

Protections and Choice for Marginalised Urban Women

End of Project Evaluation

July 2017

Contents

ABBREVIATIONS.....	5
EXECUTIVE SUMMARY	6
KEY RECOMMENDATIONS.....	9
PROJECT DETAILS	10
PROJECT BACKGROUND.....	11
Project design matrix	12
EVALUATION RATIONALE AND PURPOSE.....	12
Evaluation objectives:	12
Evaluation key questions:	12
Evaluation scope, approach and methods:	13
Limitations	13
FINDINGS	13
RELEVANCE & QUALITY OF DESIGN.....	14
EFFECTIVENESS	15
PURPOSE - TO STRENGTHEN THE CAPACITY OF LOCAL GROUPS AND IMPLEMENTING PARTNERS TO LEAD DEVELOPMENT ACTIONS FOR STRONGER PROTECTIONS AND POSITIVE CHOICES AMONG MUW.	15
LAO FEDERATION OF TRADE UNIONS	16
Organisational information:	16
Role in PACMUW:	16
Capacity Strengthening Objectives of PACMUW for LFTU:	16
CARE Inputs to LFTU:.....	16
LFTU Activities:.....	16
Capacity strengthened:	17
Opportunities where the partnership with LFTU could have been strengthened or improved:.....	18
PROVINCIAL COMMITTEE FOR THE ADVANCEMENT OF WOMEN (PCAW)	18
Organisational information:	18
Role in PACMUW:	19
Capacity Strengthening Objectives of PACMUW for PCAW:	19
CARE Inputs to PCAW:.....	19
PCAW Activities:.....	19
Capacity Strengthened:	20
Opportunities where the partnership with PCAW could have been strengthened or improved:.....	20
DEPARTMENT OF INFORMATION, COMMUNICAITON AND TOURISM (DICT)	21
Organisational information:	21
Role in PACMUW:	21

Capacity Strengthening Objectives of PACMUW for DICT:	21
CARE Inputs to DICT:	21
DICT Activities:	21
Capacity strengthened:	22
Opportunities where the partnership with DICT could have been strengthened or improved:.....	22
LAO PEOPLE’S HEALTH ASSOCIATION (LAOPHA)	23
Organisational information:	23
Role in PACMUW:	23
Capacity Strengthening Objectives of PACMUW for LaoPHA:	23
CARE Inputs to DICT:	23
LaoPHA Activities:	23
Capacity strengthened	24
Opportunities where the partnership could have been strengthened or improved further:	24
VIENTIANE YOUTH CENTRE (VYC).....	25
Organisational information:	25
Role in PACMUW:	25
Capacity Strengthening Objectives of PACMUW for VYC:	25
CARE Inputs to VYC:	25
VYC Activities:	25
Capacity strengthened:	26
Opportunities where the partnership could have been strengthened or improved:	26
PEER PROTECTION GROUP (PPG)	27
Organisational information:	27
Role in PACMUW:	27
Capacity Strengthening Objectives of PACMUW for PPG:.....	27
CARE Inputs to PPG:	27
PPG Activities:	27
Capacity strengthened:	29
Opportunities where the partnership with PPG could have been strengthened or improved:.....	29
IMPACT GROUP 1: SEX WORKERS	30
Introduction:	30
About the workers:	30
Age:	31
Under age workers:.....	31
Education:	31

Marital status and children:	31
Children:.....	31
Geographic and ethnic:	31
Initiation to sex work:	31
Workplaces:	32
Income:	32
Reach:	33
Objective 1: Sub-impact groups experience improved labour related legal protections	34
Legal rights and protections:.....	34
Representation:	35
Objective 2: Sub-impact groups experience improved legal protections on violence.....	36
Violence:	36
Workplace protections:.....	36
Legal protections:.....	37
Objective 3: Sub-impact groups have increased control over their health	37
Access to services:.....	38
Health information:.....	38
IMPACT GROUP 2: GARMENT FACTORY WORKERS.....	39
Experience in the garment sector:	39
Living arrangements:.....	39
Geographic origins:	39
Age:.....	39
Marital status:	39
Education:	39
Relevance:.....	39
Reach:	40
Objective 1: Sub-impact groups experience improved labour related legal protections	41
Working hours and minimum wages:	41
Overtime pay calculations:.....	42
Workplace agreements:	42
Complaints and recourse:	42
Labour code compliance of employers:	43
Worker representation:	44
Objective 2: Sub-impact groups experience improved legal protections on violence.....	44
Fear of work related violence and abuse:	44
Experiences of work related violence and abuse:	44
Complaints and recourse:	44
Capacity of duty bearers:	45

Objective 3: Sub-impact groups have increased control over their health	45
SRH Information:.....	45
Nutrition Information:.....	45
Health Services:.....	46
IMPACT GROUP 3: DOMESTIC WORKERS.....	46

ABBREVIATIONS

ANCP	Australian NGO Cooperation Program
CIL	CARE International in Laos
CEDAW	The Convention on the Elimination of all Forms of Discrimination Against Women
VYC	Vientiane Youth Centre
DFAT	Department of Foreign Affairs and Trade
DICT	Department Of Information Culture And Tourism
EoPE	End of Project Evaluation
LaoPHA	Lao Positive Health Assoc.
LFTU	Lao Federation of Trade Unions
LWU	Lao Women’s Union
MUW	The Marginalized Urban Women
PACMUW	Protections and Choice for Marginalised Urban Women
PCAW	Provincial Committee for Advancement Of Women
PPG	Peer Protection Group
UCP	Underlying Causes of Poverty and Vulnerability

EXECUTIVE SUMMARY

Introduction and background: CARE International in Laos' (CIL) Marginalized Urban Women (MUW) Program aims to ensure that *"the most socially and economically marginalised women and adolescent girls in urban settings, including recent migrants, are participating equitably in the economy and have a legitimate voice"*. It is part of a regional and international effort by CARE international to support 150 million people from the most vulnerable and excluded communities to overcome poverty and social injustice by 2020.

The PACMUW project was designed to address multi-faceted vulnerabilities of key MUW in Laos – specifically for entertainment workers, factory workers and domestic workers in three districts of Vientiane Capital. PACMUW builds on previous programs and focuses on three thematic areas – legal protections, gender based violence and health (nutrition and sexual and reproductive health), as well as strengthening the motivations and skills of relevant duty bearers.

PACMUW was implemented between July 2013 and June 2017 with AUD \$1,272,061.00 funding from CARE Australia under the Australian NGO Cooperation Program (ANCP).

The evaluation of PACMUW was overseen by CARE Australia's (CAUST) Quality and Impact team and draws on a comparison of data collected through surveys conducted at commencement and again at completion, as well as a qualitative study designed to explore the project's relevance, effectiveness and sustainability. Resource constraints mean that there are important limitations to the evaluation, in particular, the sampling method and sample sizes of the two surveys upon which it is based. However, within its limitations, the evaluation attempts to explore the projects success in achieving its purpose and then for each of the three impact groups (sex workers, garment workers and domestic workers), explores its effectiveness in delivery of objectives.

Relevance: The evaluation found that the PACMUW design was based on high quality and extensive research and analysis, and as such was highly relevant strategically. However, its interpretation into action was less than clear and overly ambitious. Less than clear below the objective level in defining target groups, specific changes to be brought about, matching activities/approaches and the indicators needed to monitor progress. Overly ambitious in its scope, attempting organisational change with six partners, complex social change with three very different groups of workers and in three very different thematic areas.

Purpose: At the purpose level, PACMUW hoped to strengthen the capacity of local partners *"to lead development actions for stronger protections and positive choices among MUW"*. Importantly, the project initiated a collaboration of six key organisations with the prospect of being highly influential and began the process of reorientating these toward the needs of MUW.

The project also made important contributions to organisational capacity, particularly for the Lao Federation of Trade Unions (LFTU), who have been able to extend the scope of their work in labour protections for factory workers, and appear to have built their organisational and technical capacity, and increased their credibility amongst workers and amongst their organisational peers.

The realisation of PACMUW's purpose would have been strengthened if CIL had maintained a stronger interest in the strategic vision, leadership and coordination of the collaboration, and if it had approached capacity strengthening more thoughtfully, with due diligence checks, capacity

assessments and corresponding capacity strengthening plans that were monitored and had included clear handover and exit strategies.

An important area for attention is CIL's role in relation to the Peer Protection Group (PPG), which raises concerns on a number of levels, including labour issues for volunteers involved in CARE projects and the impact of using CIL volunteers to deliver activities that would otherwise have been delivered by partners under the PACMUW vision.

Sex workers: At the time of the evaluation, the project had made 6072 contacts with sex workers, providing information about legal protections, gender based violence and health. Despite the high contact rates, the high turnover of sex workers in the industry and between venues has meant that the project has had uneven and limited coverage of the sex industry in the target districts, with most workers unable to recall activities or key messages. There was also significant overlap with a major Global Fund to Fight AIDS, TB and Malaria (GFATM) project "My New House", which was providing similar but more regular and more comprehensive outreach services, including linked clinical care.

Although monitoring of key issues for sex workers was limited and few relevant questions were included in the baseline and end line, it appears that little had changed in terms of awareness, knowledge, service utilization or representation.

Their experience of violence perpetrated by clients were similar between baseline and end line with around one quarter in both groups reporting having experienced some form of client violence (29% and 21% respectively) with a reduction between baseline and end line in violence perpetrated by regular partners (23% and 13% respectively).

At both baseline and end line, instances of violence were rarely reported and protection from violence lie primarily in the individual relationships with venue managers and owners on whom they relied for access to clients, protection from scrutiny and prosecution by local authorities as well as protection from violent clients.

Few of the workers had accessed any health service (7% at end line) and fewer workers were able to negotiate condom use (falling by 22%, from 71% to 49%). However, more were able to avoid potentially unsafe sex with clients (rising by 17% from 17% to 35%) through improved negotiation skills. The qualitative study also found that most workers were not having regular STI or HIV checks.

As outlined, despite considerable effort and good work on the part of CIL and the PACMUW team, a number of issues have contributed to a lower than expected reach and apparent lack of impact. At their core is the overly ambitious design and the choice of intervention model. The design diffuses CIL's capacity to provide necessary operational or technical resources to reach the impact group (as it focuses on an extensive organisational capacity program and two other target groups across three thematic areas). The messages are further diffused through the conflation of sex workers and entertainment workers and the absence of a clear peer based model means key messages seem not to have been absorbed by the impact group.

Garment factory workers: PACMUW provides support to the LFTU, LaoPHA, PPG and VYC to deliver information and services to garment workers in its three target districts. Each partner prioritises one thematic issue: labour rights and protections, gender-based violence, and health respectively and collectively have had 16,543 contacts with garment workers to date.

PACMUW's reach within the garment worker population seems to have been stronger than that with sex workers and entertainment workers, with most of the workers having had direct contact with one

of the partners and remembering some of the project's core messages. Importantly, workers had become increasingly aware of their right to an eight-hour working day, minimum wages and overtime pay.

Between baseline and end line samples, there was a decrease in the number of workers who believed they were not being paid correctly for all overtime¹ (falling by 25% from 33% to 8%), however there was corresponding increase in the number of women who were unsure whether or not they had been paid correctly for overtime (rising by 21 %, from 19% to 40%).

Although not collective bargaining agreements as implied by the design document, PACMUW did support the LFTU to negotiate agreements with eighteen factories that allowed limited access to the garment workers within them. These agreements are an important first step in the LFTU's capacity to represent workers and to promote and protect their labour rights.

About half of all workers had experienced some form of harassment in the workplace perpetrated by a supervisor or manager, with the most forms in both base line and end line being verbal (66% and 67%), followed by unwanted sexual advances (21% and 25%), and unwanted touching (13 and 9%). Similarly, about half the workers had experienced some form of abuse on the way to or from work with the most common being verbal (24% and 32%), followed by unwanted verbal sexual advances (14% and 9%), unwanted touching (7% and 7%).

The garment workers increased awareness of their rights had not translated into greater capacity to claim them. A large number of workers remaining uncertain about whether their employers were paying them correctly and an increasing lack of confidence in employers to resolve disputes.

Workers valued the health information the project delivered, saying the nutrition information was helpful in preventing their tiredness and reducing illness and other receiving information about sexual and reproductive health for the first time.

VYC provided 128 mobile clinics at nine factories, delivering 3,516 occasions of service and an additional 3,678 provided through its Vientiane Capital clinic. Despite this, fewer workers at end line had participated in clinical services (falling by 31%, from 63% to 32%) flagging the issue of the sustainability of the approach to service delivery within the Vientiane context where there are a range of nearby public hospitals and private practices who may have had their capacity built and been more sustainable.

Domestic workers: The project targets domestic workers in fifteen villages in Vientiane Municipality with information about GBV, labour protections and health. As one of the most vulnerable and most difficult to reach sub impact groups, PACMUW has had limited success in reaching domestic workers to date, with activities conducted in eight of the fifteen target villages, reaching 112 workers (more than half of these within the six months prior to the evaluation).

There were no domestic workers included in either the baseline or end line surveys and limited access to domestic workers in the qualitative interviews – where three workers agreed to be interviewed along with one employer and one village authority - preventing an assessment of this component during the evaluation.

