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**Mid-term Evaluation of the Sida Funded Programme on HIV/AIDS Prevention
and Impact Mitigation in Sub-Saharan Africa**

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and Impact Mitigation in Sub-Saharan Africa**

International Labour Organisation

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ACTRAV	ILO Bureau for Workers' Activities
AO	Area Office
CBO	Community-based Organisations
CIARUS	ILO Learning and Resources Centre on Social Inclusion
CODEV	ILO Department on Development Cooperation
COOP	ILO Cooperatives Branch
COOPAFRICA	ILO Cooperative Facility for Africa
CTA	Chief Technical Advisor
DIALOGUE	ILO Department on Social Dialogue
DWCP	Decent Work Country Programmes
ECOSIDA	Mozambican Private Sector Initiative
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (German Technical Cooperation)
HIVAIDS	Human Immunodeficiency Virus Acquired Immune Deficiency Syndrome
HQ	Headquarters
ICT	Information and Communication Technology
ILO	International Labour Organisation
ILOAIDS	ILO Programme on HIV/AIDS
IRIS	Integrated Resource Information System
ISA	Informal Sector Association
ITF	International Transport Workers' Federation
ITUC	International Trade Union Confederation
LEDA	Lead Economic Development Agencies
NAC	National AIDS Councils
NGO	Non-governmental Organisations
OPEC	Organisation for Petroleum Exporting Countries
OSH	Occupational Safety and Health
PLWHIV	People Living with HIV/AIDS
SADC	Southern African Development Community
SEED	ILO Department of Boosting Employment through Small Enterprise Development
SIDA	Swedish International Development Agency
SMART	Specific Measurable Achievable Realistic Timebound (Indicators)
SME	Small and Medium Enterprises
STD	Sexually Transmitted Diseases
STEP	ILO Department of Strategies and Tools Against Social Exclusion and Poverty
SRO	Sub-regional Offices
ToT	Training of Trainers
UNAIDS	UN Joint Programme on AIDS
UNDAF	UN Development Assistance Framework
UNDP	United Nations Development Programme
VCT	Voluntary Counseling and Testing
WOOP	Working Out Of Poverty

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EXECUTIVE SUMMARY

This is an evaluation report of a Sida-funded Programme on HIV/AIDS prevention and impact mitigation in Sub-Saharan Africa being implemented by the ILO. This 4 year programme is based on inter-departmental collaboration between different ILO units and comprises three components which address HIV/AIDS in the transport sector; informal economy; and the legal and policy framework. It covers 14 countries including 7 main programme countries: Benin, Cameroon, Ethiopia, Malawi, Mozambique, South Africa, and Zimbabwe. The programme began in 2006 and this mid-term evaluation was initiated with the aim of identifying mid-term and long-term recommendations.

The evaluation was carried out by an external evaluator between August to November 2008. The methodology comprised of desk review, field visits to two programme countries (South Africa and Mozambique) involving face-to-face interviews and focus group discussions; a visit to headquarters for initial briefings; plus a series of phone interviews and questionnaires. In accordance with ILO evaluation guidelines, the evaluation manager was an ILO representative outside the programme under review, Ms. Amrita Sietaram from the Bureau for Workers' Activities (ACTRAV).

The evaluation finds that the programme continues to be very relevant due to high prevalence rates in programme countries and the fact that it is working in hitherto neglected sectors and with unreached populations. It is progressing well in countries where it is on course: it is able to show an influence on national policy and developments as well as changes in knowledge and behaviour among workers on the ground. The evaluator was able to validate a number of significant impacts at national level through field visits to South Africa and Mozambique. Integration is an important ethos of the programme overall and it has been successful in demonstrating a new way of working for the ILO, effectively engaging a number of technical units and helping to mainstream HIV/AIDS in the core business of the organisation.

However, there are a number of countries and elements of work which have experienced significant delays of 1 to 2 years. In total 4 out of the 7 main programme countries have suffered delays in implementation largely for internal reasons such as: an overly complex management structure; administrative obstacles; budget constraints; and an inadequate monitoring and evaluation system. This raises a number of issues about organisational effectiveness and inefficiency which require attention. A number of the problems identified are inherent in the programme design and its links to the ILO HQ and field structure though it is recognised that some delays are caused by factors beyond the programme's control and that its progress is affected by wider ILO policies and structures, national operating contexts and external constraints.

Many of the issues identified are so fundamental that it is not feasible for the programme to address them in this phase; to do so would be highly disruptive and detract from the importance of meeting current programme objectives. This evaluation report therefore makes recommendations which apply to both the medium-term as well as potential future phases and also identifies those responsible for follow-up in headquarters and in the field. The Executive Summary highlights certain key

recommendations but readers are referred to the final section of this report for all the recommendations in order to understand the complexity of the programme and issues arising from it.

- **Strategy**

The evaluation finds that national projects and headquarters should consider various strategic issues in relation to how the programme is being implemented e.g. how it engages with all ILO constituents; whether it is succeeding to work at all operational levels; how it is promoting sub-regional links; how it can scale up and better integrate the components; how it can foster sustainability especially in terms of financial support for partners; and finally how it can standardise approaches and facilitate learning across the countries and components. ***Key recommendations on strategy for HQ in conjunction with the Field include:***

- Review how sustainability can be further promoted. The programme is working in a way that fosters sustainability by working closely with political structures. It is awakening needs and funding is necessary to enable partners who have been mobilised to take the work forward. Sustainability is an issue for all components and there is a need for a programme strategy for helping partners find resources. Lack of resources for continuation are a challenge facing all types of partners whether they be large scale government agencies or small cooperatives.
- Explore the scope for more standardised approaches to ensure that national projects are not reinventing the wheel. This would help maximise the advantage of being part of a sub-Saharan programme. Areas for learning, sharing and developing standard tools for adaptation to local contexts need to be identified and may include, for example, peer education training, organisational HIV/AIDS policies etc.

- **Programme design**

On the premise that a future phase will pursue work in the same sectors and aim to do so in a way that fosters integration within ILO, a management structure comprised of country projects covering all components supervised by one field-based international coordinator of all countries/components who is supported by an internal advisory group of technical units would rationalise the different elements in a more systematic way and help bring cohesion across the programme. ***Key recommendations on programme design for Responsible Technical Units (HQ) include:***

- Consider a new management structure which would rationalise the different elements in a more systematic way and help bring cohesion across the programme by taking account of the following issues:
 - having country projects covering all components as the key organising structure i.e. the programme should comprise a collection of country-based projects rather than component-based projects.
 - involving a more limited number of countries in a future phase: a smaller number of countries where the programme can have a deeper

engagement with all components would help a more integrated approach rather than a lighter spread across 14 countries.

- positioning one international coordinator to technically supervise and coordinate country projects covering all components. This position should be field-based in an administrative hub (i.e. regional or sub-regional office) so that the links between technical and administrative management are close and clearly established.

- setting up an internal ILO advisory committee at headquarters to provide technical back-up to the international coordinator and feed in expertise from a range of units (including legal support). This committee would be comprised of technical backstoppers and representatives from key support units at headquarters and should not be confused with the current national committees. This committee should also exercise oversight of the international coordinator and report to his/her administrative manager on progress and problems.

This basic design would require further elaboration and discussion by ILO if it is to be adopted in a future phase.

- **Coordination**

Although important strides have been made in achieving coordination at certain levels, the programme should consider how to ensure that the ethos of integration is understood throughout the programme; how to foster a better sense of community programme-wide so that national projects do not appear to work in isolation; how better coordination with external organisations can be achieved in some countries; and what linkages can be made with other technical units in future phases. ***Key recommendations on coordination for HQ in conjunction with the Field include:***

- More efforts to foster a sense of community within the programme and to share information of what is happening at headquarters and in different programme countries. National projects tend to work in a self-contained way and aside from the annual learning workshop do not appear to have much contact with each other or have the sense of being part of a wider programme. The newsletter that has been initiated should continue but the programme could use this phase to experiment with the best modalities, frequency and format for such information sharing.
- Knowledge and information-sharing within the programme needs strengthening in future phases e.g. email networks; telephone conferences, info-mails, newsletters, CIARUS etc also merits further development.

- **Monitoring and evaluation**

The monitoring system needs a substantial overhaul but this would be disruptive to the programme and also depends on an improved programme design, management structure and logframe. As such the programme will need to consider what interim measures can be taken to improve monitoring in the medium term and how the system can be enhanced in future phases. ***Key***

recommendations on monitoring and evaluation for Responsible Technical Units (HQ) include:

- In a future phase, the monitoring system needs considerable improvement to ensure consistency in reporting in terms of frequency and format across all countries and components.
- For this phase, consistency will be difficult to achieve given ambiguities and incoherence in the logframe itself. As such, national projects should be encouraged to adopt a few key indicators against which progress can be measured.
- Monitoring should include a review of financial allocations on a monthly basis to better track areas of non-implementation.

The evaluation report is organised in the following main parts: it starts with a description of the programme background and then goes on to assess relevance, progress, organisational effectiveness, efficiency and sustainability; and finally ends with conclusions and recommendations.

1. INTRODUCTION

1.1. Evaluation purpose

This is an evaluation report of a Sida-funded Programme on HIV/AIDS prevention and impact mitigation in Sub-Saharan Africa being implemented by ILO. This 4-year programme is based on inter-departmental collaboration between different ILO units and comprises of three components which address HIV/AIDS in the transport sector; informal economy; and policy and legal framework. The programme covers 14 sub-Saharan African countries with a particular focus on 7 countries. A full description of the programme is given in the next section.

The programme began in 2006 and this mid-term evaluation aims to determine: progress towards programme objectives; appropriateness of the strategic approach; recommendations for future improvement. The evaluation analysed the programme using an analytical framework covering the following issues:

- Relevance and strategic approach
- Programme progress and effectiveness
- Efficiency of resource use
- Effectiveness of management arrangements
- Sustainability and planning for impact

The terms of reference are attached in annex 3 which gives further details of the types of questions addressed.

The principal clients of the evaluation are:

- ILO staff:
 - Team at headquarters comprising representatives from ILOAIDS, DIALOGUE, SEED, COOP, STEP
 - Team members in the field including national coordinators, country offices (ILO Pretoria); sub-regional offices (ILO Lusaka, Harare, Yaoundé), regional office (ILO Ethiopia)
- Sida
- Other interested parties include a variety of national and international stakeholders such as:
 - Workers and employers' organisations and Ministries of Labour and Transport;
 - Cooperative societies, informal sector associations, and micro and small enterprises at country level (including Business Development Services);
 - LEDAs (Lead Economic Development Agencies) in Mozambique;
 - UNAIDS (UN Joint Programme on AIDS);
 - NACs (National AIDS Councils)

The main output of this evaluation is an evaluation report including practical suggestions on medium term corrective measures for programme implementation and long-term suggestions for a new phase of the programme.

1.2. Evaluation methodology

The methodology involved:

- **Desk Review:** an analysis of the programme document and annexes, work plans, annual reports, reports from field missions and events, training materials etc.
- **Field Visits:** visits to Mozambique and South Africa. Field visit countries were selected in consultation with staff at country level and with headquarters technical units according to the following criteria: countries with more than one component; countries which have advanced in implementation; countries which have encountered problems in implementation; countries which have Decent Work Country Programmes (DWCPs) with a priority on HIV/AIDS; countries which have followed up on training through national level initiatives and interventions (i.e. for the legal and policy component). The field visit took place between 16-25 August 2008 and involved interviews and focus groups with a range of national stakeholders selected from:
 - Workers, employers, cooperative members, informal workers;
 - Employers' groups, unions, NGOs, CBOs;
 - Government officials particularly from ministries of labour and transport;
 - People living with HIV/AIDS;
 - Representatives of UNAIDS and other UN agencies at country level;
 - Other national partners.
- **Geneva visit:** initial briefing to Geneva at the start of the evaluation which involved meetings with ILOAIDS, DIALOGUE, STEP and CODEV.
- **Phone interviews:** phone interviews with key stakeholders such as the donor and former headquarters staff.
- **Questionnaire:** staff in all other project countries, besides those visited were consulted through a survey (see Annex 3). It should also be noted that these survey questions were used as a guide when carrying out the face-to-face and phone interviews mentioned above.

A full list of informants is attached in annex 1. All staff involved in the programme were invited to contribute to the evaluation.

A key point to note about the methodology is that the countries visited should be seen as a representative sample of the programme as a whole. Although the evaluation

frequently draws on examples from South Africa and Mozambique to illustrate points, these are not in-depth country reviews, rather they are observations which are of general importance and which may be applicable to other project countries also. Generalisation inevitably means, however, that all the findings contained in this report will not necessarily apply to each country. The evaluation report is fully evidence-based and draws on data supplied in interviews, questionnaires and programme documentation. For reasons of confidentiality, it is not always possible for the evaluator to cite sources or back assertions with explicit names and situations.

In accordance with ILO evaluation guidelines, the evaluation manager was an ILO representative outside the programme under review, Ms. Amrita Sietaram from ACTRAV. Her role was to ensure the integrity of the evaluation process and product with the assistance of the technical units involved in the Sida programme at HQ. In addition, Ms. Sietaram participated in the field visits to South Africa and Mozambique.

