Gendered Violence Research Network

Enhancing Women's Voice to STOP Sexual Harassment
Final Evaluation – Vietnam

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Abbreviations

ANCP	Australian NGO Cooperation Program
CO	CARE Country Office
DFAT	Department of Foreign Affairs and Trade (Australia)
EU	European Union
FGD	Focus group discussion
GDP	Gross domestic product
HR	Human Resources
ILO	International Labour Organization
KII	Key informant interview
MELF	CARE Monitoring, Evaluation and Learning Framework
MTR	STOP Mid-Term Review Report
SH	Sexual harassment
SHPC	Sexual Harassment Prevention Committee
WSHPP	STOP Workplace Sexual Harassment Prevention Package

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Glossary

Advocacy: Advocacy is the deliberate process of influencing those who make decisions about developing, changing and implementing policies to reduce poverty and achieve social justice.

Discrimination: Discrimination is rooted in prejudice and occurs when a person or a group of people, is treated less favourably than another person or group because of their race, colour, national or ethnic origin, sex pregnancy or marital status, age, disability, religion or sexual preference.

Sexual Harassment: Sexual harassment is any unwanted, unwelcome or uninvited behaviour of a sexual nature which could be expected to make a person feel humiliated, intimidated or offended.

Gender-Based: Any act that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life. The violence is specifically 'directed against a woman because she is a woman or that affects women disproportionately' (CEDAW, Article 1).

Gender harassment: A broad range of verbal and nonverbal behaviours not aimed at sexual cooperation but convey insulting, hostile, and degrading attitudes based on one's gender (Leskinen, E & Cortina, L., 2014).

Gender norms: A subset of social norms (see below) about socially shared expectations about behaviour that apply to individuals based on socially identified sex.

Harasser: Person or people who sexually harasses another person.

Multi-stakeholder engagement: Processes used to ensure participation on a specific issue. Aims to ensure participatory equity, accountability and transparency, and to develop partnerships and networks amongst different stakeholders (UNDP 2006).

Organisational: A set of shared assumptions that guide what happens in organisations by defining appropriate behaviour for various situations. Organisational culture affects the way people and groups interact with each other, with clients, and with stakeholders. It can also affect how much employees identify with their organisation.

Social norms: Social norms are behavioural rules constructed and shared by a group and are different from individually held beliefs and attitudes. A social norm is made up by one's beliefs about what others do and by one's beliefs about what others think one should do.

Target: Person or people who have experienced some form of sexual harassment. The word victim is problematic as it perpetuates stereotypes about lack of agency or resilience of people targeted by these behaviours.

Workplace: A workplace covers any site or location that a person attends to carry out their work or trade. A workplace includes any online activity which relates to work, including on- and off-site work-related events including social events, emailing, texting, tweeting or other social media activity, and any other activities that have a connection to the workplace.

Introduction

The Enhancing Women's Voice to Stop Sexual Harassment project (STOP), an initiative of CARE Australia, has been working since 2017 to prevent and address the under-reported problem of sexual harassment (SH) in mainland Southeast Asia's garment sector.

At the time of writing, STOP is the only initiative that addresses this issue on a multi-country scale within the sub-region. Operating across a pool of garment factories in four Mekong countries—Cambodia, Lao PDR[1], Myanmar and Vietnam—STOP aims to enhance women's voice and economic rights at both the national and factory levels. Based on a socio-ecological model of violence prevention, CARE Country Offices (COs) are working with participating factories to create workplaces where female workers feel safe and experience less SH through the implementation of standardised SH reporting mechanisms and rigorous training programs. Supported by CARE Regional staff, each CARE CO engages with relevant country, regional and international stakeholders to strengthen the national regulatory environment to promote laws, policies and mechanisms to address SH in the workplace.

In 2018, CARE Australia commissioned a consortium of researchers from UNSW Sydney and UNSW Canberra to undertake an independent evaluation of the STOP project and provide a separate Social Impact Assessment (SIA) focused on Cambodia STOP as the particular case study. It is important to note that the SIA is intended to complement the findings of the Final Evaluation (FE) of the STOP, as implemented in the other three project sites. In this way, the SIA and the Final Evaluation should be read as two parts of a single whole.

The STOP project is evidence-based. This strength of evidence is reflected in the rapid review of evidence first published by CARE (Campbell and Chinnery 2018) in November 2018, which provides a comprehensive discussion of how to prevent and respond to sexual harassment in the workplace. The continued inclusion of evidence into the project cycle ensures that the STOP project is built on current best practice.

This report provides an overview of Final Evaluation findings of the full STOP project and evaluation findings relating to the STOP project in Vietnam.

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[1] Hereafter, Laos.

STOP Project Learnings - Vietnam

In Vietnam, multi-stakeholder engagement and co-ordination has been identified as a particular strength. This will be presented as a case study at the end of this report. STOP Project findings from Vietnam in relation to the specific research questions posed by CARE Australia are provided as follows:

Effectiveness of the STOP project in Vietnam

The STOP evaluation findings in Vietnam are consistent with those of all participating countries demonstrating **observable improvements in factory workers' and managers' understanding and awareness of sexual harassment** as professionally, socially and ethically unacceptable.

The STOP project's accomplishments in Vietnam relative to opportunity are notable. If the project were to have the opportunity to deepen engagement with factories, brands and governments in the region over a greater period of time, this may enhance its social impact.

The STOP project has **demonstrated positive impact on participating garment factories' awareness of sexual harassment** in Vietnam. The STOP project, in Vietnam, has:

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from Noun Project

a)   **assisted factory management to set up clearer guidelines and mechanisms** for dealing with and preventing sexual harassment.
b)   **empowered female workers to report sexual harassment** incidents and become more aware their rights.

There is **increased knowledge of sexual harassment** amongst factory workers.

Female workers had **increased confidence they could recognise sexual harassment** if it were happening to them in the factory.

Workers had **increased confidence** to report experiences of sexual harassment in factories. However, **seven per cent of female workers still felt afraid to report cases of sexual harassment at their workplace.**

> **Continued funding support from sponsors is required for the STOP project to effect further change.**

Perceptions of STOP by stakeholders
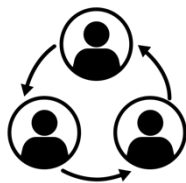
The STOP project in Vietnam has **been described by its NGO, government and factory partners as valuable.** These partnerships have been built up through hard work and careful dedication. This report provides noteworthy examples of successful multi-stakeholder engagement and coordination and legislative advocacy.

