



Photo: Josh Estey, USAID

EVALUATION REPORT

Workers' Empowerment Program Mid-term Performance Evaluation

USAID/Bangladesh

AID-486-I-14-00001 (IDIQ); AID-388-TO-17-00001 (Task Order)

January 25, 2018

This publication was produced at the request of the United States Agency for International Development. It was prepared independently by Sandra Wark, Jade Lamb, Shantanu Majumder, and Aminul Islam on behalf of Social Impact, Inc.

Contact: Julia Rizvi

Home Office Representative, Social Impact, Inc.

Telephone: 703.465.1884 x248

2300 Clarendon Blvd., Suite 1000

Arlington, VA 22201

CONTENTS

Executive Summary	i
I. Introduction.....	1
II. The Development Problem and USAID’s Response.....	2
III. Evaluation Purpose, Use, and Questions.....	5
IV. Evaluation Methodology	6
V. Findings and Conclusions.....	10
VI. Recommendations	28
VII. Lessons Learned.....	30
Annex A: Evaluation Scope of Work.....	31
Annex B: Evaluation Design Matrix.....	45
Annex C: Data Collection Protocols.....	51
Annex D: Documents Reviewed	72
Annex E: List of Respondents	75
Annex F: Map of Evaluation Sites	79

TABLES

Table 1: Stakeholder Key Informant Interview Breakdown	6
Table 2: Stakeholder Focus Group Discussion Breakdown	7
Table 3: WEP Target Achievement.....	22
Table 4: Areas of Work of Labor Rights Organizations in Bangladesh	25

ACRONYMS

ADR	Alternative Dispute Resolution
AOR	Agreement Officer's Representative
BGMEA	Bangladesh Garment Manufacturers and Exporters Association
BILS	Bangladesh Institute of Labour Studies
CI	Component 1
C2	Component 2
COR	Contracting Officer's Representative
DEC	Development Experience Clearinghouse
DG	Democracy and Governance
DO	Direct Observation
EQ	Evaluation Question
ET	Evaluation Team
FGD	Focus Group Discussion
FOA	Freedom of Association
FOACB	Freedom of Association and Collective Bargaining
GIZ	<i>Gesellschaft für Internationale Zusammenarbeit</i>
GoB	Government of Bangladesh
GSP	Generalized System of Preferences
ILO	International Labour Organization
INGO	International Non-Governmental Organization
IR	Intermediate Result
IRB	Institutional Review Board
KI	Key Informant
KII	Key Informant Interview
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organizations
RMG	Ready Made Garment
SC	Solidarity Center
SFP	Shrimp and Fish Processing
SI	Social Impact, Inc.
SOW	Scope of Work
TU	Trade Union
TUF	Trade Union Federation

UNDP	United Nations Development Programme
UN Women	United Nations Women
US	United States
USG	United States Government
USAID	United States Agency for International Development
USDOL	United States Department of Labor
WCA	Workers Community Association
WCC	Workers Community Center
WEP	Workers' Empowerment Program

EXECUTIVE SUMMARY

INTRODUCTION

Through the Democracy and Governance (DG) Programs' Monitoring and Evaluation (M&E) Support Activity task order, United States Agency for International Development (USAID)/Bangladesh engaged Social Impact, Inc. (SI) to conduct a mid-term performance evaluation of the Workers' Empowerment Program (WEP) implemented by the Solidarity Center (SC). The main objective of WEP is to improve labor conditions in Bangladesh by strengthening the ability of independent worker organizations to represent their rights and interests both inside and outside of the factory. SC executes WEP via two distinct four-year cooperative agreements for a combined total estimated cost of \$7.5 million. Component 1 (C1) of WEP supports formation of independent worker organizations in Ready Made Garment (RMG) and shrimp and fish processing (SFP) industries while strengthening their capacity to defend workers' rights and collectively negotiate with employers. Component 2 (C2) develops Worker Community Associations (WCA) in targeted factory clusters to help workers organize independently to address social and development challenges in their communities.

EVALUATION PURPOSE AND AUDIENCE

The objective of this performance evaluation is to review progress toward achieving intended results and outcomes, identify any lessons learned, and recommend possible programmatic adaptations at the half-way point of WEP's implementation. Its primary audiences are USAID/Bangladesh's Office of Democracy and Governance and SC, which are expected to consider the evaluation findings when shaping WEP activities and potential new strategies going forward.

EVALUATION METHODOLOGY

The evaluation will focus on the five Evaluation Questions (EQs) listed in the findings and conclusions section below. To answer these questions, the Evaluation Team (ET) conducted a desk review of internal project and secondary documents, 36 Key Informant Interviews (KIs), 20 Focus Group Discussions (FGDs), and two training direct observation (DO) visits. Fieldwork took place in all WEP implementation divisions—Dhaka, Khulna, and Chittagong—over four weeks in October and November 2017. For KIs and DOs, the ET developed and used semi-structured protocols that addressed the key EQs on which the stakeholders were knowledgeable. FGDs with beneficiaries were open-ended. In total, the ET collected data from 227 individuals (94 male, 133 female) representing beneficiaries, WEP staff, USAID, external stakeholders, and Trade Union Federation (TUF) and technical partners. Given the sensitive nature of workers' rights and unionization in Bangladesh, the ET sought and received Institutional Review Board (IRB) approval of the evaluation methodology, informed consent protocols, and questionnaires.

FINDINGS AND CONCLUSIONS

EQ1: TO WHAT EXTENT HAS WEP C1 BEEN SUCCESSFUL IN ACHIEVING ACTIVITY OBJECTIVES?

FINDINGS

Formation of Active Worker Organizations: WEP monitoring data show that the project is generally achieving its trade union (TU) organizing targets.¹ Project documents and stakeholders indicate that organizing TUs has become more challenging since WEP began implementation, citing threats of violence against both TUF and factory TU leaders and rejections of TU registration by the government; new TU registrations have decreased from a high of 182 in 2014 to 46 in 2017. SC program managers and other

¹ The main indicator of trade union organizing is success getting at least 30 percent of workers in a single factory to indicate their wish to form a trade union by filling and signing an official form.

WEP partners attributed continued success forming TUs to the increase in the number of full-time, WEP-supported TUF worker organizers. In FGDs, organizers agreed that SC assistance has enabled them to increase the number of organized workers by improving their factory targeting strategy and avoiding competition with other TUFs. However, many key informants (KIs) also reported that many unions, once formed, did not remain active due to unfair labor practices and factory closures.

Some KIs criticized WEP's support for worker organizers as unsustainable and favoring some TUFs over others. According to TUF leaders, improvements in their federation's financial autonomy have been slow despite WEP's TU finance and administration management training, support for worker legal services, and improved union member databases.

Skills of Factory Workers: The majority of FGD participants attributed positive changes to WEP-supported training programs, including greater awareness of rights, greater participation by women in TU activities, more organized and strategic negotiations by workers with management, and improvements in working conditions. Stakeholders credited WEP-supported TUF inclusion of women on factory TU executive committees, employment of woman organizers, and women's leadership training with increasing women's participation in TUs. Although there are examples of Collective Bargaining Agreements (CBA) being signed, some KIs thought WEP support for CBAs could be improved. In addition, some KIs were skeptical of the effectiveness of one-day training sessions for TU leaders and advocated for more in-depth approaches and coaching. An ET review of SC training materials and pedagogical approaches highlighted good practices as well as areas for improvement, including a need for stronger linkages between training and needs assessment and for improvements in training module usability. WEP managers reported greater TUF autonomy delivering labor law training and providing legal services thanks to its TUF paralegal training program.

Understanding of Constructive Labor Relations: According to TUF worker organizers and leaders, WEP has made minimal progress building trust between employers and TUFs in the RMG sector. Stakeholders reported the level of trust and constructive negotiation between these parties as particularly low in Chittagong. In contrast, stakeholders reported regular cooperation among tripartite stakeholders in Khulna's SFP sector, where the operating environment is quite different.

CONCLUSIONS

Despite significant external constraints, WEP is making progress toward the formation of active, representative worker organizations in the RMG sector. SC capacity building programs have effectively developed relevant TU leadership skills and laid a foundation for stronger TUFs. However, progress reinforcing TUF financial autonomy has been limited.

EQ2: TO WHAT EXTENT HAS WEP C2 BEEN SUCCESSFUL IN ACHIEVING ACTIVITY OBJECTIVES?

FINDINGS

Social Networks in Worker Communities: SC progress reports indicate that WEP greatly exceeded its initial targets for the number of Worker Community Center (WCC) activity participants. The formation of WCAs is well-advanced in six out of ten centers; SC and C2 technical partners were confident that they will be able to register an association in each center before the end of the project, thus meeting a key sustainability benchmark. In FGDs, WCC participants described many examples of getting local authorities to listen to them by effectively banding together to voice common concerns.

Access to Public Services: SC reports WCCs linking participants to a variety of health, microcredit, vocational training, and other services through 29 community resource partners. While they cited numerous enduring community problems, WCA members also highlighted examples of improvements in their living conditions, which they attributed to WEP interventions. Based on FGDs, participants in WCC trainings (whose numbers greatly surpassed initial targets) found the interventions highly relevant. Various

participants claimed the sessions led to many positive personal decisions, such as opening a bank account or standing up against an abusive husband.

Capacity of Women Leaders: Many female WCC FGD participants indicated that they felt empowered after attending WCC activities, despite resistance from male family members. To date, about 80 percent of WCC leaders and active participants are female.

Sustainability of WCAs: Based on FGDs, most WCA members do not believe that the associations are ready to manage their activities without WEP assistance. WCA executive committee members had ambitious goals to increase membership and dues collection but had unclear and sometimes diverging visions of WCA sustainability. Some thought they should be structured as self-help groups and made no reference to whether or how current capacity building (trainings, for example) and workers' rights advocacy activities would continue without WEP assistance.

CONCLUSIONS

WEP's C2 activities have shown positive, if preliminary, gains in all three results areas: building social networks, increasing access to social services, and empowering women leaders. WCCs appear effective in facilitating advocacy, improving local government responsiveness, and linking community members to social services, where these exist. The WCAs that have been formed to date are not sufficiently mature to be sustainable without WEP assistance. Moreover, early signs that some WCAs are focusing on becoming social enterprises represent a risk that these associations, over time, will diminish their contributions to workers' rights in favor of becoming self-help groups with some worker members.

EQ3: TO WHAT EXTENT DO WEP C1 AND C2 COORDINATE TO ENSURE ACHIEVEMENT OF STATED OBJECTIVES?

FINDINGS

CI and C2 Resource Sharing: According to senior SC management, C1 and C2 are managed as separate activities and do not typically coordinate activities on the ground. WEP managers indicated that managing WEP under two separate cooperative agreements had increased administrative work and hindered development of a more integrated program. USAID explained that having separate agreements was a result of tendering the two activities separately.

Perceived Activity Overlap and Differences: There was broad consensus across stakeholder groups that workers face a variety of problems in their communities and at work that merit attention. C1 and C2 also overlap in their training content in respect to labor rights issues. C2 training reaches a broader audience, including workers, their family members, and community members, while C1 focuses on training TU leaders and factory workers. C2 mostly addresses different problems than C1 (community versus workplace issues), although it has, in some cases, addressed workplace problems as well.

Perceived Trade-offs and Advantages of Linking the Activities: SC program managers expressed some uncertainty on how C1 and C2 link to promote worker representation. Some KIs cited the large number of workers who have engaged in WCC activities as evidence that many workers feel more comfortable joining community associations than TUs. TU-affiliated WEP technical partners have pondered whether focusing too much on community associations may unintentionally discourage workers from forming or joining a union by providing workers with an easier option to promote their rights. One C2 technical partner, however, disagreed and affirmed that workers' WCC involvement exposes them to TU representatives, who are involved in WCC advisory boards and labor law training, potentially changing negative perceptions of TU membership. Several KIs recounted how two WCCs were shut down during the December 2016 Ashulia unrest and indicated that the events highlighted possible risks of too close an association between WCAs and TUs.

CONCLUSIONS

SC has not been able to save significant resources by managing the two activities together, at least in part because they have separate reporting requirements. Strategic coordination—defined as SC taking intentional actions to identify and capitalize on one activity to meet the objectives of the other—appears limited to date. Furthermore, WEP has not articulated what the interaction between C1 and C2 should be, likely inhibiting the ability of activity managers to foster greater administrative efficiencies and improved outcomes from coordination of the two components.

EQ4: HOW EFFICIENT HAS SC'S MANAGEMENT STRUCTURE BEEN IN IMPLEMENTING WEP C1 AND C2 ACTIVITIES?

FINDINGS

Unforeseen External Constraints: WEP management reported implementation challenges due to the deteriorating security situation in Bangladesh starting in 2016, which delayed some activities that relied on experts from outside the country. Stakeholders likewise reported extraordinary difficulties during the Ashulia labor unrest in late 2016 and early 2017. KIs reported that TU leader arrests and factory closures during the period increased workers' fear of involvement in union activities and resulted in the cancelation of some WCC programs and federation office closures. Despite these challenges, SC is largely on track with its primary indicators.

SC Relationships with WEP Implementing Partners and Capacity Building Approaches: KIs highlighted the longstanding and supportive partnership SC has had with partners over more than two decades of work in Bangladesh. These same stakeholders described significant capacity deficits among TUFs in Bangladesh and indicated that WEP's relatively narrow choice of partner TUFs represented those with the highest performance and highest potential. However, several external KIs noted that the criteria for partnership choice was not clear to outsiders.

According to WEP managers, SC keeps a comprehensive, regularly-updated TUF capacity scorecard, but it only involves TUFs in some aspects of their assessment. SC does not share assessment outcomes (scores) with the TUF or with external partners. Some KIs identified SC's programming modality as potentially impeding institutional capacity development, because partners were losing out on opportunities to gain experience in financial administration and management.

Measuring and Reporting Progress: The ET conducted a document review of WEP's Monitoring, Evaluation and Learning (MEL) Plan, quarterly reports, and monitoring data submissions. The MEL plan includes many good practices, but does not document all the data WEP collects. The MEL Plan also lacks a learning section. Indicators cover key project activities, but do not fully reflect important aspects of achievement, such as TU inactivity. The document review and KIs revealed that the key indicator reporting format is difficult to read.

CONCLUSIONS

Despite WEP's challenging implementing environment, SC has kept the project generally on track, indicating efficient management overall. SC has developed a high degree of trust and common purpose with its partners over many years of cooperation, which appears to have facilitated steady implementation. Although SC uses good practices in assessing its TUF partners' capacity, there are opportunities to involve TUFs more in diagnosing their own institutional weaknesses. WEP contracting modalities could also be improved to build greater management capacity and autonomy of its partners. WEP selection of key indicators and data reporting do not optimize understanding of results.

EQ5: HOW EFFECTIVE IS WEP'S ENGAGEMENT WITH EXTERNAL STAKEHOLDERS INCLUDING GOB, OTHER USAID-FUNDED ACTIVITIES, AND OTHER DONOR-FUNDED ACTIVITIES TO COORDINATE AND AVOID DUPLICATION?

FINDINGS

Coordination Among Labor Rights Organizations and Key Stakeholders: SC is the main TU organizing implementer and one of only a few involved in TU capacity building. Many other organizations working on labor rights in the RMG sector have different, complementary approaches. All KIs interviewed from these organizations were familiar with SC's work with TUs, and six of the eight explicitly indicated that they communicate regularly with SC and have informal understandings to avoid duplication of efforts. No organizations are currently working on workplace cooperation or law enforcement training and reforms.

Perceptions of External Stakeholders: KIs from other organizations indicated that SC's data on freedom of association (FOA) violations is used in their dialogue with government and employers and to inform advocacy campaigns. SC is also well-regarded among various stakeholders for its legal support for workers.

Capitalization of Other Donor Initiatives and External Service Providers: Multiple KIs report that WEP has leveraged USAID-funded C2 community activities, such as clinics, to effectively improve access to services where there is geographic overlap. Similarly, WEP has linked C2 centers to local government and coordinated with them to offer additional trainings and services to workers, such as training in how to start cooperatives or linkages to social protection programs.

Engagement with GoB: Some KIs believe more frequent, informal WEP contact and "awareness raising" with government could alter negative perceptions of TU activities, easing resistance to TU formation. According to program managers, SC generally maintains good relations with the GoB. In Khulna, where the operating environment is much different, WEP has a positive relationship with the local Joint Directors of Labor (JDL) that has facilitated government support of and coordination with activities.

CONCLUSIONS

Within C1, duplication of donor interventions to build TU capacity is low, and SC appears to be coordinating with other international non-governmental organizations (INGOs) and donor-funded activities appropriately. In C2, WEP leveraged other USAID-funded programs to the extent that was possible. Lack of easy-to-access information about other USAID-funded programs and partners may have limited greater cooperation. Coordination with the GoB on community-level activities is successfully leveraging public resources to improve living conditions in worker communities, but it has been less effective mobilizing government support on sensitive FOA topics.

RECOMMENDATIONS

RECOMMENDATIONS FOR USAID

- 1. USAID, in consultation with SC, should develop a theory of change that elaborates how C1 and C2 are expected to influence each other.** If future programming includes both TU organizing and community components, their interaction should be articulated during the design process. The process of developing a joint theory of change will also help USAID determine whether future programming should incorporate C1 and C2 under a single activity or keep them separate.
- 2. USAID should support complementary strategies to improve the enabling environment for labor organizing.** These could include work in workplace cooperation or law enforcement training and reform, areas identified as gaps under EQ5

RECOMMENDATIONS FOR SOLIDARITY CENTER

3. **SC should strengthen worker organizer monitoring and reporting systems.** Develop and monitor indicators for organizer capacity and/or performance and use the data in structured learning activities to identify and share good practices.
4. **SC should continue its efforts to promote women leaders.** Continue educating women about their rights and giving them positions of responsibility in TUs and community organizations.
5. **SC should focus additional efforts on building TUF capacity to carry out worker education programs and services after WEP support ends.** Use existing assessment tools to tailor a capacity building approach with each TUF. Generate buy-in with a more participatory approach to capacity development. Replicate the in-depth paralegal training approach in other key TU member service areas. Structure training materials to be more user-friendly for trainers. Increase WEP's use of information communication technology (ICT).
6. **SC should implement programs that convene government and employers to facilitate relationship-building.** Given the high degree of sensitivity around FOA, identify less controversial topics, such as worker health and safety, Alternative Dispute Resolution (ADR), and/or other areas where employer and worker interests overlap as topics for dialogue. In factories where unions already exist, support more workplace cooperation activities and training for middle management.
7. **SC should provide more orientation to WCAs on sustainability strategies.** Help WCAs to articulate visions and action plans that more directly promote rights and advocacy, while also remaining financially sustainable. Plan to offer support beyond the current WEP period for these sustainability strategies to be effective.
8. **SC should modify some of WEP's key indicators and improve its data reporting format.**

LESSONS LEARNED

It is unrealistic to expect WEP TU and community organizing efforts to become financially sustainable, especially within a four-year period of performance. WEP TUF and WCC community organizers have strengthened their institutions' efforts to empower workers, but these will not lead to substantial cash inflow in the short term.

USAID engagement in promoting improved working conditions in the RMG sector may be too focused on TUs. More engagement by SC or USAID with factory owners and mid-level management, as well as government is needed. Structured engagement in the form of additional programs or initiatives has potential to increase USAID's sphere of influence beyond the TU movement and enable it to contribute more effectively to creating an enabling environment for improvements in workers' rights and working conditions.

WEP C2's community-based and holistic approaches to promoting workers' rights hold promise, so long as they do not inadvertently undermine the promotion of worker solidarity in the workplace. Based on early lessons learned from WEP, it appears critical for both TUs and TU-friendly community associations to have a clear understanding of each other's role and to complement each other accordingly.

I. INTRODUCTION

Since a high-profile industry disaster at Rana Plaza in 2013, there has been increased recognition of the need for worker organizing reform in the Ready-Made Garment (RMG) sector in Bangladesh. Approximately 80 percent of RMG workers are women, many of whom migrated from rural Bangladesh with their families.² Living in impoverished, migrant communities, the RMG workers face human rights abuses both inside and outside of the factory.

To support workers in realizing transformative change in the RMG sector and their communities, the United States Agency for International Development (USAID)/Bangladesh supports the Workers' Empowerment Program (WEP), implemented via two distinct four-year cooperative agreements issued in spring 2015 for a combined estimated cost of \$7.5 million. Each cooperative agreement corresponds with a discrete activity, referred to as the two WEP Components. Both Component 1 (C1) and Component 2 (C2) are implemented by the Solidarity Center (SC).

C1 supports formation of independent worker organizations in the RMG and shrimp and fish processing (SFP) industries and strengthens the capacity of such organizations to defend their rights and collectively negotiate with employers. SC implements this work through its partnerships with seven trade union federations (TUFs). All seven federations have offices in Dhaka and two have sub-offices in Chittagong. The main beneficiaries of C1 initiatives are worker organizers and workers—either trade union (TU) members or workers somewhere in the process of creating an independent worker organization.

C2 develops Worker Community Associations (WCAs) in targeted factory clusters to help workers organize independently in their communities to address leading community-level social and development challenges. SC implements C2 through four technical partners that form and build the capacity of WCAs. The technical partners conduct their activities in nine Worker Community Centers (WCCs) in communities near RMG factory clusters in Dhaka. In addition, SC manages one WCC directly in Khulna. The WCCs link workers and other community members to critically needed health, economic, and psychosocial services provided by local government, non-governmental organizations (NGOs), and worker organizations, later referred to as resource partners.

This report details the results of a mid-term performance evaluation of WEP conducted by Social Impact, Inc. (SI) for USAID/Bangladesh. The evaluation team (ET) collected data in all WEP districts during October and November 2017. In what follows, the ET lays out the development problem and USAID's response; evaluation methodology and limitations; findings and conclusions, organized by evaluation question (EQ); lessons learned; and recommendations for USAID and SC going forward.

² ADB Briefs: Women at Work. Issue brief no. 68. Asian Development Bank and International Labour Organization, Oct. 2016. Web. 15 Sept. 2017.

II. THE DEVELOPMENT PROBLEM AND USAID'S RESPONSE

THE DEVELOPMENT PROBLEM

Before 2013, there were virtually no factory-level TUs in the RMG sector, resulting in widespread worker rights violations and poor working conditions. TUFs and labor leaders had limited incentives to attempt to organize and represent factory workers to improve labor conditions. The Government of Bangladesh (GoB) has been resistant to registering TUs, which limits workers' ability to safeguard the legal protections necessary to bargain with employers.

When the Rana Plaza building collapsed in Savar in April 2013, killing over 1,100 workers, there was widespread recognition that if the workers in the building had had a union and a collective voice to refuse unsafe work, the thousands of deaths and injuries that followed might have been prevented. This realization further magnified the need for change in the sector.³ This industry disaster, followed by the United States' (US) suspension of its Generalized System of Preferences (GSP) trade benefits, provided the catalyst for a new wave of union organizing in the RMG sector in Bangladesh.