¹ Including during the week after 5pm, during the week after 8pm and on week ends or public holidays

KEY RECOMMENDATIONS

In addition to the findings below, PACMUW and future designs of both CAUST and CIL could be strengthened with the following general recommendations:

- 1. As a matter of urgency, resolve the organisational status of the PPG.** The complex registration process for community based organisations means that it is sometimes necessary to extend CARE's organisational mandates to nascent CBOs. However, it is strongly recommended that, while providing this important role in catalysing civil society, all volunteers under CARE's mandate, including those within the PPG, are contracted in accordance with CARE's human resource policies and that all off-site offices are covered by CARE's safety and security policies and practices.
- 2. As a matter of urgency, clarify the role of volunteers – to avoid their use in fulfilling roles that are the core functions of CARE or CARE partner project activities.** The use of long term and full time volunteers by PACMUW to fulfil project commitments is concerning. As is positioning CARE volunteers as implementing actors that are external to CARE and deployed to fill gaps in implementation or capacity of partners, where this could be perceived to be undermining the credibility of those partners.
- 3. It is strongly recommended that PACMUW and future projects facilitate community representation more thoughtfully, finding ways for workers (sex workers, garment workers and domestic workers) to organise, speak and act for themselves.** *"Nothing for us without us"* is central and fundamental to working in the community sector and while the project has made important connections amongst the organisational partners, it has not created any mechanism through which workers can represent themselves, either within the PACMUW project or within the broader partnership.
- 4. Future project designs should be realistic, considering likely available capacity of CARE and partners through the life of the project to ensure that it can be realised.** The scale of the design is more suited to the scale of a country program design and despite its quality at the strategic 'big picture' level, it is overly complex for a project, given the available staff, time and technical and material resources available.
- 5. Future designs should have a stronger and more detailed articulation of the change they hope to bring about, along with indicators that describe these more precisely, and are monitored.** Future designs would benefit from greater clarity in all areas of the design, including articulating with more precision who is being targeted and for each target, the precise change and approach/es being used. Avoiding generalisations that allow multiple interpretations of the design and multiple approaches that may not be able to be supported or sustained. The indicators do not give a clear picture of the changes planned and there appears to be limited data being collected to monitor those that exist.
- 6. Future projects should define and articulate the audiences within their target groups more precisely.** PACMUW would have been helped by considering who the priority audiences are within the target group (sex workers, or entertainment workers, or entertainment business owners) and tailor interventions more specifically to them. With few indicators to guide implementers in their work in this area, the design is confounded by lack of clarity about who is being targeted and lack of clarity about specific changes being sought. The euphemising of sex workers as entertainment

workers and the conflation of the sex industry and the entertainment sector adds to the complexity of a design and likely reduces its relevance for individual audiences.

7. **Future project designs focused on organisational strengthening or reorientation should be based on an assessment of capacity, a strengthening plan and/or change strategy, and regular monitoring.** *The purpose of PACMUW is to strengthen the capacity of local groups and implementing partners to lead development actions for stronger protections and positive choices among MUW.* PACMUW provided a range of technical and operational inputs relevant to this end. However, these were not guided by a clear understanding of existing organisational capacity and a corresponding capacity strengthening plan for each of the organisations involved. Nor were there systems in place to monitor and manage changes in capacity to tailor resources to particular needs amongst the partners.
8. **When forming future collaborations, CARE should maintain a stronger interest in its leadership and coordination, to sustain interest in the partnership’s agenda and improve implementation.** Recognising that this may have occurred, if not for the high turn over in key positions in the MUW Program team, CARE could have taken greater advantage of the coming together of these organisations - taking a stronger leadership role in setting and supporting a shared policy agenda. Rather, coordination and leadership of the partnership appears to have been unfocused and lacking in direction.
9. **Future projects should invest in sustainable initiatives, focusing on strengthening core services, rather than funding parallel services, using short-term donor funding.** Sustainability is an important concern within health services - options that may not be the ideal but are adequate and offer the possibility of longer-term solutions to underlying issues would have been more appropriate than supporting high quality but short-term solutions through direct service delivery. In this case, collaborating with private practices and or local public health services, albeit with more modest services, may be better in the longer term for MUW compared to the shorter-term donor funded model being implemented through VYC. In particular, in health, where higher case load is the main driver of increases in practitioner’s awareness and expertise and increased volumes of clients sustain private practices (i.e. we should not set up in competition for technical inputs that improve the public health system or divert business away from private practice).
10. **It is strongly recommended to include a verification of adherence to national or international standards for future technical partnerships, such as clinical medical services.** Although VYC is a long-standing and respected actor in youth related HIV/SRH prevention, care and support, it is not part of the health service and, as a project of the Lao Women’s Union (LWU) it is not a health focused organisation and it is unclear what, if any, health or medical accreditation or compliance standards it adheres to, nor how these have been verified by CIL. Without this due diligence, PACMUW may fall short of the ‘do no harm’ principle.

PROJECT DETAILS

Project Title	Protections and Choice for Marginalised Urban Women (PACMUW)
----------------------	--

Long Term Programme that the project supports	Marginalised Urban Women Programme
Impact Group that the project works with	Garment Factory Workers (Y1-Y4), Entertainment Workers (Y1-Y4), Domestic Workers (Y3-Y4)
Timeframe	July 2013 – June 2017
Region/County/Province/District Specific Location	Chantabury, Sisathanak and Sikhottabong Districts, Vientiane Capital, Lao PDR
Proposed Partners	Lao Federation of Trade Unions (LFTU), Provincial Committee for Advancement of Women (PCAW), Department of Information Culture and Tourism (DICT) Peer Protection Group (PPG), Lao Positive Health Assoc. (LaoPHA), Vientiane Youth Centre (VYC)
Total Funding as per IPIA	4 years: 1,272,061

PROJECT BACKGROUND

Laos is one of the most ethnically diverse countries in South-East Asia, with 65 per cent of the total population comprised of different ethnic groups. Although complex, there is a strong link between ethnicity and poverty, particularly in the upland areas of Laos.

Since 1993, CARE has provided a number of long-term development programs in Laos focusing on improving livelihoods, food security and community development in remote rural areas; preventing the spread of avian influenza and other emerging infectious diseases; and supporting vulnerable women and girls.

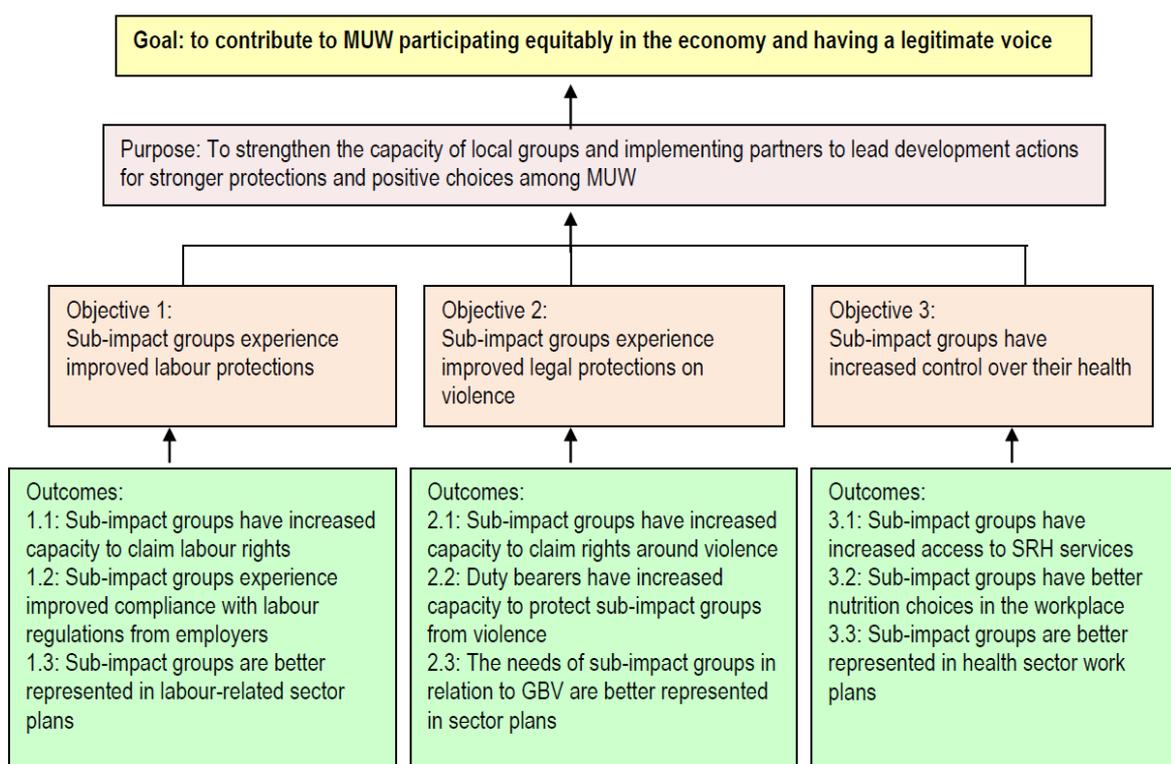
The Marginalized Urban Women (MUW) program is one of the two long-term programs of CARE international in Laos (CIL). The goal of the MUW program is to ensure that *“the most socially and economically marginalised women and adolescent girls in urban settings, including recent migrants, are participating equitably in the economy and have a legitimate voice”*. Within the MUW program, through the Protection and Choices for Marginalized Urban Women (PACMUW) project, CIL currently works in three districts of Vientiane Capital².

The PACMUW project anticipated addressing the multi-faceted vulnerabilities of marginalized women in urban settings in Laos. It built on previous experience in strengthening legal literacy, community mobilization and life skills amongst marginalized urban women, as well as strengthening the motivations and skills of duty bearers to implement protections. PACMUW was expected to focus on three sub impact groups of women: entertainment workers, factory workers and domestic workers.

PACMUW was funded by CARE Australia under the DFAT Australian NGO Cooperation Program (ANCP), and is part of a regional and international effort by CARE international to support 150 million people from the most vulnerable and excluded communities to overcome poverty and social injustice by 2020.

² Vientiane Province and Vientiane Capital are two separated administrative areas. PACMUW works in the urban area of Vientiane Capital and not the broader Vientiane Province.

PROJECT DESIGN MATRIX



EVALUATION RATIONALE AND PURPOSE

The End of Project Evaluation (EoPE) of PACMUW is required under, and complies with, the CARE Australia Evaluation Policy. The purpose of the EoPE is to review the project's activities, outputs, key achievements and key challenges, and to assess these for their likely contribution to the overall project objectives, purpose and goal.

The primary users of the information generated by the EoPE will be the CIL and CAUS program teams, project donors, implementing partners and stakeholders.

Evaluation objectives:

1. To evaluate PACMUW and make an assessment of its contribution to significant and lasting change in the lives of marginalised urban women.
2. To highlight key challenges, key achievements, promising practices and lessons learnt through implementation that may inform and strengthen future, similar projects.

Evaluation key questions:

1. How effective has PACMUW been in delivering its key outputs and achieving its stated outcomes?
2. Review and assess implementation of key activities and outputs against the project design and work plans – considering the effectiveness of implementing approaches, timeliness (against the year one and year two work plans), relevance, and appropriateness, their contribution to outcomes, the sustainability of both the activities and the outcomes they contribute to, including opportunities for transition to local management and ownership.
3. Identify key lessons learnt that will strengthen similar current or future project's, and increase their impact on the lives of asset poor and vulnerable households?

Evaluation scope, approach and methods:

In line with the OECD DAC criteria, the evaluation considers the projects' relevance and effectiveness and where possible the likely sustainability of key outcomes. To the extent possible, given its timing, the evaluation will assess the projects' likely contribution to impact based on available outcome data corresponding to the PACMUW theory of change.

This evaluation was guided by a CARE Australia's Quality and Impact Team, and consisted of the following:

- A desk review of all key project-related documents, MUW program design, PACMUW project design, annual plans, annual reports, key activity reports, baseline reports and mid-term review reports.
- An end-line survey, corresponding to an existing base-line survey identifying changes in key indicators.
- A qualitative study, including key informant interviews (KII) and focus group discussions (FDG) to elicit the opinion of stakeholders, target groups and the intended beneficiaries.

The baseline survey was designed and implemented by an external consultant between May and July 2014, randomly sampling 314 garment workers from three types of factories (joint venture, foreign direct investment and Lao export factories) in three of Vientiane Municipality's districts (Sisathanak, Sikotthabong and Chantabury) and 114 entertainment workers in two districts (Sikotthabong and Chantabury).

The corresponding end line survey was implemented by the CARE Laos Country Office's Program Quality team in April 2017. The end line survey used similar methodology to sample 201 garment factory workers and 71 entertainment workers and using the same questionnaire.

The qualitative study intended to identify changes that had occurred in the lives of interviewees and explore how the project may have contributed to these. It consisted of in-depth interviews with two garment factory workers, two factory managers, three domestic workers and eight focus group discussions each with garment factory workers and entertainment workers. Interviews were also conducted with duty bearers, partners and CARE Laos staff. In-depth interviews and focus group discussions were conducted and analysed by CARE Australia's Quality and Impact Team in Vientiane in May 2017.

Limitations

Key design limitations include the removal of Sikotthabong District from the sampling frame of the end line survey – possibly skewing results due to differences in important demographic variables, like ethnicity. The sample sizes in both baseline and end line are smaller than necessary to draw conclusions about contribution to change with confidence. Because of these two limitations, the studies only provide some insight into two different groups of workers involved in the project at two different points in time and the evaluation highlights differences between the two groups but does not attempt to demonstrate contribution.

In addition, the end line survey and report was overseen by CARE Laos, and CARE Laos' staff were used as translators for the qualitative study, introducing the possibility of a positive bias, in favour of the project, in the findings of the evaluation.

FINDINGS

RELEVANCE & QUALITY OF DESIGN

The PACMUW project design draws on an extensive design process that forms the foundation of CARE Lao's Marginalised Urban Women (MUW) Program, designed to present a 15 year strategy through which to address deep underlying causes of poverty and vulnerability for marginalised urban women. The MUW Program included systematic research, consultation and analyses, conducted between 2010 and 2012, and aligned closely with the CARE Women's Empowerment Framework.

Key to these were a situational analysis, policy and institutional analysis, gender analysis, analysis of deep underlying causes of poverty and social and gender inequality (UCP) and a corresponding exploration of pathways of change.

Based on this, the MUW program identifies *the most socially and economically marginalised women and adolescent girls in urban settings, including recent migrants* as its impact group, with the goal of ensuring *The Impact Group is participating equitably in the economy and have a legitimate voice.*

The key UCP that affect were identified as:

- *Lack of access to and control over resources.*
- *Unequal power relations between men and women.*
- *Poor governance:* weak or contradictory policy in some areas; gaps between policy and practice; weak accountability in relation to gender equity; lack of legal protections.
- *Limited representative civil society.*

With resilient incomes, expanded options and choices, and improved policy and legal protections identified as the key drivers of change.

The program design included further analyses to explore key advocacy, partnerships, technical and organisational strategies that would advance CARE Laos' progress through the long-term program.

