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ILO/Mei Zegers

International HIV/AIDS workplace education programme SHARE - strategic HIV/AIDS responses by enterprises: final evaluation China/Mei Zegers; International Labour Office, ILO/AIDS Programme. Geneva: International Labour Office, 2009

978-92-2-122882-0 (print)  
978-92-2-122883-7 (web pdf)

ILO Programme on HIV/AIDS and the World of Work

Cover photo supplied courtesy of Li Guanghui, worker of Shenzhen Seg Samsung Glass Co. Ltd.

HIV / AIDS / occupational health / health education / development project / project evaluation / China

*ILO Cataloguing in Publication Data*

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Printed in China

International HIV/AIDS Workplace Education Programme  
SHARE - Strategic HIV/AIDS Responses by Enterprises

Final Evaluation China  
July 2009

Author:	Mei Zegers
Field Work:	Mei Zegers, Guo Ruixiang and Jun (Geoffrey) Li
National Authorities:	Ministry of Human Resources and Social Security (MOHRSS) China Enterprise Confederation
Donor:	US Department of Labor (USDOL)
Project Executed by:	International Labour Office (ILO)

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Note on the Evaluation Process Report

The opinions and recommendations included in this report are those of the author and do not necessarily reflect those of the U.S. Department of Labor (USDOL), the International Labour Organization or any other organization involved in the project.

Acknowledgements

The evaluator would like to commend the entire project team and the ILO headquarters staff for their input into the evaluation process. The evaluation team was courteously and even enthusiastically received by all agencies. The interviewees were cooperative and eager to share their experiences including successes and constraints encountered. The project staff was very helpful and accommodating. The evaluator thanks all government officials, employers and workers organization representatives, civil society representatives, trainers, teachers, peer educators, workers and students for their time and for sharing their thoughts and ideas.

List of Acronyms

ACFTU	All China Federation of Trade Unions
AIDS	Acquired Immune Deficiency Syndrome
BCC	Behaviour Change Communication
BOHRSS	Bureau of Human Resources and Social Security
CBCA	China Business Coalition on AIDS
CDC	Centre for Disease Control
CEC	China Enterprise Confederation
CFPA	China Family Planning Association
CNY	Chinese Yuan (currency of China)
CSR	Corporate Social Responsibility
CTA	Chief Technical Adviser
DoHSS	Department of Human Resources and Social Security
HIV	Human Immunodeficiency Virus
IEC	Information, Education and Communication
ILO	International Labour Organization
IDU	Intravenous Drug Users
KAP	Knowledge, Attitude and Practice
MOHRSS	Ministry of Human Resources and Social Security
NGOs	Non-Governmental Organizations
OSH	Occupational Safety and Health
PPC	Provincial Project Coordinator
PO	Programme Officer
PMP	Performance Monitoring Plan
STD	Sexually Transmitted Diseases
SCAWCO	State Council on Aids Working Committee Office
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
USDOL	U.S. Department of Labor
VCT	Voluntary Counselling and Testing
WHO	World Health Organization
USAID	United States Agency for International Development

## Executive Summary

The project “HIV/AIDS Workplace Education Programme in China” was implemented by the International Labour Organization with the financial support of the US Department of Labor (USDOL), and in consultation with the national partners the Ministry of Human Resources and Social Security (MOHRSS) and China Enterprise Confederation (CEC). The project carried out a wide-ranging workplace HIV programme to reduce high-risk behaviour among workers - as well as future workers - and to eliminate HIV related employment discrimination. Migrant workers formed the primary group on which the project concentrated its actions. Migrant workers in China face social and economic situations which influence potential high risk behaviour.

The project was officially launched in January 2007 and will end on August 31, 2009. The project was evaluated by an independent evaluation team in July 2009.<sup>1</sup> Stakeholders unanimously praised the project. Objective measures indicate that the project met objectives and laid a good foundation to replicate and expand project actions.

The project’s underlying goal was to support the Chinese government to create a sustainable, integrated and well-targeted national programme to address the challenges of HIV/AIDS in the world of work in China. The project objectives were:

- Reduced HIV/AIDS risk behaviours among targeted workers.
  - Reduced level of employment-related discrimination against workers living with HIV/AIDS or affected by HIV/AIDS.
1. The development objectives were to be accomplished by pursuing four immediate objectives:
  2. Improved knowledge and attitudes related to HIV/AIDS risk behaviours.
  3. Increased awareness and use of available HIV/AIDS workplace services
  4. Reduced stigma against persons living with HIV/AIDS
  5. Increased knowledge of HIV/AIDS workplace policy /guidelines

The purpose of the evaluation was to assess the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and other project documents. Specifically, the goal was to assess the impact and achievements of the project, document any lessons learned that may be applicable to other workplace programmes, as well as to develop recommendations for the Government of China and other stakeholders to ensure sustainability.

The field work for the final evaluation was carried out during the evaluator’s mission to China from June 28 to July 11, 2009. UN Evaluation norms and standards and OECD/DAC Evaluation Quality Standards<sup>2</sup> were followed. To ensure a thorough evaluation the evaluator used a combination of methods so that a

<sup>1</sup> The Memorandum of Understanding for the launching of the project was signed in June 2006. The international project director commenced work November 1, 2006 and the Ministry of Human Resources formally launched the project on January 30, 2007. The Ministry of Human Resources later fused with another Ministry to become the Ministry of Human Resources and Social Security.

In line with requirements, the team leader Mei Zegers, is solely responsible for the contents of the report so henceforth references with respect to findings will be made in the report to the “evaluator” instead of to the evaluation team.

<sup>2</sup> <http://www.ilo.org/eval/policy>

well-rounded evaluation could be carried out consisting of document analysis, field visits, reporting of initial findings followed by collection of additional stakeholder inputs.

The methodology allowed for an assessment in accordance with the standard evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability. Key elements included an analysis of project planning, overall progress at enterprise and national level, monitoring and evaluation and project management. The evaluator prepared a detailed methodology including questions for each type of stakeholder prior to the field assessment in China.

The project design was valid, clear, logical and relevant to the situation in China. The principal project partner was the Ministry of Human Resources and Social Security which is appropriate to the context in China. The government is vital to the implementation of any activity in China and also has the resources to provide support to implement activities and provides scope for sustainability. Employers’ organizations at national and provincial level as well as workers’ organization representatives, particularly at enterprise level, were also included.

The project is comprehensive and works at national, provincial and local levels with a wide range of stakeholders. The project strategy was in line with national strategies on HIV, internal migration and non-discrimination including China Strategy on HIV Control in the country.<sup>3</sup> The project is also in support of the China Decent Work Country Programme.<sup>4</sup> The project focuses strongly on internal rural to urban migrants, a group that has more than doubled in number between 2000 and 2007.<sup>5</sup> The project concentrated on three provinces with high rates of internal migrants, either as a source of migration (Anhui), or as a destination (Guangdong and Yunnan). The project conducted a research review and initial mapping exercise of existing behavioural and biological surveillance data to identify geographic areas, sectors and types of enterprises where workers were known to engage in risk behaviours. These locations as well as the sectors were appropriately selected based on the available prevalence data in the research review and mapping exercise.<sup>6</sup> A range of private and public enterprises as well as an employment agencies were associated to demonstrate that it was possible to implement actions in both private and public environments. Vocational schools were also included in the project because the students constitute a population of potential future migrant workers. Stakeholders noted that there is a long list of other types of sectors and enterprises that need to be included in future HIV programs.

The choice of partners was strategically appropriate for the implementation of the project. The project contributed to increased coordination and cooperation between tripartite constituents and other partners at national and provincial level. The project thus fostered the involvement of the tripartite partners and promoted social dialogue, particularly on models to address HIV and decreasing stigma and discrimination. The project developed a methodology that the tripartite partners reported to be effective. The project also associated NGOs. The inclusion of the China Family Planning Association at national and provincial level into the discussions on project efforts, policies and other activities contributed to widening cooperation

<sup>3</sup> According to the SCAWCO representative.

<sup>4</sup> Ministry of Human Resources and Social Security, International Labour Organization, (2009)

<sup>5</sup> Cai Fang, Du Yang, Wang Meiyan (2009)- published by UNDP

<sup>6</sup> Suarez, Leonor; Howard, Richard; Thomas, Sarah (2007) Reliable and detailed prevalence data on different business sectors at the time the project started was not available. The project did make every effort to identify any relevant information at project start up. During the lifetime of the project additional research was conducted and collected which did justify the choices of business sectors identified by the project.

beyond the classic tripartite constituents. The government and enterprises had little experience cooperating with NGOs in the past. The project helped create avenues for such cooperation which, after initial reticence, was mostly well received although there is still scope for improvement.

The project promoted the adoption and improvement of laws, regulations and policies at national level through advocacy in meetings with tripartite stakeholders. Changing national laws and regulations as well as the adoption of policies is a long process, however, and is largely beyond the control of a project such as this one. There was and continues to be a need for the national government to provide clear directives to local labour departments on how these policies should be implemented and enforced. So far 555 labour inspectors have been trained through the project in collaboration with the government to facilitate implementation of HIV/AIDS legislation and policies. The number of labour inspectors in China, currently estimated at 60,000, is very small as compared to the actual need. The ability of labour inspectors to fully play a role in the application of HIV related laws, regulations and policies is, therefore, still limited. There is a need to continue training labour inspectors and clarify their roles and responsibilities for protecting the rights of workers with HIV. The project has also made some headway to promote the need for employers and workers organizations to work to ensure that policies on worker rights related to HIV are communicated to managers and workers but this will need to continue.

Although the project was able to maximize the positive aspects of the centralized organizational structures in China these same systems also posed some challenges. A highly centralized approach has some benefits because it can help ensure that lower hierarchical levels pay attention to issues deemed important at national level. In fact, national level directives helped promote the project's ability to advance and gain cooperation for the development and adoption of provincial policies. The challenge was - and continues to be - to determine how to tap into the hierarchical system to ensure that local levels are allowed flexibility to tailor local responses. In *some* instances provincial level structures could have had higher levels of ownership, which could be attained by ensuring that directives allow for such local flexibility. It should be noted, however, that ownership among enterprises and vocational schools was good.

The project has exceeded its objectives and reached its target groups through strategic cooperation with key partners, building on existing structures to dispense information and training, and responding to opportunities to develop innovative actions as they arose. The project implemented a baseline study and completed an end-line study that included a control group to assess the changes that occurred as a result of the project in terms of worker knowledge, attitudes and practices.<sup>7</sup> The results (see Table 1) indicate that the project was able to meet the four immediate project objectives. Results indicate improvement on all measures including a reduction in the percentage of workers who reported casual or commercial sex during the previous three months prior to the end-line study. Despite the positive results there is still room for improvement, particularly with respect to condom use during last casual or commercial sex encounter, acceptance of people living with HIV and awareness of all five measures for prevention. Evaluation interviews with employers and workers indicate that they have a relatively good understanding of HIV and AIDS, a finding that substantiates the results of the end-line survey. Implementation partners have a good understanding and capacity to address HIV/AIDS at the workplace through workshops and other media.

At the time of the evaluation 15 pilot companies had passed workplace HIV policies to reduce discrimination, protect employment rights of people living with HIV and guarantee on-going prevention and health service referrals. The policies were adopted after social dialogue among the employers, workers and local

government. The policies are in line with the key principles of the ILO Code of Practice on HIV/AIDS and the world of work. Pilot enterprises are aware of the ILO Code of Practice and the supporting provisions in national and provincial policies. The evaluator noted solid commitment by labour and management of the enterprises, employment agency and vocational schools visited during the evaluation. Commitment and collaboration with the project and its partners was evident in the integration of HIV related training into on-going training provided to workers. The large number of project posters, billboards as well as brochures and small flip charts and other BCC materials also provided solid evidence. Technical support needed to be adapted in line with the different types of enterprises, whether state-owned or privately-owned. Each type of enterprise had its own advantages and challenges. State-owned enterprises tended to function more bureaucratically but had large company resources and in the local community such as their own TV station and newspaper.

The project implemented a Behaviour Change Communication (BCC) model that was solidly based in information acquired from the baseline and mapping exercise but also on previous experience of project staff and partners. Sites selected for intensive implementation of the BCC campaign were selected based on HIV and STI prevalence of both workers and identified most at-risk groups. The project prioritized Gejiu, Yunnan, for example, because of the high HIV STI prevalence in the area as identified through extensive behavioural and biological research conducted by the US National Institute of Health in 2006.<sup>8</sup> The FSW prevalence was 13% in 2008, the miners' STI prevalence was 19% and HIV 0.8%.

The project obtained continuous input from all project partners and also from pilot enterprises to refine the materials and BCC methods. The BCC model had two principal components, a mass media component that aimed to reach as many workers as possible with relevant messages and a more intensive training/peer education component. The intensive component was implemented in enterprises, vocational schools and in one large employment agency. One challenge was to determine how to localize HIV training in the Chinese context. In response the project developed the highly appreciated Hometown Fellows Campaign that aimed to reach rural migrant workers using their own socio-cultural networks.

Given the short duration of the project at the time of the final evaluation (just 2 ½ years) it is laudable that some companies have already started some outreach campaigns. Aside from mass media broadcasting of the project film on company TV stations, company buses etc. they also assisted by placing billboards and posters in public locations and distributing materials at company sales points.

The monitoring system to collect performance data was mostly appropriate to monitor the project implementation and measure the impact of project performance. Data from the Performance Monitoring Plan (PMP) and qualitative information was regularly shared in meetings on the Decent Work Country Programme and the United Nations Development Assistance Framework. It would have been useful to include more qualitative aspects to the end-line survey to learn in greater detail which aspects of the actions were particularly effective. One gap was the lack of a well rounded monitoring system for the vocational training schools as this component was actually an add-on to the project.

The project was efficient in terms of the results obtained in relation to the expenditure incurred and resources used by the project. The Staff were professional, committed and competent. The project management built on the strengths of individual staff members and was perceived as well organised by stakeholders. The project had hired staff in the provinces to act more as contact points and coordinators and

<sup>7</sup> Thomas, Sarah; Rulian, Wu (2008); ILO/USDOL HIV/AIDS Workplace Education Project in China (2009)

<sup>8</sup> National Institute of Health. (2006).



less to provide technical input. In fact, it would have been preferable if staff had been hired who already had a background on HIV from the start.

The project has potential for continued impact. The project was able to ensure that enterprises reached out to existing workers but also established policies and/or integration of training into routine company training. This means that it is likely that the project will continue to contribute to sustained improvements beyond the current project time frame. The project also achieved wider impact because it developed new and innovative strategies to reach beyond the targeted workplaces, such as through mass media efforts and training in additional government training institutions and an employment agency.

The materials that the project developed will also likely continue to be used over time. The materials are effective, interesting and attractive so they are likely to contribute to sustained interest levels although it will be necessary to continue to develop new materials also.

At the national level the impact of the project is likely to be substantial. Some of the national policies need to be further fine-tuned to ensure that they are very clear with regards to HIV, stigma and discrimination. Systems for collaboration between the tripartite partners and NGOs on HIV, stigma and discrimination and related issues have now been instituted and are likely to continue. The enthusiasm of the tripartite partners to continue the initiated work was evident. Some partners noted that they will be able to attribute resources to expanding impact in space and time while others requested on-going support. Most interviewees still felt that much more technical support is needed to be able to take the project initiatives to additional sites throughout the country. A number of interviewees indicated that the gender aspect could have been highlighted more strongly in the different project components.

The project is likely to have good sustainability in terms of lasting effects after the termination of the project and the withdrawal of external resources. China has more human and other resources as well as a well developed system of communications, training and education than most other countries. The project tapped into this system to develop the entire project and to develop the sustainability options for action. The Ministry of Human Resources and Social Security as well as participating companies, vocational schools and an employment agency have already indicated that they will work to sustain the actions. Most of the enterprises have already integrated the actions into their routine training courses. A project sustainability plan is being implemented with good potential for positive results. For full realization some of the sustainability plan components will need to continue being implemented after the project ends for.

Key Recommendations

Suggested principal entities to consider implementing recommendations indicated after each recommendation.<sup>9</sup>

Policy Development and Implementation

- 1. Provide technical support for the development of HIV policies in additional provinces. (Executing agency, Government, Employers/ Organizations, Workers’ Organizations, NGOs)

Awareness Raising and Entry into Enterprises

- 2. Continue to specifically target most at-risk migrant workers in order to focus limited resources. An updated study of prevalence levels and risk behaviour in such sectors and provinces would be

<sup>9</sup> Annexes 1 and 3 include the recommendations in Table format.

useful to improve targeting of actions on HIV.

- 3. Develop detailed manual to promote actions on HIV and entice new companies to implement programs on HIV (Executing agency, Government, Employers’ Organisations, Workers’ Organisations, NGOs).

Training and Behaviour Change Communications

- 4. Establish system for regular updating of materials to ensure continued public interest and adaptation to new information. Establish a system to implement quality control of new messages and images through key designated experts on existing panels/committees. (Executing agency, Government, Employers’ Organizations, Workers’ Organizations, NGOs)

Training for Trainers and Overall Capacity Strengthening of Partner Agency Staff

- 5. Implement system to train individuals responsible for replicating the entire model at provincial levels. (Government)
- 6. Extend training to more new trainers, establish certified master trainer system. (Executing agency, Government, Employers/Organizations, Workers’ Organizations, NGOs)

Management, Monitoring and Evaluation

- 7. Scale up coordination of ILO with other UN and international agency projects, e.g. on HIV in vocational school training. (Executing agency)

Sustainability, Replication, Expansion

- 8. Expand Hometown Fellows Campaign as widely as possible in all relevant locations. Disseminate other BCC materials widely. (Executing agency, Government, Employers/ Organisations, Workers’ Organisations, NGOs)
- 9. Project to shift from management of a project on HIV to providing technical support to replicate and expand project initiated efforts. A technically experienced team should be in place to assist with this process. (Executing agency)
- 10. Promote and encourage extension of enterprise outreach activities. (Government, Employers/ Organisations, Workers’ Organisations, NGOs)

## 1. Background and Project Description

The project “HIV/AIDS Workplace Education Programme in China” was implemented by the International Labour Organization with the financial support of the US Department of Labor (USDOL), and in consultation with the national partners the Ministry of Human Resources and Social Security (MOHRSS) and China Enterprise Confederation (CEC). The project carried out a wide-ranging workplace HIV programme to reduce high-risk behaviour among workers—as well as future workers—and to eliminate HIV-related employment discrimination. Migrant workers formed the primary group on which the project concentrated its actions. Migrant workers in China face social and economic situations which influence potential high risk behaviour.

The project was officially launched in January 2007 and will end on August 31, 2009. The project was evaluated by an independent evaluation team in July 2009.<sup>10</sup> As will be discussed in the report, stakeholders unanimously praised the project. Objective measures indicate that the project met objectives and laid a good foundation to replicate and expand project actions.

The project’s underlying goal was to support the Chinese government to create a sustainable, integrated and well-targeted national programme to address the challenges of HIV/AIDS in the world of work in China.

The project objectives were:

- Reduced HIV/AIDS risk behaviours among targeted workers.
- Reduced level of employment-related discrimination against workers living with HIV/AIDS or affected by HIV/AIDS.

The development objectives were to be accomplished by pursuing four immediate objectives:

1. Improved knowledge and attitudes related to HIV/AIDS risk behaviours.
2. Increased awareness and use of available HIV/AIDS workplace services
3. Reduced stigma against persons living with HIV/AIDS
4. Increased knowledge of HIV/AIDS workplace policy /guidelines

These immediate objectives are supported by sub-immediate objectives:

1. Increased availability of quality HIV/AIDS-workplace services.
2. Improved HIV/AIDS workplace policies.
3. Increased levels of workplace collaboration and commitment by labour and management.
4. Increased capacity of workplace to offer comprehensive HIV/AIDS policy and programs on a sustained basis.
5. Improved coordination and cooperation between tripartite constituents and other partners at the national level.
6. Improved national level policy framework related to HIV/AIDS at the workplace.
7. Increased capacity of tripartite constituents to support development of workplace policy.

<sup>10</sup> The project was launched with the signing of the Memorandum of Understanding in June 2006. The international project director commenced work November 1, 2006 and the Ministry of Human Resources formally launched the project on January 30, 2007. The Ministry of Human Resources later fused with another Ministry to become the Ministry of Human Resources and Social Security.

In line with requirements, the team leader Mei Zegers, is solely responsible for the contents of the report so henceforth references to findings will be made in the report to the “evaluator” instead of to the evaluation team.

## 2. Purpose of the Evaluation and Evaluation Methodology

The purpose of the evaluation was to assess the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and other project documents. Specifically, the goal was to assess the impact and achievements of the project, document any lessons learned that may be applicable to other workplace programmes, as well as to develop recommendations for the Government of China and other stakeholders to ensure sustainability.

