



**External Evaluation
HIV/AIDS Workplace Policies and Programmes
GTZ / ILO Partnership
2003 - 2007**

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Final Report

Revision

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Introduction

As defined in the Terms of Reference (TOR)¹, the scope of this independent external evaluation of the 2003-2007 GTZ-funded project is only intended to evaluate a part of the ILO's **HIV/AIDS workplace policies and programme**. The TOR require that the evaluation primarily determine if the project design and approach have been coherent in the achievement of the planned outputs and how well the project has complemented other ILO projects and activities of other donors.

In addition, the TOR require that the evaluation determine whether the project has achieved its stated objectives and expected outputs and to explain the causes of achievement or under-achievement together with determining how efficiently and strategically resources have been allocated.

The requirement to assess the degree of relevance with which the project has responded to the needs of the ILO constituents, to assess the extent to which management capacities and arrangements put in place support achievement of results and to assess the impact of the project in terms of sustained improvements achieved, complete the evaluation requirements.

To comply with TOR specifications, the evaluation focused first on the documentation provided by the Project Management staff, identified the development processes that the project offered and assessed the project's operating systems. Social behaviour and the cultural, political and institutional traditions of the countries involved were taken into consideration while carrying out the initial desk-review and during the two country visits performed in order to assess the project's impact. The epidemiology of HIV/AIDS in each country played only a background role in the evaluation process and is not be directly referred to in this report; although it is clear that different epidemiological trends, socio-economic and political conditions in Africa and in Central Europe have been vital in shaping a variety of approaches and in achieving diverse forms of impact in each region.

While the volume of heterosexual transmission of HIV is particularly different in each region, Central Europe is on the brink of an explosion of the pandemic beyond the boundaries of high-risk groups and Africa is battling with a generalised epidemic. Even if one could observe elements of HIV/AIDS awareness campaigns at workplaces in Uganda, Kenya, Zimbabwe or Ghana already during the early 1990s², the development of HIV/AIDS workplace policies and programmes seem to suffer from similar causes in both regions if not beyond and world-wide. The application and adaptation of early learning in Africa appears to have been very useful in shaping campaigns in Central Europe and possibly what Central Europe is learning in terms of labour legislation reform, policy and programme development at the workplace may be useful to consolidate current institutional efforts being carried out in Africa by the international community and ILO social partners.

In order to answer the number of questions GTZ and ILO pose in the evaluation TOR and in order to assess the project within the context of GTZ's BACKUP initiative, following the Desk-review of the documentation provided by Project Management, the evaluation process included five additional phases:

- meetings with project staff at ILO/HQ, to clarify questions arising from the desk-review and to become further acquainted with the project;
- design of a research approach to identify project performance indicators in countries of major project development and in others of less evident activity;
- design of structured data-collection supports for interviews in countries to be visited and for input requests from countries benefiting from the project;
- travel to two countries demonstrating major implementation – namely Moldova and Ukraine – to interview key implementers, constituents and stakeholders, and
- processing of the data collected to identify most relevant issues and formulate responses to the questions contained in the TOR, and the conclusions and recommendations provided in this report.



¹ See Annex G – Terms of Reference

² ZEGERS-TQM's experience of a number of evaluations carried out in Africa since 1994.

Executive Summary

The evaluation process was designed following the specifications of the TOR stated in the contract.

Methodology

The evaluation methodology consisted of 7 steps comprising (1) a desk review of documentation submitted by ILO's HIV/AIDS Programme; (2) meetings with key Programme staff to clarify issues related to the documentation submitted; (3) collection of accounting data from ILO PARDEV³; (4) design of a survey to collect data on project performance, organisation and implementation of activities and publications; (5) collection of data through personal and telephone interviews and e-mail questionnaires; (6) field visits to Moldova and Ukraine to carry out personal interviews of relevant people linked to project implementation in those countries and to observe implementation through analysis of outputs and of institutional relations with social partners, stakeholders and beneficiaries; (7) analysis of information and data collected with emphasis on identifying measurable indicators of progress and performance as well as the causes of successes and failures and the strategic impact in relation to GTZ's BACKUP Initiative, and (8) validation of the content of the report.

Particular efforts were deployed to safeguard the independence of the evaluation to avoid individuals influencing analysis, conclusions and recommendations and to protect the anonymity of sources of information.

Validity of Design

The strategic scope and flexibility of project objectives are important strengths of the project's initial design as at that time there was limited experience about how to formulate interventions to make a relevant impact on the development of HIV/AIDS workplace policies and programmes. The Project contributed to ILO's initial research and to establishing institutional interactions in support of further developments to generate the required motivation amongst social partners in selected countries with a view to applying project strategies.

The contents of the Project Document conform better with a strategic framework than with a standard field project approach.

Progress and Effectiveness:

The flow of activities starts with advocacy and information sharing mainly during the first two years and develops into specific country projects of high impact in Ukraine and Moldova during the second half of project-life.

Technical or financial contributions to increase ILO/HIV/AIDS Programme visibility, to translating, producing and disseminating publications, and to organising, financing or co-sponsoring activities aiming to increase information and knowledge-sharing about HIV/AIDS impact in the workplace are continuous during the Project's life.

A major contribution of the Project was the significant support provided to translating the ILO Code into 11 key languages and to translations, adaptations and production of the Training Manual into four new languages. The largest impact of these publications in relation to population will be China, Russia, Indonesia and Lusophone countries like Brazil and Mozambique.

In addition, five publications on the impact of HIV/AIDS in the workplace were supported by the Project, added to reprints of existing materials and production of CDRs, development of guidelines, collaboration in four co-sponsored scientific publications, 14 abstracts for international conferences, leaflets and fact-sheet, all in various languages.

Since the beginning, the project also gave technical or financial support to training of tripartite partners and to international and sub-regional conferences:

³ PARDEV: ILO's Department of Partnerships and Development Cooperation

Original file: Eval-ILO-HIV-AIDS-FinalReport-20070815-Final-Rev1.doc

- In 2003, the Project contributed to one training activity and three international conferences giving training to an estimated number of 100 tripartite leaders and providing information to at least 300 high-level stakeholders.
- In 2004, the Project contributed to seven training activities and international conferences giving training to an estimated number of 250 tripartite leaders and providing information to at least 300 high-level stakeholders.
- In 2005, the Project contributed to three training activities and eight international conferences giving training to an estimated number of 80 tripartite leaders and providing information to at least 400 high-level stakeholders.
- In 2006, the Project contributed to twelve training activities and five international conferences giving training to an estimated number of 300 tripartite leaders and providing information to at least 300 high-level stakeholders.
- During the first half of 2007 the Project contributed to seven training activities and one international conference giving training to an estimated number of 90 tripartite leaders and providing information to at least 300 high-level stakeholders.

Overall, it is estimated that the project contributed to training at least 800 tripartite leaders in four continents, mainly in Central and Eastern Europe and has helped to increase the information and knowledge about HIV/AIDS in the workplace of at least 1600 high-level stakeholders worldwide.

During the last two years the country projects in Ukraine and Moldova have become models in institutional and organisational terms and worth replicating in other places of the world. Through project work in these countries social partners have learnt to work together efficiently and project progress and efficiency have been remarkable. An indicator of this is shown by the fact that nearly 80% of all interviewees in Ukraine and Moldova feel that activities undertaken have been highly or very highly successful.

Efficiency of Resource Use

Human resources at HQ as well as in the field are demonstrating excellent levels of work capacity, commitment and professionalism. In Moldova and Ukraine, interviews of social partner and stakeholder representatives confirm this perception and show great satisfaction with the quality of ILO staff both in humane and professional terms. Furthermore, field staff demonstrate thorough insight of national situations and are welcome in high levels of government.

Financial management records show that the flow of investment and expenditure was fairly stable year after year – although the initial budget had foreseen higher expenditure during the first two years and less later – the greatest investment is in travel for advocacy and on initial training of tripartite partners during 2003 and 2004, with a peak during the latter year; significant variations are also observed on staff cost and external experts which start increasing in 2005 and have a peak in 2006 as the projects in Ukraine and Moldova develop.

Effectiveness of Management

Project managers at HQ as well as at field levels have demonstrated high levels of performance. They do rely heavily on ILO's capacity to support the project management processes. An indication of the effectiveness of project management in Moldova and Ukraine is the fact that 90.7% of all interviewees in those countries feel that the efficiency and effectiveness of planning and delivery – the result of Effectiveness of Management – is either "high" or "extremely high".

Impact and Sustainability

The project has contributed to opening the eyes of decision-makers about the need to handle the problem of HIV/AIDS to a certain extent away from the health systems context into the context of the workplace. By setting new priorities the project is already having an impact on the revision of labour legislation and reform in Ukraine and Moldova and has helped to augment the awareness of leaders about this need in countries that have benefited from receiving translated copies of the ILO Code and Training Manual or other publications that were produced with Project support.

However, while great advances and concrete impact have been achieved in a short time, the important challenge that lies ahead is to transfer project ownership to national constituents, partners and stakeholders.

Conclusions

- the project is well established within ILO;
- objectives have been achieved on the basis of models developed according to the Project's strategic parameters.
- training and dissemination of information have created awareness amongst decision makers and significant progress has been made to achieve fundamental changes in attitudes at the workplace and revision of labour legislation;
- the actions carried out in Moldova and Ukraine demonstrate that the Programme on HIV/AIDS workplace policies and programmes can occupy a significant strategic position in every country;
- involving social partners in discussion about HIV/AIDS workplace policies and programmes has created genuine collaboration between most employers and trade unions involved in the project;
- project staff although limited in numbers have been well selected and have a high level of motivation and expertise;
- the project has only just started and has already created the necessary motivation on which to produce lasting changes and supporting mechanisms for effective partnerships, but the creation of sustainable processes is a task that still remains ahead.
- expansion of project activities will require a correlative increase in staff;
- Support to global strategies and support to country projects require different methods for planning and management. As the project developed, the weakness of design for field work hindered field implementation in countries that needed higher level of support to tripartite leaders, as was the case in Africa.

Recommendations

To achieve project impact, Management must ensure that:

1. progress made is maintained and succeeds in introducing labour legislation reform;
2. training of trainers is increased and continuous;
3. the awareness achieved amongst leaders is sustained and amplified with wide dissemination of knowledge and information throughout the structures of the labour market;
4. the role of ILO at country level is systematically clarified and publicised at the beginning of every intervention to avoid wrong expectations and incorrect assumptions;
5. knowledge and information-sharing are increased through greater use of the media and the potential of the Internet, in addition to traditional training;
6. sustainable structures are developed at national levels outside the ILO;
7. strategic high-level conferences are organised in every country to set up appropriate and sustainable national operating structures and systems and to obtain the commitment of stakeholders to support national processes;
8. successful social partner interactions are identified to promote replication of successful cases and best practices;
9. project management capacities and arrangements are improved by:
 - a. streamlining internal operational processes into a transparent monitoring system;
 - b. resolving the damaging delays of fund transfers operated through UNDP;
 - c. streamlining and using transparent monitoring of fund transfers to field projects;
 - d. further developing monitoring and evaluation tools to comply with LFA requirements for project management and with strategic planning for strategy development and implementation.



