILO Geneva conferences in 2018; 2019; and 2020. In 2021 ILO decided to send a High Level Contact Mission to Zimbabwe to investigate the state of human rights and Trade Union rights in April 2022. It is a second follow-up mission to monitor the implementation of the seven recommendations that were made by ILO to Zimbabwe in 2009, which were all accepted during the Government of National Unity era. While it is too early to assess the impact of the April 2022 visit, ILO's attention tends to add pressure on the government to improve their labour relations, labour rights and make progress in social dialogue.

¹⁰⁰ ZCTU also successfully advocated for the legislation of the Tripartite Negotiating Forum (TNF) Act and institutionalisation of the TNF with an independent secretariat. In the TNF, ZCTU instigates social dialogue on workers' rights (e.g. health, housing and education) and various issues that promote the decent work agenda. It also engages in national level advocacy for the progression of workers' rights.

¹⁰¹ Factors affecting the outcome of this case:

- Change of political environment and engagement structures, allies in government and policy makers
- Macroeconomic environment challenges create an impetus for employers to engage with in social dialogue with other actors to avoid flight of workers to other countries or the gold rush.
- Covid 19: Tripartite inspections and checks to bridge legislation to practice gap by assessing adherence to standards and regulations for Covid-19

¹⁰² The main strategies deployed were the following:

- Participatory dialogues sessions and decision to legislate a social dialogue forum was gazetted on June 4th 2019:
 - (1) Technical support of experts funded by FOS (i) advocating for the formalisation and legislation of the TNF Act thus ratifying the ILO Convention 144 on tripartism (2018); (ii) to engage with the creation (2020) of the 3 TNF Clusters (Economic, Social & Labour). LEDRIZ appointed by ZCTU in 2020 to sit in the economic cluster of the TNF; (iii) working on the collaboration with informal sector on the development of workplans presented during social dialogue session with local authorities.
 - (2) Meetings with social partners to restore pension value and protection of workers after de-dollarisation policy was implemented (2019).

- (3) Meetings between national leadership and ZCTU leadership to discuss the decent work agenda and social protection of workers (2018).
- (4) Social dialogue with employers (2019) on improving working conditions and/or labour rights, employers extended hand to work with ZCTU on the same.
- Proposal of TNF Act developed by the tripartite negotiating forum.
 - (1) Technical support of experts funded by FOS supporting ZCTU providing inputs in the development of the TNF Act (2018).
 - (2) Pushing for the legislation of the TNF Act through the adoption of non-combative approaches and engagement stance (2018 – 2019).
- Operationalising the TNF Secretariat: Coordination of lobby work by ZCTU to institutionalise the TNF with an independent secretariat by drafting the ToRs for the Secretariat Executive Director post (2020)

¹⁰³ In conclusion, ZCTU's contributed significantly to the legislation of the Tripartite Negotiating Forum Act and institutionalisation of the TNF with an independent secretariat through improved capacity to develop evidence informed position papers. The funding of FOS was instrumental in mobilising the necessary expertise and providing resources for the background work. This meant that the advocacy was evidence based and this strengthened ZCTU's position and credibility in pushing for the autonomy of the TNF.



6 Efficiency analysis

This section covers an assessment of the relevance of the strategies, coherence and complementarity, and the programme management.

6.1 RELEVANCE OF STRATEGIES

- ¹⁰⁴ The process of programme identification and formulation and then later on the review of the PME framework and the ownership, are discussed under programme management (6.3) and sustainability (7).
- ¹⁰⁵ Across the three countries, the FOS programme is focusing on vulnerable/precarious workers, all highly relevant from a development perspective. There is also consistency in the groups that are targeted, especially regarding the inclusion of domestic workers and farm workers. The collaboration with ZCTU in Zimbabwe goes wider in scope than just precarious workers, but it is still an important component. The same can be said for the collaboration with COMUTRA in Mozambique. The collaboration with small farmers in Mozambique also stands aside from other interventions, but is justified considering the specific context of Mozambique.
- ¹⁰⁶ The partners selection is balanced. They are generally seen as fit for purpose in terms of the aims of the different interventions. In South Africa the collaboration with ILRIG has been phased out as the budgets for the region decreased and it was felt that their added value became less critical compared to the previous FOS programmes. Other partners can fill up the gap and other strategies can be used to achieve the goals.
- ¹⁰⁷ The evaluation team observes a diverse and appropriate mix of strategies to support FOS partners across the three countries, ranging from core funding to financially supporting a wide range of activities to prepare, implement, and/or monitor lobby and advocacy initiatives. FOS also invests in complementary actions where one partner (for example LEDRIZ in Zimbabwe) provides services in support of another partner. This can range from research on the labour market, specialised training on mobilizing, technical support on social dialogue, coaching on gender issues, etc. This internal support between FOS partners is often complemented by long term collaborations with external partners (not funded by FOS), for example to support litigation efforts; processes of organisational change; and/or gender mainstreaming.
- ¹⁰⁸ The strategies developed within the different country programmes are appropriate for the different contexts:

¹⁰⁹ In Zimbabwe, the focus is largely on traditional trade union work with the confederation and the union of farm workers:

- Documenting and communicating about OSH violations
- Raising awareness amongst employers and government about OSH
- Contributing to new policy instruments on OSH
- Technical support for policy reforms on social dialogue
- Lobby work for social dialogue reforms
- Training on social dialogue

¹¹⁰ In South Africa, FOS is supporting those partners that fill critical gaps in the support systems for workers that are not supported by the traditional trade union movement:

- Education and awareness campaigns on permanent contracts towards casual workers
- Assisting workers in obtaining a permanent contract through CCMA intermediation
- Litigation at company level against decent work deficits of precarious workers
- Strategic litigation at national level to obtain rights for precarious workers (obtaining access to social protection schemes, allowing representation in social dialogue mechanisms, ...)
- Advocacy via media performances on local and national channels
- Developing publications on the situation of precarious workers

¹¹¹ In Mozambique, the emphasis is on supporting the nascent trade union movement and its interactions with precarious workers:

- Media campaigns to push gender issues at national level
- Technical inputs in gender policy development processes and documents
- Dissemination of gender policies

¹¹² The strategies were, in general, skillfully adapted to the covid 19 crisis. Where possible, organisations used alternative online means for communication. Where workers were negatively affected by covid 19-related measures from employers or government, then FOS organisations responded quickly and firmly against these measures. In some cases, the visible impact of the pandemic on precarious workers was used to pause long standing advocacy demands related to social protection.

¹¹³ While the theory of change is good at the national level from the perspective of the selection of target groups, thematic areas, partners, and strategies, the evaluation could not detect an explicit mid-term or long term strategy for the programme, for example from a civil society eco-system perspective or another model of change. Critical choices to continue or not with a long-term partner seem to be taken ad-hoc or on the basis of perceived effectiveness, rather than an in-depth analysis of the institutional web that FOS wants to support.

¹¹⁴ The main observed challenges related to the intervention strategies across the three programmes are as follows:

- **Declining membership due to covid 19** – Several FOS partners have been confronted with falling memberships levels during the pandemic. This had many reasons: people lost their jobs and then gave up their membership; with the lack of social interactions,



part of the workers stopped engaging with their workers' organisation, .. At the same time, in response to this, many FOS partners increased their efforts to re-build their membership, using all (online) means to their disposal. The evaluation team did not obtain the exact membership numbers, so the final trends could not be documented.