The field work for the final evaluation was carried out during the evaluator’s mission to China from June 28 to July 11, 2009. A national expert on HIV, poverty and gender in China was associated to provide technical support and context as necessary.<sup>11</sup> An interpreter with a solid background in ILO terminology, HIV and other health issues also provided background and insights as relevant.<sup>12</sup> UN Evaluation norms and standards and OECD/DAC Evaluation Quality Standards<sup>13</sup> were followed. The evaluation team was composed of Mei Zegers, team leader for the evaluation; Guo Ruixiang, national expert; Jun (Geoffrey) Li, interpreter and consultant. The locations covered during the evaluation were Beijing and all three of the primary project provinces of Anhui, Guangdong and Yunnan. The enterprises and vocational schools visited were:

- Zhaoqing Vocational School (Guangdong)
- Yucheng Shoes Manufacturer (Guandong)
- Samsung Company (Guangdong)
- Shen Zhen Bus Group (Guangdong)
- Nanba Human Resource Service Market (Government Employment Service Agency for migrant workers) (Yunnan)
- Kun Steel Group, Transportation Division (Yunnan)
- Kafang Mine Company, Yun Tin Group (Yunnan)
- No.3 Construction Company (Anhui)
- Wuhu Vocational School (Anhui)

The evaluation team also held meetings with representatives of other partners, including government and NGOs at national and provincial levels.

To ensure a thorough evaluation the evaluator used a combination of methods so that a well-rounded evaluation could be carried out consisting of document analysis, field analysis, reporting of initial findings followed by collection of additional stakeholder input.

The methodology allowed for an assessment in accordance with the standard evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability. Key elements included an analysis of project planning, overall progress at enterprise and national level, monitoring and evaluation and project management. The evaluator prepared a detailed methodology including questions for each type of stakeholder prior to the field assessment in China.

### 2.1 Document analysis

Document review including of direct project related documents but also of the overall context in China

<sup>11</sup> Guo Ruixiang

<sup>12</sup> Jun (Geoffrey) Li

<sup>13</sup> <http://www.ilo.org/eval/policy>



with respect to HIV prevalence in different categories of the population, existing national policies and frameworks and other potential issues of importance.

#### Specific considerations for document analysis included:

- Study of the linkages of the project to the existing national policies and frameworks.
- Study of the materials developed by the project and assessment of their effectiveness and degree of implementation to date.
- Study of the results of baseline and post-project surveys to determine the changes in worker knowledge, attitudes, behaviour. Verification of validity/reliability/usefulness of baseline and endline exercises.
- Assessment of the project's use of Performance Monitoring Plans (PMPs) and work plans

## 2.2 Field Level Analysis

Meetings were scheduled by the ILO project staff in advance of the field work in accordance with the final evaluator's requests and consistent with the terms of reference.

The methodology had to be adjusted somewhat in accordance with field realities. In China many stakeholders were used to sharing results in formal settings, including orally presenting a detailed report, which made it more difficult to find time to cover all the required questions. The evaluation team brainstormed together to find alternatives to ensure that all the issues from the Terms of Reference could be covered. Meetings were lengthened where possible, direct translation of power point presentations was done where feasible, some presentations were presented in abbreviated form or provided in written format for later perusal.

### 2.2.1 Types of interviews and observations

Discussions and observations were carried out with stakeholders from a wide range of groups including national and local policy makers and authorities, project partners and associates, employers and workers organizations, community based organizations, workers, teachers and vocational school students.

- Background interviews with ILO Headquarters.
- Individual interviews and/or focus groups with other stakeholders including:
  - Ministry of Human Resources and Social Security (MoHRSS)
  - Provincial Department of Human Resources and Social Security Representatives (DoHRSS)
  - China Enterprise Confederation (CEC)
  - State Council on Aids Working Committee (SCAWCO)
  - Provincial representatives of Centre for Disease Control (CDC)
  - Workers' organization representatives at enterprise level
  - NGOs (Family Planning Association-CFPA, Humana People to People, Home AIDS)
  - Individual enterprises including employees in management, peer educators, workers.
  - Two vocational schools including teachers and students
  - UNAIDS
- Individual and small group discussions with project staff in the central office and in the three project provinces.
- Observation of the stakeholders and their work in different settings as well as their networking

actions. Observation of workers drop-in centres, training sessions, peer interactions. Tours of enterprises and pubic sites to view placement and use of behaviour change communications (BCC) materials

- Discussions with key stakeholders, including representative from the Project Steering Committee at the end of the mission where the evaluator presented preliminary findings and obtained additional input.

### 2.2.2 Post-field Analysis and Drafting

- Continued analysis and verification of information with project staff.
- Submission of first draft followed by collection of responses from stakeholders to first draft. Consultants respond to comments and incorporate them in the report as appropriate.
- Preparation and submission of final report.

## 3. Design and Project Relevance

*Project Government Provincial Officer: "This project is very meaningful in the context of China."*

The project design was valid, clear, logical and relevant to the situation in China. The principal project partner was the Ministry of Human Resources and Social Security which is appropriate to the context in China. The government is vital to the implementation of any activity and also has the resources to provide support to implement activities and provides scope for sustainability. Employers' organizations at national and provincial level as well as workers' organization representatives, particularly at enterprise level, were also included.

The project design set out clear objectives and corresponding indicators of achievement to measure the changes to be brought about by the project. The project's logical framework described the main outputs, activities and inputs needed to achieve the objectives,

- stated valid assumptions about the major external factors affecting project implementation and performance, and
- indicated the required prior obligations to be fulfilled by the main partners.

The project is comprehensive and works at national, provincial and local levels with a wide range of stakeholders. The project does not provide Voluntary Counselling and Testing (VCT) or STI services but does provide referrals through a well prepared localized pamphlet that maps community services.

The project strategy was in line with national strategies on HIV, internal migration and non-discrimination including China Strategy on HIV control in the country.<sup>14</sup> The project is also in support of the China Decent Work Country Programme.<sup>15</sup> The project focuses strongly on internal rural to urban migrants, a group that has more than doubled in number between 2000 and 2007.<sup>16</sup> Estimates vary widely, going as high as 225 million migrants in 2009 but the National Bureau of Statistics (NBS) estimated that migrants numbered 137 million in 2007.<sup>17</sup> Various studies cited in a recent UNDP (2009) report indicate clearly that migrants are at higher risk of HIV and STIs than the general population.<sup>18</sup> Reasons include lack of family and social support and control, poor work and economic conditions. SCAWCO representatives, as

<sup>14</sup> According to the SCAWCO representative.

<sup>15</sup> Ministry of Human Resources and Social Security, International Labour Organization, (2009)

<sup>16</sup> Cai Fang, Du Yang, Wang Meiyang (2009)- published by UNDP

<sup>17</sup> Cai Fang ; Du Yang ; Wang Meiyang (2009)

<sup>18</sup> Cai Fang; Du Yang; Wang Meiyang (2009) and also: Xiushi Yang, Valerian Derlega & Huasong Luo (2005)

well as other government representatives, strongly supported the contention that the project was needed to address the vulnerability of internal migrants. In 2005 SCAWCO and other agencies joined together to launch a campaign on HIV for rural migrants nation-wide but mechanisms to reach this group were not yet in place. SCAWCO, MoHRSS, and CDC representatives all noted independently that the project developed a model that could address the issues of HIV prevention and stigma reduction among migrant workers.

The project concentrated on three provinces with high rates of internal migrants, either as a source of migration (Anhui), or as a destination (Guangdong and Yunnan). The project conducted a research review and initial mapping exercise of existing behavioural and biological surveillance data to identify geographic areas, sectors and types of enterprises where workers were known to engage in risk behaviours.<sup>19</sup> Reliable and detailed prevalence data on different business sectors at the time the project started was not available. The project made every effort to identify any relevant information at project start up. During the lifetime of the project additional research was conducted and collected which did justify the choices of business sectors identified by the project.

The mapping exercise contains detailed information about projects locations as well as statistics concerning risk behaviour, sectors, government policies and other relevant information. The mapping exercise is well reported and also includes very useful qualitative information to help design the detailed framework for project actions. During the evaluation the CDC representative of Guangdong also reiterated the importance of including his province noting that one third of the migrants in China work in the province of Guangdong.

The MoHRSS, CEC and CDC all noted that additional provinces now need to be added, partners working with the MOH should identify additional provinces based on behavioural and prevalence data. A higher concentration of efforts at border locations with Myanmar was also cited as a necessity by several interviewees. The CEC also pointed out that initiatives could be directed towards additional smaller municipalities as these are often omitted but also require attention.

One of the aims of the project was to develop a model that could be implemented across a range of sectors. As a result the project used an approach that would allow the development of a model for different types of sectors, including in sectors with workers who have high vulnerability such as in mining and construction. Other sectors included were electronics, textiles and retail. An updated study of prevalence levels and risk behaviour in such sectors and provinces would be useful to improve targeting of actions on HIV.

A range of private and public enterprises was associated to demonstrate that it was possible to implement actions in both the private and public sector environments. Project staff indicated that it might have been preferable to have fewer types of sectors because they feared that the broad range might not have been as efficient in terms of application of time and resources. They noted that concentrating on fewer sectors could have allowed for even more focus on obtaining intensive support for sustainability. The evaluator

19 “Of the target provinces, Yunnan and Guangdong are facing the most serious epidemics. According to the provincial CDC, Yunnan has an estimated 80,000 HIV infections, of which a high percentage are among IDUs. 20% of female sex workers reported injecting heroin in 2005, and HIV prevalence among sex workers has reached 4% in most sentinel surveillance sites in Yunnan. In Guangdong, the provincial CDC estimates 40,000 HIV infections with 78% occurring among IDUs.” P 7. Suarez, Leonor; Howard, Richard; Thomas, Sarah (2007) The project also analysed future projected trends to select the provinces and sectors. Anhui was selected because it is a major sending province for migrant workers.

is of the opinion, however, that while sustainability is important, the project took the correct approach. By implementing actions in varying situations it could demonstrate model effectiveness in quite different circumstances. This approach also enabled the project to exhibit ways to adapt the overall model and approaches to individual situations.

The project was able to develop methods in accordance with the needs of the target groups, not only in line with the sectors but in accordance with the situation of (future) workers. Sub-categories included male and young female migrants, job seekers, workers with and without intimate partners and vocational school students.

Stakeholders noted that there is a long list of other types of sectors and enterprises that need to be included in HIV programs. Some of the groups mentioned consist of high numbers of migrants that should be increasingly targeted include the petroleum sector, tea and sugar sectors, various types of long distance and shipping transport workers, Chinese international immigrant workers,<sup>20</sup> coal miners, more small and medium enterprise workers and informal economy workers.<sup>21</sup>

The project worked with the ILO Start and Improve Your Business Programme to include HIV in the training for small business owners. Large numbers of migrants express an interest in starting a business.<sup>22</sup> Basic literacy is required for the course, however, and the materials are not especially intended for very small economic activities such as are common in the informal economy. The training is, furthermore, intended for the (future) owners of such businesses and not for their workers. The project did develop materials to be used in employment agencies that include workers who are recruited into the informal economy but this is only one angle to reach such workers. Integration of elements on HIV could be included in other ILO training courses such as GET Ahead<sup>23</sup> and others aimed at the non or semi-literate and/or informal economy worker.

The specific companies selected were chosen because they represent companies with high levels of migrant workers in the sectors that were targeted based on risk prevalence rates.<sup>24</sup> In some cases—particularly later in the project implementation period—enterprises in the targeted sectors were included because they came forward directly to be part of the project.

Vocational schools were included in the project because the students constitute a population of potential future migrant workers. In Yunnan the provincial project officer reported, for example, that the program has already been extended to all of the vocational schools in the province. Initially in Anhui, which is a large sending province, only vocational schools

20 The project has made a start with this population through one of the construction enterprises but this could be scaled up.

21 Informal economy workers comprise approximately 13% of the population in China. (Nationmaster.com, 2009). In China the definition (fei zhenggui jingji) refers to (a) own-account workers who are basically and mainly engaged in individual economic operations and activities; (b) household-based micro-enterprises; (c) other micro-enterprises engaging in activities with very little legal restriction on their operational scope and with very little capital. In addition, depending on the provinces or cities, there may be other special categories of workers or enterprises that are considered as informal by the local authorities. (Page 1-2)

22 International Labour Organization (2005)

23 Gender and Entrepreneurship Together. (See Website: <http://www.ilo.org/public/english/region/asro/bangkok/library/pub4c.htm>). Also materials developed for the informal economy workers through the ILO HIV Workplace project in Cambodia which is currently being adapted for Mongolia.

24 The Shenzhen Transport group, for example, employs over 20,000 workers of which 2/3 are migrant workers.

were included but provincial stakeholders were very interested to include a large local mining company as well. In other countries, such as India, interesting methods and materials were developed for spouses in sending areas that could be adapted and used in China.

In summary, the project is relevant to solving the identified problems and meeting the needs of the target group(s) and the project continues to make sense. The project adapted some of the actions and approaches as it gained experience and identified new options for activities.

4. Effectiveness

Trade union enterprise representative: “ We think the project is very beneficial to us. Before the project we did not know much about HIV, either permanent workers or migrants. We have learned a lot.”  
Provincial government health representative: “We have been involved with other projects on HIV but compared to those we think this ILO project is more successful. This project has both work on policies and practical activities.”

4.1 Achievement of Project Objectives

The project has exceeded its objectives and reached its target groups through strategic cooperation with key partners, building on existing structures to dispense information and training, and responding to opportunities to develop innovative actions as they arose. The project had a good selection of geographic areas and sectors which also included private and state owned enterprises. The project partners were the MoHRSS, CEC, the All China Federation of Trade Unions (ACFTU), China Family Planning Association (CFPA), Community based NGOs -- AIDS Care in Guangzhou, AIDS Home in Kunming and Humana People to People, in Gejiu. The choice of partners was strategically appropriate in implementing the project. The government and enterprises had little experience cooperating with NGOs in the past. The project helped create avenues for such cooperation which, after initial reticence, were mostly well received although there is still scope for improvement. Continued joint efforts and coordination with NGOs can contribute to improved actions that will capitalize on the strengths of each of these partnerships.

Although the project was able to maximize the positive aspects of the centralized organizational structures in China these same systems also posed some challenges. A highly centralized approach has some benefits because it can help ensure that lower hierarchical levels pay attention to issues deemed important at national level. In fact, national level directives helped promote the project’s ability to advance and gain cooperation for the development and adoption of provincial policies. The challenge was—and continues to be—to determine how to tap into the hierarchical system to ensure that local levels are allowed flexibility to tailor local responses. In some instances provincial level structures could have had higher levels of ownership which could be attained by ensuring that directives allow for such local flexibility. It should be noted, however, that ownership among enterprises and vocational schools was good.

The project included 29 Pilot enterprises covering 250,000 workers. The last ten enterprises were added in 2009 and are still developing their programs.

The project implemented a baseline study and completed and end-line study that included a control group to assess the changes that occurred as a result of the project in terms of worker knowledge, attitudes and practices.<sup>25</sup> The baseline included 3090 workers in 18 sites in 13 enterprises. The end-line included 1702 workers in 11 enterprises.

25 Thomas, Sarah; Rulian, Wu (2008); ILO/USDOL HIV/AIDS Workplace Education Project in China (2009)

The results (see Table 1) indicate that the project was able to meet the four immediate project objectives regarding:

- 1. Improved knowledge and attitudes related to HIV/AIDS risk behaviours.
- 2. Increased awareness and use of available HIV/AIDS workplace services.
- 3. Reduced stigma against persons living with HIV/AIDS.
- 4. Increased knowledge of HIV/AIDS workplace policy /guidelines

Stakeholders have a good understanding and capacity to address HIV/AIDS at the workplace through workshops and other media.

Table 1: Changes in Worker Knowledge, Attitudes and Behaviours After Project Implementation

Subject Area	Baseline			Endline		
	Male Number:698	Female Number:646	Total Number:1344	Male Number:851	Female Number:370	Total Number:1221
Worker perceptions of their knowledge about HIV	55.6	53.3	54	75.9	84.8	78
Worker awareness of the three HIV transmission modes	63.2	54	58.6	82.8	89.7	84.8.
Workers with full awareness on HIV non-transmission routes	13	8	10.5	56.6	72.7	61.1
Workers aware of all five measures for prevention	18.9	10.7	14.8	49.4	67.3	54.5
Acceptance of condom use with all types of partners (including in stable relationships)	23.8	38.9	18.5	12.8	64.9	46.5
Acceptance of condoms use during sex outside marriage or stable relation	73.7	90.5	65.4	56.9	96.1	92.2
Percentage of workers who reported casual or commercial sex during the past three months	41.7	30.9	36	23.6	14	27.2.
Reported condom use during last casual or commercial sex	50.5	72.	49.2	43.6	70.8	73.3
Acceptance of people living with HIV	9.6	5.6	7.6	53.6	58.6	54.9
Total un-acceptance of people living with HIV decreased	28.1	23.2	25.9	4.9	2.7	4.2
Percentage of workers who feltthey would be able to keep their jobs if their managers knew they had HIV	43	37.2	40.4	76.7	88.2	80.1
Awareness of having an HIV policy in the workplace	*	*	17.5	*	*	77.7
HIV services in the workplace	*	*		*	*	
Education	*	*	*	*	*	90%
Condom availability	*	*	*	*	*	86.3%
STItreatment information	*	*	*	*	*	83.9%
Voluntary testing and counselling	*	*	*	*	*	86.2%
Care and treatment information	*	*	*	*	*	82.9%

\*No data available



Results indicate improvement on all measures including a reduction in the percentage of workers who reported casual or commercial sex during the previous three months prior to the end-line study. Gender disaggregated data indicates more positive results for women than for men. The reasons for these differences are not clear since the actions were the same for both genders but might be attributable to women's greater sociological receptiveness to the messages. Despite the positive trends there is still room for improvement, particularly with respect to condom use during last casual or commercial sex encounter, acceptance of people living with HIV and awareness of all five measures for prevention.

Evaluation interviews with employers and workers indicate that they have a relatively good understanding of HIV and AIDS, a finding that substantiates the results of the end-line survey. There is still a need to expand the efforts to cover more workers. The evaluation team noted that, although managers were also trained—especially in the initial stages—most of the HIV prevention project efforts were oriented towards workers and not managers. Although it can be said that most of the managers are not rural migrants and, therefore, may be less at risk according to epidemiological data, managers also need to be targeted more clearly. It would be worthwhile to ensure that enterprise management at all levels also understands that HIV prevention is “everybody's business”. A more integrated approach that makes it clear to workers that they are not singled out as the only possible risk takers can also alleviate possible perceptions of discrimination towards lower level workers.

Workers and students in eight enterprises and two vocational schools were interviewed during the evaluation field work. Although the interviews were qualitative and because of time constraints not very detailed, workers expressed positive attitudes towards people living with HIV. One group of workers was straightforward in saying *“We would need to get over the shock and then we will support him or her. It would take a little while to get used to it. We would eat lunch with him, no problem.”* In several small groups workers added other kind words, *“We will care for the person, bring them to seek help.”*

A recent literature review of intimate partner transmission in China indicates that discussion of condom use within stable relationships is still a taboo subject. Although there were some improvements in attitudes towards condom use in stable relationships the percentage is still relatively low. Qualitative findings from the evaluation also support such conclusions.<sup>26</sup> The use of condoms within stable relationships is highly relevant in situations where the couple is HIV discordant<sup>27</sup> but difficult to promote in countries like China with relatively low prevalence rates. In line with recommendations from the Commission on AIDS in Asia, the project rightly placed greater focus on the use of condoms in casual and/or commercial sex as compared to within stable relationships.<sup>28</sup> There is still a need, however, to ensure that couples can and do discuss HIV and STI issues even in stable relationships. Emphasis on the importance of protection of intimate partners from HIV by using condoms during casual and/or commercial sex could also be increased.

## 4.2 Achievement of Sub-immediate Objectives

The project has also been able to meet the sub-immediate objectives:

### 1) Increased availability of quality HIV/AIDS-workplace services,

<sup>26</sup> Social Development Resource Centre (2009)

<sup>27</sup> One partner is living with HIV and the other is not.

<sup>28</sup> Commission on AIDS in Asia (2008) Commission on AIDS in Asia (2008)

All 29 companies that have benefited from project technical support have established HIV and AIDS programmes that have covered 250,000 workers so far. HIV education and training have been integrated into on-going enterprise training programmes such as new staff orientations, occupational safety and health trainings (OSH) and in-company job skills trainings that have covered 180,000 workers so far and are still on-going. The duration of the sessions specifically on HIV and STIs take from one to four hours or more but may be repeated so that the workers have attended a session more than once. The HIV/STI training is often associated with additional training on reproductive health including on reproductive body systems. Project baseline, mapping surveys and qualitative interactions with company staff and provincial specialists had indicated that many workers had little or no knowledge of reproductive health in general. It was, therefore, necessary to ensure that workers understood the basic functions of the reproductive system to be able to absorb the HIV messages.