The PACMUW design built on the MUW program design, conducting further reviews of CARE International and CARE Laos' strategies and research documents, project evaluations and reviews, relevant research and related reports on Laos from donors and other parties as well as relevant research and lessons learned documents from the region. The review also identified synergies between the Government of Lao PDR goals and strategies with regard to women's empowerment and CARE Laos strategies and policies, including but not limited to: Gender Strategy 2011-2015, Marginalised Urban Women Programme Summary (March 2012), Maternal, Neonatal and Reproductive Health Strategy 2011-2020 Stakeholder consultations. The review examined the context and evidence to identify key issues and potential gaps and was followed by a stakeholder mapping and consultation.

Based on this extensive analysis, the PACMUW project purpose was intended to *"Strengthen the capacity of local groups and implementing partners to lead development actions for stronger protections and positive choices among MUW"* by *improving labour protections, improving legal protections against violence and increasing control over health (see PACMUW Project Structure).*

Drawing on this extensive, high quality analysis, the broad structure of PACMUW is correspondingly high in quality and relevance. However, the interpretation of this into action was less than clear and overly ambitious given the organisational and technical capacity of the country office and the named partners.

The design was overly ambitious in its complexity; targeting six strategic partners with organisational change and capacity strengthening, and through these, targeting three different impact groups (garment factory workers, sex workers and domestic workers) with three highly technical interventions.

The ambition of the design required CARE Laos to have a strong capacity in coordination as well as a range of high-level technical capacities, including:

- Organisational Capacity Development (for both government and non-government organisations)
- Labour law
- Gender based violence and law
- Sexual and Reproductive Health
- Nutrition
- The continuum of adult education, community mobilisation and policy advocacy.

The design would have made greater contributions to addressing the UCPs had it focused more narrowly - on fewer partners, fewer impact groups and fewer thematic issues and purposefully built on or invested in, fewer approaches that were central to the program design.

It is also less than clear, in the sense that below the objective level, the design loses focus with some outcomes intended for one impact group or one thematic area, and without having these clearly articulated in the design. For example, if indicators are signposts for the project's progress, the absence of any substantive indicators for domestic workers may help to explain the difficulties experienced by the project in relation to domestic workers. Similarly, the lack of clear outcomes and indicators for the organisational capacity strengthening of partners may underpin the lack of sustainable changes that occurred.

EFFECTIVENESS

This section looks at the effectiveness of PACMUW, focusing on its purpose and objectives. As outlined above, indicators within the design do not fully explore the changes (outcomes) that were intended to contribute to the objectives. As such, the narrative below provides a general presentation of the information gathered by the evaluation under the headings of

- A. Purpose: to strengthen the capacity of local groups and implementing partners to lead development actions for stronger protections and positive choices among MUW.*
- B. Sex Workers*
- C. Garment Factory Workers*
- D. Domestic Workers*

Within each, information is presented in a way that the evaluator believes best illustrates the activities of the project, any changes that may have occurred, how these might be related, and any observations or recommendations.

PURPOSE - TO STRENGTHEN THE CAPACITY OF LOCAL GROUPS AND IMPLEMENTING PARTNERS TO LEAD DEVELOPMENT ACTIONS FOR STRONGER PROTECTIONS AND POSITIVE CHOICES AMONG MUW.

There are six direct implementing partners involved in the PACMUW project. Of these, there were no formal assessments at baseline or end line that would allow for an appraisal of changes in organisational capacity that may have been brought about by the project. In order to make some assessment of organisational change, the evaluation report details each partner’s organisational mandated, their role within the project, the activities that were implemented by them and supported by CARE and where possible, drawing on the quantitative findings from the qualitative and quantitative surveys conducted for the evaluation and project reports to make some conclusion about capacity.

LAO FEDERATION OF TRADE UNIONS

Organisational information: The LFTU was established in 1956; it is the only legal trade union in Laos and is a mass organization, directly linked to and funded by the Lao Peoples Democratic Republic (Lao PDR) Party. After Laos began its transition away from a centrally planned to a market-oriented economy in 1986, the number of factories and people working within the private sector increased sharply, challenging the LFTU to modernise and to begin to increase its capacity to protect worker’s rights.

The main objective of the LFTU is *to encourage solidarity, promote various professions, and work towards social equality*. The LFTU leadership is currently focused on promoting minimum wages, appropriate work hours, appropriate overtime pay calculations for hours worked, and addressing employment practices that limit workers’ ability to join the LFTU.

Role in PACMUW: Within PACMWU, the role of the LFTU is to access garment factories and provide workers with information about their rights and protections under the labour code.

Capacity Strengthening Objectives of PACMUW for LFTU: There were no capacity assessments or strengthening plans developed at inception for LFTU. During the mid term review, these objectives were explored based on the project’s experience to date and agreed to be:

1. *Strengthening the LFTU’s technical capacity in relation to labour protections (specifically promulgating an understanding of the labour law and improving systematic overtime payment calculations for workers).*
2. *Increasing the credibility of the LFTU among workers and stronger relationships with employers - to better access workers within business and fulfil their mandate.*

CARE Inputs to LFTU: In addition to providing operational funds to implement activities, CARE’s main inputs in bringing about these organisational changes within the LFTU were technical training and skills building activities, along with direct support and mentoring in project management skills.

LFTU Activities:

Capacity Strengthening	
Assessment	<ul style="list-style-type: none"> • No Capacity Assessment Conducted for LFTU at either baseline or end line.
Training:	<ul style="list-style-type: none"> • Training on report writing for activities. (using CARE template of reporting 1 time training conducted and then ongoing job training and coaching) • Training on managing and reporting project finances. (one time training on managing and finance provide by CARE staff, 7 LFTU staff attended) • Study Tour in Cambodia to see similar project activities (2px from each partner -June 2015). • Case study training – writing case studies. (one time training on case study and how to photograph 7 LFTU staff attended) • IEC training (for all partners). • Computer training (word, excel and PPT) • Training on safe security at workplace • Training workshop on social security insurance

	<ul style="list-style-type: none"> • Training on project cycle management (include project proposal, reporting, management and monitoring and follow up)
Monitoring	<ul style="list-style-type: none"> • CARE joins training sessions and observes outreach conducted by LFTU. CARE staff joined outreach activity four times every month as observer • Data tracking sheets developed by CARE and reported by outreach workers. Based on the outreach activity every month LFTU staff report to CARE/PACMUW staff about the number of outreach activity/ participants.
Planning	<ul style="list-style-type: none"> • Yearly planning with President of LFTU and senior staff. (Meeting with Vice president of LFTU in July 2016: participants 2 CARE staff(ACD and MUW coordinator; a representative of Labor Protection Department; Communication Propaganda Department, Planning and International Cooperation Department and Vice president of LFTU) • Quarterly planning meetings with head of department (from July 2016 to June 2017, 4 times meeting with Labor Protection and Communication, Propaganda Department) • Monthly Planning meetings for technic staff. (Monthly meeting organize regularly since October 2016, the host/organizer for monthly meeting will turn over to each district of LFTU, which including Sisattanak, Skottabong and Chanthabouly include 4 staff of LFTU in district level x 3 districts = 12 people, 6 people from LFTU national level, 2 from LFTU of Vientiane capital and each time invited 2 people from factories x 5= 10, total = 30 participants average each month)
Labour Protection	
1: Establish and sustain local groups	<ul style="list-style-type: none"> • All activity is through LFTU from central level and then through Provincial and three District in VTE. (Through training and ongoing job training- e.g now there are 4 staff of district level x 3 districts = 12 people, 4 staff of Vientiane capital and 4 staff of national level who become technical staff and able to conduct outreach activity at factories) • Since 2016 October to June 2017 LFTU conduct outreach activity to factories workers. 300 session reaching 3,010
• <i>Training</i>	<ul style="list-style-type: none"> • CARE and LFTU Central provide ToT for LFTU technical staff covering 12 topics. (Here it is manual for LFTU staff) • Conducted training on eleven topics: <ul style="list-style-type: none"> ○ Role of LFTU ○ Rights of women ○ Calculating Overtime Pay Rates ○ Grievance procedures ○ Right of the employee ○ Right of the employer ○ Safe security at work place ○ Labor law ○ Law on EVAW ○ Social Fund and insurance ○ How to use hot line <p>XX Conducted in June 2016, due to sensitivity of the topic and delayed MoU.</p>
• <i>Referral and follow up</i>	<ul style="list-style-type: none"> • Review LFTU law and provide training for LFTU staff. • Meetings held with Chamber of commerce, Ministry of Justice – reviewed the system. • Currently final draft is pending approval from LFTU and MOL.
• <i>Evidence for policy dialogue</i>	<ul style="list-style-type: none"> • Baseline survey contributes. • See above – reviewed LFTU rules
• <i>Representation</i>	<ul style="list-style-type: none"> • CARE facilitated LFTU to sign a workplace agreement with eighteen factories related to: OHS, GBV, Labour Protection. (Created to facilitate access to the workers by outreach staff and volunteers). • Outreach targets women with key messages on labour rights, grievance, security in work place, Social Fund and insurance, how to calculate over time pay
2: Diversification IEC	<ul style="list-style-type: none"> • Booklets (500) on modules developed by LFTU. • Poster (100) stand boards (2) of Rights and obligations of employers and employees for. • T-shirts promoting labour day (1000) • Plastic water bottle 500 • Tea cup 500 • Posters on Grievance mechanism 200
3: Sensitisation of duty bearers and business owners.	<ul style="list-style-type: none"> • Meeting held with factories to sensitise them to the PACMUW project and activities • Two workshops for HR and finance staff of 20 factories on GBV, Grievance and OT wages. • Monthly meeting also invited HR and Line manager from each factory attended, this started since January 2017

Capacity strengthened: The project was setback due to lengthy delays in the CARE country office receiving government approval. Beyond the difficulty of securing a memorandum of understanding (MoU) from the government, the LFTU believes the partnership has been a positive one, and highlights the following as important benefits of their participation, from their perspective:

- Better planning and coordination of their activities with other partners involved in the project.
- Increasing LFTU staff confidence, skills and techniques to access garment workers and through that, to better understand the workers needs and provide training.
- Increasing technical knowledge and understanding of certain aspects of the labour code, like overtime entitlements.
- Skills and techniques to develop communication tools targeting workers with information about their rights.
- Increasing their operational capacity – to visit more factories and educate more workers.
- An opportunity to raise their profile and credibility among the workers.

Opportunities where the partnership with LFTU could have been strengthened or improved: Without a base line assessment, it is not possible to determine whether change has occurred within the LFTU or how the project may have contributed to it. However, PACMWU is directly supporting the LFTU's current plans to raise awareness amongst factory workers of the minimum wage and overtime awards and conditions, and complaint mechanisms. With a workforce consisting of 80% women in the garment sector, CARE's support for LFTU to respond to these issues is an important contribution to reaching women workers with key messages about their rights.

Despite indications that LFTU has experienced benefits in terms of capacity strengthening through their involvement in the project, there remain limits to the current project model, particularly in relation to sectoral coverage, to monitoring and evaluation of the training provided by the LFTU, and the extent to which information and representation exists within factories between visits by LFTU representatives.

- The sector is growing and spread geographically around Vientiane and in order to have a greater impact on the sector as a whole, it would be helpful to create a model that has the capacity reach more factories and more factory workers.
- At the moment, "reach" extends only to the factory door and only when LFTU trainers are on site. Within factories, there are no union representatives and few workers trained as peer supporters to facilitate information and take a role in representation.
- Currently there is no formal monitoring system and weak feedback systems to understand how much of their messages are being retained by trainees or shared with other workers.

The LFTU believed that some of the unspent funds from the delayed MoU could have been allocated to other tasks, expanding the geographical scope or building on the current model with additional activities.

PROVINCIAL COMMITTEE FOR THE ADVANCEMENT OF WOMEN (PCAW)

Organisational information: The National Commission for the Advancement of Women (NCAW) was established in 2002, by the Office of the Prime Minister of Laos, as the focal point for gender mainstreaming in government and to monitor Lao's implementation of The Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), the Beijing Platform for Action, and other government commitments on equal rights between men and women. NCAW is particularly focused on public awareness raising and advocacy amongst duty bearers, particularly provincial and district level authorities.

PCAW is the provincial administrative arm of NCAW, as such, PCAW is an integral actor in achieving gender equity and protecting women's rights in Vientiane Municipality, the PACMUW project target site, and is therefore a key duty bearer and partner of CIL's MUW program.

Role in PACMUW: PCAW’s role in PACMUW is to facilitate government departments’ engagement with gender based violence as an issue and to assist the project in gaining access to difficult to reach target populations, in particular domestic workers and sex workers, via local authorities.

Capacity Strengthening Objectives of PACMUW for PCAW: There were no capacity assessments or strengthening plans developed at inception for PCAW. During the mid term review, capacity-strengthening objectives were explored based on the project’s experience to date and agreed to be:

1. An increased engagement by PCAW in legal and policy development related to gender based violence (GBV) and labour protection for women working in the informal economy (specifically domestic workers).
2. An increase in PCAW activities aimed at raising awareness of existing rights and responsibilities under the law related to GBV and labour protections for the impact groups.

CARE Inputs to PCAW: CIL supports organisational capacity strengthening, awareness raising, information and resources to PCAW and, via the PPG as a form of demonstration project, showing PCAW that these types of activities are feasible.

