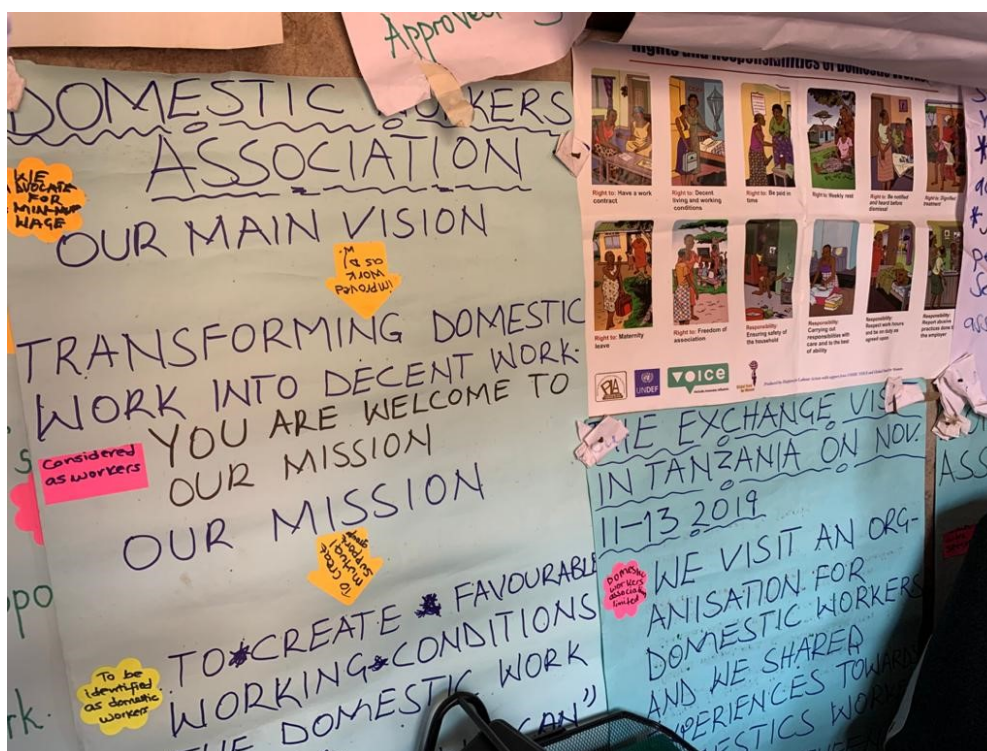




## POST PROJECT EVALUATION FOR THE UNITED NATIONS DEMOCRACY FUND



**UDF-UGA-15-648: Empowering Female and Youth Domestic Workers in Uganda**

**Date: 11 September 2020**

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**Disclaimer**

The views expressed in this report are those of the evaluator. They do not represent those of UNDEF or of any of the other institutions referred to in the report.

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**Project Area** - Map of divisions of Kampala, capital city of Uganda. The project was carried out in Makindye, Kawempe, Nakawa and Central divisions.



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## I. Overall Assessment

This report offers an evaluation of the UNDEF-funded project, 'Empowering Female and Youth Domestic Workers in Uganda' implemented by Platform for Labour Action (PLA) Uganda. The project was implemented from 1 March 2017 to 28 February 2019 at a total cost of US\$220,000. It aimed to promote the recognition of domestic work and domestic workers' contribution to Ugandan society. With the objective that young and female domestic workers would be empowered to claim their rights, access support services and be more included in local and national decision-making processes.

The overall assessment of the project is that these goals have largely been met, and in some cases exceeded. It has played an instrumental role in raising awareness of the rights of domestic workers both among workers and their peers, with some local duty-bearers and at the level of policymakers. PLA's research and lobbying efforts have significantly contributed to ongoing efforts to strengthen domestic workers legal rights through amendments to legislation and the drafting of regulations. Furthermore, the creation of Uganda's first domestic workers association, an output of the project, has given a platform for domestic workers to come together and continue to push for greater recognition of their rights at all levels.

**The relevance** of the intervention was reaffirmed by the baseline study conducted at the start of the project, which highlighted the continued hardship domestic workers face in Uganda. But the study's emphasis, not just on these challenges but on the wider contributory role that domestic workers play in empowering others, particularly women, helped bring the issues to the attention of parliamentarians and policymakers. Considering this development, PLA's ability to see the opportunity – to push for legislative reform – and to adapt part of the project to support this process built on an already well-designed project, that had three interlinked and well connected outcomes, that all supported the achievement of the overall objective.

The project, for the most part, **effectively delivered** the activities and outputs under each outcome. The baseline played a key role in shaping the direction of the project and in raising the profile of the issue of domestic workers. Radio programs in local languages did the same to some extent, though listenership was not as high as envisioned.

The peer-to-peer approach for empowering domestic workers, and the creation of mutual support groups and the association has played a key part in raising awareness among domestic workers and their peers of their rights. Challenges of access, particularly to those in gated communities, and a lack of training tailored to the specific needs of female workers, as outlined in the project document, were not well addressed, however. Improvements to conditions because of this wider knowledge were noted by many evaluation respondents but a survey conducted by PLA found most domestic workers still face issues of not having contracts or delayed payments.

Whereas policymakers continue to drive forward efforts to review the legislation and establish regulation, in consultation with PLA and the domestic workers association, buy-in from local duty-bearers has been more mixed. With the police having done little to ensure knowledge obtained at PLA training on the subject, is being institutionalized.

In achieving the majority of its targets, PLA has managed the project **efficiently**, drawing on over a decade of working on these issues in Uganda, to deliver value for money and to craft partnerships with key stakeholders that were seen to be mutually beneficial.

Although the door to door engagement approach was time-consuming and expensive, compared to using only radio or SMS, it has been key in generating conversations on this sensitive issue, particularly between employers and workers. PLA's ability to build partnerships with a range of key stakeholders – from recruiters to parliamentarians, and from domestic workers to local council – reflects the respect they have from others working in this space.

Despite some setbacks, the project has overall been able to deliver clear **impacts**. The newly created and empowered domestic workers association (DOWA), which is now funded by contributions from over 1,000 members, was established by the project and has provided a platform for DW's to raise their collective voice. Local mutual support groups have not only increased knowledge about the rights of domestic workers by working closely with local councils but have offered a safe space for domestic workers to share experiences.

The project has also contributed significantly to the ongoing legislative and regulatory review, that when passed – and there was general acceptance among evaluation respondents that it will happen – will offer far greater recognition for domestic workers rights in law.

In terms of **sustainability** the project has been able to make sustainable changes that have helped lay the groundwork for a new, and more protective, legal landscape for domestic workers. It has also provided a platform for DW's to continue to organize and lobby for the application and adherence to those regulations, and more generally to increase awareness of the rights that domestic workers should be entitled to in Uganda. The partnerships that the project has been able to forge, between DOWA, PLA and policymakers have been critical for creating an improved dialogue on these issues, one that is set to continue.

UNDEF's support for this project, has provided welcome **value-addition**. By supporting a baseline study that clearly identified some of the challenges facing DWs and their benefits to society, UNDEF has played a part in getting the issue higher up the policymakers and politicians priority list. Furthermore, its decision to work directly with PLA has been vindicated by the grantee's excellent management of the project. Its ability to adapt to opportunities for legal reform is just one example of good adaptive programme management that UNDEF enabled PLA to pursue, drawing on their understanding of the context.

Five key **conclusions** can be drawn from the findings presented below:

1. Though time-consuming and less able to reach as wide an audience as radio or pamphlets, the door-to-door engagement approach, which facilitates tailored one-on-one discussions can have the biggest impact in raising DW awareness and in engaging with employers.
2. Domestic worker mutual support groups provide workers with social and financial safety nets that can also be vehicles for the further spread of education about their rights.
3. The creation of DOWA has provided a sustainable platform for domestic workers to learn, educate others and influence policymakers. The model of self-funding through membership fees should ensure that it continues to do so in the years ahead.
4. The baseline survey was a key document for engaging policymakers about the need for greater recognition of domestic worker rights and their wider contribution to society.
5. Building strategic alliances with parliamentarians and ministry officials has enabled PLA to become a key part of the legislative and regulatory design process.

The report's conclusions also inform the key **recommendations** that it makes:

**(a) For UNDEF**

- Identify and work closely with national partners that have a strong track record of working on the issue of domestic workers. This will help build strong partnerships that can achieve set objectives.
- Fund action-oriented research to provide clear evidence of a problem at the start of a project. It not only provides the grantee with a resource to shape its own interventions but can ensure the issue is looked at by other stakeholders. This was the case in this project as the baseline survey became a clear advocacy tool to raise public awareness of the issue and engagement policymakers and government actors.

**(b) For PLA Uganda**

- Explore the use of digital platforms for sustaining communication between DW mutual support groups for example. This could include the creation of WhatsApp groups or specifically created digital platforms that allow the support groups to engage on a more regular basis without having to leave their place of work.
- Equip DOWA with the materials and skills to provide trainings that can further empower DWs, peers and employers. This would ensure even greater sustainability and enhance the organizations credibility with local leaders and institutions.
- A peer-to-peer educator approach should be encouraged and perhaps facilitated, with small grants available to those in the police and recruiters who organize trainings aimed at institutionalizing knowledge in their own workplace.