Although most companies have a medical service, the project did not promote direct services on HIV related issues such as VCT to workers but rather developed a referral system. The complexity of good VCT services means that companies are usually unable to acquire and dispense such services easily. The government has already established VCT centres and some NGOs also provide support services on HIV issues. Also, once a worker is identified as living with HIV they are automatically registered in the government system for further referral and services should they require them.

Several studies in China indicate that willingness to attend VCT is dependent on education about HIV and VCT and reduction of levels of stigma and discrimination.<sup>29</sup> The project approach was in line with these findings because it included education on HIV, VCT and training to reduce levels of stigma and discrimination. The project developed a brochure, including a map, indicating locations where workers can obtain additional information and VCT. The project also has information about VCT services on the website on-line resource centre created with project support, (www.workonaids.org). During the evaluation, however, enterprises could not report the extent to which workers availed of VCT services, precisely because such information is confidential. Workers tend to go directly to the VCT centres, if they do attend, and do not necessarily report doing so to the enterprises. The end-line survey did not include any analysis of worker attendance of VCT services although it would have been interesting to include a question on this subject.

To ensure full integration of the project actions into enterprises the project worked with CFPA to establish a peer education system in all companies and trained 1,500 peer educators. The number of peer educators continues to increase through on-going training in collaboration with CFPA. The project team and the CFPA also developed a system to monitor peer education in pilot companies.

## 2) Improved national level policy framework related to HIV/AIDS at the workplace and improved HIV/AIDS workplace policies

Evaluation interviewees considered the existence of national laws, regulations and policies as very important for the effective implementation of project actions at all levels. The “Regulation on AIDS

Prevention and Treatment” adopted in 2006 contains a reference to the legal right of employment of

<sup>29</sup> Ma W, Detels R, Feng Y, Wu Z, Shen L, Li Y, Li Z, Chen F, Wang A, Liu T. (2007); Wang Y, Li B, Zheng J, Sengupta S, Emrick CB, Cohen MS, Henderson GE. (2008); Zhang JL, He N, Shen XW, Qin SX, Gao MY, Wei JG, Jiang QW. (2007)

people living with HIV (Article 3).<sup>30</sup> Article 15 of the same regulation refers to the strengthening of education on HIV and AIDS in employment agencies that work with rural to urban migrants. The project developed an effective model to reach such workers in an employment agency in Yunnan province.

The national level legal framework related to HIV at the workplace has further improved with the passing of the Employment Promotion Law in 2008. The law has more authority than the existing regulation on AIDS. The law has a clause guaranteeing the recruitment rights of people with infectious diseases which includes people living with HIV.<sup>31</sup> The “PRC Law of Prevention and Treatment of Infectious Diseases” (Article 16) also states that “No units or individuals shall discriminate against infectious disease patients, pathogen carriers and suspected infectious disease patients.”<sup>32</sup> The law also covers persons living with HIV.

The project was responsive to the national strategy and Action Plan on AIDS and other major AIDS programmes. The project promoted the adoption and improvement of laws, regulations and policies at national level through advocacy in meetings with tripartite stakeholders. Changing laws and regulations as well as the adoption of policies is a long process, however, and is largely beyond the control of a project such as this one. There was and continues to be a need for the national government to provide clear directives to local labour departments on how these policies should be implemented and enforced.

In collaboration with tripartite partners, the project advocated and provided technical support for the adoption of “Provincial tripartite policies on HIV/AIDS” in the three project provinces of Guangdong, Yunnan and Anhui. The policies contain the key elements of the ILO Code of Practice on HIV as promoted through the project, including no mandatory testing, non-discrimination against workers living with HIV, confidentiality and continuation of employment if the employee is found to be living with HIV.<sup>33</sup> The gender equality component of the code is not explicitly mentioned in the policies.

The project provided support for the implementation of international labour standards through its advocacy and technical support efforts on the ILO Code of Practice. The Code of Practice draws on some key ILO Standards such as the Discrimination (Employment and Occupation) Convention, 1958 (No.111) and the Occupational Health Services Convention, 1985 (No. 161), the Termination of Employment Convention, 1982 (No. 158).

Pilot enterprises visited for the evaluation are aware of the ILO Code of Practice on HIV and the supporting provisions in national and provincial policies. At the time of the evaluation 15 pilot companies

30 State Council (2006)

31 Article 30. “When an employing unit recruits labourers, it shall not use the pretext that he or she is a carrier of an infectious disease for excluding him from employment. However, before a carrier of an infectious disease is confirmed upon medical test that he or she is cured or excluded from the possibility of spreading the disease, he or she shall not take up the jobs, in which it is likely to spread the disease and which are prohibited in laws and administrative regulations and by the health administrative department of the State Council.” Standing Committee of the Tenth National People’s Congress (August 30, 2007). Note: The second phrase of the article needs refinement to clarify the specific situation of people who are living with HIV.

32 Extract of law provided by project in English translation.

33 For example the policy of Anhui Province, see references, Anhui Provincial Department of Labor and Social Security, Anhui Provincial Department of Health, Anhui Provincial Federation of Trade Unions, Anhui Provincial Federation of Industry and Commerce, Anhui Provincial Federation of Enterprises (2008)

had passed workplace HIV policies to reduce discrimination, protect employment rights of people living with HIV and guarantee on-going prevention and health service referrals. The policies were adopted after social dialogue among the employers, workers and local government. A group of 10 enterprises joined the project in 2009 and policy development is currently underway in these companies. A Samsung manager noted that the policy is important, “*This policy does show our commitment to the issue.*” Managers at the Shenzhen Bus Group Company directly cited the ILO Code of Practice without prompting during an evaluation interview stating, “*We include it in pre-work training. Having such policies helps reduce costs, improve productivity and increases the sense of belonging of workers. It helps to have harmonious working relations and a company that cares about its workers. Our policy includes confidentiality; respect for people with HIV and that training should be in line with the labour laws and other government regulations. We promise that we will not fire a person living with HIV.*”

The policies are in line with the key ILO Code of Practice components and include statements such as, “*The factory will not exclude and discriminate against people living with HIV/AIDS in terms of recruitment, promotion, wage distribution, medical insurance, pension benefits, as well as labour contract dissolution. The factory encourages staff to take voluntary HIV counselling and testing, but will not force employees to take compulsory HIV testing.*”<sup>34</sup>

National and provincial non-discrimination and other labour laws and regulations also apply. The provincial DoHRSS and other government staff worked to create awareness among partner enterprises of the rules and regulations. Their efforts, together with those of project staff and other partners, helped ensure that enterprises do not discriminate and comply with other important requirements related to the ILO Code of Practice on HIV. The Dongguan Yucheng Shoe factory policy, for example, concludes by stating that company HIV policy will integrate or be combined with the promotion of labour laws and regulations as well as the implementation of HIV related law, regulations and policies.

According to project staff, the MOH requires mandatory testing in the health and services sectors. High level advocacy is needed to change this practice which is not in line with the ILO Code of Practice and inconsistent with overall Chinese policies on AIDS. The project did not work with any enterprises in the health sector.

The project and its partners used the adoption of policies as opportunities for media coverage and inclusion in the websites of tripartite partners. In Anhui province, for example, the trade union reported about the provincial policy adoption online on their website while the CEC also presented policy on their provincial website.

So far 555 labour inspectors have been trained through the project in collaboration with the government to facilitate implementation of HIV/AIDS legislation and policies. According to government representatives the role of the inspectors is primarily to bring the message of the MoHRSS concerning HIV policies and regulations to the companies. Labour inspectors do make field visits and also respond to workers’ complaints.<sup>35</sup> According to Chinese law, unfortunately, labour inspectors cannot impose penalties or take companies to court but can only make suggestions to company management. In Anhui province the provincial Department of Human Resources and Social Security (DoHSS) representative noted that labour inspectors are paying more attention to HIV issues after attending project training and had not found any instances of discrimination yet. In Yunnan province labour inspectors check for compliance on HIV

34 Dongguan Yucheng Shoe factory (2009)

35 The MoHRSS also has a hotline where workers can call with complaints that is channeled through the local police station from where the calls are transferred to the local labor inspector.



legislation and policies, including non-discrimination of workers living with HIV and the right to spousal visits which may reduce risk behaviour. A Yunnan DoHSS representative noted, *“We ask them to check on this compliance. They (labour inspectors) talk to the senior management about the policies, advise them and check whether the policies are in place.”* The training was only held two months prior to the evaluation and it was not yet possible to fully assess the impact of the training on the inspectors’ daily work. The number of labour inspectors in China, currently estimated at 60,000, is very small as compared to the actual need. The ability of labour inspectors to fully play a role in the application of HIV related laws, regulations and policies is, therefore, still limited. There is a need to continue training labour inspectors and clarify their roles and responsibilities to protect the rights of workers with HIV. A SCAWCO representative noted, for example, that it will be important to further develop systems to ensure that policies are applied.

**3) Increased capacity of workplace to offer comprehensive HIV/AIDS policy and programmes on a sustained basis**

The project increased the capacity of management to develop policies and supervise HIV programmes through training and/or face-to-face interactions and technical support with employers. The project provided training to 320 enterprise managers in collaboration with the CEC. The combination of training and face-to-face contact proved important to ensure increased commitment and capacity of managers. Company trainers and peer educators were trained to deliver programmes through formal training or informally outside of working hours.<sup>36</sup> The percentage of workers who felt they would be able to keep their jobs if their managers knew they had HIV more than doubled during the course of the project (see Table 1). Awareness of having an HIV policy in the workplace more than quadrupled. Further capacity strengthening of company trainers and peer educators is still needed, however (see Section 4.5 for details).

**4) Increased levels of workplace collaboration and commitment by labour and management.**

The evaluator noted solid commitment by labour and management of the enterprises, the employment agency and vocational schools visited during the evaluation. As will be discussed in section 4.5.1. initial interest and commitment to including HIV into company programmes was very limited in most enterprises. Commitment and collaboration with the project and its partners was evident in the integration of HIV related training into on-going training provided to workers. The large number of project posters, billboards as well as brochures and small flip charts and other BCC materials, however, also provided solid evidence. The evaluator took many photographs of the prominent display of all kinds of materials developed by the projects as well as of training sessions. The photographs are available through the ILO project website, [www.workonaids.org](http://www.workonaids.org). The companies are not paid to impress evaluators nor do they have any other major benefit of showing their commitment to the issue of addressing HIV in their workplaces. Unlike in some other countries, company commitment to addressing HIV has marginal marketing value so their enthusiasm was clearly straightforward.

**5) Improved coordination and cooperation between tripartite constituents and other partners at the national level.**

The project contributed to increased coordination and cooperation between tripartite constituents and other partners at national and provincial level. The project thus fostered the involvement of the tripartite

<sup>36</sup> (1500 trained)

partners and promoted social dialogue, particularly on models to address HIV and decreasing stigma and

discrimination. Workers organizations’ involvement was most evident at local levels in project enterprises where trade union representatives played key roles in policy development and as trainers. The CDC in Anning noted that the trade unions in the enterprises served as a bridge to health and better life. A provincial CFPA representative indicated that the DoHRSS and the CFPA only collaborated because of the existence of the project.

Comments by interviewees from the different tripartite partners reiterated the importance of the cooperation. Several made statements such as, *“another important aspect was to be a part of the national tripartite structure”* and *“success lies in the joint effort of the different ministries”* and *“it was good that our local office could cooperate with the trade unions to implement this programme.”* It should also be added, however, that it was sometimes challenging for the project because as a result of the tripartite approach there were many partners to consult throughout the implementation period.

The project contributed to the national efforts in a non-duplicative manner. Some of the partners had never really addressed HIV through a concerted methodology before. Discussions among the tripartite members on health issues often remained at national policy level if any existed at all. Several agencies—such as the MoHRSS and the CEC—noted that they had little or no background on HIV prior to project implementation. CFPA had some members and contacts in enterprises but used the same approaches as they use with other members and focus was mostly on family planning. The project model of training in the enterprises was also new for the CFPA.<sup>37</sup> By the time the project will end the government, enterprises and other entities will have taken on much of the collaborative work to continue the actions dedicated to HIV in the world of work.

The project developed a methodology that the tripartite partners reported to be effective and worthwhile to promote together. The project also associated NGOs into the mix. The inclusion of the CFPA at the national and provincial level into the discussions on project efforts, policies and other activities contributed to widening cooperation beyond the classic tripartite constituents. The China Business Coalition on AIDS (CBCA) had produced some public service media materials and they also distributed a copy of the film produced by the project but their coverage is still limited. Further development of the CBCA and their actions based on the project model would be useful in the long term. Other NGOs were also associated to the actions at local levels and such continued collaboration can be encouraged by all partners.

The National Programme Director for the project noted that the HIV programme also serves as an entry point to address other issues, *“This helps us to address migrant issues. The advantage of the MoHRSS is its network throughout the country. Through this programme you build the capacity of the MoHRSS to protect the rights of workers and make this programme sustainable in the process. This is an added value for the MoHRSS.”*

A MoHRSS representative noted that the project provided a good format to promote technical cooperation between the ILO and the China government. *“It was a good channel for us to further improve our relations because we now also have more policies to share. It also opens a good angle for the two ministries, i.e. USDOL and ours.”*

<sup>37</sup> According to a representative of CFPA Gaungzhou.

6) Increased capacity of tripartite constituents to support development of workplace policy.

The project provided advocacy and training to tripartite partners so that they could support the development of workplace policies. Government officials (2,816) from the MoHRSS, the DoHRSS and the Bureau of Human Resources and Social Security (BoHRSS) were provided sensitisation training, consultations for policy development and training for the labour inspectors. Ninety-eight trade unions representatives were likewise included in similar training workshops while the China Enterprise Confederation (CEC) assisted with the training for employers. At enterprise level, many of the peer educators are trade union representatives. The effectiveness of the training is evident in the adoption of provincial and enterprise policies on HIV.

In addition to meeting its objectives, the project also developed activities in other areas, including with 500 vocational schools in six provinces and in a public the employment agency in Yunnan Province. The vocational school training programme is expected to reach 5 million students from 2009- 2014. The employment agency pilot action covers 400,000 migrant job seekers a year through mass media exposure and 20,000 through small group trainings. The project further conducted a mass media campaign targeting 50<sup>38</sup> million workers in 2009 through the “Hometown Fellows” campaign (See Section 4.6).

#### 4.3 Level of Stakeholder Commitment to Project

The commitment of key stakeholders, including the Government of China, Employers’ and Workers’ organizations, enterprises, ILO, US Embassy, United Nations Development Assistance Framework country team, UNAIDS and NGOs was good. The Government, particularly at national level through the MoHRSS, SCAWCO and CDC and their corresponding agencies at provincial level increasingly recognized the usefulness of the project and provided human resources for different aspects of project implementation. The MoHRSS appointed a national director while provincial DoHRSS appointed provincial officers to work with the project. The project was the first on HIV to be implemented in collaboration with the MoHRSS. A factor that played a role was the sensitivity of the issues involved, namely sex and injecting drug use. The National Project Director was very helpful in terms of advocacy and to practically “smooth the way” with diverse contacts, both at national as well as at provincial levels. The project orientation on migrants helped to secure high commitment because it is in line with the MoHRSS national program on migrants and vocational schools.

SCAWCO and CDC provided technical input through meetings and other means when requested to do so at both national and provincial levels. The enterprises were represented in the project through the CEC which participated in policy discussions at national and local levels and contributed to the development of guidelines at local level. The CEC also assisted with linkages with enterprises, collaborated on training and provided input on the development of methodologies.

The project collaborated with the All China Federation of Trade Unions (AFCTU) to develop a plan to integrate HIV prevention and rights protection into routine union training programmes for workers. The project also worked with the union to develop and carry out sectoral policy education and BCC.<sup>39</sup> The ILO provided technical support through headquarters and the ILO office in Beijing. The US Embassy

38 5606 screens \* 10 times per day \* 10 audiences \* 90 days

39 Current USDOL regulations do not allow the project to channel funding through the AFCTU to workers. Other means of collaboration were, therefore, developed which was supplemented with a small fund from another donor to implement some activities.

expressed support for the project in different fora and the project attended meetings on USAID supported projects in Gejiu where the project also has an action.<sup>40</sup> The UNDAF country team cited the project under Focus Area 2 in the United Nations Development Assistance Framework for the People’s Republic of China (2006-2010).<sup>41</sup> The project Chief Technical Adviser also contributed information to UNDAF meetings. The ILO is represented in UNAIDS through the China Joint United National Programme on AIDS. UNAIDS in China is currently developing a system to increase synergies and cooperation between UN programmes in the country that includes the ILO.

The CFPA was only associated one year after the project was already implementing actions but has been very committed to project actions. There had been some resistance to associating NGOs which had posed a challenge to associating them from an earlier stage. One NGO staff member even reported that some enterprises were suspicious and thought that the NGO must have a hidden agenda. At project inception it was very unusual for there to be strong partnerships between NGOs and government agencies. As one stakeholder pointed out, *“It is very unusual for a company and local labour agencies to accept NGOs to work with them.”* Once the agency was on board, however, their human resources and technical capacities to help implement an effective program were recognized by all partners. Other NGOs associated with the project were also able to initiate and gain acceptance through their efforts.

#### 4.4 Technical Support Process

Provincial CDC representative: *“The project inspired and leveraged us.”*

The project provided direct technical support to all partners on policy development, advocacy, training methods, behaviour change communications (BCC) material development, dissemination of BCC in enterprises and public forums/mass media and development of sustainable systems for the initiated actions. The project partners also provided technical support in accordance with their own expertise. The MoHRSS, DoHRSS and BoHRSS mostly worked on advocacy, policy development, linkages with other partners and advocacy and follow up with enterprises. The role of the DoHRSS and BoHRSS was particularly important to gain direct entry into the enterprises and ensure their continued cooperation. As one provincial project coordinator (government official) stated, *“All the enterprises and senior management very much appreciate that I came personally and work with them to add this subject to their daily work. That is why I like to say that the leadership of the department and the enterprises have to be directly involved for success.”*<sup>42</sup>

SCAWCO and CDC provided input on HIV issues in China and in specific project areas as well as support with linkages. CDC also provides VCT services but these are provided to workers outside of the enterprise. Some staff members of SCAWCO and CDC agencies in some of the localities were not as motivated to work on project actions as others staff members. Much depended on the individual motivation and interest of the staff members concerned.

The CEC issued a communication in support of the HIV in the workplace program through its members and advocated for company actions on HIV through training and other methods. A CEC representative

40 USAID finances actions with commercial sex workers while the project works with a transport company that is part of a mining company in the area.

41 UNDAF (2005)

42 See Section 4.3. for details on late entry into project.

noted that the CEC was not very active initially because it was still engaged in internal team building but had made considerable progress during the last eighteen months. The CEC provided training to all their staff in the project provinces and promoted access to the project online resource centre. The CEC has also started training on HIV in other provinces not directly targeted by the project. A CEC representative pointed out that they did face some challenges to get local CEC confederation members to join in the program. The H1N1 flu virus and economic crisis also formed a distraction and affected the level of interest of some CEC confederation members.

The principal NGO associated with the project was CFPA which provided support for training and peer education systems development. The CFPA has a large number of members in all types of localities and types of sectors which serve as volunteers to promote reproductive health and family planning. The CFPA has an ideal network to provide technical support on HIV at local levels which the project was able to tap into effectively. The late entry of the CFPA into the project was unfortunate because, as many interviewees ultimately stated, *“the project would have been able to achieve even more results if the CFPA had been associated from the beginning.”*

Technical support needed to be adapted in line with the different types of enterprises, whether state owned or privately owned. Each type of enterprise had its own advantages and challenges. State owned enterprises tended to function more bureaucratically but had large company resources and in the local community such as their own TV station and newspaper. Wherever possible the project tapped into the available resources while learning how to operate in the diverse business environments.

#### 4.5 Effectiveness of Enterprise Actions

The enterprises were selected based on an initial analysis of the number of migrant workers in the enterprise and secondly based on behavioural and prevalence data.

##### 4.5.1 Entry of the Project Into Enterprises

According to evaluation interviewees the main challenge the project and its partners faced was the initial entry into the enterprises. The project faced this challenge head on, with persistence, patience and support from partners. In one example the company reported that it took them five months to become convinced. This is key. As one stakeholder indicated, *“In the beginning the enterprise was unwilling because they thought anything to do with HIV would damage their image. They also worried about productivity and did not like the idea of studies (baseline/endline) to be done in their enterprise.”* Other issues included the relatively low prevalence of workers known to be living with HIV in the enterprises. The low prevalence led companies to ask the question, *“Why should we?”* and *“This is not relevant to our work”*, particularly during the current economic crisis.<sup>43</sup> These problems were typical of the enterprises in the beginning. Even in vocational schools some students questioned the need for such training saying, *“We are coming for the vocational skills and not for HIV”*. Teachers responded by stating that it is a school requirement so they do attend and eventually find the training interesting and useful.