- **Negative economic trends** – In several countries, the economic situation was deteriorating during the intervention period, making it more difficult to achieve new labour demands.
- **Ideological differences amongst the FOS partners in a given sector** – In South Africa, quite strong ideological differences could be observed between some FOS partners. This would lead to situations where one partner strongly believes in the role of trade unions and their instruments, and another partner would have fundamental questions about the relevance of trade unions. While this ideological diversity was not perceived as a structural problem by the evaluation team, as there was basic respect between all the FOS partners, it could lead to contradictions in the different strategies. While seeking convergence between the different ideological positions should probably not be the goal, at the same time, entering in a dialogue about the different positions could be an enriching experience to learn from.
- **Limits of the boomerang effect** - On a positive note, FOS partners in Southern Africa (especially in South Africa), are increasingly exploring advocacy strategies that try to create leverage by engaging actors further down in the supply chain, such as buyers. For now, this is often done through what has been described by scholars as the 'boomerang effect'. This implies that you first try to escalate a problem by raising awareness about decent work deficits at the international level, for example amongst the European buyers of South African wine. By doing this, you then hope that these buyers will put pressure on the South African wine producers to improve the working conditions on their farms. While this can be an effective advocacy strategy, it does tend to ignore the responsibility of the international buyers, who are increasingly putting pressure on the price (price squeeze) and on the way products are sourced (short turn-around times, increasing the specifications, ...).
- **Long term impact of litigation strategies** (South Africa) – Litigation is a critical strategy in the South Africa programme through which a wide range of benefits for workers have been achieved. This has been achieved through the litigation of companies and through strategic litigation at national level. Although this is likely to remain an important strategy in a context where employers and the government are not genuinely engaging in social dialogue, some of the limits of litigation are also emerging. Employers tend to find new ways of circumventing the gain made in court, leading to a continuous backlash.

6.2 COHERENCE AND COMPLEMENTARITY

¹¹⁵ The level of complementarity and collaboration is generally good at national level, but limited at regional and international level.

Country-level - The overall coherence is good at national level, in the sense that there is a clear focus across the different interventions in terms of target groups (mostly precarious workers, which are not serviced by traditional trade unions), and the thematic areas. There are multiple forms of collaboration between partners at country level, either with one partner supporting another partner on a specific theme or methodology (gender, research, political education, ...). In some cases, the collaboration is ad-hoc, limited to a single training, in other cases, there is a long-term structural collaboration, such as between the think tank LEDRIZ and the confederation ZCTU in Zimbabwe. In the case of South Africa, ideological differences between some of the partners make structural collaboration difficult between some partners, but this is the exception. There is generally a high level of openness and a constructive reaction to demands for collaboration. The FOS programme does also try to align with the actions of other supporting agencies of the partners. As such, the partners have sufficient agency in the agenda-setting of the programme to make sure that the contributions of different supporting partners are re-enforcing each other. As indicated in earlier sections, the coherence is limited to some extent by the absence of a mid-term and long-term strategy for the combined set of interventions at country level.

¹¹⁶ **Regional and international level** – There have been a limited number of regional activities in the course of the programme, but the effects of it seem minimal. Initially, the partner meetings were organised together with all the partners, but, while interesting, this limited the possibility of exchanging between partners who are working on the same sectors. The new team had the ambition to work more thematically, but due to corona most partner meetings were cancelled since 2020. While the coherence at this level is acceptable, quite some opportunities are missed to build synergies. For example, the South African labour market has an enormous problems with discrimination against labour migrants from Zimbabwe and Mozambique. The fact that the programme is active in the three countries is not used. Several partners were also interested in learning more about the experiences of partners outside the Southern African region, not necessarily via field visits, but rather through short papers or audio-visual material. This kind of knowledge sharing was largely lacking in the 2017-2021 programme, also due to the limited availability of budgets for this.

6.3 PROGRAMME MANAGEMENT

¹¹⁷ In general terms, all the partner organisations had a positive appreciation of the quality of the partnership with FOS. The FOS office is seen to be responsive and flexible in the way it is organizing the programme management. However, not all aspects are appreciated in a similar way, and for some issues the situation changed throughout the programme period.



- ¹¹⁸ For some aspects of the programme management, the experiences are mixed, especially related to the original programme design and the planning, monitoring and evaluation framework (PME). For example, several partners indicated that the PME framework improved significantly with the change of the FOS team in Southern Africa in 2018 (see further). While the philosophy of the Outcome mapping based approach was argued to be an improvement compared with the situation before 2017, the resulting PME framework for the 2017-2021 programme in Southern Africa was perceived as far too heavy and bureaucratic. The evaluation concludes that the original application of Outcome Mapping had been rushed and the programme counted far too many outcomes and progress markers. The corresponding reporting template created a lot of frustrations as it took a lot of time to complete it. In addition, there was a sense with some of the partners that the formulation of the original programme was too much driven by FOS, not sufficiently taking into account the organisational logics and interests of the partner organisation. In 2018, the new FOS team decided to do a make-over of the programme. While doing so, it managed to have a more in-depth engagement with the partners, which resulted in a strongly simplified PME framework and reporting template.
- ¹¹⁹ At the same time, frustrations remain with the M&E process. FOS is one of the only partners that require three monitoring reports per year. This is burdensome, also because the reporting periods do not align with those of other fundings partners (that have mostly two reporting moments). Stronger partners feel that they are falling under a low-trust reporting regime because some partners are weak in reporting and are therefore pushed in shorter reporting periods. Some partners indicated that there were sometimes misunderstandings between the regional office and the FOS office in Belgium, for example resulting in a lack of consistency in the expectations regarding reporting. The latter issue was reported in South Africa. It was not verified if this was also perceived as a problem in other countries.
- ¹²⁰ A final issue relates to the budgets provided by FOS. Considering the fact that many partners have limited possibility in raising domestic funds, but have to tackle substantial challenges, covering a broad scope of target groups and interventions, the budgets of FOS are perceived as small. This puts a strong limit on what can be achieved and tends to put weaker partners in a difficult financial situation. Smaller organisations may experience cash flow problems at the beginning of the calendar year (especially, with the start of a new five year programme) as they await the FOS transfer which takes place later in the first quarter.

6.4 CONCLUSIONS

- ¹²¹ The relevance of the strategies is good. While there are differences between the countries, the overall programme has a clear focus in terms of target groups and thematic areas. Also the selection of partners is balanced. The relevance is further strengthened in the way it recognises the agency of the partners in agenda-setting and implementation (see also section on institutional sustainability). The strategies for lobby and advocacy and the range of actions that are supported through the programme, are generally appropriate for the aims of the programme. The programmes adapted quite well to the covid 19 situation. The main challenges in terms of

the relevance relate to the problems caused by the pandemic; the negative economic situation; the limits in how the national and international actions are combined; the unforeseen effects of litigation strategies; and to a lesser extent, ideological difference amongst some partners.

- ¹²² The level of complementarity and collaboration is generally good at national level, with some areas of attention. The coherence is acceptable at regional and international level, but limited efforts are taken at these levels to build synergies, for example related to the position of farm workers, the position of migrants in South Africa, etc.
- ¹²³ The partnership is perceived as positive, and most aspects of the programme management are good. There were, however, serious challenges with the original PME framework and the way it was established, but this was largely addressed by the new programme team. Some challenges remain with the frequency of reporting. The size of the budgets per partner is rather small, especially considering that only around 25% can be used for core-funding



7 Sustainability analysis

The evaluation assesses the institutional and financial sustainability, and considers the sustainability of the changes at policy and company level. The institutional sustainability looks at the extent to which changes are supported by leadership of the organisation/network; new or improved strategies are embedded in the organisational set-up and policies; and the level of ownership and commitment among staff/members of changed strategies, procedures and systems, policies. The financial sustainability considers, amongst others, if sufficient financial resources are available to continue implementing improved strategies and policies; and if the interventions contributed to strengthening the resource mobilisation of the partners.

7.1 INSTITUTIONAL SUSTAINABILITY

¹²⁵ In the assessment of local ownership of the regional programme, a framework is used that differentiates between different levels of ownership, ranging from a *needs-based approach*, to a *demand-driven approach*, and, finally, a *localized approach*. This typology is currently not used by FOS, but we introduce it here in line with ongoing debates in the development sector regarding the ownership of development cooperation programmes. Many programmes tend to be needs-based, but not necessarily localized. As argued further on, in the case of FOS, the programmes have many elements of a localized approach. In a needs-based approach the funding partners and the local partners are engaged systematically in externally framed decision-making processes (largely driven by the funding partners) regarding the orientation and implementation of the interventions. In the case of a demand-driven approach, the partners in the global South collaboratively determine the orientation and implementation of the interventions with their funding partners. In the case of localized collaboration, the partners in the Global South lead in determining the orientation and implementation of the interventions, with their Northern counterparts in the background.