- Document the strategic approach used to engage with parliamentarians on the issue to bring out lessons that can be learned for other civil society organization's working to amend legislation in Uganda and beyond.
- PLA can do more to widen their net so they can reach and educate new duty-bearers in communities where their work is known, but where they have not previously engaged. Given that it is not feasible for PLA to work directly in all parts of the country, or even Kampala, this could involve training local council leaders, to educate other councils where PLA is not working directly.
- An approach to capture different experiences of men and women DWs should be embedded in the training and engagements. The latter are much more likely to be victims of sexual assault and to receive less pay.

Finally, the report outlines **lessons learned** from the implementation of this project. These include:

- Accessing DW's who are live-in, rather than live-out requires a different approach, given the difficulties in undertaking door-to-door engagement. There are still many domestic workers isolated and unaware of their rights.
- Building allies in parliament and providing technical inputs whilst allowing them to drive the reform process, is a strategy that has worked well for the issue of domestic work.
- Door to door engagements may be the most time consuming and expensive way of doing engagement, but for this face-to-face interaction is the most effective outreach approach.
- Creating association structures that are funded by membership fees enhances the feeling members have of ownership of the entity and increases their sustainability in the long-term.
- The project has done an excellent job of combining support to improve the situation of individual domestic workers by empowering them with knowledge and offering legal support, with a wider initiative to change the legal environment in which they operate.

In summary, this project has done an excellent job in outlining the case for why domestic workers rights need to be recognized in Uganda, and in working with key stakeholders at the local and national level to advance both knowledge and regulation to that effect. The projects design was well thought out in that it not only sought to empower domestic workers but to create a more conducive environment for the realization of those rights. The creation of a domestic workers association, that is funded by membership fees, provides a platform for the ongoing sustainability of the intervention and for the expansion of awareness among more domestic workers and duty bearers in Kampala and beyond.

## II. Project Context

### i. Development Context

The involvement of women in the political sphere in Uganda has increased over recent years due to temporary special measures such as quotas. However, this has failed to translate into transformative change in terms of legislation, policies and programs for women. Female domestic workers are among the most exploited and abused workers in the country; they are unable to exercise their rights and lack freedom of movement and self-determination. Despite domestic work's key role in the economy both in creating employment for an estimated 130,000 Ugandans according to the projects baseline study and in allowing for households where they are employed to have two salaries, the sectors invisibility and hidden nature has left female workers, in particular, isolated and unable to access information on their rights and on institutions of redress.

According to the National Employment Policy (2011) 70% of female and youth domestic workers are not aware of their rights, nor are they empowered to articulate and assertively claim them. A 2015 study by Platform for Labour Action (PLA) found that this was worsening, with 82% of workers interviewed not aware of any rights and 88% of employers also unfamiliar with the rights that should be afforded to domestic workers. The same survey found that four out of every 10 female domestic workers had been the victims of verbal abuse or physical violence. The baseline study conducted as part of this project highlighted this ongoing challenge, with 21% of domestic workers admitting to having been a victim of verbal abuse, whilst 15% had faced physical repercussions from their employer.

The data from the baseline survey highlights the ways in which domestic workers lack security, freedom of association and the capacity to negotiate employment terms and conditions. Meaning that they often face non-payment of their meagre wages - something that 27% of domestic workers admitted - for long working hours. Without a minimum wage, Ugandan domestic workers and informal sector workers in general earn meagre wages. In 2017, for a live-in domestic worker, figures ranged from as little as UGX50,000 (US\$15) to UGX100,000 (US\$30) per month. The government has discussed the introduction of a minimum wage of UGX130,000 (\$37) but progress towards implementation has been slow.

What is clear is that despite domestic work making a notable contribution to Uganda's social and economic development by providing vital services to the smallest state unit (the family) it remains poorly regulated. Uganda has not ratified the International Labor Organization's Convention on Decent Work for Domestic Workers; its Employment Act does not regulate domestic work recruitment agencies and fails to define the home as a workplace; and its Domestic Violence Act fuses the relationship between employees and family members when it comes to issues of sexual assault. Data collected by PLA in 2017 found that 8% of domestic workers surveyed had been the victims of sexual harassment or assault. Even when domestic workers seek redress, law enforcement officers often fail, due to a lack of knowledge about the issues themselves, to offer the support required.



## ii. Project objectives and approach

Since 2004 PLA has been engaged in advocacy work to promote the human rights of young and female domestic workers in Uganda. In addition to raising awareness of the rights of domestic workers among key stakeholders and providing legal support to domestic workers who are victims of abuse, PLA has supported the establishment of mutual support groups for female domestic workers. Over a period of 24 months between 1 March 2017 and 28 February 2019, and with UNDEF funding of US\$242,000 PLA, delivered a project aimed at promoting the recognition of domestic work and domestic workers' contribution to Ugandan society. With the objective that young and female domestic workers would be empowered to claim their rights, access support services and be more included in local and national decision-making processes. The three key outcomes of the project were identified as:

- Outcome 1:** Increased recognition of domestic workers rights and their contribution to society.
- Outcome 2:** Increased capacity of female domestic workers and their networks.
- Outcome 3:** Policy proposals from domestic workers submitted to duty bearers for positive changes in their working conditions and environment.

To achieve these outcomes, which together aimed to promote the participation of female and youth domestic workers in claiming their rights, accessing support services and being more included in decision making processes, PLA proposed a range of activities:

- Producing a study that profiles domestic work and its socio-economic contribution to provide evidence that can support wider advocacy efforts.
- Working to establish more mutual support groups for domestic workers and training selected leaders on rights and responsibilities of domestic workers. Encouraging a more sustainable peer-to-peer approach to learning.
- Supporting the establishment of a membership-based association to give domestic workers greater collective bargaining power in asserting their rights.
- Increasing awareness of domestic worker rights through door-to-door campaigning, radio talk shows and SMS.
- Providing legal aid services to give domestic workers the chance to seek advice and, where necessary, support in obtaining redress.
- Training key local stakeholders - police, women secretaries, recruiters/employers and local council leaders - on the rights of domestic workers and supporting measures to better regulate the sector.
- Fostering dialogue between domestic workers and key local stakeholders on a bi-annual basis.
- Lobbying policymakers and women members of parliament to work to amend legislation that covers the rights of domestic workers.

The project was to be implemented in four of the five divisions of the capital city, Kampala. In recognition of the fact that many young people - defined by the project document as those aged between the 15 and 30 - are attracted to the city due to unemployment and the limited opportunities for wage employment in rural areas. 3,500 female domestic workers were targeted

as the direct project beneficiaries, along with 50 women members of parliament, 180 duty bearers and over 2,000 employers. Indirect beneficiaries were deemed to be those who learnt about issues facing domestic workers through listening to the 12 radio shows produced. The projects full logical framework is outlined in Figure 1.