The continued advocacy of the project staff was important but it should be stated that the role of the government as a leading force was essential. As another interviewee indicated, *“If we did not have government support it would have been even harder to call the state and private enterprises in.”* Provinces established “notices” for companies that serve as guidelines that companies are expected to implement. In the case of HIV

<sup>43</sup> As compared to commercial sex workers, injecting drug users or in some other countries.

notices were developed as a joint document of the Department of Health, the AFCTU, the CEC and other employers’ organisations. Notices include discussion on the requirements and importance of HIV prevention, the legal recruitment practice and anti-discrimination laws and regulations.

In some cases enterprises managers and other project partners reported that even if some managers supported the project they still had to work to convince other managers and company trainers. As one project staff member noted, *“In some enterprises the management did not have a unilateral view of this and that was a challenge, we needed to convince all of them and that took time.”* Discussion with mid-level managers might be very good but higher level managers were sometimes more resistant. As a CEC representative pointed out, *“This demonstrates the importance of group advocacy and training workshops to lower the hostility of high level managers who are in charge of key departments.”* Enterprises do not, unfortunately, always send their senior staff members to attend such workshops. Some interviewees noted that junior level management in some company departments have still not acquired full ownership of HIV related actions. As one person stated, *“Many people are following the instructions on HIV points because their senior management is telling them to do this.”*

As one interviewee clarified, there are some traditions in China related to familiarity with a subject matter. If senior people are unfamiliar with a subject they will send a more junior person to attend a meeting or workshop. Once such a junior person arrives he/she will compare who else is present to determine the importance of the subject. Senior peer influence is, thus, important to convince enterprises to participate in a program on HIV. Much depends on the ability of junior staff to advocate on the issue and whether they “have the ear” of the top management.

Some of the points reported by enterprise interviewees that ultimately led companies to fully support actions on HIV in their enterprise included:

- The financial cost to the enterprise of HIV among workers.
- Emphasis on prevention in the initial stages of collaboration.
- Recognition of the risk taking behaviour of some employees, particularly rural migrants (sharing of epidemiological prevalence statistics).
- Discussions on lack of safe social activities of workers.
- Provision of human and BCC material resources and technical support through the ILO, government, CFPA and other partners. (No subsidies were provided by the project)
- Linkage of work on HIV to government social security policy. Social security policies include provision of training on equal opportunity employment and against discrimination.
- Linkage of actions on HIV to other on-going health activities in companies.
- Relevance to core value on Corporate Social Responsibility and experience in Africa that indicated the importance of early intervention. (Samsung)

The points raised by enterprise interviewees provide just initial indications of points that are relevant to obtain enterprise buy-in and commitment to actions on HIV. Additional efforts need to be undertaken to determine the most cost-effective mechanisms to obtain enterprise cooperation. Efforts could include collection of additional information from agencies such as the CDC of Guangdong which reported that, *“We collected good quotes from managers and employees. We can use such information to promote the issue with other enterprises.”* Brain storming sessions on how to obtain collaboration and ownership, a marketing study on successful mechanisms and other methods could be considered. Some enterprise leaders still regard HIV to be “just a health issue” and have not yet internalized the full range of issues linked to HIV. Further awareness raising is still needed in some cases.



4.5.2 Implementation in Enterprises

After enterprises fully accepted to implement HIV actions the project worked with the local partners to implement training, promote enterprise policy development, establish a peer education system, distribute BCC materials and other activities. Some of the additional activities were targeted to the needs of the individual companies. In one case, for example, the company established a drop-in centre where workers can obtain information on HIV and reproductive health and play games.<sup>44</sup> Samsung also placed materials in their reading centre.

Some enterprises have already instituted very good systems to implement actions on HIV. The Yucheng Shoe Company has even developed an organization chart that specifies exactly who is responsible for implementing the actions on HIV.

Sometimes the internal structure of the enterprises resulted in challenges for the coordination of activities. The ILO usually worked directly with the Human Resources division but the CFPA usually works with the Administrative Division.<sup>45</sup> An enterprise Family Planning Officer is also usually attached to the Administrative Division and is paid by the enterprise but receives technical support from the CFPA. The trade union and the women’s movement group are also usually linked to the administration department. This meant that coordination was not always straightforward. The Human Resources Division is, however, responsible for training so they play a vital role in any HIV related actions and it would not be wise to shift actions to the Administration Division. The internal structure of an enterprise needs to be studied when entering an enterprise to ensure that full and effective coordination is possible from the initial stages.

4.5.3 Company Outreach to Promote HIV/AIDS Workplace Education and BCC Policies

Companies usually only start community outreach once they have established a working system inside the company. Given the short duration of the project at the time of the final evaluation (just 2 ½ years) it is laudable that some companies have already started some outreach campaigns. Aside from mass media broadcasting of the project film on company TV stations, company buses etc. they also assisted by placing billboards and posters in public locations and distributing materials at company sales points. Importantly companies also implemented more intensive activities to reach out to the communities through peer educators and goodwill ambassadors. The Shenzhen Bus Group Company reported, for example that peer educators visit married couples and pregnant women in the community to discuss the issues of the HIV campaign. Samsung has organized events in the residential area near the factory and at a nearby amusement park, Ocean World. The Transportation Group of the Kun Steel Group distributed condoms, DVDs of the film and other materials in a range of locations. They reported that initially people were reticent but now they come forward in large groups to avail themselves of the materials when they are made available. The Kafang Mining Co., Yun Tin Group work with their peer educators in the residential areas of the miners, primarily to reach out to the spouses of the miners. The employment agency has made three visits to construction sites so far in 2009 to distribute condoms and BCC materials.

The outreach activities form a good start and companies should be encouraged to continue and even scale up such activities. Awards could be given to companies that have made special efforts to implement effective outreach campaigns.

44 One of the games is a card game developed with the project that shows images and messages on each of the cards.

45 May be called a “department” or another term depending on the company.

4.6 Effectiveness of the Behaviour Change Communication (BCC) Model

The project implemented a BCC model that was solidly based in information acquired from the baseline and mapping exercise but also on previous experience of the Chief Technical Adviser (CTA), other project staff and partners. Sites selected for intensive implementation of the BCC campaign were selected based on HIV and STI prevalence of both workers and identified most at risk groups. The project prioritized Gejiu, Yunnan, for example, because of the high HIV STI prevalence in the area as identified through extensive behavioural and biological research conducted by the US National Institute of Health in 2006. FSW prevalence 13% in 2008, while miner STI prevalence was 19% and HIV 0.8%<sup>46</sup>. The previous international and NGO experience of the CTA on BCC methods proved to be highly relevant and useful during project implementation.

The project obtained continuous input from all project partners and also from pilot enterprises to refine the materials and BCC methods. The project, further, hired a professional company, McCann Health Care China, to help design and produce many of the materials. McCann Health Care is one the top healthcare marketing communications networks in the world. The high quality of the materials developed in collaboration with McCann Health Care indicates that their involvement was quite worthwhile. Although the project rolled out some IEC materials in the beginning of the project the entire BCC model took about 18 months for full development. One challenge was to determine how to localize HIV training in the Chinese context. Even more specifically, BCC needed to be relevant to the traditional cultures of rural migrant groups who formed the primary target groups. The baseline and mapping exercise together with informal qualitative information collection was useful to identify possible entry points and effective approaches. Basic concepts such as the importance of being healthy in order to be able to work, aspirations of health and prosperity, mutual support and achieving personal goals were identified and integrated into the materials.

The BCC model had two principal components, a mass media component that aimed to reach as many workers as possible with relevant messages and a more intensive training/peer education component. The intensive component was implemented in enterprises, vocational schools and in one large employment agency.

The project developed the highly appreciated Hometown Fellows Campaign that aimed to reach rural migrant workers using their own socio-cultural networks. In China rural migrants tend to socialize with people from their own localities with whom they create mutual support networks in their places of work. The project correctly identified these networks as a good mechanism to implement BCC. The centrepiece of the campaign is a short film starring a well known actor who is a former rural migrant worker himself and a construction worker who is living with HIV. The film primarily promotes tolerance and the elimination of discrimination as well as providing key information on prevention of HIV.

46 RUIYING ZHAO, M.D.,1,2 HONGCAI GAO, M.D.,1,3 XIAOMING SHI, M.D., Ph.D.,1  
JOSEPH D. TUCKER, M.D.,4 ZHONGMIN YANG, M.D.,1 XIANGDONG MIN, M.D.,5  
HANZHU QIAN, M.D., Ph.D.,6 QINYU DUAN, M.D.,1,7 and NING WANG, M.D., Ph.D.1, Sexually Transmitted Disease/HIV and Heterosexual Risk Among Miners in Townships of Yunnan Province, China , AIDS PATIENT CARE and STDs Volume 19, Number 12, 2005

Throughout the evaluation mission the film was praised as interesting, fun and useful. The fact that the film was to be shown in a variety of public locations, including on large screens in noisy places, was taken into account. The film is largely in the form of a silent movie that is well mimed so that it can be understood even without sound. The film has been shown on television, buses and on a large screen in an employment agency. The project also worked with the Mega Media Company to screen the short film in 800 train station waiting rooms in 500 cities covering an estimated 50 million people in 2009. In each case the film reaches a large audience.

The evaluation team visited the large hangar of the employment agency and saw a number of workers stopping in their tracks to watch the film with interest. The evaluation team interviewed five small groups of workers selected randomly from the hundreds of workers milling around in the employment agency. Almost all the workers had already watched the film and those who had were enthusiastic about it saying “that famous actor, you know he is one of us!” When questioned about what they remembered about the film they could mention the key elements, particularly the non-discrimination message. All except one worker said they had no problem sharing a meal with another worker if he/she is living with HIV.

In the employment agency as well as in other public locations the film is complemented with other materials such as billboards, posters, a CD with music and messages, brochures, booklets, maps with VCT referral and other information. The billboards and posters were placed in highly visible locations like on major streets, at bus stops and petrol stations, over the main entrance of company buildings, along corridors in buildings as well as in training rooms. The evaluation team witnessed a couple filling their car with petrol and then entering a small booth to grab some brochures and condoms. Bus ticket sellers in Gejiu hand out brochures and condoms upon request. It seemed to the evaluation team that the smiling faces of the Hometown Fellows Campaign personalities were almost everywhere that they looked. Despite this fact trainers and workers still request more materials, particularly brochures of different types for the workers. The posters and billboards often included two female workers who are now peer educators in their company. Company staff noted that these young women have gained in status since their association with the campaign.

The messages in the film, billboards and posters are kept simple and direct. Images on posters and other materials are not overly cluttered and graphics are good. Graphics could still be somewhat improved with regard to skin colour so that a larger variety representing different Chinese population groups can be represented.<sup>47</sup> It is important, however, that images indicating risk behaviour include only average skin colour so that different population groups are not stigmatized.

One type of item that garnered particular interest consisted of two aprons—one for men and one for women—that show the male and female reproductive systems. The aprons were conceived to respond to the need for reproductive health training so that participants can better understand the HIV issues. The aprons include stick-on labels that name the different body parts. Trainers can use the stick-ons to play games that help the workers to learn them and become comfortable with sexual health terminology. As a SCAWCO representative commented, *“We particularly like the aprons showing the reproductive system, this method is quite vivid, effective and welcomed by the participants.”* Other interviewees also noted the usefulness of the aprons, although in some locations—particularly in vocational schools—there is still some reticence to use them. Some individuals consider the aprons as fairly explicit even if they are basically clinical in nature. In one other case the trainer indicated that the literacy level of the workers was too low to use the stick on labels for the body parts.

<sup>47</sup> Some of the graphics also need to decrease the level of grey in skin tones.

Another popular set of materials consisted of cards with graphics of risk behaviour on one side and text on the other side. The cards are used to discuss the HIV transmission routes and non-transmission routes. End-line study results indicate that such methods are useful. The proportion of individuals who were able to cite non-transmission routes increased from 10.5% to 61.1% (See Table 1). Trainers in enterprises and vocational schools cited these cards as their most useful tools although larger versions to use with bigger groups were also requested. The evaluators observed several training sessions where the cards were used. In one case the evaluators noted that the cards were used in a game with the graphics face down on the floor and the text on the top. In a subsequent interview workers reported that some in their group were only semi-literate and that they would have preferred to see the graphics on top. The workers had hesitated to mention it to the trainer because of their perceived hierarchy status as compared to the trainer. A quick discussion of the evaluation team with the trainer indicated, however, that the trainer had not at all been aware that he should have been doing it differently and he was very receptive to constructive suggestions to change his method. He and some other trainers even seized the opportunity to request more training so that they could further improve their training capacities.

A set of playing cards with images and messages was a well liked prize during training and company events. Some worker interviewees indicated, however, that they only looked at the images and did not really read the messages. They stated that the characters were too small and the statements had too many words.

The wide variety of materials that the project produced have already been copied and further developed by some of the partners. In one case a transport company developed pens with extractable messages while others had produced plastic cups or fans with messages. In most cases such small gifts were also used during training as rewards for good participation.

The project placed strong emphasis on keeping control over the messages to ensure consistency and correctness of messages and images. In two locations the evaluator did notice that partners had replicated the materials with minor errors in the messages so continued quality control is important.

SCAWCO, as the principal agency working on HIV in the country has officially recommended the materials. In April of 2009 SCAWCO held a joint meeting with all the HIV focal points in each of ten related ministries at which the project was invited to present their materials. Participating focal points expressed interest and some have already asked for the materials.

BCC efforts within companies were systematized but varied somewhat depending on the situation in each company. The project developed a Handbook for Managers on HIV/AIDS that accompanied copies of the ILO Code of Practice. Provincial governments also distributed copies of their policies on HIV once those were fully developed and adopted. Other tools developed included the peer educators’ manual, flip chart on HIV basics for peer educators, risk behaviour cards, condom demonstration tool, HIV basics for workers and a short novel about HIV/STIs and reproductive health. Other materials such as umbrellas, T-shirts and even underwear with messages were also developed by the project to promote messages. All of the materials are assembled into a carrying bag which then forms the trainer/peer educator’s “toolkit”. The on-line resource centre, [www.workonaids.org](http://www.workonaids.org), provides the tools to start a workplace programme but also has information specifically for workers and other interested persons.

In most cases the company training lasted from one to four hours which was often spread over at least two sessions. The training consists of four modules covering reproductive health, STIs and HIV, stigma



and discrimination, safe sex and how to handle relationships. To ensure that workers fully absorbed the information, however, several companies indicated that the same workers may be exposed to training and messages several times. In one construction company the staff had developed their own variety show which the evaluation team witnessed. Several of the watching workers related that they had voluntarily come to see the show 4 to 5 times. Overall the variety show was quite good although there could still be some improvement with regard to stereotyping of gender roles in a short skit.<sup>48</sup> In other cases training has been incorporated into routine training such as pre-employment, Occupational Safety and Health Training and other forms of training so that the messages are reinforced. Samsung reported that they also seize on opportunities such as World AIDS Day to organize special activities. The Anning Steel Group organized a karaoke contest after which they distributed DVD copies of the film and conducted an essay writing contest. Winning essays were displayed on company billboards.

One mining company reported that they found it quite essential to give the training several times because their workers tend to have low previous education levels. Repeating training several times thus resulted in better acquisition of knowledge and changed attitudes, particularly among workers with little education. Many have little knowledge of reproductive health in general so it is difficult for them to absorb all the information at one time. The project was aware of this problem and has included some information on reproductive health in the training package.

The training sessions that the evaluator observed were generally good although further capacity strengthening is necessary, particularly on technical issues. Trainers were enthusiastic and interacted well with the workers. Several trainers and managers reported that although initially many trainers/peer educators were reluctant and shy to talk about sexuality and injecting drug use, they almost always overcame their anxiety. The project was said to have made the “unspeakable” something that could be talked about with relative ease. The participatory methods used in the training combined with the BCC materials made it easier for trainers/peer educators to handle the subject. Focus was more on the participants and the materials than on the trainer which helped to relieve some of their nervousness. The overall interest of the participants also contributed to helping trainers/peer educators to overcome their fears. Company management, trainers and workers alike lauded the participatory training methodologies which were quite different from what they were used to. One company representative stated, *“The training methods are lively and relaxed. It is good and not like the usual training method in which we just cram the information in the people’s mind.”* The project also exhibited flexibility and sensitivity to local norms by replacing the anatomically correct dildo used for condom demonstrations with a more simplified but correctly sized dildo.

Trainers and other stakeholders noted that sometimes trainers had difficulty to answer some of the questions of participants. Although trainers were advised to refer individuals to the Online Resource Centre or other sources if they could not answer questions, it would still be preferable to further solidify their knowledge. Refresher training and updating of the knowledge of trainers/peer educators will also be necessary as situations change. One other challenge that some companies face is the high mobility of staff, including peer educators, which means that systems need to be instituted to continually train new peer educators.

48 A rural wife comes to visit her migrant husband who she finds has had commercial sex without using a condom. The husband laments that he made a mistake because he knows that he has such a “good wife” who takes care of his aging parents, children and all the other tasks a woman should do. The question then arises, what happens if a worker has a less than perfect wife?

Enterprise representatives and other provincial stakeholders reported that the BCC model contributed to the ability to address other important issues with workers. The effects of the project thus extended beyond HIV to other issues such as:

- sexually transmitted infections
- reproductive health in general
- need for policies on stigma and discrimination
- participatory methods in training (companies and vocational schools)
- empowerment of peer educators (status increased)
- ability to address other issues such as the H1N1 pandemic<sup>49</sup>

Some agencies, such as the CEC, also indicated that they learned other good practices through their association with the project such as how to develop and implement BCC.

The project also learned several lessons during the development and implementation of the BCC model. One lesson learned was that it was not effective to limit the BCC methods to actions like peer training given the sheer numbers of workers. The project concluded that it was necessary to ensure that all actions were solidly integrated into existing training and education systems within the enterprises.

The CPFA reported that it was often a challenge to find the time for training sessions since most enterprises did not allow workers to attend training during working hours. With the inclusion of training on HIV into other routine forms of training, however, this challenge is at least partially addressed.

One good practice that was developed in some enterprises was the “goodwill ambassadors” who spread information about HIV in their spare time. Peer educators tend to share their knowledge, attitudes and practices in both formal and informal situations. The goodwill ambassadors are even more informal and more frequently share the same level in company hierarchy as their co-workers. A trade union organizer/peer trainer mentioned that the face-to-face at workers homes/dorms is especially important since it allows for the tailoring of messages to the individual. The organizer did add that initial resistance needed to be overcome with persistence, “In the beginning they would not open the door to us but now they let us in.”

One important point raised by enterprise representatives and other interviewees is the necessity to continue to develop new BCC materials and approaches. In locations where the materials are already being used it will be necessary to introduce some new ones to avoid possible disinterest from continued exposure. Existing materials can continue to be used as there are always new workers among the rural migrants groups but creative new ideas updated with new knowledge will need to be developed.

Mass media materials such as the film and the music CD can also continue to be introduced in new places but will eventually also need to be replaced with new ones. As a Samsung representative noted *“We should also have an update and another famous star because that leads people to remember and repeats the content for them. When people are queuing for their meal they can see it while they wait. We do not have to call the workers together for this.”*

49 According to observations by the CDC enterprises that had been involved with the project were more able to implement BCC on H1N1.

4.7 Project Ability to Meet the Needs of Different Sectors Effectively

To ensure quality control the project developed general materials that were used throughout project activities although the way they were used was adapted to individual sectors or target groups. The Hometown Fellows Campaign did include billboards and posters with varying backgrounds from construction sites to electronics factories. Trainers/peer educators adapted their games and other activities to the workers of their respective company. They also used some materials more often than others depending on the level of education of the workers. Interviewees stressed that education level was almost more important than type of work sector in terms of adapting the content of training and interactions on HIV.

4.7.1 Employment Agency Actions

Efforts in the Employment Agency were very much based on the Hometown Fellows Campaign. The Employment Agency included in the project is the largest job placement centre in Southern China. Agency representatives noted that the Hometown Fellows Campaign is highly relevant to the type of worker that comes to seek employment. The Agency provides a one-hour session on HIV to job seekers who attend some technical training, screens the film and distributes HIV materials together with informal counselling. Training for job seekers had to be simplified because of their often very low level of education. Agency representatives expressed appreciation for the quality of training provided by the NGO HOME AIDS. Informal discussions and explanations by Employment Agencies when handing out materials and condoms were in line with the types of preoccupations of the job seekers. The evaluation team observed job seekers crowding around and eagerly picking up condoms, brochures and other materials from a counter attended by a person who answered their questions. As an agency representative reported, *“In the beginning some people were shy to get the condoms, they used to ask their friends to get them. Now if we put a box in the middle of the hall it will be gone in a minute. After this intervention people are more aware, especially on the use of the condom. Some of the sex workers places also come to the job centre to get condoms.”* One challenge the agency faces is the turnover of staff that has been trained on HIV.