Approximately 80 percent of RMG workers are women.⁴ Thousands of impoverished young women from throughout Bangladesh migrate annually to work in one of Dhaka's thousands of factories to support themselves and their families. However, they often arrive without an extended familial or social network, entering a predatory system that piles them into unsanitary, expensive, and crowded housing. They are isolated, frightened, and prone to exploitation, and they have limited ability to advocate for their rights under these conditions. Many of these workers move into and become part of communities surrounding garment factories. The local economies depend on the earnings of RMG workers and taxes paid by and services provided for factories. Even though RMG workers are predominantly female, very few TU and community leaders are female. Moreover, female union members lack the confidence and skills to negotiate with management regarding harassment, occupational safety and health, wages, working hours, and other issues.⁵

Labor rights abuses likewise exist in other export sectors in Bangladesh. The United States Department of Labor (USDOL) cites Bangladesh's SFP industry in its report on goods produced with child and forced labor.⁶ Human rights groups have documented examples of hazardous working conditions, bonded labor, pay withholding, excessively low wages, health and safety violations, restricted union activities, verbal abuse, and excessive hours in Bangladesh's SFP industry.⁷ Workers in Bangladesh's SFP industry are predominantly male, and 40-45 percent of shrimp and fish factory workers are female.⁸

USAID'S RESPONSE

Considering the challenges and opportunities in Bangladesh's labor sector, USAID developed WEP to support workers to practice their rights of association. Implemented by SC from May (C1) and June (C2) 2015 to September 2019, WEP seeks to improve labor conditions by strengthening the ability of independent worker organizations to represent their rights and interests both inside and outside the

³ Tansy Hoskins. "Building Trade Unions in Bangladesh Will Help Prevent Another Rana Plaza." Sustainable Fashion Blog. The Guardian, 6 May 2014. Web. 10 Sept. 2017.

⁴ ADB Briefs: Women at Work. Issue brief no. 68. Asian Development Bank and International Labour Organization, Oct. 2016. Web. 15 Sept. 2017.

⁵ "Promoting Women Trade Union Leaders in Bangladesh." Research and Analysis. Trades Union Congress, 22 Dec. 2014. Web. 16 Sept. 2017.

⁶ United States. Department of Labor. Bureau of International Labor Affairs. The Department of Labor's (DOL) List of Goods Produced by Child Labor or Forced Labor (List). 7th ed. Washington, DC: US Department of Labor, 2016. Print.

⁷ Environmental Justice Foundation. *Impossibly Cheap: Abuse and Injustice in Bangladesh's Shrimp Industry*. London; Web. 2014.

⁸ Sadika Sharmin et al. "Developing Shrimp Industry and Its Impact on Changing Gender Role and Empowerment of Coastal Communities in Bangladesh." *The Bangladesh Journal of Agricultural Economics* (2007): 57-67. Print.

factory. To realize transformative change within Bangladesh’s RMG sector, program interventions must go beyond factory walls. As such, WEP supports workers in addressing social and development challenges at the community level. This includes special attention to women’s needs, such as health education and training on leadership and empowerment.

WEP C1 works in Dhaka, Khulna, and Chittagong Divisions, concentrated in the urban districts where factories are located; C2 activities are in Dhaka and Khulna, but not Chittagong (**Figure 1**). WEP’s work in Dhaka and Chittagong, which constitutes the majority of the activities, is in the RMG sector, while the work in Khulna is in the SFP sector (**Annex F**). Within these divisions, WEP targeted areas with high concentrations of large-scale factories—factory clusters—to maximize the population its activities would reach.

The development hypothesis for C1 is: “if workers are empowered with the skills and have access to the institutions necessary to act collectively in their workplaces, then they will be able to protect their rights, promote their interests, and improve labor conditions.”⁹

C1 specifically works to improve worker representation in the workplace through three Sub-Intermediate Results:

1. Establish active worker organizations in targeted factories.
2. Increase skills of factory workers to represent their rights and interests in their workplace.
3. Improve understanding of constructive labor relations.

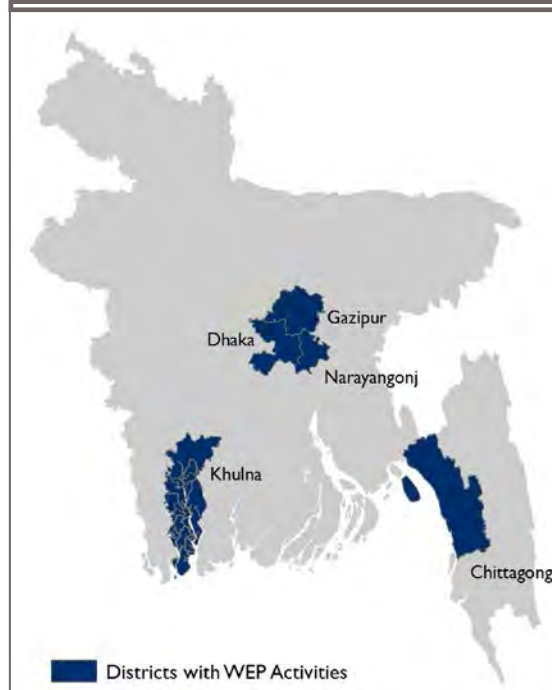
These objectives contribute to the C1 Intermediate Result of Improved Worker Representation in the Workplace.

The development hypothesis for C2 is: “if workers are empowered with the skills and have access to the institutions necessary to act collectively in their workplaces and their communities, they will be able to protect their rights, promote their interests, and improve living conditions.”¹⁰

C2 specifically works to create a sustainable, community-led platform through three Sub-Intermediate Results:

1. Provide opportunities to women to be leaders and extend their worker rights advocacy beyond the factories and into their own communities.
2. Support women workers to learn the art of engaging and creating a stronger social network.
3. Empower WCA members to advocate for their rights and connect them to resources through community-level groups.

FIGURE 1: MAP OF BANGLADESH DISTRICTS WITH WEP ACTIVITIES



⁹ “Monitoring and Evaluation Plan.” Bangladesh/USAID’s Worker’s Empowerment Program, Component 1 (WEP – C1). Solidarity Center. November 2017.

¹⁰ “Monitoring and Evaluation Plan.” Bangladesh/USAID’s Worker’s Empowerment Program, Component 2 (WEP – C2). Solidarity Center. November 2017.

These objectives contribute to the C2 Intermediate Result of Worker Communities' Rights and Interests Promoted.

The C1 and C2 Intermediate Results both contribute to the objective of Improved Labor Conditions in the Garment Sector, which in turn contributes to the shared goal of Improved Protection of Civic and Human Rights.

The following assumptions underlie WEP's ability to achieve the C1 and C2 objectives:

- GoB support for union registration and enforcement of the labor law will continue, with limited exceptions.
- Government officials, employers, and service providers agree to support WCAs.
- No major relocation of garment factories outside the geographic area of focus over the term of the program.
- Garment sector will continue to grow at a moderate pace, with the US and European Union as primary markets.
- Incidents of employer-initiated, anti-union violence and the severity of resistance to unionization decrease.
- The political environment in Bangladesh remains stable.¹¹

¹¹ "Monitoring and Evaluation Plan." Bangladesh/USAID's Worker's Empowerment Program, Component 1 (WEP – C1). Solidarity Center. November 2017; and "Monitoring and Evaluation Plan." Bangladesh/USAID's Worker's Empowerment Program, Component 2 (WEP – C2). Solidarity Center. November 2017.

III. EVALUATION PURPOSE, USE, AND QUESTIONS

Through the Democracy and Governance (DG) Programs' Monitoring and Evaluation (M&E) Support Activity task order, USAID/Bangladesh engaged SI to conduct a mid-term performance evaluation of WEP. The objective of this performance evaluation was to review progress toward achieving intended results/outcomes, identify any lessons learned, and recommend possible programmatic adaptations at the half-way point of WEP's implementation. In this report, SI evaluates WEP's overall technical performance by assessing the efficacy and results of the WEP implementation approaches and management; makes recommendations to USAID/Bangladesh and SC concerning possible programming changes or adjustments to the second half of WEP's implementation; and analyzes coordination between WEP's C1 and C2 activities.

The primary audience for this mid-term performance evaluation is USAID/Bangladesh's DG Office, which will use the evaluation findings and recommendations to inform course corrections in the implementation of the WEP activities and to guide decisions related to the Mission's future programming in the labor sector. The secondary audience is SC, which USAID expects to consider the evaluation findings when shaping C1 and C2 activities and strategies going forward.

This mid-term performance evaluation will focus on the EQs below, which were offered by USAID/Bangladesh and revised in consultation with SI.¹² When answering these EQs, the ET considered stakeholder satisfaction, unintended results, sustainability, and lessons learned.

RESULTS:

1. To what extent has WEP C1 been successful in achieving activity objectives?
2. To what extent has WEP C2 been successful in achieving activity objectives?
3. To what extent do WEP C1 and C2 coordinate to ensure achievement of stated objectives?

MANAGEMENT, FINANCE, AND ADMINISTRATION:

4. How efficient has Solidarity Center's management structure been in implementing WEP C1 and C2 activities?

SYNERGY WITH OTHER USAID AND DONOR-FUNDED PROGRAMS:

5. How effective is WEP's engagement with external stakeholders including GoB, other USAID-funded activities, and other donor-funded activities to coordinate and avoid duplication?

¹² USAID/Bangladesh originally offered the EQs listed in Annex A. SI worked with the Mission to revise those EQs for clarity and to reflect priorities for learning as articulated by the DG Office. The ET included the above version of the EQs in its Evaluation Work Plan, which USAID approved on October 26, 2017.

IV. EVALUATION METHODOLOGY

During the evaluation planning phase, SI conducted kick-off meetings with USAID/Bangladesh on September 27 and with SC on October 5 to discuss evaluation use, sampling, and measures to protect vulnerable program beneficiaries during data collection.

The ET conducted fieldwork over four weeks during October and November 2017. Consisting of four members (two international and two Bangladeshi nationals), the ET maintained gender balance of two males and two females. All team members conducted data collection in Dhaka, and the ET split into two gender-balanced teams—each composed of international and national team members—to collect data in Chittagong and Khulna.

This evaluation used qualitative methods consisting of document review, Key Informant Interviews (KIIs), Focus Group Discussions (FGDs), and direct observation (DO) of WEP activities. The ET conducted a structured analysis of the data using a tally sheet method.

DATA COLLECTION METHODS

DOCUMENT REVIEW

The ET reviewed WEP C1 and C2 activity documents and secondary materials relevant to the RMG and SFP labor rights context. This document review informed data collection protocol development so that instruments appropriately supplemented or cross-checked information in the background documents, and it contributed to findings throughout the report. Categories of data sources included: WEP activity documents, reports on workers' rights in Bangladesh, and USAID policies and documents. A full list of documents reviewed is in the Bibliography in **Annex D**.

KEY INFORMANT INTERVIEWS

The ET conducted 36 KIIs, some of which were held with more than one representative of an organization speaking to the ET. In total, the ET interviewed 61 key informants (43 male, 18 female) representing SC, WEP TUFs, WEP Technical Partners, the GoB, factory owners and management, other international non-governmental organizations (INGOs) working on labor rights, United States Government (USG) and USAID representatives, and service providers in local communities who partner with WEP on C2 activities (**Table I**). Findings from KIIs contribute to the ET's responses to all EQs. The ET developed semi-structured interview protocols for each key informant group, designed to address the key EQs in which the stakeholder was knowledgeable, with non-leading, open-ended questions and suggested follow-up avenues (**Annex C**). Interviews lasted between 1-1.5 hours and were conducted in Bangla with English translation when requested.

Stakeholder	# Interviews	# Males	# Females	Total People
Solidarity Center	8	7	9	16
TUFs	5	3	2	5
Technical Partners	3	2	3	5
GoB	5	6	0	6
Management	4	15	0	15
UN Organizations, INGOs, Service Providers, USG	11	10	4	14
Total	36	43	18	61

FOCUS GROUP DISCUSSIONS

To develop findings that relate to EQ1, EQ2, EQ3, and EQ4, the ET conducted FGDs with workers and community members who participated in C1 or C2 activities, respectively. In addition, the ET conducted several FGDs with TUF and WCC staff and organizers (**Table 2**). Each FGD included 7-10 participants, lasted between 1.5-2 hours, and was conducted with Bangla-English translation.

The ET conducted FGDs in a manner designed to reduce disruption and risk for participants as much as possible. FGDs with program beneficiaries in the RMG sector took place on Fridays, when workers have the day off. FGDs took place in WCCs rather than at factories or at home with families, because WCCs were generally considered a safe space that workers could visit without implicating themselves as possibly being involved in TU organizing activities. Because SFP follows a different schedule, those FGDs took place on weekdays but were cognizant of and avoided scheduling during peak production times.

Stakeholder	# Interviews	# Males	# Females	Total People
Workers	7	16	52	68
Organizers/Federations	5	22	9	31
Community	6	10	45	55
WCCs	2	3	9	12
Total	20	51	115	166

Given cultural norms and gender inequality in Bangladesh, FGDs with beneficiaries were sex-segregated in order to allow for a more open dialogue and level of participation. Women may not have felt comfortable talking about health, family, or other issues in front of men. To minimize the risk that certain individuals could have dominated the discussion, the FGD facilitators made an effort to solicit the opinions of all participants.

FGD protocols were (**Annex C**) derived from the EQs. To keep the FGDs focused and comparable, all FGDs followed a common format.

DIRECT OBSERVATION

The ET observed a limited number of WEP activities at WCAs where the ET was already conducting KIs or FGDs, using a structured DO protocol to record ET observations related to training content and contribution to WEP goals, participant engagement, gender considerations, and needed follow-up (**Annex C**). These DOs enabled the ET to learn more about the topics, facilitation techniques used by SC and its technical partners, profile of participants (both male and female), and degree of participation in the sessions. DOs contributed to the ET's responses to EQ1 and EQ2.

SAMPLING

The ET collected data in all three divisions where WEP conducts activities: Dhaka, Chittagong, and Khulna. Each division has unique characteristics that may affect WEP's performance. Dhaka is the division with the largest number of RMG factories and the highest volume of WEP initiatives. SC activities to support the formation and capacity building of TUs in Chittagong experienced challenges in 2017. Khulna is the only division where SC works in the SFP sector, which is more evenly split between male and female workers and wherein worker representation is mainly organized through Worker Participation Committees (WPCs) rather than through formal TU membership.

The ET sampled key informants (KIs) purposively, using criteria such as involvement with WEP and knowledge about the labor rights situation in Bangladesh. While the ET made concerted efforts to include both sexes in the KII sample, some stakeholder groups were disproportionately male—especially the GoB and factory management representatives. Consequently, though KIs were 70 percent male, this is representative of the sex of each stakeholder group.

FGDs took place in districts that represented each of the TUFs' and Technical Partners' work, as well as Khulna and Chittagong, the two non-Dhaka WEP districts. The ET chose districts where both C1 and C2 activities took place in order to maximize the number of FGDs that could be held each day. Within districts, the ET selected FGD participants by randomly choosing trainees from SC attendance lists. SC then invited the randomly selected participants to attend the FGDs. For FGDs with TUF leadership and WCC coordinators and organizers, the ET invited the target individual from each TUF or WCC.

DATA ANALYSIS

ET members transcribed and cleaned KII and FGD notes on a rolling basis throughout fieldwork. Team members conducted periodic internal debriefs, during which the ET discussed preliminary findings to date. Based on these debriefs and the notes, the ET created a tally sheet reflecting the key themes for each EQ and then jointly coded the interview notes and tallied the codes against these themes, including minor updates to the codes as necessary. The tally sheet included metadata such as respondent type, interview type, district, and sex. This enabled the ET to identify trends within sub-groups, including trends by sex and stakeholder type. The tally sheet: a) ensures that the ET prepares a systematic and thorough response to each EQ, b) verifies that preliminary analysis accounts for gender and social dimensions, c) identifies any gaps where additional clarification or analysis may be necessary, and d) serves as the basis for developing the evaluation report. The ET then triangulated these findings with findings from document review, and developed conclusions and recommendations based on the findings for each EQ.

LIMITATIONS

SELECTION BIAS

Selection bias is an inherent risk when implementers help to facilitate contact with project beneficiaries. Given the sensitivities involved in collecting data from workers, the ET coordinated closely with SC to organize FGDs with select SC stakeholders (technical partners, organizers, and training and service recipients). There was a risk that SC would select the most active, responsive, or engaged stakeholders—meaning that the ET might only hear from key informants or trainees who report positive experiences. To mitigate the risk of selection bias, where possible, the ET identified individuals from the initial sample of partners and beneficiaries provided by SC. This was more difficult to mitigate with stakeholders such as factory owners, where stakeholders with more cordial relations with SC were the only ones available for data collection. The ET mitigated this risk by triangulating factory owners' responses with those from other stakeholders (including beneficiaries and external stakeholders) to provide a balanced view of WEP's overall relationship with owners.

ACCESS TO INFORMANTS

The ET made extensive attempts to arrange interviews with the GoB and Bangladesh Garment Manufacturers and Exporters Association (BGMEA) representatives. Representatives of the Department of Labor, the department within the Ministry of Labor and Employment that deals most directly with TU matters, required high-level authorization, which took significant time and follow-up to obtain. The ET was ultimately able to interview the Khulna and Dhaka Joint Directors of Labor (JDLs). It was not possible for the ET to conduct interviews with the Chittagong JDL or the director of BGMEA. To mitigate the absence of these data sources, the ET interviewed KIs who have collaborated closely with BGMEA and reviewed International Labour Organization (ILO) documents representing the employers' position.

RESPONSE BIAS

Response bias is the risk that key informants may be motivated to provide responses that would be considered socially desirable or influential in obtaining donor support. For example, a training participant may provide positive remarks about an activity because s/he would like to attend such trainings in the future or because s/he wants to please the interviewer or other participants in a group. Response bias is connected to cultural and social norms and affected by gender and social ranking; if the first person who speaks in an FGD is the most senior in the group, other participants might take their cues from this person and only echo his/her responses. The ET mitigated this by prefacing KIIs and FGDs with an introduction explaining the learning nature of the evaluation and that responses would not directly affect participants' access to services, as well as by framing questions that would solicit balanced feedback. Further, responses from each KII and FGD are also triangulated with information from other stakeholders and data sources throughout the report.

V. FINDINGS AND CONCLUSIONS

EQ1: TO WHAT EXTENT HAS WEP CI BEEN SUCCESSFUL IN ACHIEVING ACTIVITY OBJECTIVES?

The discussion below assesses progress made by the WEP CI activity toward its key objectives in three main results areas: formation of active worker organizations, skills of factory workers to represent their rights and interests in their workplaces, and understanding of constructive labor relations.

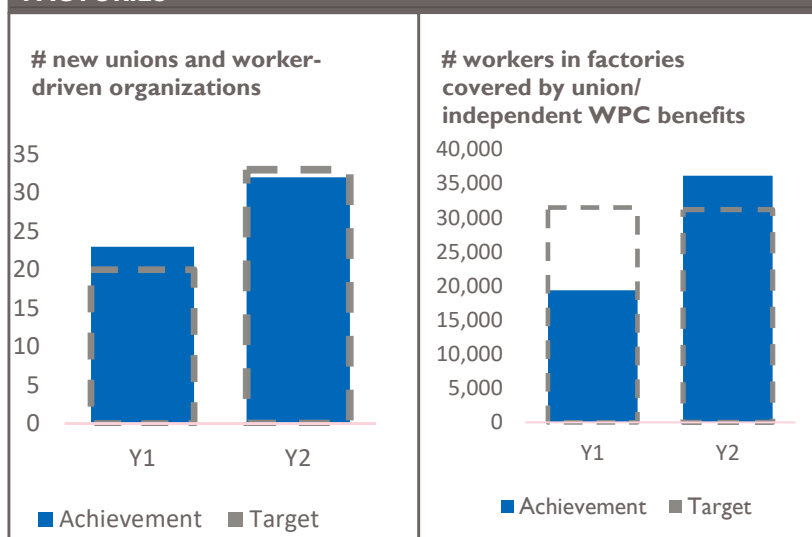
FINDINGS

Formation of Active Worker Organizations

Progress Forming New TUs and Maintaining Active TUs

WEP monitoring data show that the activity is generally achieving its indicator targets for Sub-Intermediate Result 1.1 (Sub-IR 1.1), Active Worker Organizations in Targeted Factories Established. WEP originally planned to support nine independent TUFs but dropped two in Year 1.¹³ Despite the reduced number of TUF partners,¹⁴ WEP exceeded its Year 1 targets for number of new worker organizations and met 97 percent of Year 2 targets (**Figure 2**).¹⁵ While WEP only achieved 60 percent of its Year 1 target for the number of workers (union and non-union) in organized factories covered by union/independent WPC benefits, it exceeded its Year 2 target. However, several KIs and TUF leader and organizer FGD participants noted that many TUs have been formed since WEP began but are not active due to a number of factors including unfair labor practices—namely, firing TU leaders—and factory closures. Some KIs from other organizations working on labor rights suggested that SC could improve its efforts to consolidate gains in already-formed unions, while SC mainly attributed setbacks to challenges obtaining legal registration of unions, which facilitated union-busting activities by employers. Several worker organizers also highlighted that union-busting tactics, in many cases, defeated their efforts to convert successful union organizing activities into active TUs.

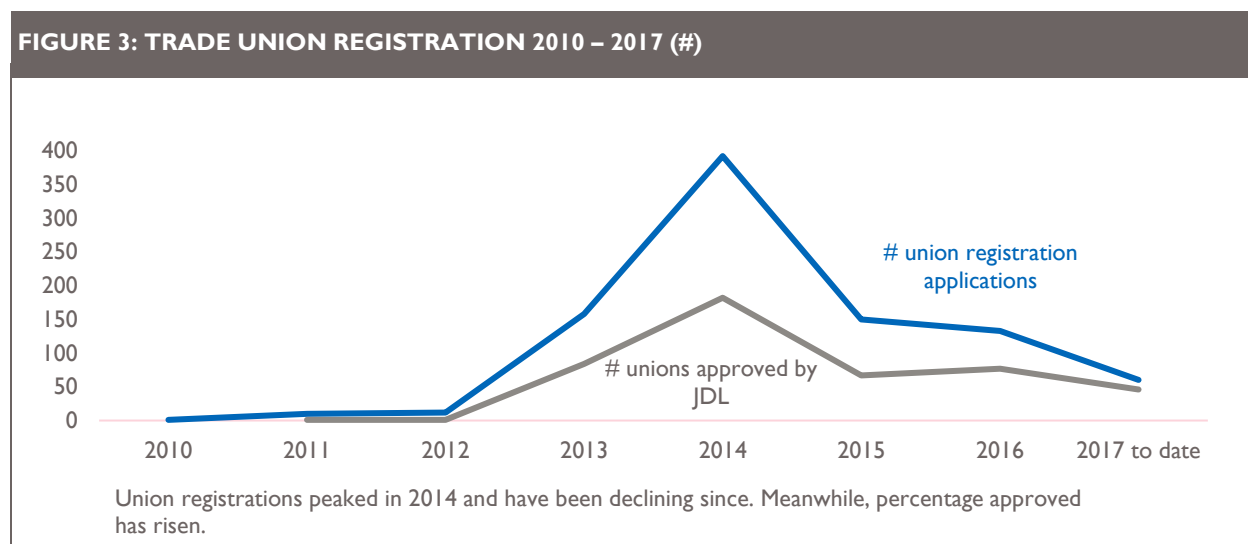
FIGURE 2: ACTIVE WORKER ORGANIZATIONS IN TARGETED FACTORIES



¹³ According to SC, the partners were dropped because they had not respected one or more conditions outlined in the partnership Memorandum of Understanding (MOU). According to its MEL plan, SC bases its work with federations on adherence to shared principles including continuing to organize workers and commitment to inclusion and development of women leaders.
¹⁴ SC mainly supports TUFs and, through them, engages TUF organizers to form new TUs and provide training and support to individual factory-level TUs. A TUF is a grouping of factory-level TUs that chose to come together under a common umbrella. Like factory-level TUs, TUFs should be led by democratically-elected leaders.
¹⁵ WEP indicator definitions consider a union to be formed when workers form an executive leadership committee and reach a legal minimum of union membership as expressed by Ka-55 forms, the legally required documents that workers must fill out that indicate their desire to form a union.