¹²⁶ The ownership of the interventions is assessed as high, both at the operational and leadership levels. The FOS programme in Southern Africa finds itself between a demand-driven approach and a localized approach. There are several elements that point in the direction of localization, for example, in the way that the interventions are aligned with the internal mission and agendas of the partners, the strong ownership of the planning and implementation process, and the flexibility of FOS in adapting certain strategies if partners are demanding so. Characteristics that point more in the direction of a demand-driven, or even needs-based approach, is the way monitoring and evaluation is organised, with a lack of alignment with the systems and procedures of partners. The ownership around specific sub-themes differs between the partners, with gender broadly recognised as a key theme for all partners but resistance could be observed at leadership level for some partners (see section 3.1 on gender). In addition, while it is mentioned in FOS programme documents, the actual uptake of the topic of LGBTQI rights is still very limited

across the three programmes in the region. The experiences with agenda-setting in the development of new programmes differs. Some partners feel that FOS, in the formulation of the 2017-2021 programme, was acting in a donor-driven way, pushing for certain agendas and strategies, others felt that this was still acceptable.

¹²⁷ While the FOS partners coordinate ambitious advocacy programmes and engage in high-level forms of lobby, most of the partners in the region are quite small organisations, often confronted with substantial limitations in their human and financial resource base. Most are highly dependent on external funding (see section 7.2), and find themselves in a rather hostile operating environment. The closing of civic space is a reality in the three countries, although some windows do emerge, for example in Zimbabwe, where the current government show some opening to engage in social dialogue with the labour movement. A returning challenge is the rather thin leadership base, which makes the organisations vulnerable to changes in leadership. Aside from the leadership, most organisations rely heavily on a core team of staff members that coordinate the key-functions of the organisation. Also these teams are often over-stretched. The image emerges of a situation where many organisations are punching above their weight.

¹²⁸ An element that does compensate some of the institutional vulnerabilities is the fact that most FOS partners manage to establish long-term partnerships with local CSOs, academic centers and/or think tanks to support them in areas where they lack expertise and/or capacity, such as on litigation, campaigning, communication, hard skills in accounting or membership management, and gender. In many cases, these local supporting partners manage to mobilise their own funding to support FOS partners.

7.2 FINANCIAL SUSTAINABILITY

¹²⁹ The evaluation process did not include an in-depth assessment of the financial situation of the partner organisations. However, most partners did confirm that an important part of their finances comes from external funding partners. There are no prospects for a substantial higher level of domestic funding in the short or mid term as a consequence of the fact that most FOS partners focus on precarious workers, which can only afford very low membership fees. The organisations also have serious difficulties in accessing government funding or other types of domestic funding. Some partners do experiment with alternative fund-raising activities, but this does not provide a substantial income for the organisation.

¹³⁰ The FOS programme supports some of the weaker partners with organizing new members (Mozambique and South Africa), and with fund raising (Mozambique). This is an area that could be strengthened, especially in terms of improving the capacity to mobilise domestic funding.



7.3 SUSTAINABILITY OF CHANGES AT THE POLICY OR COMPANY LEVEL

¹³¹ The wide diversity of the changes that FOS partners have contributed to makes it difficult to make generalizing statements about their sustainability.

¹³² Elements that contribute to the sustainability of the changes at policy and company level are:

- The long-term and sustained campaigning around structural challenges for precarious workers ensures that topics do not go off the political agenda. Examples are the gains made in providing access to the CODIA social security scheme for domestic workers (South Africa); the breakthrough in OSH legislation for farm workers (Zimbabwe); the continued litigation on the application of new legislation regarding permanent contracts (South Africa). The fact that FOS engages in long-term funding makes this possible.
- The practice of working with coalitions of CSOs in which the comparative advantage of each actor is played out well. The previous examples all involved a collaboration of multiple CSOs. The fact that FOS encourages partnerships and joint campaigning is an important advantage.
- Core funding by FOS allows the partners to sustain their actions and have some flexibility in responding to new contexts and emerging obstacles.
- FOS partners are encouraged to experiment with alternative approaches to achieve the goals of the programme. The fact that the PME framework has an outcome-based orientation helps to avoid purely activity-driven dynamics.

¹³³ Elements that limit the long-term sustainability of the observed changes are:

- Weak implementation of enforcement of policies and legislation by the government is often decreasing the impact of policy changes. The limited operational capacity of FOS partners also implies that they cannot respond to all violations in their sector, but have to pick specific battles.
- Some partners face difficulties in scaling-up their operations because of the difficulty in organizing precarious workers. While litigation or campaigns to change policies can bring about change for large groups of workers, this does not always translate to more workers' power in the workplace due to low unionisation.
- There is a general recognition amongst the partners that sectors which are connected to global value chains, should also work on structural problems further down in the supply chain. While some partners are experimenting with a value chain approach, the expertise and capacity lacks to do this in a comprehensive way.
- While there are differences between the countries, in many sectors, employers are not prepared to enter into a social dialogue process. This is especially the case in South Africa; Similarly, governments tend to be reluctant to provide precarious workers with more rights for different reasons. As a consequence, FOS partners often have to resort to litigation strategies to make progress. While litigation has turned out to be highly successful it has also caused a backlash by employers over the last few years. They

are using new strategies to undermine the outcomes of litigation, or challenge the outcomes in court.

7.4 CONCLUSIONS

- ¹³⁴ **Institutional sustainability is generally strong but affected by lack of human and financial resources** - Many FOS partners cover a wide range of critical activities, but are confronted with a thin resource base in many ways: leadership, core team members, funds for core-operations, short on hard skills (management, accounting, ...). This means that organisations tend to be 'punching above one's weight'. This can be sustained for some time but risks over-time to become a source of problems due to staff turn-over. The FOS programmes contribute to institutional sustainability by the provision of training and other forms of professional and organisational development, and through a limited amount of core funding. However, the focus is often more on training of the partner organisations and target groups on specific thematic areas (gender, advocacy, ...), rather than developing and implementing a comprehensive plan for organisational development of the partners.
- ¹³⁵ **Financial sustainability** - The financial sustainability remains a challenge for most partners. There is often a high reliance on ODA funding. The prospects to improve this in the short or mid term are poor. More efforts can be initiated for mobilising domestic funding, but the expectations should be realistic because of the type of workers that the programme works with.
- ¹³⁶ **Sustainability of the outcomes** – This is generally assessed as positive, although the labour relations are such in the three countries that any gains made on decent work, can be reversed again quite quickly by the government of the day, or by actions of employers. Several partners also face the challenge of making significant gains in the organizing of precarious workers. This limits their power at the workplace.



8 Conclusions and recommendations

¹³⁷ This report described the findings for the end evaluation of the FOS programmes in Zimbabwe, South Africa and Mozambique for the period 2017-2021. In the section we zoom in on a number of main conclusions and recommendations.

8.1 GOOD STRATEGIC FOCUS AND PARTNERS ARE FIT FOR PURPOSE, BUT LONG-TERM GOALS LACK CLARITY AND LIMITED VALORISATION OF REGIONAL LEVEL

¹³⁸ The FOS programme in Southern Africa is a highly relevant programme in terms of the target groups it is focusing on and the partners organisations it is working with. The partners are fit for purpose considering their own mission and the objectives of the programme. There is coherence in the overall thematic focus and the interventions are largely aligned with the priorities and interests of the partners. The partners are managing to mobilise relevant strategies for lobby and advocacy, leading in several cases to impact for hundreds and, in some cases, for ten thousands of workers. This happens both directly through litigation, social dialogue, or contributions to policy changes, and indirectly when the impact of litigation or policy changes goes beyond the direct target group of the partners. While covid-19 had a significant impact on all the partners and their target groups, most often in negative ways, overall all the partners managed to adapt their strategies quite well to the crisis situation. Some major breakthroughs were achieved during the pandemic. We highlight two areas where FOS and the partners should strengthen their ways of working.