Some interviewees did request that the materials need to be more targeted including in terms of education level and rank within the company. The needs of people on the shop-floor or in the mines are different from those who supervise them. As one interviewee indicated, *“People of different position levels have different levels of understanding and different associates to share ideas with.”* Ensuring that workers can recognize themselves in the graphics—by sector and variations in ethnic origin—can also be helpful to help them identify with the messages. There is a risk that images become too cluttered if much is changed in terms of background, for example, but it would still be useful to explore the development of a wider range of graphics options.

4.7.2 Vocational Training Component

The project added a component to reach out to vocational schools in Anhui province because it is a frequent source of rural migrants who go and work in other provinces. The vocational school component was also replicated in 8 other provinces. A large number of vocational school teachers (over 2000) were provided with training on how to organize participatory HIV/STI and reproductive health training for students. One thousand vocational schools were thus prepared to deliver HIV information, reaching over a million students over the next 5 years. The project also developed a teacher manual on how to organize participatory trainings on HIV/STI and reproductive health.

The materials used in the vocational schools build on those developed by UNESCO and are linked to the other project BCC materials. Vocational schools are linked to either the MoHRSS or the Ministry of Education while some are jointly supervised by the two ministries. The project worked largely through the schools associated with the MoHRSS. Reproductive health is included in the national educations curriculum but teachers are often uncomfortable with the subject matter and just hand out the lesson for students to read at home and most students do not really understand the materials.

The vocational training school component was an add-on to the project but many interviewees expressed the opinion that this should have been integrated in the project from the beginning. As the project was mostly oriented to the workplace the idea of including vocational schools did not arise until the middle of the project period. The interviewees believed that vocational schools offer a major opportunity to reach future rural migrants during their most vulnerable years.

The evaluation team witnessed one training session for vocational school students but by the time they visited a second school, students were already on vacation and no training was being provided. It was possible, nevertheless, to interact with some students from both schools. Most of the students expressed strong interest in the training although it should be said that a few were dosing off for some parts of the session. The students were very interested to talk to the evaluation team and indicated that they found the training useful to their lives. They were able to cite the major points from the training. Students conveyed with conviction their desire to learn more, particularly about reproductive health. One student even asked the team members about their personal views on HIV and sexual health. It is clear that the students lack information and that their natural curiosity as adolescents in not sufficiently satisfied. Teachers also reported that students *“are prone to having relationship difficulties”* so they need guidance on managing their relationships including preventing early pregnancy. Some teachers still hesitate to teach the subject of reproductive health and place emphasis on the immorality of early sexual behaviour. It is important for teachers to communicate that sexuality is normal and that responsible sexual behaviour is a matter of self respect and respect for others. The establishment of youth clubs with peer counsellors and peer educators in the vocational schools could be useful mechanisms to provide BCC and support to the students since many stay in school dormitories away from family support networks.

In one of the schools, however, the teachers indicated that they only provide the HIV and reproductive health training to older students, age 17 or higher, claiming that younger students are not ready for such information. The evaluator questioned the CFPA representative in Beijing about this issue. The CFPA is of the opinion that students should start learning about HIV, STIs and reproductive health at an earlier age such as in early adolescence.

While the teachers in both schools appreciate the fact that a manual for teachers was produced by the project they indicated that the manual still needs further improvement. Existing materials provided by the government are under revision and teachers fear that the new materials will not be adequate. A need for a new manual including participative methodologies and covering the main project modules while adding details on adolescent reproductive health, exists. Further efforts need to be undertaken to develop a useful manual, preferably with input from adolescents

4.8 Monitoring and evaluation

Provincial government project coordinator, *“The monitoring of the project is highly regulated and carefully implemented.”*

The monitoring system for collecting performance data was mostly appropriate to monitor the project implementation and measure the impact of project performance. Data from the PMP and qualitative information was regularly shared in meetings on the Decent Work Country Programme and the United Nations Development Assistance Framework.

The project developed a Performance Monitoring Plan (PMP) at the beginning of the project period. The PMP included the development and implementation of a baseline and end-line study as well as regular monitoring of project activities and outcomes. Some of the project partners commented on the usefulness of being associated with the PMP efforts spontaneously stating that one of the project benefits was being trained on PMP. The PMP included important measures but still lacked certain aspects. The structure of the PMP and associated Data Tracking Table included elements that could only be measured at baseline and end-line while others could be measured more regularly. As such the data tracking table visually combined information under the different types of project objectives that were measured only twice over the project period while others were measured every six months. Any reader who is not aware of the mechanism to collect some of the data in the different time frames may question why data is missing in some parts of the table. A review of the way such data is presented that helps partners to instantly understand such issues would be useful.

Other areas of the PMP, particularly with regard to the baseline and end-line data collection could use some improvement. The PMP, particularly the baseline component, is not just used to monitor activities but was also used as a planning tool. Issues such as condom use with different types of partners, including commercial sex workers, could be more specifically covered. In the context of China having information specifically on commercial sexual encounters could be useful.

It would have been useful to include more qualitative aspects to the end-line survey to learn in greater detail which aspects of the actions were particularly effective. Additional information about some of the types of risk behaviour such as anal sex was cited by one interviewee as useful for the development of materials. Although it can be difficult to collect such information there are many techniques that can be used to provide such data confidentially and privately. The project did not collect data on the number of workers accessing VCT, only the level of distribution of information about available VCT services. Some interviewees felt such information could be useful but it would have been difficult for companies to collect data on the number of workers such services as they are provided outside of the company.

Data collection for reporting purposes is very well entrenched in China and neither enterprises nor other partners found that the Monitoring and Evaluation System posed a burden. Initially some partners said they thought the PMP would be too difficult, that there were too many objectives and tables. When they started to use the PMP, however, they found that it was quite easy to obtain the information. Interviewees mostly noted that they felt the reporting system was neither too detailed nor insufficiently detailed. Some of the enterprises have also added their own monitoring system to track their implementation of actions. In one example, an enterprise tracks the number of minutes in an OSH training that is spent on covering HIV.

One challenge was usually during the first 6 month period when a company started their HIV program. During this period the companies were more focused on identifying peer educators and organizing the whole action so it was not entirely easy nor relevant to collect some of the expected data at this early stage. There were some issues such as the high mobility of workers which make it difficult to maintain contact and follow up.

One gap was the lack of a well-rounded monitoring system for the vocational training schools as this component was actually an add-on to the project. Provincial programme coordinators just verified how many students were trained and whether the training was integrated into the school education.

4.9 Effectiveness of Project Steering Committee (PSC)

The project steering committee met officially as a group several times, especially at the beginning of the project implementation period. The first year everything the project did passed through the PSC. The project found, however, that they were already having so many meetings with PSC members on an almost daily basis that formal PSC meetings merely became occasions where decisions that had already been agreed upon were formally approved. Despite this situation the PSC is still useful since it is a formal body which adds credibility to project inception initiatives.

Interviewees reported being well consulted providing comments such as, “We had many meetings to discuss the issues. When we were designing the campaign we were also all involved.” The project steering committee members continued to meet with the project staff in a wide range of settings on a regular basis over the rest of the project implementation period. PSC members were very satisfied with their input into the project implementation decision-making.

While in some countries the PSC becomes an independent committee after a project ends, in the case of China a National AIDS Programme for Rural Migrant Workers with a functioning mechanism has already been established. While this programme does not cover all workers, it does focus on those workers that are still considered to be most at risk.<sup>50</sup> The country also has a technical support group for the Global Fund.

4.10 Project Responses to Mid-Term Recommendations and Extent to Which they Were Addressed

The project took actions to address the recommendations from the mid-term evaluation. Of particular note was an improvement in terms of delegation and ownership of project efforts at the provincial level. The project staff, including the government staff delegated to the project, had little background on HIV but after the mid-term they learned more on the subject and also about ILO regulations. The provincial officers had been selected from three candidates proposed by the provincial DOHRSS. The program assistants were selected through open recruitment by ILO and provincial coordinators.

Response to Key Mid Term Evaluation Recommendations

Key Recommendation	Action Taken
Delegation – provide more autonomy to provincial staff for planning, budgeting and implementation	The project held a work plan meeting to communicate results of midterm assessment and develop provincial work plans and budget. Each provincial office put forward a plan and the ILO team provided strategic advice. The national level MOHRSS approved the work plans. Local level partners are providing assistance for implementation of these plans.

50 Other than commercial sex workers.



Communication – more routine communication with project offices was recommended	The project now holds biweekly meetings with the project directors and MOHRSS team. The NPD and CTA then have conference calls with provincial coordinators to discuss priorities and developments. The project purchased a conference call phone, which has been helpful to remove “burden of communication/ translation” on the programme officer. With the conference call the CTA can communicate with a range of partners with translation for various members of the project team.
Capacity Building – emphasize capacity building for local level partners, vocational schools, labour inspectors and enterprise committee members and peer educators.	Training delivered to vocation school teachers, NGO partners, including the China Family Planning Association and vocational school teachers.
Distance learning – an on line learning tool for workers to complement on line resource centre	The project developed section for workers in the on line resource centre linked to BCC campaign.
Supplement PM with qualitative case studies	The project developed a case study on the Yunnan Tin programme and submitted for inclusion of the ILO section in the UNAIDS report on public private sector partnerships. The project developed a short video on the programme, which was broadcast on CNN in the second quarter of 2009. Additionally, the project is developing several case studies for inclusion in the project final report.
Outreach through publicity campaigns- The project should place continued emphasis on achieving its objectives through an overall communications strategy for BCC, drawing on pilot company and individual worker experience, as well as the ‘home-fellow’ campaign.	Significant outreach campaigns were implemented.

5. Project Efficiency

The project was efficient in terms of the results obtained in relation to the expenditure incurred and resources used by the project. The project was also able to obtain in-kind contributions from different sources and most companies also invested their own human resources and other resources into the project initiated actions (See Annex 6). The project staff made frequent site visits to the companies associated with the project and to interact with partners at provincial level. Such trips were planned in a well-organized manner and were not excessive in terms of the required time to be spent in the field. The project managed much of the contact by phone, including using the conference call mechanism. The project did not have a vehicle but hired vehicles/taxis as needed. The quality and quantity of the materials developed and disseminated was very good in terms of cost/benefit. Adequate justification for the expenditure incurred was provided and resources were spent as economically as possible. As already detailed in previous sections of the report, the actions of the partners were complementary. The project tried to identify and build on the expertise of each of the types of partners while promoting collaboration between the partners.

6. Management

Senior level stakeholder, “We commend the professionalism of the ILO Beijing office including the CTA and Programme Officer. They have a lot of activities to do but they are always well organized and well implemented.”

The project management structure was good overall. The ILO supporting services from Geneva were flexible and good. Support from the China office, including from the Director who followed the project closely, were good. Support from USDOL was forthcoming while the desk officer expressed special interest. The government partners, the MoHRSS in particular, appreciated the fact that the project was a form of collaboration between the two ministries of labour in the United States and China. At the provincial level some stakeholders also expressed appreciation for this fact which appeared to add more credibility to the project.

The CTA was seen as an exemplary leader who could market the project concepts but was also a good listener to partners and staff. The CTA and the National Programme Director worked well together. The National Director was highly motivated and smoothed the way for the project, particularly with government agencies, on many occasions. The project staff in Beijing was very dedicated and hard working. The programme officer was very committed to ensuring project quality and consistence of all materials. Various individuals were associated for training all of whom were well appreciated in the field although some were naturally more capable than others. The programme assistant formally in charge of administration and data proved to have very good overall capacities. The evaluator noted during an interview that her insights in the project were impressive and she appeared to have good potential for further personal development.

The project had hired staff in the provinces to act more as contact points and coordinators, less to work and provide technical input. In fact, it would have been preferable if staff had been hired who already had a background on HIV from the start. Although this was somewhat improved after the mid-term, the positive results were more evident in Guangdong. Since Guangdong has a much larger number of enterprises with rural migrant workers it was useful that the staff was able to assist with training and other technical issues. Staff also noted that the amount of work was in terms of coverage and material development was very great as compared to the number of project employees.

Sometimes challenges arose with respect to financial allocations. One provincial office representative noted that they understood the necessity of the financial regulations but that these were not always in accordance with realities at the local level. The representative noted that, “there should be some flexibility in the budget allocations over time because it also depends on how things evolve at the local level.”

7. Project Impact

The project has potential for impact. The project also achieved wider impact because it developed new and innovative strategies to reach beyond the targeted workplaces, such as through mass media efforts and training in additional government training institutions and an employment agency.

The materials that the project developed will also likely continue to be used over time. The materials are interesting and attractive so they are likely to contribute to sustained interest levels although it will be necessary to continue to develop new materials also.

At the national level the impact of the project is likely to be substantial. Some of the national policies need to be further fine-tuned to ensure that they are very clear with regard to HIV, stigma and discrimination. Systems for collaboration between the tripartite partners and NGOs on HIV, stigma and discrimination and related issues have now been instituted and are likely to continue. The enthusiasm of the tripartite partners to continue the initiated work was evident. Some partners noted that they will be able to

attribute resources to expanding impact in space and time while others requested on-going support. Most interviewees still felt much more technical support is needed to be able to take the project initiatives to additional sites throughout the country. A number of interviewees indicated that the gender aspect could have been highlighted more strongly in the different project components.

The ILO is also extending effectiveness into the future through synergies created with other ILO programmes such as on Start and Improve your Business (SIYB), OSH, and the project on non-discrimination that also includes Hepatitis B discrimination. The other ILO China projects all assist with implementing the labour laws. The project consistently distributed a booklet on the labour contract law during their activities thus also contributing to increasing the impact of other efforts on improving labour conditions.

8. Gender and Poverty Reduction

According to some studies women migrants appear to be more vulnerable to HIV.<sup>51</sup> A State Council (2006) regulation (Article 17) specifically refers to the importance of women’s organizations to be involved in education and communication. The project baseline determined that “Based on this and considering the overall epidemic trends in China, it was decided that the project could best address the transition from a primarily drug injection driven epidemic to a sexual epidemic, focusing on male dominated industries where commercial sex behaviours weremore frequent. By targeting the attitudes, behaviour and knowledge of men, women are also likely to benefit as men are often in the position of power to determine whether condoms will be used and, at this stage of the epidemic, men comprise more than 80% of new infections.”<sup>52</sup>

The project undertook efforts to address gender issues by providing training on gender issues to some groups, providing online resources about male behaviour and how it puts them and their sexual partners at risk. As one interviewee in one of the provinces reported, “The Beijing people do talk about the vulnerability of the women to HIV, so physiologically and sociologically.” There is still room to increase discussions on gender issues and not just with regards to women. Men’s improvement of their understanding of the peer pressures that sometimes lead them to have casual and/or unsafe sex can be beneficial. Improving women’s ability to discuss safe sex with their partners, particularly the intimate partners of male rural migrants can be useful.

The peer educators in some companies are more often women while in others they are men. Where companies have both male and female workers they usually have the training in mixed groups despite the fact that the women are shy at first. Having joint training was found beneficial because it leads to exchanges on key sexual health issues.

The project worked primarily with rural migrants who are often poor. The programme contributed to improved health, which means that productivity is maintained and health costs expenditures prevented. In one factory staff stated the project contributed to increased condom use and reduced pregnancies and the associated cost of resulting abortions.

51 Xiushi Yang, Valerian Derlega & Huasong Luo (2005)  
52 Thomas, Sarah; Rulian, Wu (2008)

9. Sustainability

Enterprise representative, “We have gained a lot from this project. We will continue to carry out this programme for a better environment for the workers and company.”

The project is likely to have good sustainability in terms of lasting effects after the termination of the project and the withdrawal of external resources. China has more human and other resources as well as a well developed system of communications, training and education than many other countries. The project tapped into this system to develop the entire project and to develop the sustainability options for the actions.

- The MoHRSS has already indicated that it will continue to provide support through:
- Promotion and application of laws, regulations and policies
  - Linkages with other MoHRSS work such as yearly implementation—after the spring festival—of programmes for workers, the BCC toolkit will be included in the programme.
  - Continued capacity building of labour inspectors to encourage them to apply their knowledge on HIV in their work.

The project developed a sustainability plan with input from all partners towards the middle of the implementation period. Implementation of the plan is already well underway although full implementation is expected to extend beyond the end of the project and will be largely realized through the project partners.

The project sustainability plan is extensive and prioritizes efforts that ensure that actions to meet the original objectives are sustained. Focus is on reducing stigma by reducing misperceptions on HIV, emphasising Hometown Fellows methodology and promoting safe behaviours. At enterprise level, companies will continue to develop policies, integrate training into routine worker training and education and improve linkages to local service providers. Most of the enterprises have already taken steps to achieve these sustainability objectives, particularly the integration of the training on HIV in routine training. Several enterprises indicated to the evaluation team that the integration of the training into routine work also means that a budget is available to replicate materials. The project is working to ensure that job protection for people living with HIV is explicitly mentioned in the Employment Promotion Law. MoHRSS partners will continue to work to achieve this objective after the project ends.

The sustainability plan also includes steps to ensure that the additional actions integrated into the project can be sustained and replicated/scaled up. With regard to training the project developed—or is still in the process of—developing a variety of guidelines to ensure that HIV education is integrated into training for labour inspectors, internal and international migrants workers and in vocational schools. The sustainability plan also includes a plan to scale up the vocational school actions beyond the initial five target provinces which is already well underway. To really ensure the sustainability of vocational school efforts, however, the method should be integrated into the standard curriculum in vocational schools. Teachers should be required to physically teach such courses and not simply hand the materials to students to read at their leisure. The guide for teachers needs further refinement.

The sustainability plan also included the development of a plan to replicate the efforts undertaken in the Yunnan Employment Agency. Employment agencies will receive training and materials to do so under the responsibility of the MoHRSS but financial resources have not yet been specifically allocated towards this



end. The plan, further, includes a series of steps for sustainability being taken by the CEC and ACFTU including continued advocacy with enterprises, inclusion of the training on HIV in regular training and other programs. The AFCTU will work to develop some sector based BCC strategies and materials.

The sustainability plan also includes steps—already being undertaken—to continue capacity strengthening of partners to implement and upscale efforts, integrate workplace coverage into the national HIV monitoring and evaluation framework and identify resource mobilization. The project and partners have already been able to secure some additional resources such as \$80,000 in funding from the UNAIDS Project Acceleration Fund 5. The project will continue to work on these planned activities during the remaining period of the project. It is important to note, however, that the model has been recognized as very effective so there are very good intentions to replicate/upscale the actions. Given the size of the country and the large number of rural migrants workers effective and efficient up scaling will require substantial technical support. Although the government and partners have relatively good internal systems there is still a need for the ILO to provide technical assistance to ensure that the complex task is addressed with full quality control. Funds have also been allocated through the Global Fund, Round 8, including a substantial amount (40 million US\$) to work with migrant workers on HIV. A role for the experienced project staff to provide technical support to the tripartite partners and NGOs within this context would be useful.

Good sustainability, particularly where the project has already implemented actions, will also require the continued development of new and interesting materials to maintain the interest of those concerned.

One other good practice that the evaluator identified was the importance of direct and concentrated advocacy and technical support for enterprises as a pre-requisite for ownership and sustainable success. Simply requiring companies to implement such a programme accompanied by the provision of some training and materials, is unlikely to be sufficient when replicating the model. A support system that basically also replicates the project technical support for the implementation of enterprise actions is needed. The project has worked on the development of teams at local levels but they still need substantial technical support. Remaining project time could concentrate on also working with the CFPA and other partners to develop such a system at provincial and even municipal levels. CFPA has already indicated that they wish to integrate the project training into their routine work but the exact means to do so has not yet been determined.

## 10. Conclusions

The project design was valid, clear, logical and relevant to the situation in China. The project is comprehensive and works at national, provincial and local levels with a wide range of stakeholders. The project strategy was in line with national strategies on HIV, internal migration and non-discrimination including China Strategy on HIV control in the country. These locations as well as the sectors were appropriately selected based on a mapping exercise carried out by the project but also on recommendations from key government stakeholders and available statistics. Stakeholders noted that there is a long list of other types of sectors and enterprises that need to be included in HIV programs.

The choice of partners was strategically appropriate for the implementation of the project. The project contributed to increased coordination and cooperation between tripartite constituents and other partners at national and provincial level. The project promoted the adoption and improvement of laws, regulations and policies at national level through advocacy in meetings with tripartite stakeholders. Although the

project was able to maximize the positive aspects of the systematic organizational structures in China these same systems also posed some challenges. Provincial policies were put in place that helped the project to advance and gain cooperation. In some instances, however, as indicated by some interviewees, the high level of centralization influenced ownership at provincial levels among a few partner agencies. Ownership among enterprises and vocational schools, however, was good.