PCAW Activities:

Capacity Strengthening	
Capacity Assessment and Strengthening	• No Capacity Assessment Conducted
Training:	<ul style="list-style-type: none"> • Training on report writing for activities. (Two people trained in reporting to CARE using CARE template) • Study Tour in Cambodia to see similar project activities (2px from each partner -June 2015). • Case study training – writing case studies. (one person attended case study training and how to photograph) • IEC training for all partners, using the same IEC material for SRH and GBV/VAW as PPG) • Project cycle management (Project proposal, report writing, monitoring and follow up) • Computer training (word, excel and PPT)
Monitoring	• No specific activity.
Planning	<ul style="list-style-type: none"> • Planning Meeting every 3 months • DW Planning meeting with Village authority 1 time (25 participants) • Six monthly meeting with village authority 1 time 30 participants • Planning meeting with all villagers in all 15 target villages, (orientation about GBV/VAW and why providing information on GBV, SRH to domestic workers)
Labour Protection	
1: Establish and sustain local groups	• No specific activity
• Training	• Provide training to district duty bearers (included village representative, owner’ shop, police, district justice)
• Referral and follow up	• No specific activity
• Evidence for policy dialogue	• No specific activity
• Representation	• No specific activity
2: Diversification IEC	• No specific activity
3: Sensitisation of duty bearers and business owners.	• No specific activity
Gender Based Violence	
1: Establish and sustain local groups	• No specific activity
• Training	<ul style="list-style-type: none"> • GVB training 1 time to PCAW (10 people) • GVB training to the judicial sectors from prosecutor, police and court in 3 districts 3 times (75 participants 31 women) • GBV Training to 120 Villages authority and village mediation in 3 times

	<ul style="list-style-type: none"> • GBV training to House owners 3 times (83 participants 54 women) • Orientation to villagers in 15 target villages on EAW Law and how to work and protect domestic workers, 400 villagers attended
<ul style="list-style-type: none"> • <i>Referral and follow up</i> 	<ul style="list-style-type: none"> • Created a GBV referral system – <ul style="list-style-type: none"> ○ <i>Assessed laws (criminal, corporate, civil)</i> ○ <i>Mapped organisations that provide services.</i> ○ <i>Define roles & responsibilities of each actor.</i> ○ <i>Identify options for victims for action after violence.</i> ○ <i>Clarify and raise awareness of penalties.</i> ○ <i>Submitted to PCAW for finalisation and approval from Justice Dept.</i> ○ <i>Prepare a poster (300) for PCAW to distribute around courts and village offices.</i>
<ul style="list-style-type: none"> • <i>Evidence for policy dialogue</i> 	<ul style="list-style-type: none"> • Process for referral system • Baseline survey
<ul style="list-style-type: none"> • <i>Representation</i> 	<ul style="list-style-type: none"> • See above training (3 = one training per district for 15 villages in total) on village mediation for village authorities and women’s union and village mediation team – to raise awareness of women’s involvement. • See above training for household owners – same topics and process as above to deal with GBV.
2: Diversification IEC	<ul style="list-style-type: none"> • No specific activity
3: Sensitization of duty bearers and business owners.	<ul style="list-style-type: none"> • No specific activity
Sexual, Reproductive and Nutritional Health	
1: Establish and sustain local groups	<ul style="list-style-type: none"> • No specific activity
<ul style="list-style-type: none"> • <i>Training</i> 	<ul style="list-style-type: none"> • No specific activity
<ul style="list-style-type: none"> • <i>Referral and follow up</i> 	<ul style="list-style-type: none"> • No specific activity
<ul style="list-style-type: none"> • <i>Evidence for policy dialogue</i> 	<ul style="list-style-type: none"> • No specific activity
<ul style="list-style-type: none"> • <i>Representation</i> 	<ul style="list-style-type: none"> • No specific activity
2: Sensitization to health service providers	<ul style="list-style-type: none"> • No specific activity
3: Mobile clinics	<ul style="list-style-type: none"> • No specific activity

Capacity Strengthened: Following an announcement soon after inception, PCAW will be absorbed by the LWU – combining the strategic functions of PCAW and the operational functions of the LWU under the leadership of the LWU.

Currently PCAW have their own protection teams, trained in CEDAW, and their own master plan of action. PACMUW supports and strengthens the PCAW system, while drawing its existing technical capacity to increase its focus on marginalised urban women, particularly domestic workers. Specifically, PCAW received support to conduct research in the community on domestic violence and following that, to provide awareness and training to local authorities and employers of domestic workers.

Opportunities where the partnership with PCAW could have been strengthened or improved: One of CARE’s priority changes within PCAW is *increasing their capacity to generate and implement effective policy and law*. However, PACMUW resources are directed mainly toward the second objective, *raising awareness of existing rights and responsibilities under the law*. It would be helpful for the team to have a clearly articulated partnership strategy, to help focus resources and energy on both of the intended PCAW organisational changes.

Without a clear organisational strengthening plan and without monitoring of the partnership, it is not clear to what extent PCAW is better able represent women workers in urban settings in policy dialogue nor the extent to which changes in awareness, knowledge or practice have occurred amongst their target audience – district level authorities.

DEPARTMENT OF INFORMATION, CULTURE AND TOURISM (DICT)

Organisational information: DICT is the provincial level authority mandated to verify that entertainment-sector businesses are properly registered and operating within Lao government regulations. They are not mandated to monitor the business' compliance with labour laws or to represent workers.

Role in PACMUW: DICT is instrumental in facilitating PACMUW's access to workers within private businesses, including entertainment venues. Entertainment venues contain both entertainment workers (wait staff, chefs/cooks etc.) as well as acting as the operating base through which the bulk of Laos' commercial sex industry exists. DICT endorses the project's activities and "pushes" businesses to attend information sessions aimed at raising awareness about their responsibilities as venue owners and encourages their participation in the PACMUW project.

Capacity Strengthening Objectives of PACMUW for DICT: Although CIL hopes to increase DICT's awareness of labour protections for entertainment workers; it has no agenda for change in relation to DICT itself. CIL intends the relationship with DICT to:

1. Increase access by PPG to businesses where sex is sold.
2. Increase DICT's awareness of the labour law and promote its inclusion in training targeted at business owners and managers - within the scope of their current activities focusing on strengthening regulation of entertainment businesses.

CARE Inputs to DICT: CARE provides limited support for training of technical staff within DICT to raise awareness of GBV, labour protection and SRH, who in turn provide awareness raising sessions for business owners and local authorities and pave the way for the project to reach entertainment venue staff and owners.

DICT Activities:

Capacity Strengthening	
Capacity Assessment and Strengthening	• No Capacity Assessment Conducted
Training:	<ul style="list-style-type: none"> • Training on report writing for activities. (4 people were train how to write report, using CARE template, 3 person from district level and 1 from ministry level) • Training on managing and reporting project finances. (one person attended, this training provide by finance section) • Study Tour in Cambodia to see similar project activities (2px from each partner -June 2015). • IEC training for all partners.
Monitoring	• CARE joins training sessions to observe (CARE/PACMUW staff joined training that DICT organized at district level 6 times, for duty bearers total participants 150 for three districts)
Planning	<ul style="list-style-type: none"> • Six planning. • Quarterly planning (Care/PACMUW staff attended quarterly meeting in order to review budget and work plan together with ministry level and three districts, 4 times, each time 10 persons attended total 40 people) • Monthly Planning (every month was organized monthly meeting with district staff each district 2 persons)
Labour Protection	
1: Establish and sustain local groups	• No specific activity
• Training	• No specific activity
• Referral and follow up	• No specific activity

• <i>Evidence for policy dialogue</i>	• No specific activity
• <i>Representation</i>	• No specific activity
2: Diversification IEC	• No specific activity
3: Sensitisation of duty bearers and business owners.	• No specific activity
Gender Based Violence	
1: Establish and sustain local groups	• No specific activity
• <i>Training</i>	• GBV Training 4 times (50 participants - staff and tourism)
• <i>Referral and follow up</i>	• No specific activity
• <i>Evidence for policy dialogue</i>	• No specific activity
• <i>Representation</i>	• No specific activity
2: Diversification IEC	• No specific activity
3: Sensitisation of duty bearers and business owners.	• Beer- shop owners in three districts - training on GBV (30 beer shop owners x three districts = 90 beer shop owners) plus one at central level for tuk tuk drivers, beer shop owners and police (20 people).
Sexual, Reproductive and Nutritional Health	
1: Establish and sustain local groups	• No specific activity
• <i>Training</i>	• No specific activity
• <i>Referral and follow up</i>	• No specific activity
• <i>Evidence for policy dialogue</i>	• No specific activity
• <i>Representation</i>	• No specific activity
2: Sensitisation to health service providers	• No specific activity
3: Mobile clinics	• No specific activity

Capacity strengthened: Increases in DICT’s organisational capacity are linked directly to its implementing role within the project.

- Increased knowledge and awareness of the project’s thematic issues amongst DICT trainers.
- Increased reach of DICT trainers within the three district where the project works to promote relevant business laws and regulations.

Within the context of Vientiane’s small business environment, these are small but important contributions to an already over stretched regulatory body – key to ensuring safe workplaces for workers employed in small businesses, including entertainment workers (regardless of whether or not they also sell sex).

Opportunities where the partnership with DICT could have been strengthened or improved: DICT’s role in regulating the venues within which sex work happens could have been better capitalised on. Generally, most abuses against sex workers occur within their formal work place setting (registered entertainment venues) and perpetrated by people associated with those businesses (authorities, owners, managers and customers). While the workers are highly mobile and the sex industry is difficult to regulate because it is illegal, entertainment venues and venue owners are not. The project might consider investing more in these structures to extend protections in future projects.

One of DICT’s roles is to coordinate with other government and quasi government organisations, like LWU and LFTU to harmonise the various laws and regulations under their individual mandates.

There is a potential for conflict of interest between DICT’s role in registering and regulating small businesses and PACMUW’s goal of accessing and providing a range of services to sex workers and entertainment workers. Businesses providing sexual services clandestinely within entertainment venues may be reluctant to provide entre to project staff for awareness with workers if they perceive the same project staff are associated with a regulatory body with power to fine or force them the close. It would be helpful to consider more carefully who the priority target is (sex workers, entertainment workers or entertainment business owners) and tailor interventions more specifically to them. This may mean foregoing some aspects of the strategy, for example, working only with sex workers or only with businesses as a whole, rather than assuming both can be targeted simultaneously by the same project team.

LAO POSITIVE HEALTH ASSOCIATION (LAOPHA)

Organisational information: LaoPHA was established in 1999 as an HIV/AIDS peer-education project; it has been registered as a local non-profit association since 2009. LaoPHA works with people living with HIV (PLHIV), orphans and vulnerable children, transgender people, men who have sex with men, sex workers and people who use drugs. LaoPHA’s programs focus primarily on HIV/AIDS and TB prevention, care and support - drawing on community mobilisation, human rights and public health approaches.

Role in PACMUW: LaoPHA provides SRH and nutrition awareness and education for garment factory workers as a supplement to the VYC clinical SRH services in the same locations.

Capacity Strengthening Objectives of PACMUW for LaoPHA:

1. Increased organisational capacity to deliver CARE funded activities.
2. Increasing technical capacity to deliver SRH and nutrition activities.

CARE Inputs to LaoPHA: PACMUW’s involvement in LaoPHA’s organisational capacity strengthening is limited to factors directly related to implementation of CIL funded activities, rather than a broad organisational development strategy. Specifically, CIL provides technical and organisational training to LaoPHA project coordinators and provides funding for LaoPHA outreach activities.

LaoPHA Activities:

Capacity Strengthening	
Capacity Assessment and Strengthening	<ul style="list-style-type: none"> Capacity Assessment Conducted for LFTU through PQ Team and MUW team.
Training:	<ul style="list-style-type: none"> Training on report writing for activities. (four persons attended, using CARE template of reporting) Training on managing and reporting project finances. (two persons attended this training provided by finance section) Study Tour in Cambodia to see similar project activities (2px from each partner -June 2015). Case study training – writing case studies. (four persons attended case study training and how to take good photo) Training on sexual reproductive health Project cycle management (Project proposal, report writing, monitoring and follow up) Computer training (word, excel and PPT)
Monitoring	<ul style="list-style-type: none"> CARE joins training sessions (CARE/PACMUW staff regularly joined training session that Data tracking sheets developed by CARE (PQ team of CARE did provide a training to LaoPHA one time to use the tracking record as CARE use it)
Planning	<ul style="list-style-type: none"> Quarterly planning (LaoPHA sent quarterly work plan and budget to PACMUW team) Six months planning
Labour Protection	
1: Establish and sustain local groups	<ul style="list-style-type: none"> No specific activity
<ul style="list-style-type: none"> Training 	<ul style="list-style-type: none"> No specific activity

• <i>Referral and follow up</i>	• No specific activity
• <i>Evidence for policy dialogue</i>	• No specific activity
• <i>Representation</i>	• No specific activity
2: Diversification IEC	• No specific activity
3: Sensitisation of duty bearers and business owners.	• No specific activity
Gender Based Violence	
1: Establish and sustain local groups	• No specific activity
• <i>Training</i>	• GBV training for LaoPHA - and how to use the flip chart for outreach. And training skills for outreach.
• <i>Referral and follow up</i>	
• <i>Evidence for policy dialogue</i>	• No specific activity
• <i>Representation</i>	• No specific activity
2: Diversification IEC	•
3: Sensitisation of duty bearers and business owners.	• No specific activity
Sexual, Reproductive and Nutritional Health	
1: Establish and sustain local groups	• Operational activity – CIL supported 429 outreach sessions meeting 10 people each session (4290)
• <i>Training</i>	<ul style="list-style-type: none"> • Provide one ToT- (12 session ToT for outreach workers on SRH-N) invited doctors from VYC • Provide one Q&A training for outreach workers to refresh and improve knowledge (for sexual health, STI, HIV and genital symptoms) invited doctors from VYC • Provide computer training (Microsoft word, excel and Power Point) • Supported LaoPHA to conduct training at garment factory on SRH, from July 2016 up to December 2016, 70 session were conducted by LaoPHA, total of garment factory workers attended 766 persons).
• <i>Referral and follow up</i>	• No specific activity
• <i>Evidence for policy dialogue</i>	• No specific activity
• <i>Representation</i>	• No specific activity
2: Sensitisation to health service providers	<ul style="list-style-type: none"> • Six posters developed on the key topics (menstrual health, condom use, family planning, nutrition & health eating, parts of the body.). • Updated the workers information handout
3: Mobile clinics	• No specific activity

Capacity strengthened: LaoPHA capacity was assessed by CARE in conjunction with a CIL Program Quality Team exercise looking at CIL partnerships more broadly. The assessment identified human resources, administration and procurement as areas for strengthening and CARE has agreed to explore opportunities for support for this through a CUSO funded volunteer. While important, this assessment was not conducted at baseline and had not been acted on at the time of the evaluation and is, therefore, not useful in assessing PACMUW's contribution to LaoPHA's capacity in delivering outcomes for marginalised urban women.

However, the evaluation found that LaoPHA are more confident and more active in partnership in relation to SRH and nutrition targeting garment workers. Also, the approach of drawing on LaoPHA's existing strong capacity for outreach means that reorientating the organisation to focus on garment workers' and migrant women's issues has been successful and highly valued by LaoPHA in broadening its reach into new target groups and issues.