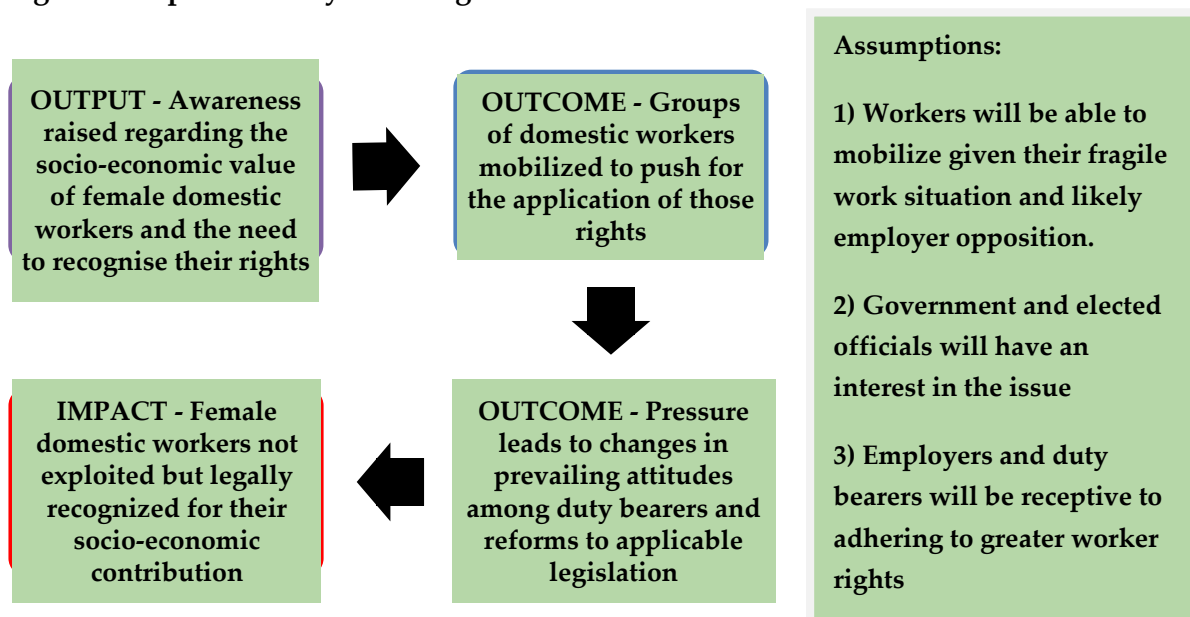
**Figure 1: Logical Framework**

<b>Outcome 1: Increased recognition of domestic workers rights and contribution to society</b>		
<b>Output</b>	<b>Activities</b>	<b>Indicators</b>
1.1: A study of domestic workers in Uganda	1.1.1: Recruit consultants 1.1.2: Conduct survey 1.1.3: Launch report	<ul style="list-style-type: none"> <li>• % of targeted policymakers attend launch</li> <li>• Evidence of report findings cited/use by policymakers</li> </ul>
1.2: 12 weekly radio shows addressing domestic workers, employers and stakeholders aired	1.2.1: Identify & contract radio stations 1.2.2: Produce 12 talk shows 1.2.3: Broadcast talk shows 1.2.4: Conduct audience survey	<ul style="list-style-type: none"> <li>• % of target audience for 12 radio programs reached</li> <li>• Discussion with radio hosts as to how DW issues discussed in programs that have followed</li> </ul>
<b>Outcome 2: Increased capacity of female domestic workers and their networks</b>		
<b>Output</b>	<b>Activities</b>	<b>Indicators</b>
2.1 Four leadership trainings for 120 mutual support group leaders	2.1.1: Identify group leaders of mutual support groups 2.1.2: Develop course outline for training 2.1.3: Conduct three-day training for four groups of 30 participants	<ul style="list-style-type: none"> <li>• % of trained lead domestic workers conducting their peer training to 25-30 peers</li> <li>• % of mutual support group leaders demonstrating an improved understanding of key issues</li> </ul>
2.2: 60 Peer-Training sessions delivered to 3,500 domestic workers	2.2.1: Develop course outline 2.2.2: Orient peer educators on the course outline 2.2.3: Conduct peer-training sessions to 3,500 mutual support group members	<ul style="list-style-type: none"> <li>• % of participating domestic workers who join trainings and then fully participate in the 61 mutual support groups</li> <li>• % of domestic workers demonstrating an improved understanding of key issues</li> <li>• evidence of use of the knowledge delivered by the training in the activities of the 61 mutual support groups.</li> </ul>
2.3: Establishment of two associations of mutual support groups	2.3.1: Mobilize interest in leaders of mutual support groups 2.3.2: Registration and formalization of the Associations 2.3.3: Development of an advocacy strategy for the Associations 2.3.4: Conduct engagement with 50 women MPs, 5 ministers and 10 women's rights organizations	<ul style="list-style-type: none"> <li>• Has an association been established and what has been its impact so far (particularly has it conducted engagement exercises with MPs, ministers and women's rights organizations, on what issues and with what outcomes?)</li> <li>• Review the advocacy strategy developed and assess the role it plays in shaping the associations work</li> </ul>
<b>Outcome 3: Policy proposals from domestic workers submitted to duty bearers for positive changes to their working conditions and environment</b>		
<b>Output</b>	<b>Activities</b>	<b>Indicators</b>
3.1: Legal advice,	3.1.1: Door to door awareness raising	<ul style="list-style-type: none"> <li>• # of target domestic workers reporting that work</li> </ul>

counselling, representation in mediation and arbitration sessions to 3,500 domestic workers	exercise 3.1.2: Provide legal aid services to domestic workers 3.1.3: Send support messages to domestic workers using SMS	conditions have improved <ul style="list-style-type: none"> <li>• # of domestic workers using and benefiting from legal aid services</li> <li>• # of domestic workers receiving SMS and being engaged on the doorstep and how useful they found the information shared.</li> </ul>
3.2: Four, three-day awareness trainings for 180 duty bearers	3.2.1: Identify and select duty bearers for the training 3.2.2: Hire a resource person 3.2.3: Conduct trainings for local council members, women secretaries, labor officers, police officers and recruitment bureaus	<ul style="list-style-type: none"> <li>• % of training beneficiaries with an improved understanding of key issues of domestic worker rights</li> <li>• # of positive changes produced by the target duty bearers (policymakers, local councilors, police officers and employers)</li> </ul>
3.3: 50 community dialogues with 2,500 employers and their households	3.3.1: Develop a dialogue plan and register employers with women secretaries through door to door 3.3.2: Facilitate the secretaries to mobilize and convene households 3.3.3.: Conduct community dialogues	<ul style="list-style-type: none"> <li>• # of registers set up by women secretaries that are kept up to date and capture a significant percentage of employers</li> <li>• # of community dialogues held which produced positive discussions and agreed ways forward on the issue</li> </ul>
3.4: Biannual meetings between the Association and trained duty bearers	3.4.1: Mobilize members of the Association and trained duty bearers 3.4.2: Conduct bi-annual meetings 3.4.2: Conduct quarterly monitoring	<ul style="list-style-type: none"> <li>• # of meetings held</li> <li>• # of recommendations agreed at the meetings which are then taken up and implemented</li> <li>• How have monitoring reports been used to further shape and develop the project</li> </ul>

The projects implicit theory of change (generated by the evaluator) was that greater awareness of the rights of female domestic workers, and the enforcement of those rights, would be best achieved when domestic workers, duty bearers, employers and politicians have a shared recognition of their socio-economic value to society.

**Figure 2: Implicit Theory of Change**



### III. Evaluation Approach

Taking place in the context of the COVID-19 pandemic, which has placed restrictions on global travel and has closed Uganda's only international airport, this evaluation used a combination of online interviews –conducted using Zoom by the lead evaluator – and in-person interviews and focus group discussions – conducted by an evaluator based in Kampala. The decision as to which interviews to be taken online, was done in consultation with PLA, based on their level of access to the technology and internet required (see Annex 3 for a full list). All focus-group discussions were conducted in-person in Kampala.

A review of relevant desk-based materials (see Annex 2) provided some more quantitative data to support the qualitative responses gathered during the 11 interviews and five focus groups that took place in July and August 2020. But the focus of the evaluation was to use a participatory and people-centered approach, which gave predominance to the voice of project implementers and beneficiaries.

The two-member research team, using an agreed set of questions to ensure consistency, shared notes and discussed their findings as part of the analysis and write-up phase. Efforts were made to ensure that the views of key stakeholders as well as domestic workers from each of the four divisions in Kampala, targeted by this project, were captured and that the voice of women was amplified, particularly among beneficiaries. Despite efforts to arrange meetings with representatives of the police and a member of parliament, the evaluators were unable to have these conversations. In the case of the police representatives two of the individuals identified had left for postings in other parts of the country and could not be reached by phone. The member of parliament expressed an interest in being part of the evaluation, but several efforts to arrange a call fell through due to her very busy schedule.

Focus group discussions with domestic workers were comprised solely of women to create an environment in which they felt comfortable. The use of a Ugandan female evaluator who was able to facilitate the discussions in Luganda allowed respondents to express themselves on the issues without worrying about any language barriers. Where individuals wished to speak about sensitive issues their anonymity was protected. Identified success stories are captured as case studies in the evaluation report.

### IV. Evaluation Findings

#### *Relevance*

The in-depth study profiling domestic workers commissioned by PLA at the start of the project reaffirmed the importance of focusing on women and youth when engaging with domestic workers. Of the 224 domestic workers (DWs) the 2017 baseline study surveyed, 93% were female, with 65.6% under the age of 30. But despite the projects specific targeting of female DWs, over a third of those trained were male. The fact that there were a larger than expected number of male project beneficiaries in this project, “will have had an impact as male workers are not as likely [though it still happens] to be the victims of violence or sexual abuse” noted one civil society

respondent. PLA staff acknowledged that male domestic workers were less at risk of sexual exploitation than women and were often paid more than their female counterparts but there was a lack of discussion or analysis of how the trainings were received in a gender disaggregated way.

The baseline study provided confirmation of what PLA already had observed, having worked extensively on the issues facing DWs since 2004. Data collected for PLA's Better Livelihoods for Female Domestic Workers study in 2015, found that over 80% of domestic workers were not aware of the rights that they have when it comes to issues such as payment, housing, holidays, or medical treatment. This project was therefore particularly timely in addressing a sizable knowledge gap amongst most DWs. But having new evidence generated by the baseline study that also highlighted the wider economic value and contribution of domestic workers allowed them to leverage existing, and build new, connections to policymakers. It facilitated discussions between PLA and the Uganda Women Parliamentary Association and strengthened pre-existing working relationships with Ministry of Gender, Labour and Social Development (MOGLSD). PLA has subsequently been regularly consulted in the development of DW regulations to the extent that a Ministry official described them as "bearing the mark of PLA".

The timing of the project also aligned well with international priorities. A 2016 report by the International Labor Organization entitled "Formalizing Domestic Work", called for incentives to help reduce informal arrangements in the domestic work sector, noting their impact on women, who may not be aware of their rights. Something that PLA's previous research has shown to be true in Uganda. The importance of addressing domestic work, as it aligns with Sustainable Development Goal 8 on decent work reiterated this relevance.

The project's door-to-door engagement approach proved to be a highly effective way of engaging with live-out DWs. As one FGD discussant noted, "DWs are not always able to listen to radio and watch TV but with the door to door approach, you speak with them [DWs] as they work". The ability to tailor messages to individuals own experiences, was viewed as key by PLA staff when it comes to engaging with both DWs and their employers. However, this approach is also limiting in that it makes accessing live-in DWs, particularly those who worked in gated-compounds, difficult. Radio programs and the creation of new, and strengthening of existing, DW mutual support groups were included in the project design to bridge this gap and have helped with engagement in local languages, but their ability to reach live-in DWs remains hard to assess.

To ensure that DWs were not simply empowered with knowledge about their rights, but unable to have them enforced, PLA designed the intervention to target duty bearers – the police, local council leaders and women leaders, recruiters and employers – and policymakers in an effort to build a more holistic understanding of the important role they play, and the rights they should be afforded. "PLA came to our village and identified active leaders and community members who were trained on how to sensitize community members about the rights of DWs" noted one community leader.