¹³⁹ **Recommendation 1 – Clarify long term theory of change and the role of FOS regional office in it**

While the coherence is good at the national and regional level from the perspective of target groups and thematic areas, the evaluation could not establish a clear and articulated theory of change beyond those of individual partner organisations. The supportive role played by some partners towards other partners is one element of such an over-arching vision for the programme, but it is not sufficient. The programme should reflect more critically about how the partners will evolve as a group of CSOs in the mid term and long term, and reflect on the CSO eco-system that can gradually emerge for the sectors that FOS works on. This is not about social engineering or creating new CSOs, but rather reflecting strategically about how existing dynamics can be re-enforced and where the missing dots can be connected. This avoids a situation where critical choices to continue or not with a long-term partner are taken purely on financial consideration or on the basis of perceived effectiveness, rather than based on an in-depth analysis of the reality on the ground. In this exercise, the FOS regional office should also use existing thinking about the different roles to be played by FOS staff to re-think its future role at the partner level, national level and regional level. In general terms, the FOS office seems to

take-up mainly the role of facilitator (for most partners) and advisor (for some partners), less of a reflective observer. While there are substantial differences in the context between the different regions, some inspiration can be drawn from the regional office in Central America in how it has gradually carved out a reflective observer role for the office, for example by connecting the dots where needed, strengthening regional dynamics, and approach the set of partners from an ecosystem perspective.

¹⁴⁰ **Recommendation 2 - Strengthen regional dynamics of the programme**

Experience learns that the mere fact that countries are neighbours does not automatically make them interesting partners in a joint trade union development cooperation programme. Regional networking also comes with transaction costs and can be timing consuming. The pros and cons of investing more resources in this should therefore be critically assessed. However, in this report we argue that there are interesting connections to be made between the three country programmes. While there are large differences in the socio-economic and political situation of the countries, the regional programme is not sufficiently exploring the potential synergies that are there, at a time that the labour movement should more than ever strengthen its capacity at the regional and international level. Over time, there has been convergence in the target groups (farm workers, domestic workers, casual workers) and thematic areas, which creates potential for relevant interaction, mutual learning, empowerment, and building counter-power at the regional level. The FOS team has rightly opted for regional activities with a sector-focus or a strong thematic focus, but this is still limited. In addition, there are themes with a strong regional component, such as labour migration, that are best approached from a regional perspective. For example, South Africa is struggling with increasing levels of xenophobia against labour migrants from Zimbabwe and Mozambique. Migrant labour makes up a significant part of the precarious workers in South Africa. With the increasing importance of global and regional value chains, organising workers along the chain can also be explored from a regional perspective. And the topic of climate change is also affecting countries in the whole region.

8.2 ORGANISATIONAL AND INSTITUTIONAL DEVELOPMENT: RECONSIDERING THE RISKS OF “PUNCHING ABOVE ONE’S WEIGHT”

¹⁴¹ The FOS programme is investing more in institutional than organisational development, especially focused on strengthening the capacity for social dialogue, litigation and campaigning. While organisational development has been supported in areas such as gender mainstreaming, M&E, and other areas (depending on the partner), it is a rather small component considering the needs of the partners. All partners are confronted with significant capacity needs in terms of human resources and operational resources. The limited core funding that FOS provides is helping the partners to flexibly cover some of their most critical needs, but it is only keeping the minimal processes going. Reliance on ODA funding will remain a reality for most partners for the mid term. There is one recommendation related to this topic.



¹⁴² **Recommendation 3: Explore ways to strengthen the core functions of the FOS partners without creating a dependency situation where one funding partners becomes critical to the survival of the organisation.**

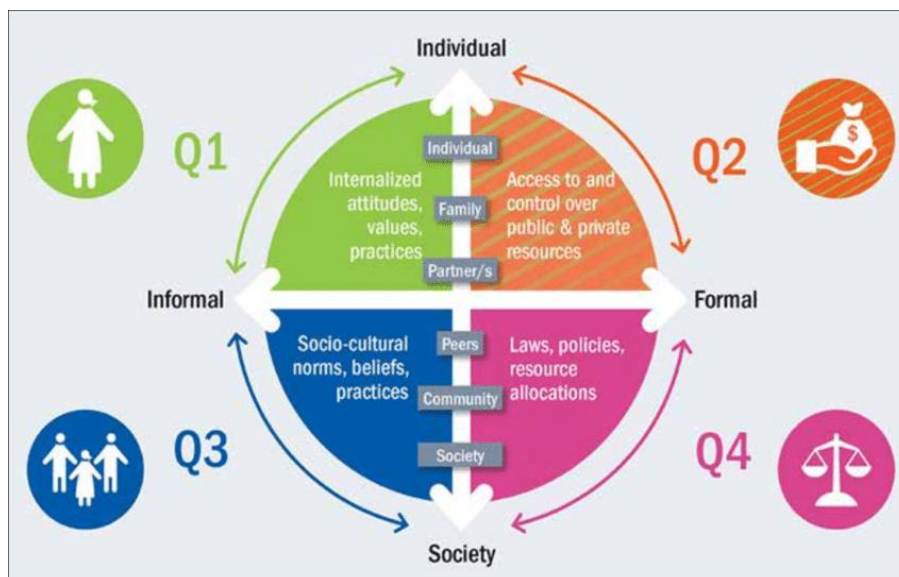
The fact that many FOS partners are punching above their weight for long periods of time creates a risk for their long term survival. With small core teams and limited operational budgets, many partners are managing to achieve change with a large societal impact. However, over time the working environment of most partners needs to be strengthened to achieve a more sustainable working situation. This needs to be looked at from different angles. Firstly, it involves strengthening some of the basic functions of organisation and their capacity to have their work financed (preferably also with domestic funding to ensure that the organisations continue to be anchored in local realities). It also needs to include reflections on how the CSO ecosystem can continue to be developed for specific sectors. Finally, the programme needs to continue work on the operating environment, making sure that the policy frameworks that govern the functioning of the organisations evolves in a more positive direction.

8.3 GENDER: FROM GENDER AWARENESS TO TRANSFORMATIVE CHANGE

¹⁴³ A lot of attention is paid to gender, both internally (in the partner organisations) and externally (at sectoral and national level). Together with various trade union partners, work was done to increase the participation of women in all kinds of trade union structures, and statutes were amended to this end. Specific attention was given to the violation of women's labour rights, and fighting gender-based violence in the workplace. The partners succeeded in putting these themes on the agenda of government and companies and in increasing the participation of women in trade union structures and in consultative committees.

¹⁴⁴ The programme is gender-sensitive to a significant degree, but not sufficiently strategic to contribute to transformative changes in gender roles. Based on the graph below, most interventions seem to be located in the formal quadrant 4, with a focus on adapting bylaws and policies and to a limited extent on the individual formal level (quadrant 2) through the training of women. There are few examples of actions situated in the other quadrants. Little is done to address social and cultural values and norms, habits and attitudes on an individual or societal level (it has to be noted that some activities in this area might have gone under the radar as one of the stronger gender partners was only indirectly involved in the evaluation). This causes a number of risks in the achieved results with regard to gender. The question arises to what extent the participation of women in consultative bodies actually leads to more participation and decision-making power. Another risk concerns the increased task load of women who already have a double task (productive and reproductive). Focusing on actions for women is a good and relevant strategy and easier than actions in the other quadrants since they touch on implicit and explicit power relations. A few experiments on the formation of men around masculinities have been conducted, which show how difficult these change processes are. Transformative change

requires long-term change processes and a holistic approach for which, in most cases, resources are not available and support is often lacking.