2. PROGRAMME BACKGROUND

2.1. Programme overview

The Sida-funded Programme on HIV/AIDS prevention and impact mitigation in Sub-Saharan Africa being implemented by the ILO is a 4 year programme based on inter-departmental collaboration between different ILO units and comprising of three components:

(1) HIV/AIDS prevention in the transport sector.

Consolidating and scaling up the response to HIV/AIDS in high-risk economic sectors, through the prevention-care continuum, with a focus on the transport sector.

(2) Mobilising the informal sector to respond to HIV/AIDS.

Planning and implementing innovative interventions on HIV/AIDS, through mobilization and capacity building of cooperatives, SMEs and informal sector associations (ISAs).

(3) Strengthening legal and policy provision related to HIV/AIDS and the World of Work.

Strengthening the development and application of an appropriate legal and policy framework for the protection of the rights of workers affected by HIV/AIDS, including a component on occupational safety and health.

The programme operates in 14 countries altogether: Lesotho, South Africa, Mozambique, Malawi, Zimbabwe, Botswana, Ethiopia, Nigeria, Burkina Faso, Mauritius, Togo, Benin, Cameroon, Democratic Republic of Congo.

- Component 1 (transport sector) is implemented in 4 countries: Malawi, Mozambique, South Africa, and Zimbabwe.
- Component 2 (informal sector) is implemented in 4 countries: Benin, Cameroon, Ethiopia, and Mozambique. Another country, Tanzania, was added in 2008 but was not included in the evaluation analysis given its recent entry into the programme – component 3 is therefore currently implemented in 5 countries.
- Component 3 (legal and policy provision) is implemented in all 14 countries.

The key programme countries are those which involve an implementation of components 1 and 2 as component 3 applies to a wider set of countries but entails a lighter engagement at country level through the involvement of national stakeholders in capacity building exercises. As such the 7 key programme countries are Benin, Cameroon, Ethiopia, Malawi, Mozambique, South Africa, and Zimbabwe.

The rationale behind linking these components is the following:

- HIV/AIDS cannot be tackled in isolation from socio-economic factors and policy/legal frameworks that “shape” behaviours and the overall response to the epidemic in a country;

- ILO departments need to internalize HIV/AIDS into their core business and channel programme achievements at country level into HQ policies and then apply them to constituents' needs in terms of policy guidance and knowledge sharing

Furthermore, the Sida programme was conceived as a tool to integrate HIV/AIDS needs into the national response, including the UNDAF process at country level and the national strategic plans, taking into account the priorities set within the DWCPs.

2.2. Management arrangements

The management arrangements for each of the components involve technical and administrative backstopping which is designated to a range of offices, units and individuals.

Technical backstopping:

- ILOAIDS: coordinating unit with overall responsibility to the donor and for providing technical support to all the components on HIV/AIDS related issues, in particular to the component on HIV/AIDS prevention in the transport sector which is decentralized to SRO Harare.
- STEP/SEED/COOP units: technically backstopping the component on mobilization and capacity building of cooperatives, Informal Sector Associations and Micro and Small Enterprises to respond to HIV/AIDS. Since February 2008, COOPAFRICA is responsible for the technical backstopping of the programme implementation at country level.
- DIALOGUE/SAFEWORK units: technically backstopping the component on strengthening legal and policy provision related to HIV/AIDS and the world of work. (Since 2007, the OSH sub-component is decentralized to the SRO Addis, technically supported by the OSH specialist, in order to meet the needs of the target beneficiaries and to strengthen field capacity).

In effect this means that technical backstopping for each component is as follows:

- Component 1 is decentralized to Harare SRO – with a Regional Coordinator to oversee the national coordinators in the four countries working on this component.
- Component 2 is backstopped by COOP/AFRICA (COOP Branch HQ until February 2008), however, in practice backstopping is distributed among SEED, COOP and STEP units, i.e. COOP/STEP leading in Benin, Mozambique and Cameroon and SEED leading in Ethiopia through the Enterprise Specialist based in SRO Addis.
- Component 3 is backstopped by DIALOGUE at HQ, with the OSH sub-component coordinated by the OSH specialist in SRO Addis.

Administrative backstopping:

- For components 2 and 3 (COOP/SEED/STEP and DIALOGUE/SAFEWORK), administrative backstopping is decentralized to the Regional Office for Africa, which is managing the budgets of the programme.
- The Transport Sector component is administratively decentralized to SRO Harare.

Diagram 1 at the end of this section shows these administrative arrangements. In addition to the different components, seed funding has been granted to ensure synergy among ILO departments and to pilot innovative actions in the framework of Decent Work Country Programmes, which will strengthen the collaboration among departments and have a stronger regional impact. In this context, an e-platform addressing HIV/AIDS in the context of social exclusion is being developed. This e-platform is not an isolated tool from the social exclusion thematic areas, but it will be built within CIARIS (Learning and Resources Centre on Social Inclusion), a system developed initially by the STEP Programme. It also responds to the need expressed by the donor to strengthen the capacity of ILO departments to integrate HIV/AIDS into ILO core mandate. The CIARIS platform is currently available at www.ilo.org/ciaris

2.3. Programme objectives

The rationale behind the programme strategy takes into account the linkages between vulnerability reduction, risk reduction and impact reduction. In order to ensure the reduction of the impact of HIV/AIDS, it is necessary to act on two fronts: to reduce the risk of infection - through awareness-raising, education and behaviour change communication - and to support workers through their changing social, legal and economic conditions, including access to better legal protection.

Each of the components is to achieve the objectives and outcomes at three operational levels:

- At national/sectoral level - mobilizing and supporting ILO constituents and other stakeholders, by strengthening their capacity to respond to HIV/AIDS, reforming the legal/ policy framework and coordinating responses;
- At workplace level - assisting workers and employers to develop and manage the response in enterprises within identified high-risk sectors, and using cooperatives and small business development structures as mechanisms for impact mitigation;
- At individual/ worker level – this will result in an improved knowledge and awareness among workers, enhancing compliance with labour/OSH laws and policies, and ensuring improved working and social conditions for women and men.

The **development objective** of the programme is: To reduce the impact of HIV/AIDS in Sub Saharan Africa by addressing the world of work vulnerabilities and

strengthening the application of the policy and legal frameworks for the protection of infected and affected men and women workers

The **immediate objectives** of the programme are:

Immediate Objective 1: Increased knowledge of HIV/AIDS and more responsible attitudes to risk behaviours of men and women workers and their families, help limit the spread of HIV/AIDS.

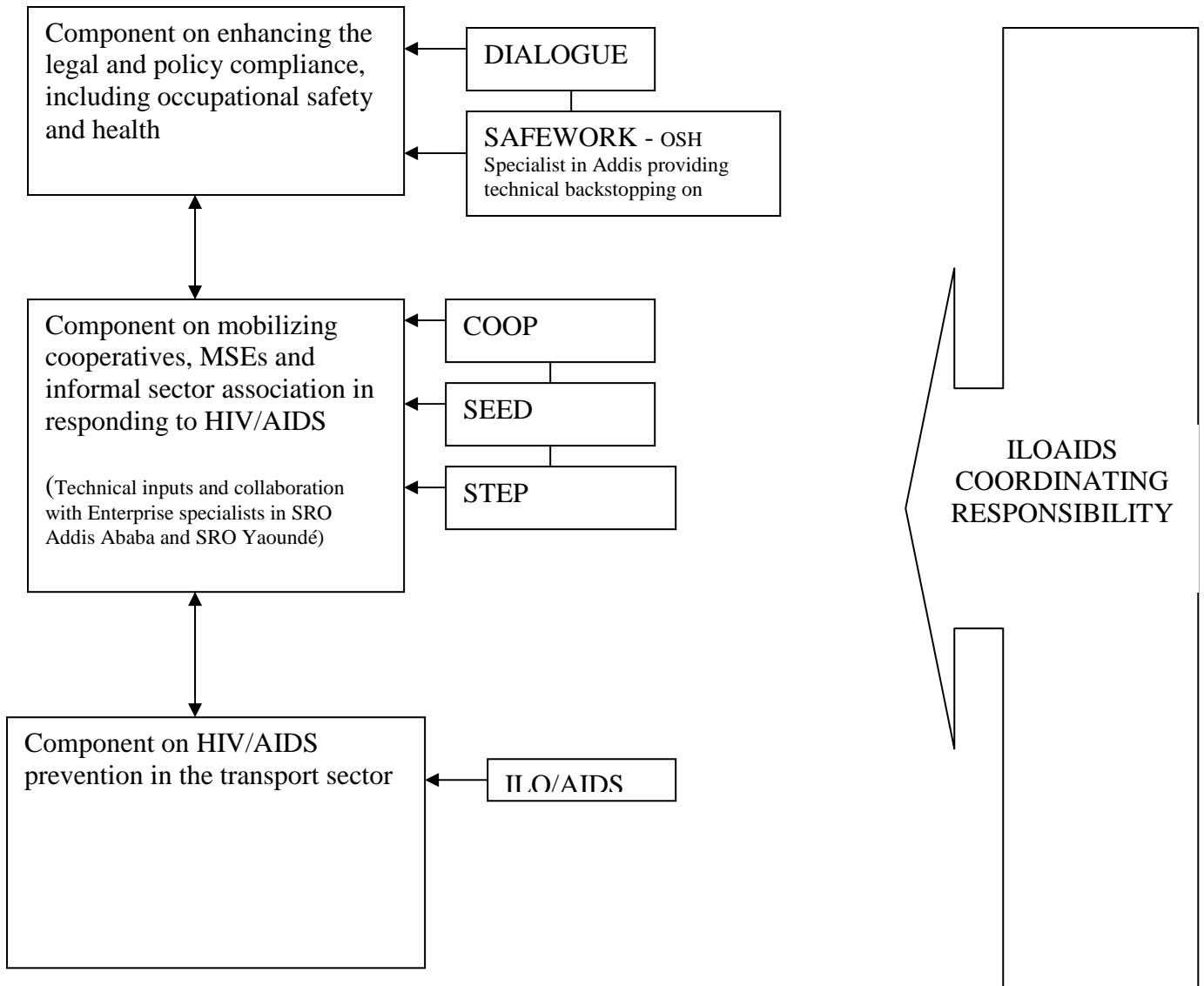
Immediate Objective 2: Improved working conditions and status of affected women and men working in targeted informal settings

Immediate Objective 3: Enhanced compliance with the legal and policy framework by ILO constituents.

The following page shows a diagram of the management structure of the programme.

DIAGRAM 1

ORGANIGRAM OF MANAGEMENT STRUCTURE



3. FINDINGS

This section presents the findings of the evaluation. The findings are organised according to the main elements of enquiry for this evaluation as set out by the terms of reference. The evaluation was required to analyse the programme using an analytical framework covering the following issues:

- Relevance and strategic approach
- Programme progress and effectiveness
- Efficiency of resource use
- Effectiveness of management arrangements
- Sustainability and planning for impact

The following sub-headings for this section – ‘Relevance’, ‘Progress’, ‘Efficiency’, ‘Effectiveness’, and ‘Sustainability’ cover the analytical framework provided by the terms of reference.

3.1 RELEVANCE

The programme continues to be very relevant. The high prevalence rates of HIV/AIDS in sub-Saharan Africa and particularly in the primary project countries justify ongoing support and intervention. Furthermore, the ILO is intervening in an area in which it has a clear mandate as lead agency for HIV/AIDS in the workplace under the UNAIDS Global Task Team Recommendations and having expertise in the legal and policy arena.

The pertinence of the intervention is demonstrated by the way it has positioned itself at the forefront of new initiatives in addressing HIV/AIDS. Though there are no doubt many other agencies working on this issue, evidence from both Mozambique and South Africa suggests that the project is targeting sectors and people that are hitherto unreached by the AIDS response by working with governments to move the agenda forward. In South Africa, the government has required all government departments to mainstream HIV/AIDS and with ILO support, the Ministry of Transport has led the way, being the only government department to have a policy on this issue. In Mozambique, where the government has had a policy on internal HIV AIDS mainstreaming since 2005, the focus has now turned to external mainstreaming and feedback from government departments and informal organisations, shows that ILO has led the way in focusing on neglected groups, particularly in the cooperative sector. Thus indications are that the programme is relevant but that the focus needs to be tailored to each particular context to ensure that it is pushing the frontiers in terms of responses to HIV/AIDS.

The overall programme strategy of operating at different levels from grassroots awareness and behaviour change through to policy, legal and institutional change also continues to be relevant. There is an ongoing need to focus on the transport and informal sectors as well as the policy/legal framework and the aim to implement an integrated approach drawing on a range of ILO expertise remains valid both as the

best strategy for addressing the issue itself and for optimising the performance of ILO as an organisation. The strategy as such is sound but there are issues over the way it has been implemented which will be discussed in the sections that follow.

3.2. PROGRESS

3.2.1. Key outputs

This section discusses the progress made by the programme in achieving its objectives. It first tracks the progress made by component and by country and then considers the types of impacts this has had and finally makes observations on general effectiveness. The overall programme began in January 2006 when funding was received from the donor and country level activities started at different stages.