Challenging Operating Environment for TU Organizing Activities

Document review¹⁶ and KI and FGD participants' observations indicate that challenges to TU organizing have increased since WEP began implementation. According to SC data, positive trends in TU formation and registration in the RMG sector after Rana Plaza took a marked downturn beginning in 2015 (**Figure 3**); new TU registrations have decreased from a high of 182 in 2014 to 46 in 2017. Various KIs across multiple stakeholder categories described this decline in TU registration as a sign of growing employer and government resistance to independent TU activities. A government representative acknowledged high TU registration rejection rates in Dhaka in 2015 but also cited recent improvements, which are also reflected in **Figure 3**.¹⁷ Other KIs agreed with the government official that there were positive signs that TU registration was becoming easier in Dhaka while noting that rejection rates remained high in Chittagong in 2016 and early 2017.



KIs and FGD participants described owners and management using their significant financial and political power to effectively suppress TU formation and consolidation through direct threats of violence against TU organizers and emerging TU leaders. Many cited backlashes against TUs following worker demonstrations in Ashulia in late 2016 as additional evidence of challenges to TU activities during the WEP implementation period. In Khulna, WEP works through owner-sanctioned Participation Committees, which include management representatives. Both workers and management representatives described a similar dynamic of management's resistance toward workers' collective bargaining when the WPCs first formed, but noted improvements in worker productivity and protection of workers' rights since the committees became active. However, both groups also noted that these protections are still imperfect, and they see the Participation Committee as a body through which compromises are made.

Role of WEP-supported TUF Organizers

SC program managers attributed SC's ability to continue to form TUs to the positive effects of the increase in the number and capacity of TUF worker organizers supported by WEP. SC was not alone in this assessment: there was widespread agreement among KIs and TUF FGD participants that paid, full-time worker organizers are critical to expand union membership in the RMG sector. TUF leaders also affirmed that organizers enable the federations to support previously organized unions and provide assistance on

¹⁶ Key sources include the written proceedings of the ILO International Labor Conference (ILC) as well as reports from the Sustainability Compact, with members including the governments of the US, Canada, and European Union.

¹⁷ The government representative noted that to date, 75 percent of TU registration applications in Dhaka had been approved in 2017 and credited the introduction of a new Standard Operating Procedures (SOP) guiding its registration process.

areas such as the election process, dues collection, membership, and the resolution of factory-level problems with management. Several TUF leaders said that supporting worker organizers would be their top priority for current/future USAID support.

Despite its apparent success, WEP's support of worker organizers is one of its more controversial strategies, based on feedback from a variety of KIs. Several KIs criticized the practice because it was not sustainable; one also said it created division among TUFs because it favored some over others. One KI likewise shared that employers perceived the organizers as "outsiders" instigating trouble among workers. While the issue was not raised directly by the government officials interviewed by the ET.

TUF Organizer Management and Capacity Building

SC affirmed that, contractually, TUFs are responsible for managing the organizers. Based on FGDs with TUF leaders and organizers, not all TUFs have well-defined support and management systems for organizers. SC also plays a direct role in making sure that organizers are fulfilling their duties; SC CI managers indicated that they review organizer weekly reports each month and organize quarterly organizer roundtables to review progress and solve problems. SC described the use of organizer reports for individual management but did not convey a systematic process of aggregating these reports to track common issues, nor a standardized set of performance measures for organizers.

SC is the best partner – it is the only one directly...helping to organize.
– TUF Leader

In FGDs, organizers asserted that SC training and support has increased their success rates by equipping them with a clear strategy for targeting factories, including orientations to avoid competition among WEP TUFs. In addition, SC has provided paralegal training to some organizers. Several paralegal training participants testified that they are now able to handle basic worker legal issues without SC intervention; a SC manager likewise indicated that the training program had reduced TUF dependence on SC for legal services and increased TUF relevance to worker needs.

In FGDs, TU organizers also indicated varying degrees of concern about their safety. While both male and female organizers interviewed highlighted risks associated with their work, participants in one organizer FGD asserted that males were more vulnerable to violent attack. Organizers in both Dhaka and Chittagong expressed fear of violent reprisals from owners for TU organizing activities while, in Khulna, there were no reports of current issues of this type. WEP only reports on worker organizer retention rates for female organizers, an indicator for which it is achieving or surpassing its targets.

TUF leaders confirmed that dues collection was their main strategy to generate income to cover costs for organizing. According to the leaders, progress collecting dues from shop-level TU members is slow for a variety of reasons including challenges maintaining active unions and obtaining approval for automatic dues collection from employers. They affirmed that their goal is to increase the total number of paying factory TU members and the dues amount. SC tracks the number of federations contributing to the cost of core organization functions.

Use of Technological Tools

WEP is meeting its targets for supporting TUFs on the use of new technological tools, albeit in a limited number of applications. TUF leaders affirmed that WEP has assisted their organizations to compile a membership database. One TUF leader also highlighted the creation of a Facebook page. The page has slightly over 300 followers with mainly posts of news articles on RMG sector topics. Several KIs mentioned that a significant number of RMG workers own smart phones and that this represented an opportunity to educate workers that to date has largely been underdeveloped.

Worker Legal Assistance Programs

While WEP surpassed Year 1 targets for number of worker legal issues resolved, this indicator is trailing in Year 2. According to SC progress reports to USAID, about two thirds of legal issues resolved were in favor of male workers. Types of legal issues resolved (e.g., wages, severance payments) would likely affect men and women in equal proportions. Since there are more women workers but fewer women's cases, it appears that women workers may be less likely to avail TUF legal services than their male counterparts.

Based on positive comments from KIs (including from a GoB representative) and FGD participants, SC legal services are well-known and widely-respected. According to a SC program manager, legal services should be a long-term activity designed to respond to concrete needs of workers: "When workers have problems with management, they do not know how to address their problem. By assisting the Federations to provide legal aid, we are helping them to be relevant and strengthening the case for TU membership." Participants in worker and worker organizer FGDs confirmed the relevance of legal services, often citing examples of grievances with management that unions were able to help resolve. Worker organizers cited legal support from SC during the Ashulia crisis as particularly critical to deal with because of the large number of arrests and firing of TU members and workers.

Skills of Factory Workers

WEP seeks to build factory workers' capacity to defend their rights and interests in the factories. After TUs are formed, members are invited to participate in training on a variety of topics including labor law, collective bargaining, women's leadership, and TU finance and administration. Most trainings are one-day sessions held on Fridays, the workers' day off.

Outcomes Attributed to Training Programs by Participants

Participants in worker FGDs enumerated many enduring problems in their factories including excessive working hours, late wage payment, low pay, insufficient benefits, abusive behavior from supervisors, and harassment of TU leaders. However, the majority of FGD participants attributed positive changes to WEP-supported training programs: greater awareness of rights, greater women's participation in TU activities, more organized and strategic negotiations with management, and resulting improvements in working conditions such as maternity leave¹⁸ or a reduction in excessive working hours. Many worker FGD participants, who were predominantly women, affirmed that the labor law training helped them to know their rights in the workplace and encouraged them to "raise their voices" when they felt their rights were being denied.

Contributions to Building Women's Leadership

Based on ET document review and KIIs, WEP put forth three main strategies to increase the role played by women in TU leadership: encouraging TUFs to include women on factory TU executive committees, employing female organizers, and offering women's leadership training. In the last quarter of FY 2017, 24 of the 59 TUF worker organizers supported by SC were female, representing a much greater number than ever before, according to KIs. Overall, KIs and FGD participants reported progress as well as continuing challenges in engaging women in TU activities. A SC program manager affirmed that retention of factory-level women leaders is an issue, explaining that women leaders drop out due to pressure from families and communities. One KI highlighted that although

In the early days, the women did not involve themselves in union leadership. Now this is changing. Women are coming forward to be leaders.

– KI, TUF leader

¹⁸ Many women workers cited employers' greater adherence to labor laws on maternity leave, which includes the leave itself as well as reduced duties during pregnancy. Based on document review, this topic is covered by SC as well as other organizations' health and safety training, which is not directly funded by WEP.

SC was making headway building a cadre of mid-level women leaders, the majority of top TUF leaders are men, indicating there was more work to be done.

Limitations of Training

One KI was critical of the effectiveness of one-day training sessions and advocated for fewer but more in-depth approaches. “We see hundreds of one-day trainings. People come in from the factories to attend; most participants don’t have much education and many are illiterate. In one day, they’re supposed to learn about unions, CBA, health and safety, etc. Training them in everything means training them in nothing.” Both this KI and a senior SC manager agreed that there was a risk of too many training and stakeholder workshops diverting TUF leaders’ attention away from their critical, day-to-day responsibilities. One TUF organizer remarked, “We have had so much training, now we need to be coached more to improve our skills.”

One FGD organizer highlighted the importance of negotiating collective bargaining agreements (CBAs) so that workers can experience tangible benefits from having a union negotiate on their behalf for improved working conditions. Although there are examples of CBAs being signed, this is an area where several KIs pointed out that WEP support has been relatively weak. One KI further suggested that SC offer more professional support for research and negotiation of CBAs, such as training on how to conduct research on a company to prepare for negotiations or providing high-level experts to mentor union leaders in negotiation or directly support the negotiations.

SC Training Materials and Pedagogical Approaches

The ET’s direct observation of one WEP training activity, a women’s leadership training in Chittagong, uncovered both strengths and weaknesses. The session featured participatory methods and provided women TU leaders with an opportunity to meet and share experiences. Based on reports from worker FGD participants, women who had attended this type of training experienced a sense of common purpose and increased confidence. The ET, however, did not observe the trainer introduce specific methods or good practices for women TU leaders to utilize when performing their TU duties. The women learned theories behind gender differences, but not practical ways to address related challenges in the workplace.

An ET review of SC training materials and pedagogical approaches highlighted a number of good practices including participatory approaches, use of case studies, and role play. In most cases, however, the training materials were not well-structured; not all training materials clearly state learning objectives or suggested the break-down and timing of sub-activities, potentially limiting ease-of-use by trainers who had not previously participated in SC-led training.

According to one KI, SC uses pre- and post-tests to assess knowledge for labor law training and collective bargaining training but not for other training topics. These assessment results do not appear to be reported in progress reports to USAID. SC states that these pre- and post-tests are useful for helping trainers to gauge progress and reinforce key points with participants, but that low literacy of participants is an obstacle for using such tests for all trainings.

On increasing TUF autonomy in the delivery of worker education programs, according to SC program managers, SC supervises TUF personnel while they deliver labor law training, but other topics are delivered by SC staff. TUF leaders affirmed that they now have trainers who are able to deliver training because of SC support for labor organizers and their experience delivering labor law training, but TUF leaders indicated that to sustain trainings after WEP ends, they need other kinds of support such as office space and funding to cover logistical expenses. Currently, WEP provides technical support when needed.

Understanding of Constructive Labor Relations

Engagement with Employers

According to most KIs, WEP has overall made minimal progress in building trust between employers and TUs in the RMG sector. Several SC KIs attributed a lack of progress to employers' strong opposition to

Most of the factory owners think that if they have a union, they will lose.

– KII, SC Program Manager

WEP's TU organizing agenda and highlighted a negative spillover effect on SC's relationship with government officials. Other KIs represented employers' perceptions on TU formation as a threat to the industry, but one KI noted that a bit more relationship building by SC with the employers' association "would have gone a long way."

Several TUF organizers and leaders regretted that WEP had not been more successful in changing employer mindsets on TUs. TU organizers in Chittagong thought that increased occasions where TUF, employers, and government meet would be positive. Workers and worker organizers had mixed perspectives on whether training factory managers would be effective in the absence of more fundamental changes in worker/employer relations.

Based on a small sample of KIIs with factory management, there were reports of positive collaboration between WEP and management in some factories. In these factories, managers highlighted the benefits of having TUs as worker intermediaries and indicated that SC training had improved workers' dispute resolution techniques resulting in more orderly negotiations. Both employer KIs and participants in TU member FGDs highlighted that workers are making more informed demands and presenting them in a more orderly fashion using relevant mechanisms outlined in Bangladesh's labor law, i.e., submitting Charter of Demands (COD) and, in Khulna, solving disputes using Alternative Dispute Resolution (ADR) mechanisms. One employer described how, in the past, "the demands of trade union leaders might have been realistic but their attitude and approach annoyed management and created misunderstanding."

WEP appears to have been successful in Khulna due to a number of factors specific to SFP (small number of factories, greater implication of factory owners in day-to-day management, a history of tripartite cooperation arising from a previous ILO and SC project) and because SC was no longer pushing strongly for the formation of TUs there.¹⁹

Establishment of Grievance Procedures

WEP support for ADR, a specific, multi-step process for addressing workers' grievances within the factory, is still in its early stages in the RMG sector, according to document review. In Dhaka and Chittagong, ADR is only practiced in factories that have already been unionized. In Khulna, ADR mechanisms operate outside the WPCs. According to the SC program manager in Khulna, SC began piloting ADR in SFP enterprises in a previous project; the practice was slow to take off but currently is appreciated by both workers and management because it offers an alternative to more expensive and time-consuming legal proceedings. During the evaluation fieldwork, SC organized an ADR seminar in Chittagong, which was cited by some stakeholders as an example of the type of activity that might contribute to greater dialogue between TU leaders and employers. SC also mentioned previously holding additional such events in Dhaka.

CONCLUSIONS

- **Despite significant external constraints, WEP is making progress toward the formation of active, representative worker organizations in target factory clusters.** External factors are a significant drag on unionization and on keeping unions active once formed. The brief period

¹⁹ SC's implementation of WEP in Khulna builds on previous collaboration between SC and the ILO to improve working conditions in the SFP sector. While this work resulted in some TU formation, employers broke up most of these unions. In its new iteration under WEP, SC's work strengthens the effectiveness of WPC, on which both management and workers have representatives.

following the Rana Plaza collapse, during which workers were more easily mobilized to form and join unions and employers and government were less likely to resist TUF organizing efforts, was largely over by the time WEP began implementation. Despite obstacles related to the operating environment, WEP mobilized large numbers of workers to form TUs and to train TU leaders, largely meeting its activity targets.

- **WEP is progressing on CI activity objectives in large part due to the work of TU organizers, who are effective in forming new TUs and, albeit to a lesser degree, building the capacity of existing TUs. However, WEP progress reinforcing TUF financial autonomy has been limited.** While SC and TUFs have put in place adequate mechanisms for monitoring TU organizers, they are largely driven by SC rather than by the TUFs and not aggregated to enable reporting on organizer performance. While those working closely with unions broadly agree on the importance of support to organizers, those further displaced from the unions are less aware of the value organizers have added to TU programming.
- **SC capacity building programs have been effective in developing relevant TU leader skills and have laid a foundation for stronger TUFs.** Findings attribute many positive changes to WEP-supported worker education and TU leadership programs: greater awareness of rights; greater participation by women in TU activities; more organized and strategic negotiations by workers with management; and improvements in working conditions, including benefits for women workers. In the critical area of building TUF capacity to support its membership, the most significant progress was made in the areas of TU organizing, labor law education, and legal services.
- **WEP's contribution to increasing workers' and worker organizations' understanding of constructive industrial relations has been modest.** Positive relationship building between TU members/organizers and factory owners has been limited, despite isolated cases of success. WEP capacity building of workers appears effective in improving how they address their grievances to management, especially in unionized factories.
- **Overall, resistance from employers and their government allies toward independent TU organizing have resulted in an environment more conducive to conflict than constructive relations.** The level of trust between workers and employers is still quite low. WEP does not have well-developed strategies to engage with some key stakeholders including the Department of Labor, law enforcement agencies (industrial police), and factory management, whose behavior changes are key to workers' rights protection in the factories. Relationship building has been somewhat more successful in Khulna, due to a number of factors specific to SFP and, possibly, the tripartite programming approach.

EQ2: TO WHAT EXTENT HAS WEP C2 BEEN SUCCESSFUL IN ACHIEVING ACTIVITY OBJECTIVES?

FINDINGS

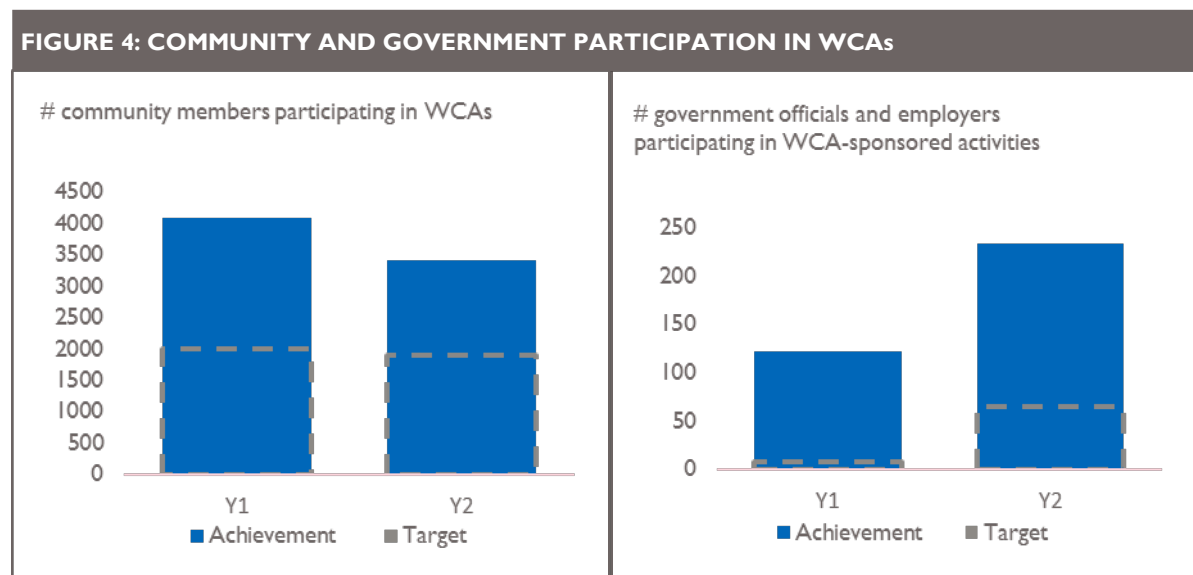
Through SC's four national technical partners, WEP C2 set out to foster worker representation in communities by opening WCCs and mobilizing workers, their families, and other community residents to participate in center activities and services. WEP charged WCC coordinators and organizers, under the direction of SC technical partners, to form worker-led community associations or WCAs, which it would support to engage with local government, other decision makers, and community members to advocate for improved living conditions. This section describes progress made by the WEP C2 activity toward achieving its key objectives in its three main results areas: worker community social networks, public services access, and women leaders' capacity.

Social Networks in Worker Communities

Engagement of Community Members in WCC Activities

SC progress reports indicate that C2 greatly exceeded its initial targets for the number of individuals who participate in WCC activities. During Year 1-2 of implementation, WCC attendees numbered over 7,500 (Figure 4), more than half of whom were either RMG or SFP workers and 78 percent of whom were female. SC and its technical partners explained this predominance of women attendees as the outcome of the centers' strong support for women's empowerment. Various KIs explained that women's needs were greater and merited more attention than those of men but that many men also participated in WCC activities. As for the proportion of workers to non-workers, KIs among center management indicated that workers were in the majority in all WCCs. One center manager thought it was important to have a mix of member profiles to foster connections between residents of differing social and economic means. Another KI said that the technical partners differed in the degree they involved factory workers, with the union-affiliated partners tending to have a stronger focus.

SC likewise reported that over 350 government officials and employers were involved in the WCA-sponsored quarterly roundtables and advocacy campaigns, suggesting successful outreach activities by WCC staff and members (Figure 4).



Formation of Worker Community Associations

The formation of WCAs has progressed in six out of ten WCCs. According to SC progress reports, Board Bazar, Tongi, Mirpur, Fatullah, Hemayetpur, and Unique have elected executive boards and developed constitutions and other bylaws. The WCA are predominantly women-led: 31 women (76 percent) have been elected to WCA executive boards. Although they reported some continuing challenges related mainly to meeting government administrative requirements, SC and NGO leaders were confident that they will be able to register an association in each WCC before the end of the WEP period of performance, which they consider the first step in ensuring C2 sustainability.

The electricity was bad before, but now it stays on for a long time. We told the area counselor about the problem, and then he was able to take action. We went together as a small group, not just as individuals, so that he would value what we say. Without this training, we never would have done this.

– FGD, Konabari

Access to Public Services

In FGDs, WCC participants described myriad examples of banding together to raise their complaints to government entities and prominent community members. One public service provider recounted that involvement with WEP enabled his office to interact with worker community members more efficiently, “SC can call 40 people together, which my office cannot do.” In every center, WCA members cited examples of improvements in their living conditions, which they attributed to WEP interventions. They also cited numerous enduring community problems such as poor road conditions, absence of gas connection, education facilities, widespread gender-based violence, and drug addiction.

One of the main C2 strategies for improving workers’ living conditions is to link them with social service providers in the community. WEP reports that 29 service providers provide services to participants in WCC activities. Services include a variety of health-related interventions such as blood pressure and weight measurement checks, vaccinations, basic and prenatal health checkups as well as access to microcredit, vocational training, and waste collection. However, fewer than planned community members are accessing these services based on the same progress reports, although SC believes that at least some of the shortfall is explained by challenges tracking who accesses services when the services are provided outside the WCC.



Image 1: Computer Training Facility at Service Provider Partner

Reported Training Outcomes

SC reported over 17,000 participants (85 percent female) in WCC training activities during Years 1-2. Based on feedback from C2 FGDs, trainings offered in WCCs were highly relevant to participants. Data on how training programs changed participant behaviors are limited to anecdotal evidence provided in SC reports and by FGD participants. Women participants reported opening a personal bank account after financial education training, taking stronger stands against abusive husbands following gender and women’s empowerment training, improving ways of dealing with conflict with their neighbors after conflict resolution training, or engagement in civic action following civic education training.

Capacity of Women Leaders

Female FGD participants often reported opposition from male family members to their participation in WCC activities. They explained that men expect women to be primarily responsible for household duties and that they fear the women would earn a bad reputation by leaving the house too frequently. In some cases, women reported that they overcame some of the resistance from men by involving them in relevant WCC activities. Whether as a direct result of WEP’s women’s empowerment training, or the sum of various trainings and networking with other WCC participants, many female FGD participants indicated that they felt empowered after attending WCC activities. The sentiment of this female worker from the Tongi WCC is representative of sentiments expressed by many participants in the six FGDs with community members:

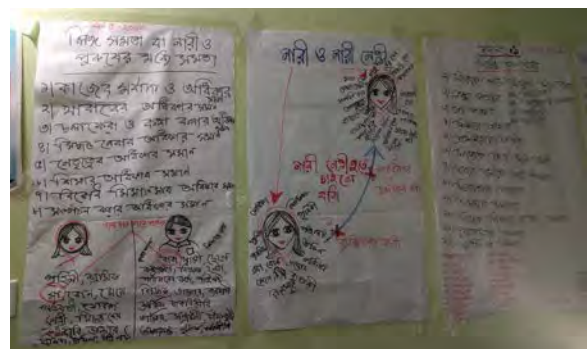


Image 2: Gender training materials at a WCC

“After joining, we feel encouraged.... We feel like we, as women, are human beings. We learn how to speak to men of power to gain things. Earlier, we didn’t know anything about these things... Now, we have the courage to say, I lead and maintain a family.”

Sustainability of WCAs

KIIs and FGDs with WCA members showed that most stakeholders do not believe that WCAs are ready to manage and sustain their associations without assistance from WEP. According to SC reports, five WCAs have begun collecting dues, however, all WCAs are currently 100 percent dependent on WEP for center rent. Some WCA leaders indicated that they could rent a smaller space and reduce center personnel in order to continue independently at some time in the future, but they needed more time before this was possible.