Social and policy impact at the factory and national levels

- **The STOP project is** a major intervention program that is **on the cusp of generating very real impact and social change in:**
  a. how factories and their workers understand sexual harassment as a genuine problem.
  b. how factory management can be persuaded and encouraged to address this 'silent' problem.

- **The STOP project in Vietnam has contributed to national policy advocacy in the following ways**:
  a. through consultations for the revised *Labour Code*, employers and workers in the garment sector have voiced the importance of having a clear and concrete definition of sexual harassment and mechanisms to prevent sexual harassment.
  b. the STOP package provided evidence for standardized definitions of sexual harassment, definitions of workplace and procedures to address sexual harassment in the workplace.
  c. existing relationships with critical stakeholders have allowed for follow-up advocacy efforts on developing the Guiding Decree on promoting gender equality and sexual harassment prevention stipulated in the *Labour Code*.

Monitoring well

The MELF should be reviewed and consolidated to enhance data integrity. There is confusion amongst all STOP Country Office teams and factories about the number and complexity of the Monitoring, Evaluation and Learning Framework (MELF) tools, resulting in some tools not being implemented or being replicated (see pg. 16 for details of tools implemented in Vietnam). While the MELF is comprehensive for factory programming it does not capture advocacy. Monitoring advocacy work is also important moving forward.

The STOP Project

CARE Australia, through its partner CARE Country Offices (COs), has been working to prevent and address the issue of sexual harassment in mainland Southeast Asia's garment sector since 2017.

STOP is funded by CARE Australia and the Australian Government through the Department of Foreign Affairs and Trade's Australian NGO Cooperation Program (ANCP) and the Gender Action Platform (GAP).

STOP is aligned with CARE International's organisational remit of working in gender transformative ways to cultivate gender equality and justice and uses an adapted version of the World Health Organisation's 'socio-ecological model of violence prevention' (see Figure 1 below).
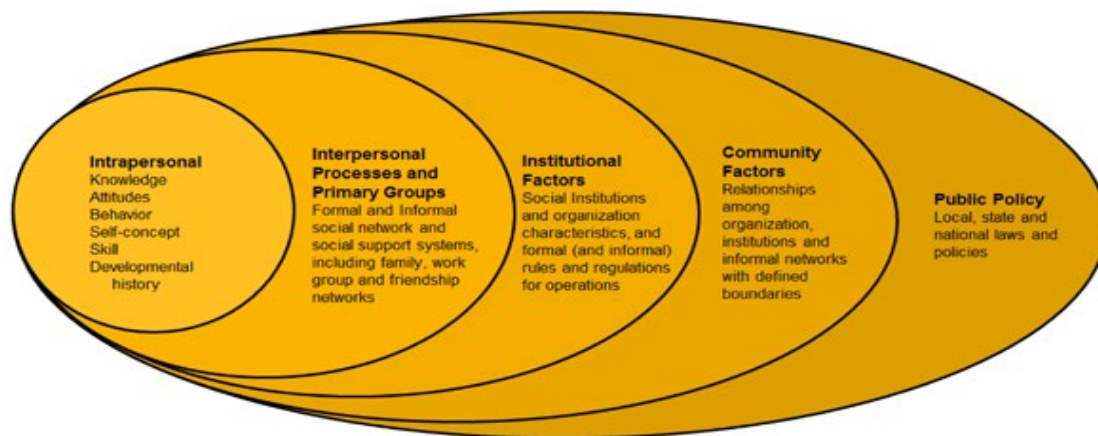
Figure 1. Socio-Ecological Model of Violence Prevention[2]

STOP's key objectives can be summarised as follows:
1. To support garment factories in developing effective workplace mechanisms to respond to sexual harassment.
2. To make female garment factory workers feel safe enough to report sexual harassment, and through engagement with garment factories, enable them to do so without negative consequences.
3. To strengthen the national regulatory environment to promote laws, policies and mechanisms to address sexual harassment in the workplace.

STOP works with participating factories to implement STOP's Workplace Sexual Harassment Prevention Package (WSHPP) to create workplaces where female workers feel safe and experience less sexual harassment. This is achieved using a 'social norms approach' at the individual, factory, and societal levels.

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[2] Adapted from McLeroy, K. R., Steckler, A. and Bibeau, D. (Eds.) (1988). The social ecology of health promotion interventions. *Health Education Quarterly,* 15(4): 351-377.

STOP's WSHPP was originally developed and implemented in Cambodia under the 'Safe Workplaces, Safe Communities' project. The package has since been rolled out in 42 factories across the four Mekong countries (six in Vietnam), having also been further adapted from the original Cambodian package and implemented to varying degrees in Laos, Myanmar and Vietnam. While the STOP project is standardised across the four countries, the package is implemented flexibly to suit each country's local context.

The STOP WSHPP in Vietnam was developed to include:

1. Workplace Sexual Harassment Prevention and Handling Policy
2. Implementation Guide for the Workplace Sexual Harassment Prevention and Handling Policy
3. Sexual Harassment Prevention Committee and Human Resource Managers Training
   a. Topic I: Gender, gender norms and sexual harassment
   b. Topic II: Training of facilitators (to implement Preventing Sexual Harassment in the Workplace Employee Training)
   c. Introduction to sexual harassment and workplace sexual harassment prevention and handling policy
   d. Training for Human Resources Managers (complaint handling)
4. Preventing Sexual Harassment in the Workplace Employee Training
   a. Films

CARE also provides a Monitoring, Evaluation and Learning Framework (MELF) to evaluate all activities undertaken within the package.

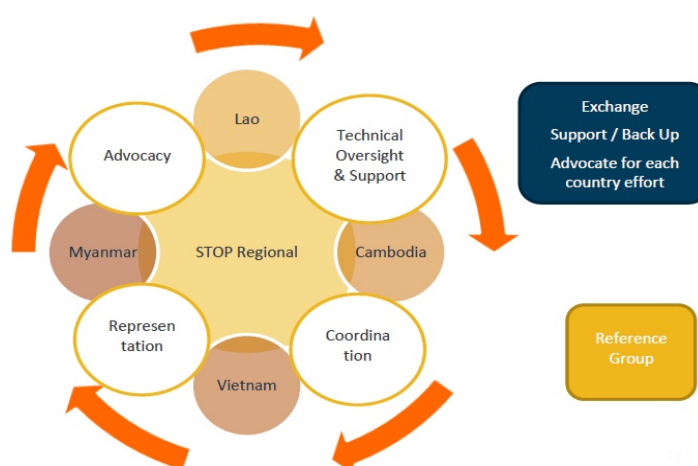The logic of the STOP project's implementation is represented in Figure 2 below.