Table 1: Chart showing progress by country and component

	Component 1 (Transport sector)	Component 2 (Cooperatives and the informal sector)	Component 3 (Legal and policy framework)
Benin	N/A	Began January 2008 - Around 30 organisations of different sizes agreed to partner with project - Baseline follow-up carried out - Collaboration with employers representatives and EU taken place	See below
Cameroon	N/A	Began July 2007 - Engaged 22 cooperatives - Participatory workshop held - Training of peer educators - Partners carried out sensitisation activities - Some components integrated into UN Joint Programme - Mainstreaming HIV/AIDS into other country projects - Distribution condoms and handouts	See below
Ethiopia	N/A	Began June 06 but experienced internal delays until Nov 07. - ILO Code and Guide printed - Manuals translated - Baseline survey completed - Technical Working Group established - 2008 work plan finalised - Master Trainer guide developed - Peer educator training conducted - ToT for small enterprises conducted	See below
Malawi	Began Nov 2006 but due to staffing problems implementation in earnest began in 2008. - Project Advisory Committee revived and national work plan developed - 23 HIV focal persons from enterprises trained	N/A	See below

	<ul style="list-style-type: none"> - 22 labour inspectors trained - 2 labour inspection tools revised - Rapid assessment commissioned - National policy dialogue held 		
Mozambique	<ul style="list-style-type: none"> Began August 2006 - 25 partner representatives trained in ToT - 25 partner representatives trained in management - Dialogue workshop held - Trained partner representatives on HIV/AIDS policies - Trained 170 peer educators - Trained 40 HIV/AIDS counsellors - Trained 165 peer educators and sensitised 50 truck drivers 	<ul style="list-style-type: none"> Began April 2006 - Developed ToT material - Trained 127 peer educators - Organised 200 sensitization campaigns - Organised training sessions and assisted partners to develop training - Supported creation of Ecosida branches - Assisted informal sector to link with service providers - Supported Social Fund - Mobilised additional funds for partners and supported funding applications 	See below
South Africa	<ul style="list-style-type: none"> Began Jan 2007 - National Coordinating Committee revived - Rapid assessment conducted - Technical assistance on strategic plan provided - National Policy Dialogue hosted - Rapid assessment on cross border interventions conducted - Trained 28 master trainers of peer educators - Technical assistance provided on national monitoring framework 	N/A	See below
Zimbabwe	<ul style="list-style-type: none"> Began August 2006 - Trained 25 partner members - Trained 60 labour inspectors - Rapid assessment conducted resulting in national policy dialogue - Trained 120 persons in ToT - Trained 75 peer educators - Trained 75 HIV/AIDS workplace counsellors - New labour inspection legal instrument developed and gazetted 	N/A	See below
All countries including 8 others – Botswana, Burkina Faso, Cameroon, Democratic Republic of Congo, Ethiopia, Lesotho, Mauritius, Nigeria, Togo	N/A	N/A	<ul style="list-style-type: none"> Began in May 2006 for DIALOGUE. Internal delays for SAFEWORK sub-component meant it started properly in early 2007 - 160 judges trained - guidelines developed - handbooks distributed - 70 labour inspectors trained - digest of legislative provisions produced

The table above charts the main activities and achievements to date by country and component. It shows that the project started at different times in different countries. Some parts of the programme have been significantly delayed by 1-2 years, notably component 2 in Cameroon, Benin and Ethiopia, component 1 in Malawi, and the Safe

Work elements of component 3 due to internal issues discussed in later sections. South Africa, Mozambique and Zimbabwe under component 1 are on track; and Mozambique under component 2 is also on course. In terms of the other project countries, Cameroon and Ethiopia (component 2) and Malawi (component 1) have made good progress in catching up.

3.2.2. Results

The table in itself is simply a record of self-reported key activities to date and does not show the types of impact that these activities have had. The evaluator assesses results by drawing on examples from South Africa and Mozambique where she was able to independently validate impacts with external stakeholders. The observations on impact should thus be seen as representative of what might be seen in other countries where the programme is also operating. Other general points to bear in mind are: the difficulty of making a causal link between the programme and changes on the ground given the many other factors at work including the interventions of other organisations; and secondly, that change at a policy or grassroots level takes time and these are still relatively early days in the life of this programme.

The analysis measures achievements against its objectives. It uses the project typology which links specific components to particular objectives i.e. component 1 (transport) fulfils immediate objective 1; component 2 (informal economy) fulfils immediate objective 2; component 3 (legal/policy) fulfils immediate objective 3. It should be noted that there are problems with the project logframe: the connection between specific components and objectives is implicit rather than explicit (only component 2 specifically refers to the informal sector but in fact all components report against their respective objectives); in any event, connecting components to specific objectives in this way is restrictive as it stops them reporting against other objectives resulting in a mismatch between the actual activities of the component and the objectives they are supposed to meet. This is discussed later under the section on ‘Organisational effectiveness – programme design’ but for now this reporting framework is retained to avoid confusion.

Immediate Objective 1: Increased knowledge of HIV/AIDS and more responsible attitudes to risk behaviours of men and women workers and their families, help limit the spread of HIV/AIDS.

[Component 1]

In both countries visited, the transport project is working very closely with government ministries responsible for transport and labour, in order to enhance the overall policy framework. Information gathered by the evaluation team suggests that the ILO project is making a valuable contribution to enhancing the legal and policy framework in country. This was signalled in various ways:

- **National Integration:** integration into the national plan and structures has been an effective strategy in both places. In South Africa, the project began at an opportune time when the government itself was scaling up its work on HIV/AIDS and the transport sector. A strategic decision was taken to work

closely with government as the best way of enhancing the policy framework in a sustainable way. This is a cost-effective way of maximising the influence ILO has on the direction of policy-making. In Mozambique, the strategic approach of working with national government programmes and private sector pilot agencies has enabled it to play a catalytic role without the need for intensive funding. Work within the government framework was much appreciated by government counterparts in both countries.

- **Leadership:** the project has moved forward the transport sector in both countries. In South Africa, the project has helped revitalise the Transport Sector Coordinating Committee and enabled the transport sector to move ahead of other sectors in HIV/AIDS mainstreaming - transport is the only sector in the country to have a national plan which in itself is considered a milestone. In Mozambique too, the transport sector is in the lead: internal government mainstreaming was initiated in 2005, the focus is now on external mainstreaming amongst government counterparts and external stakeholders noted that the transport sector was ahead in this.
- **Development of policy frameworks:** it has helped develop the policy and monitoring framework in both countries through supporting a process of national policy development as well as by practical tools for data collection, monitoring, evaluation and knowledge management. In Mozambique, ILO has supported the development of a national and regional database and provided funding for equipment. In South Africa, a monitoring workshop was held with ongoing support to set up a system.
- **Capacity building:** the project has increased the knowledge and skills base through its baseline studies, policy dialogue workshops, training and capacity building activities. Its contribution was recognised by officials as being key to helping them “think more broadly”. It has also helped build the capacities of individuals responsible for policy-development within their own organisations e.g. training on policy development, monitoring and evaluation as well as opportunities to develop professional skills such as chairing meetings.
- **Coordination:** its work has fostered coordination within the transport sector, provided opportunities for networking and learning, brought cohesion to fragmented and disparate groups as well as international experiences and awareness to national stakeholders.
- **Legal framework:** the transport sector component has supported the development and better implementation of the legal framework in certain ways e.g. Mozambique, laws have been printed and disseminated and the cooperatives component is considering advocacy initiatives on the inclusion of HIV/AIDS into forthcoming labour laws HIV; in Zimbabwe, it has supported the revision of labour inspection forms.
- **Organisational policies:** it has contributed to the development of work place policies which in turn have started to impact on the lives of affected workers and change knowledge and practice. This was particularly noticeable in Mozambique through work with airlines and railways where partners reported

a decrease in discrimination and a greater willingness to be tested. In South Africa, the project is still working at a higher policy level and it will take time for changes in knowledge and practice to filter down.

Immediate Objective 2: Improved working conditions and status of affected women and men working in targeted informal settings
[Component 2]

- Improved working conditions: the project has started to make progress in demonstrably improving working conditions. The capacity building initiatives in the cooperative and informal sector in Mozambique have led to greater awareness and more sensitivity towards HIV/AIDS. Representatives from the cooperative and informal sectors were very appreciative of the training given by ILO on HIV/AIDS and business management. These activities have helped put the issue on the agenda in these workplaces, and led to heightened awareness, and support in individual cases. Through work with employers' organisations, and business coalitions, like Ecosida, the project has also supported the development of tools and guidelines which will help advance the situation of affected men and women in a greater number of informal workplaces in the future. It is too early at this stage to find tangible evidence of improved working conditions of affected people and better access to health care as the objective requires although the project's activities are making a significant contribution in this regard.
- Mobilisation of other donors: in Mozambique, the project has enabled partners to secure funding from other funders such as the UNDP Small Grants Programme, the National Aids Council and Ecosida. In a significant new project which also covers the transport component, ILO has secured funding from One UN.
- Changes in knowledge about HIV/AIDS: The ILO programme was credited by many external stakeholders including government partners and other international agencies with making a significant contribution to creating awareness in the workplace. The work of the programme has helped break down the silence around HIV/AIDS, raised consciousness, and "opened up our vision" according to representatives from cooperatives and the informal transport sector. This knowledge was filtering down to grassroots cooperative members who reported a greater understanding of the disease, for instance, being able to distinguish between HIV/AIDS and other STDs/illnesses such as malaria, as well as the progress of the disease e.g. one person commented 'people only talked of AIDS before and not HIV, they did not realise that you could be HIV+ and still continue to live for many years', previously seeing HIV as a death sentence. In addition to increased knowledge of HIV/AIDS, it is also worth noting that representatives of the informal sector in Mozambique also reported greater competency in other areas such as business development and financial management due to the capacity building activities carried out by the project.
- Changes in behaviour concerning HIV/AIDS are manifested in various ways:

- Less discrimination and greater acceptance of HIV positive people. ILO partner agencies reported a greater willingness among infected employees to be open about their status. Informal worker and cooperative representatives also gave anecdotal evidence of communities being more willing to provide material and moral support to HIV+ sufferers instead of rejecting them as they might previously have done.
- Increased willingness to be tested. Informants noted a greater willingness to be tested, a greater likelihood that people would seek medical assistance if they felt unwell, as well as efforts to seek out testing services e.g. inviting VCT clinics to rural areas to test cooperative members.
- Increased willingness to use condoms. Representatives from informal workers unions and cooperatives noted a marked increase in the use of condoms as a protective devices including a willingness amongst members to come forward and ask for supplies.

Immediate Objective 3: Enhanced compliance with the legal and policy framework by ILO constituents
[Component 3]

The evaluation can only make a limited assessment of how well this component is implemented as there was no interaction with external stakeholders able to validate progress.

- Research: a digest of good legislative practices relating to HIV/AIDS in selected African countries was produced: this is seen as innovative as no other digest covering wider legislation which has a bearing on HIV/AIDS has been published anywhere in the world.
- Capacity building: overall some 160 judges have been trained to date in two sub-regional seminars and national level training workshops. The training was appreciated by participants and spawned requests for funding a cascade of training sessions at national level. ILO, once having carried out a first series of workshops in accordance with the work plan, was able to note that labour courts and tribunals themselves undertook training of their peers, only calling on the Office for support in the form of the field-based Standards Specialists and documentation. In addition, the Turin Centre has agreed to include HIV/AIDS in certain legal training courses. The programme plans to carry out a more formal appraisal this year by analysing the feedback forms that were distributed to the participants at the end of each session but as yet it is difficult to comment further on how the training was perceived or used. Some questions which arise about this component are: the degree to which it was sufficiently integrated into the other components at national level; and whether the design involved sufficiently concerted and close follow-up by ILO with trainers to optimise the training given and ensure its use and impact at domestic level.

- Safe Work: 70 labour inspectors trained to date but this aspect has suffered delays for internal administrative reasons resulting in a budget underspend. The underlying reasons for delays in this sub-component and in other aspects of the programme are considered as a whole in the section on ‘Organisational effectiveness’.
- Changes in practice: here is some emerging evidence of the component’s impact as ILO tools were referred to in one legal case report (South African Labour Court (D781/05), August 2007, *Bootes v. Eagle Ink Systems Kwazulu-Natal (Pty) Ltd.*).

The development objective of the programme is: To reduce the impact of HIV/AIDS in Sub Saharan Africa by addressing the world of work vulnerabilities and strengthening the application of the policy and legal frameworks for the protection of infected and affected men and women workers

In terms of the overall development objective, indications suggest that the programme must be helping to reduce the impact of HIV/AIDS amongst groups that it is working with but there is no quantitative data to demonstrate this for two reasons. Firstly, as shown above, programme initiatives have not yet always filtered down to the grassroots level. Secondly, it was noted that greater investment in the collection of more comprehensive baseline data than that which currently exists and statistics specifically linked to the project objectives and indicators would allow measurement of changes amongst target groups in a more systematic way.

3.2.3 General observations

Where the project is functioning well and on target, it is making an important contribution to the programme objectives. External stakeholders express much appreciation for the project’s work saying it is of immense and indispensable value. The results of a short quantitative survey carried out during the field visits where all informants were asked to rate the programme on a scale of 1-10 showed a high level of satisfaction. Most respondents scored the ILO projects in South Africa and Mozambique as 8/9 out of 10 in terms of how well they were performing, with the lowest score being 5/10 and the highest 10/10. Although this evaluation does not given undue emphasis to this scoring given the subjectivity and unreliability of using a quantitative methodology in this way, the scores confirm the impression that the programme, where its on course, is performing well and making a valuable contribution to the fight against HIV/AIDS.