WCA executive committee members interviewed by the ET had ambitious goals to increase their membership and dues collection. According to interviews with WCC staff and C2 technical partner leaders, some WCAs are registered as cooperatives and intend to follow a “social business” model for their sustainability. WCC organizers and coordinators were uncertain about which key WCC activities should be preserved by WCAs in the future, assuming they became autonomous organizations. Some thought they should be structured as self-help groups and made no reference to if/how current capacity building (training, for example) and worker rights advocacy activities would continue.

CONCLUSIONS

- **WCCs appear effective in linking community members to social services where these exist, facilitating advocacy, and improving responsiveness of local government.** The large numbers of participants regularly attending WCC activities is evidence of their relevance to concerns facing the community. In every center, WCA members expressed pride in being able to address their concerns to local authorities and service providers and their satisfaction that in some cases their efforts were a catalyst for change. Despite a growing sense of empowerment, WCC participants continue to face major challenges in their communities. Overcoming inequalities rooted in prevailing social and economic power dynamics will likely require more complex strategies than are currently being used by most WCA leaders.
- **WEP C2 has contributed to educating women in worker communities on their rights and building their leadership capacity.** By effectively using a rights-based approach, WEP appears to have had a multiplier effect on women’s capacity to defend their interests in the home, in the community, and in the factory. Lower levels of male participation in WCCs do not appear to be problematic because the activity focuses on women not at the exclusion of men, who still participate in some WCC programs. WEP technical partners have given preference to women’s needs and challenges, which is appropriate in the context of WEP’s focus on worker rights in the female-dominated RMG sector and in light of high rates of discrimination and violence experienced by many Bangladeshi women.
- **WCAs, where they exist, are still nascent.** WCA leaders are not yet ready to stand alone. Moreover, early signs that some WCAs are focusing on becoming income-generating, self-help groups represents a risk that these associations, over time, will diminish their contributions to workers’ rights promotion in the broad sense originally conceived by WEP.

EQ3: TO WHAT EXTENT DO WEP C1 AND C2 COORDINATE TO ENSURE ACHIEVEMENT OF STATED OBJECTIVES?

FINDINGS

Common Use of Rights-based Approaches

As suggested by the title of the program, key stakeholders view worker's empowerment as the common thread between C1 and C2. Some even affirmed that in order for workers, especially women, to have the ability to stand up for themselves in the workplace, they need to be able to stand up for themselves at home and in their communities. Nearly all stakeholders consulted by the ET agreed that workers face a variety of problems inside and outside of their workplaces that merit attention from organizations concerned with worker's welfare.

If people remain weak, they cannot raise their voice. We teach them about their rights. We link them with organizations that can help them.

–KII, WCC technical partner

Perceived Overlap and Differences

Both activities conduct worker education, though with some differences. SC program managers explained that C1 training is very focused on building TU leader capacity in a particular factory, while C2 training reaches a broader audience including workers, their family members, and the community. An SC program manager described how some C2 training programs' content overlaps with C1 training topics, citing workers' rights components in labor law, women's empowerment, and conflict resolution training.

Based on the narratives of WCC managers and community member FGDs, C2 mostly addresses different problems than does C1 (community versus workplace issues). However, they also described some overlap, since both activities have helped individual workers to address workplace problems. For example, organizers and FGD participants reported that quarterly C2 roundtables with WCA members, government, and employers have built trust, and in some cases, contributed to more constructive workplace relationships. WCC managers likewise cited a few cases of linking workers to TU leaders to address issues in a particular factory; for example, one manager said a TU was brought in to help garment workers deal with a case of non-payment of severance pay.

Perceived Trade-offs and Advantages of Linking the Activities

According to senior SC management, even though some staff works on both C1 and C2, management of the two activities is quite separate. This stakeholder suggested that the separation increased administrative

work and hindered the development of a more integrated program. USAID indicated that the activities were not originally designed as one but became closely linked when the Agency awarded both cooperative agreements to SC. The KI said that because the activities were tendered separately, contractually they could not be joined later.

If workers are more closely tied to TUs, they will be empowered. TUs are already making visits to our center. To dispel negative perceptions of TUs, the interaction would help. If they work together, they will be doubly powerful.

– KII, WCC manager

SC program managers expressed some uncertainty about how the Components link to promote worker representation. Some KIs cited the large number of workers who have engaged in WCC activities as evidence

that many workers feel more comfortable engaging with WCAs than with TUs. Another KI highlighted that only a small percentage of workers belong to a TU and affirmed that community-based programs were better adapted to the needs of workers who frequently change employers and, in some cases, sectors. Yet another KI suggested that the WCAs appeared to be having more success collecting dues from members, showing a greater sense of adhesion.

According to an SC program manager, the technical partners that are directly affiliated with a trade union have pondered whether they should limit the focus on WCAs because offering an easier alternative to TUs might discourage workers from forming or joining a union. All four C2 technical partners affirmed the positive role of TUs during KIs. One C2 technical partner representative said that TU representatives are involved in WCC advisory boards and labor law training, opening a new means for union members to meet potential members. SC program managers cited one WCC that is used as a base by a labor organizer, and they said that three other WCCs have linked women workers to TUs and TUFs. Several KIs recounted how two WCCs were shut down during Ashulia unrest, indicating a link between the centers and worker activism in the minds of industrial police—and possible risks of too close of an association between WCAs and TUs.

CONCLUSIONS

- **CI and C2 are, as a rule, managed as separate activities; there appears to be minimal coordination to save time, effort, or budget resources.** Some SC staff time is allocated across the activities and there were isolated examples of sharing resources or facilities, but this was not the general practice. On the ground, implementation is mainly separate. The distinction between cooperative agreements, each requiring its own narrative and financial progress reports, appears to create additional administrative work and obscure whether and how the two activities relate to each other from a programmatic standpoint.
- **Strategic coordination—defined as SC’s intentional action to identify and capitalize on one activity to meet the objectives of the other—appears limited to date.** C2 interventions have the potential to create conditions for mobilizing workers to join TUs, but evidence that they are doing so is weak. The opposite may also be true; C2 interventions have potential to be a “safer” alternative to involvement in TUs and reduce incentives to join unions. However, evidence that this is taking place is also weak.
- **Overall, WEP has not articulated what the expected interaction between CI and C2 should be, and there is no theory of their expected synergies.** While WEP designers articulated the theory of how CI and C2 would, in isolation, lead to change, KIs did not reveal any existing theory of change for synergy between the two components. This likely inhibits the ability of WEP program managers to find greater efficiencies and improved outcomes from coordination of the two components.

EQ4: HOW EFFICIENT HAS SC’S MANAGEMENT STRUCTURE BEEN IN IMPLEMENTING WEP CI AND C2 ACTIVITIES?

FINDINGS

Unforeseen External Constraints

Based on ET document review and accounts from KIs, WEP faced numerous external challenges that affected implementation during the period under review. SC reported that the July 2016 Holey Artisan Bakery terrorist attack; multiple targeted killings of religious minorities, secular bloggers, and activists; and a wave of suicide bombings slowed implementation, especially

One of the best examples of where SC pulled together a group to work together was to deal with the Ashulia crackdown. There were 36 labor leaders put in jail and over 10 criminal complaints against labor leaders. SC did a fantastic job coordinating everyone who was working on this.

– KII, INGO

of activities requiring in-person inputs from international experts from outside Bangladesh. The crackdown on organized labor in the RMG sector following wage protests in Ashulia in December 2016 also had major direct and indirect consequences on WEP implementation, according to multiple accounts from stakeholders. WEP partners were among the 34

union leaders who were arrested during the unrest, while partner union and federation offices and WCCs in Ashulia and elsewhere were closed from mid-December 2016 to late March 2017. KIs also reported that the arrests and factory closures during the period increased workers' fear of involvement in union activities, slowing WEP organizing efforts. SC partners reported that SC was actively involved in responding to the crisis, in particular by supporting arrested leaders and participating in efforts to bring about a peaceful resolution.

Most Indicator Targets Met

SC is largely on track with its primary indicators, based on ET review of SC monitoring data. In Year 2, 11 of the 14 C1 indicators were at or above the expected achievement (**Table 3**). For C2, 7 of 12 were at or above the expected achievement (**Table 3**). Several of the C2 indicators achieved below targets related to sustainability: WCAs have neither as many elected boards nor dues-paying members as the ambitious annual targets set out, contributing to the sustainability-related challenges discussed in EQ2.

	Year 1			Year 2		
	# Indicators on track (90-110% achievement)	# Indicators >110% achievement	# Indicators <90% achievement	# Indicators on track (90-110% achievement)	# Indicators >110% achievement	# Indicators <90% achievement
C1	3	6	6	3	8	3
C2	3	5	4	2	5	5

SC Relationships with WEP Partners

Senior SC program staff as well as leaders from partner organizations highlighted the longstanding and supportive partnership SC has developed with its local counterparts. Having worked in Bangladesh for nearly 20 years, SC's relationship with most partners started well prior to WEP and has included work through other USAID awards such as the Global Labor Program. TUF and NGO leaders indicated that they enjoyed a very cordial relationship with SC program staff, expressing appreciation for the dedication and consistent support provided by the organization. The ET notes that it did not meet with representatives of TUFs dropped from WEP, with whom SC may have had less positive relations.

KIs with expertise in the labor sector described politicization and low levels of engagement with workers at the grassroots among some TUFs in Bangladesh, and they indicated that WEP's relatively narrow choice of TUF partners represented the highest performing and highest potential TUFs. However, several KIs noted that the criteria for how TUFs were chosen for WEP support was not clear to outsiders—and that some external audiences therefore perceived this narrow choice as favoritism.

Partner Capacity Building

SC conducts annual capacity assessments of TUF partners. The ET reviewed the assessment tools and found that they were in keeping with good practices for such evidence-based organizational development assessments. According to SC, SC staff used the tool to score the TUFs and do not share the scoring outcomes with the partners being assessed. While SC stated that it uses these assessments to structure capacity building plans with partners, SC staff were not able to articulate how they used these assessments with partners to build consensus on

[One TUF] has zero institutional capacity.... They don't do any financial administration on their own. ... They are used to SC doing things for them.
 – KII, INGO

capacity development priorities. SC has stated that it also uses more informal tools that are participatory, though the ET has not had the opportunity to review these tools and therefore cannot offer a review of the tools, the assessment results, or the assessment process. Based on interviews with TUFs, leaders view their capacity deficits primarily in terms of access to resources and made few references to issues of internal governance.

Some KIs identified SC's partnership modality as potentially impeding development of institutional capacity among its partners. Among other reasons, KIs noted that partners were losing out on opportunities to gain experience in financial administration and management. SC also explained that USG financial and administration system prerequisites for sub-grantees initially discouraged it from initiating sub-grants earlier in the WEP period of performance. According to these KIs, the high level of rigor required in such systems would require extensive capacity development with partners. Some technical partners voiced support for a move toward sub-awards for this very reason, stating that they want to better learn to manage budgets.

Measuring and Reporting Progress

The ET conducted a document review of WEP's Monitoring, Evaluation, and Learning (MEL) Plan; quarterly reports; and monitoring data submissions. The MEL Plan includes many good practices, including Performance Indicator Reference Sheets that define indicators thoroughly and a clear data flow diagram. Through review of reports and data, the ET found that SC is collecting the data anticipated by the MEL Plan. However, not all of the data SC collects is set forth in the MEL Plan. SC conducts pre- and post-tests with a subset of trainees (according to KIs, not all trainings are suitable for this type of assessment because of varying levels of trainee literacy), but these are neither set forth in the MEL Plan nor reported on in WEP progress reports submitted to USAID. SC also collects detailed data on union registration applications, successful registrations, and inactive unions. SC submits these aggregated data to USAID as an annex to quarterly reports, though they are not detailed in the MEL Plan.

The MEL Plan lacks a section on learning. In interviews, SC program managers were unable to name specific events or reflection points during which WEP specifically engages with its data for learning and activity adjustment.

The ET's document review confirms that WEP activity indicators cover all main outputs and sub-IRs. The indicators reflect sustainability goals related to dues-paying members. However, the indicators do not cover other matters that stakeholders raised as important to WEP's goal, such as whether a TU is active, a major issue that affects outcomes. CBAs, another major outcome, are subsumed under another indicator and do not have their own targets. C2 indicators do not measure the higher-level IR (Workers' Communities Rights and Interests Promoted).

Activity indicators for C1 and C2 are reported in the same format. This format includes annual targets, achievement by target, and annual achievement. However, disaggregation—whether required or not in the PIRS—is presented in the same cell as the main achievement, along with explanation. There were various small discrepancies in total between disaggregation and quarters, though these do not seem to substantively affect achievement totals. The reporting does not include a percentage of the target achieved.

CONCLUSIONS

- **Despite WEP's challenging operating environment, SC has kept C1 and C2 generally on track, indicating efficient management overall.** SC has developed a high degree of trust and common purpose with its partners over many years of cooperation preceding WEP, which appears to have contributed favorably to keeping implementation on a steady course despite unexpected events.
- **Although SC uses good practices in assessing its TUF partners' capacity, TUFs are not directly involved in diagnosing their own institutional weaknesses through SC's formal**

process. TUF leaders' apparent low levels of awareness about their organizations' internal governance-related challenges may hinder WEP's effectiveness in addressing those areas for improvement.

- **WEP contracting modalities could be improved to build greater management capacity and autonomy of local partners.** WEP's operational model of direct management versus through sub-grants is based on a mixture of legal limitations and expediency, which limits some types of capacity building that would be beneficial for TUFs and technical partners. SC's direct implementation of WEP means that partners do not need to develop the programming and financial accountability systems that USAID sub-awards require. This undoubtedly simplifies implementation and enables partners to focus on immediate activities that promote workers' rights, but it also means that partners lack incentive to improve financial management and internal governance systems to build their long-term independence. The planned move toward sub-awards for technical partners would improve this situation.
- **WEP's selection of key indicators and data reporting does not optimize understanding of results.** Monitoring and reporting do not optimally facilitate USAID oversight of WEP. Some indicators are not very useful to measure progress. WEP does not have a documented learning plan or dedicated learning activities. Though WEP collects diverse data on many C1 and C2 elements, not all the data are aggregated or reported in a way that clearly supports decision-making and management by USAID or, at times, SC.

Q5: HOW EFFECTIVE IS WEP'S ENGAGEMENT WITH EXTERNAL STAKEHOLDERS INCLUDING GOB, OTHER USAID-FUNDED ACTIVITIES, AND OTHER DONOR-FUNDED ACTIVITIES TO COORDINATE AND AVOID DUPLICATION?

FINDINGS

External Stakeholder Perception of WEP

According to document review and KIIs, SC is the primary labor rights organization in Bangladesh involved in organizing TUs and one of a few involved in TU capacity building. Many other players have different, complementary approaches, some involving work with the same federation partners as SC. All KIs were generally aware of SC's approach and work under WEP C1, though most reported less familiarity with C2 interventions. One KI recognized SC's capacity building work with mid-level labor organizers as unique, as most INGOs are working with higher-level TUF leadership. Another KI affirmed that SC's establishment of factory-level unions contributed to his organization's ability to then work with those unions.

There's no other organization in Bangladesh that's doing the work SC is doing to improve workers' knowledge of their rights and working with factory-level unions.

– KII, INGO

SC senior managers told the ET that because of their longstanding presence in Bangladesh, other organizations often consult them for information and advice. Several KIs supported this claim. One KI said, "SC is a useful resource and a good conduit to get into the labor movement here. They act both as a key informant when we're looking to understand the situation or develop an approach, and as a facilitator when we need to speak to certain parties."

Several KIs working on labor rights indicated that they use SC's data on violations of workers' rights in their own dialogues with the GoB and employers and in advocacy campaigns on FOA rights. For example, the IndustriALL Global Union cited SC statistics on violations related to TU registration and unfair labor practices during the proceedings of the International Labor Conference (ILC) Committee of Experts in Geneva in 2016.

Coordination and Capitalization of Complementary Initiatives

Coordination with Other Labor Rights Organizations

SC senior management said that they coordinate with other labor rights organizations and global TUs, especially those with representatives in Bangladesh, through regular meetings and information sharing. KIs from other labor rights organizations indicated that they have informal understandings with SC and each other to avoid duplicating efforts; six of the eight organizations interviewed explicitly mentioned having coordination meetings with SC. Based on these KIs, SC is seen mainly as being focused on capacity building for workers' legal support and organizing. Representatives from other organizations indicated that they focus on different organizational development dimensions such as TUF capacity to strategically plan, participate in social dialogue (at the sector level), support factory-level TUs' collective bargaining, and coordinate among themselves. One area of potential overlap among different organizations working in the sector is women workers' leadership capacity building, a thematic area where several organizations cited fairly in-depth programs.

Areas of Work of Labor Rights Organizations in Bangladesh

Table 4 below, which draws from ET document review and KIs, summarizes various approaches to promoting workers' rights in Bangladesh used by organizations interviewed as part of this evaluation.

Four organizations (ILO, FES, SC, and 3F) appear to be working on aspects of TU capacity building, the most common approach. No organizations are currently working on workplace cooperation or law enforcement training and reforms. SC is the only organization promoting worker representation at the community level, though others are also working in women's leadership, legal aid services, worker education, and legal and regulatory reform.

Coalition Building for Advocacy and Diplomacy

TABLE 4: AREAS OF WORK OF LABOR RIGHTS ORGANIZATIONS IN BANGLADESH							
Type of Intervention	ILO	Accord	C&A Foundation	FES	SC	3F	WCR
Legal and Regulatory Reform							
Supply Chain Pressure							
Labor Inspection strengthening							
Labor courts strengthening							
Factory building and fire safety							
Compliance strengthening (FOACB)							
Workplace Cooperation							
Supply Chain Transparency							
Worker Education							
Worker Legal Aid Services							
Living Wage Advocacy							
Trade Union Capacity Building							
Social Dialogue							
Women's Leadership							
Worker Community Associations							
Law enforcement training and reforms							

One KI asserted that labor rights organizations working in Bangladesh would be more effective on policy advocacy if they worked more closely together. For their part, SC senior management said they have tried to identify issues where there is leverage and conferred with partners to advocate on those issues. One

KI cited SC coordination of various organizations' responses and advocacy during the Ashulia crackdown in December 2016 as supportive of joint action.

In FGDs, several TUF leaders and organizers said they believed that SC efforts to document FOA rights violations had strengthened support for their cause in diplomatic forums. They cited positive engagement of the U.S. and credited pressure from the European Union on TU registration and unfair labor practices with moving the GoB to improve its stance.

Capitalization of Other USG-funded Initiatives

WEP has partnered with several USAID-funded service providers—primarily, according to the ET's observations, Smiling Sun and Marie Stopes clinics with which WCC staff have arranged member discounts, WCC-based consultations, and other special services. These clinics operate in some of the same communities as WEP C2. SC identified these partners through initial community mapping exercises at the beginning of WEP. None of the stakeholders interviewed, including SC staff at all levels, other service providers, community members, or USAID, were able to name additional, relevant USAID implementing partners operating in these areas with whom SC was not yet collaborating; however, these stakeholders also noted incomplete knowledge of what USAID-supported services might be available in their areas of operation.

Engagement with GoB

Some KIs believed more frequent, informal WEP contact and “awareness raising” with government could alter negative perceptions of TU activities, easing resistance to TU formation. SC program managers cited a history of involving the government in programs, asserting that WEP's main challenge in its relationship with the GoB was due to its support for labor organizers pitted well-connected employers' perceived interests against those of its TUF partners. A government official in Department of Labor Inspection corroborated the first part of this claim, explaining that his office had engaged productively with SC in the context of another program on building and fire safety. In Khulna, where the operating environment is quite different (see EQ1), the Department of Labor representative had given some thought to how the Department of Labor can complement workers' rights activities through more training and articulated plans to participate in more tripartite discussions with employers and laborers, time permitting. For his part, the JDL in Dhaka described fairly limited contact with SC but indicated broad support for all contributions by international donors and organizations to improve working conditions in the extremely important RMG sector.

WEP has linked C2 WCCs to local government and coordinated with them to offer additional trainings and services to workers. For example, government officials in charge of cooperative development indicated that they had included WCA members from Board Bazar in several training programs for starting cooperatives and were prepared to support them in the future. Similarly, a representative of the social welfare department of the GoB in Narayanganj described collaboration with WEP C2 on awareness raising and linking WCC participants with public social protection programs.

CONCLUSIONS

- **Duplication of donor interventions to build the capacity of TUs is low, and SC appears to be coordinating with other INGOs and donor-funded activities appropriately.** SC has a clear niche in workers' rights in Bangladesh and is widely acknowledged for the quality and relevance of its worker organizing and legal aid services. SC appears to be known by and in productive contact with the main workers' rights organizations in Bangladesh.
- **WEP leveraged other USAID-funded programs to the extent possible.** WEP C2 leveraged USAID health programs in targeted worker communities. Because easy-to-access information about other USAID-funded programs and partners was not readily available to either SC or the ET, the ET

cannot say whether greater cooperation was possible; this lack of consolidated information posed a potential limit on SC's collaboration efforts.

- **Coordination with the GoB on community-level activities is successfully leveraging public resources to improve living conditions in worker communities, but WEP has been less effective mobilizing government support on sensitive FOA topics.** Effective outreach by WCC administrators and organizers has improved access by WCA members to public services in worker communities where WEP is active. WEP is contributing to the efforts of a number of organizations and institutions to change government practices on FOA through mainly indirect channels; SC data on workers' rights violations have contributed effectively to advocacy campaigns and diplomatic efforts on behalf of TU activists and in favor of legal and regulatory labor law reforms. Feedback from KIs within the labor movement indicates that more direct dialogue with government officials to change potential negative perceptions about TUs is also needed and could be reinforced within WEP.

VI. RECOMMENDATIONS

RECOMMENDATIONS FOR USAID

1. **USAID, in consultation with SC, should develop a theory of change that elaborates how C1 and C2 are expected to influence each other.** Understanding the pathways of change should enable USAID and SC to improve coordination between the components to effect this expected change. If future programming includes both organizing and community components, their interaction should be articulated during the design process.
2. **USAID should support complementary strategies to improve the enabling environment for labor organizing.** These could include work in workplace cooperation or law enforcement training and reform, areas identified as gaps in **Table 4**, which describes the intervention areas of various organizations.

RECOMMENDATIONS FOR SC

3. **SC should strengthen worker organizer monitoring and reporting systems.** This would include developing indicators for organizer capacity and/or performance, as well as building into workflows structured learning activities to identify and share good practices. Given the importance of C1, enhanced monitoring and reporting would enable WEP to demonstrate accountability and the organizers' contributions toward WEP objectives.
4. **SC should continue its efforts to promote women leaders.** Provided other organizations are also working on strengthening women's leadership and engagement in TUs and community-level organizations, there is ample room for multiple efforts. Aspects of SC's approach that appear especially important to maintain are encouraging women to have positions of responsibility in partner organizations (as organizers, coordinators, members of TU executive committees), coaching them to assume these roles successfully, and conducting grassroots education and awareness-raising activities that teach women about their rights.
5. **SC should focus additional efforts on building TUF capacity to carry out worker education programs and services after WEP support ends:**
 - Use existing assessment tools to tailor capacity building approach with each TUF
 - Generate buy-in with a more participatory approach to capacity development
 - Replicate the in-depth paralegal training approach in other key TU member service areas, such as negotiating CBAs
 - Structure training materials that are user-friendly for trainers, including learning objectives and suggested training lengths
 - Increase use of information communication technology (ICT)
6. **SC should implement programs that convene government and employers to facilitate relationship-building.** Given the high degree of sensitivity around FOA efforts, programs that convene these groups could focus on less controversial topics such as worker health and safety, ADR, and/or areas where employer and worker interests overlap. This would initiate dialogue around important issues and create space to improve worker-management relationships. In factories where unions exist, WEP could do more workplace cooperation activities and training for middle management.
7. **SC should provide more orientation to WCAs on sustainability strategies.** For WCAs to durably promote C2's objectives of improving labor conditions in Bangladesh, they must articulate visions and action plans that more directly promote rights and advocacy while also remaining financially sustainable. Developing a sustainable CSO is likely to take longer than developing a successful

livelihoods cooperative, so WCAs may need support beyond the current WEP period for these sustainability strategies to be effective.