The project has exceeded its objectives and reached its target groups through strategic cooperation with key partners, building on existing structures to dispense information and training, and responding to opportunities to develop innovative actions as they arose.<sup>53</sup> Implementation partners have a good understanding and capacity to address HIV/AIDS at the workplace through workshops and other media.

At the time of the evaluation fifteen pilot companies had passed workplace HIV policies to reduce discrimination, protect employment rights of people living with HIV and guarantee on-going prevention and health service referrals. The evaluator noted solid commitment by labour and management of the enterprises, employment agency and vocational schools visited during the evaluation. Commitment and collaboration with the project and its partners was evident.

The project implemented a BCC model that was solidly based in information acquired from the baseline and mapping exercise but also on previous experience of project staff and partners. The BCC model was highly successful and well appreciated.

The project was efficient in terms of the results obtained in relation to the expenditure incurred and resources used by the project. The project has good existing and future potential for impact. The project was able to ensure that enterprises reached out to existing workers but also established policies and/or integration of training into routine company training.

At the national level the impact of the project is likely to be substantial. Systems for collaboration between the tripartite partners and NGOs on HIV, stigma and discrimination and related issues have now been instituted and are likely to continue discrimination. A number of interviewees indicated that the gender aspect could have been highlighted more strongly in the different project components. The project is likely to have good sustainability in terms of lasting effects after the termination of the project and the withdrawal of external resources.

**Note:** Lessons learned and good practices were included throughout the main text of the report. Possible points for consideration in the recommendations were also included throughout the report. Annexes 1-2 contain lists of the key lessons learned, good practices and recommendations. Annex 3 also includes a more comprehensive list with additional detailed recommendations.

<sup>53</sup> As indicated in Table 1 and summarized throughout the report.

Annex 1 - Key Recommendations

Recommendations	Suggested Principal Entities to Consider Implementing Recommendation				
	Executing Agency	Government	Employers/ Organisations	Workers' Organisations	NGOs
<b>Policy Development and Implementation</b>					
1.Provide technical support for the development of HIV policies in additional provinces.	x	x	x	x	x
<b>Awareness Raising and Entry into Enterprises</b>					
2.Continue to specifically target most at-risk migrant workers in order to focus limited resources. An updated study of prevalence levels and risk behaviour in such sectors and provinces would be useful to improve targeting of actions on HIV.	x	x	x	x	x
3.Develop replication manual for companies including:	x	x	x	x	x
a. case studies					
b. testimonies and information about how such a programme has also improved other labour issues in the company. (Such as improved labour relations, training methods, stigma reduction, ability to talk about RH and increased mutual respect in relationships).					
c. good practices section with examples					
d. Lessons learned section					
<b>Training and Behaviour Change Communications</b>					
4.Establish system for regular updating of materials to ensure continued public interest and adaptation to new information. Existing materials can continue to be used as there are always new workers among the rural migrants groups but creative new ideas updated with new knowledge will need to be developed.		x			
<b>Training for Trainers and Overall Capacity Strengthening of Partner Agency Staff</b>		x			
5.Implement system to train individuals responsible for replicating the entire model package at provincial levels.			x	x	x
6.Extend training to more new trainers, establish certified master trainer system similar to SIYB.	X	x			
<b>Management, Monitoring and Evaluation</b>					
7.Scale up coordination of ILO with other UN and other international agency projects, e.g. on HIV in vocational school training.	X				
<b>Sustainability, Replication, Expansion</b>					
8.Expand Hometown Fellows Campaign as widely as possible in all relevant locations. Disseminate other BCC materials widely.	X	x	x	x	x
9.Project to shift from management of a project on HIV to providing technical support to replicate and expand project initiated efforts. A technically experienced team should be in place to assist with this process.	x				
10.Promote and encourage extension of enterprise outreach activities. Awards could be given to companies that have made special efforts to implement effective outreach campaigns.		x	x	x	x

Annex 2 - Key Good Practices, Lessons Learned and Remaining Gaps

Key Good Practices

1. The project identified through research review and mapping sectors and enterprises that employed workers who engaged in higher levels of risk behaviours.
2. Continued and consistent advocacy with enterprises to promote acceptance of programmes on HIV in the workplace.
3. The combination of training and face-to-face contact proved important to ensure increased commitment and capacity of managers.
4. Cooperation of all partners to advocate and adopt provincial policies on HIV.
5. Role of government representatives to gain entry into the enterprises is important, not work only through project staff.
6. The baseline and mapping exercise together with informal qualitative information collection was useful to identify possible entry points and effective approaches. Basic concepts such as the importance of being healthy to be able to work, aspirations of health and prosperity, mutual support and achieving personal goals were identified and integrated into the materials
7. Project actions were useful for partners in other aspects of their work such as in how to communicate with workers, improved training methods, improved labour relations, increased tripartite and NGO collaboration.
8. Hometown Fellows Campaign builds on local socio-cultural practices and values and is effective to reach rural migrants.
9. Participatory training methodologies are effective. Repeating training several times thus resulted in better acquisition of knowledge and changed attitudes, particularly among workers with little education.
10. Combine different methods and materials to approach workers from as many different angles as possible.
11. Project had good quality graphics, simple action based messages.
12. Cards with risk factors/non-risk factors and showing reproductive system particularly useful.
13. Aprons with human reproductive system useful and interesting for trainees.
14. Wide dissemination of materials.
15. Face-to-face interactions at workers homes/dorms is especially important since it allows for the tailoring of messages to the individual.
16. Community Outreach to display and broadcast messages, distribute BCC materials and provide peer education.

17. Project model for employment agency effective.
18. Project actions in vocational training schools respond to the need of students. It is possible to overcome shyness of many of the trainers and good training methodologies with practice.
19. Sustainability plan developed with partners is comprehensive and includes coverage of activities added to the project.

### Key Lessons Learned

1. Lessons learned, good practices and discussion on gaps are included throughout the report but key lessons learned, good practices and remaining gaps are summarized in Annex 2. It was not effective to limit the BCC methods to actions such as peer training given the sheer numbers of workers. It was necessary to ensure that all actions were solidly integrated into existing training and education systems within the enterprises.
2. Include CFPA from project inception for technical support at the local level and tap into their network of peer educators who can work with workers in groups and individually.
3. Enterprises do not always send their senior staff members to attend workshops on awareness raising despite the importance of support at senior levels.
4. Senior peer influence is important to convince enterprises to participate in a program on HIV
5. High mobility of staff, including peer educators, means that systems need to be instituted to continually train new peer educators.
6. The quality of all materials needs to be verified to smallest detail.
7. Ensuring that workers can recognize themselves in the graphics—by sector and variations in ethnic origin—can be helpful to help them identify with the messages.
8. Large version of cards to use with bigger groups are needed.
9. It would have been preferable if project provincial staff had more technical expertise from project inception. Staff in the provinces had initially been hired to act as contact points and coordinators with little emphasis on providing technical input.

### Gaps Identified

1. The ability of labour inspectors to fully play a role in the application of HIV related laws, regulations and policies needs to be extended.
2. Additional sectors with high numbers of migrants to be covered include the petrol sector, various types of long distance and shipping transport workers, Chinese international immigrant workers, coal miners, more small and medium enterprise workers and informal economy workers.
3. Additional provinces need to be added, partners working with the MOH should identify additional provinces based on behavioural and prevalence data and a higher concentration of efforts at border locations with Myanmar.
4. Further awareness with some enterprise leaders is still needed as they still consider HIV to be “just

a health issue” and have not yet internalized the full range of issues linked to HIV.

5. A support system is needed that replicates the project technical support for the implementation of enterprise actions.
6. Development of actions to encourage that couples can and do discuss HIV and STI issues even in stable relationships. Emphasis on the importance of protection of intimate partners from HIV by using condoms during casual and/or commercial sex.
7. Inclusion of analysis of worker attendance of VCT services in baseline and end-line studies, can be collected using confidential techniques.
8. Inclusion of some specific questions on commercial sex, IDU and MSM behaviour are needed in the standard ILO baseline questionnaire. Because these questions were not included it was impossible for the project to add them as the government only accepted the standard questionnaire.
9. Trainers still have difficulty to answer some participants’ questions and need further capacity strengthening so that they do not have to rely on referral to answer many questions.
10. Continued and increased dissemination of materials at all levels.
11. Need for continual updating of materials updated with new knowledge and creative ideas. OSH and other policies change frequently so it is important the model and materials are also updated in accordance with such changes.
12. Development of additional implementation guides including improvement of manual for teachers in vocational schools needed.
13. CDC and CFPA can integrate the models into their on-going efforts but need additional capacity strengthening to be able to do so on a wider scale.

Annex 3 - Detailed Recommendations

Recommendations	Suggested Entities to Consider Implementing Recommendation				
	I Executing Agency	Government	Employers/ Organisations	Workers' Organisations	NGOs
<b>Policy Development and Implementation</b>					
1.Develop precise wording of laws and regulations to specify the rights of workers who are living with HIV.		x			
2.Continue training of additional labour inspectors.		x			
3.Provide technical support for the development of HIV policies in additional provinces.	x	x	x	x	x
<b>Awareness Raising and Entry into Enterprises</b>					
4.Continue to specifically target most at risk migrant workers in order to focus limited resources. An updated study of prevalence levels and risk behaviour in such sectors and provinces would be useful to improve targeting of actions on HIV.	x	x	x	x	x
5.Identify high level managers who are in charge of key departments and advocate for their attendance in awareness raising workshop. Include reference to peer companies that already have HIV programs in their enterprises.		x			
6.Analyse the internal structure of an enterprise when entering an enterprise to ensure that full and effective coordination is possible from the initial stages.		x			
7.Advocate that implementing agencies persist with advocacy when trying to obtain collaboration with individual enterprises even when initial levels of reticence are high.	x	x	x	x	x
8.Develop replication manual for companies including:		x	x	x	x
a. case studies				x	x
b. testimonies and information about how such a program has also improved other labour issues in the company. (Such as improved labour relations, training methods, stigma reduction, ability to talk about RH and increased mutual respect in relationships).					
c. good practices section with examples					
d.lessons learned section					
9.Implement a marketing study on past and potential successful mechanisms to advocate and gain collaboration of enterprises. Conduct brain storming sessions with partners on methods to obtain enterprise collaboration and ownership in the future.	x	x			
<b>Training and Behaviour Change Communications</b>					
10.Establish system for regular updating of materials to ensure continued public interest and adaptation to new information. Existing materials can continue to be used as there are always new workers among the rural migrants groups but creative new ideas updated with new knowledge will need to be developed.		x			
11.Develop additional targeted materials for individuals with different educational and other backgrounds and/or working in different sectors. Study utility of adapting materials for informal economy workers developed in other countries.	x	x	x	x	x
12.Review existing materials developed and distributed through partners and ensure quality control.	x				
13.Establish system to implement quality control of new messages and images through key designated experts on existing panels/ committees.		x			

Recommendations	Suggested Entities to Consider Implementing Recommendation				
14.Develop a short more formal manual/brochure on HIV and STI for more senior company level employees. (As compared to materials used with workers.)		x			x
15.Establish system for vocational schools trainers and peers to share experiences. A sub-component of the Online Resource Centre can also be devoted to adolescents as a source of information and communications on HIV, STIs and reproductive health issues. The website component may include references to a “hotline” e-mail contact or other methods for students to ask questions from experts, including on relationships.	x	x			
16.Development of a new manual for vocational schools including participative methodologies and covering the main project modules while adding details on adolescent reproductive health. Obtain input from adolescents themselves.		x			x
17.Ensure that trainers communicate that sexuality is normal and not inherently immoral, particularly in vocational schools, and that responsible sexual behaviour is a matter of self respect and respect for others.		x			x
18.Promote availability of extra time to focus during training on issues such as gender and relationship issues. Such discussions should not only focus on women but also on men. Develop men’s understanding of the peer pressures that sometimes lead them to have casual and/or unsafe sex. Improving women’s ability to discuss safe sex with their partners, particularly the intimate partners of male rural migrants, would be useful.	x	x	x	x	x
19.Turn mobility of peer educators into an advantage by ensuring that they are provided with extra materials to take with them when they leave their existing work site so that they continue to work on BCC in any future locations.		x			
<b>Training for Trainers and Overall Capacity Strengthening of Partner Agency Staff</b>					x
20.Implement system to train individuals responsible for replicating the entire model package at provincial levels.		x			
21.Refresher training and updating of the knowledge of trainers/peer educators over time as situations change.		x	x	x	x
22.Extend training to more new trainers, establish certified master trainer system similar to SIYB.	x	x	x	x	x
<b>Management, Monitoring and Evaluation</b>					
23.Include in the end-line survey an analysis of worker attendance of VCT services using methods that guarantee anonymity.	x				
24.Review presentation of data tracking tables so that they are more accessible and easier to understand.	x				
25.Ensure that technical support at local level is in place from an early stage of the project.	x	x			
26.Add more qualitative aspects to the impact surveys to learn in greater detail what was particularly effective.	x	x	x	x	x



Recommendations	Suggested Entities to Consider Implementing Recommendation				
27. Scale up coordination of ILO with other UN and other international agency projects, e.g. on HIV in vocational school training.	x				
Sustainability, Replication, Expansion					
28. Continue joint efforts and coordination with tripartite partners for actions that will capitalize on the strengths of each of the partners.	x	x	x	x	
29. Expand Hometown Fellows Campaign as widely as possible in all relevant locations. Disseminate other BCC materials widely.	x	x	x	x	x
30. Project to shift from management of a project on HIV to providing technical support to replicate and expand project initiated efforts. A technically experienced team should be in place to assist with this process.	x				
31. Additional provinces need to be added which have a large number of migrant workers. A higher concentration of efforts at border locations with Myanmar would be useful.		x			
32. Replicate training for Bureau of Human Resources and Social Security heads on the HIV model developed by the project. Similarly replicate training for enterprise managers, vocational school staff, and employment agency staff.		x			
33. Increasingly target new sectors including the petrol sector, various types of long distance and shipping transport workers, Chinese international immigrant workers, coal miners, more small and medium enterprise workers and informal economy workers.		x	x	x	
34. Increase source training (at the source of migrant workers). Study materials from other ILO projects working with migrants for possible adaptation to be used with spouses in sending areas. Develop similar materials for spouses/intimate partners who accompany their rural migrant partners to new workplaces.		x			
35. Promote and encourage extension of enterprise outreach activities. Awards could be given to companies that have made special efforts to implement effective outreach campaigns.		x	x	x	x
36. Promote and implement continued actions with NGOs in enterprises and other contexts, including local NGOs. Increase in particular association with NGOs that include workers who are willing to share the fact that they are living with HIV.		x	x	x	x
37. Continue integration of HIV component in training using Start and Improve Your Business and extent to integrate into ILO developed GET Ahead program materials. (See Section 3)	x				

Annex 4 - List of People Interviewed

Project briefing by CTA and NPD on June 29

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
June 29	Zheng dongliang (male)	National Program Director	MOHRSS, No17 Huixin Xijie,Chaoyang, Beijing	zhdongliang@263.net
June 29	Jillian Ferguson (female)	Australian Youth Ambassador	ILO Beijing	jferguson@ilo.org
June 29	Sun Xiaofeng (m)	HIV Focal Point	ILO Beijing	sunxiaofeng@ilo.org
June 29	Richard Howard (m)	Chief Technical Adviser	ILO Beijing	rhoward@ilo.org
June 29	Wu Rulian (f)	Program Officer	ILO Beijing	wurulian@ilo.org
June 29	Li Tingting (f)	Program Assistant	ILO Beijing	litingting@ilo.org
June 29	Zhao Wei (m)	Training Expert	ILO Beijing	zhaowei@ilo.org
June 29	Zhang Hua (f)	Intern	ILO Beijing	yaoxiaogu666@hotmail.com

Meeting with Director of ILO, China on June 29

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
June 29	Constance Thomas (female)	Director of ILO China	ILO China	86-10-65325091

Meeting with International Cooperation Department and Employment Department on June 29

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
June 29	Liu Yutong (male)	Section Chief, Multilateral Cooperation Section	MOHRSS, No17 Huixin Xijie, Chaoyang, Beijing	liuyutong@mohrss.gov.cn 84233369
June 29	Meng Tong (female)	Program Officer, Multilateral Cooperation Section	MOHRSS, No17 Huixin Xijie, Chaoyang, Beijing	Mengtong11@yahoo.com.cn 84233317
June 29	Feng Zheng (m)	Section Chief, Capacity Building Section, Employment Dept.	MOHRSS, No17 Huixin Xijie, Chaoyang, Beijing	fengzheng@mohrss.gov.cn 84207450

Meeting with CEC on June 29

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
June 29	Liu Peng (male)	Vice-director	CEC	
June 29	Han Bin (male)	Project Manager	CEC	

Meeting with SCAWCO on June 30

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
June 30	Ly Ke (male)	Section Chief	SCAWCO	
June 30	Hu Yifei (female)	Program Officer	SCAWCO	



Meeting with China Family Planning Association on June 30

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
June 30	Hong Ping (female)	Director of International Cooperation Department	CFPA	84657811
June 30	Du Lili (female)	Program officer	CFPA	84657811

Meeting with DOHRSS, CDC and FPA on July 1

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 1	Liang Manguang (male)	Program coordinator; Deputy Director of Guangdong Labor Association	Guangdong Labor Association, DOHRSS, Jin Ying Office Building, Huan Shi Middle Road	13602764055 Yan.chang@yahoo.com.cn
July 1	Chang Yan (female)	Program assistant	ILO HIV Project Guangdong Office	13600066908
July 1	Liu Yutong (m)	Section Chief, Multilateral Cooperation Section, MOHRSS	MOHRSS	13910123285
July 1	Zhang Jianping (m)	Deputy Secretary-General, FPA Guangdong	Guangdong Family Planning Association	13620425490
July 1	He Qun (m)	Doctor, Program Manager	Guangdong CDC	Ralph@21cn.com 13610114342

Meeting with DOHRSS, CDC and FPA on July 1

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 1	Liang Manguang (male)	Vise President	Zhaoqing Vocational School, Guangdong, No.43 Qian Sha Road Zhao Qing	
July 1	Li Yaojun (male)	Chief of Dept. of Teaching	No.43 Qian Sha Road Zhao Qing	Yao2819791@163.com 13824632303
July 1	Deng Xiansheng (female)	Teacher	No.43 Qian Sha Road Zhao Qing	Dxs2488@126.com 13059352478
July 1	Students (50% male and 50% female)			

Observing Peer Education in Yucheng Shoes Manufacture Company on July 2

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 2	Wu Qixing (male)	Compliance Specialist	New Balance	Steve.wu@cn.newbalance.com
July 2	Lin Jijing (female)	Associate, Dept. of Workers Rights Protection	Yu Cheng Shoe Factory	JinnyLin@yyhj.com.cn
July 2	Chen Wanqing (m)	Compliance supervisor, Dept. of Workers Rights Protection	Yu Cheng Shoe Factory	Helen.chen@yyhj.com.cn
July 2	Gong Yuwen (m)	Leader of Workers' Union	Yu Cheng Shoe Factory	Yuwen.gong@yyhj.com.cn
July 2	Workers, (35) 2/3 female			

Visit Samsung Company on July 2

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 2	Sun Hao (female)	Focal Point for Safe and Health, Dept. of HR and Environment Safety	Sumsung Company	D-rose1983@163.com 13662288041
July 2	Xu Xiaodong (male)	Section chief, Dept. of HR and Environment Safety	Sumsung Company	xiaodongxu@partnersamsung.com 13510080506
July 2	Liu Xiaoshan (m)	Trainer of Dept. of General Operation	Sumsung Company	Xiaoshan.liu@partnersamsung.com 13410583082
July 2	Gong Junxiang(m)	Section chief, Dept. of Social Security	Sumsung Company	Junxiang.gong@partnersamsung.com 13715267216
July 2	Workers, 30, all male			

Meeting with Shen Zhen Bus Group on July 2

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 2	Wang Xuemin (male)	Deputy Secretary-General	The 3rd branch, Shen Zhen Bus Group	
July 2	He Guanghui (male)	Leader of workers' union	The 3rd branch, Shen Zhen Bus Group	
July 2	Li Wei (f)	Director of Dept. of Family Planning	Shen Zhen Bus Group	missli330@163.com13802222529
July 2	Feng Qunying (f)	Focal Point for Family Planning	The 3rd branch, Shen Zhen Bus Group	
July 2	Wen Shu (f)	Focal Point for Family Planning	The 2nd branch, Shen Zhen Bus Group	
July 2	Ji Tianshu (f)	Focal Point for Family Planning	The 4th branch, Shen Zhen Bus Group	
July 2	Xu Hongying (f)	Family Planning Director	Shiqi Branch, Shen Zhen Bus Group	

July 2	Huang Wenjing (f)	Family Planning Director	Jiangguan Branch, Shen Zhen Bus Group	
July 2	Chen Xiaoting (f)	Trainer for peer education	Family Planning Association, Fu Tian District	
July 2	Wu Qingping (f)	Program Officer, Master trainer for peer education	Family Planning Association, Shen Zhen	
July 2	He Bing (m)	Deputy Secretary-General	Family Planning Association, Shen Zhen	
July 2	Workers, (25, 1/2 female)			

Meeting with Guangdong Project Staff on July 2

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 2	Liang Manguang (male)	Province Project Coordinator	Guangdong Labor Association, DOHRSS	
July 2	Chang Yan(f)	Project Assistant	ILO HIV Project Guangdong Office	

Meeting with Yunnan DOHRSS, FPA and AIDS Working Committee Office on July 3

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 3	Jiang Guoshu(male)	Section Chief,	DOHRSS, Yunnan	0871-7195698
July 3	Han Shiyun (male)	Director	DOHRSS, Yunnan	0871-3108321
July 3	Wang Yunsheng(m)	Section Chief	Yunnan Provincial AIDS Working Committee Office	0871-7195162
July 3	Zhu Qiang (m)	Secretary-General	Family Planning Association, Yunnan	0871-7195376 13669776037
July 3	Xu Yan(f )	Project Assistant		0871-7195312

Visit the Nanba Employment Agency on July 3

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 3	Cao Tianrui(male)	Director	Nanba Employment Agency	
July 3	Han Fachi (male)	Staff member	Nanba Employment Agency	
July 3	Zhao Juan (m)	Director	AIDS Home (local NGO)	0871-6111267 13888972545
July 3	5 Informal groups, 90% male			

Meeting with Anning CDC on July 3

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 3	Li Xuehong(m)	Director	Anning CDC	kgcdc@126.com

Visit Kun Steel Group on July 3

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 3	Fu Mingwei (m)	General Manager	Transportation Company, Kun Steel Group	0871-8602315
July 3	Wu Peihong (f)	Secretary of Party Committee	Transportation Company, Kun Steel Group	0871-8604795
uly 3	Song Yumei (f)	Operation Officer	Transportation Company, Kun Steel Group	0871-8606808
July 3	Zhang Yanfei (f)	Staff member of Dept. of HR	Transportation Company, Kun Steel Group	0871-8602219
July 3	Dong Jianping (f)	Staff member of Dept. of HR	Transportation Company, Kun Steel Group	0871-8602219
July 3	Wang Yulong (m)	Workers' Union Representative	Transportation Company, Kun Steel Group	0871-8602505
July 3	He Yan (m)	Staff member of Dept. of HR	Kun Steel Group	0871-8602365
July 3	Tu Jiliang (m)	Staff member of Dept. Passengers Service	Kun Steel Group	0871-8758314
July 3	Zhang Aiguo (m)	Staff member of Dept. Passengers Service	Transportation Company, Kun Steel Group	0871-8758314
July 3	Zhao Yun (m)	Workers' Union Representative	Transportation Company, Kun Steel Group	0871-8602505
July 3	6 workers, al male.			