Progress is uneven though; as the table at the top of this section shows, a number of countries and programme elements have been significantly delayed. Implementation also shows differences in operational levels: some countries are making more progress at the top in terms of the policy framework, others more at the bottom, with grassroots workers, and some at the middle level of organisational policy. As such, achievements vary from component to component, country to country.

There are certain areas where the programme needs to make more progress:

- Given that one rationale behind the programme is to make sub-regional linkages, this aspect has seen limited progress due to a need to consolidate national progress first. In both South Africa and Mozambique, the projects are starting to work on cross-border elements and develop cross-border work plans with a focus on capacity-building of cross-border authorities. In terms of SADC, cooperation has begun to be realised and has intensified this year. Given that sub-regional governments are already collaborating and exchanging good practices at SADC forums, ILO could enhance the role it is playing in identifying areas for learning and exchange e.g. the Mozambique government already has experience of internal government mainstreaming which could be useful for South Africa which has just started this process. It is not clear to what extent components 2 and 3 are expected to work at sub-regional levels.
- Though the programme has enhanced the capacity of government as an ILO constituent, the engagement of other ILO constituents (workers and employers organisations), needs strengthening. This aspect technically comes under objective 3 (and hence component 3) according to the logframe but should actually be relevant to all components. In South Africa (component 1), employers organisations are not yet fully on board; and in terms of the union movement, the national confederations, though invited to several activities have tended not to be very active whereas the sectoral unions, like the transport unions, have been active (as might be expected given their shop floor presence). In Mozambique (components 1 and 2), the participation of Ecosida represents an important inroad into employers' organisations and unions are important partners but overall the formal involvement of employers and workers in project planning could be fortified. Component 3 works with the legal profession and the government. Workers' and employers' representatives have participated in several training activities including as resource persons and research products are intended for dissemination to all ILO constituents via field Offices. Programme participants have suggested that specific training for legal focal points in trade unions or employer groups could be carried out in the future. Country projects no doubt face challenges in engaging the interest of ILO constituents especially when there are other HIV/AIDS initiatives in existence and some ways of finding synergies, complementarities, and avoiding duplication need to be found. Capacity building of social partners is a process and that ILO as the only organization with a mandate to work with unions and employers, has a key role to play.

One factor worth consideration is to what extent the strong emphasis on working with and through government as the main constituent affects or does not affect interactions with ILO's other traditional constituents. In both South Africa and Mozambique, the transport project coordinating committee is so fused with the government structure that stakeholders are unable to separate out the ILO project from government work. Working with governments in this way can be positive for building ownership and sustainability but may also mean, in some situations, a loss of independence, identity, and freedom for ILO to act as an advocate and critique.

This is a general observation rather than a comment on the current situation in the countries visited. It is intended to highlight the fact that working

arrangements between ILO and government partners and other constituents may need to be adapted to particular country contexts. For instance, in certain circumstances where more independence is desirable, the creation of independent dedicated project advisory groups, involving the equal participation of all tripartite constituents might be appropriate; such groups would not replace national coordinating committees which are government-led and supported by ILO but distinct project advisory groups focusing on ILO project plans and monitoring and existing for the duration of the project. The creation of such additional structures is not recommended for the time-being for the countries visited as it would create further bureaucratic layers and have the adverse effect of undermining national ownership. A better option at this time would be for the project to try and ensure that the participation of other constituents (unions and employers) are optimised in these national structures, in accordance with ILO's role and mandate. This issue is not so relevant to component 2 (cooperatives) as it works with project advisory committees which are more separate of government structures. In due course, if the programme design changes in a future phase to include all components in each country, the idea of a designated project advisory board could be revisited, as this would enable oversight of all components by the same board.

- There is a need to ensure that work at a policy level with government agencies or large private sector organisations and unions filters down to the ground. It is recognised that the national projects cannot work at all operational levels equally at all stages but the key is to have a strategy for ensuring that these different levels are reached in due course. The national projects are currently focusing at different levels. In South Africa, a major part of the immediate beneficiaries of the work under component 1 are government officials, sometimes from elite agencies, whose employees have the education, and resources to protect themselves rather than vulnerable low-skilled workers lacking access to information. Outreach to the most needy and vulnerable groups, and particularly those lacking medical insurance, is planned to take place in the future once direct intervention activities take root. In Mozambique, this filtering down of HIV/AIDS information and policies has happened to a greater extent than in South Africa due to pilot initiatives with national airlines and railways. Partner organisations in both countries, recognised the need to bring the work to this level and reach out to external stakeholders at the coalface such as drivers, truckers etc and showed a willingness and interested in taking this work forward. The project's cross-border initiatives aim to provide direct interventions in affected communities in cross border areas and transport corridors. A strategy from ILO focusing on mobilising partners to pass on what they have learnt can help multiply effects. The programme in Mozambique (both transport and cooperatives components) could also consider how to expand outreach in a low cost way by working through provincial councils, labour ministries, or other international and national organisations.

3.2.4. Lessons learned

This section reflects some lessons learned which were fed back to the evaluation by staff. The lessons learned are included here in summary form. The learning workshops over the past 2 years have documented other lessons too but this records specific feedback to this evaluation:

- Active participation of beneficiaries and stakeholders aids implementation.
- Though willingness and enthusiasm for cooperation exists, implementing partners require technical capacity building.
- Partner agencies of all sizes and particularly grassroots community organisations and cooperatives require assistance with mobilising funding.
- HIV/AIDS interventions need to be adapted to the needs of organisations given the great variance in structure, size and mandate.
- Integration of project activities with the UN Joint Program can prompt further interventions.
- Collaboration with other ILO projects in-country can be fruitful in extending activities to other sectors.
- Irrespective of limitations in funding, advocacy and awareness-raising activities among UN agencies, governments and social partners can stimulate interest and commitment to working with the informal sector.
- Involving PLWHIV in peer education and sensitisation activities can greatly enhance training interventions.
- Leadership buy-in is important in ensuring the development of workplace programmes.
- Encouraging peer educators to plan, monitor and evaluate their own activities helps create ownership and sustainability.
- Mainstreaming HIV/AIDS takes time.
- Appreciating and acknowledging the ideas of partners can help smooth working relations.
- Using and respecting the local language enhances relations and aids successful implementation.
- Team spirit and integrity are important for effective and timely delivery.
- Good awareness-raising strategies include: using ‘insiders’ or individuals from the groups concerned to carry out awareness-raising as people are more likely to identify with and listen to them; adapting messages to different groups by using a range of methodologies; targeting areas where people are likely to congregate.
- Training needs to be accompanied by a follow-up plan, monitoring and further support if it is to be effective.

3.3. ORGANISATIONAL EFFECTIVENESS

This section focuses on issues of organisation and management which affect the programme's performance. The functioning of the programme is inevitably influenced by wider ILO policies and structures as well as national contexts and external constraints. The evaluation recognises that external factors play an important part but its role is to concentrate on areas of improvement which are within the control of the programme and/or responsible parts of ILO. Also, in terms of methodology, this section draws on problems that have arisen in a variety of contexts to find common recurring issues. As the earlier section noted, the programme is performing well in places where it is on course. However, it has been significantly delayed in 4 out of 7 programme countries and it is necessary to consider the underlying causes which have led to this pattern of delay. The evaluation does not focus on particular problems in specific country projects or sub-components – it would not be appropriate or helpful to do so – rather the evaluation takes a collective view aiming to identify deeper structural and organisational issues which have held the programme back from performing at its optimum level.

3.3.1. Management Structure

Arrangements for line management and accountability are a key concern. Technical and administrative responsibilities for the project are diffuse and going in many different directions through a variety of headquarters and field personnel. A few examples can illustrate the number of permutations which can arise:

- Transport coordinator working in South Africa is technically backstopped by the regional coordinator who is now based in South Africa but was previously in Zimbabwe and who reports to ILO/AIDS; and administratively backstopped by the country director in South Africa and up through the sub-regional office in Harare.
- Transport coordinator in Mozambique is technically backstopped by the regional coordinator now based in South Africa but administratively backstopped by the Zambia.
- Cooperatives coordinator in Mozambique is technically backstopped by a representative of COOP HQ who was in Geneva but is now in AO Dar Es Salaam as CTA of the regional program, COOP Africa; and is administratively backstopped by SRO Lusaka.

There are several concerns about these arrangements:

- This is a complex web of roles, responsibilities and relationships which makes it very difficult to track, monitor and account for what is happening;
- Staff responsible for technical backstopping who are most closely involved with the day to day work of the projects, do not have authority over contractual arrangements which are handled through administrative backstopping arrangements. The modalities for consultation between the administrative and technical backstoppers are not clear and although there are some examples of administrative line managers intervening to put the project on course (e.g. Safe Work Director has taken up the issue of under spend on

the occupation health and safety in Ethiopia) this can take time and does not always happen;

- The extent of and investment in the supervisory structure for each component varies. The transport component has a full-time regional coordinator but the informal sector component does not (instead technical backstopping arrangements have varied over time, starting in Geneva, then decentralised, and split between different persons). This component has particularly suffered from a lack of definitive arrangements and resources with supervision appearing as an add on in the project design; under the circumstances the component has managed well. The third component (law and policy) is carried out from headquarters and is essentially line managed by the headquarters hierarchy. The programme would have benefited from a greater investment in supervision and support for all components.
- Some projects are based in country offices where country directors have a role in oversight and management; in other cases, there is no country office and administrative management flows through nearby sub-regional offices. In either case, administrative managers have the freedom to define how they supervise the projects, depending on assumptions about their role and who else is responsible. Although managers were engaged in overseeing the projects in some cases, the scope for gaps in supervision is evident. It appears that there are some general ILO rules determining management responsibilities but it is questionable that they are comprehensive enough to cover the requirements of this programme. The programme appears to be missing detailed agreements stipulating the agreed role and responsibilities of different managers and the relationship and modalities of cooperation between technical and administrative backstoppers, for example. Even rules exist, they do not appear to be applied systematically given the types of problems that have arisen.
- In some contexts, national stakeholders are supposed to play a role in supervision and provide feedback on progress to whoever is responsible at ILO. In Mozambique, for example, this has worked well and national stakeholders such as the labour ministry take this role very seriously and keep records of monitoring missions. It is not clear that this is happening everywhere on a systematic basis.
- The accountability of and the support provided to technical and administrative backstoppers themselves is not adequately considered by the programme structure. There are examples from each component where more oversight was needed of technical and administrative management e.g. delays in recruiting staff; delays in implementation due to unsuitable staff remaining in position for longer than necessary; lack of effective national monitoring systems; lack of adequate and timely supervision of staff; delays in implementation of project activities; lack of reporting or cooperation by national officers with overall programme; questions over impact and value for money etc.
- The programme (except for the budget) was initially centralised at headquarters due to a lack of technical capacity in the field. In due course, different technical elements have been decentralised to the field. Some interviewees commented that problems of communication between headquarters and the field have led to severe delays and disagreements about implementation. However, others pointed out that productive communication and decision-making had taken place between headquarters and some project countries.

In conclusion, the lack of clarity resulting from the issues identified above has caused internal problems. The evaluator takes the view that the management structure creates the risk of supervisory loopholes arising; with so many different permutations of responsibilities and relationships possible, it is easy to see that managers may assume others are overseeing a project when they are not. There is a need for clearer benchmarks and obligations for all staff which are contractually binding; and secondly, establishing formal agreements and dialogue between those responsible for technical and administrative support as well as those higher up the hierarchy. Noticeably, the description of management arrangements in the original proposal was thin.

3.3.2. Coordination

Coordination is at the heart of the project rationale: the donor was interested in funding a project which helped to integrate HIV/AIDS as an issue throughout the ILO system and drew on the inputs of various other departments and units, aside from those directly dealing with HIV/AIDS. ILO staff also recognise the importance of taking an integrated approach which breaks the organisational tendency to work in silos and found the programme design added value and helped build bridges. Linked to this was a desire of the donor to see ILO take a more strategic sustainable approach at national level, to leverage its position as a unique international player rather than to be an implementer of piecemeal projects.

Coordination at headquarters level between the units involved with the programme is working very well. The units meet at regular monthly meetings to review progress and discussions are recorded in minutes. This level of coordination is seen as 'ground-breaking' in ILO and a very different approach to traditional ways of working. In terms of overall design, care has been taken to ensure that the programme does not overlap with other ILO HIV/AIDS projects and staff were able to describe these distinctions well.

Coordination at country level between the project and other ILO projects in the field is also occurring. In South Africa, coordination with other ILO activities occurs through regular programme coordination meetings held by the country office. In Mozambique, there is good integration with other HIV/AIDS work (WOOP and OPEC) under One ILO Programme and joint planning is emphasised. The philosophy of integration as conveyed by headquarters staff, however, is not always filtering down to field level and staff sometimes seemed unaware of this as a central ethos; in some instances, coordination at national level appears to be arising due to staff good practice and initiative rather than a conscious drive of the programme.

The programme design itself does not always facilitate integration, the 3 components are implemented in different countries and there is only one country, Mozambique, where all three components are being implemented. Thus integration between components is limited. In Mozambique, although there is a close working relationship between the 2 national coordinators working on the transport and cooperative

components; and an emphasis on joint planning, the project design could optimise linkages between the 2 components further work on the informal transport sector, for example, which concerns both components is only just starting.