- 8. SC should modify some of WEP's key indicators and improve its data reporting format.** SC should also include results of assessments such as pre- and post-tests and capacity assessments in narrative reporting to enable USAID to understand progress and partner capabilities.

VII. LESSONS LEARNED

- **It is unrealistic to expect WEP TU and community organizing efforts to become financially sustainable, especially within a four-year period of performance.** Both WEP TUF and WCC community organizers have been effective in empowering workers to claim their rights, but their work will not lead to substantial cash inflows in the short term. Raising awareness on rights, building capacity to advocate for oneself and one's community, and bridging gaps between workers and service providers are critical but difficult-to-finance functions of social development organizations.
- **USAID engagement in promoting improved working conditions in the RMG sector may be too focused on TUs.** Despite often taking the brunt of Bangladesh's difficult environment for TU organizing, factory-level TU leaders and TUF leaders held out hope that employer mindsets could be changed because of the common interest shared by workers and employers in the prosperity of the RMG sector in Bangladesh. However, most TU activists interviewed by the ET feel that pressure from TUs is not enough to bring about this change; they believe more engagement by SC and/or USAID factory owners, mid-level management, and government is needed. Structured engagement in the form of additional programs or initiatives that work with employers and their organizations, as well as government, hold potential to increase USAID's sphere of influence beyond the TU movement and enable it to contribute more effectively to creating an enabling environment for improvements in workers' rights and working conditions.
- **WEP C2's community-based and holistic approaches to promoting workers' rights hold promise, so long as they do not inadvertently undermine the promotion of worker solidarity in the workplace.** Based on early lessons learned from WEP, it appears critical for both TUs and TU-friendly community associations to have a clear understanding of each other's roles and to complement each other accordingly.

ANNEX A: EVALUATION SCOPE OF WORK

Scope of Work for the Workers' Empowerment Program (WEP)

External Mid-term Performance Evaluation

USAID/Bangladesh

Office of Democracy and Governance

Activity/Project Name: Workers' Empowerment Program (WEP)

Contractor: The Solidarity Center (SC)

Agreement Officer Technical Representative (AOR): Emelda Mullick

Cooperative Agreement/contract number:

Component-1: AID-388-A-15-00003

Component-2: AID-388-A-15-00004

Total Estimated Cost (TEC):

Component-1: \$4,201,634

Component-2: \$3,298,366

Life of Project/Activity:

Component-1: May 2015 – September 2019

Component-2: June 2015 – September 2019

Activity Geographic Regions: National coverage

Mission Objective (MO) and Development Objective (DO): *MO - Bangladesh, a knowledge-based, healthy, food secured and climate resilient middle-income democracy; DO – Citizen confidence in governance institutions increased*

I. Background

There have been profound changes in the Bangladeshi labor movement since the beginning of 2013, when virtually no factory-level trade unions existed in a ready-made garment (RMG) sector with widespread worker rights violations and poor working conditions. Until recently, trade union federations and labor leaders had limited incentives to attempt to organize and represent workers in their factories as a way to improve labor conditions. Past and current experience demonstrate that employers would fire union supporters, threaten and commit acts of violence against workers and activists with impunity, and dismantle any genuine workers' organizations that tried to mobilize. Further, the government is resistant to register trade unions, which undermines workers' ability to safeguard their legal protections necessary to bargain with employers.

When the Rana Plaza building collapsed in Savar in April 2013, killing over 1,100 workers, there was widespread recognition that if the workers in the building had had a union and a collective voice to refuse unsafe work, the thousands of deaths and injuries that followed might have been prevented. This realization further magnified the need for change in the sector. These industrial disasters, followed by the US' suspension of its Generalized System of Preferences (GSP) trade benefits provided the catalyst for a new wave of union organizing in the RMG sector in Bangladesh.

Thousands of impoverished young women migrate annually to work in one of Dhaka's thousands of factories to support themselves and their families. However, they often arrive without an extended familial or social network, and enter a predatory system that piles them into unsanitary, expensive and crowded housing. They are isolated, frightened and prone to exploitation, and have limited ability to advocate for

their rights under these conditions. Many of these workers move into and become part of communities surrounding garment factories. These local economies depend on the earnings of RMG workers and taxes paid by and services provided for factories.

Considering the current situation in the labor sector, the United States Agency for International Development (USAID) stepped into supporting the workers to practice their rights of association in RMG Sector. USAID also understands that to realize transformative change within Bangladesh's RMG sector, labor interventions must go beyond the factory walls. As such, USAID extended its support to the workers to fight against social and development challenges at the community level.

Brief Description of the Workers' Empowerment Program (WEP):

WEP seeks to improve labor conditions in Bangladesh by strengthening the ability of independent worker organizations to represent their rights and interests both inside and outside the factory. The WEP has two discrete components. WEP Component 1 supports the formation of independent worker organizations in the RMG and shrimp and fish processing industry and strengthens the capacity of such organizations to defend their rights and collectively negotiate with employers.

WEP Component 1 specifically works to improve worker representation in the workplace through three objectives:

- Establish active worker organizations in targeted factories
- Increase skills of factory workers to represent their rights and interests in their workplace
- Improve understanding of constructive labor relations.

USAID's WEP Component 2 develops Worker Community Associations (WCAs) in targeted factory clusters to help workers organize independently in their communities to address the leading social and developmental challenges that their communities face. The WCAs link women workers to critically needed health, economic and psychosocial services provided by local NGOs and worker organizations.

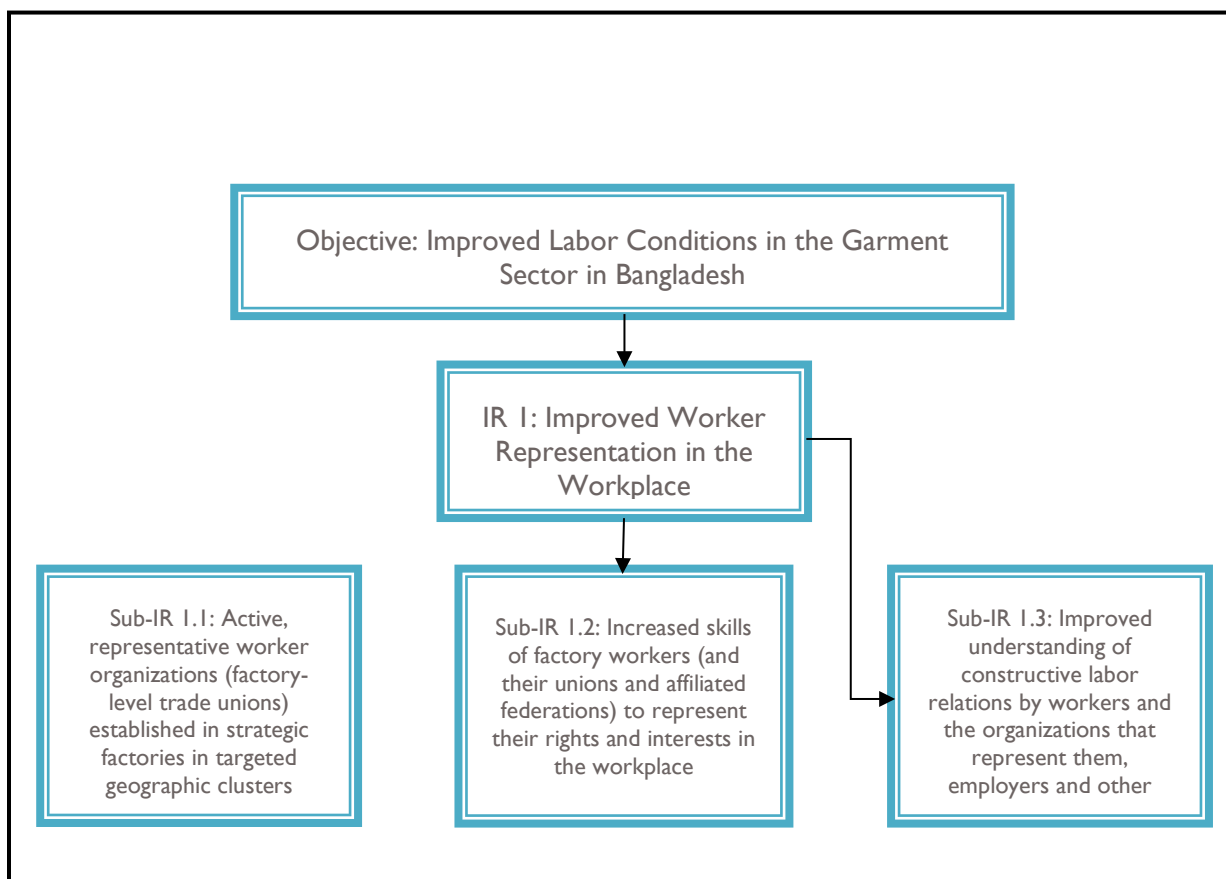
WEP Component 2 specifically works to create a sustainable, community-led platform through three objectives:

- Provide opportunities to women to be leaders and extend their worker rights advocacy beyond the factories and into their own communities.
- Support women workers to learn the art of engaging and creating a stronger social network.
- Empower WCA members to advocate for their rights and connect them to resources through community-level groups.

WEP Component-1 (C1):

The Solidarity Center (SC) proposed to take aggressive, evidenced-based approach to increase access to and the quality of independent, representative worker organizations through WEP (Component-1) activity. Previous efforts, galvanized by factory fires and collapses in 2012-13, supported notable gains in factory-based organizing in the RMG industry, including formation and registration of over 423 new trade unions in the past four years. Yet these successes are fragile, and lasting improvements in labor conditions in the RMG sector require sustained momentum based on lessons learned and existing expertise. This activity is working to build upon both these lessons and previous achievements, working under the development hypothesis that if workers are empowered with the skills and institutions necessary to act collectively in their workplaces and their communities, they will be able to protect their rights, promote their interests, and improve labor conditions. Below is the C1 Results Framework and an explanation of each intermediate and sub-intermediate results.

CI Results Framework:



Intermediate Result I (IR I)-Improved Worker Representation in the Workplace: The activity intends to improve worker representation in the workplace by supporting the formation of independent trade unions in the RMG industry and strengthening their capacity to improve worker understanding of labor rights, defend their rights and collectively negotiate with employers.

Sub-IR 1.1-Active worker organizations in targeted factories established: The activity is working to provide assistance to workers to address the challenges of trade union formation. The SC utilizes its own unique data as well as that from government and other sources to develop a map of strategic geographic factory clusters that will provide the basis of activities for both WEP-C1 and WEP-C2. WEP-C1 provides support for approximately 65 union organizers/outreach workers that will educate workers on the union formation process as well as organizational and individual leadership development. SC and organizations such as BILS provide skills-based training to the organizers/outreach workers to ensure they are successful in their efforts. To supplement these activities, the SC works with workers and their trade unions that will strengthen their education and organizing activities through mentoring and the strategic use of technology. Likewise, the SC provides legal assistance and training to workers and the organizations that represent them to address worker rights violations.

Sub-IR 1.2-Increased skills of factory workers to represent their rights and interests in the workplace: The SC provides capacity building assistance to workers and their unions that were previously organized with the assistance of the nine federations and new unions organized in the geographic clusters during the project period. For factory level union leaders this includes training on women's leadership, collective bargaining, dispute resolution, financial management and general trade

unionism. The SC also provides assistance in the form of training to federations that will include training of trainers, collective bargaining, organizational development, sustainability among others.

Sub-IR 1.3-Improved understanding of constructive labor relations: The SC works to facilitate an improved understanding of the rights of workers and the benefits of a skilled and stable workforce among receptive employers and other stakeholders including government officials. It produces and distributes materials that outline WEP and the mutual benefits of engaging in a constructive labor relationship. The SC conducts stakeholder meetings and facilitates trainings with receptive employers on interest-based negotiation. It also conducts trainings with federation partners and union leaders on how to defuse potentially volatile situations that may arise in the workplace. The WEP-I activity consults and collaborates with project partners and other stakeholders to establish a grievance and alternative dispute resolution mechanisms at different levels in order to resolve routine and unfair labor practice disputes that arise.

Development Hypothesis for WEP C1:

The SC will implement the project working under the development hypothesis that if workers are empowered with the skills and have access to institutions necessary to act collectively in their workplaces and their communities, they will be able to protect their rights, promote their interests, and improve labor conditions.

Assumptions and Potential Risks

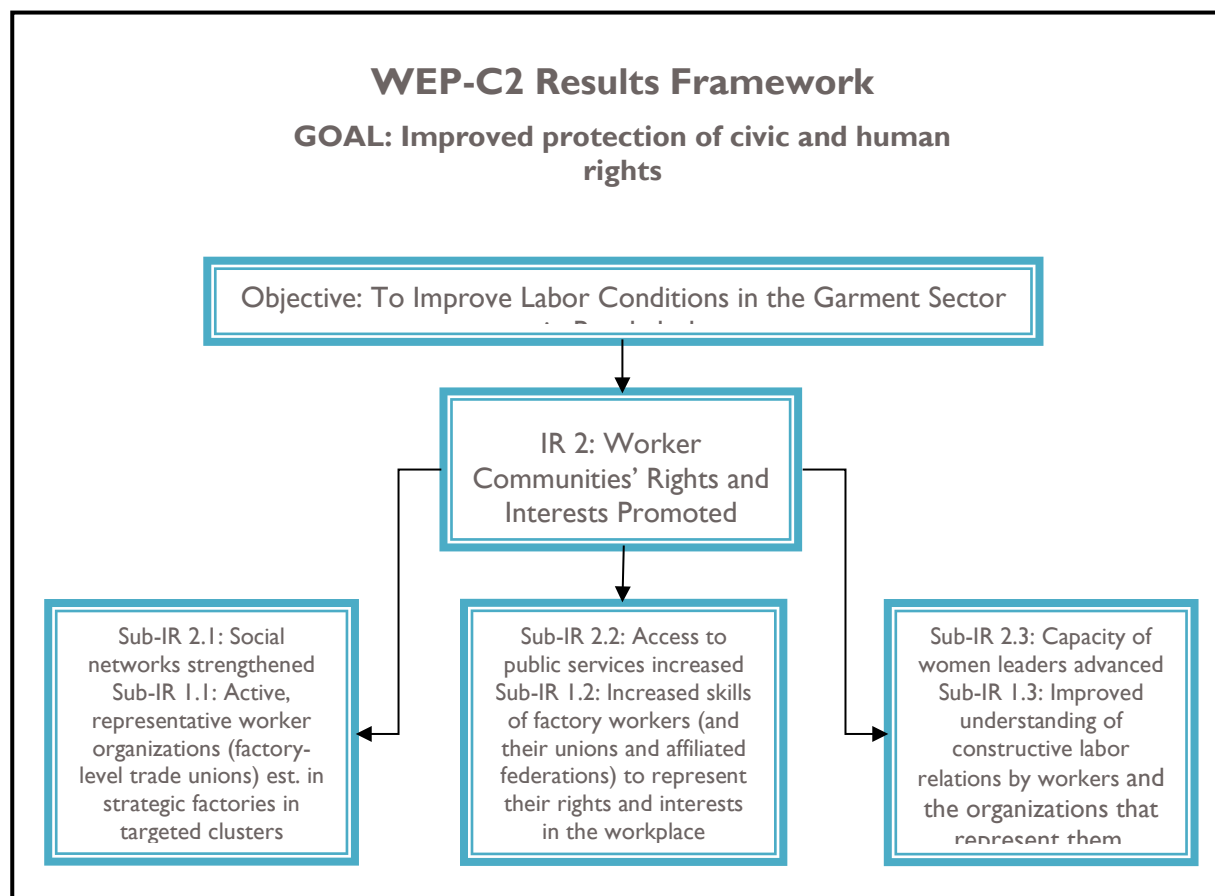
In order for the Results Framework to remain valid and achievable, the following must remain true over the course of the project:

- The Government of Bangladesh (GoB) support for union registration and enforcement of the labor law will continue, with limited exceptions
- No major relocation of garment factories outside the geographic area of focus over the term of the program
- Garment sector will continue to grow at a moderate pace, with the United States (US) and European Union (EU) as primary markets
- Incidents of employer-initiated anti-union violence and the severity of resistance to unionization decrease
- The political environment in Bangladesh remains stable

WEP Component-2 (C2):

Solidarity Center's (SC) proposed USAID Workers' Empowerment Program (WEP) Component 2 (C2) project adapts SC's proven Bangladesh Working Women's Education Center (WWEC) model to identify, cultivate and empower women to be leaders to address the leading social and developmental challenges that their communities face. By developing new Worker Community Associations (WCAs) with close ties to local NGOs and worker organizations, SC will create a sustainable, community-led platform that helps give women opportunities to be leaders and extend their worker rights advocacy beyond the factories and into their own communities. The WCAs will link women workers to critically needed health, economic and psychosocial services, among others, based on needs they and others in target communities identify. The project will contribute concurrently to WEP Component 1 (C1) activities, helping women workers learn the art of engaging and empowering a membership of people to advocate for their rights and connect them to resources through community-level groups and stronger social networks.

C2 Results Framework:



Intermediate Result 2 (IR 2)-Worker Communities' Rights and Interests Promoted: To achieve this intermediate result, the WEP-2 activity helps develop and strengthen social networks in target communities. This result is also integral to achieving the objectives under WEP-C1. The activities described below work in tandem to identify, cultivate, and empower women leaders both within their own communities and their workplaces. These networks – to be linked to WEP-C1 factory clusters – help solidify and underpin lasting and successful unionization efforts. The two components together give many of the same workers the tools they need to realize improved conditions in both their workplaces and communities. The activity seeks to improve the living conditions of workers in surrounding factory communities by developing WCAs that link to social service delivery. The WCAs help leverage social capital by providing workers the space, skills and resources to build strong social networks that work to promote workers' rights and interests.

Sub-IR 2.1-Social networks strengthened: In targeted garment communities, the SC, in coordination with the advisory board, identified an independent firm that conducted a baseline survey in targeted garment factories and community clusters (completed under WEP-C2). This survey assisted in identifying the needs of communities, which informed the types of trainings and other activities that will be implemented under the project. Under the direction of the SC and in collaboration with the entire advisory board, the four core NGOs have primary responsibility for identifying, opening, staffing and operating ten Workers Community Centers (WCCs) in the targeted clusters.

The WCCs serve as central hubs and tools for organizing and mobilizing women in the community to create Workers Community Associations (WCAs). WCAs encourage women community members to connect and develop stronger relationships with each other. In turn, these communities will be better

positioned to link up with or advocate for services, such as legal assistance, health care and workplace safety, financial planning and community security. WCAs learn about their resources and how to effectively tap into them through planning, coordination and advocacy.

Sub-IR 2.2-Access to services (both public and private) increased: In target garment and shrimp and fish processing communities, SC and its partners work to build linkages with service providers (i.e. public, private, NGO-operated, etc.) in the community (as opposed to direct service provision) that can respond to community needs. The advisory and local center boards contribute to the implementation of advocacy campaigns that will increase access to and the quality of services. WCAs conduct worker education campaigns and establish feedback mechanisms to inform and evaluate service providers. Access to prioritized services – with a focus on those services that address women workers’ needs in particular – may include:

- Healthcare (e.g. general medicine as well as specialists in reproduction, occupational and workplace safety, community/public)
- Housing (e.g. rent control advocates)
- Water and Sanitation (e.g. providers of potable water and sanitation services)
- Educational services (e.g. literacy and numeracy, financial, technical training)
- Legal (to address cases of gender-based violence, family law, labor law violations)
Psychosocial support (e.g. services preventing and addressing gender-based violence, community group and network formation, community safety, conflict resolution)

Depending upon community members’ priorities, the SC and its partners may also develop the advocacy capacity of WCAs through trainings on civic participation, women’s empowerment, conflict resolution, labor law, worker rights, etc. The SC, WCAs and advocacy NGOs conduct periodic roundtables that will involve government officials and other stakeholders so that community members will be able to collectively advocate for improved living conditions.

Sub-IR 2.3-Capacity of women leaders advanced: In targeted garment communities, a core focus of the WCAs is to develop women’s leadership abilities in the context of the activities of the WCA rather than trade union activities in their communities and workplaces and help them look for opportunities to apply newly acquired skills. To accomplish this, the SC and its partners conduct multiple mentoring, peer networking and training activities that may include:

- Communications (reading, writing and public speaking)
- Computers (basic technology and composition)
- Finance and Budgets
- Gender Dynamics
- Fundraising
- Leadership
- Training of trainer (TOT)

Throughout all three Sub-IR activities the SC coordinates with other organizations that are involved in similar capacity building work to enhance efforts and avoid duplication. These organizations include the International Labour Organization (ILO), *Gesellschaft für Internationale Zusammenarbeit* (GIZ), United Nations Development Programme (UNDP) and United Nations Women (UN Women) among others.

The development hypothesis for WEP C-2:

The SC will implement the project working under the development hypothesis that if workers are empowered with the skills and institutions necessary to act collectively in their workplaces and their communities, they will be able to protect their rights, promote their interests, and improve labor conditions.

Assumptions and Potential Risks:

Critical assumptions for effective program implementation include:

- Government officials, employers and service providers agree to support WCAs.
- No major relocation of garment factories outside the geographic area of focus over the term of the program.
- Garment sector will continue to grow at a moderate pace, with the US and EU as primary markets.
- Incidents of employer-initiated anti-union violence and the severity of resistance to unionization decrease.
- The political environment in Bangladesh remains stable.

II. Objectives of the Evaluation

This mid-term performance evaluation will review the progress made towards achieving the results/outcomes to date. The evaluation will identify any lessons learned through the half-way point of the WEP activities and suggest adaptations. Specifically, the evaluation will evaluate WEP overall technical and selected financial performances by assessing the efficacy and results of the WEP implementation approaches, management, and payment structures in meeting the objectives; make recommendations to USAID/Bangladesh concerning possible programming changes or adjustments to the second half of WEP's implementation; and analyze coordination between Component One and Component Two of the WEP activity.

The audience for this mid-term performance evaluation includes USAID/Bangladesh, US Embassy State Department in Bangladesh, GOB, The Solidarity Center, the ILO, factory owners and other bi-lateral and multi-lateral donors working to improve labor condition in Bangladesh.

The findings of the report will be used in shaping implementation as well as financial accountability, and sustainability of the WEP two activities. USAID expects the implementer of the WEP to outline their future activity and strategy considering the findings of this evaluation report. The findings of this report will also be used to inform any future programming.

III. Evaluation Questions

Evaluation Questions: Considering the objective of the mid-term performance evaluation, the evaluators will review, analyze, and evaluate the WEP activities using the following prioritized questions. Evaluation questions may be refined during the work-plan development process for this particular evaluation.

Result:

1. To what extent have WEP Component 1 and Component 2 been successful in achieving activity objectives?
2. To what extent has WEP C1 contributed to building tangible constructive relationships and improved living and working conditions under WEP C2?

Management, Finance, and Administration:

3. To what extent do WEP C1 and C2 coordinate to ensure achievement of stated objectives?

Synergy with other USAID and Donor Funded Programs:

4. How effective are the measures that have been put in place to ensure WEP does not duplicate work of other USAID or Donor projects in the sector? How effectively has WEP coordinated with other donors working in the sector?

Client Satisfaction (GoB, beneficiaries, other stakeholders):

5. What is the impression of the activity among major stakeholders: beneficiaries, GoB representatives, other I/NGOs, and donors, on components such as training provided to women beneficiaries. How satisfied are the beneficiaries with this activity?