Additional Meeting with FPA on July 5

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 5	Zhu Qiang (male)	Secretary-General	Family Planning Association, Yun Nan	

Meeting with Provincial Project Staff on July 5

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 5	Han Shiyun (m)	Project oordinator	DOHRSS	0871-7195698
July 5	Xu Yan (female)	Project Assistant	ILO HIV Project Yunnan Office	0871-3108321

Meeting with Gejiu CDC on July 6

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 6	Pu Yi (f)	Director	Ge Jiu CDC	gjPuyi4985@163.com 13508834985

Visit Kafang Mine Site – Health Drop-in Center at Donggualin Cave on July 6

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 6	Zhang Huagui (m)	Miner	Kafang Mining Co., Yun Tin Group	
July 6	Sun Waide (m)	Deputy of Section of HR	Kafang Mining Co., Yun Tin Group	
July 6	Hong Haijing (f)	Deputy Representative of Workers' Union	Kafang Mining Co., Yun Tin Group	
July 6	Chang Xudong (m)	Trainer and Representative of Workers' Union in Donggualin Cave	Kafang Mining Co., Yun Tin Group	
July 6	Huang Ming (f)	Representative of Workers' Union in Qianjin Cave	Kafang Mining Co., Yun Tin Group	

Meeting with Management, Trainer and local NGO on July 6

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 6	Yu Bin(m)	Deputy Director of Dept. of HR	Yun Tin Group	0871-661000 13508832036
July 6	Chang Xudong (m)	Trainer and Representative of Workers' Union in Donggualin Cave	Kafang Mining Co., Yun Tin Group	0871-661000 13608832714
July 6	Yin Xiaofeng(m)	Project Leader	Humana People to People (NGO)	15911709118

Meeting with Anhui Labor Department, Provincial CDC and FPA on July 7

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 7	Peng Jiahai (m)	Project Coordinator	DOHRSS	0551-3608361 13956010361
July 7	Zhang Qing'an(m)	General Secretary	Anhui FPA	jswzqa@163.com
July 7	Zhang Erqing(m)		Anhui CDC	
July 7	Leng Jing(f)	Project Assistant	ILO HIV Project Anhui Office	

Observing workers' art performance in the No.3 Construction Company, on July 7

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 7	Mr. Luo Jiaming (m)	General Manager	3 <sup>rd</sup> Constructing Company	
July 7	Zheng Zhong(m)	Director of Dept. of Social Security, Master Trainer	3 <sup>rd</sup> Constructing Company	
July 7	150 workes observing performance			
July 7	7 workers (4m + 3f)		3 <sup>rd</sup> Constructing Company	

Meeting with Management, Teachers and Students in Wuhu Vocational School on July 8

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 8	Li Hua (f)	Director of Dept. of Teaching	Anhui Wuhu Vocational School	0553-2235022
July 8	Zhang Tao (f)	Deputy Director of Dept. of Teaching	Anhui Wuhu Vocational School	whixjw@163.com0553-2235021
July 8	Yin Yong (m)	Trainer, Director of E-education Dept.	Anhui Wuhu Vocational School	0553-2235280
July 8	Xu Qing (f)	Trainers, Director of Culture Research Dept.	Anhui Wuhu Vocational School	0553-2253102
July 8	Meng Na (f)	Clerk	Anhui Wuhu Vocational School	0553-2235021
July 8	Zhang Lu (f)	Teacher	Anhui Wuhu Vocational School	0553-2235132
July 8	Chen Ming (m)	Student	Anhui Wuhu Vocational School	
July 8	Hou Wanjun (m)	Student	Anhui Wuhu Vocational School	whhhou1989@163.com
July 8	Lu Yu (m)	Student	Anhui Wuhu Vocational School	

Meeting with UNAIDS on July 9

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 9	Bernhard Schwartlander	Country Coordinator	UNAIDS China	85322226

Additional Meeting with China Family Planning Association on July 9

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 9	Du Lili (female)	Program officer	CFPA	84657811

Debriefing to Tripartite Partners and Implementing Agencies in Beijing on July 10

Date	Name	Position/Title	Organization and contract address	E-mail or telephone number
July 10	Du Lili (female)	Program Officer	CFPA	dulili-1983@163.com87657811
July 10	Hu Yifei (f)	Program Officer	SCAWCO	huyifei@yahoo.com83157906
July 10	Lv Ke (m)	Section Chief	SCAWCO	Cela2001@163.com83157906
July 10	Meng Tong (f)	Program Officer	MOHRSS	84233317
July 10	Rahul Pawor (m)	Associate General Manager	McCann Health Care China	Rahul.pawor@op.mccann.com
July 10	Selina Tian (f)	Account Executive	McCann Health Care China	64380011-409410Selina.tian@op.mccann.com
July 10	Liu Yutong (m)	Section Chief, Multilateral Cooperation Section	MOHRSS, No17 Huixin Xijie, Chaoyang, Beijing	liuyutong@mohrss.gov.cn84233369
July 10	Zheng dongliang (m)	National Program Director	MOHRSS, No17Huixin Xijie, Chaoyang, Beijing	zhdongliang@263.net
July 10	Jillian Ferguson (f)	Australian Youth Ambassador	ILO Beijing	jferguson@ilo.org
July 10	Sun Xiaofeng (m)	HIV Focal Point	ILO Beijing	sunxiaofeng@ilo.org
July 10	Richard Howard (m)	Chief Technical Adviser	ILO Beijing	rhoward@ilo.org
July 10	Wu Rulian (f)	Program Officer	ILO Beijing	wurulian@ilo.org
July 10	Li Tingting (f)	Program Assistant	ILO Beijing	litingting@ilo.org
July 10	Zhang Hua (f)	Intern	ILO Beijing	yaoxiaogu666@hotmail.com



Annex 5 - Mission Programme for the ILO HIV/AIDS Workplace Education Project Final Evaluation

Sunday 28 June

- 16:00 Arrival of Mei Zegers in Beijing and stay in River View Hotel
- 18:00 – 20:30 Evaluation team preparation meeting

Monday 29 June

- 09:00-11:20 Project briefing at ILO Beijing Office (Chief Technical Advisor and National Project Director)
- 11:30 – 12:40 Meeting with Constance Thomas, Director, ILO China Office
- 13:00-13:30 Travel from ILO to MOHRSS
- 13:30-15:10 Meeting with International Department and Employment Department at MOHRSS
- 15:10-15:40 Travel from MOHRSS to China Enterprise Confederation (CEC)
- 15:40-17:10 Meeting with Liu Peng, Vice President, CEC and focal point, Han Bin
- 17:10-18:20 Return back to Hotel

Tuesday 30 June

- 09:00-09:30 Travel from ILO to State Council AIDS Working Committee Office (SCAWCO)
- 09:30-11:00 Meeting in SCAWCO
- 11:00-11:45 Travel from SCAWCO to ILO
- 11:45-12:30 Meeting with project staff at ILO
- 13:00-13:40 Travel from ILO to CFPA
- 13:40-15:40 Meeting with International Department of China Family Planning Association (CFPA)
- 15:40-16:30 Leave from CFPA to Beijing Airport
- 17:15-20:30 Travel from Beijing to Guangzhou by airplane
- 21:15-22:30 Travel from Airport to Guangzhou and stay in the Victory Hotel, Guangzhou of Guangdong Province

1 July Wednesday

- 09:00-10:30 Meeting with local Department of Labour and project coordinator, HIV/AIDS Study Institute of the Provincial CDC, Provincial FPA
- 10:30-13:00 Travel from Guangzhou to Zhaoqing
- 14:00-17:00 Meeting with teachers and management of Zhaoqing Vocational School

- 17:00-20:00 Travel from Zhaoqing to Dongguan and stay in Grande Gold Joy Hotel

2 July Thursday

- 08:30-10:00 Meeting in Yucheng Company with participation of local FPA
- 10:00-11:45 Travel from Dongguan to Huangjiang
- 12:30-13:30 Visit Samsung Company
- 14:00-15:30 Travel from Huangjiang to Shenzhen
- 15:30-17:30 Meeting with Shenzhen Bus Group and local FPA
- 17:30-18:30 Travel to Shenzhen Airport
- 18:30-19:45 Meeting with Guangdong project coordinator and assistant
- 20:30-23:00 Travel from Guangzhou to Kunming, Yunnan Province by airplane
- 23:20-24:00 Travel from airport to Kunming and stay in the New Era Hotel

3 July Friday

- 09:00-10:30 Meeting with Yunnan Labour Department, Provincial AIDS Bureau and FPA
- 10:30-11:00 Travel from Labour Bureau to Nanba Human Resource Service Market (Government Employment Service Agency for migrant workers)
- 11:00-12:30 Visit the Nanba employment service agency and meeting with representatives from the agency and AIDS Home
- 13:40-14:50 Travel from Kunming to Anning
- 14:50-15:20 Meeting with the local Center for Disease Control (CDC)
- 15:20-15:45 Travel from Anninig CDC to the Transportation Division of the Steel Group
- 15:45-17:30 Visit project sites and discussions with managers and workers
- 17:20-18:20 Travel from Anning to Kunming
- 18:40 – 21:00 Dinner and discussion with Yunnan Project Coordinator and Project

4 July Saturday

Free time

5 July Sunday

- 10:00-11:30 Meeting with FPA
- 11:30-12:40 Meeting with Project coordinator and assistant

14:30-18:40 Travel from Kunming to Yunnan Mining Company in Gejiu and stay in Century Plaza  
20:00-21:40 Visit entertainment venues catering to company workers with Company management and local CDC Director

6 July Monday

08:30-09:20 Meeting with Gejiu CDC  
09:20-10:20 Travel from Gejiu to Kafang (Mine site)  
10:20-11:30 Visit Kafang mine site  
11:30-12:30 Travel from Kafang to Geniu  
14:00-15:30 Meeting with the chief of the Human Resource Division of the Yunnan Mining Company, Trade Union president of the visited mine site and project manager of the Humana International  
15:45-19:45 Travel from Gejiu to Kunming and stay in New Era Hotel in Kunming

7 July Tuesday

6:00-6:40 Travel from Kunming to Airport  
7:45-10:00 Travel from Kunming to Hefei by Airplane  
13:30-15:00 Meeting with Anhui labour Department, Provincial CDC and FPA  
15:00-15:30 Leave for No.3 Construction Company  
15:30-18:00 Observing workers’ performance in the No. 3 Construction Company, Meeting with the Company management and FPA

8 July Wednesday

08:00-9:30 Leave from Hefei to the vocational school in Wuhu  
9:45-12:00 Meeting with management and teachers, interview with students in vocational school  
13:30-15:00 Travel from Wuhu to Nanjing Airport  
18:45-20:25 Travel from Nanjing to Beijing by airplane

9 July Thursday

9:00-10:00 Meeting with UNAIDS Director  
10:30-11:30 Meeting with CFPA  
Continued individual morning and afternoon meetings with project staff.

Annex 6 - References

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Annex 7 - List of In-Kind Contributions (Matching Funds) Generated and Additional Project Partnerships Generated During Project

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A: In Kind Contributions (Matching Funds) Generated

Name	Estimated contribution	Description
Mega Info. Media	RMB1,272,000	- Screen movie in train station in 500 cities for two months
CFPA	RMB 1,186,110	- Organize trainings for peer educators - Technical support for peer education in companies - Bring project to other ten companies - Provide condoms for all companies
Haiyuan Media Company	RMB 800,000 Cost for screen one movie is RMB 800, including equipment renting, transportation and payment for staff's extra work; therefore 1000times of screen, total cost will be RMB800,000	- Integrate our movie into other movies and screen among construction workers in Hunan, Guizhou, Neimeng, Shanxi, Ningxia, Qinghai and Fujian; - 1000 times, and each time covering 500 workers. Therefore, 500,000 workers will be covered
McCann Health International	RMB 500,000	- Design below the line products
Kunming Steel Group	RMB150,000	- Screen movie on shuttle buses between Kuming and Anning
Gu Changwei		- Revised story board - Shoot movie - Join related activities
Wang Baoqiang		- Project spoke person - Shoot movie - Shoot posters - Join activities
Total	RMB 3,908,110 or US\$573,040	

B: Additional Project Partnerships Generated During Project

1. Mega Info. Media

50 million of population was covered through screening the short movie in train station in 500 cities during the last 3 months

2. Shiji Haiyuan Media Company

- Integrate “Never Abandon Never Give Up” to other movies and screen among construction workers in Hunan, Guizhou, Neimeng, Shanxi, Ningxia, Qinghai and Fujian;
- By the end of Oct. 2009, 500,000 workers will be covered. (screen 1000 times, and each time covering 500 workers)

3. Gejiu TV station

Screen movie 10 times per week covering 200,000 population in Gejiu

4. Shenzhen Bus Group

Screen movie on all buses in Shenzhen covering 500,000 population per day

5. Transportation company, Kunming Steel Group

Screen movie on shuttle buses between Kuming and Anning cover 100,000 population in 3 months

6. Employment agency

Cover 400,000 migrants in one year.

Annex 8 - Interview and focus group meeting questions

Introduction to the interviews for all stakeholders:

“I have come to learn from you so that we can improve future programs on HIV in the workplace in (state name of country) as well as in other countries. The purpose of the study is to help determine:

- where successes lie;
- implementation challenges arose;
- causes of successes and challenges;
- possible solutions and recommendations for the future.”

Semi –structured phase of the interviewee/focus group meeting:

The interviewees were next asked to describe their activities as related to the project briefly.

Following the description of their involvement with the project the evaluator asked the interviewees/focus groups to answer the following questions:

- What do you think was very good about the project?
- What were some of the challenges you faced in trying to implement the activities?
- Do you have any suggestions for the future?
- What do you think you will be doing one year from now with regard to policy development/ implementation, actions (BCC/peer training, advocacy, etc., as appropriate depending on the interviewee).

Additional structured questioning process

The semi-structured questions were followed by questions on subjects from the Terms of Reference that were not already automatically covered during the semi-structured first phase of the discussion. The extent to which this was done depended on the time available during the meeting. Not all of the questions from the Terms of Reference were asked to all of the interviewees/focus groups as questioning also depended on the type of interviewee/focus group.

Project Staff Interview Specifics

The project staff holds essential information regarding their project so their views and ideas are key to the analysis. Management subjects were also discussed at this time.

Interview Questions for specific interviewee types

Under each of the following headings, the major issues proposed for discussion with each of the stakeholders are listed. Not all questions were asked of all stakeholders interviewed in a category. The sequencing of questions was altered as useful. Questions already spontaneously covered during the introductory were skipped.

Questions were re-phrased to the type of stakeholder and started with phrasing such as: “In your opinion...”

Guidelines by type of interviewee/focus group

Project staff

According to you:

1. How is the project related to the national strategy and action plan on HIV and other major HIV programs in China?
2. What is the added value of the project if any to the national strategy and action plans and other major HIV programs in China?
3. Has the project been able to incorporate itself with other activities on HIV for a comprehensive and non-duplicative approach?
4. What is the validity of the project strategy and its effectiveness in facilitating project implementation?
5. Has the project achieved its stated objectives , why or why not?
  - How appropriate was the choices of sectors, geographic locations and enterprises. Why were they chosen?
  - Was the number of sectors appropriate?
  - Was the project able to meet the needs of the different sectors effectively?
6. How strategically appropriate was the choice of partners (other than the enterprises themselves) in implementing the project.
7. How and to what extent did the project address gender dimensions?
8. Did the project address issues highlighted by the midterm assessment? If yes, how by type of principal recommendation (see methodology section 4)
9. What was the level of stakeholder commitment to the project for each:
  - NGOs,
  - Government of China,
  - Employers’ and Workers’ organizations,
  - Enterprises,
  - ILO,
  - US Embassy,
  - UNDAF country team,
  - UNAIDS.
10. Where any explicit steps taken at project inception to plan for sustainability? If yes, what were they?
11. What was the project’s sustainability plan?
12. Are project activities/ improvements likely to be sustained after project completion, and by whom? (This should address both the mechanisms and financial and human resources for ensuring that the workplace response initiated through the project can be taken to scale with sufficient quality and effectiveness.)
13. What areas of project management are particularly strong?

- 14. What areas of project management could be improved?
- 15. What are the strengths and areas that could be improved in terms of management as related to the adequacy of ILO’s supporting services both in Geneva and in the region.
- 16. What are the lessons learned for other existing or future workplace programs.

Project objectives

At the enterprise level

Overall for each of the points under this section: What are the key components of activities that have led to success or have served as obstacles?

- 1. What is the quality of employers’ and workers’ understanding of HIV/AIDS at the targeted enterprises. (please answer for each separately). How could be be improved?
- 2. How effective is the Behaviour Change Communication (BCC) model in terms of
- 3. ease of use by enterprise trainers,
- 4. impact of the peer educator trainings.
- 5. What is the quality and use of the materials developed by the project and partner NGOs (who trained the peer educators)? How could be be improved?
- 6. What is the scope, content and effectiveness of outreach campaigns conducted to promote HIV/AIDS workplace education and BCC policies?
- 7. Do you have any reports listing models of good practices? If yes, can I have a copy?

At the national level

- 1. What is the effectiveness of the project in fostering constituent involvement and in promoting social dialogue.?
- 2. What are the accomplishments of the Project Steering Committee (PSC) with respect to promotion of HIV/AIDS policies? What challenges were there, if any of working with the PSC?How regularly did the PSC meet?
- 3. What is the stakeholder understanding and capacity to address HIV/AIDS at the workplace through workshops and other media? (What was done, what were the strong points and what were the challenges?)
- 4. How do you view the impact of new or revised policies and programs developed, adopted and applied at both national and enterprise levels in terms of
  - impact of the project in terms of sustained improvements achieved during the project time-frame
  - potential impact over the next 3 to 5 years?
- 5. Was the application of the key principles of the ILO code of practice on HIV/AIDS appropriate and consistent? If not or partial, what challenges did you face to apply the ILO code of practice?