Figure 2. STOP Implementation Logic

Sexual Harassment in Garment Factories

By the end of 2015, there were approximately 60-75 million people employed in the garment and textiles industry worldwide, 75% of whom were women. There is also burgeoning evidence of how abusive behaviour in the workplace affects profits and productivity, as well as worker satisfaction in their employment (Hameed, Breckenridge, Bennett, Mafileo, Simeon and Stevens, 2016), and how sexual harassment should be addressed as a workplace issue (see Truskinovsky et al., 2014; BetterWork 2014; BetterFactories 2018).

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from Noun Project

Most recently, in January 2018, CARE International commissioned a survey, which was conducted online by The Harris Poll, of 9,408 adults across eight countries and spanning six continents. The research results provide important findings that support the STOP project and this evaluation. In particular, the results underlined how there are vast disparities in global understandings of what acceptable behaviour and sexual harassment looks like in the workplace.

When viewed from the perspective of gender inequality, women are considered to have less value and fewer rights than men, and are also barred from accessing resources and opportunities, as they are more vulnerable to experiencing sexual harassment (Dundas, Zinzan, Denby and Currington 2018).

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from Noun Project

Definitions of Sexual Harassment

CARE currently employs the definition of sexual harassment, proposed at the International Labour Organization's (ILO) Labour Conference 2018, as:

> a range of unacceptable behaviours and practices, or threats thereof, whether a single occurrence or repeated, that aim at, result in, or are likely to result in physical, psychological, sexual or economic harm, and includes gender-based violence and harassment. (care.org.au/stop; retrieved 08/06/2019)

This definition is consistent with international statutes that describe sexual harassment as conduct of a sexual nature, which is unwanted or unwelcome and which has the purpose or effect of being intimidating, hostile, degrading, humiliating or offensive. The conduct may indirectly or directly target an individual or group.

The STOP Project – Implementation in Vietnam

The Garment Industry in Vietnam

Vietnam is a one-party Communist state with one of south-east Asia's fastest-growing economies. The fastest is a position that moves between Myanmar, Cambodia, and Laos. Economic restructuring has brought impressive gains in wealth, trade, and investment and the fundamental power structure of the country remains constant (Busch 2018).

Garment manufacturing accounts for 70% of the total businesses in this sector in Vietnam. The country's textile and garment industry has been developing strongly and plays an increasingly important role in economic growth of the country. The textile and garment industry employs more than 1.6 million people, which is more than 12% of the industrial workforce and nearly 5% of the country's total labor force. Vietnam's textile and garment industry has contributed great value to Vietnam's exports and GDP as well as solving employment (Tran and Tran 2018).

Vietnam has about **6,000 textile and garment manufacturing enterprises with over two million employees**, providing job opportunities for over one million workers in relevant industries (Tran and Tran 2018).

It is salient to note that the full extent of the effects of COVID-19 in 2020 on the garment industry and Vietnam factories remains unknown. There are reports of cancellation of orders and factories closing, border closures, anxiety about Vietnam's economy generally and concerns for the safety of unemployed rural and migrant women workers returning to their villages.

All of these factors will influence the future of Vietnam's garment industry and the continuation of the STOP project implementation**.**

Legal Regulation of Sexual Harassment in Vietnam

The *Labour Code* (2019), adopted by the National Assembly on the 20 November 2019 to come into effect on 1 January 2021, provides a definition of sexual harassment and sets out remedies in cases of sexual harassment in the workplace. In addition, while the *Labour Code* (2019) defines sexual harassment for the first time, as in the previous *Labour Code*, if an employee experiences sexual harassment, they have the right to unilaterally terminate the labour contract with immediate effect without prior notice, and the employer has the right to dismiss the employee who perpetrated the harassment. While Vietnam has not ratified the ILO Convention

190 – *Violence and Harassment Convention* (2019), revisions to the *Labour Code* (2019) reflect the spirit of the ILO Convention 190.

Launched in May 2015 by the Industrial Relations Committee, the *Code of Conduct on Sexual Harassment in the Workplace* provides a guide for the implementation of the regulations of the *Labour Code* to prevent sexual harassment in the workplace. However, there is low adoption of the *Code of Conduct* among enterprises due to its voluntary nature and difficulties in access.

The *Penal Code* (2015) includes limited provisions relating to sexual harassment but criminalises the following behaviours: sexual abuse (Article 143) and distribution of pornographic materials (Article 326). There have also been several decrees issued by the Vietnam Government which guide provisions relating to sexual harassment. For example, Decree No. 27/2014/ND-CP outlines sexual harassment prevention specifically for domestic services. Article 11.3 states that an employee is not required to give prior notice of unilateral termination of the employment contract if they experience sexual harassment. Article 6.13 states that the labour contract should specify that sexual harassment is a prohibited action. Decree No. 85/2015/ND-CP emphasizes requires the employer to ensure equal rights between male and female employees.

The Law on Gender Equality (2006) does not specifically mention sexual harassment but provides principles of gender equality 'in all fields of social and family life, measures ensuring gender equality, responsibilities of agencies, organizations, families, individuals in exercising gender equality'. The law requires gender mainstreaming in all laws, policies, ordinances and resolutions, as well as allocating budgetary resources to gender equality activities.

Summary of implementation of STOP Package – Vietnam

The following summary data were provided by the Vietnam CO team about implementation of the STOP Package to January 2020.

Implementation was documented across six factories including:

- Verbal Memoranda of Understanding had been competed for all of these factories.
- SHPC has been established in all of these factories with the factory's director officially issuing a Decision on the Establishment of the SHPC.
- **Policy consultations had been undertaken in all factories,** which included a legal consultant.

Training for the SHPC Sexual Harassment Committee and Human Resource Managers were completed in all six factories including:

a. Topic I: Gender, gender norms and sexual harassment.
b. Topic II: Training of facilitators (to implement the Preventing Sexual Harassment in the Workplace Employee Training).
c. Introduction to sexual harassment and workplace sexual harassment prevention and handling policy.

Training for Human Resource Managers complaint handling had not yet started.

Worker training had also commenced in all six factories.