IV. Proposed Evaluation Methodology

The evaluation team is encouraged to use a mixed method approach that would include the use of different qualitative and quantitative tools to tease out qualitative and quantitative data, and suggest alternative approaches during the planning stage. For example, given the sensitive nature of this activity, the evaluation team could suggest alternative or additional approaches that can maximize data collection and analysis.

The evaluation methodology may include the following tools; however, the evaluation team is encouraged to propose new methods of data collection and analysis in the work plan:

1.Desktop Review of Key Documents and Initial Analysis

The Evaluation Team shall review relevant USAID and sector specific documents, as well as key documents from USAID’s implementing partners and outside sources. A list of documents is included in Annex A.

The Evaluation Team will use this literature to develop an initial response to the questions listed in Section III, and to set forth hypothesized cause-effect relationships that can be tested through field research and interviews. The Evaluation Team will also use the information from desk review to design tools for conducting key informant interviews and focus group discussions.

2.Conduct Interviews in the field: The Evaluation Team will conduct interviews with USAID/Bangladesh, relevant USAID/ Washington staff, program participants, implementing partners, sub-contractors and sub-grantees, relevant GoB representatives, civil society representatives, the media, donors, and other relevant stakeholders. The Team should create a sampling frame to conduct interviews of stakeholders and field visits with 1-2 sub-grantees under each type of sub-grant. The Evaluation Team’s work plan should include an interview list and proposed field visits.

3. Conduct Focus Group Discussions:

The evaluation should conduct focus group discussions with the target beneficiaries and other stakeholders involved in implementation of the WEP activity. The Team will build on the proposed methodology and provide specific details on the evaluation methodology in the Evaluation Work Plan (see Deliverables below). The evaluation will be participatory in its design and implementation and the evaluation methodology will be finalized through further review and discussion between USAID/Bangladesh and the Evaluation Team. The methodology narrative should discuss the merits and demerits of the final evaluation methodology.

4. Mini-Survey:

This type of survey is small (30-40 participants) and can be performed rapidly in the field without analytical software such as SPSS or a large questionnaire. The sample size is not statistically significant; however, this type of analysis can be used to triangulate with other methods. Because of the small sample size this type of survey can be implemented quickly when time and resources are constrained.

In the final evaluation report, the evaluator should also detail limitations and how these limitations were addressed or how limitations were taken to account in proposing recommendations. The Evaluation Team will design appropriate tools for collecting data from various units of analysis. The tools will be shared with USAID during the evaluation and as part of the evaluation report.

The information collected will be analyzed by the Evaluation Team to establish credible answers to the questions and provide major trends and issues.

Existing Sources of Information

USAID/Bangladesh DG Office will provide documents for the desk review that are not available from other sources and contact information for relevant interviewees. The list of documents is presented in Annex A. Understandably, the list is not exhaustive and the Evaluation Team will be responsible for identifying and reviewing additional materials relevant to the evaluation.

V. Deliverables

All deliverables are internal to USAID and the evaluation team unless otherwise instructed by USAID. Evaluation deliverables include:

Evaluation Team Planning Meeting (s) – Essential in organizing the team’s efforts. During the meeting (s), the team will review and discuss the Scope of Work (SOW) in its entirety, clarify team members’ roles and responsibilities, work plan, develop data collection methods and instruments, review and clarify any logistical and administrative procedures for the assignment and prepare for the in-brief with USAID/Bangladesh.

Evaluation Design and Work Plan – Complete a detailed work plan (including task timeline, methodology outlining approach to be used to answer each evaluation question, and describe in detail the team responsibilities, and the data analysis plan). The draft work plan will be submitted within 5 working days before the international evaluation team members depart for Bangladesh to conduct fieldwork; the final work plan will be submitted within 3 days after the international team members’ arrival in Bangladesh.

Evaluation Design Matrix – A table will be prepared that lists each evaluation question and the corresponding information sought, information sources, data collection sources, data analysis methods, and limitations. The matrix should be finalized and shared with USAID/Bangladesh before evaluation field work starts. It should also be included as an annex in the evaluation report.

Data Collection Instruments – Data collection instruments will be developed and submitted to USAID/Bangladesh during the evaluation design phase prior to the commencement of the evaluation field work. The completed evaluation report should also include the data collection tools, instruments and list of people interviewed as an annex in the evaluation report.

In-brief Meeting – An in-brief meeting with USAID/Bangladesh will be held within 2 working days of international team members’ arrival in Bangladesh.

Mid-term briefing and interim meetings - The Evaluation Team Leader (or his/her delegate) will brief the DG M&E program COR on progress with the evaluation on a weekly basis, in person or by electronic communication. Any delays or complications must be quickly communicated to USAID/Bangladesh as early as possible to allow quick resolution and to minimize any disruptions to the evaluation. Emerging opportunities for the evaluation should also be discussed with USAID/Bangladesh.

Debriefing with USAID – A PowerPoint presentation of initial findings, conclusions and preliminary recommendations will be made to USAID/Bangladesh before the international team members depart Bangladesh.

Debriefing with Partners - The team will present major findings from the evaluation to USAID partners (as appropriate and as defined by USAID) through a PowerPoint presentation prior to the team’s departure from the country. **The debriefing will include a discussion of achievements and activities only**, with no recommendations for possible modifications to project approaches, results, or activities. The team will consider partner comments and incorporate them appropriately in drafting the final evaluation report.

Draft Evaluation Report – The Evaluation team will analyze all data collected during the evaluation to prepare a [draft Performance Evaluation Report](#) and submit the report within 15 working days after the departure of international team members from Bangladesh. The draft report must be of a high quality with

well-constructed sentences, and no grammatical errors or typos. The report should answer ALL the evaluation questions and the structure of the report should make it clear how the evaluation questions were answered. The draft report must meet the criteria set forth under the final report section below. USAID will provide comments on the draft report within 10 working days of submission. The Evaluation Team will in turn revise the draft report into a final Performance Evaluation Report, fully reflecting USAID comments and suggestions.

Final Report - The Evaluation Team will submit a final Performance Evaluation Report that incorporates Mission comments and suggestions no later than ten working days after USAID/Bangladesh provides written comments on the draft Performance Evaluation Report. The format of the final report is provided below.

The final report must meet the following criteria to ensure the quality of the report:

- The evaluation report must represent a thoughtful, well-researched and well-organized effort to objectively evaluate what worked in the project, what did not and why.
- Evaluation reports shall address all evaluation questions included in the scope of work.
- The evaluation report should include the scope of work as an annex. All modifications to the scope of work, whether in technical requirements, evaluation questions, evaluation team composition, methodology or timeline need to be agreed upon in writing by the technical officer.
- Evaluation methodology shall be explained in detail and all tools used in conducting the evaluation such as questionnaires, checklists and discussion guides will be included in an Annex in the final report.
- Evaluation findings will assess outcomes and impact on males and females.
- Limitations to the evaluation shall be disclosed in the report, with particular attention to limitations associated with the evaluation methodology (selection bias, recall bias, unobservable differences between comparator groups, etc.).
- Evaluation findings should be presented as analyzed facts, evidence and data and not based on anecdotes, hearsay or the compilation of people's opinions. Findings should be specific, concise and supported by strong quantitative or qualitative evidence.
- Sources of information need to be properly identified and listed in an annex.
- Recommendations need to be supported by a specific set of findings.
- Recommendations should be action-oriented, practical and specific, with defined responsibility for the action.

The format of the final performance evaluation report should strike a balance between depth and length. The report will include a cover sheet, table of contents, list of figures and tables (as appropriate), glossary of terms (acronyms), executive summary, introduction, purpose of the evaluation, scope and methodology, findings, conclusions, lessons learned and recommendations. Where appropriate, the evaluation should utilize tables and graphs to present data and other relevant information. The report should include, in the annex, any "Statement of Differences" by any team member or by USAID on any of the findings or recommendations. The report **should not exceed 30 pages**, excluding annexes. The report will be submitted in English, electronically in both word and PDF forms. The report will be disseminated within USAID. Upon instruction from USAID, DG M&E activity contractor will submit (also electronically, in English) this report **excluding any potentially procurement-sensitive information** to Development Experience Clearinghouse (DEC) for dissemination among implementing partners, stakeholders, and the general public. The DEC submission must be within three months of USAID's approval of the final report.

All quantitative data, if gathered, must be (1) provided in an electronic file in easily readable format; (2) organized and fully documented for use by those not fully familiar with the project or the evaluation; (3)

owned by USAID and made available to the public barring rare exceptions. A CD with all the data could be provided to the COR.

VI. Team Composition/ Technical Qualifications for the Evaluation Team

This Evaluation Team will be comprised of five key personnel: a team leader (US/TCN Evaluation Specialist), three team members (one US/TCN Sectoral Specialist and two Local Sectoral Specialist), and one evaluation assistant. The qualification of the team lead and team members will be consistent with Indefinite Delivery, Indefinite Quantity (IDIQ) RDMA/Bangkok requirement.

VII. Illustrative Budgeted Level of Effort (LOE)

Below is the illustrative budgeted LOE per position for this activity. Illustrative LOE may be modified based on the complexity of the activity and in accordance with the approved work plan. The Contractor will monitor labor costs across all task order activities to ensure that the approved budget for Labor costs is not exceeded.

Illustrative Budgeted LOE				
	Team Leader	Team Member	National Specialist I	National Specialist 2
Document Review and Work Plan	5	3	2	2
Fieldwork, Data collection and Analysis, and Presentation	36	36	30	30
Draft Evaluation Report	10	7	3	3
Final Evaluation Report	3	2	0	0
Total LOE	54	48	35	35

VIII. Conflict of Interest

All evaluation Team members will provide a signed statement attesting to a lack of conflict of interest, or describing an existing conflict of interest relative to the program being evaluated. USAID/Bangladesh will provide the conflict of interest forms.

IX. Scheduling and Logistics/Logistical Support and Government Furnished Property

The proposed evaluation will be funded and implemented through the new DG Monitoring and Evaluation Activity. The activity implementer will be responsible for all offshore and in-country administrative and logistical support, including identification and fielding appropriate consultants. Their support includes

arranging and scheduling meetings, international and local travel, hotel bookings, working/office spaces, computers, printing, photocopying, arranging field visits, local travel, hotel and appointments with stakeholders.

The Evaluation Team will be required to perform tasks in Dhaka, Bangladesh and also travel to activity sites within the country. The Evaluation Team should be able to make all logistic arrangements including vehicle arrangements for travel within and outside Dhaka and should not expect any logistic support from the Mission. The Team should also make their own arrangement on space for Team meetings, and equipment support for producing the report.

Schedule – tentative

Task / Deliverable	Proposed Dates (2017)
Client kick off call	TBD
Internal Team Planning Meeting #1 (remote)	Week of September 18
Review background documents and preparation for fieldwork; develop work plan and data collection tools	September 25 – October 6
Draft work plan submitted to USAID/Bangladesh	October 16
Travel to Bangladesh by expat team members	October 19/20
Internal Team Planning Meeting #2 (in country)	October 22
In-brief with USAID/Bangladesh	October 23
Submit Final Work Plan to USAID	October 25
Data collection	October 24-November 16
Data analysis in-country	
Weekly updates to COR	Once a week (on a pre-determined day) during the weeks of 10/29 and 11/12
Evaluation Team submits draft presentation for USAID/Bangladesh DG Team review; data analysis continues after submission	November 19 (by OOB)
USAID provides comments (as needed) on draft presentation; team continues fieldwork	November 19 (by COB)
Presentation and debrief with DG Team and USAID/Bangladesh	November 20
Debrief meetings with key stakeholders	November 20

Expat team members depart Bangladesh	November 21
Produce draft report	November 27- December 12
Submit Draft Evaluation Report to USAID/Bangladesh	December 13
USAID and partners review draft and provide comments	December 14-December 24
Review draft comments, edit, finalize report	December 26, 2017-January 8, 2018
Submit Final Evaluation Report to USAID/Bangladesh	January 10, 2018

X. REPORTING REQUIREMENTS

The total pages, excluding references and annexes, should not be more than 30 pages. The following content (and suggested length) should be included in the report:

Table of Contents

- Acronyms
- List of tables and figures
- Executive Summary - concisely state the project purpose and background, key evaluation questions, methods, most salient findings and recommendations (2-3 pp.);
- Introduction – country context, including a summary of any relevant history, demography, socio-economic status etc. (1 pp.);
- The Development Problem and USAID’s Response - brief overview of the development problem and USAID’s strategic response, including design and implementation of the WEP and any previous USAID activities implemented in response to the problem, (2-3 pp.);
- Purpose of the Evaluation - purpose, audience, and synopsis of task (1 pp.);
- Evaluation Methodology - describe evaluation methods, including strengths, constraints and gaps (1 pp.);
- Findings and Conclusions - describe and analyze findings for each objective area using graphs, figures and tables, as applicable, and also include data quality and reporting system that should present verification of spot checks, issues, and outcomes (12-15 pp.);
- Lessons Learned - provide a brief of key technical and/or administrative lessons on what has worked, not worked, and why for future project or relevant program designs (2-3 pp.);
- Recommendations – prioritized and numbered for each key question; should be separate from conclusions and be supported by clearly defined set of findings and conclusions. Include recommendations for future project implementation or relevant program designs and synergies with other USAID projects and other donor interventions as appropriate (3-4 pp.)
- Annexes – to include statement of work, documents reviewed, bibliographical documentation, evaluation methods, data generated from the evaluation, tools used, interview lists, meetings, focus group discussions, surveys, and tables. Annexes should be succinct, pertinent and readable. Should also include, if necessary, a statement of differences regarding significant unresolved difference of opinion by funders, implementers, or members of the evaluation team on any of the findings or recommendations.

The report format should be restricted to Microsoft products and 12-point type font should be used throughout the body of the report, with page margins one-inch top/bottom and left/right.

Annex-A: Documents for review will include, but are not limited to the following:

1. Quarterly reports of WEP C1 and C2
2. MEL plans
3. Any relevant Assessment by USAID or other donors, GoB and NGOs
4. Project description
5. Technical/Project proposal
6. Approved M&E plan
7. Approved Work Plan of each year
8. Final version of all Annual and Quarterly reports
9. DQA report(s)
10. Any other relevant event reports (inception, expo, fare etc.)
11. Case & success story- if any

ANNEX B: EVALUATION DESIGN MATRIX

EVALUATION QUESTION	DATA COLLECTION METHODS AND DATA SOURCES	INFORMATION TO BE COLLECTED	ANALYSIS METHODS
<p>RESULTS:</p> <p>1. To what extent has WEP Component 1 been successful in achieving activity objectives?</p>	<p>Document Review</p> <p>Direct Observation</p> <ul style="list-style-type: none"> • Solidarity Center/partner activities <p>KIIs (up to 1.5 hours)</p> <ul style="list-style-type: none"> • USAID WEP AOR • US Embassy in Bangladesh Labor Officer (ECON) • Solidarity Center • Trade Union Federations • GOB (Ministry of Labor and Employment, local government representatives) Representatives of other NGOs or community resource organizations that collaborate with WCC <p>FGDs (up to 2 hours)</p> <ul style="list-style-type: none"> • Participants in WEP training programs: workers who are not members of trade unions, workers who are members of trade unions • Worker Organizers 	<ul style="list-style-type: none"> • Description of participation in WEP • Perception of changes in WEP areas of impact • Perception of the quality and relevance of programmatic interventions • Identification of successful and unsuccessful program elements • Perception of inhibiting and facilitating factors for program achievement • Identification of lessons learned and good practices • Suggestions for how interventions might be improved in time that remains before project end 	<ul style="list-style-type: none"> • Content analysis • Trend analysis • Gap analysis • Comparative analysis • Gender analysis
<p>RESULTS:</p> <p>2. To what extent has WEP Component 2 been</p>	<p>Document Review</p> <p>Direct Observation (DO)</p>	<ul style="list-style-type: none"> • Description of participation in WEP 	<ul style="list-style-type: none"> • Content analysis

<p>successful in achieving activity objectives?</p>	<ul style="list-style-type: none"> • Solidarity Center/partner activities <p>KIIs (up to 1.5 hours)</p> <ul style="list-style-type: none"> • USAID WEP AOR • US Embassy in Bangladesh Labor Officer (ECON) • Solidarity Center • Implementing Partners (NGOs that manage WCCs) • GOB (Ministry of Labor and Employment, local government representatives) • Representatives of WCAs • Representatives of other NGOs or community resource organizations that collaborate with WCC <p>FGDs (up to 2 hours)</p> <p>Participants in WEP training programs: community members</p>	<ul style="list-style-type: none"> • Perception of changes in WEP areas of impact • Perception of the quality and relevance of programmatic interventions • Identification of successful and unsuccessful program elements • Perception of inhibiting and facilitating factors for program achievement • Identification of lessons learned and good practices • Suggestions for how interventions might be improved in time that remains before project end 	<ul style="list-style-type: none"> • Trend analysis • Gap analysis • Comparative analysis • Gender analysis
<p>Results:</p> <p>3. To what extent do WEP C1 and C2 coordinate to ensure achievement of stated objectives?</p>	<p>Document Review</p> <p>KIIs (up to 1.5 hours)</p> <ul style="list-style-type: none"> • USAID WEP AOR • Solidarity Center • Trade Union Federations • Implementing Partners (NGOs that manage WCCs) <p>FGDs (up to 2 hours)</p> <ul style="list-style-type: none"> • Participants in WEP training programs: workers who are not members of trade 	<ul style="list-style-type: none"> • Perceptions of the relationship between C1 and C2, both in their intentional, direct synergies and the indirect ways in which the effects of C1 and C2 influence each other • Perceptions of the management coordination between C1 and C2 	<ul style="list-style-type: none"> • Content analysis • Trend analysis • Gap analysis • Comparative analysis • Gender analysis

	<p>unions, workers who are members of trade unions, other community members</p> <ul style="list-style-type: none"> • Worker Organizers 		
<p>Management, Finance and Administration:</p> <p>4. How efficient has Solidarity Center’s management structure been in implementing WEP C1 and C2 activities?”</p>	<p>Document Review KIIs (up to 1.5 hours)</p> <ul style="list-style-type: none"> • USAID WEP AOR • Solidarity Center • Trade Union Federations • Implementing Partners (NGOs that manage WCCs) 	<ul style="list-style-type: none"> • Description of management and funding mechanisms and decision making • Perceptions of which elements of management structure and funding are most/least successful and why 	<ul style="list-style-type: none"> • Content analysis • Trend analysis • Gap analysis • Comparative analysis • Gender analysis

		<ul style="list-style-type: none">• Perception of implementation successes and challenges• Identification of factors that hinder or facilitate sustainability	
--	--	--	--

<p>Synergy with other USAID and Donor-Funded Programs:</p> <p>I. How effective is WEP's engagement with external stakeholders including GoB, other USAID-funded activities, and other donor-funded activities to coordinate and avoid duplication?</p>	<p>Document Review</p> <p>KIIs (up to 1 hour)</p> <ul style="list-style-type: none"> • USAID WEP AOR • US Embassy in Bangladesh Labor Officer (ECON) • Solidarity Center • GOB • Leaders from National Employer Federation, possibly Bangladesh Textile Mills Association (professional association of textile factory owners) • Buyer representatives (companies that source from factories in Bangladesh) • ILO • Other bi-lateral and multi-lateral donors, International Trade Union Federations, and INGOs working to improve labor conditions in Bangladesh: GIZ, UNDP, UN Women, others <p>FGDs (up to 2 hours)</p> <ul style="list-style-type: none"> • Participants in training programs: workers who are not members of trade unions, workers who are members of trade unions • Worker Organizers 	<ul style="list-style-type: none"> • Identification and description of other donor initiatives • Description of coordination or collaboration between WEP and other USAID/USG/donor programming in the sector • Identification of successful/unsuccessful coordination and collaboration and the drivers behind them • Identification of perceived gaps in existing programs to improve working conditions and promote workers' rights • Identification of opportunities for future coordination 	<ul style="list-style-type: none"> • Content analysis • Gap analysis • Comparative analysis • Gender analysis
---	--	---	---

ANNEX C: DATA COLLECTION PROTOCOLS

C.1 INFORMED CONSENT AGREEMENT - KII

Evaluators must review this form in detail with all informants before the interview and be sure that they understand it clearly before obtaining their signature. If the informant is illiterate or expresses discomfort signing the form but verbally consents to proceeding with the interview, the evaluator may sign the form to indicate that they received verbal consent.

Purpose: Assalamualaikum/Adab. Thank you for taking the time to meet with us today. My name is [NAME]. I am a researcher from an organization called Social Impact, a company that is based in the United States. Our team is in Bangladesh to conduct a study about the work of Solidarity Center delivered through a project known as the Workers Empowerment Program or WEP for short. Solidarity Center provides assistance and training to independent workers organizations and workers community associations with the aim of helping workers to defend their rights and interests both in factories and in the communities where workers live. You have been asked to participate today so that we can learn more about the support you received from [Solidarity Center, or grantee/partner XX] because of your [special expertise in workers' rights/involvement as a leader in WEP activities]. We are speaking with about 50 individuals who are experts in workers' rights or involved in leadership roles in WEP activities, representing the different types and areas of WEP activities. We would like your honest impressions, opinions and thoughts about various issues related to this activity's implementation. We are independent consultants who have no affiliation with those who provided you with assistance. In addition, we are not affiliated with any trade union nor do we represent the government, employers or employers' organizations.

Procedures: If you agree to participate, we ask you to discuss your experience and opinion of the activities and services implemented under the WEP program. The interview will take about 1 hour of your time. Although we will publish our findings in a public report, all of your answers will be kept confidential. We will not be recording your name, so our notes and records won't have any information that could personally identify you. Nothing you tell us will be attributed to any individual person. Rather the report will include only a composite of all of the answers received by all of the individuals we interview. Although we may use quotes, none of the individuals interviewed will be named in the report.

Risks/Benefits: We are aware that there may be risks associated with trade union activities in Bangladesh, including retaliation at work or in the community. We have organized this meeting at a time and in a safe place to minimize such risks, so that strangers are not likely to be able to identify you as a WEP participant. You will not receive any direct benefit or compensation for participating in this study. Although this study will not benefit you personally, we hope that our results will help improve support provided to workers and their organizations in order to improve working and living conditions in and around factories in Bangladesh.

Voluntary Participation: Participation in this interview is completely voluntary. You do not have to agree to be in this study. You are free to end the interview at any time or to decline to answer any question which you do not wish to answer. If you decline to participate in the interview, no one will be informed of this. It will in no way affect your access to services provided by the project or its partners. If you would like to have someone present in the interview with you, you are welcome to bring someone for support.

Do you have any questions at this time? *[Interviewer should answer any questions]*

If you have any concerns or questions about your rights as a participant in this study, here is the contact information of people you can reach out to:

[to be given to all participants in Bengali on a separate piece of paper]

Local:

Shantanu Majumder, Evaluation Team Member

E-mail:

Social Impact:

Email:

Permission to Proceed

I understand the purpose of the interview as outlined above and understand that I can withdraw from the interview at any time and for any reason. I agree to participate in the interview (Evaluator records).

Yes No

Initials of evaluator to indicate receipt of verbal consent: _____

Date _____

C.2 INFORMED CONSENT AGREEMENT - FGD

Evaluators must review this form in detail with all informants before the start of the FGD and be sure that they understand it clearly before obtaining their signature. If the informant is illiterate or expresses discomfort signing the form but verbally consents to proceeding with the interview, the evaluator may sign the form to indicate that they received verbal consent.