Opportunities where the partnership could have been strengthened or improved further: LaoPHA outreach educators are mostly volunteers from nearby universities, with only one main staff allocated

to the project. The volunteers often leave after graduating from university and, due to its current registration, LaoPHA staff are not eligible for social insurance and other benefits, resulting in high turnover of both volunteers and staff.

Although skills maintenance within the LaoPHA volunteer pool is not sustainable due to their high turnover, skills building of the three LaoPHA core staff is more likely to be sustained and this is where CIL has directed its resources. However, there is currently no strategy to mobilise resources or handover PACMUW activities to LaoPHA at project completion – meaning that activities will likely end and capacity gains unlikely to be retained far beyond project close. A capacity assessment and capacity-strengthening plan would have helped to focus CARE’s inputs for LaoPHA.

VIENTIANE YOUTH CENTRE (VYC)

Organisational information: VYC was founded by the Lao Women’s Union to promote reproductive health for youth in Vientiane City through clinical counselling, diagnosis and treatment of sexually transmissible infections (STI) and SRH, and through prevention education and awareness through a telephone hotline, peer based outreach education and mass media communications and a referral services.

Role in PACMUW: VYC provides clinical services to garment factory workers targeted by PACMUW through extended weekend and evening clinics in Vientiane and through mobile outreach clinics at factory sites targeted by PACMUW.

Capacity Strengthening Objectives of PACMUW for VYC: CIL, through PACMUW, expands access of VYC’s existing SRH clinical services to factory workers. In order to facilitate this expansion, CIL has provided funds to VYC to increase the number of VYC mobile health clinics visiting garment factories in Vientiane Capital and provides funds to cover the cost of evening and weekend doctors based within VYC itself.

CARE Inputs to VYC: Within the PACMUW design, funding was framed as the only limitation to VYC’s capacity to extend its clinical services to garment factory workers. No other capacity strengthening inputs were planned.

VYC Activities:

Capacity Strengthening	
Capacity Assessment and Strengthening	<ul style="list-style-type: none"> Capacity Assessment Conducted for VYC through PQ Team but no follow up and monitoring
Training:	<ul style="list-style-type: none"> Training on report writing for activities. (two staff from VYC attended and using CARE template for reporting) Training on managing and reporting project finances. (Two persons attended, this training provide by finance section) Study Tour in Cambodia to see similar project activities (2px from each partner -June 2015). Case study training – writing case studies. (two persons attended case study and how to take good photos) Project cycle management (Project proposal, report writing, monitoring and follow up) Computer training (word, excel and PPT)
Monitoring	<ul style="list-style-type: none"> CARE joins training sessions (PACMUW staff joined training session every month with VYC) Data tracking sheets developed by CARE (VYC has their own data sheet record system, CARE does not provide to them)
Planning	<ul style="list-style-type: none"> Yearly planning. (six monthly meeting/planning in order to review budget and action plan together) Quarterly planning (yes every quarter VYC set up quarterly work plan and budget sent to PACMUW) Monthly Planning (Regularly month report was set up and VYC sent monthly report to PACMUW)

Labour Protection	
1: Establish and sustain local groups	• No specific activity
• <i>Training</i>	• No specific activity
• <i>Referral and follow up</i>	• No specific activity
• <i>Evidence for policy dialogue</i>	• No specific activity
• <i>Representation</i>	• No specific activity
2: Diversification IEC	• No specific activity
3: Sensitisation of duty bearers and business owners.	• No specific activity
Gender Based Violence	
1: Establish and sustain local groups	• No specific activity
• <i>Training</i>	• No specific activity
• <i>Referral and follow up</i>	• No specific activity
• <i>Evidence for policy dialogue</i>	• No specific activity
• <i>Representation</i>	• No specific activity
2: Diversification IEC	• No specific activity
3: Sensitisation of duty bearers and business owners.	• No specific activity
Sexual, Reproductive and Nutritional Health	
1: Establish and sustain local groups	• PACMUW provides funding support to VYC • VYC provides training for PPG and LaoPha.(for SRH)
• <i>Training</i>	• No training provided to VYC. Have requested counselling training.
• <i>Referral and follow up</i>	• VYC already have a referral system with the VTE hospital. • Working (meetings) with VYC and UNFPA on how to improve the network. Concerns that the referrals are not providing services. Now investing in extending services to the district level. • Had initiated to discussed with district hospital to see the potential friendly service available at district hospital
• <i>Evidence for policy dialogue</i>	• No specific activity
• <i>Representation</i>	• No specific activity
2: Sensitisation to health service providers	• VYC had start to provide training on SRH to health unit of 3 factories
3: Mobile clinics	<ul style="list-style-type: none"> • Mobile clinics 128 (at 92 factories reaching 3516 workers) • Weekend and out of hours doctors reaching 3678 workers. • CARE supports VYC to provide mobile clinics = VYC has 10 per month. CARE provides money for mobile clinics, weekend doctors and admin medicine and capacity building. • 10 per months (one trip may go to three factories reaching about 25-27 clients per clinic). CARE provides 100% of funds for ten clinics per month (includes per diem, transport, communication, running cost for VYC, car rental). • Weekend doctors – four doctors on a roster of two per weekend. CARE pays them a lump sum 150K kip per doctor. • Lump sum for basic medicine and hygiene and equipment for the clinic (about 500USD per quarter) <p>Note: due to lacking of budget, since February funding to support VYC is from other project GSK. PACMUW support very small amount,</p>

Capacity strengthened: PACMUW has extended the reach of the existing VYC clinical services to include additional mobile outreach clinics at factory sites and additional weekend and evening clinics at the VYC Vientiane City clinic.

Opportunities where the partnership could have been strengthened or improved: VYC is a project of the Lao Women’s Union and not part of the health system. PACMUW could have explored more

sustainable options for strengthening health services for migrant women. Perhaps partnering with local hospitals and private businesses (like general practice doctors and local pharmacists) already operating within or close to the target sites may have been more sustainable, as these services are more likely to remain beyond the life of the project and investments in their capacity and credibility may have had a greater impact in the longer term.

Alternatively, the project could have developed a resource mobilisation plan with VYC to increase the likelihood that services extended by PACMUW were found secure funding and were handed over before project close.

It is strongly recommended that CIL include a verification of adherence to national or international standards for future technical partnerships, such as clinical medical services. Although VYC is a long-standing and respected actor in youth related HIV/SRH prevention, care and support, it is not part of the public health service and, as a project of the LWU, it is unclear what, if any, health or medical accreditation or compliance standards it adheres to, nor how these were verified by CIL.

Sustainability is an important concern within health services, identifying options that bring about changes that may not be ideal but are adequate and offer the possibility of a longer-term solution to an underlying issue may be a better alternative to direct service delivery. In this case, collaborating with private practices and or local public health services, albeit with more modest services, may be better in the longer term for MUW compared to the shorter-term donor funded model of VYC.

PEER PROTECTION GROUP (PPG)

Organisational information: CIL created the PPG in 2009 under a previous ANCP funded project - with a view to establishing a civil society actor focused on advancing the thematic areas at the centre of CARE's long-term marginalised urban women programme. The PPG has two core coordinators under direct contracts with the PACMUW project, which also leases and pays for the PPG office. Outreach is conducted regularly on behalf of CARE by the coordinators and a pool of volunteers, mostly students.

Role in PACMUW: The PPG acts as an "implementing unit" of CARE, enabling community members to participate in CARE's programs/projects as volunteers by delivering outreach education. Conversely, having moved away from direct delivery, the PPG also provide CARE's MUW Program team with a highly valued sense of connection with their activities and the communities they work with. CARE also uses the PPG to support or compliment the activities of partners by supplementing them with additional trainers and peer educators.

Capacity Strengthening Objectives of PACMUW for PPG:

- Strengthening the role of PPG as an implementing unit within CARE projects OR
- Support the PPG to develop into an organisation / more formal group in its own right.

CARE Inputs to PPG: The PPG draws on high turnover, volunteer educators, mostly students, with limited capacity (time, training or experience, etc.) and operates without its own organisational registration. As such, CARE provides the PPG with its organisational mandated and supports:

- Technical capacity (training and skills building).
- Organisational capacity (report writing, proposal writing etc.).
- Operational support (funding and resources for staff, offices, logistics and activities).

PPG Activities:

Capacity Strengthening

Capacity Assessment and Strengthening	<ul style="list-style-type: none"> Identify and train two coordinators and twenty volunteers.
Training:	<ul style="list-style-type: none"> Communication skills training for PPG Training of characteristic and to be a good trainer (20 participants) Training on GBV/VAW 20 participants Training on SRH 20 participants Case study training and how to take a good photo for report 5 participants Basic Right of Lao people based on Lao constitution Computer training 4 participants English course 2 person for PPG' coordinator and assistant Training how to interview/questionnaires for End line survey 6 persons Project cycle management (Project proposal, report writing, monitoring and follow up)
Monitoring	<ul style="list-style-type: none"> CARE/PACMUW staff joined and observed for outreach activities conducted by PPG's volunteers, 4 times per month
Planning	<ul style="list-style-type: none"> Monthly meetings organize every month, first week of each month, on Sunday due to monthly meeting is giving opportunity for all volunteers come together and share their lesson learn, experience and problem they face during outreach activity. Annual review meeting and planning workshop
Labour Protection	
1: Establish and sustain local groups	<ul style="list-style-type: none">
<ul style="list-style-type: none"> <i>Training</i> 	<ul style="list-style-type: none"> Organised a training specifically for PPG on the LFTU grievance and OT calculation training.(It is PPG attended this training with LFTU, two person attended: PPG' coordinator and assistant) Training on "the law" legal systems. and structures.(It is PPG attended) Two day training on labour laws. (It is PPG's attended)
<ul style="list-style-type: none"> <i>Referral and follow up</i> 	<ul style="list-style-type: none"> No specific activity
<ul style="list-style-type: none"> <i>Evidence for policy dialogue</i> 	<ul style="list-style-type: none"> No specific activity
<ul style="list-style-type: none"> <i>Representation</i> 	<ul style="list-style-type: none"> No specific activity
2: Diversification IEC	<ul style="list-style-type: none"> No specific activity
3: Sensitisation of duty bearers and business owners.	<ul style="list-style-type: none"> No specific activity
Gender Based Violence	
1: Establish and sustain local groups	<p>CIL provides Operational support for PPG activities - usually combining messages of GBV ,SRH and basic Right of Lao people based on the constitution of LAOPDR :</p> <ol style="list-style-type: none"> Community awareness raising <ul style="list-style-type: none"> Labour day event (two times) – in three factories in 2015 and two factories in 2016 and 3 factories in 2017 Women's day event (2015 one bike racing event and 2016 in two factories) EVAW day 2015 joined NCAW event with CARE booth. 2016 CARE is the main organiser – shared baseline survey and share experience of working in VAW and distribute leaflets. It was organize for the students in high school 1 time and university of Laos 1 times IEC <ul style="list-style-type: none"> Provide information on GBV to 48 (3 men) Domestic Workers. Flipcharts on GBV and SRH (100 sets) Brochures about PPG. 1,189 1000 VAW posters 300 GBV Referral system posters. T-shirt on GBV (1000). Tricks and tips brochure (for all women in IG) (1500). Male condom 3,481 Sex booklet 1580 Think before decision booklet 379 Plastic water bottle 350 Tea cup 300 Volunteer guidance for members of PPG. Outreach to EW on GBV and SRH <ul style="list-style-type: none"> 304 in 2015 reaching 2818. 136 in 2016 reaching 1370 200 in 2017 reaching 1884 Outreach to GFW (GBV) <ul style="list-style-type: none"> 44 in 2015 reaching 493 workers.

	<ul style="list-style-type: none"> ○ 158 in 2016 reaching 1585. ○ 350 in 2017 reaching 3,495
	<ul style="list-style-type: none"> 5. Outreach to DW Started May 2016 <ul style="list-style-type: none"> ○ -28 since starting reaching 112 DW in five topics – including menstrual health, discharge, sex and gender GBV,SRH) ○ 18 in 2017 reaching 76 6. Training <ul style="list-style-type: none"> ○ Provide information on menstrual health and vaginal discharge to 74 participants (5 men) Domestic Workers.
• <i>Training</i>	<ul style="list-style-type: none"> • GBV and SRH training to 20 PPG Volunteers 1 times • The refresher training was organized every month during monthly meeting, one topic was refresher. • Each new volunteer must to past the training and did a test on GBV and SRH, then during two months need to accompany with old volunteer who had experience to organize outreach activity/provided information to target group as observer and then need to demonstrate during monthly meeting in front of the group, made a test again if past that test, next time she will be able to do outreach activity at factory or entertainment shop.
• <i>Referral and follow up</i>	• No specific activity
• <i>Evidence for policy dialogue</i>	• No specific activity
• <i>Representation</i>	• No specific activity
2: Diversification IEC	• No specific activity
3: Sensitisation of duty bearers and business owners.	• No specific activity
Sexual, Reproductive and Nutritional Health	
1: Establish and sustain local groups	• See above re: GBV/SRH
• <i>Training</i>	• Sexual and reproductive health training.
• <i>Referral and follow up</i>	• No specific activity
• <i>Evidence for policy dialogue</i>	• No specific activity
• <i>Representation</i>	• No specific activity
2: Sensitisation to health service providers	• No specific activity
3: Mobile clinics	• No specific activity

Capacity strengthened: The PPG, particularly the coordinators, have gained considerable experience and skill through PACMUW and its predecessor project. The PPG capacity to plan and implement outreach activities and to develop associated training materials and IEC is very strong. This is demonstrated in their detailed mapping of the sex worker community and the volume of the activities implemented through them, and CARE’s reliance on them as the main implementing arm of the PACMUW project.

Opportunities where the partnership with PPG could have been strengthened or improved: There are important issues to be resolved with the PPG in relation to its staffing relationships, its organisational mandate and its vision.

There is no shared organisational vision for the future of the PPG and there are two competing perspectives on its future – one to continue on its trajectory as a developing community based organisation and another which sees it being brought more formally into the organisational structure of CIL.