Whilst this approach was key to building grassroots understanding of DW rights there remain concerns that there was not much institutionalization of that knowledge going on particularly

when it comes to the police. Although there are at least more sympathetic voices in local communities, among individual police force members because of the intervention, many DW's still point to the police as an obstacle to their rights, rather than an ally.

Several evaluation respondents also raised concerns that PLA projects focus on engaging the same communities and local leaders. Although this continues to strengthen these relationships and the progress made in these communities, it neglects other communities where relationships are not so well established, but where domestic workers need support. Whilst it is not feasible for PLA to cover all the local councils within Kampala, it could explore ways of improving its presence, directly or indirectly, in areas it has not yet worked in extensively.

### *Effectiveness*

The projects three outcomes were designed to achieve its overall objective of young and female domestic workers being empowered to claim their rights, access support services and be more included in local and national decision-making processes. From the interviews, focus group discussions and a review of the documents produced during the project, there is increased recognition in Kampala of the rights of domestic workers and their contribution to society at different levels (Outcome 1) even if the project did not include an approach to capture this in a quantitative way.

Duty bearers who were trained as part of the project - the police, local council leaders and women leaders, recruiters and employers - spoke of "new thinking" after being challenged to reflect on issues facing domestic workers and how they are treated. As one local council leader noted, "they act in the interest of the DWs because they have been trained to recognize these people as workers". An employer, reflecting on her own experiences of attending the projects training workshops, noted that, "I did not know about making contracts with these workers and what should be in them. PLA taught us about how to pay the DWs fairly and offered free support where we can seek justice and get information in the future". Some recruiters were also applying the learning from the workshops in their own operations.

### Case Study – Maureen Mulika, Owner, Milestone Domestic Services Agency

“After my first engagement with PLA, I decided to go back to school to do social work so that I could fully understand DWs and support them in a professional way. I have attended many PLA workshops and trainings that have taught me so much. From the education PLA has given me, I realized I had to change my language and educate myself. I changed the name of my business from Maid Solutions to Milestone Domestic Services in 2017. I realized my business needs to be registered, that I need a professional training center and screening service for my clients. My agency now has training about duties, responsibilities, rights, challenges, mediation and how to screen DWs. PLA helped me learn how to speak to employers and my clients, how to assess the home and the client, to do the follow up and really professionalize my business. PLA training has also given me knowledge on the legal side of issues, I feel like I am also becoming a bit of a lawyer”.



PHOTO: Maureen Mulika, Milestone Domestic Services Agency.

Credit: Suzane Muhereza

Crucially, the project has also improved the knowledge DWs have about their own predicament based on the discussions held with focus group respondents. One noted how “the project has taught us our rights and we are able to tell our bosses that we have rights and freedoms. For example, I now explain that I need time off to go and rest”. Another remarked that:

**“PLA has taught us that we are useful members of the society, if it were not for us, these big people would not be able to do their own work because there would be no one to look after their homes”.**

This recognition of the important role DWs play in the wider economic empowerment, particular of women who are able to work in other settings outside the home when assisted by DWs, was a key point raised in the baseline survey that has driven engagement with policymakers. According to one of its authors, the baseline report, “was critical in helping to drive a Uganda Law Reform report on domestic work, which has been instrumental in driving efforts to introduce domestic worker regulations and have an amended Employment Act, which offers greater recognition for the rights of domestic workers, passed”. Although the Employment Amendment Bill has yet to receive presidential assent, there remains confidence that it will be passed. It would be a landmark moment for domestic worker rights in Uganda.

Trainings, door-to-door engagement and lobbying of policymakers combined to increase recognition for the rights of DWs. Door to door engagements have been one of the most effective ways of changing attitudes of the community because “you would go [to a home] and find the domestic worker and employer together and you talk to both at the same time” a member of PLA staff noted. The door-to-door awareness raising approach was not always easy

because it meant first going through employers and in some cases, “they were not willing to let us speak with the domestic workers” noted the same PLA staff member who agreed that it was also hard to engage those living in gated communities or with security guards who refused to let us enter.

But many employers were willing to listen to what PLA and trained DWs had to say. “In many cases we found employers who thought they were treating their staff fairly but having listened to/or read our materials they found they hadn’t been” noted a PLA staff member, a sentiment echoed by several DW peer educators spoken to during the FGDs. The door-to door approach, though more laborious had benefits that could not be obtained from pamphlets or radio shows in that it allowed one on one engagement on this issue. This meant that responses could be tailored to fit individuals’ experiences and realities.

But the projects ability to reach beyond that audience was more limited. Radio talk shows enabled people to call in from different places and hear about the rights of domestic workers in languages like Luganda, but just 34% of the targeted audience had listened to the shows, according to a media survey report used by PLA to assess impact. Nonetheless, by translating and printing educational materials about the rights of DWs in Luganda, Acholi and Rukiga/Runyankore, PLA was able to reach a wider audience. These materials have continued to be used by domestic worker support groups and the Domestic Workers Association (DOWA) though both suggested that the project could have produced more materials that would have supported the continuation of this awareness work.

The projects second outcome - increased capacity of female domestic workers and their networks – has largely been delivered. Building the capacity of domestic workers to speak for themselves was at the heart of this outcome and over 2,800 DW’s benefited from training given to them by peers, who were targeted and trained as peer educators by the project. Many respondents in the focus groups spoke positively about what they had learned, “we learnt to have dialogue with employers when you are starting the job so that you agree rights and responsibilities and everyone knows what to do. It reduced the quarrels”. Those DWs conducting the peer-to-peer trainings were equally positive, “we are called to train other DWs and we do it happily... now, we know what work entails and can advocate for others”.

Of these 51% joined DW mutual support groups, just short of the 60% target set by the project. These mutual support groups were designed to simply be places where information could be shared, but many became spaces for collective saving which provided an additional, and unexpected, livelihood support element. But this evolution of the support groups function was also a reason why some DWs chose not to join. They cited the use of other mechanisms to save money and negative experiences with collective savings groups that they feared could be replicated in the mutual support groups. However, the evaluation found no evidence that this was the case with the projects DW mutual support groups.



All 22 of the focus group respondents engaged for this evaluation were members of DW mutual support groups and spoke not only of how they were helping them to fund additional income generating activities, but how these fora provided a place to share experiences and concerns as the project had intended them to do. As one DW mutual support group member explained:

**“we also move around and try to support our fellow workers, when I go to gated homes with live in maids, we give them information [about the rights] and give them our phone numbers so they can reach out to us”.**

This educational role is also played by the Domestic Workers Association (DOWA); Uganda’s first association for DWs. DWs did not feel as though they were welcome to join trade unions in Uganda, but in the view of one civil society member, “this body has really helped to give them a space and platform to amplify their voices”. DOWA’s membership is now over 1,000 – it has grown from 600 since the project ended -, it has a small office in Lubiri Triangle and is funded by member contributions – the annual subscription is UGX 15,000 (US\$3). It has helped to better connect, often isolated individuals, working in the sector with others who can share experience and advice. For one DW, “being a member of DOWA has allowed me to make more friends from different parts of the city, that reassures me”.

DOWA-s four-pronged advocacy strategy, developed with support from PLA, but led by an elected executive of DWs was presented in meetings with female MPs, officials from the MOGLSD and helped forged collaboration with civil society groups working on related rights issues. Recently, The Uganda Association of Women Lawyers, for example, recently engaged DOWA’s leadership in a Twitter chat aimed at highlighting the rights of, and challenges facing, DWs during COVID-19. The association has been quite outspoken in raising issues facing domestic workers during the pandemic through regular radio appearances and interviews with print media journalists.

“Although the progress they are making is gradual the fact they have a structure and a platform that is active is positive and important for sustainability” noted one civil society respondent. With many respondents also highlighting not just the technical work done by DOWA but the sense of solidarity, pride, and power in numbers it has created among DWs as being a key part of its success.

The reach of the training and the creation of support structures at a local and city-wide level has given DW’s more of a voice in society. “We ourselves speak about the issues on community radio, with PLA support, we go on radio and talk about our work and our rights” said one DW. But this greater collective approach has not just targeted wider citizen awareness, It has aimed to work more closely with local leaders and national policymakers that aim to deliver positive changes in their working conditions and environment (as per Outcome 3).

The projects baseline survey found that just 26% of DW’s felt wages were predominantly paid on time, with only 15% noting that they had a day off. A review of the monitoring and evaluation reports produced by the project and the focus group discussions with DWs suggest

that project has helped improved these realities for many women. However, without a comprehensive endline survey it is not possible to assess the extent to which the project achieved its target of 70% of targeted domestic workers seeing their conditions improve. Even if over 4,000 accessed legal advice, counselling or were represented in mediation or arbitration sessions during the project.



The project has also worked to register domestic workers with local councils to create a more accurate record of their presence and to provide a more supportive environment in cases of violations or disputes. Registers of DWs, which capture basic information about them including pictures and telephone numbers, were shown to the evaluation team by some local council leaders. A PLA internal document found that 76% of those councils that had attended trainings during the project kept an up to date and comprehensive record of DW's in their community.

PHOTO: Charles Ssekiranda, local council chair, Kisenyi Zone, Kawempe Division showcasing the DW register, Credit: Suzane Muhereza

Efforts to encourage the use of contracts between DWs and their employers have been less successful. Just three of the 22 DW's (14%) who took part in the focus group discussions had a contract in place. That number may increase among domestic workers who were employed through a recruiter as project report data showed that 24% of recruiters are now using standardized contracts between workers and employers.