Purpose: Assalamualaikum/Adab. Thank you for taking the time to meet with us today. My name is [NAME]. I am a researcher from an organization called Social Impact, a company that is based in the United States. Our team is in Bangladesh to conduct a study about the work of Solidarity Center delivered through a project known as the Workers Empowerment Program or WEP for short. Solidarity Center provides assistance and training to independent workers organizations and workers community associations with the aim of helping workers to defend their rights and interests both in factories and in the communities where workers live. You have been asked to participate today so that we can learn more about the support you received from [Solidarity Center, or grantee/partner XX]. We are speaking with about 10 groups of workers, with between 6-10 workers participating in each group discussion, who are involved in WEP activities, representing the different types and areas of WEP activities. We would like your honest impressions, opinions and thoughts about various issues related to this activity's implementation. We are independent consultants who have no affiliation with those who provided you with assistance. In addition, we are not affiliated with any trade union nor do we represent the government, employers or employers' organizations.

Procedures: If you agree to participate, we ask you to discuss your experience and opinion of the activities and services implemented under the WEP program. The FGD will take about 2 hours of your time. Although we will publish our findings in a public report, all of your answers will be kept confidential. Nothing you tell us will be attributed to any individual person. We will not be recording your name, so our notes and records won't have any information that could personally identify you. Rather the report will include only a composite of all of the answers received by all of the individuals we interview. Although we may use quotes, none of the individuals interviewed will be named in the report. However, as this is a group setting, to preserve confidentiality, we ask you not to share anything we discuss here today with anyone outside of this group.

Risks/Benefits: We are aware that there may be risks associated with trade union activities in Bangladesh, including retaliation at work or in the community. We have organized this meeting at a time and in a safe place to minimize such risks, so that strangers are not likely to be able to identify you as a WEP participant. You will not receive any direct benefit or compensation for participating in this study. Although this study will not benefit you personally, we hope that our results will help improve support provided to workers and their organizations in order to improve working and living conditions in and around factories in Bangladesh.

Voluntary Participation: Participation in this interview is completely voluntary. You do not have to agree to be in this study. You are free to leave the FGD at any time or to decline to answer any question which you do not wish to answer. If you decline to participate, no one will be informed of this. It will in no way affect your access to services provided by the project or its partners.

Do you have any questions at this time? *[Interviewer should answer any questions]*

If you have any concerns or questions about your rights as a participant in this study, here is the contact information of people you can reach out to:

[to be given to all participants in Bengali on a separate piece of paper]

Local:

Shantanu Majumder, Evaluation Team Member

E-mail:

Social Impact:

Email:

Permission to Proceed

I understand the purpose of the interview as outlined above and understand that I can withdraw from the interview at any time and for any reason. I agree to participate in the interview (Evaluator records).

Yes No

Initials of evaluator to indicate receipt of verbal consent: _____

Date _____

C.3 PROTOCOL FOR KIIS WITH TRADE UNION FEDERATION LEADERS

A. Demographic Info:

ID: [write name in the coding sheet and enter the ID code on this interview form]:

1. Interviewer Name:
2. Primary Notetaker Name:
3. WEP Component C1 C2 Both components
4. Sex of respondent (observed):
5. District:

B. Informed Consent Protocol

Use the informed consent procedures: read informed consent script and ask KII if they agree to participate.

Initials of evaluator to indicate receipt of verbal consent: _____

Date _____

C. KII Protocol for Trade Union Federation Leaders

1. Please describe your partnership with SC in WEP. (EQ 1)
2. Please describe the types of support you received from SC WEP as part of this partnership. (EQ 1)
3. How would you define an active worker organization? To what extent has your partnership with SC/WEP contributed to establishing and fostering active worker organizations in targeted factories? What factors have enabled/constrained progress in this area? (EQ 1)

Probe: Have you been able to organize in new factories since the beginning of WEP C1? If so, in how many factories? How many TU were you able to register under your federation in the same time period? Has the membership in existing worker organizations been affected? Were there other factors that helped with this besides WEP?

4. To what extent has assistance provided by SC/WEP to your Federation contributed to your capacity to increase the knowledge and skills of workers to represent their rights and interests in the workplace? What factors have enabled/constrained progress in this area? (EQ 1)

Probe: Has WEP affected your ability to conduct worker education programs about labor laws and their rights? How? Has your federation signed new CBAs since the start of WEP? If so, how many? Have worker participation committees been affected? How? Have outcomes for men and women workers been the same or have they differed?

5. To what extent has your partnership with SC/WEP changed or influenced the relationship between workers and employers? What factors have enabled/constrained progress in this area? (EQ 1)

Probe: Has the way that workers' grievances are handled by your federation changed since the start of WEP? How? Has there been any change in the number of disputes that go through Alternative Dispute Resolution (ADR) mechanisms? Has there been any change in the general climate of worker/employer relationships in unionized factories since the start of WEP? Has there been any change in gender dynamics in the factories?

6. To what extent has your partnership with SC/WEP contributed to building your capacity to address the particular concerns of women workers? What are some examples of concerns specific to women workers? What are ways that these concerns might be addressed? What factors have enabled/constrained progress in this area? (Cross Cutting)

Probe: Has the partnership contributed to a larger number of female trade union leaders? Greater attention to issues affecting women such as discrimination, sexual harassment, access to maternity leave, child care, etc.

7. In which area (establishing active worker organizations, educating workers, improving understanding of constructive labor relations, addressing the particular concerns of women workers) do you consider you have made the most progress? ...the least progress? Please explain. (EQ1)

8. SC/WEP is also providing assistance to improve workers' living conditions in factory communities through the formation of Worker Community Associations. What is the interaction between your activities and the WEP activities in the community? Please provide examples. (EQ3)

Probe: Do your activities build on any of the community activities? Do the community activities build on any of your activities? Do the community activities change attitudes in a way that affects your activities?

9. Do you think that WEP has been effectively managed? Do you have any suggestions for how management could be improved?

Probe: Has the level of communication between your Federation and SC personnel been adequate? Have the roles and responsibilities for project implementation been clearly defined? Have resources been allocated and disbursed in a timely manner?

10. To what extent do you think that the results of your partnership with SC/WEP will be sustained after the close of WEP? (EQ4)

Probe: Are you taking any steps to prepare for when WEP ends?

11. Are you receiving technical or financial support from other international organizations, trade unions or NGOs? If you feel comfortable sharing, which other organizations and how have they supported you? (EQ5)

Probe: How does the work of these other organizations complement or fill gaps in the support you receive from SC?

C.4 PROTOCOL FOR KIIS WITH WORKERS COMMUNITY CENTER TECHNICAL PARTNERS

A. Demographic Info:

ID: [write name in the coding sheet and enter the ID code on this interview form]:

1. Interviewer Name:
2. Primary Notetaker Name:
3. WEP Component C1 C2 Both components
4. Sex of respondent (observed):
5. District:

B. Informed Consent Protocol

Use the informed consent procedures: read informed consent script and ask KII if they agree to participate.

Initials of evaluator to indicate receipt of verbal consent: _____

Date _____

C. KII Protocol for Workers' Community Center (WCC) Technical Partners

1. Please describe your role in SC WEP. What types of support have you received from SC WEP to enable you to carry out this role? (EQ2)
2. To what extent has your work with SC/WEP influenced workers' engagement with other community members and community based organizations in worker communities? Please give specific examples. What factors have enabled/constrained progress in this area? (EQ 2)

Probes: Were you able to....

- facilitate the creation of workers community associations (WCA)?
- attract members from the community to come to the WCC?
- attract members from the community to join the WCAs?
- form representative governance/sustainable structures for the associations?
- facilitate WCA engagement with workers living in the community?
- facilitate WCA engagement with local government officials and employers?

3. To what extent has your work with SC/WEP changed community members' access to social services in targeted worker communities? What are some examples? What factors have enabled/constrained progress in this area? (EQ 2)

Probes: Has your work enabled community members to... increase knowledge of available social services through the WCCs? ...link with existing social service providers? ...to advocate for improvements in social services? Do you perceive any differences in outcomes for men vs. women?

4. To what extent has your work within SC/WEP contributed to empowering women to be leaders? Please provide examples. What factors have enabled/constrained progress in this area? (Cross Cutting)

Probes: Has your work enabled community members to...understand the specific challenges facing women in your communities?...advocate in favor of gender equality?address issues affecting women such as gender-based violence...promote women to positions of leadership within the WCA?

5. Which types of interventions or strategies have been most effective in promoting community members' rights and interests? Which have been less effective? (EQ2)

Probe: How would you rank the following interventions in terms of their effectiveness?

- Linking members to social service providers in the community
 - Conducting advocacy to local government representatives
 - Conducting needs assessments
 - Other to be identified.
- 6. Have there been any improvements in living conditions in the factory communities in the last two years to which you think SC/WEP support strongly contributed? If so, what are some examples? (EQ2)**
- 7. SC/WEP Component 1 is also providing assistance to Workers' Organizations to improve workers' representation in the factories. What is the interaction between your activities in the centers, WCAs, and WEP Component 2 activities to increase worker representation in factories? Please provide examples. (EQ3)**

Probe: Do trade union organizers conduct activities in the WCC? Do you raise awareness about trade unions and workers' rights inside factories through WCC activities?

8. Do you think that WEP has been managed efficiently? Do you have any suggestions for how management might be improved? (EQ4)

Probe: Has the level of communication between your Federation and SC personnel been adequate? Have the roles and responsibilities for project implementation been clearly defined? Have resources been allocated and disbursed in a timely manner?

9. To what extent do you think that the WCAs will continue to operate after WEP ends? Why or why not? What kinds of things has the WCA done to help ensure it will continue operating? (EQ 4)

Probe: Have you been able to establish other sources of funding for WCC management? Are WCA in need of additional skills for center management? Fundraising?

10. Are you receiving support for your work to improve living conditions in factory communities from other international organizations, trade unions, industry owners through CSR or NGOs? If you feel comfortable sharing the information, which organizations and types of support? (EQ5)

Probe: How does the work of these other organizations complement or fill gaps in the support you receive from SC?

C.5 PROTOCOL FOR KIIS WITH BANGLADESH GOVERNMENT OFFICIALS AND REPRESENTATIVES OF OTHER DONORS/INTERNATIONAL ORGANIZATIONS, INTERNATIONAL TRADE UNION FEDERATIONS, INGOS

A. Demographic Info:

ID: [write name in the coding sheet and enter the ID code on this interview form]:

1. Interviewer Name:
2. Primary Notetaker Name:
3. WEP Component C1 C2 Both components
4. Function/job of the Individual
5. Organization
6. Sex of respondent (observed):
7. District:

B. KII Protocol for Bangladesh Government officials and representatives of other Donors/International Organizations, International Trade Union Federations, INGOS

1. Please describe the role/mission of your organization and your main activities in the areas of improving working conditions in RMG/SFP factories and/or living conditions in worker communities.
2. What are the main factors enabling/constraining improvements in workers' representation and constructive relationships between worker' organizations, government and employers? (EQ1)

Probe: Any difference between men and women workers?

3. What are the most important issues enabling/constraining workers' ability to achieve improvements in their living conditions in factory communities? (EQ2)

Probe: Any difference between men and women workers?

4. Please describe your involvement (if any) with SC/WEP. Please characterize how informed you are about SC/WEP activities.

Probe: Have you participated in any of the activities i.e. training, meeting, workshop, or events organized by WEP? Do you interact with SC or its main partners (trade union federations, factory-level trade unions, workers community centers, or workers community associations) in the course of your duties?

5. What is your perception of the work done by SC/WEP in the area of increasing worker representation in the factories? (EQ1)

Probe: Do you think the type of work performed by SC is relevant to the needs of factory workers (male/female)? Do you think it has changed workers' ability to have their rights and concerns addressed by factory management? How has it affected relationships between managers and workers?

6. What is your perception of the work done by SC/WEP in worker communities to improve living conditions for women and men? (EQ2)

Probe: Do you think the type of work performed by SC/WEP and its technical partners is relevant to the needs of community members? What is your opinion of the quality and effectiveness of services provided? Are you aware of ways that SC/WEP interventions may have addressed the specific concerns of women/men in the community?

7. To what extent does the work of SC coordinate with or complement the work of your administration/organizations to improve living and working conditions for women and men in the RMG/SFP sector(s)? (EQ 5)

C.6 PROTOCOL FOR FGDS WITH WORKER ORGANIZERS

(Use the informed consent procedures)

A. Demographic Info:

ID: [write name in the coding sheet and enter the ID code on this interview form]:

1. Interviewer Name:
2. Primary Notetaker Name:
3. WEP Component C1 C2 Both components
4. District

Respondent #: 1 2 3 4 5 6 7 8 9 10

Sex of respondent:

B. Informed Consent Protocol

Use the informed consent procedures: read informed consent script and ask organizer(s) if they agree to participate.

Initials of evaluator to indicate receipt of verbal consent: _____

Date _____

C. FGD questions for Worker Organizers

Ice Breaker: Participants will be asked to think of a word or short phrase responding to: “how I describe the current situation of workers’ rights in the RMG/SFP factories in my area” (if necessary, prompt “improving” “disrespected” “good” “terrible”)

We will ask each participant to introduce herself/himself and share his/her word or short phrase. Any organizer that does not feel comfortable participating in the exercise will not be forced to do so.

1. In your role as a worker organizer, what are your main objectives and activities? (EQ1)

Probe: Do you have a MOU or Job Description? How do you relate your job description to your organizing works? How frequently do you visit the factories or meet with factory workers for organizing purposes? On days when you do not visit a factory or provide training to workers, how do you support the federation? How frequently do you report back to the federations and or SC? What are some examples of reports?

2. What types of support have you received from SC/WEP? (EQ1)

Probes: Have you received training? Mentoring? Other types of support? How often do you meet with SC program staff? What types of issues are discussed?

3. In what ways, if any, has SC/WEP support changed how you work? (EQ 1)

Probe: In which ways have you been able to apply the skills you learned from SC in your day-to-day work with factory workers? What are some examples?

4. What, if anything, has changed since 2015 because of your attempts to improve worker representation in RMG/SFP factories? (EQ 1)

Probe: To what extent have you been successful in educating workers about their labor rights? Have the numbers of workers who participate in union activities changed? Have you been able to provide assistance to workers to address their grievances with factory management? Has the relationship between workers and factory management changed? What are some examples?

5. To what extent have you been able to help women workers to have their particular concerns in RMG/SFP factories addressed by factory management? What are some examples? Were there any challenges? Are there examples where you did not succeed? (Cross Cutting)

6. What have been the most significant obstacles you have faced in carrying out your work? (EQ 1)

Probes: What types of resistance have you encountered? From whom?

7. To what extent has support from SC/WEP enabled you to overcome some of these challenges? Please provide examples. (EQ 1)

8. How confident are you that you will be able to continue your work when the support provided by SC/WEP concludes? (EQ 4)

Probes: Do you think your Trade Union Federation will be able to provide you with adequate support to continue? What are your most important areas of concern? Coaching and Technical Assistance? Personal safety? Do you anticipate any personal safety challenges when WEP ends?

9. What additional efforts are needed to ensure that you are able to continue your work after SC/WEP support? (EQ 4)

10. How can support offered by SC/WEP be improved or adapted to be more effective in building your capacity as organizers? (EQ 1,4)

C.7 PROTOCOL FOR FGD WITH WORKERS/PARTICIPANTS IN TRADE UNION FEDERATION SPONSORED ACTIVITIES

A. Demographic Info:

ID: [write name in the coding sheet and enter the ID code on this interview form]:

1. Interviewer Name:

2. Primary Notetaker Name:

3. WEP Component C1 C2 Both components

4. Sector: RMG SFP

5. District

Respondent #: 1 2 3 4 5 6 7 8 9 10

6. Sex of respondent:

B. FGD questions for workers/participants in Trade Union Federation Sponsored Activities

Informed Consent Protocol

Use the informed consent procedures: read informed consent script and ask workers if they agree to participate.

Initials of evaluator to indicate receipt of verbal consent: _____

Date _____

Ice Breaker:

We will ask each participant to introduce herself/himself and list some of the trade union federation sponsored activities in which they have participated. (Note: one or more groups may be organized to mainly include participants of a particular activity such as paralegal training).

Exercise: The FGD Leader will ask volunteers to suggest workers' priority concerns. The facilitator will write these on big pieces of paper around the room. Areas of concern might be:

- Building and Fire Safety in factories; Better wages and benefits; Right to form independent trade unions; Right to negotiate collective agreements; Other improvements in working conditions (to be identified with participants, examples include shorter working hours, on time payment of salaries, better treatment from supervisors)

Each participant will be given three colors of *post its* (the gender of participants will be noted on the *post it*) and will be asked to stick one color *post it* on the area of concern that is their top priority, another color on the area that their lowest priority, and finally a third color on the area of concern in which they believe there has been the most progress in the last two years. Evaluation team members will assist workers who cannot read to choose the correct sheet (and symbols will also be used). **(EQ1)**

Establishing framework for discussion

The FGD discussion facilitator will explain that we are interested in learning about capacity building and other support they have received through SC/WEP to help improve worker representation in their factories. The facilitator will ask participants to define what is meant by worker representation. At the end of the short participative exercise, the participants should have consensus on the definition. Ideally, it should include the following elements:

- Workers are allowed to create and register independent representative bodies to represent their collective interests to employers;
- Workers are able to freely elect their representatives without interference from management;
- Worker representatives are not under the domination or control of an employer or group of employers;
- Workers are allowed to engage in collective bargaining with employers to secure better wages, benefits and other improvements in their working conditions.

The facilitator should suggest these for the FGD's consideration if they do not naturally arise.

FGD Questions

- 1. Based on the definition above, what are the main factors facilitating and/or limiting worker representation in your factories? (EQ1)**

Prompt: Weaknesses in laws and regulations? Lack of worker knowledge of their rights? Resistance from employers? Resistance from government?

- 2. To what extent has participation in (name of Trade Union Federation/Trade Union) training and other capacity building activities been useful to address the areas of concern we listed in the opening exercise? What are some examples? (EQ1)**

Probe: Did it help you to: improve your understanding of workers' rights? ... communicate the importance of trade union organization to other workers? ...discuss grievances with factory management? ...solve any problems you had with factory management? Where has it been less effective?

- 3. Do you think anything has changed in worker representation since 2015 due to the efforts of (name of Trade Union Federation/Trade Union)? If so, what are some examples? (EQ1)**

Probe: Have new factory-level trade unions been created? How many since WEP began in 2015? Has there been an increase in the numbers of workers who participate in union activities? Have any collective bargaining agreements (CBAs) been negotiated and approved? How many CBAs were approved and negotiated during the life of the project? Has anything gotten worse?

- 4. To what extent has the efforts of (name of Trade Union Federation/Trade Union) enabled women workers to represent and/or find solutions to their particular concerns in RMG/SFP factories? What are some examples? What are the main challenges? (CC)**
- 5. Have you received training and other kinds of support from any other International Organizations, International Trade Union Federations or INGOs? Which organizations? What kind of support? (EQ5)**
- 6. Do you have any suggestions for how (name of Trade Union Federation/Trade Union) meetings, training and other capacity building activities could be more**

helpful in enabling you to address the areas of concern we listed in the opening exercise? (EQI)

C.8 PROTOCOL FOR FGD WITH COMMUNITY MEMBERS/PARTICIPANTS IN WORKER COMMUNITY ASSOCIATION ACTIVITIES

B. Demographic Info:

ID: [write name in the coding sheet and enter the ID code on this interview form]:

1. Interviewer Name:

2. Primary Notetaker Name:

3. WEP Component C1 C2 Both components

4. Sector: RMG SFP

5. District

Respondent #: 1 2 3 4 5 6 7 8 9 10

7. Sex of respondent:

B. Informed Consent Protocol

Use the informed consent procedures: read informed consent script and ask participants if they agree to participate.

Initials of evaluator to indicate receipt of verbal consent: _____

Date _____

C. FGD questions for community members/participants in Worker Community Association Activities

Ice Breaker:

After introducing the members of the evaluation team, we will ask each participant to introduce herself/himself and list some of the WCA sponsored activities in which they have participated. (Note: if relevant, one or more groups may be organized to mainly include participants of a particular activity).

Exercise: The FGD Leader will ask participants to suggest key needs in worker communities. The facilitator will write these on large pieces of paper and tape them around the room. Examples of key needs might include:

- Access to health services
- Access to affordable, decent housing
- Access to basic municipal services (water and sanitation)
- Access to legal services
- Ability to advocate to local government for improvements in social services
- Other improvements in living conditions (to be identified with participants. Example may include: community child care facilities, public transportation)

Each participant will be given three colors of *post its* (the gender of participants will be noted on the *postit*) and will be asked to stick one color *post it* on the area of concern that is their top priority, another color on the area that their lowest priority, and finally a third color on the area of concern in which they believe there has been the most progress in the last two years. Evaluation team members will provide assistance to illiterate participants to identify the correct paper (and symbols will be used). **(EQ 2)**

Establishing framework for discussion

The FGD discussion facilitator will provide a short introduction explaining that we are interested in learning about their experiences within the SC/WEP program related to capacity building and other support that they have received from (name of WEP Technical Partner) in order to form worker community associations. The facilitator will ask participants to define what is meant by a worker community association and what its main objectives are. At the end of the short participative exercise, the participants should have consensus on the definition. Ideally, it should include the following elements:

- WCA are associations that workers may join to collectively represent their interests in their communities;
 - WCA are associations that elect a governance body to lead the association without outside interference;
 - WCA collaborate with service providers in the community to increase members' access to social services.
 - WCA conduct advocacy to local government others in position of authority to improve living conditions in worker communities.
1. **Based on the definition above, what (if any) are the main factors facilitating or constraining the creation of WCAs and their ability to be effective? (EQ2)**
 2. **To what extent has participation in (name of WEP NGO Technical Partner) meetings, training and other capacity building activities been useful to address the concerns we listed in the opening exercise? (EQ2)**
 3. **Do you think there have been any changes in living conditions since 2015 that are due to the efforts of (name of WEP NGO Technical Partner)? If so, what are some examples? (EQ2)**
 4. **To what extent has (name of WEP NGO Technical Partner)'s work enabled women members of the community to find solutions to their particular concerns? (CC) Have there been any challenges?**
 5. **For those of you who are workers in garment factories, to what extent has participation in (name of WEP NGO Technical Partner) meetings, training and other capacity building activities been useful to address concerns in the factory? (EQ3)**
 6. **Have you received training and other kinds of support from any other International Organizations, International Trade Union Federations or INGOs? Which organizations? What kind of support? (EQ4)**

7. Do you have any suggestions for how (name of WEP NGO Technical Partner) meetings, training and other capacity building activities could be more useful in helping you to address the concerns we listed in the opening exercise? (EQ1)

C.9 PROTOCOL FOR KII WITH USAID

A. Demographic Info:

1. ID: [write name in the coding sheet and enter the ID code on this interview form]:
2. Interviewer Name:
3. Primary Notetaker Name:
4. Sex of respondent:
5. Function/Job of the individual:

B. KII questions for USAID

1. Under C1, which SC/WEP activities or sub IRs do you consider particularly successful/unsuccessful? Why? (EQ1)
2. Under C2, which SC/WEP activities or sub IRs do you consider particularly successful/unsuccessful? Why? (EQ2)
3. What external factors are best facilitating WEP's achievement of the activity goals and objectives? Which factors most constrain WEP's achievement of the activity goals and objectives? (EQ1,2)
4. To what extent have C1 and C2 strategies and activities overlapped? What examples are there (if any) of SC/WEP creating program, financial or administrative synergies between the two components? (EQ3)
5. What changes (if any) to existing strategies and activities are needed to improve WEP effectiveness? (EQ1, 2)
6. To what extent has WEP integrated cross cutting concerns related to gender into the activity? Please provide examples. If not, what more might be done? (CC Gender)
7. What unintended outcomes from each activity have you seen thus far, if any? (CC)
8. To what extent and how has SC built the capacity of its Trade Union Federation partners and technical partners (WCC NGO) capacity to sustain activities beyond the conclusion of WEP? (EQ 4)