The sense of field staff being part of a wider sub-Saharan project is limited. Aside from the learning workshop which brings together all project staff, contacts with other countries or with headquarters are few and far between for national officers. There is some sharing between countries involved in particular components e.g. transport sector has sub-regional meetings or national coordinators working on cooperatives may consult each other from time to time and even represent each other (e.g. Mozambique represented Ethiopia at the 2008 International Aids Conference in Mexico); but contacts between different components in different countries are almost completely absent. There have been some contacts between component 3 (legal) and country offices but this has largely centred around field offices providing help with organising training sessions implemented by headquarters. There is more scope for legal support from headquarters to be more involved at country level and give guidance on legal developments e.g. idea for including HIV/AIDS into labour inspection forms in South Africa came from the national coordinating committee but headquarters could also help stimulate similar ideas. Inevitably creating a sense of community and cross-continental linkages which involve overcoming linguistic and cultural barriers which takes time and additional funding.

The CIARIS system was developed to foster links between different countries and units. It is a computer software programme which aims to promote horizontal learning. Although a useful tool, it is little used at country level because the technology is too sophisticated for use in countries with low levels of internet development. National project coordinators reported being unable to use the system because the internet in their countries is too slow to deal with the software. However, headquarters points out that similar online training courses and information sharing have functioned in African countries before so ICT alone cannot be considered the only impediment. There appears to be a gap in understanding between headquarters and the field in terms of what CIARIS is about. Knowledge sharing and adaptation of the system to field requirements merits further attention.

Feedback to national officers on what is happening in other parts of the programme could be strengthened. The first issue of a programme newsletter has recently been sent out which may help address this problem and facilitate sharing across project countries. Overall, linkages and sharing between countries need to be strengthened to ensure learning from each other's experiences and to avoid reinventing the wheel, for example, although the transport component in South Africa and Mozambique are both supporting their respective governments to develop monitoring systems, there appeared to be little or no contact between the two countries on this specific aspect. There is a need for more standardised approaches, which can be adapted to specific contexts e.g. both components in different countries appear to be involved in peer education and in the production of manuals and training courses but it is not clear to what extent they are collaborating and sharing this work, another example is the question of organisational policies where a standard template could be useful. There are plans to document good practices but real sharing needs to go beyond this and involve exchanges and mentoring between country projects.

Coordination with other ILO departments beyond those directly involved with the project seems to be missing. In the future the programme could link with other units dealing with gender, youth enterprise, migration, micro-finance etc. and also share lessons with others. There are examples of the issue being well-mainstreamed into the programme and budget framework e.g. as outcomes for Dialogue, Safework, Promotion of Sustainable Enterprises but there is room for further integration of HIV/AIDS in the core business of ILO's work. Integration into Decent Work Country Programmes varies: some countries do not have a DWCP yet (South Africa, Benin, Malawi), others do integrate HIV/AIDS (Mozambique, Cameroon, Ethiopia, Zimbabwe) but may need strengthening in some cases.

Coordination with other international organisations and NGOs varies from country to country. Coordination with other international organisations has been facilitated through participation in UN Joint Teams on HIV and AIDS and participation in the activities of other sister UN agencies. In South Africa, contacts appear relatively limited and more mapping of what other agencies are doing could help foster more coordination and opportunities for joint implementation. By contrast, coordination with other international organisations appeared stronger in Mozambique, where the project is working closely with UNDP and UNAIDS in a collaborative complimentary way.

Sharing of international experiences with national stakeholders could be strengthened. Though this is happening to some degree and participants were receiving international materials from ILO, there is more scope for learning from other countries and at least from programme countries. There is also possibility for introducing national partners to other international counterparts and materials e.g. linking unions with materials on HIV/AIDS produced by ITUC and ITF.

3.3.3 Administration

There were numerous complaints about ILO administration leading to delays in implementation e.g. failures to recruit staff on time as a major cause of delays, lack of essential working resources and tools (one officer cited the lack of a computer for two months), slow processing of budgets on time. Some of these issues are due to general ILO administrative processes, and inevitable consequences of ILO's operational structure e.g. delays in accessing funds through UNDP in countries like Mozambique where ILO does not have an office. Some issues, however, are due to the design and implementation of the programme itself, particularly the lack of budgeting for adequate transport and administrative support.

3.3.4 Budget

The components allocate the budget differently; component 2 (cooperatives) is allocated by country, whereas component 1 (transport) is a regional budget divided up by country each year according to their costed work plans. This lack of clarity in terms of what ILO can commit as funds is seen as a constraint and a cause of lost opportunities in some cases. This issue merits further examination by ILO.

The budget needs to take more account of the costs in different countries but generally speaking, most national coordinators felt the budget was inadequate to meet targets set by the project. Nonetheless, costs of living do vary considerably across the sub-continent and some projects have supplementary costs e.g. translation that others do not have. A common concern was the lack of funding for transport and administrative support. The lack of transport has been a restraint particularly given that national coordinators are operating in environments which lack public transport. Staff even cited sometimes having to pay up front for project activities and being unable to claim money back due to lack of budget codes. Lack of budget for administration was a constraint for component 3 also.

Decentralisation of the budget to Ethiopia (as part of ILO's decentralisation policy) caused problems initially but this seemed to resolve over time and now appears to be running smoothly. The IRIS system causes some problems, for example, headquarters staff are unable to see where the budget stands for themselves and need to have a copy of the balance sheet faxed over to them from the regional office.

3.3.5. Monitoring and Evaluation

The annual learning workshop is an effective way of enabling staff to come together, take stock and share reflections on progress and lessons learned. It is valued by staff and results in a substantial workshop report which gives a broad strategic overview of where the project stands. Although staff were able to give ad hoc examples of how the workshop led to useful contacts with other countries on particular issues, the workshop could explore different methodologies (rather than a reliance on plenary presentations) to enable sharing and learning at a deeper level. The system of six monthly and annual reports also works well though the format of that (and also the learning workshop report) could be reviewed to ensure that a standard format is followed each year. Some components have recently started monitoring financial reports to check expenditure and rates of implementation which is a positive step.

Aside from these aspects, the more regular system of monitoring is not working so well. The programme is already aware of this and some efforts have been made to revise indicators for objective 2 in Mozambique (informal sector). However, the evaluation finds that the system needs wider attention:

- there should be one common system which applies equally to all components;
- the frequency of reporting lacks consistency even within components. Not all national projects report on a monthly basis. Reporting on quarterly, mid-year and end of year basis is more consistent though some national components rarely report;
- headquarters has developed a standard quarterly reporting form but this does not appear to be systematically used. National officers gave the following feedback on the quarterly form:

- includes indicators which do not capture what the projects are doing;
- does not have room for qualitative and quantitative information;
- does not show progress against planned activities;
- does not make a logical link between activities and objectives.

Adding to this list, the evaluator can observe further problems:

- the form has been adapted by national officers even within the same component making it difficult to make comparisons between countries.

- the components are restricted by being linked to objectives which do not reflect their work fairly (see discussion on project design below).
- it lacks baseline data and plans so progress cannot be seen clearly.
- statements of outputs/outcomes/indicators where used are not identical to the logframe or the annual workplans.
- the form is overly complex adding in layers of reporting on different stakeholders such as employers, workers etc.
- the format and indicators for monitoring need refinement to be more relevant, precise and SMART. The indicators could also be reduced with a more selective approach to increase the chance of effective reporting.
- it is not clear, if or how, component 3 is reporting using this quarterly form.

All in all, this makes for a confusing and unsystematic approach.

Overall, it is evident that national officers have a clear idea of what their projects are doing so the issue is how to capture this in a better way. The programme may need external assistance to develop a logical, coherent and simple system of monitoring. It is worth noting that the original proposal did not much explain monitoring systems.

3.3.6. Programme Design

A number of the problems identified in this section (monitoring and evaluation, management structure, coordination etc.) are inherent in the original project design. The design itself lacks coherence and does not optimise the prospects for effective integration and implementation. There are various aspects which merit attention:

- Overall management structure is very complex as discussed above. Given that the project has to fit into ILO's overarching management and operational systems which in themselves are highly complex, the project needs a greatly simplified structure that works better within the organisational framework. The design of the programme needed to take better account of policies on decentralisation, operational presence, staffing and budgeting to avoid creating a confusing web of responsibilities.
- Rationale for linking the 3 components is not widely understood by staff and the connections are seen by some as artificial. The originators of the project design had some rationale in mind for linking these components into one overall programme – need to address legal aspects and labour inspection, bring in social dialogue because of discrimination, transport and cooperatives were sectors where ILO already had experience and other sectors such as commercial agriculture would have been too large to take on. There are theoretical links between the components but these have not materialised in practice to the optimum level as shown by the examples discussed in section 5.2. The implementation of different components in different countries has compounded the lack of integration. There is no sense of a community of projects and they appear to artificially exist under the same umbrella and operate autonomously of each other.
- Choice of countries depended mainly on rates of prevalence, areas of experience and donor interest. There were 8 project countries in the earlier phase of the transport project but these were reduced to select those that performed well. There are only 7 main project countries, the remaining 8

countries only benefit from the project in passing through participation in legal training session. The 7 main project countries are widely dispersed geographically and culturally across sub-Saharan Africa making integration and linkages difficult. Each component seems to have separately chosen countries of interest to it rather than seeing which countries could take forward the programme as a whole. The decision to implement certain components in certain countries only further adds to this impression of disassociation.

- Design in terms of budget and work plan has not taken sufficient account of the differences between countries in terms of expense, labour costs, size, dynamics etc. and the challenges of particular contexts. The work plan needed to be better tailored to each individual context to allow for a different level of output in each place.
- Logframe lacks logic and precise wording. The components do not fit the objectives they are intended to serve and in fact could meet all the objectives. The link between the objectives and components is not explicit except for component 2 but in any event, limiting components to only one objective is restrictive and prevents effective reporting e.g. much of the work under component 1 is enhancing the policy framework (wording of objective 3 for component 3). The wording of the objective is ambiguous also e.g. development objective is ambitious in seeking to 'reduce the impact of HIV/AIDS'. The logframe lacks precise, SMART indicators. It is not being used systematically as different national projects are using indicators, outcomes and outputs which do not correlate with the original logframe and seem to have gone their own way in reformulating these items thus making for a very muddled picture overall.
- Components are not clearly, distinctly and accurately described. Component 3 in particular refers to 'enhancing the legal and policy framework' but this is not an accurate reflection of its contribution to the overall programme. This component focuses on legal training and to some degree legal research and would better have been called 'Research and capacity building of the legal profession'. The other two components do legal and policy work anyway, component 1, for example, includes policy development in the transport sector.
- There was a lack of adequate consultation with the field in the programme design. Although some technical specialists and programme officers in southern Africa and DIALOGUE staff in a wider range of countries were consulted, it is not clear that those who would ultimately have administrative responsibility for managing the programme i.e. managers in country/sub-regional/regional offices were involved in the design. Consultations with those responsible for administering the programme would have aided implementation. The resources needed to make technical support from other units a reality appears not to have been fully considered. The original design appeared to assume that backstopping could be done by regular budget staff which in practice was not always the case and in fact done by technical cooperation staff funded from other projects. With so many ILO staff now depending on project instead of core funding, this in effect means that they had to take time out of other projects funded by other donors with technical backstopping inevitably suffering. Furthermore, the work of some units suffered because of the additional workload created by the programme; this was a particular issue in the legal and policy component. It should be noted

that the programme became aware of these structural problems as time went on and sought remedies e.g. discussions with the donor led to additional funding for an associate expert to support components 2 and 3.

The overall programme design and its eventual implementation has resulted in a rather unwieldy and awkward structure which has not helped advance the goals of the programme. An international coordinator covering all components would have considerably helped implementation and integration. The evaluator was informed that such a post was not created because the donor wanted to promote mainstreaming, draw on the technical divisions of ILO itself and avoid expensive international posts. If this is the case, it has proved to be a false economy. Donor restrictions were cited as a reason for the limitations in the programme design; on the other hand, it is also true that ILO had the scope to negotiate over design and budget issues.

3.4. EFFICIENCY

In countries where the project is on course, like South Africa and Mozambique, there is demonstrated efficiency. Both countries have achieved much in a cost effective way: their initiatives are having a visible impact on the HIV/AIDS discourse and by working closely with national structures, the projects have been able to optimise their impacts in a very cost efficient manner. The projects have tried to play a catalytic role, to stimulate organisations to take up the issue themselves rather than investing heavily with funding.

However, the various internal constraints described and the delays in project implementation elsewhere have no doubt meant inefficiencies. This evaluation is not in a position to make an in-depth assessment of efficiency and cost-benefit but some key points are self-evident. The significant delays in a number of countries means that the programme will be unable to finish on time – some countries will have completed their work, while others will not. Either a no cost extension will be needed to enable all countries to finish but in this case extra funding will be needed for countries which have finished to keep project staff on board; alternatively, countries which are behind can curtail their activities to fit the timeframe and unused funding can be transferred to a future phase if there is one. The programme should also consider redistributing underspent funds between components if necessary.

The lack of coherence and effective coordination has also meant that the project has not been able to build on learning as might have been possible. The large amount of budget dedicated to component 3 merits review: the cost per head of training sessions seems very high particularly as they are not closely integrated with national project activities and followed up to ensure impact and value for money. There is an imbalance in the budget as components 1 and 2 which are engaged in intense national level work could use more funds and have tangible ways of efficiently promoting policy development and grassroots action. The evaluator was informed that the designation of budget was largely decided by the donor.