Communication events had been conducted for up to 300 workers in each factory.
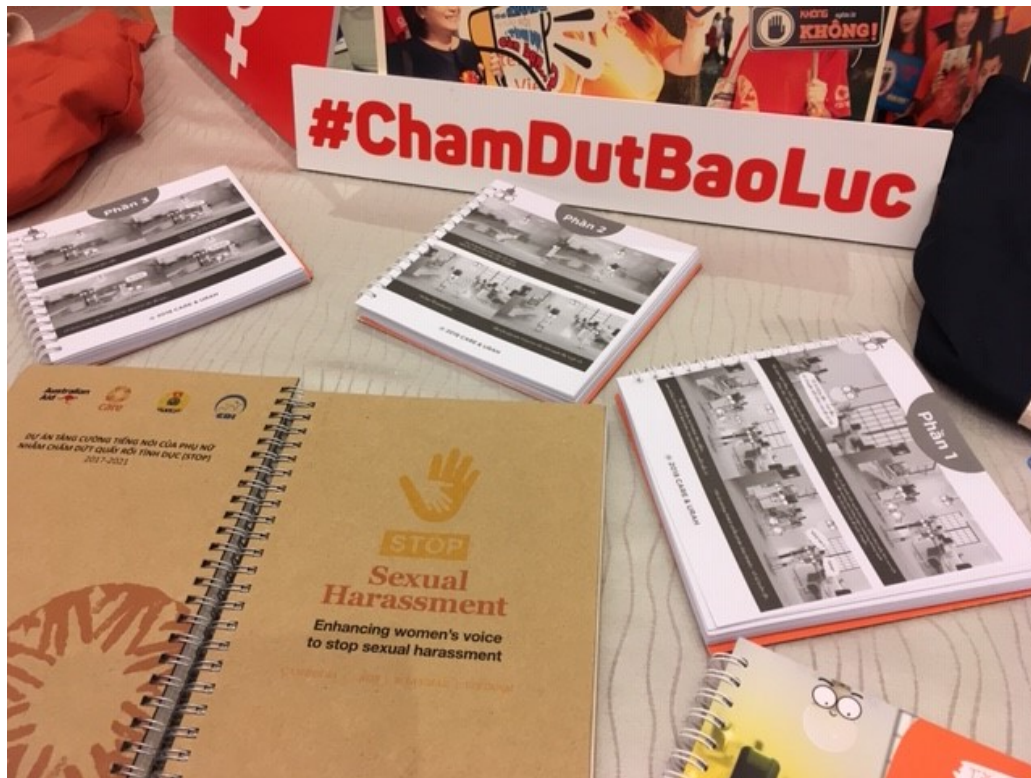
Evaluation Methods and Findings

UNSW researchers drew upon a range of evaluative sources, methods and strategies in conducting the evaluations for Myanmar, Laos and Vietnam, and the SIA for Cambodia, using the MELF and data collected directly by UNSW during in-country field visits and remotely.

STOP has been effective against overall outcomes for the final evaluation and also each of the areas proposed in the socio-ecological model of violence prevention. The results of the evaluation suggest promising, longer-term implications for a factory's reputation, productivity as well as profitability in an uncertain, post-COVID-19 world.

Data was mapped, where possible, to indicators and outcomes contained in the MELF, in order to track the progress of the project against its stated objectives and targets. **In Vietnam, evaluation data could not be collected for Tool 6 due to restricted access to factories due to COVID-19.**

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from Noun Project

The first round of data collection, referred to as baseline data in this report, was collected by the CO in early 2019 and by UNSW for the Mid-Term Review in February 2019. The analysis of data revealed that, overall, the STOP project demonstrated **consistent and sustained progress** in line with its overarching objectives. Follow-up data collected by COs and UNSW and analysed by UNSW as part of this Final Evaluation in March/April 2020, referred to as evaluation data, further considered how the STOP project's **implementation in each country has begun to contribute to normative social and policy change in factories**.

Vietnam

The STOP evaluation findings in Vietnam are consistent with those of all participating countries demonstrating observable improvements in factory workers' and managers' understanding and awareness of sexual harassment as professionally, socially and ethically unacceptable.

Vietnam's collaboration and partnership with stakeholders has contributed towards STOP project goals.

The evaluation questions for Vietnam are:

1. How effective has the adaptation and implementation of the Workplace Sexual Harassment Prevention package been in each country?
2. How is STOP and its package perceived by target and other external key stakeholders?

Using a participatory framework, the evaluators worked for this report with the Vietnam CARE CO and Regional team to gather factory surveys and undertake focus group discussions and key informant interviews with factory workers, middle managers and government officials. The

UNSW team analysed these data to respond to the evaluation questions and Indicators nominated in the STOP Monitoring, Evaluation and Learning Framework (MELF).

Survey and monitoring data

The MELF collects stories of both the number and type of changes in factories using 13 Evaluation Tools examining attitudes and knowledge of sexual harassment, confidence to report sexual harassment in the factory, and observations and experiences of sexual harassment as well as worker and manager perceptions of the effectiveness of the package in their factory.

Key findings are provided from the data collected from six factories in Vietnam which address the evaluation questions and indicators nominated in the STOP MELF.

In Vietnam, evaluation data could not be collected for Tool 6 due to restricted access to factories due to COVID-19, which means there is no comparison data available. However, data collected from other tools present opportunity to comment on changes within factories that may be attributed to the STOP package over time. In Vietnam, the following data were collected and analysed:

Tool 1: Factory data sheet – provides information on the situation in the factory on issues that might be related to addressing sexual harassment in the workplace.

Tool 6: Employee questionnaire (baseline data only) – provides information on the environment in the factory, participants' own perceptions of social norms surrounding harassment, any experience with harassment, and their ability to cope or choose alternative employment.

Tool 8: Pre- and post-training data of CARE training of SHPC and HR/management (collected at baseline and evaluation data collection).

Tool 9: FGD for Factory Garment Workers & KII for managers who have been trained – summaries of focus group discussions for workers and key informant interviews with managers.

Tool 11: Checklist for implementation of a sexual harassment policy – provides information on the status of implementation of the sexual harassment policy.

Where our analysis of results indicated a statistically significant[3] finding rather than a trend in the data, we have noted with ☀ highlighting that this result is able to be directly attributed to the STOP Package.

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[3] A statistically significant finding is a determination by our analysis that the results in the data are not explainable by chance alone.

Findings from surveys and other monitoring data in Vietnam

Summary
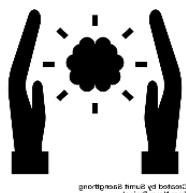
Analysis of the monitoring data suggested that following the implementation of the CARE package in Vietnam factories, **knowledge of sexual harassment tended to improve** among both male and female factory workers and managers.