Methodology

Desk review

During the first two weeks most of the documents listed in the bibliography were reviewed and some discussed with relevant ILO staff. Documentation continued to flow in during the implementation of the evaluation and helped to strengthen the understanding of the project.

Survey

A structured data-collection survey was designed following the analytical framework suggested in the TOR. Two main interview guides were designed to assess implementers' opinions about the project's design, implementation, relevance, management process, impact and sustainability of results. The guides were used to structure and steer the conversation during interviews away from a rigid question-and-answer session, although they did serve as proper questionnaires for respondents that could not be interviewed in person. The design was supported by a structured data processing programme and data supports were filled by the interviewer as the interview took place. On some of the issues about which a measurable indicator was sought, interviewees were asked to volunteer ratings and to explain the reasons for their ratings only if they felt they were in a position to provide such a judgement.

At the beginning of the interview, interviewees were asked whether they wanted to discuss the whole project or an activity or a publication they knew best. The interview was then led according to the appropriate interview guide. No-one was expected to reply to all questions and interviewees were encouraged to provide details freely about the areas they felt they knew best and where they could share a definite opinion. For activities and publications, the same guide was used during live interviews; different formats for activities and publications were used for e-mail requests. All data supports were electronic for online use. PDF samples are attached.

Three population groups were used in collecting data: Moldova, with a total of 28 records, Ukraine with a total of 42 records and other areas of the world with a total of 22 records, particularly Africa and Central Europe and ILO/HQ. For analysis the data was divided between opinions on the overall project, opinions on project activities and publications. However, given the restricted size of the samples only very general trends of opinions could be identified. In order to obtain a basic level of reliability from the two larger samples, a combination of Force Field analysis⁴ and Pareto principle⁵ was used – similar to the approaches used in Quality Management Systems' assessments. So, from all the records collected for each population group, a significantly positive result requires that two variable conditions be met: first, the question must have been answered by at least 80% of the population group; second, the addition of "high" and "very high" opinions must add up to at least 80% of the responding group to be considered a reliable positive force. In some cases, this approach is difficult to apply since not all the population interviewed was necessarily aware of internal project details such as for instance, the level of involvement of ILO staff or the amount of investment of the ILO/GTZ project in comparison with other donor investments. Annex A shows the results of these variables to the right of analysis charts as vertical bars labelled "Force" the former and "Q Index"⁶ the latter. The distribution of opinions within the group is shown by a line to the left of the vertical bars.

⁴ **Force field analysis** provides a framework for looking at the factors (*forces*) that influence a situation, originally social situations. It looks at forces that are either driving movement toward a [goal](#) (helping forces) or blocking movement toward a goal (hindering forces). The principle developed by [Kurt Lewin](#) ([September 9, 1890 - February 12, 1947](#), German-born [psychologist](#), one of the modern pioneers of [social](#), [organizational](#), and [applied psychology](#)), is a significant contribution to the fields of [social science](#), [psychology](#), [social psychology](#), [organizational development](#), [process management](#), and [change management](#).

⁵ Vilfredo Federico Damaso Pareto (July 15, 1848, Paris – August 19, 1923, Geneva) was a French-Italian sociologist, economist and philosopher. He made several important contributions especially in the study of income distribution and in the analysis of individuals' choices. He introduced the concept of Pareto efficiency and helped develop the field of microeconomics. - In 1906 he made the famous observation that twenty percent of the population owned eighty percent of the property in Italy, later generalised by Joseph M. Juran and others into the so-called **Pareto principle** (also termed the 80-20 rule) and generalised further to the concept of a Pareto distribution.

⁶ Q Index = indexed level of quality within the analysed sample.

All ratings requested were supported by a question demanding justification for the reasons for a specific rating. This helped to identify the causes of success or failure. Some questions were general, without ratings, so as to obtain descriptive details about the project implementation and give the interviewee the choice to share information freely and without constraints.

Data analysis

The data on activities was processed separately for each group first. Ratings were analysed using a statistical analysis programme and results are provided on charts in Annex A attached to this report. Only the data on activities in Moldova and Ukraine were large enough for consistent statistical analyses as all other responses were too scattered and in too-small clusters from which no reliable indicators could be extracted. This is also the case for the raw data received from other parts of the world, attached to this report in Annex B⁷. The raw data on Moldova and Ukraine both for activities and project are contained in annexes attached to the Report on Data Collection and Interviews, submitted in a separate report after the visits to the respective countries.

A detailed review of the Project's Monitoring & Evaluation tools and of expenditure records helped identify chronological progress, and an analysis of progress reports was useful to identify outputs. In order to assess impact, the evaluation methodology took into consideration the fact stated in the first paragraph of the TOR, specifying that the project is part of GTZs' BACKUP initiative, and made an effort to assess the strategic impact of the project within this framework.



⁷ NB: Since the volume of international opinions was small, subsequently to the initial assessment of the data contained in Annex B some unformatted interviews took place and calls for clarifications were made to some of those who replied to questionnaires.

Validity of Design

The project document⁸ (See Annex C) presents a flexible design as its objectives are stated in terms of a wide development objective with a variety of perspectives rather than constricting it to specific actions and pre-defined measurable parameters, conditions for acceptability, feasibility or rigid time-frames. The design leaves the ILO and its constituents sufficient room to establish more concrete and realistic project objectives according to identified needs.

Externally-funded field projects often must conform with standard design formats such as LFA⁹ which is one of the most effective methods to plan and ensure the achievement of expected results for projects that can be confined to known parameters within a known operational environment.

The Project Document presents an overall development objective followed by immediate objectives, related activities, outputs and expected results. The development objective concerns two well-known environments from two different perspectives: from ILO's perspective, the world of work and from the Health Sector's perspective, the HIV/AIDS pandemic. Combined together at the time the project was designed in 2002, these two environments open up unknown territory in terms of process management. The ILO Code of Practices on HIV/AIDS and the World of Work had just been published the previous years and was mostly unknown by constituents in many countries due to the absence of local language versions and of a manual for its use.

Under these conditions, the application of LFA requirements – which include problem analysis, objective analysis, strategic planning as a pre-condition to more specificity of objectives and operational planning comprising matrices, analyses of assumptions and risks, definition of indicators of progress and achievement, specific resources and time-tables – was only partially possible at that time.

However, the analysis of the Project Document seems to indicate that – through interaction with GTZ, the GFATM, The World Bank, UNAIDS, UNDP and other organisations of the global community – designers had identified as major needs advocacy, information and knowledge sharing and the promotion of commitment amongst social partners toward change in relation to the effects of HIV/AIDS at the workplace.

The development objective focuses therefore on strengthening the capacity and capabilities of governments and social partners in the world of work to formulate and implement policies and activities, supported by specific objectives aiming to:

1. provide training and advisory services on workplace policies and initiatives to governments and social partners in selected countries
2. improve understanding of the economic and social impact of HIV/AIDS
3. help policy-makers and planners mitigate the effect of HIV/AIDS in the workplace
4. identify, analyze and replicate best practices
5. support the expansion of access to treatment care for workers and their families
6. promote active participation of ILO's social partners in CCMs and the development of Public-Private partnerships

These, specific objectives are not stated according to LFA requirements for planning, and the subsequent lists of activities, outputs and expected results are not strictly linked to specific

⁸ Project Document: originally there was a Project Document for a 24-month phase with a funding commitment by GTZ of EUR 1.5 mn which was extended to a 48-month project and an increase of EUR 1 mn in GTZ's funding commitment. The extension was merged into the first document and therefore, the evaluation used the merged document as its main reference.

⁹ LFA has evolved since 1970 from the well-known LogFrame matrix developed by USAID for improving its accountability to Congress into its present integrated, comprehensive toolbox. The current application of LFA had its origin in the recognition by development agencies that the key to improving project performance and impact lies in strengthening the planning process within a coherent management framework characterised by clearly defined objectives with achievable and measurable benefits. Based on LFA, GTZ developed a similar approach known as ZOPP (Zielorientierte Projektplanung, or Goal Oriented Project Planning).

objectives as they would be in a logical planning matrix but are “proposed” in an open manner, giving ILO the freedom to choose according to its own understanding of needs. Nevertheless, they all fall within the framework defined by the stated development objective.

No specific time-table¹⁰ is provided with the Project Document except for a general idea stipulating that *“An initial phase of two years during which activities, as outlined, will be undertaken to strengthen the capacity of governments, private sector businesses and community-based organizations to develop and implement workplace policies and programmes as part of national efforts to combat HIV/AIDS”*. This phase was supported by a GTZ grant covering an ILO budget of USD 1'513'000. The second phase was foreseen to start in November 2004 supporting the extension of the work undertaken during the first phase by encompassing an additional number of countries. This phase was supported by an increase in the GTZ grant covering an increased ILO budget to the sum of USD 1'000'000.

Monitoring and evaluation requirements are more specific, placing the responsibility for continuous monitoring on the ILO HIV/AIDS Programme, the requirement of six-monthly progress reports and final reports at the end of each phase. All these reports were submitted as documentation for the evaluation and used in the process. When inconsistencies were found, queries were clarified by Project Management.

Overall, the Design is a statement of a wide development objective and the suggestion of alternative activities contributing to this objective. Rather than a strict LFA project document, the Project Document is a specification of purpose of the GTZ/ILO partnership with a proposal of activities which would eventually lead to the development of interactive country projects or particular sub-projects to produce the outputs specified as results of the recommended activities.

In spite of this rather unorthodox Project Document, its design has allowed flexibility leading to success in strategic terms as discussed further in further chapters.

Baseline situation

The geographical areas for project implementation benefited in different ways from the design since at the beginning of the ILO/GTZ project resources at ILO/HQ were scarce and ILO technical resources at regional or national levels practically non-existent for significant development of HIV/AIDS workplace policies and programmes. Most of the data being used at national level at this time still point to health sector indicators on epidemiological trends and only general estimations can be drawn up on HIV/AIDS prevalence and implications at the workplace in most countries, although some macro-economic studies exist since 1990 including estimations of labour loss, GDP loss and GDP per capita losses due to HIV/AIDS for specific countries based mainly on available data from sub-Saharan countries and a handful of countries in the Americas and in Asia at the time¹¹.

Trade unions – more markedly in Africa – and civil society in general already had prevention campaigns in place at the start of the project, but awareness of the social and economic implications of the problem of HIV/AIDS at the workplace and therefore commitment amongst decision-makers was still extremely limited if non-existent in most of the countries where the project was implemented.