3.5. SUSTAINABILITY

As the section on 'Progress' shows, the programme is having a visible impact at various levels from national policies, through to organisational practices and individual behaviour in countries where it is on target. The programme is raising awareness among organisations and stimulating them to move forward with their own activities and proposals e.g. Mozambique, pilot agencies in rail and air are continuing policies of employee training and support; and in South Africa, unions and provincial departments involved in the national coordinating committee seem optimistic about prospects for developing implementation projects.

Sustainability of these initiatives depends on various factors. Firstly, it rests on the commitment of national stakeholders. In both countries visited, this commitment exists. By working within national structures, the project has optimised the possibility of progress continuing after the life of the project. In South Africa, stakeholders tended to see ILO's role as indispensable. The government has nonetheless asserted its commitment but will require further support from ILO before it can fully implement this initiative alone. Commitment and time of other participants involved in the national coordinating committee is also required; in future phases, the project could build more visible ownership by the government and also review good practices in committee management to ensure long-term sustainability. In Mozambique, the commitment of government to continue this work is solid.

Another key restraint to sustainability is lack of resources. This was frequently cited as a major problem in both countries. Although organisations have been willing and enthusiastic participants, they face real limitations in finding money in their own organisations. Even large organisations such as transport agencies in South Africa, having developed human resources policies and made financial investments, lack all the funds needed for implementation and previous projects funded by other donors such as GTZ have not been sustained. The situation is the same in Mozambique where even large organisations which have committed funds to the issue and are fully backed by their leadership, need more resources. This situation is even more critical for small community-based cooperatives. This poses a dilemma for the project, as having awakened needs in the organisations it is working with, there is no clear solution as to how these needs will be resourced on a long-term basis. In response, the project in Mozambique has adopted a strategy of linking project partners with funding organisations by helping them to identify national and international donors and by giving them the skills and know-how needed to make funding proposals. These efforts have led to some successes with partners managing to obtain funding from UNDP and the National Aids Council and also on course for successful applications to the Global Fund. Challenges for small cooperatives remain. The project aims to address this by providing parallel training on business development, and also by exploring the potential of setting up revolving funds and other microfinance initiatives.

In terms of scaling up and expanding, the project needs to be more forward thinking, for instance by encouraging organisations who have already benefited from ILO support to pass it on to others. Interviewees expressed a willingness and interest in doing this but it needs to be promoted as a strategy by ILO. Overall, the project is being implemented in a way that bodes well for sustainability. There is a strong sense

of national commitment and ownership; national stakeholders are developing the skills and knowledge needed to continue the work; and the project is beginning to address the issue of resources.

4. CONCLUSIONS AND RECOMMENDATIONS

4.1. Conclusions

The programme continues to be very relevant due to high prevalence rates and the fact that it is working in hitherto neglected sectors and with unreached populations. It is progressing well in countries where it is on course: it is able to show an influence on national policy and developments as well as changes in knowledge and behaviour among workers on the ground. The evaluator was able to validate a number of significant impacts at national level through field visits to South Africa and Mozambique. National projects which are on course are demonstrating good efficiency, often working in a strategic way which maximises results in a cost-effective way. Integration is an important ethos of the programme overall and it has been successful in demonstrating a new way of working ILO, effectively engaging a number of technical units and helping to mainstream HIV/AIDS in the core business of the organisation.

However, there are a number of countries and elements of work which have experienced significant delays of 1-2 years. In total 4 out of the 7 main programme countries have suffered delays in implementation largely for internal reasons. It is recognised that some factors affecting implementation are beyond the programme's control and that its progress is affected by wider ILO structures and policies, operating contexts and external constraints. These issues are acknowledged but the focus of this report is very much on factors within the programme's and/or ILO's control. As such a number of issues about organisational effectiveness and inefficiency merit attention. These include:

- An overly complex management structure which creates a confusing set of relationships, roles and responsibilities making it difficult to track, understand and account for what is happening. The project covers 14 countries (7 main countries) and also involves implementation by headquarters. Management responsibilities for technical and administrative backstopping are split between different persons, units and offices. The result of this has been tension and misunderstanding between offices and the creation of supervisory loopholes.
- Administrative and bureaucratic systems are seen as responsible for causing these delays. While some issues are due to overarching ILO systems outside the programme's control, the design of the programme does not mitigate these risks. It could have taken better account of organisational policies on decentralisation, budgeting, staffing etc. and worked with the system.
- Various issues were raised about the budget: there is insufficient budget for some countries/components (1 and 2) to meet their objectives whereas other components (3) have an underspend; and secondly, the decentralisation of the budget meant teething problems to start with but the situation has improved.
- Monitoring and evaluation system needs strengthening. The annual learning workshops and reports are working well but the system for ongoing monitoring suffers weaknesses with inconsistencies in frequency and format of reporting between countries and components.
- A number of the problems identified are inherent in the programme design, for instance:

- Management structure did not take adequate account of overarching ILO structures and processes;
- Rationale for the choice of the 3 core components has not been made clear to programme staff and the practical links between them unrealised;
- Choice of countries, particularly in terms of diverse geographical spread and differences in management and structural arrangements has not helped foster integration to the optimum degree;
- Logframe does not adequately capture what the programme is doing and needs substantial improvement;
- Lack of one international coordinator to bring together all the components and countries in the programme is a major weakness.

The overall assessment is that this is an innovative programme which is bringing unique and original interventions to the field of HIV/AIDS. Where it is on course, the programme can show good evidence of impact, efficiency and effectiveness despite being held back by weaknesses in management, coordination and monitoring and evaluation. In terms of the future, the work being carried out at national level by all 3 components fills important gaps in the HIV/AIDS response and needs to be continued beyond this current phase. There is little doubt that much will remain to be done once this programme cycle ends in 2010 given the gravity of needs in project countries. The question which merits further discussion within ILO is whether this work should continue as separate components or carry on as an integrated programme encompassing all 3 components. The value of taking an integrated approach is much valued by ILO stakeholders who see this programme as groundbreaking and breaking the mould of traditional ILO ways of working. If the work continues under an integrated programme, ILO will need to consider whether the commitment is there to optimise the advantages of such a model and if the wider ILO structures and systems are supportive of such an approach. Without these elements, a future integrated programme will continue to face challenges which impede optimum delivery. This report is based on the assumption that these pre-requisites can be met and proposes a number of recommendations below which can help enhance programme performance. The recommendations are divided into those applicable in the medium-term (remainder of this phase) and those which are more likely to be addressed in the long-term (future phase). It organises the recommendations by themes rather than time frames and phases, to give the programme leeway in deciding when these matters should be addressed.

4.2. Recommendations

It is recognised that many of the issues identified are so fundamental that it is not feasible for the programme to address them in this phase; to do so would be highly disruptive and detract from the importance of meeting objectives set up for this phase especially now that most programme elements are on their way. However, these issues are paramount for any future phase and should be taken into account in a re-design. This evaluation report therefore makes recommendations which apply to both the medium and long-term. The recommendations identify those primarily responsible for follow-up and are organised according to those categories. It should be noted that 'HQ' here means technical units

responsible at HQ with project implementation and 'Field' means field staff involved in the project implementation

Strategy

There were some issues about the programme approach in individual components and countries which merit consideration in this phase. It is recommended that country programmes and headquarters review the following:

Recommendations for Field-NPC

- Whether national level committees which the projects work within enable ILO to maintain a sufficient degree of independence to ensure its role as an advocate. The integration with government structures is very valuable for building ownership and sustainability but it is worth the programme being mindful of ILO's unique role as an organisation of 3 constituencies (governments, unions and employers) who may have competing interests. [Medium term recommendation]

Recommendations for Responsible Technical Units (HQ)

- How all 3 components can work at all operational levels and particularly ensure that the programme reaches those who are most vulnerable and in need. It is understood that the components cannot work equally at all levels but the issue is rather to remember the ultimate goal and devise strategies to ensure that information and learning on HIV/AIDS is disseminated down to those most in need. [Medium term recommendation]
- If and how sub-regional links can be promoted. This was a key rationale of the programme but as yet little progress has been made. It is important for the programme to consider whether it is well-placed to take on this role and if so, what strategic partnerships especially with other international organisations it can develop to help achieve this. [Medium term recommendation]

Recommendations for HQ in conjunction with Field

- Explore the scope for more standardised approaches to ensure that national projects are not reinventing the wheel. This would help maximise the advantage of being part of a sub-Saharan programme. Areas for learning, sharing and developing standard tools for adaptation to local contexts need to be identified and may include, for example, peer education training, organisational HIV/AIDS policies etc. [Medium term recommendation]
- The programme is working in a way that fosters sustainability by working closely with political structures. But it is awakening needs and funding is necessary to enable partners who have been mobilised to take the work forward. Sustainability is an issue for all components and there is a need for a programme strategy for helping partners find resources. Lack of resources for continuation are a challenge facing all types of partners whether they be large scale government agencies or small cooperatives. [Medium term recommendation]

Recommendations for Technical Units involved in Legal and Policy compliance component

- Component 3 (legal) should consider how it can better integrate with national projects and develop a full understanding of the legal context in each country. This would enable it to better follow-up on national training of the legal profession and also advise national projects on other types of legal interventions and initiatives that are worth taking. [Medium term recommendation]

Recommendations for Technical Units involved in Cooperatives/IS and Transport sector Component

- Components 1 and 2 should consider how they can scale up in a cost-effective way particularly by working more closely with other organisations or by encouraging programme participants and beneficiaries to pass learning on to others. [Medium term recommendation]

Programme Design

Recommendations on the programme design and management structure are based on the premise that a future phase will pursue work in the same sectors and aim to do so in a way that fosters integration within ILO. Certainly, the two sectors of transport and the informal economy (components 1 and 2) merit ongoing support as these areas are neglected by other organisations and the programme has been able to push national agendas forward. The legal system and occupational safety and health merit ongoing inclusion too but these elements need to be better integrated into the other two components rather than being seen as a stand-alone component. The effort to take an integrated approach within ILO has been fruitful and should also be continued and expanded in future phases.

Recommendations for Responsible Technical Units (HQ)

- To review options for a revised management structure in a future phase. A potential option for a new programme design is discussed below which would rationalise the different elements in a more systematic way and help bring cohesion across the programmes:
 - country projects covering all components should be the key organising structure i.e. the programme should comprise a collection of country-based projects rather than component-based projects.
 - there should be a more limited number of countries in a future phase: a smaller number of countries where the programme can have a deeper engagement with all components would help a more integrated approach rather than a lighter spread across 14 countries.
 - these country based projects covering all components should be technically supervised and coordinated by one international coordinator. This position should be field-based in an administrative hub (i.e. regional or sub-regional office) so that the links between technical and administrative management are close and clearly established.

- an internal ILO advisory committee at headquarters can provide technical back-up and feed in expertise from a range of units (including legal support) This committee would be comprised of technical backstoppers and representatives from key support units at headquarters and should not be confused with the current national committees.. This committee should also exercise oversight of the international coordinator and report to his/her administrative manager on progress and problems.

[Medium-term recommendation]

- It would be useful for the programme to acquire external expertise in organisational development as well as project and logframe design to assist with developing a potential future phase [Medium-term recommendation].

Recommendations for HQ in conjunction with Field

- A new programme design will also entail decisions about the choice of countries and components. On these aspects, the evaluation can make further suggestions.
 - The choice of countries should take into account: rates of prevalence and ILO prior experience as before; but also look at which countries can implement all chosen components; which countries have the support and buy-in of country/sub-regional/regional offices; and which countries can enable sub-regional integration and linkages (if this continues to be a priority) – a design which involves sub-regional clusters of countries would be preferable from that point of view rather than a programme based on isolated and geographically diverse project countries. The degree of progress made in this phase will also be a factor but it need not be the deciding factor; some countries may have done well but not fit the requirements in other ways – in such cases, other solutions for continuing their work need to be considered.
 - The choice of components should prioritise sectors of ILO expertise which remain neglected by other agencies. From this perspective, transport and the informal sector remain key choices though further efforts to integrate these and work on common areas and target groups i.e. informal transport sector are desirable. The programme may also consider adding other components such as agriculture. Support for legal systems remains an important input but should be integrated into the core components rather than being seen as an add on.