Monitoring and evaluation

- 1. How useful were the needs assessments and reports and how were they used by the project and its stakeholders?
- 2. What problem areas emerged from the comparison of the baseline survey and the impact assessment?
- 3. How did you find the technical aspects of the PMP? What were the strong points and challenges of data collection, entry and analysis?
- 4. Was the monitoring system for collecting performance data appropriate overall for:
  - monitoring the project implementation measuring impact of project performance **(and its linkages to the DWCP and UNDAF)**
  - Was it used to make or inform project decisions?

Central Government Representatives, National

According to you:

- 1. How is the project related to the national strategy and action plan on HIV and other major HIV programs in China?
- 2. How appropriate was the choices of sectors, geographic locations and enterprises?
  - Was the number of sectors appropriate?
  - Was the project able to meet the needs of the different sectors effectively?
- 3. How and to what extent did the project address gender dimensions?
- 4. What was the level of stakeholder commitment to the project for each:
  - NGOs,
  - Employers’ and Workers’ organizations,
  - -Enterprises
- 5. Are you aware of any actions undertaken by the project to work towards sustainability?
- 6. Are project activities/ improvements likely to be sustained after project completion, and by whom? (This should address both the mechanisms and financial and human resources for ensuring that the workplace response initiated through the project can be taken to scale with sufficient quality and effectiveness.)
- 7. What are the lessons learned for other existing or future workplace programs.

At the national level

- 1. What is the effectiveness of the project in fostering constituent involvement and in promoting social dialogue.?
- 2. What are the accomplishments of the Project Steering Committee (PSC) with respect to promotion of HIV/AIDS policies? What challenges were there, if any of working with the PSC?How regularly did the PSC meet?
- 3. How do you view the impact of new or revised policies and programs developed, adopted and applied at both national and enterprise levels in terms of potential impact over the next 3 to 5 years?



*At the enterprise level- depending on the interviewee's level of knowledge on the following subjects may ask any or more of the following:*

Overall for each of the points under this section: What are the key components of activities that have led to success or have served as obstacles?

1. What is the quality of employers' and workers' understanding of HIV/AIDS at the targeted enterprises.
2. How effective is the Behaviour Change Communication (BCC) model in terms of
  - ease of use by enterprise trainers,
  - impact of the peer educator trainings.
3. What is the quality and use of the materials developed by the project and partner NGOs (who trained the peer educators)? How could be be improved?
4. What is the scope, content and effectiveness of outreach campaigns conducted to promote HIV/AIDS workplace education and BCC policies?

Monitoring and evaluation- do you have any comments on the monitoring and evaluation of the project? If yes, what are they?

**Employers' and workers' organizations, NGO representatives**

According to you:

1. How appropriate was the choices of sectors, geographic locations and enterprises?
  - Was the number of sectors appropriate?
  - Was the project able to meet the needs of the different sectors effectively?
2. What was the level of stakeholder commitment to the project for each:
  - NGOs,
  - Employers' and Workers' organizations,
  - Enterprises
3. Are you aware of any actions undertaken by the project to work towards sustainability?
4. Are project activities/ improvements likely to be sustained after project completion, and by whom? (This should address both the mechanisms and financial and human resources for ensuring that the workplace response initiated through the project can be taken to scale with sufficient quality and effectiveness.)
5. What are the lessons learned for other existing or future workplace programs.

*At the provincial or local level*

1. What is the effectiveness of the project in fostering constituent involvement and in promoting social dialogue.?
2. How do you view the impact of new or revised policies and programs developed, adopted and applied in terms of potential impact over the next 3 to 5 years?

*At the enterprise level- depending on the interviewee's level of knowledge on the following subjects may ask any or more of the following:*

Overall for each of the points under this section: What are the key components of activities that have led to success or have served as obstacles?

1. What is the quality of employers' and workers' understanding of HIV/AIDS at the targeted enterprises.
2. How effective is the Behaviour Change Communication (BCC) model in terms of
  - ease of use by enterprise trainers,
  - impact of the peer educator trainings.
3. What is the quality and use of the materials developed by the project and partner NGOs (who trained the peer educators)? How could be be improved?
4. What is the scope, content and effectiveness of outreach campaigns conducted to promote HIV/AIDS workplace education and BCC policies?
5. How and to what extent did the project address gender dimensions?

Monitoring and evaluation- do you have any comments on the monitoring and evaluation of the project? If yes, what are they?

**Management and HIV/AIDS focal points from partner enterprises, workers**

According to you:

1. What was the level of stakeholder commitment to the project for each:
  - NGOs,
  - Employers' and Workers' organizations,
  - Enterprises
2. Are you aware of any actions undertaken by the project to work towards sustainability?
3. What are the lessons learned for other existing or future workplace programs.

*At the provincial or local level*

1. What is the effectiveness of the project in fostering constituent involvement and in promoting social dialogue?
2. How do you view the impact of new or revised policies in terms of potential impact over the next 3 to 5 years?

*At the enterprise level- depending on the interviewee's level of knowledge on the following subjects may ask any or more of the following:*

Overall for each of the points under this section: What are the key components of activities that have led to success or have served as obstacles?

1. What is the quality of employers' and workers' understanding of HIV/AIDS at the targeted enterprises.
2. How effective is the Behaviour Change Communication (BCC) model in terms of
  - ease of use by enterprise trainers,

- impact of the peer educator trainings.

3. What is the quality and use of the materials developed by the project and partner NGOs (who trained the peer educators)? How could be be improved?
4. What is the scope, content and effectiveness of outreach campaigns conducted to promote HIV/ AIDS workplace education and BCC policies?
5. How and to what extent did the project address gender dimensions?

Monitoring and evaluation- do you have any comments on the monitoring and evaluation of the project? If yes, what are they?

International Partner Agencies (depending on their individual knowledge of the project)

1. Do you have any knowledge of how is the project related to the national strategy and action plan on HIV and other major HIV programs in China? If yes, what is your opinion of this?
2. How appropriate was the choices of sectors, geographic locations and enterprises?
  - Was the number of sectors appropriate?
  - Was the project able to meet the needs of the different sectors effectively?
3. How and to what extent did the project address gender dimensions?
4. What was the level of stakeholder commitment to the project for each:
  - Government
  - NGOs,
  - Employers’ and Workers’ organizations,
  - Enterprises
5. Are you aware of any actions undertaken by the project to work towards sustainability?
6. Are project activities/ improvements likely to be sustained after project completion, and by whom? (This should address both the mechanisms and financial and human resources for ensuring that the workplace response initiated through the project can be taken to scale with sufficient quality and effectiveness.)

At the enterprise level-

Overall for each of the points under this section: What are the key components of activities that have led to success or have served as obstacles?

1. How effective is the Behaviour Change Communication (BCC) model in terms of
  - ease of use by enterprise trainers,
  - impact of the peer educator trainings.
2. What is the quality and use of the materials developed by the project and partner NGOs (who trained the peer educators)? How could be be improved?
3. What is the scope, content and effectiveness of outreach campaigns conducted to promote HIV/ AIDS workplace education and BCC policies?

Annex 9 - Terms Of Reference

I. PROJECT DESCRIPTION

China is facing a serious HIV/AIDS epidemic with an estimated 700,000 cases in 2007. While the bulk of cases were previously first found among rural blood donors and injecting drug users, sexual transmission is now becoming a dominant mode of infection and is threatening the health and productivity of the working population. In 2008, 52% of new infections were a result of sexual transmission.

The ILO, with the support of the US Department of Labor (USDOL), and in consultation with the national partners the Ministry of Labour and Social Security (MOLSS) and China Enterprise Confederation (CEC), is carrying out a broad reaching workplace HIV program to reduce high-risk behaviour among workers and eliminate HIV related employment discrimination.

The project’s underlying goal is to support the Chinese government to create a sustainable, integrated and well-targeted national programme to address the challenges of HIV/AIDS in the world of work in China.

The project objectives are:

1. Reduced HIV/AIDS risk behaviours among targeted workers
2. Reduced level of employment-related discrimination against workers living with HIV/AIDS or affected by HIV/AIDS

The development objectives are to be accomplished by pursuing four immediate objectives:

- Improved knowledge and attitudes related to HIV/AIDS risk behaviours.
- Increased awareness and use of available HIV/AIDS workplace services
- Reduced stigma against persons living with HIV/AIDS
- Increased knowledge of HIV/AIDS workplace policy /guidelines

These immediate objectives are supported by the following sub-immediate objectives:

3. Increased availability of quality HIV/AIDS-workplace services
4. Improved HIV/AIDS workplace policies.
5. Increased levels of workplace collaboration and commitment by Labor and Management.
6. Increased capacity of workplace to offer comprehensive HIV/AIDS policy and programs on a sustained basis
7. Improved coordination and cooperation between tripartite constituents and other partners at the national level
8. Improved national level policy framework related to HIV/AIDS at the workplace
9. Increased capacity of tripartite constituents to support development of workplace policy

II. PURPOSE OF THE FINAL EVALUATION

The purpose of this independent Final Evaluation is to assess the progress made by the HIV/AIDS Workplace Education Project in China. Specifically, the goal would be to assess the impact and achievements of the project, document any lessons learned that may be applicable to other workplace programs, as well as to develop recommendations for the Government of China and other stakeholders to ensure sustainability.

UN Evaluation norms and standards and OECD/DAC Evaluation Quality Standards<sup>56</sup> will be followed.

### III. PROJECT FRAMEWORK AND CURRENT STATUS

The ILO has been engaged in working to increase the understanding of the need for comprehensive workplace approaches to HIV/AIDS on the part of key tripartite partners (employer, labour, and government entities), industry representatives, non-governmental organizations (NGOs), and international organizations. The ILO reports that these partners have become increasingly supportive of workplace programmes and policies, and have begun to identify their individual roles in the capacity-building process. A mid-term internal assessment of the project was conducted from 18 to 27 February 2008 providing a number of recommendations, which have subsequently been acted upon (please refer to the quarterly technical and status progress reports for a comprehensive status on the implementation and completion of activities).

### IV. FINAL EVALUATION SCOPE

The scope of the final evaluation includes the assessment of the following areas:

#### Project planning and overall progress

1. Evaluate the validity of the project strategy and its effectiveness in facilitating project implementation.
2. Determine if the project has achieved its stated objectives and explain why or why not.
3. Assess the appropriateness of the choices of sectors, geographic locations and enterprises. Why were they chosen? Was the number of sectors appropriate? Was the project able to meet the needs of the different sectors effectively?
4. Assess how and whether the choice of partners other than the enterprises themselves has been strategically appropriate in implementing the project.
5. Evaluate how and to what extent the project has addressed gender dimensions.
6. Assess whether the project addressed issues highlighted by the midterm assessment.
7. Assess level of stakeholder commitment to project (NGOs, the Government of China, Employers' and Workers' organizations, enterprises, ILO, US Embassy, UNDAF country team, UNAIDS).
8. Evaluate the project's sustainability plan. Are project activities/ improvements likely to be sustained after project completion, and by whom? This should address both the mechanisms and financial and human resources for ensuring that the workplace response initiated through the project can be taken to scale with sufficient quality and effectiveness.
9. Evaluate the value of the project in the context of the national strategy and action plan on AIDS and other major AIDS programs in China. Has the project been able to incorporate itself with other activities for a comprehensive and non-duplicative approach?
10. Evaluate the current management structure of the project, including the adequacy of ILO's supporting services both in Geneva and in the region.
11. What are the lessons learned for other existing or future workplace programs.

#### Project objectives

*At the enterprise level*

1. Employers' and workers' understanding of HIV/AIDS at the targeted enterprises.
2. Effectiveness of the Behaviour Change Communication (BCC) model, ease of use by enterprise trainers, impact of the peer educator trainings.
3. Quality and use of the materials developed by the project and partner NGOs (who trained the peer educators).
4. Scope, content and effectiveness of outreach campaigns conducted to promote HIV/AIDS workplace education and BCC policies.
5. Among the sites visited, identify the key components of activities that have lead to success or have served as obstacles. May identify cases that can serve as models of good practices.

*At the national level*

6. Assess the effectiveness of the project in fostering constituent involvement and in promoting social dialogue.
7. Accomplishments and effectiveness of Project Steering Committee (PSC) with respect to promotion of HIV/AIDS policies.
8. Stakeholder understanding and capacity to address HIV/AIDS at the workplace through workshops and other media.
9. Assess the impact of the project in terms of sustained improvements achieved during the project time-frame or where possible, predict impact over the next 3 to 5 years, e.g. the effectiveness of new or revised policies and programs developed, adopted and applied at both national and enterprise levels
10. Assess the appropriate and consistent application of the key principles of the ILO code of practice on HIV/AIDS.

#### Monitoring and evaluation

1. Analyze problem areas emerging from the comparison of the baseline survey and the impact assessment.
2. Assess whether the monitoring system for collecting performance data was appropriate for:
  - monitoring the project implementation and
  - measuring impact of project performance (and its linkages to the DWCP and UNDAF. Was it used to make or inform project decisions?
3. Needs assessments process and reports and their use by the project and its stakeholders

### V. FINAL EVALUATION TEAM

The Final Evaluation team will be comprised of one independent evaluator, and one national consultant. The Team Leader will be the independent evaluator and will be responsible for conducting the Final Evaluation according to the terms of reference (TOR). The team leader shall:

- Review the TOR and provide input, as necessary.
- Review project background materials (e.g., project document, progress reports).
- Develop and implement a final evaluation methodology (i.e., conduct interviews, review

<sup>1</sup> <http://www.ilo.org/eval/policy>



- documents) to answer the final evaluation
- Prepare an initial draft of the final evaluation report with input from other team members, circulate it to USDOL and ILO, and prepare final report.
  - Review and approve interview schedule, and changes made by lead evaluator.

The USDOL Project Manager is responsible for:

- Reviewing the TOR and providing input, as necessary.
- Reviewing the final evaluation methodology, as appropriate.
- Reviewing and providing comments of the final evaluation report.
- Approving the final draft of the final evaluation report.

The ILO HIV/AIDS Program Representative is responsible for:

- Drafting the Final Evaluation TOR.
- Finalizing the TOR based on comments received.
- Providing project background materials.
- Reviewing the scope of the final evaluation and working to refine the questions as necessary.
- Scheduling all meetings.
- Assisting in the implementation of the final evaluation methodology, as appropriate (i.e., participate in interviews, review documents, observe committee meetings) and in such a way as to minimize bias in internal assessment findings.
- Reviewing and providing comments on the final evaluation report.
- Approving the final draft of the final evaluation report.

VI. METHODOLOGICAL GUIDELINES

Document Review

The Evaluator and appropriate members of the Final Evaluation team will review the following documents before conducting any interviews or trips to the region.

- The Project Document
- Strategic Framework and PMP
- Project Work plan
- Project Plan of Action
- Baseline survey report
- Mapping exercise report
- Midterm Evaluation report
- Impact Survey report
- TORs for Final evaluation
- Progress reports
- Reports from events
- Training Materials
- BCC strategies and programmes
- DWCP
- UNDAF

Individual Interviews

Individual interviews will be conducted with the following persons:

- a. Project Staff in Geneva, China, and other relevant ILO staff.
- b. USDOL project manager
- c. Selected individuals from the following groups:
  - Project Steering Committee (PSC) Members
  - Employers’ and workers’ organizations as well as NGOs that have received training or otherwise worked with the project.
  - Management and HIV/AIDS focal points from partner enterprises.
  - Individual workers engaged in activities.
  - Ministry of Labour staff who have worked with the project
  - Representatives of other Government agencies that have worked with the project
  - Representatives from civil society organizations which have worked with the project
  - UNAIDS
  - UNDP (Why UNDP?)
  - US Embassy Labour Attaché( they have new contact person coming in – Health and Environment Officer would be good. We should also meet the USAID coordinator for China)
  - UNCT

Field Visit

Meetings will be scheduled by the ILO project staff in advance of the field work in accordance with the final evaluation team’s requests and consistent with these terms of reference. Visits to partner enterprises will be included in this itinerary.

Debrief in the Field

The final day of the field visit, the final evaluation team will present preliminary findings, conclusions, and recommendations to the PSC and relevant stakeholders.

VII. EVALUATION TIMEFRAME

The following is a schedule of tasks and anticipated duration of each:

Tasks	Work Days	Due date
Preparatory	5	
Briefing	1	
Field Research in China including visits to target provinces	9	29 June-9 July
PSC Debriefing in China	1	10 July
Draft report	5	19 July
Finalization of Documents	1	
Travel days	2	
Total days	24	

VIII. DELIVERABLES

Document/Event	Delivery date
A pre-departure briefing with ILO/AIDS staff, to discuss roles, responsibilities and TOR	
A briefing paper should be prepared and submitted	
Evaluation methodology including questions to be administered during interviews (based on models provided and ILO guidance notes on evaluation)	
A debriefing session for the PSC	
A Draft Report	19 JULY
A Final Report, after receiving final comments from USDOL, ILO and national stakeholders	

IX. REPORT

The evaluation team will complete a draft of the entire report following the outlines below, and share electronically with the USDOL Project Manager and the ILO by (19 July 2009). USDOL and the ILO will have until (28 July 2009) to provide comments on the draft report. The evaluator will produce a re-draft incorporating USDOL and ILO comments where appropriate, and provide a final version within 6 working days of having received final comments from USDOL and ILO.

An evaluation report checklist (Annex I) is provided at the end of this TOR and can guide the evaluator in preparing the evaluation document. The 2007 UNAIDS’s Terminology Guidelines provides the list of preferred HIV/AIDS terminology to be used when writing the final report. The final version of the report should follow the below format (page lengths by section illustrative only), and be no more than 40 pages in length, excluding the annex:

1. Title page (1)

2. Table of Contents (1)

3. Executive Summary (2)

4. Acronyms (1)

5. Background and Project Description (1-2)

6. Purpose of Evaluation (1)

7. Evaluation Methodology (1)

8. Project Status (1-2)

9. Findings, Conclusions, and Recommendations (no more than 20 pages)

10. Lessons Learned

11. Summary of potential areas for further investigations and implications on the global strategies
- This section’s content should be organized around the areas stated in the scope of evaluation, and include the findings, conclusions and recommendations for each of the subject areas to be evaluated.

EVALUATION REPORT CHECKLIST

Executive summary

- Report contains summary
- Summary mentions type and timing of evaluation
- Summary mentions purpose, scope and clients evaluation
- Summary gives a brief description of methodology
- Summary gives a brief description of the development intervention: purpose, logic, structure, context
- Summary gives the main findings and conclusions
- Summary gives the main recommendations and lessons learned

Background on evaluation

- Brief description of purpose, objectives and clients of evaluating, justification of why it is undertaken at this time
- Scope and focus of evaluation are described and are realistic

Methodology

- The main evaluation questions are listed and any revisions to the original questions
- Transparent description of evaluation methods and data collection instruments used, and recognition of limitations and potential sources of bias
- If sampling is being used, explanation of any sample, including limitations regarding representativeness of evaluation sample
- Description of sources of information and data used, including recognition of limitations and potential sources of bias
- Description and rationale for stakeholders participation in evaluation process is given
- Evaluation report indicates that ethical safeguards have been followed in the evaluation process

Project background and review implementation

- Brief description of the objectives and rationale of the development intervention, including problem context and demand for ILO’s support
- Brief description of the original intervention logic and strategy of the development intervention and later revisions
- Brief description of the organizational arrangements for implementation of development intervention and review of implementation
- Contributions and role of ILO, the project partners and other stakeholders to the development intervention are briefly described

Findings

- The standard evaluation criteria are being applied. Explanation is included for criteria not used or not considered applicable as for additional criteria used
- Findings are relevant to the scope and purpose of the evaluation
- Findings are supported by analysis of data. Any discrepancies between the planned and actual implementation of the development intervention are explained

- All evaluation questions are addressed or an explanation is included for questions that could not be answered
- The report presents and distinguishes findings at the different levels of the intervention logic: outputs, outcomes – and where possible – impacts
- Analysis of results included appropriate discussion of the factors of success and constraints and the role of the partners
- Reasons for accomplishments and failures, especially continuing constraints are identified as much as possible
- To the extent feasible, the report includes analysis of cost effectiveness
- Report contains findings on the incorporation of tripartitism and promotion of social dialogue of the development interventions
- Report contains findings on the performance of the development intervention on promoting *standards*
- Report contains findings on the effectiveness of the development interventions to reduce poverty
- Report contains findings on the gender performance of the development intervention

Conclusions

- Conclusions follow from findings and are consistent with data and methods
- Judgments about the merit and worth of the development intervention are included

Recommendations and lessons learned

- Recommendations are included; they are firmly based on evidence and findings of report
- Recommendations and lessons learned are relevant, realistic, and targeted to the intended user
- Recommendations are worded constructively and are presented in a clear, concise, and actionable manner, specifying who is called upon to act
- Lessons learned, when presented, are generalized beyond intermediate intervention being evaluated
- If applicable, good practices are highlighted; it is argued what makes them good practice for what.

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