Generally, it is employers that oppose the use of contracts. One recruiter noted, "when you tell the employer to give a contract to the worker, they do not see the value despite the hard work they do". But even in instances where contracts are signed challenges remain, given that Uganda does not have a minimum wage for workers, across all sectors. This leaves the issue of payment at the discretion of the employer. Efforts by PLA in their interactions with employers to encourage them to meet an agreed standard have generally been met by pushback.

Enforcement is another challenge. Little evidence was found, either during the desk-based research or as part of the interviews, that the police have been more likely to identify abuse of domestic worker rights since the project began. In fact, it was not possible to interview a police representative as those selected were either busy and unable to attend or had moved to another location in the country, and no colleagues were able to act in their stead. Police are still seen primarily as obstacles to domestic workers rights being protected in most cases by DWs. A view shared by one focus group discussant, reflected the sentiments of many:

**"the police want bribes and take bribes from employers when there are disputes, they do not listen to us when we take our cases to them and they intimidate the domestic workers. Police are still a problem. It seems that the police bosses who are in the PLA training with us do not share this information on our rights with**

**their support staff because when we go to the station to report issues, they act like they know nothing and fail to assist us”.**

Greater progress, however, was made with regards to legislation and regulation, with PLA and DOWA involved in discussions with the MOGLSD to support the development of regulations and the amendments to the Employment Bill. For one ministry official,

**“their input has been very useful in telling ministry officials what is important, and what is practical, based on their own experiences...we have been able to consult and hear from domestic workers when we are revising policy and creating regulations in a way that we previously did not”.**

DOWA has been able to ensure that the voices of DW's are being heard in the development of regulations for the sector, rather than being imposed on them in a more top-down process. As one PLA staff member rightly noted, “in addition to having the right laws in place to protect domestic workers, it is important that such groups can self-represent as this make enforcement of those laws or regulations much more feasible”. The engagement between DOWA and the Ministry has continued beyond the project as regulations for domestic work in Uganda are developed indicating a strong sustainability element.

### *Efficiency*

The evaluation of efficiency assesses three core components: value for money, project management and partnerships and synergies.

Overall, the project has provided excellent value for money, particularly given the number of components that have been sustained, or that will have sustained impact, beyond the cycle of its implementation. The peer-to-peer education approach was a tried and tested method for PLA and helped ensure that the knowledge imparted at the training workshops trickled down to DWs. The approach not only offers value for money, but the fact that messages were being relayed by other DW's who could help others situate what they were learning and hearing with their own experiences was extremely valuable.

A sentiment that was shared by one DW focus group discussant who remarked on “the ability other domestic workers have to empathize with experiences, to know the challenges and to share solutions” as being particularly helpful in engaging those new to what is a very fluid sector. For PLA staff, “having peer educators can make the project more sustainable as it ensures knowledge flows among domestic workers, not just being controlled or held by PLA”. This value for money aspect was also revealed in the door to door engagement strategy devised by PLA. Whilst it would have been much cheaper to remove this aspect and focus on radio and SMS as a tool for engaging with domestic workers, almost all respondents spoke highly of the door to door approach in terms of the positive conversations it facilitated on the issue, not just with DW's but with employers.

Despite a little more than 15% of the project budget being spent on staff costs – above the UNDEF norm of 10% - PLA was widely commended by those involved for their contribution and work to

push the DW agenda forward in Uganda through this project and through the legal support it provided to workers in individual cases. Whilst a greater percentage of the budget could have been allocated to support DOWA to produce educational materials, train their leadership, and conduct workshops, in order to give them a stronger financial foundation on which to build – perhaps through a grant - the project was professionally managed, able to meet targets as laid out in the project document and willing and able to adapt to take advantages of opportunities that arose.

In some cases, adapting meant delaying training with select duty bearers. Due to delays in holding local council elections, trainings were initially delayed with a solution eventually being agreed that trainings would take place for current occupants with a post-election refresher to capture newly elected officials. Despite this approach, one DW spoke during the focus group discussions of the need for,

**“more education for the new village leaders and women councilors since there has been changes in the leaders and some of the new leaders do not know of our rights or understand our issues like the old leadership did. The new local leaders need to be targeted directly because sometimes we approach them with specific complaints, and they have never heard of our issues”.**

This points to a wider challenge of sustaining or institutionalizing duty bearer knowledge beyond the life cycle of a project. The project also adapted to focus attention on the push for legislative reform after the baseline study was picked up by female parliamentarians. The ability of PLA to see that opportunity and to take advantage of it to enhance the achievement of the overall project was a great example of adaptive programme management.

PLA’s experience of working closely with DW’s for well over a decade was also key in identifying, and adhering to, a feasible timeframe for the activities. The evaluator found that despite much of the projects training activities taking place on the only day-off that DW’s had, they were very willing to attend if they were given a few weeks’ notice. Individuals noted how these trainings, as well as being informative and educational, were an opportunity to make new friends with individuals that had shared experiences, a chance to have someone cook food for them and generally provided a safe environment in which they felt they could relax. So not only did the strategic management of activities allow DW’s to attend without having to gain permission from their employers, it also added value in terms of creating informal networks, that have merged with formal support structures and the association.

Furthermore, according to one PLA staff member who was involved with monitoring the project, “the fact that we had these workshops has actually meant that many have been more committed to taking their day off and communicating this to employers.” As previously they might have worked their day off given that they had nothing else to do. She also notes that PLA or DOWA is not aware of “a single domestic worker fired for attending a workshop” which shows that the project was carefully managed to ensure that opportunities to learn from DWs did not place them at undue risk.

The project reports, and the baseline survey commissioned, by PLA for this project helped to develop and enhance staff skills but also provided valuable information that was used to further inform programming and shape key stakeholder engagement, particularly in the policy space. In the view of one civil society respondent:

**“By consistently involving us in their activities and the policy discussions, PLA has helped us develop a much stronger understanding of the sector challenges overall, which helps us to situate individual cases much more clearly”**

The ability of PLA to establish and build partnerships has been a major factor in the projects ability to achieve a significant number of its outcomes. This includes partnerships with civil society actors, with DWs and their associations, with key duty bearers at the community level and with policymakers at the national level. At the national level, it is not just the ability of the project to establish strategic partnerships that should be acknowledged, but the ability of PLA to use these partnerships to push their agenda.

**Building Strategic Partnerships**

On the amendments to the Employment Bill, the strategic approach of PLA to interact with and get the buy-in of female Ugandan MPs who then championed its contents, was key as one respondent explained. “By targeting MPs, who were working on committees that addressed things like women’s right and economic empowerment, they were able to make the Bill be owned by MPs, not to be seen as some sort of civil society initiative which in Uganda has a tendency to be dismissed as either ‘opposition’ or of pushing a foreign agenda that isn’t necessarily aligned with Uganda’s values”. Although the Employment Amendment Bill has yet to receive presidential assent – it was assented to by parliament but returned for review by the President – the partnership PLA built with UWPA continues to exist and work towards shared objectives.

***Impact***

For individual DW’s, a key impact of the project has been in giving them confidence that what they do is a job like any other, and as such should be respected. The views of two DWs are provided below:

**“we used to be embarrassed to say that we were DWs but now people even take planes to do domestic work. We take pride in our work. We talk to employers about how to treat us. Before we were so afraid of employers, but PLA taught us so much. PLA has given us so much confidence and belief in ourselves and our work”.**

**“I now know how to fight for my money and can solve my issues...PLA has given us that confidence to stand up for our rights”.**



Despite this, there was widespread agreement among the DW's spoken to for this evaluation that this experience can differ for those live-in DW's who are much harder to access and thus less aware of their rights.

PHOTO: Domestic workers in Kiira who took part in a focus group discussion, August 2020. Credit: Suzane Muhereza



Another impact has been the increased economic opportunities that the mutual support groups and guaranteed days off have afforded members. Live-out DWs use this time off to make pastries, cook meals, weave baskets, and undertake other small ventures. This can provide additional income to supplement the meagre salary they receive as a DW – often as little as Ugx 50,000 (US\$15) per month - and can help pay for family things like school fees. “The mutual support group encouraged by PLA taught us to

develop some side skills like candle making, baking, making liquid soap, which allow us to get an extra income and not only rely on money from domestic work”, one respondent affirmed.

The formation of mutual support groups also provides domestic workers with transferrable skills and experiences that they can then use in other sectors, when they are able to move on from employment in what remains a very fluid domestic work sector. PLA has also documented examples of DWs who formed groups for sharing education that then evolved into community saving schemes. For one DW:

**“The mutual support groups that we created from being part of PLA project give us a sense of freedom because now we can do and support each other in a side business to get extra income. This income helps us support our families and our employers are more understanding of the fact that we need that extra money. The only issue is that our general pay for domestic work is still extremely low and we need a minimum wage that is legislated”.**

At the policy level, the review of domestic work as part of a wider discussion about employment standards in the country, has taken root, and the PLA baseline is recognized by ministry officials and those in parliament as having contributed significantly to raising the profile of the issue. After the event to launch the findings of the baseline study, PLA held a meeting with the Minister for Gender, Labour and Social Development and had engagements with her technical team to discuss some of the findings and recommendations. PLA has subsequently been involved with the development of regulations to guide domestic workers

rights in the future, the drafts of which includes things like issuing basic contracts that entitle workers to days-off and regular payment of an agreed minimum wage.