At the beginning of project implementation in countries like Moldova and Ukraine, the project created anticipation amongst some of the most aware leaders, but these expectations were even difficult for them to specify – as several of them intimated during private interviews carried out during the evaluation – alluding to lack of knowledge, not only about the epidemiological situation at the workplace, but also to generalised ignorance about transmission forms and transmission patterns. In these countries – and one could extrapolate to other countries in similar situations – knowledge is limited and transmission is associated with culturally objectionable behaviour, with defined high-risk group behaviour or simply not understood at all.

Interviews of people involved with the project in countries where information and knowledge about HIV/AIDS had been limited or suppressed due to political reasons – as is the case in former USSR countries – the initial motivation was merely learning about HIV/AIDS with no specific expectations. Interviews of people involved with the project in Africa demonstrate that although decision-makers are

¹⁰ A monitoring tool was introduced later in the form of tracking Excel files to record schedules for activities and activity reporting.

¹¹ HIV/AIDS and work: global estimates, impact and response, ILO, 2004

knowledgeable about HIV/AIDS, it is crucial to increase their commitment to create enabling policies to manage the effects of HIV/AIDS at the workplace. The need to strengthen awareness about HIV/AIDS implications at the workplace amongst social partners and in particular amongst decision-makers appears to be the most important expectation identified in all regions during the period following initial training or after having given the opportunity to social partners to participate in symposia or other international conferences supported by the project.

Strategic components of the design

The results and achievements of the project – discussed in the next four chapters – prove that the flexible design was most helpful to raise awareness about critical strategic needs on the economic and social implications of HIV/AIDS at the work place amongst leaders of social partner institutions:

It gave the opportunity to Project Management to allocate resources more or less freely according to needs identified by ILO/HIV/AIDS within the scope of the project objectives. The activities supported by the project in its initial phase concentrate on four major targets: (1) collecting information and data in selected countries particularly in Africa and Central/Eastern Europe; (2) supporting the organisation and/or participation of social partners and ILO staff in international meetings related to HIV/AIDS; (3) translation and dissemination of the Code and application Manual and (4) support to country and regional activities mainly aiming at advocacy directed to tri-partite leaders linked to policy development and the world of work.

Reportedly, these four components of the design contributed to a high increase in social partner awareness and commitment towards improvement of the socio-economic situation through changes having an impact on the workplace – in the countries where project activities took place or in countries that benefited from international conferences supported by the project.

The flexible design also endowed social partners and particularly government officials with a greater insight about the effects of HIV/AIDS, and helped them to identify alternative actions to mitigate its effects on the workplace and on their countries' economic and social situations. Countries with strong institutional infrastructure and ability to move quickly towards institutional reform (e.i. to draw up labour legislation improvements, establish partnerships with private sector or civil society) were able to take advantage of the project rapidly, as is the case of Ukraine and Moldova. The design had a lesser effect in countries where institutional reform is slower.

The evaluation analysis considers that the above positive results stem from the fact that the design of the project is structured more as a strategic opportunity rather than as a traditional project document.

Nonetheless, the design led to the opening of a viable channel for ILO to work effectively with its social partners as well as to interact efficiently with international stakeholder organisations in the public and private sectors and most of all to have an impact on legislation reform. For instance, at the time of this evaluation labour law reforms are being prepared both in Moldova and Ukraine. This strategic component of the design appears to have paid off well in countries that are still used to a tradition of vertical decision-making inherited from past administrations (e.g. former USSR countries). The same approach may not have the same success in decentralised economies or countries in further stages of development of HIV/AIDS workplace policies and programmes which generate a subsequent increase in knowledge-sharing and social participation and the development of interactive systems at all levels of society.

More than 80% of the surveyed population in Ukraine feel that the project responds highly or extremely highly to their expectations (See Annex A, Chart 1-B). In fact, in countries where activities have developed successfully, the project design has created high expectations, such as in Moldova and Ukraine. These expectations include the desire from social partners for further external funding to complete the coverage of information and knowledge-sharing throughout the countries' populations and to ensure the achievement of labour legislation reform.

Coherence with BACKUP Initiative

The project objectives and expected outputs are in line with GTZ's BACKUP initiative strategies¹² but – as already explained – the project is not in itself a typical LFA project. Instead, the design only offers another alternative basis for further ILO work in coordination with UNAIDS, WHO and the GFATM and the opportunity to coordinate inputs with other donor-supported activities, giving the ILO/HIV/AIDS Programme a large margin of freedom to allocate the funding where the most effective results could be obtained.

The initial assumption, as mentioned under Baseline situation above, was that knowledge about HIV/AIDS implications at the workplace was limited and practically no baseline statistical could be drawn up. This assumption is intrinsic to the overall objective to strengthen capabilities of ILO social partners to formulate and implement policies and activities to prevent the spread of HIV/AIDS and mitigate their negative impact on socio-economic development.

In the next chapter the discussion on progress and achievements demonstrates that the project design did provide an opportunity to increase awareness about the effects of HIV/AIDS at the workplace and opened a field of action where ILO's social partners can make a significant contribution to HIV/AIDS control. Significant, because ILO's social partners include governments, organised labour force and employers in every country, but also limited, because the world of work involves at least a third of the world's population and the resources provided with the grant allowed ILO to complete only an initial sample of what could be done with much greater investment.



¹² <http://www.gtz.de/de/dokumente/en-backup-presentation.pdf>

Original file: Eval-ILO-HIV-AIDS-FinalReport-20070815-Final-Rev1.doc

Progress and Effectiveness

Overall

As a result of the ILO/GTZ project performance and its support to regional activities and international conferences, awareness has increased considerably amongst influential circles of society in countries that have benefited directly or indirectly from its activities or support. Footnotes have been added for those countries where the ILO/GTZ collaboration has contributed only one or several distinctive inputs to country projects or programmes financed by other donors.

The evaluation shows that countries of direct benefit are those where there is an ILO/HIV/AIDS country project in place financed by ILO/GTZ and where ministry of labour staff, trade union leaders and employers have received HIV/AIDS training such as Ukraine and Moldova and the five countries on which HIV/AIDS impact research was carried out and publications authored by project staff, such as Moldova, Mozambique¹³, Swaziland¹⁴, Tanzania¹⁵ and Ukraine. The evaluation regards as countries of indirect benefit those countries where some project activities have taken place, but where their country programmes are not yet in place or are being funded by other donors, or countries from which high-level representatives participated in international activities organised or supported by the Project such as Russia¹⁶, China¹⁷, Indonesia¹⁸ and other countries of Central and Eastern Europe, Africa and the Americas.

The Project's greatest impact has probably been achieved through having financed the translation and dissemination of the ILO Code of practice on HIV/AIDS and the world of work into twelve key languages and the translation and dissemination of the so-called Training Manual¹⁹ that was developed by ILO/HIV/AIDS during 2002 to accompany the Code into five of those languages.

In fact, the Project financed the translations into Mandarin, Russian, Bahasa, Romanian, Armenian, Azeri, Albanian, Portuguese, German, Hungarian, Serb/Croat/Bosnian and Ukrainian and its dissemination to respective countries. Work on the Manual included its translation into Russian, Portuguese, German, Bahasa and Romanian, dissemination, adaptation and production of CD-ROMs.

In addition, the research works carried out on five country situations – mainly in the form of desk research including field inputs – and the training workshops and international conferences that involved high-level representatives of partners and stakeholders in selected countries contributed significantly to achieving the above-evoked level of awareness. Details of the chronological progress are listed in Annex D and the impact of activities is discussed below under the section Progress, Activities and Outputs.

Process

As already highlighted, the ILO/GTZ project started at the time that ILO had recently published the ILO Code of practice on HIV/AIDS and the world of work when the need for dissemination and training on it was particularly strong.

Once the funding agreement for the first two years of implementation had been signed on 12 December 2002, selecting and placing the GTZ-seconded Project Manager took approximately four months. A research assistant was hired during the same period. From the moment project staff was operational at ILO Headquarters in Geneva, project activities were organised taking advantage of ILO institutional and operational infrastructure. Setting priorities based on the project objectives and drawing up an initial plan of action involved ILO/HIV/AIDS Programme Management and Project Management. The identification of countries with greatest needs and appropriate conditions for

¹³ Mozambique receives most of its support from Sweden and the OPEC Fund.

¹⁴ Swaziland receives most of its support from the USA, Sweden and Italy.

¹⁵ Tanzania received substantial support from Sweden during 2002 and 2003.

¹⁶ Russia receives most of its support from the USA.

¹⁷ China receives most of its support from the USA.

¹⁸ Indonesia receives most of its support from the USA.

¹⁹ Implementing the ILO Code of Practice on HIV/AIDS and the world of work: an education and training manual – <http://www.ilo.org/public/english/protection/trav/aids/publ/manualen.htm>

effective project implementation required special consultation efforts at a time when human resources for project implementation were still scarce.

Based on the documentation reviewed and evaluation findings, the Project was implemented through three major overlapping processes: (1) Information and knowledge-sharing which included translations, diffusion, research of best-practices, publications, and general training workshops; (2) Support to the development of multilateral partnerships which included the ILO/GTZ collaboration on the organisation of symposia on work-place policies and other international conferences discussed below under Progress, Activities and Outputs, and the preparation of documentation and abstracts to highlight and promote the work of ILO/HIV/AIDS; (3) Direct support to country activities particularly in Eastern and Central Europe with emphasis on Ukraine and Moldova where institutionalised ILO/GTZ-funded country projects exist with tripartite participation and initial partnerships are developing beyond the control of Project Management as a result of country project implementation.

Already in 2005, an evaluation of the GTZ's BACKUP initiative carried out by DFID²⁰ commends the ILO/GTZ project in terms of its normative standards and policy advocacy, highlighting its work in accelerating the implementation of the ILO Code of practice on HIV/AIDS and the world of work through translations into major languages, ensuring the inclusion of world-of-work issues in Global Fund proposals in China and Indonesia and in particular for instilling progress in world-of-work issues in Eastern Europe, with tripartite constituencies in countries such as the Ukraine²¹. The same document also highlights the fact that the ILO/GTZ programme had already helped to strengthen international partnerships, learning and best-practice development through financial and technical inputs supporting activities like the two regional meetings for inter-country training and exchange in West and Southern Africa, three international meetings on best practice in workplace policies and on developing the co-investment strategy with GFATM and other major partners.

Since this cannot be considered a standard project but rather a strategic opportunity (see chapter on Validity of Design), the Project Progress and Effectiveness cannot be evaluated as a standard LFA project, but must be assessed as the implementation of a strategy. The work carried out during this evaluation process can confirm that the approach used in designing and implementing this project has produced a significant impact. As with most strategic work, activities were carried out in an ad-hoc manner as long as they complied with the Project's development and specific objectives and for as long as there was sufficient commitment from counterparts to ensure significant outputs. In international and regional terms the Project relied on ILO's capacity to coordinate with international partners such as UNAIDS, The World Bank, the GFATM and internal HQ and regional structures; in national terms the Project relied primarily on the capacities of ILO social partners at country level, as is the case in Ukraine and Moldova where many amongst the surveyed populations consider the Project's impact to extend beyond what could be expected with such a small number of staff and such a short period of time for implementation.