145 Recommendation 4 - Reaching out to the next level in dealing with gender discrimination

The ambitions regarding gender integration must be made clear and the risks sufficiently mapped out. To pursue gender transformative change, attention should also be paid to interventions in the other quadrants of the above graph. This is probably not possible with all partners. A minimum and maximum scenario can be worked out. For partners where there is sufficient drive to work on gender, more attention could be paid to making values and norms around masculinity and femininity negotiable. Cooperation can be sought with specialised organisations to guide such change processes.

The choice to focus on gender-based violence and sexual harassment in the workplace is a relevant one, given the international conventions and the prevalence at the local level. It will be necessary to support trade unions in its implementation. Experience with other programmes (e.g. Women and Decent Work by Hivos) shows that both companies and trade unions need training, workplace policies and control mechanisms. The question arises whether FOS can or wants to invest in this as well, whether or not in cooperation with other organisations.

In a number of countries, FOS intends to also support interventions aimed at defending the rights of LGBTQI+. This is a relevant choice considering the precarious situation of this target group and the Leave No One Behind principle of Agenda 2030. As with gender, there is a need for a strategy aimed at transformative change. Knowledge of FOS staff can be increased through exchanges or cooperation with organisations that already have a track record on this theme, such as Hivos in the Netherlands.



8.4 LOBBY AND ADVOCACY TOOLBOX: STRONG COALITION BUILDING AND STRATEGIC POSITIONING, BUT ADDITIONAL STRATEGIES CAN BE EXPLORED

¹⁴⁶ The FOS partners have shown to be able to identify a variety of strategies to push the agendas over their organisations. At the same time, this is always work in progress. As dynamics in the world of work keep on shifting, there is a need to continuously reflect on the relevance of certain strategies and explore alternative or complementary ways of working, where needed.

¹⁴⁷ Recommendation 5 - Mobilising additional leverage mechanisms for sectors that are linked to global value chains

Overview studies^[1] show that industry-driven social auditing and certification initiatives might be useful to engage corporations on the topic of human rights in their supply chains, they can build trust and relationships between different stakeholders, and contribute to learning and knowledge exchange. However, they are not designed for the protection of human rights, provide access to effective remedy, or close labour governance gaps. This requires different mechanisms, which engage deeply with workers and their representative organisations, and/or which play out the government in its regulatory role. Importantly, effective mechanisms should also deal with the responsibility of the powerful lead firms further down in the value chain, looking critically at their sourcing practices. The latter is important as research has found that lead firms tend to put a lot of pressure on the price (price squeeze- and on other sourcing practices (quality standards, lead times, flexibility). These are found to have a negative impact on the working conditions of the suppliers. Up to now, there are only few examples of effective labour governance mechanisms that can work in the absence of strong labour inspections. One example is Fair Food, which is running successfully in the agricultural sector in the US since many years. It is an example of a worker-driven social responsibility initiative. It differs fundamentally from industry-driven initiatives in at least three ways: the initiative is fully driven by the rights holders, the auditing process is completely worker-driven, and the lead companies in the global value chain are made accountable for their sourcing practices. More details about the differences between Fair Food and other initiatives can be found in the figure below.

Aside from this specific example, in view of the large changes in the world of work, FOS could support the partners more structurally with identifying alternative and complementary strategies to what they are using at the moment. These can be piloted in one of the programmes, and if relevant, also tested in other contexts.

8.5 FOS: FINE-TUNING THE TOOLBOX

¹⁴⁸ FOS has made positive progress in developing a PME framework that is more appropriate for the type of partners and topics that it is working with. Initially, this was translated to a far too heavy

^[1] MSI Integrity, Not Fit-for-Purpose: The Grand Experiment of Multi-Stakeholder Initiatives in Corporate Accountability, Human Rights and Global Governance, July 2020

PME framework for the 2017-2021 programme by the previous FOS office in Southern Africa. The current FOS team in the office, has made the correct decision to review the whole programme, together with the partners, and develop a much lighter PME design, and reporting template. While some further improvements can be made to the reporting template, it is a big improvement to the original one. We do see scope for further improvements in the way the programme is managed.

¹⁴⁹ **Recommendation 6 – Further review the programme management practices to make them more lean and adapted to the reality on the ground.**

There are a few areas where the programme management can be strengthened. First of all, the reporting cycle should be re-considered. FOS is one of the only funding partners that demands reporting per trimester. This creates a lot of extra administrative pressure on the partners, also because the reporting periods are not aligned with those of the organisation and other funding partners. This should be reduced to reporting per six months, as done by a large majority of donors. If some partners require a closer follow-up, a different report rythme can be followed, but this should be the exception, not the rule. A second point relates to the M&E reporting format developed by the SA region. This is a good practice, and with some minor adaptations, can also be used by other regions (has now been done in the new programme). FOS should further explore how it can support partners in creating some spaces to review the findings from the M&E. Thirdly, FOS should find alternative ways to cover the funding gap in the beginning of the start of a new programme (this issue came up most strongly in South Africa. It is not clear to what extent it is also an issue in Mozambique and Zimbabwe). This is creating serious problems for the smaller partner organisations. Fourthly, more learning oriented spaces should be designed at the global level, so that 'best-fit' practices and experiences can be shared across countries and continents. These spaces can be organised in cost-effective ways, through publications, or via audio-visual material, or via online interactions. In some instances, field vists can be desirable.



9 Annexes

9.1 TOR

See separate annex

9.2 SUMMARY OF PARTNERS PARTICIPATING IN THE SOUTHERN AFRICAN FOS PROGRAMME

	Type of organisation	Target groups/ sectors	Activities	Region	Funding	Partner since	TU	NGO	Other	Theme
South Africa										
CSAAWU	Trade union	Farm workers in agricultural sector	Trade union work	Western Cape	168.186,00	2017	X			Farm workers
CWAO	Labour NGO	Precarious workers in various sector	Education, legal, organizing, and logistical support	Gauteng province	195.583,00	2014				
ILRIG	Social education & advocacy org	Self-organizing groups of precarious workers, communities (CSAAWU)	Awareness raising, supporting: publications & education	Cape province	341.621,00	1998		X		farm workers
SADSAWU	Trade union	Domestic workers	Trade union work	South Africa	174.412,00	2014	X			Dom work
WFP	Women movement	Women working & living on farms	Capacity strengthening to demand health rights at work, home & local gov	Cape province	345.168,00	2006				
PHM-SA	Social education & advocacy org	Vulnerable communities & health workers/health sector	Sensitizing & educating on right to health, .. Build a stronger & united health mov	Cape province	4.500,00	2014				
Algemene Centrale	Trade union	Domestic workers	Provide support to SADSAWU	Belgium	/	2008				
Zimbabwe										
GAPWUZ	Trade union	Farm workers in agricultural sector	Trade union work	Zimbabwe	302.055,00	1996	X			Farm workers
CWGH	Network of NGOs & CBOs	Farm workers in agricultural sector	Enhance community participation in health: health literacy, right to health, advocacy	Zimbabwe	173.792,00	2017			X	Health
ZCTU	Trade union	Confederation of trade unions	Policy influencing on harmonization of law, lobby for SEZ reversal, installation of TNZ, strengthening affiliates (precarious workers, farm workers, gender)	Zimbabwe	133.505,00	1996				
LEDRIZ	Research institute	All sectors	Support evidence-based pro-poor policy positions in support of union movement & civil society	Zimbabwe	198.393,00	2003			X	Research
Mozambique										
SINTAF	Trade union	Agricultural workers: focus on cashew (SINTIC) & sugar cane workers(SINTIA)	Trade union work: creating a sectoral bargaining platform, legal support, labour rights	Mozambique	333.811	2008	X			Agricultural workers
SINED	Trade union	Domestic workers	Trade union work	Mozambique	132.267,00	2017				
COMUTRA OTM-CS	Women's commission of confederation	Women in the union movement	Leadership training, advising on gender policy implementation, ILO C183; sexual & reproductive rights	Mozambique	100.000,00	2017	X			Women's rights