[Medium-term recommendation]

Coordination

Recommendations for Field-NPC

- National projects need to make more efforts to coordinate with other international organisations in countries where this is not occurring. This is working very well in some places so needs to be approached on a case-by-case basis. [Medium term recommendation]
- Introduce national stakeholders to more information, contacts and learning from different countries and from the international sphere. There appears more scope for sharing international knowledge and learning with local partners. [Medium term recommendation]

Recommendations for Responsible Technical Units (HQ)

- Though national level coordination is working well by default, the ethos of the programme and its emphasis on mainstreaming HIV/AIDS through ILO core business should be better conveyed to national staff. Coordination at national level between the project and other ILO projects is happening but largely due to the impulse of staff rather than due to the message of integration being passed down. [Medium term recommendation];
- The programme should identify and make links with other headquarters units such as gender, youth enterprise, micro-finance, migration etc. for participation in the programme. This would be a useful measure for a future phase. [Long term recommendation]

Recommendations for HQ in conjunction with Field

- More efforts are needed to foster a sense of community within the programme and to share information of what is happening at headquarters and in different programme countries. National projects tend to work in a self-contained way and aside from the annual learning workshop do not appear to have much contact with each other or have the sense of being part of a wider programme. The newsletter that has been initiated should continue but the programme could use this phase to experiment with the best modalities, frequency and format for such information sharing. [Medium term recommendation];
- Knowledge and information-sharing within the programme needs strengthening e.g. email networks; telephone conferences, info-mails, newsletters etc also merits further development. [Long term recommendation]

Recommendations for STEP HQ

- The CIARIS system merits further in-depth review to consider how usage by field staff can be improved. [Long-term recommendation]

Budget

Recommendations for Responsible Technical Units (HQ)

- Review elements which are underspending and consider redistribution to components which are functioning well and which can demonstrate a need and a use for these resources. [Medium term recommendation]
- Consider implications of delays in programme implementation in that some countries will finish on time and others will be delayed. This may entail a no cost extension for countries that are delayed and additional funding for those that are on course to enable them to maintain momentum and activities and retain staff. Alternatively, the budget for countries that are lagging behind can be reassigned following a revision of national plans or carried over to a future phase. [Medium term recommendation]

Recommendations for HQ in conjunction with Regional Office in Africa

- The decentralised budget is now working well but continuing issues e.g. inability of headquarters staff to access the budget due to the IRIS system need addressing. [Medium term recommendation]

Recommendations for HQ in conjunction with Field

- Ensure that the budget takes account of differences between countries e.g. cost of living, scope, dynamics etc. [Long-term recommendation]

Monitoring and evaluation

The monitoring system needs a substantial overhaul but this would be disruptive to the programme and also depends on improving the logframe.

Recommendation for Technical Units involved (HQ)

- In a future phase, the monitoring system needs considerable improvement to ensure consistency in reporting in terms of frequency and format across all countries and components. [Long term recommendation]
- For this phase, consistency will be difficult to achieve given ambiguities and incoherence in the logframe itself. As such, national projects should be encouraged to adopt a few key indicators against which progress can be measured. [Medium term recommendation]
- Monitoring should include a review of financial allocations on a monthly basis to better track areas of non-implementation. [Medium term recommendation]
- Format of annual report and learning workshop report merits review to ensure standard approach each year. [Medium term recommendation]

Recommendations for HQ in conjunction with Field

- Consider adopting different methodologies for annual learning workshop to enable more in-depth debate among programme staff e.g. on particular challenges such as helping partners secure funding. [Medium term recommendation]

Asmita Naik
Consultant

15 January 2009

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Annex 1

List of Informants

Key

FI – Face to face interview

PI – Phone interview

Q - Questionnaire

FG – Focus Group

Geneva headquarters

Margherita Licata, ILOAIDS (FI)

Amrita Sietaram, ACTRAV (FI)

Atushi Nagata, CODEV (FI)

Luis Saores, STEP (FI)

Jane Hodges, DIALOGUE (FI)

South Africa

Eleanor Langley, Transnet/National Ports Authority (FI)

Ngoako Bopape, National Bargaining Council on Road Freight (FI)

Tuela Mogashoa, Transport Education Training Authority (FI)

Mr Maswanganye, National Department of Transport (FI and Q)

Letsholo Mojanuga, ILO National Project Officer (FI)

Salome Mashigo, Transport and Allied Workers Union of South Africa (FI)

Ramson Masipa, Cross Border Road Transport Agency (FI)

Mamepale Maesela, Limpopo Provincial Department (PI)

Dudu Tatau/ Elsie Shomgwe, Mpumlanga Provincial Department (FI)

Judica Simphiwe, ILO Country Director (FI)

Joseph Ajakaye, ILO Regional project director (FI)

Linda Peter, Road Traffic Fund (FI)

Mozambique

Luis Zimba, Ministry of Labour (FI)

Ramos Marrengula/ Gloria, ASSOTSI (FI)

Augusto Correira, UNDP (FI)

Alfredo Mungauambe, ILO National Project Coordinator (FI)

Cornelio Balane, ECOSIDA (FI)

Rosaline Sueia, Mozambique Railways (FI)

Leia Machava, Ministry of Transport (FI)

Cecila Martinez, NAC (FI)

Denis Larson, UNAIDS (FI)

Thomas Ouava/Pedro Livinga, National Association of Peasant Farmers, Marracuene, (FI)

Naftel David Simbine, SINTRAT (FI)

Domingos Ernesto Pene, Mozambique Airlines (FI)

Rogério Munhangane, District Commission NAC (FI)

Marracuene cooperatives members (FG)

Paulo Ramao, ILO National Project Coordinator (FI)

Others

Philippe Vanhuynegen, ILO COOP/AFRICA (PI)

Jurgen Schweittman, ILO COOP, (PI)

Ulf Kallstig, SIDA, (PI)

Benjamin Alli, former ILOAIDS, (PI)

Joseph Kemmenge, ILO National Project Coordinator, Cameroon (Q)

Hopolang Phororo, ILO RO Addis (Q)

Eskedar Nadew/Joni Musabayana, ILO SRO Addis (Q)

Lelissa Chalchissa, ILO National Project Coordinator, Ethiopia (Q)

Colly Masuku, ILO National Project Coordinator, Zimbabwe (Q)

Annex 2

List of Selected Documents

General documents

- Consolidated work plans
- Progress reports consolidated
- Transport sector annual reports, 2007
- M+E reports (Moz, RSA, Zim)
- Learning workshop reports 2007, 2008
- Learning workshop background paper
- Geneva monthly meeting reports 2006-2008
- Proposal
- Work plans (Benin, Ethiopia, Zimbabwe)
- P+B 2008-9
- Learning Work shop ILO Competitive Edge
- Martrix linking P+B and Sida programme
- Budget estimate
- Indicators matrix
- Logical framework
- ILO Code of Practice
- Recommendation on HIV and the World of Work
- Digest of good legislative practice on HIV/AIDS in selected African countries
- HIV/AIDS technical cooperation document
- Guidelines for labour judges

Mozambique cooperatives sector

- Annual reports 2006, 2007
- Baseline
- Revised indicators
- PPT on cooperative sector
- Ministry of Labour monitoring mission letter
- Annual work plan 2007-9
- Monitoring form 2007
- Monitoring plan
- Sida-OPEC workplan
- Six monthly progress report
- UNDP small grants programme

Mozambique Transport sector

- Annual report 2007
- Policy dialogue
- M+E transport sector 2008
- Status report
- Quarterly plan
- Work plan 2008
- Progress report 2006, 2007
- Cross border interventions aide memoire
- PPT transports sector

South Africa Transport Sector

- Workplan
- Strategic framework
- Logical framework
- Indicators matrix
- Annual reports
- Workshop on transport sector
- Strategic plan
- Baseline survey

- National policy dialogue
- Needs assessment, cross border
- M+E workshop
- Regional workshop on road transport HIV
- Behaviour change communication workshop
- National Consultative workshop on HIV
- Training manuals
- Cross border agency policy

ILO STAFF QUESTIONNAIRE

Evaluation of SIDA-funded Programme on HIV/AIDS prevention and Impact Mitigation in the world of work in Sub-Saharan Africa

This is a mid-term evaluation of the SIDA-funded programme on HIV/AIDS prevention and impact mitigation in Sub-Saharan Africa. This is a 4 year programme based on inter-departmental collaboration between different ILO Units. It consists of 3 components: socio-economic aspects; policy and legal; and innovative interventions.

The programme has the following objectives:

Development objective: To reduce the impact of HIV/AIDS in Sub-Saharan Africa by addressing the world of work vulnerabilities and strengthening the application of the policy and legal frameworks for the protection of infected and affected men and women workers.

The **immediate objectives** of the programme are:

Immediate objective 1: Increased knowledge on HIV/AIDS and more responsible attitudes to risk behaviours of men and women workers and their families, help limit the spread of HIV/AIDS.

Immediate objective 2: Improved working conditions and status of affected women and men working in targeted informal settings.

Immediate objective 3: Enhanced compliance with the legal and policy framework by ILO constituents.

The terms of reference for the evaluation are attached. The evaluation is being carried out by external independent evaluator, Ms. Asmita Naik, and will use a variety of methodologies including field visits, interviews (phone and face to face), questionnaires and documentary review. This questionnaire is sent to a range of staff who have been involved with the project at different stages and in different capacities. Please send your replies to the external evaluator directly (email - asmitanaik.consultancy@gmail.com). All replies will be kept confidential. Feel free to contact the evaluator by email (as above) if you have any questions. **Please submit replies by Monday 8 September 2008**

A) Background information

1)	What is your name?
2)	What are your contact details – phone, email, skype?
3)	What is your current position (Management, field specialist, CTA etc.) and which country do you cover?
4)	How long have you held this position?
5)	Have you worked on HIV/AIDS issues before either with ILO or with an organisation? If so please give positions and dates.

B) Evaluation Questions

1)	What are the programme's successes? How have the objectives of the programme been met? (See above for objectives) Give examples to illustrate your point.
2)	In what ways has the programme been unsuccessful? How has it not achieved its objectives? (See above for objectives) Give examples to illustrate your point.
3)	What are the main strengths of the programme? Consider, for example, organisational structure, resources, policies, relationships etc.

4)	What are the main weaknesses of the programme? Consider, for example, organisational structure, resources, policies, relationships etc.
5)	What are the internal and external constraints affecting the work of the programme?
6)	What are the lessons learned?
7)	What suggestions would you like to make for the future strategy and work of the programme?
8)	Any other comments or observations?

Annex 4

Terms of Reference

TERMS OF REFERENCE

MID-TERM EVALUATION OF THE SIDA FUNDED PROGRAMME ON HIV/AIDS PREVENTION AND IMPACT MITIGATION IN SUB-SAHARAN AFRICA

DONOR	SIDA
IMPLEMENTING AGENCY	ILO
TYPE OF EVALUATION	MID-TERM EVALUATION
GEOGRAPHICAL COVERAGE	AN OVERVIEW OF ALL COUNTRIES COVERED BY THE PROGRAMME¹, WITH A PARTICULAR FOCUS ON SOUTH AFRICA, MOZAMBIQUE, ZIMBABWE AND CAMEROON
DATE AND DURATION OF EVALUATION	JULY – NOVEMBER 2008

I. INTRODUCTION AND RATIONALE OF THE EVALUATION

The Sida Programme on HIV/AIDS prevention and impact mitigation in Sub-Saharan Africa is a 4 year programme based on inter-departmental collaboration between different ILO Units. It

¹ Lesotho, South Africa, Mozambique, Malawi, Zimbabwe, Botswana, Ethiopia, Nigeria, Burkina Faso, Mauritius, Togo, Benin, Cameroon, Democratic Republic of Congo

consists of three components, reflecting three areas in which HIV/AIDS is addressed. These areas are:

- Socio-economic;
- Policy and legal; and
- Innovative interventions.

(Details in section below).

The rationale behind these linkages in the components is the following:

- HIV/AIDS cannot be tackled in isolation from socio-economic factors and policy/legal frameworks that “shape” behaviors and the overall response to the epidemic in a country; and
- ILO departments need to internalize HIV/AIDS into their core business and channel programme achievements at country level into HQ policies and then apply them to constituents’ needs in terms of policy guidance and knowledge sharing

The mid-term Evaluation will assess the strategy that the programme has followed, to see if it is achieving the expected results. It will also assess the performance of the programme within the three components and among the three components as spelt out in these Terms of Reference

Furthermore, the Sida programme has been conceived as a tool to integrate HIV/AIDS needs into the national response, including the UNDAF process at country level and the national strategic plans, taking into account the priorities set within the DWCPs.

II. BACKGROUND INFORMATION ON THE PROGRAMME

The SIDA programme focuses on the following components:

- Consolidating and scaling up the response to HIV/AIDS in high risk economic sectors, through the prevention-care continuum, with a focus on the transport sector. Countries included are South Africa, Zimbabwe, Malawi and Mozambique. The component is decentralized to Harare SRO – with a Regional Coordinator to oversee the four countries and national coordinators in each country.
- Strengthening the development and application of an appropriate legal and policy framework for the protection of the rights of workers affected by HIV/AIDS, including a component on occupational safety and health. This component is backstopped by DIALOGUE at HQ, with the OSH sub-component coordinated by the OSH specialist in SRO Addis)
- Planning and implementing innovative interventions on HIV/AIDS, through mobilization and capacity building of cooperatives, SMEs and informal sector associations (ISAs) (including Mozambique, Ethiopia, Benin and Cameroon).The component is backstopped by COOP Branch HQ, however, in practice the backstopping has been distributed among SEED, COOP and STEP units, i.e. COOP/STEP leading in Benin, Mozambique and Cameroon and SEED leading in Ethiopia through the Enterprise Specialist based in SRO Addis.
- For the last two components, the administrative backstopping has been decentralized to the Regional Office for Africa, which is managing the budgets of the programme.

In addition to the different components, seed funding has been granted in order to ensure synergy among ILO departments and to pilot innovative actions in the framework of Decent Work Country Programmes, which will strengthen the collaboration among departments and have a stronger regional impact.