Further**, female garment workers appeared to have increased knowledge of the policies/penalties** in place to protect them from sexual harassment in the workplace, and **increased confidence to report factory sexual harassment**.

While there was an **increase in knowledge and confidence to report sexual harassment** following the implementation of the STOP packages in factories, **seven per cent of female workers still felt afraid to report sexual harassment in their workplace.**

Data collected from the Vietnam factories found that **all factories who provided data reported groups/platforms where female workers were able to represent the voice of female workers**. All factories had established committees in which **women were able to participate to give feedback about employment matters** in the factory.

The following data outlines how overall knowledge of sexual harassment changed for workers between baseline and evaluation data collection demonstrating that knowledge tended to improve following training for both female and male factory workers.

Recognising Sexual Harassment

The majority of workers recognised what sexual harassment in the workplace is during post-training data collection. Workers were able to recognise sexual harassment behaviours in the factory, including sexual jokes, touching, and sending inappropriate texts or pictures.

80% of workers agreed that 'unwanted touching of the body by a co-worker or manager is sexual harassment' during post-training data collection.
In comparison, at baseline, 52% of workers agreed with this statement. This difference was statistically significant (p<0.001).

80% of workers agreed that 'unwanted staring is sexual harassment' during post-training data collection.
In comparison, at baseline, 48% of workers agreed with this statement. This difference was statistically significant (p=0.001).

70% of workers agreed that 'a demand for sexual favours, such as sex to keep your job, is sexual harassment' during post-training data collection.
In comparison, at baseline, 52% of workers agreed with this statement. This difference was statistically significant (p<0.001).

29% of workers agreed that 'if the worker does not immediately complain about the insulting behaviour, it is not sexual harassment' during post-training data collection.
In comparison, at baseline, 36% of workers agreed with this statement. This difference was statistically significant (p=0.026).

Trends in Observing Sexual Harassment

Baseline data revealed that the most common **sexual harassment behaviours observed by female workers** in the factories were:

- Someone making a sexist joke about men or women (46%)
- Someone criticising a man by saying he is not acting enough like a man (43%)

The most common **sexual harassment behaviours observed by male workers** in the factories were:

- Someone criticising a man by saying he is not acting enough like a man (44%)
- Someone making a sexist joke about men or women (35%)

Trends in Reported Experiences of Sexual Harassment

Baseline data revealed that the most common **sexual harassment behaviours experienced by female workers** in the factories were:

- Someone making a sexist joke about men or women to you (25%)
- Someone criticising you by saying you are not acting enough like a woman (18%)

The most common **sexual harassment behaviours experienced by male workers** in the factories were:

- Someone making a sexist joke about men or women to you (44%)
- Someone making a sexist remark about men or women to you (26%)

Number of managers with knowledge about sexual harassment

The majority of workers in management positions had demonstrated knowledge of sexual harassment. Their knowledge and attitudes tended to improve during post-training data collection. There were only two statements where responses did not improve during post-training

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data collection: 'a woman should tolerate sexual harassment to keep her job' and 'men are at risk of sexual harassment too'.

86% of workers in management positions agreed that 'unwanted touching of the body by a co-worker or manager is sexual harassment' during post-training data collection. In comparison, at baseline, 67% of managers agreed with this statement. This difference was statistically significant (p=0.007).

Female workers are more confident to voice concerns about sexual harassment.

Factory data collected in 2020 identified that all factories had groups/platforms where female workers were able to represent the voice of female workers. Workers reported that factories had committees set up in which women were able to participate to give feedback about employment matters in the factory.

- The representation of women on the committees in all of the Vietnam factories was 67 per cent or greater.
- Two factories also reported that there were other groups available that women could join to discuss problems occurring within the factory.

Workers' confidence to report sexual harassment at their factory

The majority of female workers expressed confidence in reporting sexual harassment at their factory. During post-training data collection, female workers reported feeling more comfortable reporting sexual harassment because the issue was being openly discussed in the factory and there were now processes in place to handle complaints of sexual harassment.

Female workers most commonly reported that they would feel confident to report the experiences of sexual harassment to an immediate superior (82%), HR department (81%) or senior managers (82%). Over half (63%) reported that they would feel confident to report the experience to a friend at work.

82% of female workers agreed that 'you should always tell someone about sexual harassment when it happens to you' during post-training data collection. In comparison, at baseline, 67% of female workers agreed with this statement. This difference was statistically significant (p=0.004).

89% of female workers agreed that 'I feel confident I could help a friend who I noticed was being harassed in my workplace' during post-training data collection. In comparison, at baseline, 77% of workers agreed with this statement. This difference was statistically significant (p=0.016).

87% of female workers agreed that 'I feel confident I could report the experiences to an office colleague if I noticed or experienced sexual harassment' during post-training data collection.
In comparison, at baseline, 77% of workers agreed with this statement. This difference was statistically significant (p=0.031).

7% of workers still felt afraid to report cases of sexual harassment at the factory during post-training data collection.
However, at baseline, 13% of workers agreed with this statement. This difference was statistically significant (p=0.006).

Female workers knowledge of sexual harassment policies

At baseline, **the majority of female workers demonstrated knowledge of sexual harassment policies in the factories:**

- 84% agreed that their factory has policies about sexual harassment to protect workers
- 93% reported that they knew the person they would go to if they experienced sexual harassment in the factory
- 69% agreed that there are services available for people to get help if they are exposed to sexual harassment in the factory
- 71% agreed that sexual harassment complaints are thoroughly investigated
- 75% agreed that penalties are enforced against people who sexually harass others
- 79% agreed that their factory has leaders who enforce policies against sexual harassment

The quantitative data underscores the overall important and achievements of the STOP project in Vietnam.

Interviews and focus groups

A total of 20 interviews were conducted in Round 1, March 2019 for the MTR[4], and Round 2, March/April 2020 for the Final Evaluation, in Vietnam with different stakeholders identified by CARE CO and Regional staff. The second round of interviews were different stakeholders providing a broader pool of informed comment and feedback and included three interviews and one focus group that were conducted remotely by UNSW team members. This does mean though, that we did not capture change in stakeholder perceptions of the impact of the STOP at different points in time although some stakeholders in the second round of interviews were able to speak to the changes they perceived over time. The COVID-19 pandemic also affected the availability of some key stakeholders for interviews.