UCAMA	Association of small-scale farmers (farmers union)	Small-scale farmers (176 associations)	Strengthening health activists, conservation agriculture, drought, sustainable energy; policy work	Manica	61.725,00	2003					
UPCG	Small-scale farmers union	Small-scale farmers (84 farmer associations)	Strengthening health activists, conservation agriculture, drought, sustainable energy; policy work at district level	Gaza	159.208,00	2017				X	Small-scale farmers

9.3 LIST OF PERSONS CONSULTED

Zimbabwe

List of Respondents

Name	Gender	Position	Organisation	Type
Vengai Mutonyo	Female	Organiser	CWUZ	FGD
Loveness Gaison	Female	Farmer	Darwendale	FGD
Given Dingwiza	Male	YW National Chair	ESWUZ	FGD
Mawopa Jokowo	Female	Organiser	FFAWUZ	FGD
Tatenda Chiwara	Female	Acting RWAC Chair	FFAWUZ	FGD
Austin Mustere	Male	Department General Secretary	GAPWUZ	FGD
Faith Tembo	Female	Accounts administrator	GAPWUZ	FGD
Jotham Mutemeri	Male	National Organiser	GAPWUZ	FGD
Juliet Sithole	Female	Gender Co-ordinator	GAPWUZ	FGD
Kathleen Muroiwa	Female	Project Coordinator	GAPWUZ	FGD
Maria-E Mavhari	Female	Legal Officer	GAPWUZ	FGD
Michael Mukokeza	Male	Organiser	GAPWUZ	FGD
Ndaizeivei Kamoto	Female	Project Coordinator	GAPWUZ	FGD
Tendai Joni	Female	Secretary	GAPWUZ	FGD
Yeukai Makanda	Female	Project Coordinator	GAPWUZ	FGD
Fidelis Dhulau	Female	Branch Secretary	GAPWUZ/ Solar Farming	FGD
Nyaraiwo Gutuza	Female	Bookkeeper	LEDRIZ	FGD
Nyasha Muchichwa	Male	Researcher	LEDRIZ	FGD
Ivy Makazhu	Female	Trade Union Activist	Mazoe Citrus Estates	FGD



Name	Gender	Position	Organisation	Type
Zvisinei Nyahuna	Female	Trade Union Activist	Mazoe Citrus Estates	FGD
Hazvinei Mariko	Female	Trade Union Activist	Mhangura farming	FGD
Doleen William	Female	Trade Union Activist	Norton (Kent Estate	FGD
Joseph Sanyanewa	Male	Trade Union Activist	NUCI	FGD
Swithing Murombedzi	Female	Trade Union Activist	NUCI	FGD
Egnes Kapfunde	Female	Trade Union Activist	Running dog	FGD
Eliot Madzore	Male	National Organiser	ZCHWU	FGD
Elizabeth Masango	Female	Organiser	ZCHWU	FGD
Admore Marambanyika	Male	Reporter	ZCTU	FGD
Charles Chikozho	Male	Regional Officer (Central)	ZCTU	FGD
Dallas Nyandoro	Male	Regional Officer (Western)	ZCTU	FGD
Emily Chando	Female	Financial Administrator	ZCTU	FGD
Fiona Gandiwa Magaya	Female	Head of Education & Gender Department Project Coordinator	ZCTU	FGD
Irene Phiri	Female	Accounts Clerk	ZCTU	FGD
Last Tarabuku	Male	Information Officer	ZCTU	FGD
Michael Kandukutu	Male	National Organiser	ZCTU	FGD
Nathan Banda	Male	Safety Officer	ZCTU	FGD
Tecla Masamba	Female	Regional Officer	ZCTU	FGD
Bernard Rusero	Male	Regional Chair	ZESSCWU	FGD
Johnson Mufukiza	Male	Regional Officer	ZESSCWU	FGD
Benice Maluleke	Female	Gender Co-ordinator	ZIBAWU	FGD

Name	Gender	Position	Organisation	Type
Chrispen Manungu	Male	Economist	Commercial Farmers Union (CFU)	KII
Sikathele Matambo	Female	Director	Emtonjeni	KII
Mr. E Matika	Male	Managing Partner	Matika and Gwisai Legal Practitioners	KII
Mr. Peter Chisambiro	Male	Head of Training	Red Cross	KII
Wisbon Malaya	Male	Secretary General	Zimbabwe Chamber of Informal Economy Associations (ZCIEA)	KII
Dr. Kanyenze	Male	CEO	Labour Economic Development Research Institute Zimbabwe (LEDRIZ)	KII
Mr. Madyausiku	Male	CEO	National Employment Council (NEC)	KII
Hon. Paurina Mpariwa	Female	Member of Parliament Mukafose constituency in Harare	Parliament of Zimbabwe	KII
Mr. Mtetwa	Male	Acting Deputy Director - Occupational Safety and Health	National Social Security Authority (NSSA)	KII
Sandra Chinakidza	Female	Human Resources	Mazowe Citrus Farm	KII
Tariro Majongwe	Female	Acting Deputy Director, International Relations	Ministry of Public Service, Labour & Social Welfare	KII
Pepukai Chivore	Male	Director Budget Office	Parliament of Zimbabwe	KII
Commissioner. Naome Chimbetete	Female	Commissioner	Zimbabwe Gender Commission	Kii
Ms. Ivy Chimedza	Female	Legal Officer	WILSA	KII



Name	Gender	Position	Organisation	Type
Professor. Lloyd Sachikonye	Male	Director	Institute of Development Studies	KII

South Africa

PARTNER WORKSHOP

DATE: 09.02.2022

NAME	Organisation	GENDER
1. Myrtle Witbooi	SADASAWU	F
2. Gloria Kente	SADSAWU	F
3. Colette Solomons	WFP	F
4. Micealah Ford	WFP	F
5. Mthethu Xali	ILRIG	M
6. Trevor Christians	CSAAWU	M
7. Sam Tilley	CSAAWU	M

SADSAWU REGISTER DATE:

10.02.2022

CSAAWU REGISTER

DATE: 11/02/2022

NAME AND SURNAME	POSITION	GENDER
1. Trevor Christians	General Secretary	M
2. Karel Swart	National Organising Secretary	M
3. Nondumiso Siko	Administrator	F
4. Edgar Blaauw	Organiser	M
5. Borneshia Retief	Health And Safety Officer	F
6. Sam Tilley	Organiser And Media	M
7. Olga Chats	Accountant [Bsi]	F
8. Nicole Richards	Administrator	F

CSAAWU GROUP INTERVIEWS ROBERTSON - GROUP 1

DATE 12/02/2022

NAME AND SURNAME	POSITION	GENDER
1. Iver Cupido	CSAAWU Shop Steward	M
2. Hartley Booysen	CSAAWU Local organizer	M

3. Peter Johannes	CSAAWU shop Steward	M
4. Maria Muller	CSAAWU community organizer	F

CSAAWU GROUP INTERVIEWS ROBERTSON - GROUP 2

DATE 12/02/2022

NAME AND SURNAME	POSITION	GENDER
1. Anna Swats	Shop Steward	F
2. Andries Swats	Shop Steward	M
3. Neville Kannies	Shop Steward	M
4. Patrick Williams	Shop Steward	M
5. Floors Pieterse	Shop Steward	

SADSAWU GROUP INTERVIEWS 1

13.02.2022

NAME	POSITION	GENDER
1. Merouza Mosala	Committee Member	F
2. Poshia Makabela	Committee Member	F
3. Florence Makabela	Committee Member	F
4. Norah Mkhosi	Committee Member	F
5. Hester Stephens	Former Sadsawu President, Former Vice President, Chairperson of Western Cape, Committee Member	F
6. Rachel Jonkers	Committee Member	F
7. Nonkululeko Malotasa	Committee Member	F

SADSAWU GROUP INTERVIEWS 2

13.02.2022

NAME	POSITION	GENDER
1. Mavis Rili	Committee Member	F
2. Buyiswa Vuku	Committee Member – Deputy Secretary Of Sadsawu	F
3. Eunice Kubeka	Committee Member	F
4. Queen Motaung	Committee Member	F
5. Frieda Plaaitjies	Committee Member – Secretary Sadsawu	F
6. Sindiswa Qolo	Committee Member	F
7. Nosipho Mkuhlana	Committee Member	F