Although the PPG is highly capable and demonstrated its capacity logistically, there has been limited investment in its core organisational capacities related to mission, strategy and leadership or resource

mobilisation, finance management and human resources, etc. leaving it with limited scope to grow or sustain itself independently of CARE or beyond the life of the PACMUW project.

As a nascent community based organisation, the PPG is taking its first steps toward registration. However, without an organisational mandate from government, the PPG operates under the auspice of CIL. As such all contracts are held by CARE – these include leases on the PPG building and staff contracts. Currently, these are contracted by the PACMUW project directly rather than through the country office (human resources, finance and administration) and lack access to the protections that provide for staff in relation occupational health and safety, security, awards and conditions.

Despite the large amount of activity managed by the PPG, there are limitations in the model being used by PPG in outreach to sex workers that mean they are limited in their reach and their relevance. The current model draws on student volunteers from different socio-economic backgrounds to the sex workers - meaning they are not perceived as credible/respected sources of health information, as would be health workers, and they are not fellow sex workers/peers. This is compounded by the limited reach of the model within a high turnover and largely hidden or difficult to engage population.

The current model also overlaps with a well-funded GFATM program “My New House” that offers a combination of peer support, prevention education and clinical care with greater reach, greater credibility and the capacity to visit sex workers with greater regularity.

The complex registration process for community based organisations means that it is sometimes necessary to extend CARE’s organisational mandates to nascent CBOs. However, it is strongly recommended that, while providing this important role in catalysing civil society, and in the absence of their own capacity to do so, all volunteer and staff within the PPG are managed under the guidance of CARE’s human resource policy and that all off-site offices are covered by CARE’s safety and security policies and practices.

The use of volunteers, particularly long term and full time volunteers, to fulfil the functions of CARE’s commitments is concerning. Positioning CARE volunteers as implementing actors external to CARE also appears to undermine the credibility of partners, who would otherwise be responsible for these roles/activities.

IMPACT GROUP 1: SEX WORKERS

Introduction: The baseline survey and end line survey included interviews with 113 and 71 individual workers respectively and the qualitative study included a range of focus group discussions and key informant interviews with sex workers, duty bearers and implementing partners. As outlined above, methodological issues, particularly related to the sampling method and sample size mean that comparisons between the baseline and end line are not possible, and there is no comparison group to explore contribution. The narrative below, attempts to describe the workers involved in the project, to highlight important or interesting changes that appear to have occurred during the project.

About the workers: The differences between the base line and end line groups may be a reflection of a change in the targeting of the project. The PPG has done extensive mapping over the past four years to identify workers that are more vulnerable and may have shifted the projects resources to lower paid workers in smaller, less regulated venues. It may be a product of differences in sampling between the baseline and end line survey (e.g., the exclusion of Sickhottabong District from the end line sample). Regardless of the reason, the workers being reached by the project at end line are more, rather than less, vulnerable than at baseline. They are less well educated, younger, more likely to have

migrated to Vientiane for work, have less experience in the sex industry and are working in less well-regulated, small businesses where they are earning less money.

Against this background, it is important to point out that, while they may be vulnerable and have few viable alternatives to the sex industry, none were forced into or forced to stay in the industry, and even those sex workers in the lowest salary bands were earning about the same or more than the current minimum wage and enjoy more time and freedoms compared to other low skilled labouring jobs, including garment factory and domestic workers.

Age: The workers were generally young, with most aged between 17 and 25 years. However, proportionately, workers in the end line survey were younger, with most aged between 18 and 21 years of age compared to the proportions at baseline (increasing by 21%, from 44% to 65%), with a corresponding reduction in the number of women aged 22-25 (falling by 20%, from 37% to 17%).

Under age workers: There was a slight decrease in the number of underage workers (falling by 8%, from 18% to 10%), however, there was a considerable increase in the proportion of women claiming to be 18 years of age (increasing by 17%, from 9 % to 25%). This could reflect an actual increase in the number of 18 year olds selling sex but given the qualitative discussions and other demographic information in the quantitative surveys³, it seems more likely to be a greater reluctance on the part of underage workers to report their real ages.

Education: The end line sample were less likely to have completed secondary education compared to the baseline sample, with a 46% increase in the proportion of women who did not complete secondary school (increasing from 7% to 54%).

Marital status and children: The majority of workers in both baseline and end line were single (84% and 89% respectively).

Children: Women in the end line sample were much less likely to disclose whether they had children (falling by 75%, from 86% to 11%).

Geographic and ethnic: Migration patterns between both the baseline and end line samples were similar, with the majority having lived in Vientiane Municipality for less than one year (67% and 59% respectively) but with fewer ethnic Lao (falling by 35%, from 68% to 32%) and a corresponding increase in Kmou (rising by 38% from 29% to 66%). The increase in proportion of could be a result of having excluded Sikotthabong from the end line sample rather than indicating a real change in the sex worker demographic.

The ethnicity of the workers corresponds with the province of origin information, with about a third of workers in both baseline and end line samples migrating from Luangprabang and Vientiane Province⁴⁵, where there are larger populations of Khmou.

Initiation to sex work: The workers involved in the evaluation had varied experience within the sex industry, with almost two thirds of women in both the baseline and the end line surveys working in the industry for less than one year (66% and 59% respectively), with about three quarters of all women working for about two years (88% and 79% respectively).

³ Workers at end line were generally younger, reluctant to answer or less likely to have children, to be married and held lower educational attainments. Qualitative information indicated a larger group of underage workers.

⁴

⁵ Excludes Vientiane Municipality

The workers have diverse past employment backgrounds and include women from all walks of life, such as unemployed young people, students, housekeepers, factory workers and rural migrants. Fewer women in the end line survey had been made to work in the sex industry by others (falling by 9% from 11% at baseline to 2% at end line).

However, more workers at end line compared to base said they made the decision to enter the industry because they had no other income options (rising 10%, from 6% to 16%), with about half of all workers in both baseline and end line starting out in the industry to provide for their families (51% and 42% respectively) with another third motivated by the need to earn money to survive (29% and 27% respectively).

Because of poverty, I didn't have a choice what to do so decide to join this career.

...because live with my parents and no one supports me; and nothing to do. Had to leave school at grade five. I have to support five younger siblings to study.

I have to decide as entertainment worker, because of family's poverty, so many siblings and have to look after them. Lack of education, led to entertainment work.

While the majority of both samples felt they could leave sex work if they wanted to (89% and 99% respectively), fewer end line participants felt that they had a current viable alternative to selling sex (falling by 63%, from 85% to 23%). Remembering that for most of the workers, factory work is not a viable option because of its harsh working conditions, long hours and low pay.

I really love to do this (sex work) – the factory is harder. I did work at a factory for one week and left because it was bad time is too rigid and not flexible the owner is strict.

I don't want to stay here, I don't know what the future will look like for me but no one controls me, I decide to be here. For me, join this beer shop 1 month ago

My parents were poor and I have no education and have no options. Previously worked in a factory but the hours were too late up to 9pm it was not healthy...

Workplaces: Women in the end line sample were much more likely to work in small venues (increasing by 30% from 40% to 70%) and much less likely to work in more regulated entertainment bars and hotels (falling 40% from 46% to 6%), where protections, though still weak, are better than smaller venues.

Income: More workers in the end line survey were earning lower monthly wages of 1,000,000 to 1,500,000 Kip compared to base line (41% and 23% respectively), with fewer earning higher monthly incomes of between 1,500,000 and 4,000,000 (25% and 55% respectively). Given inflation and small increases in minimum wage, the fact that workers in the end line sample are earning less than the baseline sample may indicate a real reduction in their standard of living (more workers competing for fewer customers and keeping prices down) or it may indicate a shift in project targeting away from more obvious and accessible venues toward smaller venues where workers are providing services to lower paying, local clients.

Reach: There is no delineation within the project data between occasions of service and individual contacts⁶. However, to date, the project reports 6072 participants attending education sessions, where they received information about sexual and reproductive health and gender-based violence. The project appears to have provided limited and uneven coverage of the sex industry in the three target districts Chantabury, Sisathanak and Sikotthabong. With only about half of the workers having heard of the PPG, fewer having had direct contact with them and, of these, most unable recall their activities or key messages.

This is possibly a result of working within a high turnover context where most workers stay in the industry for less than one year and even within the industry, workers move frequently between venues. However, the general impression is that the regularity and timing of the visits was insufficient for the context within which the project was operating.

Information is provided by PPG volunteers who visit venues between 10:30 am and 3:30 pm each day, including weekends, providing basic information to small groups of workers, usually structured around a curriculum devised by the project and supported by low literacy teaching materials (such as flip-charts and other IEC).

About 11am to 12 – had just woken up and taken lunch. I think time is appropriate, because I'm already wake.

PPG she only arrived this month – they have a picture and papers and explained to them about violence but she had a customer and she had to leave.

She has also seen them about five times and has worked here one and half years – similar to others when a customer comes she doesn't listen to all sessions – they have a book and a picture and talk about violence against women by men.

There was also confusion among those who could recall participating in the outreach education sessions about whether the visits were from the CARE funded PPG volunteers or the GFATM funded My New House Project, which provides similar services in the same locations but with more resources and greater frequency.

Of those who remembered the PPG visiting, most recalled them coming more than once with pictures and ask questions but many were unable to recall the topics clearly.

I've only joined once. Both taught us many things, but to protect ourselves with customer. But, PPG don't come so often. Long time 'til we meet them again.

Of those who said they received more regular visits by the PPG, some recalled them coming about twice per month in recent times and distributing condoms and other small incentives, like washing powder. For this smaller group of workers with higher contact, the activities of the PPG were valued and they could recall the project's key messages in more detail – recounting that they learned about gender based violence and sexual and reproductive health including menstruation, HIV and STI prevention, how to use condoms, how to negotiate with clients to use condoms, how to avoid violence and where to go for help.

⁶ Outreach focuses on particular venues. The project returns to these venues regularly to conduct outreach education sessions. Participants of these outreach education sessions may attend multiple times making the total number of workers reached lower than the total number of participants.

....they have a picture and papers and explained to them about violence but she had a customer and she had to leave. She thinks they have other topics but she doesn't remember – they don't come often enough for her to remember.

Despite large numbers of contacts, little appears to have changed in relation to sex workers awareness, knowledge, service utilization, or representation. Underpinning a number of problems faced by the project is the model being used. Difficult to reach populations are difficult to reach for two main reasons – they are unwilling to risk being made visible and possibly identified through their participation in the project and/or they are unable or unwilling to identify socially or culturally with the people reaching out.

The current PACMUW model does not overcome these barriers and, while it has physical access to a group of women in venues at fixed times, it does not have access to an adequate cross section of workers. Similarly, the project is not using peers or peer based approaches and workers seem disengaged from the information being transmitted, illustrated by the finding that of the workers who reported receiving training, fewer at end line were able to negotiate condom use compared to baseline (falling by 22%, from 71% to 49%).

The euphemising of sex workers as entertainment workers and the conflation of the sex industry and the entertainment sector adds to the complexity of a design. With few indicators to guide implementers in their work in this area, the design is confounded by lack of clarity about who is being targeted – the sex workers, or all workers employed within entertainment venues, or the workplace setting itself (the regulatory environment of small businesses in the informal economy).

PACMUW could have been more effective if it employed participatory approaches and included a targeting strategy that included a diversity of workers, including different hours of the day and a mix of on site and off-site opportunities to engage with the workers and had it been more specific in its targeting within the industry.

Objective 1: Sub-impact groups experience improved labour related legal protections

The outcomes related to *Objective 1* were:

- *Sub impact groups have increased capacity to claim labour rights.*
- *Sub impact groups experience improved compliance with labour regulations from employers.*
- *The labour protection needs of sub impact groups are better represented in sector work plans*

Activities under Objective 1 focused primarily on garment factory workers and only incidentally to sex workers. As such, labour conditions were not explored in the baseline and end line surveys, nor are there specific indicators for sex workers under the outcomes listed, above.

Legal rights and protections: Sex work is illegal in Laos and the sex industry is not covered by the labour code, making it difficult to improve labour protections for sex workers. However, the sex industry is generally located within main tourism and entertainment areas and mostly occurs within entertainment venues. As small businesses, these entertainment venues are regulated and the people within them, workers and clientele alike, are protected by a range of laws - including the labour code for those workers with contracts, while clients, members of the public, workers without contracts and others who may be associated with venue are protected by the same laws that protect all citizens in Laos.

Of the participants in the qualitative interviews, none had written contracts, with most describing verbal arrangements with the venue managers and owners. Most of these verbal employment arrangements see employers taking a share of the workers fee for sexual services and in return, they provide the workers with opportunities to meet clients, to leave the venue for nearby hotels and guesthouses where they have sex and limited protection from various forms of abuse. In some cases, venues include food and accommodation as part of their agreement with the workers.

It costs 150,000 kip/customer – if I go out for 1-2 hours to guest a house (with a client), I will give the owner 50,000 kip, I keep 100,000kip.

In order to justify their presence in the venues to local authorities, most workers also had some other role within the venue, apart from selling sex – for example, waiting on guests or providing entertainment - and were remunerated for this role within the venue as well.

I profit from beer sold - 10,000 kip from the table service and 2,000 per one bottle of beer.

Representation: With this in mind, the project has collaborated with The Department of Information Communication and Tourism, the government body mandated to regulate small businesses in the entertainment sector, to raise awareness among business owners of their general responsibilities to provide safe spaces for both employees and the public. DICT also facilitates the project's access to women who work within these small businesses, by endorsing the project's activities.

DICT is government and sets the legal and policy framework that businesses must follow. Once registered, businesses are controlled by the DICT.... DICT works with these women, service workers (i.e. sex workers) after receiving the letter from CARE Laos (they asked the vice minister to support women who work in the tourism sector in private sector) - to better understand their issues e.g., violence. DICT

DICT works directly with the businesses and gain access to the work places and interviews the workers. Owners are warned, then fined and then face closure for breaches of regulation. DICT has limited funds from government and with funding from PACMUW, they provided training for owners on their responsibilities to workers.