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[4] Quotes taken from interviews conducted during Round 1 are indicated in the following section by 'collected for MTR'

Effectiveness and Impact

The qualitative data analysed for the MTR identified accomplishments of the CARE Vietnam team which included but were not limited to:

- Building partnerships with stakeholders to facilitate the program's implementation.
- Engaging and recruiting factories.
- Increasing awareness of sexual harassment in the factories.
- Administering the baseline survey to factory workers.
- Improved engagement with factory management, trade unions and brand stakeholders.
- Supporting the developing the Vietnam General Confederation of Labour's (VGCL) position paper for the *Labour Code* revision.
- Taking steps to facilitate the development of a training manual.
- Delivering training to individuals working in factories.
- Adapting their work plan to address emerging challenges.

Stakeholder perceptions of the STOP effectiveness and impact were largely unchanged in the follow-up interviews in 2020.

Both the quantitative and qualitative data provide evidence of improved awareness of sexual harassment at the factory level. Stakeholders reported observing an increased awareness of sexual harassment in the factories:

> For factories, I think there are changes, especially for managers and workers; for managers, lots of changes--**more understanding on sexual harassment and different viewpoints**; previously when we asked they would say there are no cases of sexual harassment, but now they understand more; and now workers, especially young workers, have **improved awareness** and can receive information through different channels including social media and ask to follow up and share more info with us. (Gender Based Violence Network – collected for MTR)

Stakeholders noted that the STOP project had started a conversation about sexual harassment as a behaviour that is socially and ethically unacceptable:

> On more awareness raising, that for many of the workers what it precisely means is already a big step forward. For instance, in the survey they did at the beginning of the project asking questions to workers who are like how do you mean is sexual harassment? Oh gosh I had no idea. **I think that for many of the women having that understanding that this is something they should not accept was a very big step forward** for actually here in Vietnam and the same for man where suddenly they were confronted with … 'actually this is something you should do and this has effect on the person you're harassing'. (Anonymous)

Stakeholders gave positive reviews of the effectiveness of the Vietnam STOP package, including the package design, the trainers' facilitation skills, and CARE's expertise regarding sexual harassment. The CARE Vietnam team's contribution to legislative advocacy and multi-

stakeholder engagement was also a key achievement. They supported the *Labour Code* revision to incorporate more provisions on sexual harassment and to include a definition of sexual harassment. One stakeholder reported that they were now engaging with ministry partners to prepare to implement the revised code, once it comes into effect in January 2021:

> All provisions regarding the female workers in the 2012 Labour Code have been reviewed and revised very significantly, **to ensure better gender equality in employment area, and to promote gender equality in employment and labour areas**. Now, actually, at this moment, we are looking at implementation, to provide detailed implementation guidelines for the new labour court on gender equality promotion to female workers. (BNV, MOLISA)

Factors facilitating project implementation

The qualitative data revealed that there were factors that contributed to the CARE CO team's capacity to rollout the project. This included the CARE Vietnam team's positive attributes, such as their hardworking nature and ability to problem-solve. It was evident that CARE Vietnam had established themselves as leaders in the field and were considered to be a first choice to partner with on sexual harassment prevention programs:

> **They are obviously experts in the field** or at least that's what we feel. They've been doing this sort of work for a long time. So when we were looking for a partner to engage with, to help us out how do we roll out the sexual harassment project in our countries, for us it was a bit obvious from the start that we should do that with CARE. (Anonymous)

The CARE Vietnam team successful engaged with other organisations, and this collaboration and partnership with stakeholders was a key aspect of the project's implementation. They also successfully leveraged the influence of brands in order to engage with the factories. Several stakeholders provided positive feedback on their partnerships with CARE Vietnam:

> We can see that **CARE is working closely in all our project activities** and CARE understanding thoroughly about what we are doing with partners; when they see something good or interesting and they will share with other stakeholders. (CDI – collected for MTR)

> They support VGCL to prepare the VGCL provisions, to provide comments and inputs into the … Labour Code provisions, and VGCL provided some kind of position paper, to provide input and comments on that, and I think that was good. … **we have more support** when we proposed that proposal, Labour Code revision to the National Assembly (BNV, MOLISA)

Challenges

Stakeholders noted that there were difficulties in engaging with factories and factory workers. Some of these difficulties stemmed from CARE not having direct access to factories, instead partnering with trade unions as required in Vietnam with additional layers of management in order to work with the factories.

It should also be noted that there has been a change in partnership and management mechanisms in Vietnam since the MTR. CARE Vietnam initially collaborated with two partners (VGCL and CDI) to implement the project. At the time of the Final Evaluation, CARE Vietnam only has an official partnership with VGCL as a requirement of the Trade Union system in Vietnam.

Stakeholders also suggested that broader cultural and social norms regarding sexual harassment affected factories willingness to engage with the project, as sexual harassment was not necessarily prioritised or seen as an issue:

> …**there's this cultural understanding [sexual harassment] is really not an issue** … or problem of making jokes about women … there are some regulations on that, and the labour law has some elements of this, but for lots of people this is a bit of a joke and part of what you would call their way of doing it. (Anonymous)

There were also challenges with data collection and monitoring and evaluation. This included difficulties in gaining uninterrupted access to workers so that they could complete the surveys and challenges in convincing factories to provide them with relevant data. One stakeholder drew attention to the challenges associated with data collection, particularly in relation to workers' hesitancy to share personal information:

> …even when we can connect to factories, it was difficult for factories to arrange workers to participate in interviews based on our criteria; because they have shifts and work hours, and **they hesitate to share internal information; so we faced many difficulties in the beginning;** When we meet with the workers, both the female and male workers were afraid to share their own personal stories and experiences… (Gender Based Violence Network – collected for MTR)

Stakeholders also highlighted issues regarding the STOP package design. Despite interest in purchasing the STOP package, most organisations sought short-term solutions and short training, rather than investing in the full STOP package. Stakeholders expressed concerns regarding the level of investment required to roll out the full STOP package within their organisation.

A current and ongoing challenge impacting upon the garment industry in Vietnam and the implementation of STOP is the COVID-19 pandemic. The garment sector has been unexpectedly and adversely affected by the COVID-19 pandemic which in turn may influence the sustainability of STOP implementation in factories. Project activities and data collection were put on hold and stakeholders have reported that sexual harassment appears to be less of a priority. There remain challenges regarding the impact of COVID-19 on the garment sector and in maintaining the momentum around sexual harassment prevention that remains an important yet under-prioritised issue.