CWAO REGISTER

DATE: 15/02/2022

NAME AND SURNAME	POSITION	GENDER
1. Igsaan Schroeder	Director	M

CWAO INTERVIEWS 2

DATE: 15/02/2022

NAME	POSITION	GENDER
1. Sydney Moshooliba	Education Officer	M
2. Meme Makhaula	Organizing Co-ordinator	F
3. Selby Mathebula	Attorney	M

CWAO WORKSHOP

NAME	POSITION	GENDER
1. Zama Tshabalala	Admin and Adviser	M
2. Deliwe Kupe	Women Organizer	F
3. Joshua Hungwani	Organizing	M
4. Edgar Mokgola	Campaign Co-Ordinator	M

CWAO GROUP INTERVIEWS 1 (SWF)

16.02.2022

NAME	COMPANY	GENDER
1. Rhoda Makgatto	Simba	F
2. Ivy Sambo	Simba	F
3. Busisiwe Mchuny	Bakers	F
4. Wonder Simelene	Chep	M
5. Lindiwe Mohoung	Kyron Lab	F

CWAO GROUP INTERVIEWS 2

16.02.2022

NAME	COMPANY	GENDER
1. Lilly Tabane	Martin and Martin	F
2. Dineo Maile	Chet-Chemicals	F
3. Martha Xakaza	Imperial/Heineken	F
4. Itami Mokate	Ferrero	F
5. Gladmir Ntulini		M
6. Lungile Mtshali		F

STAKEHOLDERS

NAME	ORGANISATION	GENDER
1. Fayrooz Mullagee	SLP (SADSAWU)	F
2. Mercia Andrews	TCOE (CSAAWU)	F
3. Sheriff Ramoabi	Mawubuye (CSAAWU)	F

4. Kelebogile Khunou	SERI (SADSAWU)	F
5. Salim Patel	LRS (SADSAWU)	M
6. Harry May	SPP (CWAO)	M
7. Colette Solomon	WFP (CWAO)	F
8. Phumelelo Booysen	SCLC (CWAO)	M
9. Thulani Nkosi	SERI (CSAAWU)	M
10. Mopholosi Morokong	IUF (CSAAWU)	M

Mozambique

Name	Gender	Position	Organisation	Type
Connie Huma	Female	Regional coordinator	FOS	Key Informant Interview (KII)
Andre Mandlate	Male	President	SINTACAIF	KII
Cecília Chongo	Female	FOS Coordinator	SINTACAIF	KII
Clara Munguambe	Female	Secretary	COMUTRA	KII
Isabe, Matime	Female	FOS coordinator	COMUTRA	KII
Rosa Mbabamba	Female	Secretary	SINED	KII
Pedro Saela	Male	FOS Coordinator	SINED	KII
Laura Tembe	Female	Secretary	SINED	KII
Francisco Dlamini	Male	FOS coordinator	UPCG	KII
Elisa Siteo	Female	Member	UPCG	KII
José Basquete	Male	FOS coordinator	UCAMA	KII
Vasco Fazenda	Male	President	UCAMA	KII
Isabel Mondlane	Female	Member/FOS beneficiary	SINED	FGD
Anita Machava	Female	Member/FOS beneficiary	SINED	FGD
Madalena António	Female	Member/FOS beneficiary	SINED	FGD
Amélia Jorge	Female	Member/FOS beneficiary	SINED	FGD
Artimiza Pascoal	Female	Member/FOS beneficiary	SINED	FGD



Name	Gender	Position	Organisation	Type
Connie Huma	Female	Regional coordinator	FOS	Key Informant Interview (KII)
Gisela Almeida	Female	Member/FOS beneficiary	SINED	FGD
Helena Bauque	Female	Member/FOS beneficiary	SINED	FGD
Zaida Macuacua	Female	Member/FOS beneficiary	SINED	FGD
Etelvina Macuacua	Female	Member/FOS beneficiary	SINED	FGD
Amélia João	Female	Member/FOS beneficiary	SINED	FGD
Ozias Zita	Male	Member/FOS beneficiary	UCAMA	FGD
Maria Almeida Nunes	Female	Member/FOS beneficiary	UCAMA	FGD
Tontina Augusto Gurandé	Female	Member/FOS beneficiary	UCAMA	FGD
António Augusto	Male	Member/FOS beneficiary	UCAMA	FGD
Emília Fombe	Female	Member/FOS beneficiary	UCAMA	FGD
Venane Almeida	Male	Member/FOS beneficiary	UCAMA	FGD
Berta Cipriano	Female	Member/FOS beneficiary	UCAMA	FGD
Fernando João	Male	Member/FOS beneficiary	UCAMA	FGD
Marta Almeida	Female	Member/FOS beneficiary	UCAMA	FGD
Cuanissai Chaita	Male	Member/FOS beneficiary	UCAMA	FGD
Vasco Manjate	Male	Farmer/FOS beneficiary	SINTACAIF	FGD
Isabel Marquel	Female	Farmer/FOS beneficiary	SINTACAIF	FGD
Benedito Novela	Male	Farmer/FOS beneficiary	SINTACAIF	FGD
Rosina Manhice	Female	Farmer/FOS beneficiary	SINTACAIF	FGD

Name	Gender	Position	Organisation	Type
Connie Huma	Female	Regional coordinator	FOS	Key Informant Interview (KII)
Bito Paia	Male	Farmer/FOS beneficiary	SINTACAIF	FGD
Celeste Guidione	Female	Farmer/FOS beneficiary	SINTACAIF	FGD
Jeremias Machava	Male	Farmer/FOS beneficiary	SINTACAIF	FGD
Miguel Pelembe	Male	Farmer/FOS beneficiary	SINTACAIF	FGD
Daniel Uamuce	Male	Farmer/FOS beneficiary	SINTACAIF	FGD
Ermelinda Ribisse	Female	Farmer/FOS beneficiary	SINTACAIF	FGD
Artmiza Chitlango	Female	Farmer/FOS beneficiary	UPCG	FGD
Anita Ngovene	Female	Farmer/FOS beneficiary	UPCG	FGD
Sandro Mabunda	Male	Farmer/FOS beneficiary	UPCG	FGD
Emilda Siteo	Female	Farmer/FOS beneficiary	UPCG	FGD
Azélia Manguana	Female	Farmer/FOS beneficiary	UPCG	FGD
Leocadia Macuacua	Female	Farmer/FOS beneficiary	UPCG	FGD
Filomena Mabunda	Female	Farmer/FOS beneficiary	UPCG	FGD
Bia Nuvunga	Female	Farmer/FOS beneficiary	UPCG	FGD
Fatima Tivane	Female	Farmer/FOS beneficiary	UPCG	FGD
Laurinda Tivane	Female	Farmer/FOS beneficiary	UPCG	FGD
Olga Luis	Female	Member/FOS beneficiary	COMUTRA	FGD
Fatima Eugénio	Female	Member/FOS beneficiary	COMUTRA	FGD
Lidia Manjate	Female	Member/FOS beneficiary	COMUTRA	FGD



Name	Gender	Position	Organisation	Type
Connie Huma	Female	Regional coordinator	FOS	Key Informant Interview (KII)
Elina Gabriel Chiau	Female	Member/FOS beneficiary	COMUTRA	FGD
Maria Gertrudes	Female	Member/FOS beneficiary	COMUTRA	FGD
Rita Tembe	Female	Member/FOS beneficiary	COMUTRA	FGD
Adelaide Saquina Chamisse	Female	Member/FOS beneficiary	COMUTRA	FGD
Luisa Majoje	Female	Member/FOS beneficiary	COMUTRA	FGD
Odete Carlos Chauque	Female	Member/FOS beneficiary	COMUTRA	FGD
Filomena Sampaio	Female	Member/FOS beneficiary	COMUTRA	FGD