In this context, an e-platform addressing HIV/AIDS in the context of social exclusion is being developed. This e-platform is not an isolated tool from the social exclusion thematic areas, but

it will be built within CIARIS (Learning and Resources Centre on Social Inclusion)², a system developed initially by the STEP Programme. It also responds to the need expressed by the donor to strengthen the capacity of ILO departments to integrate HIV/AIDS into ILO core mandate.

The rationale behind the programme strategy takes into account the linkages between vulnerability reduction, risk reduction and impact reduction

In order to ensure the reduction of the impact of HIV/AIDS, it is necessary to act on two fronts: to reduce the risk of infection - through awareness-raising, education and behaviour change communication - and to support workers through their changing social, legal and economic conditions, including access to better legal protection.

There are three operational levels:

- At national/sectoral level - mobilizing and supporting ILO constituents and other stakeholders, by strengthening their capacity to respond to HIV/AIDS, reforming the legal/ policy framework and coordinating responses;
- At workplace level - assisting workers and employers to develop and manage the response in enterprises within identified high-risk sectors, and using cooperatives and small business development structures as mechanisms for impact mitigation;
- At individual/ worker level – this will result in an improved knowledge and awareness among workers, enhancing compliance with labour/OSH laws and policies, and ensuring improved working and social conditions for women and men.

These levels encompass the three components, this means that each component needs to achieve the objectives and outcomes spelt out throughout the three levels (see strategic framework attached)

The **development objective** of the programme is:

To reduce the impact of HIV/AIDS in Sub Saharan Africa by addressing the world of work vulnerabilities and strengthening the application of the policy and legal frameworks for the protection of infected and affected men and women workers

The **immediate objectives** of the programme are:

Immediate Objective 1

Increased knowledge on HIV/AIDS and more responsible attitudes to risk behaviors of men and women workers and their families, help limit the spread of HIV/AIDS

Immediate Objective 2

Improved working conditions and status of affected women and men working in targeted informal settings

Immediate Objective 3

Enhanced compliance with the legal and policy framework by ILO constituents

III. PURPOSE AND SCOPE AND CLIENTS OF THE EVALUATION

The purpose of the assessment is to:

- Determine if the programme components are moving towards the achievement of its stated objectives and if these objectives are relevant;
- Determine to what extent the strategic approach of the Sida programme reflects the ILO comparative advantage and is integrated in the ILO programmatic framework;
- Provide recommendations on how to improve performance, and, where necessary, identify the possible need to refine strategy and to ensure sustainability.

² The CIARIS platform is currently under beta testing (<http://beta.ciaris.org>). An older version is available at www.ilo.org/ciaris

The evaluation will cover the three components of the programme corresponding to the three immediate objectives and backstopped by the technical units, as indicated above and it will:

1. Assess the relevance of the programme objectives, in particular if they address the problems and the needs of the major stakeholders.
2. Assess the effectiveness of the programme immediate objectives, i.e. if they are being achieved (moving from national to individual level of the strategic framework), obstacles and opportunities
3. Assess to what extent the three components coordinate their interventions and collaborate to achieve the objectives
4. Assess the efficiency in terms of optimal use of available means.
5. Assess level of stakeholder commitment to the programme
6. Assess to what extent results and outcomes could be sustained based on current programme strategies and approach

Key clients of the evaluation are:

- The Sida Team at the HQ (consisting of Jane Hodges/DIALOGUE; Karl Oskar Olming/SEED, Igor Vocatch/COOP; Margherita Licata/ILOAIDS; Brigitte Zug/ILOAIDS; Julia/Faldt/ILOAIDS);
- Team leaders in the field: Philippe Vanhuynegem (COOPAFRICA – component on cooperatives, SMEs and informal sector – Dar as Salaam) and Joseph Ayakaye (Regional Coordinator, component on transport sector and HIV/AIDS – ILO Pretoria Office);
- Workers', employers' organizations and the Ministries of Labour, and Ministries of Transport at country level;
- Cooperatives societies, Informal Sector Associations and Micro and Small Enterprises at country level (including Business Development Services);
- LEDAs (Local Economic Development Agencies) in Mozambique;
- UNAIDS (UN Joint Programme on AIDS);
- NACs (National AIDS Councils);
- The Enterprise Specialist (Joni Musabayana) and Occupational Safety and Health Specialist (Frank Muchiri) in Sub-Regional Office (SRO) Addis, the Enterprise specialist (Cheaka Toure) in the ILO Yaoundé Office and the Social Policy Specialist (Christine Bockstal) in ILO Dakar Office and other relevant technical specialists participating in the trainings in the countries covered
- The National Coordinators in the participating countries covered
- The Sub-regional and Field Offices responsible for the countries covered
- The donor Sida

IV. SUGGESTED ANALYTICAL FRAMEWORK

The analytical framework below is only indicative and it can be discussed and reviewed with the evaluator. For each of the three components, the evaluation will consider the following types of questions:

Relevance and strategic approach

- Has the programme addressed a relevant need of ILO constituents? Were their demands reviewed and considered at the beginning and during the programme reflecting various needs of different stakeholders (including collaborating partners)?

- Have the stakeholders taken ownership of the programme concept and approach since the design phase?
- How has the programme aligned itself within the broader national HIV/AIDS frameworks?
- Does the programme reflect the UNDAF (UN Development Assistance Framework) priorities and the DWCPs (Decent Work Country Programmes) priorities (where applicable)?
- How well has the programme complemented other ILO programmes and the projects in the countries selected for the evaluation
- How well has the programme linked to other activities at local level (e.g. Local Economic Development Agencies (LEDAs) in Mozambique)?
- How much has the programme impacted on UN Theme group participation of ILO in the countries and in the UNDAF implementation?

Programme progress and effectiveness

- Has the programme achieved or is achieving its planned objectives? What is the stage of achievement of the three components?
- Have the quality and quantity of the outputs produced been satisfactory? Do the benefits accrue equally to men and women?
- Are the stakeholders using the outputs?
- What target group has the programme managed to reach (e.g. trade union leaders, shop level, cooperative societies, cooperative members, transport workers, transport associations, transport sector managers, informal workers or their associations etc)?
- How have the stakeholders been involved in programme implementation? How effective has the programme been in establishing national partnership? Is the implementation participatory?
- Has the programme approach produced demonstrated successes? Identify them in each country being evaluated?
- In which areas has the programme had the greatest achievements? What have been the supporting factors?
- In which areas has the programme had the least achievements? What have been the constraining factors?
- What, if any, alternative strategies would have been more effective in achieving its objectives?

Efficiency of resource use

Have resources (funds, human resources, time, expertise) been allocated strategically to achieve the immediate objectives?

Have resources been used efficiently? Have activities been cost-effective? Do the results achieved justify the costs?

Effectiveness of management arrangements

(See box below)

- Have management capacities been adequate at regional, HQ and country level?
- Is there a clear understanding of roles and responsibilities by all parties involved?
- Has the programme received adequate administrative and technical backstopping from ILO technical unit in the HQ, by the ROAF and the field offices involved?

- Has the Sida HQ Team effectively monitored performance and results?
- Is a monitoring and evaluation system in place at the level of the different components?
- Have relevant information and data systematically been collected and collated? How is data collection organized: country level, HQ level?
- Has cooperation with partners been efficient?
- Has the programme made strategic use of coordination and collaboration with other ILO projects and with other donors in the countries covered?

The management arrangements mentioned in the background section above and summarized below (see Annex I, organigramme):

Technical backstopping:

- ILOADS: coordinating unit with overall responsibility to the donor and providing technical support to all the components on the HIV/AIDS related issues, in particular to the component on HIV/AIDS prevention in the transport sector, which is decentralized to SRO Harare.
- STEP/SEED/COOP units: technically backstopping the component on mobilization and capacity building of cooperatives, ISAs and MSEs to respond to HIV/AIDS. Since February, 2008, COOPAFRICA is responsible for the technical backstopping of the programme implementation at country level
- DIALOGUE/SAFEWORK units: technically backstopping the component on strengthening legal and policy provision related to HIV/AIDS and the world of work
(Since 2007, the OSH sub-component is decentralized to the SRO Addis, technically supported by the OSH specialist, in order to meet the needs of the target beneficiaries and to strengthen field capacity)

Administrative backstopping:

- The Regional Office of Africa has the overall administrative backstopping responsibility, managing the budgets of two components (COOP/SEED/STEP and DIALOGUE/SAFEWORK). The Transport Sector component is administratively decentralized to SRO Harare.

Sustainability and planning for impact

- In how far is the programme making a significant contribution to the broader and longer term development framework, including the DWCPs and the Decent Work Agenda?
- How do the outcomes of the Sida programme link up with the HIV/AIDS national strategic frameworks at national level?
- Are the national partners willing and committed to continue with the programme? How effectively has the programme build national ownership?
- Are the national partners able to continue with the programme? How effectively has the programme built necessary capacity of people and institutions?

- Are the systems in place reliable so that national partners feel confident that they can use them?
- Has the programme successfully built or strengthened an enabling environment (laws, policies etc)?
- Is the monitoring system able to show results and collect data that reflect national and enterprise level achievements?

For each of the sections above, clear constraints and challenges will be identified

V. MAIN OUTPUT OF THE EVALUATION

The main output of the evaluation will be:

The Evaluation report including practical suggestions on medium term corrective measures for the programme implementation and long-term suggestions for a new phase of the programme

Provisional Structure of the report

1. Executive Summary
2. Background of the programme and the three components, as well as strategic approach
3. Purpose, scope and clients of evaluation
4. Methodology
5. Findings on programme performance and lessons learned
 - a. Component on mobilization and capacity building among cooperatives, MSEs and ISAs to respond to HIV/AIDS
 - b. Component on strengthening legal and policy provisions
 - c. Component on HIV/AIDS prevention in transport sector
 - d. Coordination across components
 - e. Technical and Administrative backstopping: findings on effectiveness
6. Conclusions
7. Recommendations
 - a. On a short and medium term basis (corrective measures for the programme)
 - b. On a long term basis (on a next phase of the programme, with highlights on process and design)
8. Annexes

VI. METHODOLOGY

Sources of information:

- The Programme Document with Annexes (Logical framework, Strategic framework and Indicator Matrix);
- Work plan;
- Annual reports;
- Reports from field missions and events;

- Training Materials from the events; and
- Any other relevant document

Type of data collection and analysis

- **Preliminary Desk Review**
- **Interviews:** Individual and/or phone interviews will be conducted with the following:
 - a. Sida HQ Team in Geneva and programme staff in the field (ROAF and field offices)
 - b. Individuals selected from the following groups:
 - Workers, employers, cooperative members, informal workers, judges, labour inspectors etc who have received training or other interventions
 - Employers' groups, unions, NGOs, CBOs that have received training or otherwise worked with the programme.
 - Ministry of Labour staff who have worked with the programme
 - People Living With HIV/AIDS
 - UNAIDS at country level
 - Other relevant partners of the programme

Field Visits: The following countries will be covered by the field visits: Mozambique and South Africa.

The countries for field visits have been selected in consultation with the staff at country level and with the technical units involved according to the following criteria:

- Countries with more than one component;
- Countries which have advanced in the implementation;
- Countries which have encountered problems in the implementation;
- Countries which have DWCPs with a priority on HIV/AIDS;
- Countries which have followed up on training through national level initiatives and interventions (i.e. for the legal and policy component)

Meetings will be scheduled in advance to the field visits by the Sida HQ Team, in accordance with the evaluator's requests and consistent with these terms of reference.

The evaluator may also propose other methodologies such as questionnaires and surveys.

Post-Evaluation Meeting: Upon completion of the report, the evaluator will provide a debriefing to the Sida HQ Team on the evaluation, findings, conclusions and recommendations as well as the evaluation process.

VII. MANAGEMENT ARRANGEMENTS, WORK PLAN AND TIME FRAME

The manager of the evaluation is Ms Amrita Sietaram (ACTRAV). She will be responsible for ensuring the integrity of the evaluation process and product. The main tasks will be to review and approve TORs for the evaluation, receive and circulate the draft evaluation report, receive confidential feedback and forward it to the evaluator. She will also review and approve the final evaluation report, ensuring that all comments were taken into account, and that the document follows ILO quality standards.

The evaluation manager will be assisted by the technical units involved in the Sida programme at HQ.

The Sida HQ Team will provide assistance and support to the evaluator in the collection of documents required for the evaluation. The field structures (NPCs) will support the collection of reports and other documents requested. The Regional Office for Africa will provide support in case financial reports are needed.

A time frame for the evaluation is provided below:

Tasks	April				May				June				July				August				September				October							
Finalization of ToR for evaluation																																
Recruitment of consultant																																
Briefing meeting																																
Desk Review																																
Interviews																																
Field visits																																
Post evaluation meeting																																
Draft report delivered and circulated																																
Comments sent to the consultant																																
Final Report delivered																																

Details of time frame

Desk Review and Interviews: 7days

Briefing in GVA: 2 days

Field Visits (overall 7 days):

- leaving on WE to be in SA on a Sunday (1 day 1/2 of travel)

- SA: 2 full days

- leaving on the evening from JHB

- MOZ: 3 full days

- leaving on 3rd day evening or 4th day morning depending on flight schedules

Report writing: 5 days

Revision of report: 3 days

Post evaluation meeting in GVA 2

OVERALL WORK/DAYS: 26 days

ANNEX I – ORGANIGRAMME OF MANAGEMENT STRUCTURE