It was evident that COVID-19 has had a significant impact on STOP activities due to strict conditions that prevent STOP team members and stakeholders from entering the factories.

Ultimately, stakeholders were uncertain about the future of the project and how they can move forward post COVID-19:

> …we are not permitted in the factories anymore and that's such a shame because we were literally about to start a bunch of awareness activities, training activities … Conditions are very, very strict and so we literally had to stop everything … **I just hope that at some point we can move forward.** In all honesty I have no idea what is going to happen with this whole project. **I don't think anybody right now has a good idea of what's going to happen with this whole industry.** (Anonymous)

Relevance

Data collected from the stakeholder interviews identified ways in which the project's scope could and focus could extend its relevance. Some stakeholders suggested that the project could be expanded to other sectors. However, it should be noted that to that this would require additional resources to adapt and engage with other sectors:

> About STOP project, it has been implemented in 3 factories, all garment and in Thai Nguyen; pilot phase; **scope of work is too narrow because only focus on garment**; sexual harassment is not just for factories, it also happens in other workplaces. (Vietnam Confederation of Labour – collected for MTR)

During data collection for the MTR, one stakeholder noted that a resource that the team had been provided to aid them in recruiting factories was not suited to the Vietnamese context. The team then worked to adapt the project to suit the Vietnamese context, but this process was often time-consuming and involved elements of trial and error. The team adopted the recommendations from the MTR and further adjusted the package content to improve its relevance.

STOP's impact in Vietnam goes beyond the scope of the project. The STOP project works on different aspects of the broad issue of sexual harassment, including sexual harassment messaging, awareness raising, advocating for law reform and changing factory managerial attitudes.

Efficiency

During data collection for the MTR, some stakeholders expressed that there were aspects of the project that were delayed or were too time-consuming, such as the collection of monitoring data. Feedback from stakeholders for the Final Evaluation suggested that the STOP team had worked to adapt the tools to collect meaningful data in a more efficient way. There was pressure on the CARE Vietnam team to be more time efficient, with one stakeholder noting how the project's pace was too slow:

> Key part is about the plan is not delayed, but **things are happening to slow according to the plan;** films and lesson materials—not yet provided to committee, so cannot conduct training for workers. (Thai Nguyen Trade Union – collected for MTR)

It was suggested that more concrete evidence was needed regarding the impact of sexual harassment on workers' productivity in order to convince more factories to join the project and invest resources for sexual harassment prevention:

> **That relationship between the effects of sexual harassment on productivity is something where I believe we can do more work on.** There is some research on this but I think that research needs to trickle down to real concrete realities of factories. (Anonymous)

It was suggested that CARE should work with suppliers instead of individual factories, in order to scale-up the project faster through an industry-level approach. This would allow them to engage with more factories and have a better chance of identifying champion enterprises, promote positive peer pressure to address the issue of sexual harassment, and establish more connections.

Sustainability

Many of the challenges discussed in the previous sections may influence the project's long-term sustainability. As already reported, the CARE Vietnam team had undertaken work to facilitate sustained positive change through its efforts to strengthen the sexual harassment provisions in the *Labour Code* and promote gender equality in the workplace. The qualitative data demonstrates that the Vietnam team members have undertaken effective advocacy work and engaged with multiple stakeholders to bring about policy and legislative changes. These changes help to embed the community and social awareness necessary for STOP to be more easily adopted by other factories:

> **This subject has been paid much more attention for the last few years**. Especially five years ago, the government proposed a code of conduct on sexual harassment, and that code of conduct was endorsed by the government, and VGCL already, and … that code of conduct have been reviewed, examined and incorporated in the newly adopted labour code. (BNV, MOLISA)

Overall, the stakeholder comments suggest that, whilst there are challenges, the STOP project in Vietnam is progressing towards having a sustainable future in Vietnam.

Vietnam case study – Multi-Stakeholder Engagement and Coordination

One of the striking achievements of the STOP project, as implemented in Vietnam, is the establishment of new functional partnerships between CARE and external partners, including ministries, trade unions and factories, as part of its broader advocacy strategy in three sexual harassment-related issue-areas: the recent revision of Vietnam's 2012 *Labour Code*, the EU-Vietnam Free Trade Agreement (EVFTA), and the ILO Convention.

Although labour legislation in Vietnam has been experiencing change through an extended reform process, sexual harassment in the workplace is still not sufficiently acknowledged as a major problem, in part owing to traditional social and cultural norms that normalise such behaviour. As one interviewee from an international brand noted, "there's this cultural understanding that sexual harassment is really not of an issue…There are some regulations on [it], and the *Labour Code* has some elements [that address] this, but for lots of people this [SH] is a bit of a joke…".

Early on in STOP's development, the CO faced considerable challenges in gaining access to factories and engaging their workers. It is in this respect that the STOP CO's success in reaching out to multiple stakeholders and building the project's credibility with them cannot be understated. By leveraging these newly formed relationships, STOP was able to not only create a network of influential supporters, but also leverage these connections to contribute to the revision of the *Labour Code* as well as raise awareness about sexual harassment as a neglected workplace problem.

How STOP was able to build up a strategic partnership with the VGCL is instructive in this regard. Due to Vietnam's unique governance system, VGCL acts as an important 'gatekeeper' in terms of its ability to grant access to garment factories and convince them to participate in STOP—and, by implication, recognise the importance of sexual harassment issues. By leveraging the STOP CO's expertise through such activities as providing the evidence base for VGCL's position paper on the *Labour Code's* revision, organising awareness-raising workshops at the provincial level and direct meetings with factories, STOP not only worked with VGCL to gain coveted access to factories, but also managed to grow their interest in the issue of sexual harassment in the workplace:

> **We are now in [the] second year of cooperation [with STOP] and see advantages in relationship. With [the] STOP project, their plan and activities are very transparent.** Another good point is that STOP, and our work share the same objectives: we are working to amend the 2012 *Labour Code*, we are members of the advisory board for the Code. As

person working on women related issues, we share the same objectives with STOP. (VGCL – collected for MTR)

In addition to VGCL, STOP has also engaged with other important partners, including the Ministry of Labour, Invalids and Social Affairs (MOLISA) and the National Assembly (see ANCP Annual Performance Report – FY17-18), as well as with brands and industry associations. For example, in an effort to deepen its engagement with the private sector, STOP has worked with the Vietnam Business Coalition for Women's Empowerment (VBCWE) to champion gender equality in the workplace, as well as spotlight companies that have been progressive in advancing women's rights and addressing gender-based discrimination.