In fact, after five years of multilateral support and Programme advocacy work, by the end of 2005 the ILO/HIV/AIDS Programme had significantly strengthened and was making substantial progress in increased human resource presence in ILO Sub-Regional Offices (SRO). During this period, ILO/HIV/AIDS also increased donor coordination within the Programme and between the Programme and its international partners. Some of ILO/GTZ outputs (e.g. the translations of the Code and Manual) could be used by other projects; among other inputs, the ILO/GTZ Project had supported ILO Programme's participation and promotion in GFATM conferences, UNTG²² meetings and other co-sponsored regional conferences.

The GTZ/ILO project – together with projects funded by other donors²³ – played an important role in this endeavour. Governments and the leadership of social partners and civil society in countries exposed to the opportunities offered by the ILO/HIV/AIDS Programme had reacted with various degrees of readiness and commitment to these opportunities. Thus, in response to these reactions, from 2005 or so, ILO/GTZ project activities began to concentrate more on Eastern and Central

²⁰ DFID is the United Kingdom's Department for international development.

²¹ Report of the External Evaluation into the GTZ BACKUP Initiative, Cindy Carlson, Rosemary Barber-Madden, Nel Druce, Barbara Kloss-Quiroga, Olivier Weil, DFID Health Systems Resource Centre, June 2005.

²² UNTG: "UN Theme Groups" such as the UNTG on HIV/AIDS.

²³ ILO Technical Cooperation: (open link below)

<http://www.ilo.org/public/english/protection/trav/aids/activities/techcoop.htm#summary>

Original file: Eval-ILO-HIV-AIDS-FinalReport-20070815-Final-Rev1.doc

Europe. Since 2006, the strengthened SROs in Budapest, Kiev and Moscow took more relevant roles in coordinating country activities.

Progress, Activities and Outputs²⁴

The Project developed rapidly although not at the pace originally envisaged as hiring staff had been estimated to take less time, but the number of activities and outputs is impressive for the low number of staff. Activities discussed below refer to those identified in the Project's six-monthly Progress Reports submitted to GTZ, on the Project Monitoring & Evaluation tool and the list of supported activities provided by Project Management.

This section discusses the impact of activities referred to according to the chronology of Progress Reports. The scope of activities varies from organising and funding a whole international seminar to providing funds for the worthwhile participation of a person in a specific activity, or from funding a whole staff member to provide the technical inputs required by ILO/HIV/AIDS Programme in a specific function to funding the production and distribution of a one-page abstract required to advocate the Programme in a given meeting.

To facilitate the analysis and discussion regardless of the scope of each activity, progress and activities were classified into three strategic components each year.

- Information and knowledge-sharing: includes the project support given to translations and the production and dissemination of printed or visual materials. In some cases, the project just funded the activity or in others it gave assistance to adapt materials to a specific country situation. In other cases, project staff carried out research or desk-reviews of existing materials and publication, although in such cases, these materials were edited in consultation with either field staff or appropriate experts prior to publication.
- Support to the development of multilateral partnerships and activities: includes references to activities that were supported financially by the Project or to technical inputs or to ILO/GTZ staff participation advocating the ILO/HIV/AIDS Programme objectives and activities; it also contains reference to interaction with other stakeholders in the development of short or long-term partnerships. Some of the ILO/GTZ staff participation in international conferences was decided on an ad-hoc basis and their role was mainly that of advocacy of the ILO/HIV/AIDS Programme and identification of needs and partnership opportunities. Some of the financial support was also channelled – on an ad-hoc basis – to increase the balance of tripartite participation in international conferences or to augment ILO/HIV/AIDS representation in those conferences.
- Country activities: includes specific country activities supported by the Project. In some cases, some of these activities were reported by ILO/GTZ in conjunction with regional or global activities mainly because those activities were considered by the Project to have national impact through the attendance by high-level tripartite leaders and because the Project's strategy was to create awareness and commitment especially amongst those as the enabling factor for further work and impact.

Chronological Progress of Activities:

2003:

- Investment: USD 529'829.00
- Costs:

Expenditure lines	2003
Staff costs	204'770.00
Seminars	98'719.00
Travel	91'058.00
Programme Support	60'954.00
Administrative Support	33'615.00

²⁴ Annex nn gives a chronological detail of all activities included in ILO/HIV/AIDS six-monthly reports and ILO/GTZ Monitoring Tool.

External Collaborators	35'279.00
National Experts	713.00
Miscellaneous	0.00
Equipment & Furniture	4'721.00
Total	529'829.00

- Information and knowledge-sharing:

Translations of the Manual on Implementing the Code of Practice into Mandarin and Russian took priority followed by identification, documentation and analysis of examples of best practices of workplace programmes to fight HIV/AIDS.

Research, compilation, publication and dissemination of policy-research baseline papers on the socio-economic impact of HIV/AIDS and the national response for Ukraine and Burkina Faso. Similar research was started for Moldova and Tanzania.

- Support for the development of multilateral partnerships and activities:

International activities provided exposure to the ILO/HIV/AIDS programme and exchange of information and knowledge. During the beginning of the year, activities concentrated on advocacy and lobbying through GFATM activities and an International Symposium in Berlin, Germany.

The second part of the year gave the Programme the opportunity to support and participate in two large international HIV/AIDS-related conferences: one in Nairobi, Kenya and another in Dakar, Senegal.

Although the number of participants in these activities could not be established through the data reviewed, it is estimated that the support provided by the project gave the ILO Programme the opportunity to establish and strengthen relations with at least 500 people.

- Country activities:

At this early stage of project development, the monitoring database does not provide much specificity about country activities except for generic activities such as advocacy for the inclusion of workplace programmes in national strategies and training provided parallel to discussion in international conferences or during targeted travel to specific countries.

Dissemination of the Manual on Implementing the Code of Practice took place on an ad-hoc basis and workshops with social partners on implementing the code of practice took place in various countries.

Following the first symposium on workplace policies and programmes in developing countries, the ILO/GTZ project provided technical support to the organisation of the second symposium to take place in Tanzania in 2004, co-organized jointly with GTZ, Georgetown University and The World Bank.

2004:

- Investment: USD 582'347.00

- Costs:

Expenditure lines	2004
Staff costs	197'243.00
Seminars	124'469.00
Travel	112'500.00
Programme Support	66'996.00
Administrative Support	48'098.00
External Collaborators	27'641.00
National Experts	5'400.00
Miscellaneous	0.00
Equipment & Furniture	0.00
Total	582'347.00

- Information and knowledge-sharing:

In order to suggest ways to mobilize government and social partners towards addressing AIDS-related loss of skilled and professional labour, the publication and dissemination of policy-research baseline papers on the socio-economic impact of HIV/AIDS were carried out for Moldova and Tanzania, followed by research, compilation, publication and dissemination of policy-research on the socio-economic impact of HIV/AIDS and national response in Ukraine, Swaziland and Mozambique. During this period, translations of the Manual on Implementing the ILO Code of Practice into Bahasa, and Ukrainian were also accomplished.

This period also witnessed ILO/GTZ's technical and financial support to ILO/HIV/AIDS Programme for the launching of the demographic model on the socio-economic consequences of HIV/AIDS in Russia and for the consensus statement on the main outputs of the 2003 Best Practice Meeting of ILO's tripartite constituents from Burkina Faso, Ghana, Madagascar, Nigeria, Senegal, South Africa, United Republic of Tanzania, Uganda, Cambodia, China, India, Thailand; Poland, Russian Federation, Ukraine; Brazil, Dominican Republic, Jamaica and Trinidad & Tobago.

The latter has had an impact on the effective application of the ILO Code and the UNGASS Declaration in the design and implementation of workplace policies and programmes.

Technical support was provided to prepare contributions to the International conference on HIV/AIDS in Bangkok, July 2004, and posters and papers demonstrating the outputs of the ILOAIDS/GTZ project up to that time were presented to advocate the ILOAIDS/GTZ Programme.

The Project also gave support to the Commission on HIV/AIDS and Governance in Africa (CHGA) – set up by the UN Secretary-General in February 2003 to help chart HIV/AIDS and governance in Africa, with a particular focus on human capacity losses – by collaborating with ILO to co-host the meeting, which focused on employment and labour market implications of HIV/AIDS, and the integration of workplace HIV/AIDS programmes and policies into National Strategies and Action Plans, in November 2004.

- Support for the development of multilateral partnerships and activities:

A communications network with national GTZ projects and staff was established early in 2004. Within the framework of the ILO/GTZ partnership, the Project gave support to or participated in various international meetings and conferences and ILO work such as:

- a strategic meeting in collaboration with the GFATM and other donors in Berlin, April 2004;
- the Second Joint International Symposium on workplace policies and programmes in Dar es Salaam, in May;
- the presentation of an overview of HIV/AIDS to the CHGA Commission (November 2004), as background to inputs for the UNGA meeting in June;
- the XV International AIDS Conference in Bangkok Thailand, July 2004, and the Trade Union Consultation on HIV/AIDS Workplace Policies and Programmes prior to the AIDS conference;
- efforts with the University of Stellenbosch, to build partnerships with academic institutions in Southern and Eastern Africa;
- the European ministerial conference on HIV/AIDS in Vilnius, Lithuania in September;
- the preparatory work for the Think-Tank meeting then being organised for January 2005.

- Country activities:

During the first half of 2004, capacity building, training of ILO's tripartite partners and advocacy activities – supported by the ILO/GTZ Project – included a study-tour of tripartite constituents from Mozambique to Brazil in April; active participation of tripartite leaders in the International AIDS Conference in Bangkok, in July, and posters and papers produced to illustrate the ILO/GTZ project's technical contribution and outputs.

The project also contributed to the organisation of a panel session during the HIV/AIDS Conference for the new EU member states and their neighbours in Vilnius with panellists from trade unions, employers and governments, in September. Then, in light of the rapidly increasing epidemic in Central and Eastern Europe, consultative work and missions to Budapest, Kazakhstan and Kyrgyzstan were carried out to plan future activities, in September and October.

In November, the Project provided financial and technical support to sub-regional training of tripartite Anglophone partners in Western and Southern Africa, in collaboration with the Centre of HIV/AIDS management of the University of Stellenbosch.

In Ukraine, the programme provided technical support and funded training seminars for social partners at district level, for national leadership in partnership with UNDP, for trade unions leaders mainly from the cultural workers trade union, for young workers in nuclear power plants and for agricultural workers and members of local administrations.

During the second part of the year an exchange of letters between Government of Moldova and ILO/HIV/AIDS resulting in the invitation to the ILO/GTZ project to initiate work in the country.