9.4 LIST OF DOCUMENTS CONSULTED

Zimbabwe

- ACE Europe. (2020) END-TERM EVALUATION CITIZEN AGENCY CONSORTIUM – DECENT WORK FOR WOMEN COUNTRY REPORT – ZIMBABWE – FINAL VERSION.
- GAPWUZ. 2006. Occupational Safety Health and Environment (OSHE): Trainers Guide. Zimbabwe: GAPWUZ.
- Muchichwa, N. 2017. Decent Work in the Informal Economy: Towards Formalisation of the Informal Economy. Zimbabwe. Zimbabwe: Labour and Economic Development Research Institute of Zimbabwe (LEDRIZ) / Friedrich-Ebert-Stiftung (FES).
- Kalusopa, T. (ed.) 2017. Precarious Work in the Health Sector: The Case of South Africa and Zimbabwe. Zimbabwe: Labour and Economic Development Research Institute of Zimbabwe (LEDRIZ).
- Labour and Economic Development Research Institute of Zimbabwe (LEDRIZ) and Zimbabwe Congress of Trade Unions (ZCTU). 2016. Climate Change, Green Jobs and the Role of Trade Unions: An Educational and Training Manual for Trade Unions in Zimbabwe. Zimbabwe: Friedrich-Ebert-Stiftung.
- Muchichwa, N. 2019. Social Protection in the Informal Economy Study. Zimbabwe: Friedrich-Ebert-Stiftung.
- Muchichwa, N. 2019. The State of Four Pillars of the Decent Work Agenda in Zimbabwe. Zimbabwe: Friedrich-Ebert-Stiftung.
- Labour and Economic Development Research Institute of Zimbabwe (LEDRIZ) and General Agriculture and Plantation Workers Union in Zimbabwe (GAPWUZ). 2020. Comparative Analysis: ILO Convention no. 190, National and Practice in the Horticulture Sector in Zimbabwe. Zimbabwe: Hivos Southern Africa.
- Labour and Economic Development Research Institute of Zimbabwe (LEDRIZ). 2020. Decent Work Monitoring Toolkit for the Agriculture Sector in Zimbabwe. Zimbabwe: Hivos.
- Kanyenze, G. 2019. Action Research on Social Protection in Post Independence Zimbabwe, 1980—2019. Zimbabwe: Friedrich-Ebert-Stiftung.
- Labour and Economic Development Research Institute of Zimbabwe (LEDRIZ). 2020. International Compliance, Audit and Certification Process in the Horticulture Sector in Zimbabwe: A Worker Perspective. Zimbabwe: Hivos Southern Africa.
- General Agriculture and Plantation Workers Union in Zimbabwe (GAPWUZ). 2021. Environmental and Climate Change Policy. Zimbabwe: FOS-Belgium.
- Chakanya, N. (2018). Green Jobs Report: Case Studies of Green Jobs in Renewable Energy Projects in Zimbabwe. Zimbabwe: Friedrich-Ebert-Stiftung.
- General Agriculture and Plantation Workers Union in Zimbabwe (GAPWUZ) and Labour and Economic Development Research Institute of Zimbabwe (LEDRIZ). Women at Work: Casualisation and Implications for Decent Work for Female Workers in the Horticulture Sector of Zimbabwe. Zimbabwe: Hivos Southern Africa.
- http://www.veritaszim.net/sites/veritas_d/files/Tripartite%20Negotiating%20Forum%20Act_0.pdf
- <https://parlzim.gov.zw/download/tripartite-negotiating-forum-bill-2018/#>
- <https://data.worldbank.org/indicator/SI.POV.NAHC?locations=ZW>
- http://www.zimstat.co.zw/wp-content/uploads/publications/Economic/Employment/Labour_Force_Report_2021.pdf



- http://www.zimstat.co.zw/wp-content/uploads/publications/Economic/Employment/Labour_Force_Report_2021.pdf
- <https://www.imf.org/-/media/Files/Publications/WP/2018/wp1817.ashx>
- http://www.zimtreasury.gov.zw/index.php?option=com_phocadownload&view=category&download=453:nds-1-programmes-and-project-investment-plan&id=64:national-development-strategy-1&Itemid=789
- <https://borgenproject.org/the-impact-of-covid-19-on-poverty-in-zimbabwe/>
- <https://www.lo.no/globalassets/internasjonalt/zctu-response-to-covid-19-31-03-2020-003.docx-002.pdf>
- <https://data.worldbank.org/indicator/SI.POV.NAHC?locations=ZW>
- http://www.zimtreasury.gov.zw/index.php?option=com_phocadownload&view=category&download=453:nds-1-programmes-and-project-investment-plan&id=64:national-development-strategy-1&Itemid=789
- <https://borgenproject.org/the-impact-of-covid-19-on-poverty-in-zimbabwe/>
- Holt, D.H. 1997. Management principles and practices. Sydney: Prentice-Hall.

South Africa

General

- DGD programme 2017-2021 document (French 900+ pages)
- FOS specific document, Note on strategic guidance and capacity building (Dutch)
- Overview performance scores (Dutch – graphs)
- ZA SDZ13 programme 2017-2021 FOS-ISVI-SOLSOC
- FOS partners overview Southern Africa
- FOS lessons learnt 2018, 2019, 2020
- Performance measuring score document for SA 2018, 2019, 2020
- External evaluation of FOS previous DGD programme
- Programme proposals: CSAAWU, CWAO, ILRIG, SADSAWU, WFP

Monitoring documents

2017

Q3 CSAAWU, CWAO, ILRIG, SADSAWU

Year end reports: CSAAWU, CWAO, SADSAWU, WFP

2018

Q3 ILRIG, SADSAWU

Year end reports: CSAAWU, CWAO, WFP

2019

Q1 CWAO, WFP

Q2 CSAAWU, CWAO, ILRIG, SADSAWU, WFP

Q3 CWAO, SADSAWU, WFP

Year end reports: CSAAWU, CWAO, SADSAWU, ILRIG, WFP

2020

Q1 CWAO, ILRIG, SADSAWU, WFP

Q2 CWAO, SADSAWU, WFP

Q3 CWAO, WFP

Year end report: CSAAWU, CWAO, SADSAWU, ILRIG, WFP
2021

Q1 CWAO, ILRIG, WFP

Q2 CWAO, ILRIG, SADSAWU, WFP

Q3 CWAO

Year end report: CSAAWU, SADSAWU, ILRIG

5 year end report: CSAAWU (?), CWAO, WFP

Partners AOP:

CSAAWU – 2019, 2020

CWAO – 2019

ILRIG – 2019, 2021

SADSAWU – 2019, 2020, 2021

WFP – 2019, 2021

Other:

www.cwao.org.za (newsletters)

CWAO, Big new rights, Feb 2015

Amicus curiae submission to Labour Appeal Court Assign Services vs NUMSA 2018

CWAO statement on constitutional court victory in the Assign Services case, 2018

CWAO, Ighsaan Schroeder, The future of the labour movement

www.gov.za and www.labour.gov.za for LRA amendment of 2014

Section 198A of LRA (notes)

www.workinfo.com – Assign Services case

www.worklaw.co.za – Assign Services case

Elements of good social dialogue (HIVA-KU Leuven)

Mozambique

Monitoring reports for FOS for the period 2017-2021

Partner websites

República de Moçambique (2017). Política de Género e Sua implementação. Maputo

República de Moçambique (2017). Avaliação e Revisão da Política de Género e Estratégia de sua Implementação em Moçambique: Relatório Final. Maputo

OTM-Central Sindical & COMUTRA. Política do Género. Maputo

WILSA (2007). Relatório SOMBRA ou relatório alternativo da sociedade civil: Estágio de implementação do CEDAW em Moçambique. Maputo

Websites:

www.mgcas.gov.mz

www.wlsa.org.mz



9.5 PPPS USED DURING FEEDBACK WORKSHOPS

in a separate annex



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