PLA's work contributed to putting domestic work issues higher up on the agenda and has wider impacts for the future. One of the baseline report authors noted that "previously the Uganda Bureau of Statistics Employment survey did not capture domestic workers, but we had some conversations with their officials who attended the report launch about how they can include them better in forthcoming surveys". The legislative changes and regulations PLA worked to develop and support, along with DOWA as part of this project, when passed, will have a wider, and potentially transformative, impact on DW's across Uganda.

When PLA has had success getting employers to come on board with the issuing of contracts, and where local leaders are actively registering DW's, the impacts have been most positively felt. Having contracts, "created better dialogue between employers and DWs because then the two sides have to talk about how much the DW will be paid, they learn their bosses' name and phone number, the worker knows their rest day, and so on" noted one PLA staff member. But whilst contracts do have an impact in formalizing the relationship between employer and worker in a way that clearly defines roles, responsibilities and compensation, the use of contracts is still not widespread according to PLA's own monitoring. As one DW respondent noted, "when we do not have a contract, we do not get paid the amount that was agreed, and we do not get paid in time. Written contracts will help us to address these issues."

In other areas the projects envisaged impacts have been diminished by implementation challenges. The ability to deliver on a promised 'feminist approach' in the training was impacted by the unexpectedly high number of men who took part in the DW trainings. Although the inclusion of men can often support and enhance gender-focus projects, and there were some benefits to their inclusion, the challenges facing male and female domestic workers in Uganda are different. As a result, issues such as sexual abuse, were not as well addressed as they could have been had the project found ways to exclusively focus on women.

A failure to get the police to engage sufficiently with the training materials to make them willing to thoroughly investigate abuses of DWs or issues of non-payments was a problem cited by almost all evaluation respondents. The issue of access to, and therefore raising awareness of, the DWs in gated houses is also a problem which limits the ability of local council leaders to complete full registers and makes it harder for DW mutual support groups to engage them. It was noted that some live-in domestic helps are also from outside of Uganda - Somali's, Sudanese, Ethiopians and Congolese were all mentioned – and in these cases even when communication is possible, the language barrier can be difficult to overcome.

### ***Sustainability***

In the design phase the proposal had given clear thought to ensuring a degree of sustainability for the interventions and given this evaluation took place almost eighteen months after the project finished it was in a unique position to assess how aspects of the project have been sustained. The

creation of new, and strengthening of existing, mutual support groups and a DOWA structure have been able to not only exist beyond the project but have grown stronger.

“During the [COVID-19] lockdown we have been able to help our friends especially those who were sent away without pay, we advised them to go to the police and seek justice, and PLA has supported us in that struggle” noted a member of the DOWA executive. The fact that its model draws on membership fees means that it should become more and more sustainable as its membership increases. It can also look at ways of raising additional funds from other sources, including NGOs and development partners. Even if in the short term there are limited funds for the DOWA to undertake the widespread education and engagement with employers and workers that it wants to do.



Photo: DOWA Executive members  
Credit: Suzane Muhereza

Hanifa Katwesigye (pictured left) was elected president of DOWA in 2018. She first engaged with PLA in 2013 after losing her job at the National Social Security Fund and turned to domestic work for income. Now she is a leading voice who advocates for the rights of domestic workers on television, radio and in discussions with community members:

**“the education provided by PLA opened our minds, we can speak out and act and solve issues for ourselves and fellow DWs. We can approach leaders’ offices and talk to different categories of people both literate and illiterate on our rights”**

Uganda’s Domestic Workers Association

DOWA has a clearly defined structure which includes provisions for an elected leadership, an office in Lubiri triangle and over 1,000 members spread across six divisions of Kampala. “Mobilisers in each division share information with our members and can reach DWs and learn their issues” notes Katwesigye. The small office is paid for using the membership fees from DWs; those who can pay an annual fee of Ugx 15,000 (US\$3). They have created ID cards for DWs which show the particulars of the worker and their membership to DOWA. In 2020, DOWA took a position paper to parliament to contribute its voice to the 2019 amendment bill on the rights of domestic workers. DOWA is waiting to be called to parliament to present their views, but in the meantime, they have submitted an amendment to MP Agnes Kunihira, who sponsored the Employment Amendment Bill as a private members bill, on the minimum wage. “Thanks to the support of PLA, in creating the association we can now speak for ourselves” notes Katwesigye.



Another key component of the project, which is well placed to deliver continued sustainability, is in legislative reform that will recognise domestic workers rights as part of the amended Employment Bill. Although the Bill was passed by parliament after the conclusion of the project, it was not assented to by the President. One of the baseline report authors believes that this was due to the minimum wage provision, which would apply to all employment sectors, and which would “have an impact on unemployment figures, because it might detract foreign investment/private sector investment”. Still a number of individuals, both from within government, and those working on the issues from a civil society perspective are confident that the Bill will be passed and that regulations being developed for the domestic work sector will also be introduced in the near future. And when the regulations are put in place, “they will bear the mark of PLA” said a ministry official when spoken to for this evaluation.

In short, the project has been able to make sustainable changes that have helped lay the groundwork for a new, and more protective, legal landscape for domestic workers. It has also provided a platform for DW’s to continue to organize and lobby for the application and adherence to those regulations, and more generally to increase awareness of the rights that domestic workers should be entitled to in Uganda. The partnerships that the project has been able to forge, between DOWA, PLA and policymakers have been critical for creating an improved dialogue on these issues, one that is set to continue.

The project has also improved the sustainability of PLA as an organization. The increased discussion of domestic work in policy circles and among duty bearers in Kampala, and the prominent role played by PLA in creating that space, has ensured that they are well-placed to receive further grants to continue their work support DW’s. In 2019 they received funding from the Dutch Government to focus the next phase of their work on ending exploitation and abuse of young and female domestic workers in Uganda. A project that will allow PLA to reach out to new local councils within Kampala and to even begin work in districts beyond the capital city.

Only in its interactions with duty bearers at the local level has the sustainability of the intervention struggled. Whilst some local council leaders are continuing to use registers provided by the project to have a clearer picture of the DWs working in their communities, the lack of institutionalization of the training received by members of the police and recruiters and patchy support from employers means that the community is reliant on individuals; with some very supportive of DWs rights and others not at all.

### *UNDEF value-added*

In providing funding for a hidden issue in Uganda, and by supporting a baseline study that clearly identified some of the challenges facing DWs and their benefits to society as a whole, UNDEF has played a part in getting the issue higher up the policymakers and politicians priority list. This is one clear value-addition.

A second has been the way in which UNDEF's support has empowered PLA. Initially PLA applied for this grant as an implementing partner, with an international lead. But with encouragement from UNDEF, whose mandate is aimed at empowering local organizations, PLA became the main grantee and has excelled in meeting the narrative and financial reporting requirements. As PLA's executive director noted:

**“running this project and grant, especially as we only initially applied as an implanting partner, has been great for PLA's own development. We managed to secure a follow up grant from the Dutch government to continue working in this area and I am sure our experience running this project has helped us with that”**

Finally, UNDEF have added value to the project by providing space for PLA to adapt elements of the project when they saw opportunities for impact. The change to focus more on legislative changes after the publishing and presentation of the baseline, was driven by recognition from PLA of a significant opportunity that although not included in the initial design, aligned well with the objectives of the project. Being willing to be guided by the grantee has meant that the project has potentially had more significant, and sustainable, impact. As one PLA staff noted, “UNDEF has been supportive and we have felt very comfortable discussing and revising approaches with them to ensure the project can have the biggest impact. They were very willing to let us take the lead and flexible and engaged to allow us to move forward in new directions when the opportunities presented themselves”.

## V. Conclusions and Recommendations

### (i) Conclusions

- PLA's extensive experience working on these issues in Uganda has helped build strong working relationships with civil society, domestic workers, and duty bearers.
- The baseline survey was a key document for engaging policymakers about the need for greater recognition of domestic worker rights and their wider contribution to society.
- Building strategic alliances with parliamentarians and ministry officials has enabled PLA to become a key part of the legislative and regulatory design process.
- DW's trained directly by PLA or by peer-educators, now have a greater understanding of the rights though more could have been done in the project to document this increased knowledge.
- Translating DW knowledge into reality continues to be a challenge, with even basic contracts still issued to less than a quarter of DW's surveyed and more than 80% still challenged by delays in pay. Just three of the 22 DWs spoken to for this evaluation had a contract.
- Greater success was observed to have been possible when engaging with live-out domestic workers. Live-in domestic workers remain difficult to access using the door-to-door engagement approach.
- Though time-consuming and less able to reach as wide an audience as radio or pamphlets, the door-to-door engagement approach, which facilitates tailored one-on-one discussions can have the biggest impact in raising DW awareness and in engaging with employers.
- Duty-bearer follow up to the trainings has been mixed. Re-elected local council leaders have, overall, shown a willingness to keep up-to-date registers of DW's and are more aware of these issues. But police force representatives have done little to institutionalize learnings from the training, and many DWs report them to be a continued obstacle when reporting abuses.
- PLA tends to work with local leaders and communities where they already have a strong presence. This can sustain progress in these communities but also means that the knowledge does not spread as easily into new geographical areas. do not that they know, rather than expanding their work into new areas.
- Recruiters can become key allies by mandating their clients to agree to sign contracts with, and meet minimum wage standards, with DWs.
- The creation of DOWA has provided a sustainable platform for domestic workers to learn, educate others and influence policymakers. The model of self-funding through membership fees should ensure that it continues to do so in the years ahead.