9. To what extent and how do you think SC has effectively managed WEP so far (programmatic, admin, finance)? Do you have any particular concerns about any of SC implementation modalities? (EQ4)
10. How can SC improve its management moving forward?(EQ4)
11. What examples are there (if any) of SC/WEP coordinating with other USAID or US Government (State Department, USDOL) funded programs? With other donor-funded programs aimed to improve labor rights in the RMG and SFP industries? (EQ5)
12. How might SC/WEP improve its coordination with other US government programs moving forward? How might it improve its coordination with other donor-funded programs? (EQ5)
13. What lessons have been learned in the implementation of the SC/WEP to date? (CC Lessons learned)
14. What (if any) have been the good practices used by SC WEP that you think might be useful to other organizations working in the area of labor rights for RMG and SFP workers? (CC)
15. Do you have any other feedback that you would like to share that was not covered by these questions? (CC)

C.10 PROTOCOL FOR KII WITH SC

A. Demographic Info:

- 1. ID: [write name in the coding sheet and enter the ID code on this interview form]:**
- 2. Interviewer Name:**
- 3. Primary Notetaker Name:**
- 4. Sex of respondent:**
- 5. Function/Job of the individual:**

B. KII questions for SC

- 1. Toward which objectives has SC/WEP made the greatest progress thus far (please provide examples)? Please highlight factors that have contributed to progress toward this objective. (EQ1, 2)**
- 2. Toward which objectives has SC/WEP made the least progress thus far (please provide examples)? Please highlight factors that have hindered progress toward this objective. (EQ1, 2)**
- 3. Which activities were most effective under each IR? (C1: active worker organization, worker with improved skills, understanding of constructive labor relations. C2: improved social networks, access to social service, women's leadership)? Please explain why you think they were effective. (EQ1,2)**
- 4. Which activities were least effective under each IR? Please explain why you think they were not effective. (EQ1, 2)**
- 5. What are the most significant obstacles/constraints in WEP's ecosystem or implementing environment that hinder progress? How is SC/WEP adapting its strategies to deal with unforeseen obstacles/constraints? (EQ1,2)**
- 6. Do you think that cross-cutting concerns related to gender (identifying and addressing the particular needs of women participants, collecting sex disaggregated data, balance of male/female personnel on project team) have been adequately integrated into WEP? Please provide examples. If not, what more might be done? (CC Gender)**
- 7. In what ways, if any, have C1 and C2 strategies and activities overlapped? What examples are there (if any) of SC/WEP creating program, financial or administrative synergies between the two components? (EQ3)**
- 8. To what extent and how has SC built the capacity of its Trade Union Federation partners and technical partners' (WCC NGO) capacity to sustain activities beyond the conclusion of WEP? (CC sustainability) (EQ4)**
- 9. What unintended outcomes from WEP have you seen thus far, if any? (CC)**

- I0. Have the implementation modalities for WEP (partnerships with TU Federations, Contracts with Technical partners) performed as intended? (EQ4) Are there any changes needed to make these modalities more effective? (EQ4)**
- I1. Are there ways that SC might improve its management moving forward? (EQ4)**
- I2. To what extent and how do you think SC/WEP has coordinated with other USAID or US Government (State Department, USDOL) funded programs? With other donor-funded programs aimed to improve labor rights in the RMG and SFP industries? (EQ5)**
- I3. How might SC/WEP improve its coordination with other US government programs moving forward? How might it improve its coordination with other donor-funded programs? (EQ5)**
- I4. What lessons have been learned in the implementation of the SC/WEP to date? (CC Lessons learned)**

C.11 PROTOCOL FOR DIRECT OBSERVATION OF WEP ACTIVITIES

ID: [write name in the coding sheet and enter the ID code on this interview form]:

1. **Date**
 2. **Primary Notetaker Name:**
 3. **Activity Name:**
 4. **Facility District:**
 5. **WEP Component** C1 C2 **Both components**
 6. **Sector:** RMG SFP
-
1. Number of Participants _____
 2. Sex of participants ___male _____female
 3. Sex of facilitator(s) ___male _____female
 4. Were any other measures taken to enable female participation in activity? (child care, hours/day of activity, transportation) If so, please describe:
-
5. What were the topics/issues addressed by the activity?
-
-
-
-
-
-
-
-
-
-
6. To what extent did the facilitator engage both men and women participants in the topics discussed? Please describe.
-
-
-
-
-
-
-
-
-
-
7. To what extent might this activity contribute toward one of the WEP objectives? Which one? How?
-
-
-
-
-
-
-
-
-
-
8. To what extent has the organizer considered needs/opportunity for follow-up on this activity?

Notes by Observer

ANNEX D: DOCUMENTS REVIEWED

- ADB Briefs: Women at Work. Issue brief no. 68. Asian Development Bank and International Labour Organization, Oct. 2016. Web. 15 Sept. 2017.
- “Analysis of Bias, Methodological Weakness and Factual and Analytical Errors in the Investigation of Azim Group by a Committee of the Tripartite Consultative Council of Bangladesh.” Washington DC: Worker Rights Consortium. Web. September 2017.
- “Bangladesh: Government’s Anti-Union Actions Prompt Complaint to ILO.” ITUC. International Trade Union Confederation, 25 Apr. 2016. Web. 30 Sept. 2017.
- “Bangladesh: Stop Persecuting Unions, Garment Workers.” Human Rights Watch, 15 Feb. 2017. Web. 30 Sept. 2017.
- “Baseline Survey of USAID/Bangladesh Workers’ Empowerment Program (WEP) – Component 2: Promoting Rights and Interests in Targeted Garment Communities.” Dhaka: Draft Report, The Nielsen Company (Bangladesh) Limited. May 2016.
- “Baseline Survey of USAID/Bangladesh Workers’ Empowerment Program (WEP) – Component 2: Promoting Rights and Interests in Targeted Shrimp and Fish Processing Sector (SFP) in Khulna.” Dhaka: Draft Report, Creative Research and Development. August 2017.
- Bergman, David, and Muktadir Rashid. “How Repressive Law Enforcement Crushed Minimum Wage Protests in Bangladesh’s Garment Sector.” The Wire. Foundation for Independent Journalism, 2 Feb. 2017. Web. 10 Oct. 2017.
- C&A Foundation, BRAC University, BRAC USA, BGMEA. “Bangladesh to Lead in Garment Industry Transparency.” *Candafoundation.org*. July 2017.
- “Collective Bargaining and Dispute Resolution Component.” Trade Union Capacity Self-Assessment Tool (TU-CapSAT). Solidarity Center. July 2013.
- “Democracy and Sound Governance Component.” Trade Union Capacity Self-Assessment Tool (TU-CapSAT). Solidarity Center. July 2013.
- Executive Office of the President. United States Trade Representative. *Readout from the Second U.S.-Bangladesh Trade and Investment Cooperation Framework Agreement (ICFA) Council Meeting*. Press Office, USTR, 15 Nov. 2015. Web. 30 Sept. 2017.
- “EU Flagship Initiative on the Garment Sector.” European Parliament Think Tank, 21 Apr. 2017. Web. 30 Sept. 2017.
- “European Union and the Bangladesh garment industry: The case for a trade investigation.” Clean Clothes Campaign, Apr. 2017. Web. 30 Sept. 2017.
- EU. *ILO – ILC 106 – EU Statement – Committee on Application of Standards: Bangladesh (Convention No 87)*. Geneva: European Union External Action. June 2017.
- “Financial Management Component.” Trade Union Capacity Self-Assessment Tool (TU-CapSAT). Solidarity Center. July 2013.
- “Gender Integration Component.” Trade Union Capacity Self-Assessment Tool (TU-CapSAT). Solidarity Center. July 2013.
- Hoskins, Tansy. “Building Trade Unions in Bangladesh Will Help Prevent Another Rana Plaza.” Sustainable Fashion Blog. The Guardian, 6 May 2014. Web. 10 Sept. 2017.

- Hossain, Jakir, and Afroza Akter. *State of Bangladesh Garment Sector Tripartism And The Scope Of Harmonious Industrial And Labour Relations*. Friedrich-Ebert-Stiftung (FES) and Bangladesh Institute of Labour Studies (BILS), 2016.
- Hurst, Rosey. *Humanizing the Garment Workers*. YouTube, 15:14. February 2015. Web
- "ILO." *Workers' Organizations in Bangladesh (CO–Dhaka)*. International Labour Office, Web. 16 Oct. 2017.
- Impossibly Cheap: Abuse and Injustice in Bangladesh's Shrimp Industry*. Environmental Justice Foundation/Humanity United, 2014. ISBN 978-1-904523-31-4. Web. 1 Oct. 2017.
- "Improving Social Dialogue and Harmonious Industrial Relations in the Bangladesh Ready Made Garment Industry." SDIR Project Update. International Labour Organization. Web. October 2017.
- "Improving Working Conditions in the Ready-Made Garment Sector in Bangladesh - Midterm Evaluation." International Labour Office, Dec. 2016. Web. 30 Sept. 2017.
- "Individual Case (CAS) – Discussion: 2016, Publication: 105th ILC Session (2016)." *Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87) – Bangladesh (Ratification: 1972)*. International Labour Organization, Accessed 2017.
- Joint Authors. *Detention of Labor Rights Advocates in Bangladesh*. Letter to International Brand Sourcing from Bangladesh. Published December 2016.
- "Monitoring and Evaluation Plan." Bangladesh/USAID's Worker's Empowerment Program, Component 1 (WEP – C1). Solidarity Center. November 2017.
- "Monitoring and Evaluation Plan." Bangladesh/USAID's Worker's Empowerment Program, Component 2 (WEP – C2). Solidarity Center. November 2017.
- Mullick, Emelda. *Labor Earmark language 2014, 2015, 2016*. Email message to author. February 2017.
- "Organizing and Recruitment Component." Trade Union Capacity Self-Assessment Tool (TU-CapSAT). Solidarity Center. July 2013.
- "Policy Advocacy Component." Trade Union Capacity Self-Assessment Tool (TU-CapSAT). Solidarity Center. July 2013.
- "Promoting Women Trade Union Leaders in Bangladesh." *Research and Analysis*. Trades Union Congress, 22 Dec. 2014. Web. 16 Sept. 2017.
- "Quarterly Performance Report Year 2; Quarter 4." Bangladesh/USAID's Worker's Empowerment Program, Component 1 – Improving Representation in the Workplace (WEP – C1). Solidarity Center. November 2017.
- "Quarterly Performance Report Year 2; Quarter 4." Bangladesh/USAID's Worker's Empowerment Program, Component 2 – Improving Representation in the Workplace (WEP – C2). Solidarity Center. November 2017.
- "Roll-out of SC Trade Union Capacity Self-Assessment Tool (TU-CapSAT)." Solidarity Center. January 2014.
- Rabbani, Atanu, Paula Lopez, and Christopher Woodruff. "Banglabazar Community Project Baseline Survey." March 2016

- Ryan, Timothy. "It Takes More Than a Village: A Case Study of Worker Solidarity in Bangladesh." In *Building Global Solidarity in a Time of Accelerating Globalization*, edited by Kim Scipes, 121. Haymarket Books, 2016.
- Sharmin, Sadika, Rafiqun Nesa Ali, and M. Serajul Islam. "Developing Shrimp Industry and Its Impact on Changing Gender Role and Empowerment of Coastal Communities in Bangladesh." *The Bangladesh Journal of Agricultural Economics* XXX.2 (2007): 57-67. Print.
- "Sustainability Compact Review Sets New Priorities fir Bangladesh Apparel Sector." *Bdnews24.com*. Last modified May 2017. Web.
- "Trade Union Management Checklist." Solidarity Center. November 2017.
- United States. Department of Labor. Bureau of International Labor Affairs. *The Department of Labor's (DOL) List of Goods Produced by Child Labor or Forced Labor (List)*. 7th ed. Washington, DC: US Department of Labor, 2016. Print.
- USAID. Bangladesh Labor Assessment. http://pdf.usaid.gov/pdf_docs/pa00jxz3.pdf. Published April 2014. Accessed October 2, 2017.
- USAID. Excerpts from *USAID's Workers' Empowerment Program (USAID's WEP) – Component 1*. April 2015.
- USAID. Attachment B – Program Description. *USAID's Workers' Empowerment Program (USAID's WEP) – Component 1*. October 2016.
- USAID. Excerpts from *USAID's Workers' Empowerment Program (USAID's WEP) – Component 2*. May 2015.
- USAID. Attachment B – Program Description. *USAID's Workers' Empowerment Program (USAID's WEP) – Component 2*. September 2016.
- "Worker Rights Consortium Factory Assessment – Orchid Sweater Ltd. and Savar Sweater Ltd. (Bangladesh)." Preliminary Findings and Recommendations. Washington DC: Worker Rights Consortium. Web. June 2017.
- Yardley, Jim. "Fighting for Bangladesh Labor, and Ending Up in Pauper's Grave." *The New York Times*. Web. 9 September 2012.
- Yee, Amy. "Labor Unions Gaining Ground in Bangladesh Garment Industry." *VOA News*. 1 May 2015. Web. 30 Sept. 2017
- Zimmermann, Maria. "Bangladesh: Sewing full-time for 61 euros a month." *DW.com*. Published 23 April, 2017.

ANNEX E: LIST OF RESPONDENTS

SOLIDARITY CENTER				
Area	Interview Type	Sex	Informant Type	Intervention Type
DC	SGD	1 M, 3 F	IP	Both
Dhaka	SGD	1 M, 1 F	IP	Both
Dhaka	SGD	1 M, 3 F	IP	C1
Dhaka	SGD	2 M	IP	C2
Dhaka	KII	1 F	IP	C2
Dhaka	KII	1 M	IP	C1
Khulna	KII	1 F	IP	C1
Khulna	KII	1 M	IP	C2
Total	4 KIIs, 4 SGDs, 7 Male participants, 9 Female participants			

CI WORKERS				
Area	Interview Type	Sex	Informant Type	Intervention Type
Tongi	FGD	9 F	Workers	C1
Khulna	FGD	10 F	Workers	Both
Khulna	FGD	3 M, 7 F	Workers	C1
Khulna	FGD	10 M	Management	C1
Ashulia	FGD	9 F	Workers	C1
Konabari	FGD	7 M	Workers	C1
Board Bazaar	FGD	11 F	Workers	C1
Chittagong	FGD	6 M, 6F	Workers	C1
Total	8 FGDs, 26 Male participants, 52 Female participants			

TUF AND ORGANIZERS				
Area	Interview Type	Sex	Informant Type	Intervention Type
Ashulia	FGD	4 M, 2 F	Organizers	CI
Dhaka	FGD	6 M, 3 F	Organizers	CI
Dhaka	FGD	4 M	TUF	CI
Board Bazaar	FGD	4 M, 2 F	Organizers	CI
Chittagong	FGD	4 M, 2 F	Organizers	CI
Dhaka	KII	1 M	TUF	CI
Dhaka	KII	1 F	TUF	CI
Dhaka	KII	1 M	TUF	CI
Dhaka	KII		TUF	CI
Total	5 FGDs, 4 KIIs, 60 Male participants, 10 Female Participants			

C2 PARTNERS AND PARTICIPANTS				
Area	Interview Type	Sex	Informant Type	Intervention Type
Dhaka	SGD	1 M, 1 F	Tech	C2
Dhaka	KII	1 M	Tech	C2
Tongi	FGD	10 F	Community	C2
Khulna	FGD	10 F	Community	C2
Ashulia	FGD	10 F	Community	C2
Narayanganj	FGD	1 M, 3 F	Community	C2
Konabari	FGD	9 M	Community	C2
Board Bazaar	FGD	12 F	Community	C2

Dhaka	FGD	3 M, 3 F	WCC	C2
Dhaka	FGD	6 F	WCC	C2
Tongi	KII	1 F	Tech	C2
Dhaka	KII	1 M, 1 F	Tech	C2
Total	8 FGDs, 1 SGD, 2 KIIs, 15 Male participants, 57 Female Participants			

EXTERNAL				
Area	Interview Type	Sex	Informant Type	Intervention Type
Dhaka	SGD	3 M	INGO	C1
Dhaka	SGD	2 M	INGO	C1
Khulna	SGD	3 M	Management	C1
Khulna	SGD	2 M	GOB	C1
Dhaka	KII	1 M	INGO	C1
Dhaka	KII	1 F	INGO	C1
Dhaka	KII	1 M	INGO	C1
Dhaka	KII	1 M	USG	C1
Dhaka	KII	1 M	Service	C2
Dhaka	KII	1 M	Management	C1
Dhaka	KII	1 F	USAID	Both
Dhaka	KII	1 M	GOB	C1
Dhaka	KII	1 M	GOB	C1
Dhaka	KII	1 F	INGO	C1
Dhaka	KII	1 M	Service	C2
Narayanganj	KII	1 M	GOB	C2

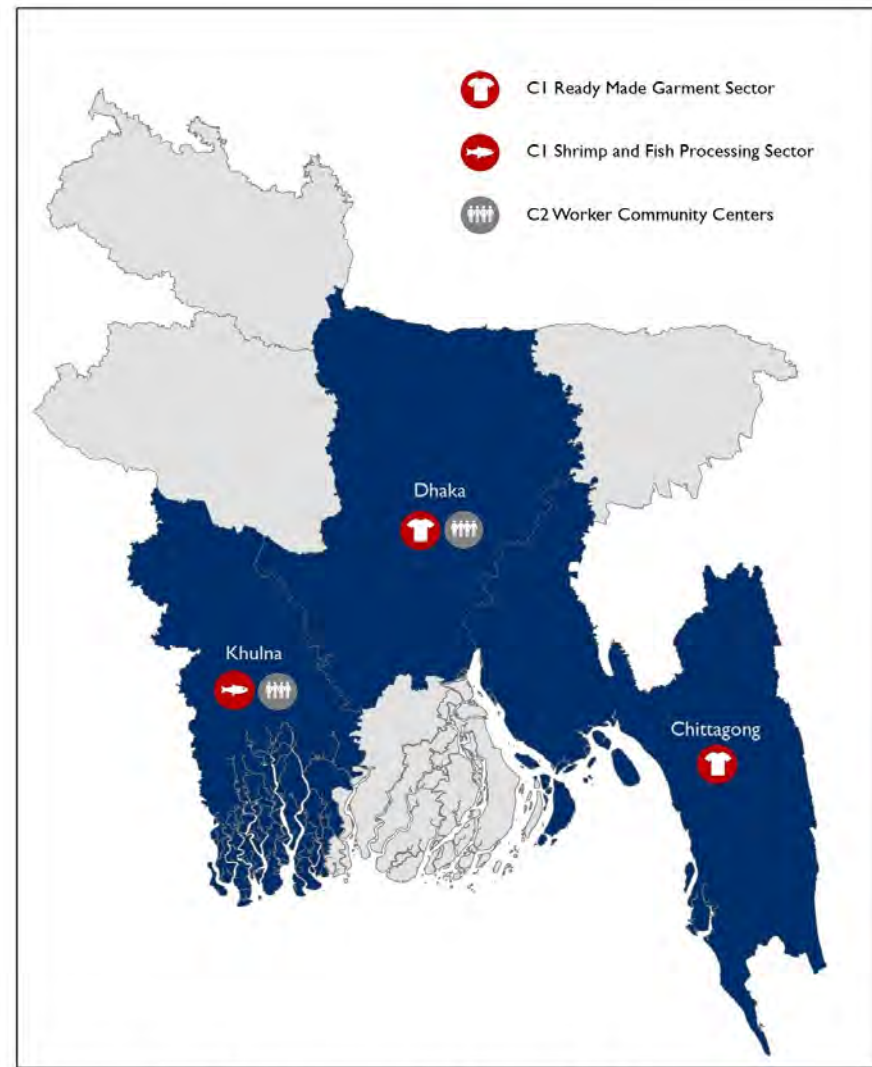
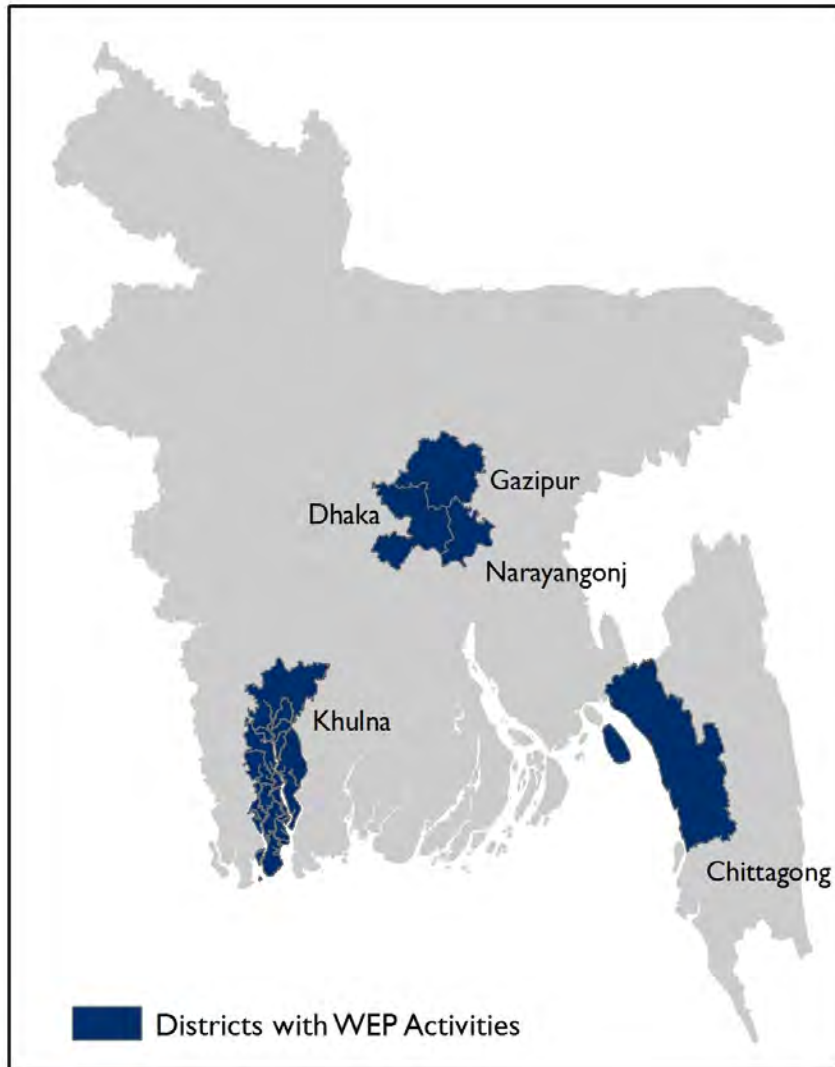
Ashulia	KII	I M	GOB	C2
Dhaka	KII	I M	GOB	C2
DC	KII	I F	INGO	C1
Chittagong	KII	I M	Management	C1
Total	4 SGDs, 15 KIIs, 20 Male participants, 4 Female Participants			

SUMMARY OVERVIEWS

DIVISIONS OVERVIEW									
Division	KII			SGD			FGD		
	#Male	#Female	#Total	#Male	#Female	#Total	#Male	#Female	#Total
Ashulia	1		1				4	21	25
Board Bazaar							4	25	29
Chittagong	1		1				10	8	18
DC	0	1	1	1	3	4			
Dhaka	13	6	19	10	5	15	13	12	25
Khulna	1	1	2	5		5	13	27	40
Konabari							16		16
Narayanganj	1		1				1	3	4
Tongi		1	1					19	19

COMPONENTS				
Component	#KII	#SGD	#FGD	Total
C1	16	5	12	33
C2	10	2	8	20
Both	1	2	1	4

ANNEX F: MAP OF EVALUATION SITES



WEP Implementation Sectors by Division

United States Agency for International Development
1300 Pennsylvania Avenue, NW
Washington, DC 20004