2005:

- Investment: USD 489'383.00
- Costs:

Expenditure lines	2005
Staff costs	212'635.61
Seminars	87'276.00
Travel	71'623.00
Programme Support	56'301.00
Administrative Support	29'734.00
External Collaborators	13'907.85
National Experts	17'906.00
Miscellaneous	-0.46
Equipment & Furniture	0.00
Total	489'383.00

- Information and knowledge-sharing:

During 2005 the Project provided technical support to ILO/HIV/AIDS work with ILO/IPEC²⁵ SCREAM²⁶ Programme to add a module on HIV/AIDS to a project on education, arts and media and also to develop a joint project document with IPEC/HQ and IPEC/Romania on "HIV/AIDS and Young People" with special emphasis on sex-work and youth centres in Romania.

Technical support was also given to update the ILO Manual of Labour Inspection and include a module on HIV/AIDS. In addition, technical and financial support was provided to the translation of the Code and Manual into Romanian – for mass circulation in Romania and Moldova, in partnership between IPEC/Moldova and the ILO/ GTZ Project

Technical and financial support was also provided to the ILO/UNDP project developing an information booklet and an optional training component for migrant workers in Ukraine.

- Support to the development of multilateral partnerships and activities:

The Project gave support to or participated in various international meetings and conferences and ILO work such as:

- the Think-Tank meeting organised by the European Commission in January;
- the sub-regional symposium of the Southern countries of Latin America, Asunción, Paraguay, in April;
- participation at the Global Business Coalition Meeting on Co-investment, New York, in May;
- the start of negotiations with Chevron Corporation for implementing a workplace programme, in May.

²⁵ ILO/IPEC: International Programme on the Elimination of Child Labour.

²⁶ SCREAM: ILO/IPEC Programme "Supporting Children's Rights through Education, Arts, Media".

- the preparation and presentation at the 3rd IAS conference of a paper on Public and Private Partnerships and Co-investment within the ILO, GFATM and WHO partnership framework and in collaboration with the GBC²⁷ and the WEF²⁸, in July.
- the GBC/GTZ round table in Frankfurt and participation in the GBC meeting Washington D.C. in September;
- the proceedings of the EU Think Tank on HIV/AIDS and the HIV/AIDS Civil Society Forum of the EU commission concerning Europe and the neighbourhood during July-September'
- co-organisation of the CIS technical expert meeting on HIV/AIDS in October;
- partnership work with ILO/International Migration Department;
- consultation work and building partnership with Franchuk Pipeline Corporation in Ukraine during November and December;
- the co-sponsored 14th International Conference on AIDS and STIs in Africa, Abuja, Nigeria, in December.

• Country activities:

The technical support provided to the CIS technical expert meeting in Kiev in October strengthened the support provided by the project to specific counties of the region and in particular the tripartite seminar held in Kazakhstan in October to discuss scope of activities, provide training, generate ministerial interest, support strategies, and reach agreements.

A consultative mission to Moldova in response to the ministerial invitation resulted in further development of the country project funded by ILO/GTZ:

- a national focal point was designated in October;
- ILO/HIV/AIDS partnered with ILO/International Migration's field office in an effort to mainstream HIV/AIDS workplace programmes and policies in all departments, targeting vulnerable groups in Moldova;
- ILO and UNAIDS joined resources to publish the Moldova country research paper and to train trade union and employer leaders;
- the government of Moldova made the commitment to formulate a national law on HIV /AIDS which – with the support of ILO/HIV/AIDS and UNAID – was finally approved and published on 20 April 2007.

Technical support to ILO/HIV/AIDS collaboration with the Socio-economic Security department (SES) Namibia²⁹ to incorporate questions regarding HIV/AIDS and social and economic insecurity in the Namibia People's Survey (NPSS).

In Ukraine;

- The ILO/HIV/AIDS and UNAIDS brokered an agreement with the Franchuk Interpipe Corporation based on the Corporation's proposal to set up an HIV/AIDS Workplace Policy and Programme; an ILO/HIV/AIDS mission met the leaders involved in the Franchuk Interpipe Corporation's proposal to set up an HIV/AIDS workplace policy and programme and a joint UN co-sponsored PAF³⁰ Proposal was submitted. The Corporation implemented its WPP after months of coordination between ILO and UNAIDS. The resulting WPP strategy was presented at the conference held in Kiev in October.
- The development of a model to examine losses of benefits and profits, capital costs, and capital and labour factors for enterprises was started. Discussions also focused on other variables that could help assess the epidemic's changing trends in Ukraine.

²⁷ GBC: Global Business Coalition

²⁸ WEF: World Economic Forum

²⁹ Namibia received substantial support from Sweden during 2002 and 2003.

³⁰ PAF: Programme Acceleration Funds

2006:

- Investment: USD 620'548.00
- Costs:

Expenditure lines	2006
Staff costs	255'980.70
Seminars	84'758.00
Travel	76'183.00
Programme Support	71'390.00
Administrative Support	43'837.00
External Collaborators	22'773.15
National Experts	50'755.00
Miscellaneous	14'871.15
Equipment & Furniture	0.00
Total	620'548.00

As mentioned at the end of the section on Process, since 2006 the SROs in Budapest, Kiev and Moscow took more relevant roles in coordinating country activities. Therefore, the structure of activity reporting for Central and Eastern Europe has a different structure: strategic components are combined and reported together under each SRO or in bulleted paragraphs for the countries under each respective SRO or region. Only the component on development of multilateral partnerships and activities is reported separately.

- **SRO Budapest:**

- With the ILO/GTZ technical support, HIV/AIDS was mainstreamed in the work programme of the Sub-regional Office and in the work of other ILO TC projects in the sub-region. Technical support was provided to introduce and monitor HIV/AIDS in the Decent Work Country Programme, March.
- Albania: Mobilization workshop, February; Awareness-raising workshops and training, February and March; UN Theme Group, March; incorporation of response in the DWCP, July-December.
- Bosnia & Herzegovina: Mobilization workshop, July 2006; Translation of the Code, October; Publication of the Code, November; Incorporation of response in the DWCP, July-September.
- Bulgaria: Incorporation of response in the DWCP, April-June.
- Estonia: First mobilization workshop, November; Promotion of activities, October; Technical support on Resource Mobilisation and introduction of world of work components into national strategic plans of action and into GFTAM, PAF and other donor proposals, October.
- Hungary: Technical support to introduction of new sub-regional focal point in SRO Budapest, January-December 2006.
- Moldova: Feasibility assessment on the development of a module for HIV/AIDS awareness-raising amongst populations at risk (youth in particular), March; Translation of the Code, June; Translation of ILO material on HIV/AIDS prevention in the workplace for dissemination among the main partners, April-June; Support to development and production of brochures for migrant workers, April-December; Advocacy through six radio programmes, April-December; Dissemination of the Code, October; Technical support on national strategic plans of action and on GFTAM, PAF or other donor proposals, October; Series of work-meetings to adapt the Training Manual to the national context, November to February; Tripartite mobilization workshop, December; Recruitment of the focal point, December.
- Romania: Incorporation of response in the DWCP, April-May; Coordination of activities in relation to translation and publication of the Code in Romanian, June-September.

- **SRO Kiev:**

- Ukraine: during the first six months, collaboration with International Migration on human trafficking in Ukraine; during the second six months, collaboration with UNESCO and

ILO/SECTOR on the development of Eastern European Education-Sector Policies on HIV/AIDS;

Throughout the year:

- technical support and collaboration on an ad-hoc basis to Interpipe Corporation in Dnepropetrovsk, in cooperation with Olena Franchuk Foundation;
 - technical support to the Education Sector Project to introduce HIV/AIDS in the school curriculum and in employment services and in a programme for HIV/AIDS positive children;
 - survey among representatives of the education sector of Kyiv and Chernivtsi oblasts³¹, April-May;
 - first workshops with education sector representatives of Kyiv and Chernivtsi oblasts' education workers' union and education departments;
 - development of Model on social consequences of AIDS and its adaptation to regional level, July;
 - development of Joint UNDP/ILO programme based on UNDAF³² "Civil Society Empowerment";
 - preparation of Training Manual for education workers, July to November;
 - development of two oblast' concepts on HIV/AIDS prevention in the education sector, based on tripartite collaboration, September-October;
 - two training workshops on education sector and modern technologies of conducting trainings in Chernivtsi oblast', October;
 - two training workshops on education sector and modern technologies of conducting trainings in Kyiv oblast', November
- **SRO Moscow:**
 - Support to HIV/AIDS activities:
 - development, printing and dissemination of training materials, January to June;
 - participation in tripartite consultation, February;
 - participation in the UNFIP³³ Final Conference, and presentation of the UNFIP Russia project to GTZ, February;
 - cooperation with ILO Moscow office specialists, April-June;
 - consultations between SRO Director and a WHO representative to discuss possible cooperation, June;
 - dissemination of ILO/WHO health workers' guidelines, April through December;
 - mainstreaming HIV/AIDS with ILO/SECTOR Road Transport and Health sector guidelines in Russia, April-December;
 - contribution to regional AIDS conference in Moscow and participation in Round Table arranged by Employers' Organizations in Russia, May;
 - participation in ILO "Youth Employment" conference in Issyk-Kul', June;
 - active participation in UN Theme Group meetings throughout the year and technical collaboration;
 - dissemination of the UNFIP Russia project best practices, July-December

³¹ Oblast: The word "oblast" is a loanword in English, but it is nevertheless often translated as "area", "zone" or "province" in Bulgaria, Belarus, Kyrgyzstan, Russia, Ukraine, and other countries of the former Soviet Union. The subdivision of "oblast" is called "raion" which is translated as "region" or "district", depending on the context.

³² UNDAF: United Nations Development Assistance Framework.

³³ UNFIP: UN Fund for International Partnerships.