- Domestic worker mutual support groups provide workers with social and financial safety nets that can also be vehicles for the further spread of education about their rights.
- PLA has established partnerships with policymakers, some duty bearers, and with DWs, through DOWA, that can strengthen the push for continued recognition of the rights of domestic workers and their contribution to society.
- The projects design was well thought out in that it not only seeks to empower DW's but to create a more conducive environment for the realization of those rights.

**(ii) Recommendations**

**For UNDEF**

- Identify and work closely with national partners that have a strong track record of working on the issue of domestic workers. This will help build strong partnerships that can achieve set objectives.
- Fund action-oriented research to provide clear evidence of a problem at the start of a project. It not only provides the grantee with a resource to shape its own interventions but can ensure the issue is looked at by other stakeholders. This was the case in this project as the baseline survey became a clear advocacy tool to raise public awareness of the issue and engagement policymakers and government actors.
- Target interventions at raising awareness among recruiters and employers, as these groups can be key in establishing standards and practices that may not be codified in law but can improve DW situations.
- Continue to show a willingness to adapt programs, based on the insights and guidance of the grantee when they see an opportunity for a strategic intervention that enhances the projects overall goals.

**For the grantee**

- Apply pressure on legislative/policy officials not just to change measures, but to put in place provisions that will ensure they can be applied consistently.
- Ensure that in the design of a project, measures are put in place to ensure the gender targets promised are delivered in the project's implementation.
- Think about how to reach -live-in domestic workers or those who are harder to access in gated communities. SMS messaging was trialed in this project, but perhaps even calls could be used (from numbers collected from registers) to engage them in a way that replicates a conversation.
- Explore the use of digital platforms for sustaining communication between DW that initially happen in person. This could include the creation of WhatsApp groups or specifically created digital platforms that allow the support groups to engage on a more regular basis without having to leave their place of work.

- Refresher trainings for local officials can go some way to addressing the challenge of a lack of institutionalization of knowledge that means once an official moves location or is not elected the knowledge is lost.
- Equip DOWA with the materials and skills to provide trainings that can further empower DWs, peers and employers. This would ensure even greater sustainability and enhance the organizations credibility with local leaders and institutions.
- Pre and post training surveys to measure improvements in knowledge for both duty bearers and DW's would allow for a more quantitative assessment of their knowledge increase.
- Document the impact of the project on the lives of individuals through visually engaging photo or video stories, and engage with traditional media and social media to raise wider awareness of these impacts.
- Expand awareness raising to target prospective domestic workers in other parts of the country, so that they are more aware of their rights before becoming part of the profession. Here the use of radio would be key.
- Document the strategic approach used to engage with parliamentarians on the issue to bring out lessons that can be learned for other civil society organization's working to amend legislation in Uganda and beyond.
- PLA can do more to widen their net so they can reach and educate new duty-bearers in communities where their work is known, but where they have not previously engaged. Given that it is not feasible for PLA to work directly in all parts of the country, or even Kampala, this could involve training local council leaders, to educate other councils where PLA is not working directly.
- A peer-to-peer educator approach should be encouraged and perhaps facilitated, with small grants available to those in the police and recruiters who organize trainings aimed at institutionalizing knowledge in their own workplace.
- An approach to capture different experiences of men and women DWs should be embedded in the training and engagements. The latter are much more likely to be victims of sexual assault and to receive less pay.
- Producing materials not only in Uganda languages, but in regional languages like Somali, Swahili and Amharic, for example, could ensure even wider reach to more hidden domestic workers.
- Building on partnerships established by the project to push forward on issues of regulations, changes to legislation and the enforcement of those provisions, particularly around a contract that contains a minimum wage.
- PLA can continue to encourage employers and recruiters to use a written contract, and it can support the translation of those contracts into local languages where applicable to improve DW understanding of their terms.
- Facilitate regular and city-wide engagements between DOWA and employers aimed at building consensus as to the minimum standards acceptable for domestic workers.

- With approval from DW's encourage local council leaders to share domestic worker registers with DOWA so that they can create a city-wide database of DW's. And with their phone numbers DOWA can create WhatsApp groups and send SMS in help-forums or to arrange meetings at community level.

## VI. Lessons Learned

- Language barriers can be a challenge for engagement with DW's, producing material in local languages – written and crucially audio – is key for generating
- Accessing DW's who are live-in, rather than live-out requires a different approach, given the difficulties in undertaking door-to-door engagement. There are still many domestic workers isolated and unaware of their rights.
- Training individual duty-bearers can impact on their own attitudes but rarely has a wider or organizational impact.
- Adaptive project management and implementation allowed for adjustments to be made that enhanced the overall goal of the project.
- Building allies in parliament and providing technical inputs whilst allowing them to drive the reform process, is a strategy that has worked well.
- Domestic work is not as female dominated as one might think. But female and male domestic workers often have different experiences, with the former more likely to be underpaid and sexual exploited.
- Employers are more likely to introduce contracts and treat DW staff better when they feel they are part of the discussions, not when they feel the decision is being forced on them. Getting DWs and employers on the same page, though not always easy, is key.
- Door to door engagements may be the most time consuming and expensive way of doing engagement, but for this face-to-face interaction is the most effective outreach approach.
- Creating association structures that are funded by membership fees enhances the feeling members have of ownership of the entity and increases their sustainability in the long-term.
- In designing a project that addresses knowledge gaps, builds and strengthens locally owned association structures and looks to improve the legal environment, PLA created outcomes that support each other, and the overall objective of the project.
- Outlining the wider contribution domestic workers play in Uganda's economy has been key in shifting attitudes more generally.
- The project has done an excellent job of combining support to improve the situation of individual domestic workers by empowering them with knowledge and offering legal support, with a wider initiative to change the legal environment in which they operate.

## VII. Annexes

### Annex 1 - Evaluation Questions (Uganda) - Interviews

In addition to using the broader questions for evaluation set out in the UNDEF evaluation manual further questions, specifically related to the project in Kampala, Uganda will be asked. Below are some examples that will be used. This is not an exhaustive list.

#### *Relevance*

- Why is this issue of domestic worker rights (particularly for women) an important one to be focused on? And why the focus on Kampala?
- What role did the in-depth survey play in reaffirming PLA's belief and convincing others of the relevance of the issue?
- In what way was the in-depth domestic workers study conducted at the start of the project, used to advocate for systemic change at the government level? With what success?
- How was the training manual tailored to the local dynamics? Did it deliver fresh insights and improve understanding on key issues in a gender-sensitive way?
- Given the focus on gender in the project, what impact did it have that one-third of domestic workers were male? And how were these dynamics managed in the training and workshops?
- How was PLA able to leverage and sustain existing relationships (and build new ones) with key policymakers and legislators at the national level? And was it able to build similar relations at the subnational level? If not, then why?
- What considerations were made in choosing the domestic workers to become mutual support group leaders and peer educators? And how have they embedded the knowledge gathered within institutions they are a part of?
- How were other training recipients selected - duty bearers in particular? And were there associated challenges with this approach?

#### *Effectiveness*

- Have mutual support groups and the creation of a domestic workers association provided an improved support network for female and youth domestic workers? How and why?
- What did you learn from attending the training/peer to peer education sessions and how have you used that new knowledge in your everyday actions in the community? What barriers persist?
- Why was it important that the project included such a broad array of different stakeholders involved with the issue of domestic workers? And how did conversations facilitated by the project improve discussions between those operating at different levels when it comes to policy?

- What role has the peer-to-peer education approach and the creation of the DWA (and development of its advocacy strategy) had in ensuring the project has been delivered effectively?
- How effective were the different communication mediums - SMS, radio, door-to-door engagements - adopted by the project in generating awareness and engagement? How could these have been improved?

### *Efficiency*

- What impacts did PLA staff have in driving the project and ensuring its success (given that 40% of the budget was allocated to staffing costs)? And did staff changes have a significant impact on the project's implementation?
- Did the different communication mediums - SMS, radio, door-to-door engagements - adopted by the project to generate awareness and engagement offer value for money?
- Was the decision to use door-to-door messaging the most cost-effective approach? Why? And what explains the delays in undertaking the bulk of the door to door engagements? How much impact did this have in limiting the projects ability to follow up on the impact of this element of the project?
- How much of an issue was the availability of domestic workers to attend project events (given their limited time-off) and did this have a noticeable impact on the projects ability to deliver activities on time with tangible benefits?
- How were the reports generated by the project, documenting its activities and meetings, used to shape and inform its implementation?
- Did civil society organizations and duty bearers send the most relevant and qualified people to the training? And how was the project able to ensure it met with the most influential legislators and individuals within the MOGLSD?
- How much support and direction has PLA provided to building partnerships with key stakeholders (DWA, government, etc)?
- Where employers attended the community dialogues, what encouraged them to attend and how did that impact on the dynamics of the discussion?
- How successful has the peer to peer education model, driven through mutual support groups been? And how has the impact been effectively documented?

### *Impact*

- What do you see as the biggest overall achievement of the project? And how has/is that impact being realized a year and a half on? (Probe to ask if they see any lasting changes when it comes to perceptions, practices, policies and/or legislation and to understand how COVID-19 has impacted on domestic workers/their rights)
- How have you used the knowledge acquired to improve your personal situation regarding domestic work or the situation of domestic workers?