Reflecting the positive reputation STOP has gradually built up among relevant stakeholders, a brand representative commented on how the STOP CO had tried "to see how we understand" the issue, while also describing how CARE is "obviously" an expert in the field, as "they've been doing this sort of work for a long time", such that "when we were looking for a partner to engage with, to help us [with how] we roll out the sexual harassment [prevention] project in our countries, for us it was a bit obvious from the start that we should do that with CARE".

Regional STOP Project Learnings

Overall, the STOP project shows two notable strengths:

1. **the evidence-based and interdisciplinary nature of its approach** to addressing sexual harassment in the workplace.
2. **multi-sited design** which allows for context-sensitivity and the 'bottom-up' development of project content and resources.

STOP Project findings from all four countries in relation to the specific research questions posed by CARE Australia are provided as follows:

Effectiveness of the STOP project in each country

Project implementation varies across the four countries due to differences in when the STOP project was introduced, the size of the garment sector, and inconsistent data collection between countries.

The STOP project has **demonstrated positive impact on participating garment factories' awareness of sexual harassment** in Cambodia, Myanmar, Vietnam, and to a lesser extent in Laos.
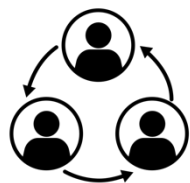

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from Noun Project

The STOP project, in all four countries, has:
a. **assisted factory management to set up clearer guidelines and mechanisms** for dealing with and preventing sexual harassment.
b. **empowered female workers to report sexual harassment** incidents and become more aware of their rights.

Perceptions of STOP by stakeholders

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The STOP project has **been consistently described by its NGO, government and factory partners as valuable.** These partnerships have been built up through hard work and careful dedication. Each report provides noteworthy examples of successful multi-stakeholder engagement, policy advocacy and social awareness-raising.

- **Brand and factory stakeholders indicated a desire to engage further with STOP to develop shorter modules and alternative content delivery** for the STOP package to mitigate concerns about the productivity implications of the package's time and resource requirements.

- **Stakeholders indicated that significant work needed to be undertaken with project partners in the advocacy area first, before addressing individual or normative change in factories.**

- Stakeholders in each country raised **questions about whether the entry-point used for the STOP project—that is, focusing on sexual harassment as opposed to using a 'safe and dignified workplace' was the most appropriate framing.**

Social impact at the factory and national levels

- **The STOP project is** a major intervention program that is **on the cusp of generating very real impact and social change in:**
  a. how factories and their workers understand sexual harassment as a genuine problem; and
  b. how factory management can be persuaded and encouraged to address this 'silent' problem.

- **The STOP project's accomplishments relative to opportunity are notable.** If the project were to have the opportunity to deepen engagement with factories, brands and governments in the region, this would enhance its social impact.

- **Continued funding support from sponsors is required for the STOP project to effect further change.**

Monitoring well

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- **The MELF should be reviewed and consolidated to enhance data integrity.** There is confusion amongst all STOP Country Office teams and factories about the number and complexity of the Monitoring, Evaluation and Learning Framework (MELF) tools, resulting in some tools not being implemented or being replicated.

- **The MELF is suitable for monitoring intrapersonal and interpersonal changes**. If measurement of change or impact at the community institutional and policy levels is required, the MELF required further review.

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Appendix A. Stakeholder Interview and Focus Group Schedule

Table A1. Interviews and focus groups conducted for Vietnam in 2019

2019 Vietnam: n=17 interviews n=25 FGD			
Le Kim Dung	Country Director	CARE Vietnam	13-Mar-19
Trinh Thanh Hang	Member, Presidium – Women's Affairs Department	Vietnam Confederation of Labour	13-Mar-19
Le Dinh Quang (Van Do)	Women's Affair Department, VGCL	Vietnam Confederation of Labour	13-Mar-19
Huynh Hai Van	Women's Affair Department, VGCL	Vietnam Confederation of Labour	13-Mar-19
Do Hong Van	Women's Affair Department, VGCL	Vietnam Confederation of Labour	13-Mar-19
Vuong Thai Nga	SMP team leader	CARE Vietnam	13-Mar-19
Le Thi Hong Giang,	Gender specialist	CARE Vietnam	13-Mar-19
Le Thi Linh Chi	Research/M&E lead	CARE Vietnam	13-Mar-19
Vu Thi Hong Giang	Communication Specialist	CARE Vietnam	13-Mar-19
Nguyen Anh Tuan	Project Manager	CARE Vietnam	13-Mar-19
Nguyen Hong Quang	Deputy Director, Hai Phong Economic Zone Trade Union	Hai Phong Economic Zone Trade Union	13-Mar-19
Focus Group discussion with 25 people	Factory Managers and Workers and Sexual Harassment committee members	Hai Phong Economic Zone Trade Union and Regina Miracle	13-Mar-19
Vuong Thai Nga	Assistant Country Director	CARE Vietnam	14-Mar-19
Kim Thi Thu Ha	Acting Managing Director	Centre for Development and Integration	14-Mar-19
Dinh Ha An	Acting Labor Right Manager	Centre for Development and Integration	14-Mar-19
Pham Thi Thanh	Labor Right Project Assistant	Centre for Development and Integration	14-Mar-19
Nguyen Thu Thuy	Director	Gender Based Violence Network, Hanoi and CSAGA	14-Mar-19
Chu Thi Xuan Hao	Thai Nguyen Trade Union	Thai Nguyen Trade Union	14-Mar-19

Table A2. Interviews and focus groups conducted for Vietnam in 2020

2020 Vietnam: #3 interviews #5 FGD			
Dung Kim Le	Country Director	CARE Vietnam	29-Apr-20
[Anonymous]	[Anonymous]	Brand	9-Apr-20
Nguyễn Văn Bình	Director General	Department of Legal Affairs	29-Apr-20
Nga, Vuong Thai	Assistant Country Director	CARE Vietnam STOP Team Focus Group Discussion	1-Apr-20
Tuan, Nguyen Anh	Project Manager	CARE Vietnam STOP Team Focus Group Discussion	1-Apr-20
Giang, Le Thi Huong	Gender specialist	CARE Vietnam STOP Team Focus Group Discussion	1-Apr-20
Chi, Le Thi Linh,	Research/M&E lead	CARE Vietnam STOP Team Focus Group Discussion	1-Apr-20
Giang, Vu Thi Huong	Communication Officer	CARE Vietnam STOP Team Focus Group Discussion	1-Apr-20