The biggest issue is the environment between the owner and the worker - some places the owner makes an agreement by themselves and makes decisions that are outside the law and policy e.g., deduction wages for food/meals.In the big hotels there are less problems but in the smaller places, beer shops, it is more common – e.g., workers get paid less per client and the business doesn't give them their faire share ...or workers who can't serve well (have sex with clients) are sack because they (the owner) can't earn money from them. DICT

The project has also engaged the LFTU in PACMUW's key thematic issues. The LFTU is mandated to represent formal economy jobs and, with no mandate in the informal economy, its role in PACMUW's sex-worker project activities is limited. However, the recent Vientiane Agreement will see small businesses with more ten or more employees being required to comply with the labour code and able to be represented by the LFTU, this is a timely partnership.

PACMUW has contributed to awareness raising and increased dialogue within and between DICT and the LFTU about labour issues as they relate the entertainment sector and by extension, the workers who sell sex within them. Increased regulation of their formal workplaces provides a foundation for

safer workplaces for sex workers and an increased awareness of their rights as Lao citizens and forms the basis of improving legal protections.

“Nothing for us without us” is central and fundamental to working in the community sector and while the project has made important connections amongst the organisational partners, it has not created any mechanism through which workers can represent themselves, either within the PACMUW project or within the broader partnership. It is strongly recommended that PACMUW and future projects navigate community representation more thoughtfully, finding ways for sex workers to organise, speak and act for themselves, or withdraw from it in favour of other approaches.

Objective 2: Sub-impact groups experience improved legal protections on violence

The outcomes related to Objective 2 were:

- *Sub-impact groups have increased capacity to claim rights around violence*
- *Duty bearers have increased capacity to protect sub-impact groups from violence*
- *The needs of sub-impact groups in relation to GBV are better represented in sector plans*

Violence: Most workers entered the sex industry willingly, albeit with limited viable employment alternatives, and valued the greater freedom and income it provides to them over other jobs, like rural labour or factory work.

A large proportion of workers had experienced some form of violence perpetrated against them by clients or regular partners.

By clients:

- 29% of baseline and 21% of end line survey participants had been attacked by a client in the last 12 months.
- 94% of those at baseline who had been attacked, had been attacked multiple times in the past two years, compared to 21% of end line participants.
- The reasons for being attacked were similar between baseline and end line, with women attributing their attacks to a clients trying to avoid payment (20% and 13% respectively), the client trying to avoid using a condom (19% and 30% respectively), the client forcing the worker to do something she didn't want to do (35% and 26% respectively), while no reason was given for a large proportion of attacks (23% and 17% respectively).

By regular partners / non-paying sexual partners:

- 23% of baseline and 13% of end line survey participants had been attacked by their partners in the last twelve months.
- More women at baseline than at end line knew someone personally who had been attacked by their partner in the last twelve months (39% and 15% respectively)

Workplace protections: At work, their safety and protection is largely dependent on the individuals who manage or own the venues where they work and the venues where they have sex with clients (entertainment venues, local hotels and guesthouses).

...once a man hit my head. In this case, the owner negotiated and protected us....It's so scary – the man raised a gun to me.

I had one case where the customer didn't use a condom, I tried to tell him to use a condom, and he had a gun – I think he was a soldier....The owner will protect us.

Some customers are friendly, some are scary – if I go out (with a scary customer) I'll not go a second time. We go to one of two guesthouses near by and they have one person in guest house if something wrong we can ask for help.

However, venue managers and owners themselves can also be perpetrators of abuse, through limiting freedoms, denial of other rights or through various forms of abuse.

There are many people (other workers) who stay here and sometimes the shop owner abuses me because she misunderstood.... .

Issues for sex workers depend on the owner – if they're good or bad.....compared to other venues this is good... have permission to study and do other things...join classes.

Legal protections: Many of the venue-based workers explained their protection from violence rested in either their own or the venues relationship with local village authorities, who they paid for protection. Sometimes this arrangement was initiated by the venue owner and was arranged through the venue owner and sometimes it was arranged by either the authority or the worker herself. However, this arrangement came with other risks for the worker, who may also face consequences if the Village Authority is called to assist.

Mostly, I don't call police, I call friends, or the village authority (have to pay money – 50,000 kip....).... e.g. there was a drunk customer- angry and shouting to another customer. And then they called VA and they stop the angry customer and interview – how it's happened. If the man doesn't stop – they bring them to the village office.

Yes we have to pay, 50,000 kip for Village Authority every three months.....because Village Authority come to check how many work here, so we have to pay them for their time. (If in trouble can you call the VA to come help you?). I don't know. I'm worried that the VA will take me home if I get in trouble with my friends.

Of those who were attacked by their intimate partner, 35% in the base line and 44% of end line reported it. Although the number in both baseline and end line who elaborated on this answer was small, of those who did, most said they reported the abuse to their "mamasang" or to family (36% and 30% respectively). Three individuals at baseline and zero at end line reported the incident to the police or village mediation unit.

The inverse of this means that 65% of intimate partner attacks against sex workers at baseline and 56% of intimate partner attacks at end line went unreported. About a third of the workers who were attacked by a client in both baseline and end line did not seek help (34% and 29% respectively). Of those that did seek help, most in both baseline and end line samples sought help from co workers (30% and 29%) and mamasangs (19% and 30%).

Objective 3: Sub-impact groups have increased control over their health

The intended outcomes related to *Objective 3* were:

- Sub-impact groups have increased access to SRH services.
- Sub-impact groups have better nutrition choices in the workplace.
- Sub-impact groups are better represented in health sector work plans.

Access to services: Very few of the workers had accessed any health service at end line (7%) and no information was collected on service use at baseline. Of the workers who participated in the qualitative interviews, most said were not having regular HIV and STI checks and many said they had never had a health check. Many were unsure about where to go if they had a problem but were able to name women's hospitals or were aware of local doctors in their area. Of those that had had recent health checks, most mentioned New House Project, whose service includes transport from work/home to the clinic for health checks, in conjunction with and other activities.

..If a problem she would go to a doctor that deals with violence not just any doctor – at women's hospital but doesn't know where it is now I would go to a doctor – women's doctor...

... I'm afraid of HIV and AID, I need to be careful.....Once I had a blood test – New House car pick us up and check up every three months I have to check.

...the friendship hospital is nearby but they have never been...but would be comfortable about going if she had a problem.

Health information: In combination with the low and uneven coverage of the project, the delivery of key messages may not have been suited to the audience. The PPG uses flip charts to illustrate key messages about gender based violence and sexual and reproductive health and supplements these with printed handouts. Of the workers who reported receiving training, fewer at end line were able to negotiate condom use compared to baseline (falling by 22%, from 71% to 49%). However, more were able to avoid potentially unsafe sex with clients (rising by 17% from 17% to 35%) through negotiation skills.

Of those who remembered the PPG booklet, flip chart and question and answer sessions (including some who remembered that it had a phone number they could call if they needed help) few remembered the core messages of the project. Some were unable to read and others seemed less than engaged by the sessions

....The number is on the PPG book – the others can't read so they call to her and ask for help and advice."

"She came 3 months ago, with another girl (tall and thin) and gave washing powder. She asked us questions. She said to us to ask us questions – about how we protect ourselves with the customer. They gave us the book, but can't remember what it is said. Talk and talk – similar to New Friends. If do this career, need to do blood check-up. They came for 15min, talk to us and then they leave."

Not sure why they came here. When they came, just asked normally about your health, life, work, need to be careful, check your health every three months. Similar to New Friends"

IMPACT GROUP 2: GARMENT FACTORY WORKERS

PACMUW provides support to the LFTU, LaoPHA, PPG and VYC to deliver information and services to garment workers in three districts in Vientiane Municipality. Each partner prioritises one thematic issue: labour rights and protections, gender-based violence, and SRH respectively and have collectively had 16,543 contacts⁷ with garment workers to date. *See tables above for a detailed summary of each partners' activities.*

The baseline and end line surveys included interviews with 314 and 201 individual workers respectively, and followed by qualitative interviews including focus group discussions and key informant interviews. The narrative below, attempts to describe the workers involved in the project at the beginning of the project and at the end of the project, to highlight issues that appear to be important or interesting and may have been related to the projects activities. As outlined above, methodological issues, particularly related to the sampling method and sample size mean that comparisons between the baseline and end line are not reliable; there is no comparison group to explore contribution.

Experience in the garment sector: The project is working in a high turnover environment. Just over half of the women in both baseline and end line had been with their current employer for less than one year (52% and 51% respectively) and the majority in both groups, almost two thirds, had been with their current employer for less than two years (72% and 73% respectively). This is consistent with Lao's garment industry – expanding and contracting as needed to meet demand surge orders in sister factories in Thailand. The workers involved in the interviews can be roughly divided into two groups – the majority who have been working in their current factories for less than one year and the remainder, who had been working for between three and five years.

Living arrangements: More women in the end line sample compared to baseline were living in in dormitory accommodation provided by their employers (97% and 79% respectively), with fewer staying family or friends of family.

Geographic origins: The end line sample included more workers migrating from Luangprabang (an increase of 22%), with a corresponding decrease in workers that had migrated from Huaphan, Vientiane Province and Vientiane Capital (decreasing by 12%, 10% and 8% respectively) compared to base line.

Age: The ages of workers was similar for both baseline and end line, with about 12% aged between 14 and 16 and two-thirds aged 17 to 24 (70% and 68%).

Marital status: The majority of workers in both baseline and end line were unmarried (54% and 88% respectively).

Education: The majority of workers had completed primary school in both baseline (89%) and endline (91%) samples. About two -thirds of workers started primary school but did not graduate in both base line (61%) and end line (71%), with 28% of baseline and 19% of end line completing secondary school.

Relevance: The main issues that concerned women about their life in the garment sector were income, cost of living and workload. They described a situation where their income was low, their cost of living high, and where they struggled to balance long hours at work trying to meet factory quotas with their personal commitments.

⁷ Like sex worker data, there is no delineation between individuals and participants or occasions of service. This figure likely includes individuals who have participated in multiple sessions.

Biggest problems right now – I think expenses because income is low and expenses are high.

I'm very concerned how can I better meet the target they set (target each day = i.e. they expect me to complete 9,000 units per month. Complete 320 each day. IF you're active (ie, work hard) you can complete this and second depends on type of clothes (ie difficulty).

Some women mentioned food and safety in the factories and in their dormitories as an issue, saying the food available was poor quality and sometimes bad and that their belongings were unsafe in the dormitories while they were at work.

My things like money ...theft...it always happens ...especially in the dormitory.

Reach: There appears to be very limited reach *within* the factory settings or *between* visits from project staff. Although many of the workers remembered visits by the various partners and that they handed out brochures and posters, few knew of trained peers (co-workers) within the factories they could turn to for information or advice if need be, and few remembered seeing posters, brochures or other informational material inside their workplaces or dormitories related to the project's key messages that might reach beyond direct project participants. Of the small number that remembered project messages, some remembered hygiene, nutrition and menstrual health posters.

The project's immediate reach was stronger amongst garment workers than amongst the sex workers and domestic workers, with most of the garment workers having heard of at least one of the PACMUW partners. Of those who had participated in the project, most believed that project was relevant and good quality, with the majority rating it highly and saying they found value in it.

- Most of the workers had heard of the LFTU and understood their role in general terms, in relation to promoting labour rights and responsibilities. Of those who remembered the LFTU visiting their factory, most recalled learning about their right to the minimum wages; learning how to calculate overtime pay correctly; learning where to go for help if they have a problem at work; attending Labour Day events; learning about gender based violence and reproductive health. *The LFTU provided 300 sessions reaching 3,010 garment workers to date.*
- A small number of workers remembered LaoPHA, in particular messages about nutrition, and were recalled talking about good food and bad food. Some remembered the names of the LaoPHA team, who they say visited them regularly in 2016. *LaoPHA has provided 70 sessions reaching 766 garment workers.*
- A smaller proportion of the workers remembered VYC and recalled being provided with information about SRH, including STIs and HIV/AIDS, and that they promoted their clinical services. Some remembered attending Labour Day events and talking to VYC counsellors. Others had visited the VYC clinic in Vientiane or one of the mobile health clinics, saying that VYC used to come regularly but perhaps less now. *To date, VYC had conducted 128 mobile-clinics at 92 factories, reaching 3516 workers and serviced 3678 workers during their weekend and evening clinics.*
- Few of the workers had heard of the PPG. Of those who had heard of the PPG, there was an indication that they may have been confusing the PPG with LaoPHA and CARE – that they were the same organisation. They remember them talking to factory workers about gender based violence and their rights. *To date, PPG have delivered 552 sessions reaching 5573 workers.*
- Some of the workers remembered CARE Laos, in particular the recent Labour Day celebrations – remembering question and answer sessions, drama, songs and dancing, which they described as

fun. Of those that knew of CARE, some remembered messages about gender based violence, rights and legal protections. One group of workers remembered that the activities were funded by the Australian Government, because each it is mentioned at the beginning of each activity

The activities focusing on garment workers are directly relevant to the target group and the model being used has seen large numbers of workers reached with information that is important to them. The model could be strengthened by adapting in a way that allows it to enter the workplace and function in between visits by the project teams. Specifically, future projects should support the LFTU and others to develop networks of peer educators within the workplace, supported by appropriate IEC and referral networks, to scale up the potential reach and possible the outcomes of the project.

Objective 1: Sub-impact groups experience improved labour related legal protections

The outcomes related to *Objective 1* were:

- *Sub impact groups have increased capacity to claim labour rights.*
- *Sub impact groups experience improved compliance with labour regulations from employers.*
- *The labour protection needs of sub impact groups are better represented in sector work plans*

Working hours and minimum wages: The workers were aware that the LFTU had been advocating for protection of their right to an eight-hour working day and many believed there had been changes in the factories as a result. Some saying, in the past, they had to work 16 hours per day, during the evenings until 11pm and occasionally through the night to 6am but this is no longer required of them and if they do work overtime, they are paid correctly.

Almost two thirds of workers in both the base line and end line samples were working more than eight hours per day (64% and 59% respectively) and more workers at end line were provided with proper breaks during the day compared to baseline (rising by 27% from 57% to 84%).

There was a recent change in the minimum wage for factory workers, resulting in an increase from 800,000 Lao Kip to 900,000 Lao Kip. The project was not involved in advocacy during national minimum wage negotiations but did support the LFTU's efforts to education workers about their entitlements after the minimum wage was increased.