- Have you observed a marked change in attitudes towards domestic workers? If so what? And what has driven this change in attitude, in your view? (here mention the radio shows, the in-depth report, the training done by PLA, the door-to-door engagements or the provisions for legal aid offered by the project or another factor).
- How do you plan on sharing the knowledge you have acquired on the issue in the future with others?
- Have you experienced any negative impacts from the project?
- Targeting employers was an important component of the project, and a recognized risk. How has their limited engagement impacted on the projects impact?
- The creation of the national association for domestic workers was a crucial signal of the issues growing recognition. What impact has this body had when it comes to achieving success in the four major areas of its advocacy strategy (minimum wage, improved legal protection, lack of contracts and poor awareness of rights)? How is it working to protect and advocate for domestic workers rights during COVID-19?
- How have duty bearers who attended the training been able to institutionalize the knowledge gathered and apply the learning in practice?

### *Sustainability*

- Establishing partnerships and working relationships with a wide array of stakeholders from different backgrounds - from ministers to domestic workers - was key to project implementation. How are these relationships being sustained? And with what outcomes (potential or actual)?
- The drafting, and subsequent gazetting, of amendments to the Employment Act are a key impact of the project. If passed, what would be the main impacts/benefits for domestic workers? And how likely is that passage (and what is the timeframe)?
- How are the structures and measures (particular mention here for the DWA, the mutual support groups and the community bi-annual meetings) put in place to ensure that the acquired knowledge was used to continue to advocate for change being sustained?
- Is there evidence to show how the knowledge, which was targeted to specific divisions in Kampala, is being spread to communities outside the initial targeted ones? If so how?
- How regularly are registers used to document the existence of domestic workers in local council areas? And how prevalent are the use of standardized contracts between employers and domestic workers (an issue to be raised in the focus groups as well)?

### *UNDEF value added*

- What value-add did UNDEF provide to the project? Did its brand help connect PLA to key government officials?
- Does PLA now feel capable of managing international donor grants by themselves without the need to apply as an implementing partner of an international NGO (having been given this opportunity by UNDEF)?

### *Questions for Focus Group Discussions with domestic workers*

The evaluator will start by asking for brief introductions and provide a short explainer of the purpose of the meeting. The discussions will be centered around the following key themes:

- Tell us a little about the work that you do, how long you have been a domestic worker, where you are from and some of the challenges you face. Ask each FGD participant if they have a contract with their employer and note numbers.
- How have you benefited from PLA training, door to door engagement, peer to peer engagement training or legal aid services? What did you learn? And what impact has it had? Have you shared this information with colleagues and friends informally?
- Are you a member of a mutual support group (note numbers)? If yes what does it offer you? If not, why?
- Are you a member of the Domestic Workers Association (note numbers)? If yes what does it offer you? if not, why?
- Do you feel the voice of domestic workers is being listened to by society? If yes, who listens? If not, how can that change?
- What more needs to be done to support domestic workers attain their rights in Kampala?

### *Questions for Focus Group Discussions with employers*

The evaluator will start by asking for brief introductions and provide a short explainer of the purpose of the meeting. The discussions will be centered around the following key themes:

- How have you been engaged by PLA training or door to door engagement? What did you learn? And what impact has it had? Have you shared this information with colleagues and friends informally?
- Do you register your domestic workers with the local council, and have you signed a contract with them? Did you use a contract template or was this something you devised yourself?
- Do you feel domestic workers are undervalued in society for the role they play?
- How can employers be more engaged when it comes to policy discussions around the rights of domestic workers?

## Annex 2 - Documents reviewed

This is a list of the documents and reports reviewed in the drafting of this launch note. Further literature and project documents will be consulted in the writing of the report as is required:

- Almendral, A. (2020). "For domestic workers, apps provide solace – but not justice". Rest of the World. 4 August. Available at <https://restofworld.org/2020/migrant-workers-virtual-solidarity/>
- Buyinza, F & al-Khan, R. (2017). 'Baseline Survey to profile domestic work and its socio-economic contribution at the household level and economic development of Uganda'. Available at <https://www.pla-uganda.org/publications/3-pla-baseline-study-to-profile-domestic-work-and-its-contribution-in-uganda-2017/file>
- Government of Uganda. (2019). "Employment Amendment Bill". Available at <https://parliamentwatch.ug/bills/employment-amendment-bill-2019/>
- International Labour Office. (2016). "Formalizing domestic work". Domestic Work Policy Brief. Available at [https://www.ilo.org/wcmsp5/groups/public/---ed\\_protect/---protrav/---travail/documents/publication/wcms\\_559854.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---travail/documents/publication/wcms_559854.pdf)
- Kacungira, N. (2019). "The hidden lives of 'housegirls' in Kenya". BBC. 18 August. Available at <https://www.bbc.com/news/av/world-africa-48308502>
- Live News Chatroom Uganda. (2020). "Domestic workers want Employment Amendment Bill, expedited". 4 August. Available at <https://livenewschatroom.com/2020/08/03/domestic-workers-want-employment-amendment-bill-2019-expedited/>
- Malango, R. (2019). "Remarks at a Consultative Meeting on the Employment Amendment Bill". 16 May. United Nations. Available at <http://ug.one.un.org/sites/default/files/speeches/RC%20Remarks%20at%20a%20Consultative%20Meeting%20on%20the%20%20Employment%20%28Amendment%29%20Bill%20%202019.pdf>
- Ministry of Finance, Planning and Economic Development. (2014). "Uganda's Employment Challenge" An evaluation of governments strategy". 22 May. Available at [https://ecduganda.files.wordpress.com/2014/05/mofped\\_lily\\_employment-challenge.pdf](https://ecduganda.files.wordpress.com/2014/05/mofped_lily_employment-challenge.pdf)
- Nantongo, E. (2020). "The plight of Ugandan domestic workers during Covid-19" Global Voice. Available at <https://voice.global/blog/uganda-domestic-workers-plight-in-the-time-of-covid-19/>
- PLA Uganda. (2019). "UDF-15-UGA-648 Final Narrative Report"
- PLA Uganda. (2019b). "Project financial utilization reports"
- PLA Uganda. (2018-2019). "Door to door awareness raising reports exercise across the four divisions of Kampala" (Annexes under Output 3.1)
- PLA Uganda. (2018-2019b). "Reports of meetings held with officials from MOGLSD, women CSO organizations and UWOPA" (Annexes under Outputs 2.3.2 and 2.3.3)
- PLA Uganda. (2018-2019c). "Four duty bearer training reports" (Annexes under Output 3.2)
- PLA Uganda. (2015). "Status of Domestic Workers in Kampala City Emerging Lessons and Best Practices"
- PLA Uganda. (2013). "Rights and Better Livelihoods for Female Domestic Workers"
- Uganda Domestic Workers Association. (2018). "Advocacy Agenda for Domestic Workers in Uganda: Empowering domestic workers at the workplace".
- UNDEF. (2017). "UDF-15-UGA-648 Project Document"
- Wilson, K. (2010). "From Silence to Affirmation: Domestic Workers in Uganda from Fieldwork to empirical agenda: An intersection of class, gender, and ethnicity", Lund University.

### Annex 3 – Interviews conducted

Organization	Individual(s)	Location/Date
Platform for Labour Action	Grace Mukwaya Lule, Betty Iyamurenye, Violet Nakitende, Warren Nwensiga, Helen Amogoro and Lydia Bwita	27 July 2020 – Zoom
Makerere University/Baseline Consultants	Dr Faisal Buyinza, Rashid al-Khan	28 July 2020 – Zoom
The Uganda Association of Women Lawyers	Elizabeth Kemigisha	28 July 2020 – WhatsApp
Director of Labour & Employment, Ministry of Gender, Labour and Social Development	Martin Wandera	30 July 2020 – Zoom
Local Council I – Women Chairperson	Jennipher Muwanga	4 August 2020 – Lubiri Triangle
Milestone Domestic Services Agency (recruiter)	Maureen Mulika	5 August 2020
Domestic Workers (FGD)	Prossy Namirembe, Emma Rose, Immaculate Kansiime, Carolyn Kakai, Nadyat Nausuubu, Prossy Naktio	5 August 2020 - Kiira
Local Council I Chairperson	Tamale Katumba	6 August 2020 – Kirombe Biina
Local Council I – Women Chairperson	Margaret Nakirijja	6 August 2020 – Kirombe Biina
Domestic Workers (FGD)	Sarah Namayanja, Joyce Nakimuli, Annet Namaganda, Betty Nakimbugwe, Irene Namata, Sheilat Nakayenga	6 August 2020 – Kitebi, Rubaga Division
Employers (FGD)	Christine Sentamu, Munde Buye, Medius Kyosimire, David Sekayima	7 August 2020 – Gabba parish
Employers (FGD)	Kezia Nakajumba, Teopista Nakiiwala, Steven Bbosa, Martha Senyondwa, Shamira Nakafeero	7 August 2020 – Kibuye
Local Council I Chairperson	Charles Ssekiranda	8 August 2020 – Bwaise, Kawemepe Division
DW mutual support group members (FGD)	Maragaret Nantale, Ritah Nakuya, Shakira Kiiza, Eva Nakalema, Hafsa Babirye, Esther Bukirwa, Shakusa Sham, Shakira Kosa, Safina Nabikyalo, Juliet Nambatya, Annet Kabasinguzi	8 August 2020 - Bwaise, Katala Zone
Domestic Workers Association	Hanifa Katwesigye, John Ssemuggayi, Victoria Nakiyingi	8 August 2020 – Lubiri Triangle