- round table for ILO constituents in Volgograd (within regional PAF), October;
- participation in the all-Russia conference and in meeting of the CIS countries, November;
- survey at the request of the Russia Employers' union, October-December;
- participation in the extended UNFIP project at federal level, October-December;
- support to Altai Krai regional tripartite activities, November-December.
- Armenia: Tripartite workshop, September; Technical support to introduction of HIV/AIDS as part of DWCP, October-December; Technical support for UN Theme Group, October-December; Technical support to tripartite working group, October-December.
- Azerbaijan: Technical support to Employers, October-December; Technical support to UN Theme Group, October-December; Technical support to the Dutch TC-RAM³⁴ project, October-December; Technical support to incorporate HIV/AIDS as part of DWCP, October-December.
- Georgia: Technical support to Employers in their efforts to mitigate the impact of HIV/AIDS in the world of work, October-December.
- Kazakhstan: Exploratory mission, October; Technical support to introduction of HIV/AIDS as part of DWCP, October-December; Technical support to UN Theme Group, October-December.
- Kyrgyzstan: Exploratory mission, October; Inclusion of HIV/AIDS as a component of the Dutch TC-RAM project, October-December; Technical support to introduction of HIV/AIDS as part of DWCP, October-December.
- Tajikistan: Technical support to introduction of HIV/AIDS as part of DWCP, October-December.
- Uzbekistan: Support to poster printing, April; Technical support to start-up, April-December; Technical support to sensitization of national partners, July-September.
- **Africa**:
The ILO/GTZ Project supported the following country activities:
 - Mozambique: Consultation with constituents, April-June; Consultation with ILO SRO-Lusaka to complement capacity building and align activities to DWCP, April-June and October-December; Integration of ILO/HIV/AIDS response as part of the UN Theme Group response, July-September; Technical collaboration with ongoing ILO projects to mainstream HIV/AIDS, October-December; Collaboration with the GTZ-ACCA³⁵ project to step-up WPP at a national and enterprise level, October-December; Discussions with Ministry of Labour to identify training needs of constituents and priority activities, October-December.
 - Namibia: Start-up and implementation of capacity building and training of health workers, July-December; Capacity-building, training of labour inspectors in Ministries of Mines, Health and Labour, July-December 2006; Trade Union proposal on HIV/AIDS education of workers and community outreach, July-December; Support to ICEM³⁶ co-investment activities, July-December; Consultations with counterparts to ensure ILO's active participation in UNTG, July-December; Dissemination of ILO/WHO Health sector guidelines following requests from counterparts, July-December; KAP study³⁷ in the workplace on a national level, July-December 2006; Implementation of WPP at the national and enterprise level with GTZ, Windhoek and joint activities on WPP in the Public Sector, July-December.
- **Support to the development of multilateral partnerships and activities**:
 - Promotion of ILO/HIV/AIDS programme through CESIDA, Spain, January-March.
 - Translation of the Code in German, publication, printing and dissemination, April through December.

³⁴ TC-RAM: Technical Collaboration – Resource Allocation Mechanism.

³⁵ ACCA: Aids Control in Companies in Africa.

³⁶ ICEM: International Federation of Chemical, Energy, Mine and General Workers' Unions.

³⁷ KAP study: Study concentrating on level of Knowledge, Attitudes and Behaviour of a standardised Population sample.

- HIV/AIDS Private Sector Mobilization for Francophone Africa, Marrakech, Morocco, June.
- Regional HIV/AIDS Conference, Moscow, Russia, May.
- XVI International Conference on HIV/AIDS, Toronto, Canada, August.
- Launch of the ILO Code of Practice on HIV/AIDS and the World of Work in German, and encouragement of German employers with operations in Eastern Europe, Berlin, Germany, September.

2007:

- Investment: USD 287'787.72 (half-year projection based on first quarter expenditure)
- Costs:

Expenditure lines	2007 Q1 only
Staff costs	52'409.78
Seminars	11'126.06
Travel	13'439.77
Programme Support	13'856.84
Administrative Support	23'228.81
External Collaborators	5'000.00
National Experts	22'703.74
Miscellaneous	2'128.86
Equipment & Furniture	0.00
Total	143'893.86

- **SRO Budapest:**

Only activities dated as completed on the Project Monitoring tool are listed below:

- Estonia: Translation of the code, January; Publication of the code, February; Dissemination of the Code, February; Mobilization workshop, March;
- Hungary: Translation of the code, June;
- Moldova: Completion of work to adapt the Training Manual to the national context, February; Training workshop for social partners, March; Pilot training on the Code, April; Training workshop for Government, May; Publication of the national version of the Training and Education Manual, June; Training workshop for Union Fenosa group, June.
- Romania: Dissemination of the Code, January; Mobilization workshop, June.

- **Support to the development of multilateral partnerships and activities:**

- Technical support to ILO/HIV/AIDS participation in "Responsibility and Partnership – Together against HIV/AIDS" Conference, Bremen, Germany, March.

Outputs:

The results of activities supported by ILO/GTZ or of the technical work carried out either by project staff or sub-contracted by the Project – such as the translations of documents into various languages, their adaptation to national circumstances, their printing or reprinting and their targeted dissemination, added to the results of desk research and field research, editorial work and publications partially or fully funded by the Project – constitute important project outputs of considerable impact.

The number of social-partner leaders who received information and greater knowledge about the effects of HIV/AIDS in the workplace from activities that received either financial or technical support from the Project also constitute important outputs having an impact in creating greater awareness amongst world leaders and decision-makers and generating commitment to concrete action. Although it is not possible to determine the number of people who have benefited from project outputs, the impact of GTZ's support through this project – combined with other donor projects – demonstrate that the effort has been very worthwhile.

The number of direct training received by social-partner leaders in countries that succeeded in developing a concise country programme (i.e. Ukraine and Moldova), are proof that the Project's strategic approach is effective when high-level decision-makers from all social-partners demonstrate joint commitment to tackle the problems of HIV/AIDS in the workplace with concrete actions that instil changes.

The outputs that have contributed to strengthening knowledge and awareness of tripartite leaders in various degrees in countries that benefited from the project are listed in Annex E. Although activities have already been referred to under the title Chronological Progress of Activities, their quantifiable outputs are summarised below:

Publications:

- 5 publications on "The impact of HIV/AIDS in the world of work", result of desk-research and field inputs on Moldova, Mozambique, Swaziland, Tanzania and Ukraine
- Financial support to translations of the Code into 11 languages
- Reprint and production of a CD-ROM of the Training Manual in Russian
- Translation of the Training Manual into 4 languages
- Translation of 3 leaflets and 2 fact-sheets into Romanian
- Development of 2 guidelines (for trade unions one and for employers the other) both in German and Romanian
- Technical collaboration to the publication of 4 co-sponsored scientific publications
- Support to 6 other works including guidelines, reports and publicity materials in Russian, English and/or German.
- 14 abstracts and papers for Regional and International conferences supported by the project

Training, information and knowledge-sharing supported by the Project³⁸:

Assessment of training was not systematic at global level and only some activities indicate scope and number of participants trained, especially in the beginning. Evaluation of training and training outputs improves during the last two years in countries that have ILO staff in place with assigned responsibilities for the Project.

In 2003, only one training activity was identified in Tanzania. However, it is estimated that at least 400 high-level stakeholders received general information about the ILO/HIV/AIDS Programme and knowledge about the situation at the workplace in 3 international conferences – Berlin, Nairobi and Dakar – and other international gatherings.

In 2004, 7 training activities were identified in Tanzania, Mozambique, South Africa, and Ukraine (4) with a total of trainees estimated to be at least 250 tripartite leaders. In addition, it is estimated that at least 300 high-level stakeholders received general information and knowledge, through 5 international conferences in Dar es Salaam, Vilnius, Accra and Bangkok.

In 2005, 3 training activities were identified in Kazakhstan and Ukraine (2) with a total of trainees estimated to be at least 80 tripartite leaders of whom at least 50 received systematic training within the context of Workplace Programmes in Ukrainian industries with an impact on 1000 workers and employees. In addition, it is estimated that at least 400 high-level stakeholders received general information and knowledge through 8 international conferences in Brussels, Asuncion, New York, Rio de Janeiro, Frankfurt, Washington D.C., Kiev and Abuja.

In 2006, 12 training activities were identified in Albania (2), Armenia, Bosnia & Herzegovina, Estonia, Moldova, Mozambique, Namibia (2), Ukraine (4) resulting in a total of trainees estimated to be at least 300 tripartite leaders. In addition, it is estimated that at least 300 high-level stakeholders received general information and knowledge through 5 international conferences and working meetings in Madrid, Morocco, Moscow, Toronto and Berlin.

³⁸ NB: When the number of trainees or countries involved is not shown it indicates that the data could not be found in the Project's Monitoring & Evaluation tool.

During the first half of 2007, 7 training activities were identified in Moldova (6) and Romania resulting in a total of trainees estimated to be at least 120 tripartite leaders. In addition, it is estimated that at least 90 high-level stakeholders received general information and knowledge through the Responsibility and Partnership international meeting in Bremen in March.

Overall, it is estimated that the project has contributed to the training of at least 800 tripartite leaders in four continents, mainly in Central and Eastern Europe and has helped to increase the information and knowledge about HIV/AIDS in the workplace of at least 1600 high-level stakeholders worldwide.

From opinions expressed during interviews within and outside the ILO, project outputs have been relevant for people in the field and stakeholders are using them even in countries not directly involved in the Project as a result of the project exposure to various international circles.

Stakeholders expressed satisfaction with open interactions between them and with the role of ILO, particularly in influencing legislation reform through strengthening tripartite awareness on HIV/AIDS implications at the workplace and interacting with governments and employers on this issue. Also, ILO constituents appear eager to increase their involvement, particularly trade unions, while companies are providing infrastructure support to training – at marginal-cost – in successful pilot projects.

Effectiveness

Since project activities at country level were interdependent with activities being carried out by others (e.g. the rest of the ILO/HIV Programme, other ILO Programmes, national social partners, stockholders, civil society, international community) it is impossible to draw up a clear picture of the specific impact of each output. However, the amount of investment and costs give an educated guess about the significance of the Project's impact.

The main effect of the project has been firstly, the considerable awareness-increase achieved amongst ministerial staff and the leadership of social partners and stakeholders in Ukraine and Moldova, and subsequently, the political decision-making process generated to reform legislation towards the effective management of HIV/AIDS at the workplace.

The success achieved in these two countries could be considered as confirmation of how effective a project of this nature can be under similar circumstances. Some of the opinions of social-partner leaders and high-level stakeholders interviewed in these countries are described below:

Some interviewees feel that training has been a most effective means of action on HIV/AIDS prevention in the world of work in Ukraine. During training workshops participants established fruitful relationships that helped them stay in contact and exchange experiences and improvements on the use of training methods learnt to raise awareness on HIV/AIDS and on how to help each other with innovative actions that produce results at the workplace level.

Publications and other printed materials and hand-outs have proven to be an important means for active communication as people need guidance in applying methods which are still new to them. Locally developed publications based on ILO materials are becoming increasingly useful such as is the case of the Training Manual for Teachers in Ukraine which is considered very well targeted and practical for the project there. Newly-designed hand-outs are also becoming valuable containing concrete answers to concrete questions concerning HIV/AIDS in general and for workplace programmes and policies.

Surveys have provided background information in pilot regions as well as contributed to identifying needs and setting priorities for actions amongst education workers. Consultations between different partners – both national and local – are helping to plan activities more efficiently, to discuss and set priorities and agree on joint efforts.

Amongst the project outputs in Ukraine, three appear to be the most appreciated: (1) the Model of Socio-Economic Impact of HIV/AIDS – as it suggests practical reflections on both optimistic and pessimistic scenarios of the forecast at macro- and micro-levels over a 7-year period. The Model is considered a very powerful and unique tool to motivate partners to pay attention to the HIV/AIDS issue at work; (2) The approved regional strategy documents that include key concepts and are being implemented on the basis of specifically developed work plans, and (3) The Training Manual for Education Workers, containing theoretical parts and practical exercises that is becoming a practical tool for education workers who become trainers for others to start HIV/AIDS-related activities at workplaces.