Most of the workers interviewed understood their minimum wage entitlements and believed they were being paid the correct amount. However, 33% of workers at end line reported a monthly income less than the current minimum wage (900, 000 Kip per month) and 17% of workers at baseline reported a monthly income less than minimum wage of the day (626,000 Kip per month)⁸.

Between the baseline and end line surveys, salaries had increased with inflation. In order to compare the variation within the industry, salaries were divided into six salary bands for comparison. More women in the end line compared to base line reported being in the highest three salary bands (87% and 31%) and fewer in the lowest three bands (69% and 13%). Possibly reflecting the effect of increased minimum wages moving wages to the upper limits of what employers are prepared to pay.

⁸ Note that the baseline and end line questions were posed differently with baseline asking "Does your employer pay at least the legal minimum wage" (yes/no/I don't know) and the end line asking "how much are workers paid each month for legal minimum wage"

Overtime pay calculations: The evaluation found that the project had raised awareness among workers about their hours and their pay (above); it also found increased awareness about their rest and overtime pay entitlements.

Between baseline and end line samples, there was a decrease in the number of workers who believed they were not being paid correctly for all overtime⁹ (falling by 25% from 33% to 8%), however there was corresponding increase in the number of women who were unsure whether or not they had been paid correctly for overtime (rising by 21 %, from 19% to 40%) – possibly indicating a greater awareness of their rights, if not a certainty about how to use this new information to verify whether or not they themselves were being paid correctly.

For weekends and public holiday overtime, there was a large reduction in the number of women who believed they were being paid the correct over time (falling by 32%, from 40% to 8%) from baseline to end line and a very large increase in the proportion who were unsure (rising by 60%, from 26% to 86%).

Similarly, around half of the women in both baseline and end line were unsure of their rights to maternity leave (53% and 52% respectively). Of those who did know their rights, more workers in the end line believed their employer did not provide maternity entitlements in accordance with the law (rising by 28%, from 4% to 32%), perhaps indicating an increasing awareness of their rights rather than a change in employers behaviours.

And fewer workers now believed they were paid correctly for annual leave (falling by 29%, from 58% to 29%); with more women uncertain (rising 32% from 18% to 50%).

These findings most likely reflect an increased awareness of overtime pay entitlements and a new knowledge that they are not or may not be being adhered to by employers, rather than a change in employer practices between baseline and end line.

Workplace agreements: CARE facilitated LFTU to sign a project agreement with eighteen factories related to occupational health and safety, gender based violence and labour protections. These agreements were created to facilitate access to the workers by outreach staff and volunteers of the project; they are not collective bargaining agreements between the factory and the LFTU representing workers.

Complaints and recourse: Neither the base line nor the end line surveys explored the reporting behaviours of women experiencing labour abuses. The focus of PACMUW in this area has been to raise awareness of rights and strengthen referral mechanisms, rather than participate in the complaints process itself. The complaints process redress mechanism was set up through the ILO's tripartite agencies (Ministry of Labour Social Welfare (MLSW), Lao Federation Trade Union (LFTU) and National Chamber of Commerce and Industry (NCCI) - to *respect, enforce and encourage to claim labour rights* - and is one of the eleven core topics within the LFTU training curriculum supported by PACMUW.

Very few workers gave direct experience examples of a grievance that they had reported. However, most were aware in general terms of their rights and stated an intention to claim them if needed.

The most remembered activity of the project was the LFTU implemented awareness raising and education related to the minimum wage, overtime pay entitlements, how to calculate them and how to resolve discrepancies in their pay. Most workers were unable to explain the rules regarding overtime or how to calculate their overtime pay but most did remember receiving water bottles and

⁹ Including during the week after 5pm, during the week after 8pm and on week ends or public holidays

other IEC that had the calculations printed on them, and many were now aware that they were entitled to more pay for overtime and roughly the amount, if not always the exact amount.

As mention above, the evaluation found the project has raised awareness among workers about their hours, pay, rest and overtime pay entitlements, with more women having certainty about whether or not these were being adhered, while a similar proportion were less likely to assume that they were but perhaps not being certain about how to check.

A friend identified some problems after the training when the factory calculated her OT incorrectly. She got back to the HR to recalculate it.

The factory sends money to the bank and I get a pay slip..., before the salary I checks the time sheet and then check if salary is less than the timesheet (i.e. calculates what is expected before the payment arrives)

Yes... this month I am 24 hours OT one hour is 4 or 6 thousand take the amount and multiply and divide by 100....multiply how many hours. (a second person) She is incorrect, doesn't know, no one knows how to calculate overtime....I didn't write it down so don't remember when Pay Office told her.

Labour code compliance of employers: As mentioned above, no information has been collected on specific disputes and, despite facilitating access to workers within factories, few of the PACMUW activities were focused on raising awareness and skills amongst garment factory managers and owners about their responsibilities.

During the evaluation, workers were asked to describe their experiences of resolving pay discrepancies, saying they would raise it with their line manager, pay office or human resources. The expectations of a satisfactory resolution were mixed with some saying they may not necessarily have their salary disputes corrected.

I spoke to line manager (about) another worker does same role but getting less pay.... The line manager spoke to pay office salary and cut my salary downthey just said wrong calculation and deduct pay (didn't explain anything else). After that, I went to talk to line manager again about salary, line manager go to talk to human resource and finance...nothing changed.

End line participants were much less likely to trust their supervisor or senior management to resolve any problem fairly (falling by about 25%) and more workers in the end line believed that workplace disputes over pay or conditions would not be resolved fairly (rising by 13%, from 13% to 25%) with fewer feeling completely confident that their complaints would be resolved fairly (falling by 30% from 42% to 12%)

More workers in the end line survey knew of the LFTU (increasing by 24%) and were slightly more trusting of them and their ability to help solve a problem fairly. However, this is balanced by the finding that a small proportion felt scared by a union representative in the past year (7% and 10%).

This lack of trust in duty bearers combined with the knowledge that about 33% of workers at end line reported being paid less than the current minimum wage (900, 000 Kip per month) and the large proportions of women who were unsure that they were being paid correctly for overtime but had not clarified it or challenged it, indicates that compliance of employers and safe reporting mechanisms are still important issues to be addressed.

Worker representation: The PACMUW partnership itself was an important opportunity to build momentum around the issue of representation; however, PACMUW has not collected information in relation to representation of workers issues by the partners in key forums.

The project has supported LFTU to negotiate agreements to better access workers with information (see above) and interviews with project partners, including the LFTU, identify the importance of establishing representative structures within the factories to build grass roots representation.

Objective 2: Sub-impact groups experience improved legal protections on violence

The outcomes related to Objective 2 were:

- *Sub-impact groups have increased capacity to claim rights around violence*
- *Duty bearers have increased capacity to protect sub-impact groups from violence*
- *The needs of sub-impact groups in relation to GBV are better represented in sector plans*

Fear of work related violence and abuse: Workers in both the baseline and end line samples felt similarly about safety going to and from work, with only a small proportion of both groups feeling unsafe (7% and 6% respectively), though many had concerns about safety. About a third in both samples were concerned about the risk of physical violence (39% and 32%), a third about the risk sexual violence (32% and 23%) and about one fifth of being threatened in some way (18% and 23%)

In the past year, workers in both baseline and end line surveys felt scared by their supervisor (22% and 33%), of men who worked in their factory (27% and 24%) and a small proportion felt scared by a union representative (7% and 10%) or a woman who worked in their factory 12% and 7%)

Experiences of work related violence and abuse: About half of the workers in both the baseline and end line surveys (46% and 54% respectively) had experienced some form of harassment in the workplace, perpetrated by a supervisor or manager. For those workers who had experienced some form of harassment by a supervisor or manager, the patterns were similar in both the baseline and end line samples, with the most common being verbal (66% and 67%), followed by unwanted sexual advances (21% and 25%), and unwanted touching (13 and 9%).

About half the workers had experienced some form of abuse on the way to or from work with the most common being verbal (24% and 32%), followed by unwanted verbal sexual advances (14% and 9%), unwanted touching (7% and 7%).

Complaints and recourse: In relation to sexual harassment, another of the project's core messages (see below), the project has had similar success in contributing to a growing awareness of women's equality and rights. With most workers explaining that, following the training by PACMUW, they understand that women have the same rights as men, giving examples such as that girls' education is as important as boys' education; that women can work in non-traditional roles, like construction jobs, and; men can do kitchen tasks, like cooking rice.

The workers involved in the qualitative interviews reported few direct experiences of harassment but explained that they now knew their rights and described how they would respond if they experienced abuse in the future.

...depends on the men's behaviour...we feel comfortable if we know them.... We had one person who sexually harassed the workers – but now HR take him out of factory already.

....at times we are spoken to harshly and unfairlyit depends on the boss's attitude...for example, not my boss but another high ranking person blamed her even though everyone did the same thing as me...I want to cry thinking about it.

Moving from awareness to action, most of the workers explained that they would take action if they were spoken to or touched inappropriately - that they would tell the person directly that they do not like the behaviour, give them a warning and leave the situation. Although they were not always certain about the process of formally making a complaint, some felt that their human resource department might intervene and if their behaviour and if the behaviour did not change.

After the training, some of the workers also talked about changing their own patterns of behaviour, like going out with friends rather than going out alone and being more aware of the possible harm of their own words "not to spread gossip about other women".

Capacity of duty bearers: As mentioned above, no information has been collected on disputes and, despite facilitating access to and increasing awareness of workers within factories, few of the PACMUW activities were focused on raising awareness and skills amongst garment factory managers and owners. However, there have been capacity gains within the LFTU and various not government organisations directly involved in PACMUW.

Objective 3: Sub-impact groups have increased control over their health

The intended outcomes related to *Objective 3* were:

- Sub-impact groups have increased access to SRH services.
- Sub-impact groups have better nutrition choices in the workplace.
- Sub-impact groups are better represented in health sector work plans.

SRH Information: The small number of workers who were reached with health messages, mostly during Labour Day events and VYC outreach activities, recalled messages about menstrual hygiene and health, relationships and negotiating condom use, sexually transmissible infections, family planning and how to access local services.

In the past some girls didn't know they need to change their pad around every four hours....use one all day...some girls had white discharge and didn't seek care or know how to prevent it....sexual intercourse, they didn't know how to prevent STI...their information also includes family planning.....Garment Factory Worker, Vientiane.

She taught that I have to be careful when I have boyfriends and remember to use condoms to protect myself from STDs, because I live far from my parents.

Nutrition Information: About half the workers felt they sometimes or often did not have enough to eat. Slightly fewer workers at end line felt they had enough to eat each day (falling by 10% from 62% to 52%), with a corresponding increase in the number of workers who reported being hungry often or sometimes (rising by 10% from 38% to 48%). Although the make up of their diets remained similar, workers in the end line survey were more likely to prepare their own meals (increasing by 23% from 53% at baseline to 76% at end line).

The workers valued the information around nutrition and mentioned it was helpful in preventing their tiredness and reducing illness.

".....before the volunteers went the factory workers didn't know where to go for helpafter conducting activities they know more about hygiene e.g. the toilet, food safety,For their living space e.g. their bedroom is dormitory style and they don't want to clean it but after they get the knowledge from the team, it is improved...recently they started cooking their food rather than buying it take away and share and cook together.

"... for health care I will take enough rest to stay health and go to doctor if something wrong – in the past I always leave late and sleep late and eat junk food."

Health Services: Following the information sessions, few of the workers at either baseline or end line felt they needed STI checks (8% and 6%) respectively and or pregnancy check ups (1% and 1% respectively). In line with this and possible a result of a reduction in recent mobile outreach clinics, fewer women at end line had access to a VYC mobile clinic at their factory compared to baseline (falling by 31%, from 63% to 32%) respectively. The majority in of the workers who used the clinics in both groups (73% and 77% respectively) were seeking general health checks with roughly 5% to 10% in both groups seeking help for stomach problems, sexually transmissible infections, pregnancy and safe abortion.

This reduction in VYC services is reflected in the qualitative interviews, of the workers who recalled the VYC's SRH services, only a few had used them. Of those that had, some described visits to the fixed services in Vientiane City and others of visits to the mobile clinics.

My friend would like to get information from VYC – so I took my friend to the clinic. I got info on youth health – about women disease and men disease.....only took friend to clinic, but I waited outside.

If we have disease for RH we should see them. Saw women doctor- she had good counselling and suggestions on how to take medicine and prevent themselves from diseases. She gave me medicine and free check-up.

Some of the women described seeing the doctor at local public hospitals to treat symptoms or if they were unwell because they were used to it and because the VYC wasn't available to them at the time they needed it.

I had health check at the hospital – when I was sick – clinic not there, so went to hospital.

No. If have problem have social security card so can go to hospital

About two thirds of both base line and end line survey participants believed their employer would help them if they became ill. However, fewer workers in the end line survey said their employer provided free medical checks (falling by 20% from 78% to 58%). Of those who had received a workplace health service, the majority in both baseline and end line believed it was a good service (rising by 28% from 55% and 83%). Those who believe the service was "just OK" declined from 39% to 17% and those who were unsatisfied fell from 6% to 0%.

IMPACT GROUP 3: DOMESTIC WORKERS

The project targets domestic workers in fifteen villages in Vientiane Municipality with information about GBV, labour protections and SRH. As one of the most vulnerable and most difficult to reach sub

impact groups, PACMUW has had limited success in reach domestic workers to date, with activities conducted in eight of the fifteen target villages, and reaching 112 workers (more than half of these contacts reached within the six months prior to the evaluation).

There were no domestic workers included in either the baseline or end line evaluation and limited access to domestic workers in the qualitative interviews – where three workers agreed to be interviewed and one or their employers.

As such, it is not possible to comment on this component of the program, other than to say that it appears to have been a very difficult and slow process of raising awareness and interest amongst relevant agencies within the partnership (e.g., PCAW) and then an equally difficult and lengthy process of gaining the trust of village authorities and employers (heads of households) and from there to gain access to the women working within private homes as domestic workers.

The small number of women interviewed appreciated their participation and their new knowledge and were encouraging of future activities. Similarly, amongst the partnership, there is interest in exploring ways to extend protection to women working in the informal economy, like domestic workers, possibly initially through the formation of informal networks of peers, through which information and support can be channelled.