Project outputs in Moldova are helping constituents to work together more to create efficient small participatory multidisciplinary teams. Although the project started about a year later in Ukraine, it is clear that Moldova follows the trend seen in Ukraine. In terms of social impact, Moldova is still at the first stage of awareness creation and the development of collaboration schemes amongst social partners and other stakeholders, but the process is becoming stronger by the day. However, outside the project circles many are still at the discovery stage about HIV/AIDS conditions and transmission forms or remain uninformed. There is still quite an amount of work to be done to further spread information and knowledge. Institutional relations between social partners show there is a high level of respect for the work being carried out by ILO staff as expressed by many high-level government officials and social-partner leaders interviewed. One of the project's important achievements is its support to the strategic framework of the national programme objectives as a first step to implementing strategies for the development of concrete HIV/AIDS workplace policies and programmes.

In addition, project activities in these countries and in other areas of Central and Eastern Europe have also created opportunities for access to global financing mechanisms and for developing national or international partnerships as is already beginning in Ukraine and Moldova (i.e. Interpipe Corporation, Olena Franchuk Foundation, Union Fenosa group). Nonetheless, the greatest impact in the region of Central and Eastern Europe is the increased level of awareness among people in influential positions, although it is still difficult to find consensus about wide-spread strategies.

Activities in Africa focused primarily on capacity building and on knowledge-sharing within the context of HIV/AIDS effects in the world of work. Three activities supported by the Project were identified in Mozambique and Namibia benefitting at least 90 tripartite leaders from these countries and 5 sub-regional conferences co-sponsored with other donors where the ILO/GTZ project support benefitted at least 300 high-level stakeholders with general information and knowledge. In this region, employers and trade unions have faced the consequences of high levels of infection for a considerable number of years. However, the particular focus of the project is gradually creating a shift in awareness about ways to tackle the problem by adding new opportunities for concrete action in the labour environment.

Interviewees from Africa pointed out that lessons have been learnt from projects not necessarily linked to the ILO/GTZ project, such as those being carried out in the transport sector and in migrating populations, funded by other donors. Interviewees with a vision over the several countries involved in ILO/HIV/AIDS projects³⁹ feel that employers and civil society seem to be more pragmatic than governments or trade unions about using new opportunities for partnerships and access to new forms of funding. They also feel that social partners in Africa are playing a more visible role and are obtaining greater support by promoting the principles of ILO/HIV/AIDS programme.

Analysis of data collected from Africa suggests that there is still a need to support governments in providing guidance and in defining policies and procedures for HIV/AIDS at the workplace and for accessing international funding opportunities. The analysis also confirms that the increased awareness of social and political leaders is slowly beginning to produce results for positive changes, but that the need remains to build or strengthen national programmes' capacities to ensure realistic and sustainable results.

All in all, project progress and effectiveness have been remarkable and the perceptions amongst interviewees in Moldova and Ukraine although not significant according to the parameters established in the introduction, are very close to falling into the 80% requirement in both force and quality for "high" and "very high" opinions about the level of success of activities undertaken (See Annex A, Charts 5-A and 5-B).

Constraints

Although achievements are considerable, weaknesses exist as national resources are still weak or scarce, national staff are overloaded beyond their normal capacity, and information and knowledge-sharing is circumscribed to those who have so far participated in project activities. Interagency coordination is not always as smooth as the project requires although major improvements have been achieved. Consistent strategy development amongst stakeholders and social partners is still weak

³⁹ NB: The people interviewed over the telephone in Africa seem to have a good perception about the impact of ILO/HIV/AIDS Programme, but it was difficult for them to identify the impact of GTZ's funded activities in comparison with activities and project funded by other donors.

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especially because priorities are seen differently by many and particularly between worker and employer organisations.

Private sector management involvement is still limited – in terms of compliance with the ILO Code of practice – due to low level of awareness about the eventual effects of HIV/AIDS on labour supply compared with the current large labour offer for a lesser or conspicuously specialised labour demand in most sectors. Although the door is open to Public Private Partnerships (PPP) and Co-investment strategies, advocacy on the urgency for transforming labour-supply planning and employment methodologies is weak, especially with regard to employers and key economic pillars such as employment policies and their relationship with insurance, social support and health systems.

Traditions, local cultures and the previous lack of information about HIV/AIDS and its social and economic implications (for example in ex-USSR countries) still pose obstacles to significant policy changes. Nevertheless, the selection of focal points in countries has been timely, inspiring synergy amongst projects and interaction between stakeholders.

Within the ILO, some field offices had trouble to interact efficiently with the project management set up for communications concerning transfers of funds. Since the project management set up at headquarters was new and at the same time financial management systems were being upgraded, it was difficult for field staff to know whom to contact for different situations. The restricted number of project staff at HQ and the number of activities in which these staff were involved did not help to resolve these problems as quickly as field staff would have liked or needed.

ILO/GTZ partnership

The ILO/GTZ partnership has played a critical role in streamlining interagency operations and even assisting in streamlining strategies within the ILO itself. The degree of policy coherence is gradually increasing in countries participating in the ILO/GTZ project in line with ILO's promotion to mainstream AIDS within the context of Decent Work Country Programmes.

Confirmation of the impact of ILO's HIV/AIDS Programme's advocacy work on the problem of HIV/AIDS in the world of work – impact that the ILO/GTZ, in collaboration with other donor projects, has contributed to achieve – is the fact that the ILO's Governing Body decided last March to place on the agenda of the International Labour Conference in 2009 an item intended for "the development of an autonomous Recommendation on HIV and AIDS in the world of work on the basis of a double discussion". This means that the ILO has now begun work towards the adoption of a Recommendation in 2010 on the basis of consultations with ILO's own constituents and partners in international organisations. As a result, there will be a first discussion in the Conference in June 2009 and the new standard is expected to be adopted as the outcome of a second discussion in June 2010.

At country level, the ILO/GTZ partnership project has created a favourable environment for policy development in Central and Eastern Europe and contributed to creating the background work for further developments in several countries of Africa, Asia and Latin America. However, many decision-makers whether in Africa or in Europe or other parts of the world are not fully acquainted with the details and opportunities offered by global financing mechanisms or with the methodologies to access them. Global community initiatives to develop and expand public-private partnerships, appear out of reach for many unless substantial efforts are made to develop concrete collaboration and interactions between individuals with the power, capacity, confidence and tools to perform on both sides.

The project's flexibility and the absence of strict rules – strategic rather and operational design – for setting up partnerships has been also applied with flexibility in countries. In some cases, the project and NGOs collaborate under gentlemen's agreements for specific activities as is the case on education activities carried out in partnership between the project and the Olena Franchuk AntiAIDS Foundation in Ukraine. In cases like this the partnership becomes a reality with no written agreements where partners take on their own costs for their outputs in the partnership. In other situations where there is a more formal programme agreed upon between social partners as is the case of the HIV/AIDS workplace programme at Union Fenosa Group Company in Moldova and the Interpipe Corporation in Ukraine, directors and chiefs have received training and workers have access to information and prevention methods and, solutions for care and treatment are being sought and await national policies in the making.

PPP as defined in ILO's HIV/AIDS programme literature have not always taken place exactly as defined especially during the project period when much training and advocacy have been the priority and have required considerable resources. Mechanisms to support PPP are still being put in place in

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Evaluation

collaboration with Country Coordinating Mechanisms in most countries, but initial singular experiences are beginning to emerge – as shown by the above examples – and could become models for replication.

So far, the GTZ/ILO partnership's approach has been beneficial in developing the project in various directions as needs appeared and partners were willing to take up the challenges and as ILO had the supporting resources in place.

Practically all stakeholders interviewed during the evaluation process are aware of the partnership and showed recognition and appreciation for the financial and technical support provided by GTZ. Outside the circle of decision-makers the discrete GTZ logo on publication covers shows evidence of the collaboration but no other indicator of the sponsorship was identified.



Efficiency of Resource Use

Human resources

In each of the countries visited (i.e. Moldova and Ukraine), ILO staff demonstrated excellent capacities. National correspondents have deep country experience and enjoy a high level of respect amongst social partners and stakeholders and recognition for their capability and expertise. They have an excellent level of understanding of and experience on national government practices and are welcome at high levels of government. National HIV/AIDS focal points are quite committed to their jobs and extremely hard-working. They also enjoy a high level of respect amongst social partners and stakeholders and recognition for their capacity and expertise.

Staff in other ILO offices collaborated with inputs about project impact in their regions and took the opportunity to contribute to the evaluation seriously, in particular the staff in Budapest, Harare, Lusaka, and Moscow and from Europe in Geneva who returned evaluation questionnaires or were interviewed in person or by telephone. The inputs from staff in Africa were general as their involvement with the ILO/GTZ project had been marginal, although they had participated in activities co-sponsored by the Project. Feedback from the government of Mozambique was also received.

Stakeholders in general recognise that ILO staff are carrying out an excellent job and that they are overloaded with work and not able to cover all aspects of the project or react to the opportunities offered by it as everyone would wish. Some comments were made in relation to ILO taking too long to hire staff but recognising at the same time that the long delay was compensated for by the quality of the field staff hired.

Based on interview record review, social partners feel that the project has benefited from the efficiency of ILO's field staff and from visiting staff from sub-regional offices or HQ and have commended the ILO for its ability to select and train its staff. The data collected in Moldova and Ukraine show a high level of satisfaction with the efficiency of ILO human resources,.

Institutional resources

In Moldova and Ukraine, project staff took advantage of ILO institutional resources well and the project has a high level of recognition. The recognition enjoyed by ILO staff particularly from the Ministries of Labour, Education and Health, other social partners as well as other institutional partners and stakeholders in both countries provides a very fertile ground for the project and clear achievements are already evident – such as the already-discussed partnership work with the Private Sector and progress in joint work with the Education Sector and UNAIDS and the Health Sector in these countries.

ILO's publishing capacity has played a predominant role in ensuring the production of the large number of publications already listed under Outputs in the previous chapter and the quality of those publications in terms of content, language, diversity of languages and format.

In a project of strategic nature, institutions linked to the Project become important institutional resources. Interactions with established global financial mechanisms, other UN system organisations, international organisations, international and national NGOs have been beneficial to the Project in countries as well as in the international arena.

At field level, the capacity of social partners to engage with CCMs is still too limited for them to take full advantage of BACKUP funds particularly in the area of the informal sector or to take advantage of the co-investment framework with GFATM.

An operational weakness was identified in relation to the Project's interaction with UNDP on funding processes, as explained below.

In fact, procedures for financial transactions through UNDP have proven extremely slow and damaging to project implementation and in particular to ILO's image as an implementing organisation. Practically all activities that were financed through UNDP transfers suffered from unplanned delays putting strenuous pressure on field staff, especially when activities involved other stakeholders and ILO appeared inefficient with no reason. After validation of sources, it appears as if field staff in UNDP have trouble to apply procedural decisions taken at higher levels or as if higher-level decisions on UNDP procedures have not taken into account local needs properly, resulting in unnecessary friction between UNDP field staff and other agencies' field staff.

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Organisational resources

The examples of Moldova and Ukraine are worth studying further as models of organisational arrangements with local institutions and the media.

In both countries, the project has established fruitful collaboration with national organisations of PLWHA. Although there is frequent dialogue and PLWHA participate in ILO promoted training as facilitators, it is possible to see that many PLWHA do not always understand the role of ILO as primarily an institutional and advisory service to its constituents as well as a knowledge-sharing institution. Although the discussion on rights at the workplace and needs for legislation reform is fruitful and has helped ILO social partners to make valuable inputs toward legislation reform in these two countries, the number of civil society organisations providing field services seems to create expectations that ILO can supply direct service to individuals or groups of individuals. In this sense, the programme may have created incorrect expectations amongst PLWHA by not explaining its role more explicitly to this group.

In terms of project advocacy and exposure to the public, the Ukrainian experience of relations with the media appears to be very effective and worth replicating in other countries:

The ILO National Correspondent, taking advantage of being a well-known figure in labour relations and government affairs in Ukraine, created an ILO Press Club to which about 40 journalists from the press, radio and television have adhered. This has created a rewarding institutional relationship between the ILO and the media in Ukraine. Press conferences are planned by the ILO office on topics of public interest with adequate frequency. During the evaluation visit to Kiev, one of these press conferences took place. Although planned for one hour, it lasted about one and a half hours and the journalists' interest in the panel of experts ILO had put together was extremely high. Questions were constructive and more than 90% of the journalists present at the beginning of the conference, including two television channels, remained in the room until the end. Although in this case, the topic of the conference did not concern the evaluation topic, the ILO/GTZ project on HIV/AIDS workplace policies and programmes enjoys the same media advantage in Ukraine.

The number of staff is reduced in both countries and HIV/AIDS focal points are becoming overwhelmed as the Project develops.

Financial resources

All financial transactions recorded on the project account were reviewed and analysed by budget line according to the ILO accounting system. Annex F shows the results of this analysis.

The 4-year budget⁴⁰ of USD 2'513'000 included in the Project Document provided with the evaluation documentation (See Annex C) includes an initial budget of USD 1'513'000 – which was understood by the evaluation to be budget to cover the first two years – and an annex budget of USD 1'000'000. The expenditure data was used to assess progress and major expenditure trends, but no intent was made to carry out an accounting audit which was not the purpose of the evaluation and was not requested in the TOR. No evidence was found to match USD expenditure with the amount granted in EUR and the 4-year USD budget provided was used as the reference budget, the accounting data for expenditure provided by PARDEV being used to match it year by year.

The 4-year budget contains only four major lines: Staff resources, Substantive activities, Programme Support and Monitoring & Evaluation. ILO's accounting system contains nine major expenditure lines: Staff costs, Seminars, Travel, Programme support, Administrative support, External Collaborators, National Experts, Equipment & Furniture and Miscellaneous. Since minor lines in the budget are different from ILO accounting lines, it was impossible to trace expenditure according to the established budget. This could be possible, however, if a fully-fledged accounting audit was carried out.

An overall view shows that the initial budget was over-optimistic about initial expenditure as the reality shows that expenditure is more or less stable throughout the project implementation with a slight low in 2005 and a significant increase in 2006 (See Annex F, Charts 1 and 2).

⁴⁰ It was noted that the 4-year budget was drawn up in two parts, an original budget of USD 1'513'000 against a grand of EUR 1'500'000 and an increased annex budget of USD 1'000'000 against an increase in the grant to EUR 2'500'000.

To carry out a consistent analysis, some of the ILO budget lines were combined into appropriate groups in order to show comparative budget and expenditure trends. Apart from the delayed budget implementation during the first two years, budget lines are fairly well respected throughout the project period (See Annex F, Charts 3 to 8).

An analysis of the volume of expenditure during the first quarter of 2007 shows that if the trend of expenditure in 2007 continues the same until the end of the 2nd quarter, the overall project budgetary efficiency in relation to expenditure would be 99.9%, leaving a marginal surplus of 0.1% at the end of June 2007 (See Annex F, Chart 9).

On the operational side, interviews in person or by telephone indicate that there are varying degrees of dissatisfaction amongst field staff with delays in transfer of funds. Most intimated that they cannot understand why some of the project transfers can be so much delayed in the era of electronic communications or in comparison with transfers operated by private services. They feel that delays in financial transfers damage ILO's image in the field. Since the group of people providing these comments is small and opinions are varied in degree, no statistical significance of any type of opinion in particular can be applied. However, after validation of the sources, these complaints refer to internal process and are different to those previously expressed in relation to UNDP procedures.



Effectiveness of Management

The project objectives set very few requirements for a project management system and rely on ILO's systems to manage the Project. The Project has been managed by GTZ's seconded technical expert who joined ILO in April 2003 as Project Manager together with other tasks related to the ILO/GTZ partnership. The project's global management team was then composed of the Project Manager, a Research Assistant and a part-time secretary. Financial procedures and other programme and administrative tasks were assured by HIV/AIDS programme support. Despite the absence of such a separate project management system, the evaluation could identify evidence of every activity or process assessed through the general ILO administration systems and the operational records kept by Project Management.

Project staff show a high level of operational capabilities and the list of project activities and products identified during the evaluations proves this. At the same time, project staff rely on ILO's services for project accounting and financial reporting without having to organise or make use of to a separate accounting system. Financial management is supervised by ILO/HIV/AIDS Programme's own TC and Advisory Services Coordination systems and supported by the Programme's financial staff. ILO's sub-regional and national office system close the circle implementing activities jointly designed with Project Management.

ILO's Technical Collaboration services allow coordination with technical departments that provide assistance to projects as needed and close monitoring of project activities, through the departments and specific units involved within the ILO; thus, records can be found for each activity implemented. In addition, project staff keep references and records of ongoing plans and activities.

Since the project management team at HQ is rather small, the team's efficiency requires only a few simple management procedures and good communications amongst project staff. This is continuously improving as communication links and proximity of offices has been considerably improved during the last period of project operations. Communications are usually quite efficient in spite of frequent duty travel, thanks to ILO/HIV/AIDS solid base of administrative support staff and ILO internet and intranet systems.

Inter-project and inter-donor coordination are assured by ILO/HIV/AIDS Director's office in close collaboration with Technical Cooperation and Advisory Services Coordination and other donor-seconded experts and their teams.

At field level, some staff cover multiple ILO tasks not necessarily funded by one specific donor unless specifically assigned in such terms, although in the cases of Moldova and Ukraine, the ILO/HIV/AIDS Focal Points have been occupied fully on programme issues since the project formally started in those countries. Focal Points at sub-regional levels like in Budapest and Moscow cover various projects funded by various donor. The evaluation visit to Moldova and Ukraine could also see evidence that as the national projects start to have major impact, the roles of the HIV/AIDS Focal points begin to expand beyond the project boundaries.

Opinions about the Effectiveness of Management at field level are particularly high. Most of the people interviewed in Moldova and Ukraine have a high opinion of the professional level of ILO national staff and of their efficiency. Observations of each situation indicate that the efficiency shown by these offices depends primarily from the judicious choice ILO exercised in selecting the staff in the field.

Field staff are particularly well organised and monitor processes and projects efficiently. Offices and filing systems are well organised and institutional relations with partners and constituents managed at a high level of professionalism. Social partner and stakeholder interviewees in the field showed a high degree of satisfaction with ILO national staff and relate to them as partners and feel that all partners turn to each other and rely on each other as needed. However, it is evident that field staff in Moldova and Ukraine are overwhelmed with activities and could not cope with additional work.

Each of the results of the voluntary ratings given by interviewees in Moldova and Ukraine show significantly high levels of satisfaction on efficiency and effectiveness of planning and delivery. The combined result on 53 interviewees shows that 81.1% of them volunteered opinions about this item and that 90.7% of them consider that the efficiency and effectiveness of planning and delivery is either high or extremely high.

Monitoring Systems

Project Management introduced a Monitoring & Evaluation tool to help monitor implementation at global level. The tool is designed on Excel and allowed Project Management to plan activities within a time perspective. This helped to follow them up and prepare the six-monthly reports.

Since the original Project Documents, although structured approximately according to LFA requirements, is drafted as a strategic proposal rather than as a field operating project – which was considered acceptable for evaluation as a strategy for implementation and not as a strict LFA project – no indicators of achievement were ever defined, nor were any other measurement parameters defined.

A more refined global project management monitoring system would have helped the evaluation to measure the implementation of the Partnership strategy more closely, but in its absence, the evaluation attempted to elucidate changes in the field and impact of project implementation. These have already been discussed in the previous chapter entitled Progress and Effectiveness and will be referred to again in the next chapter on Impact and Sustainability.

The increase in number of projects and field activities today places new pressures on HQ project management and administrative staff. The number of activities in ILO/GTZ project management staff must be involved, including workshops, inter-agency relations and travel does not allow them to keep abreast of all administrative processes without an improved Project Monitoring & Evaluation system to facilitate the support by well-coordinated administrative staff. The rate at which this pressure is increasing requires further attention to this issue for future development.



Impact and Sustainability

The main change as a result of the project – in collaboration with other projects – is without doubt a change in the way governments are handling the problem of HIV/AIDS. The ILO project on HIV/AIDS workplace policies and programmes has made a radical impact on the way the pandemic and its effects in the world of work are understood. From purely health systems concerns, the project has opened the eyes of decision-makers about the need to set new priorities and in particular it is having an impact on the revision and reform of labour legislation in specific countries.

Reform inputs are being worked out through social partners and in particular tripartite schemes. In fact, in the countries where the project has been implemented parliaments are practically ready to pass new legislation, not only to protect basic rights, but also to promote solutions for enterprises in view of epidemiological trend estimations affecting critical sectors on national economies.

In countries that are emerging from centralised economies as is the case for Moldova and Ukraine, although many traditions still remain, key decision-makers have gone through basic training and they themselves recognise the need for changing attitudes, legislation and operational systems in industry and business to adjust to the requirements of HIV/AIDS not only for prevention, but also for care and working with PLWHA.

The project has created a huge increase in interest for knowledge and exchange of experiences in search of applicable solutions. Those who have participated in training processes realise that exposure to training makes a much greater impact in changing attitudes than just disseminating printed materials, and urge the project to expand and involve other levels of society in training even when the present work at higher levels may not yet be completely finished. These statements correspond to opinions collected from high-level ministerial staff and tripartite leaders.

More specific measurement of training impact will be obtained through Workplace programmes started in Moldova and Ukraine, which are designed to measure their own impact of the populations involved. So, within the next two years, comparable trends of the effects and results of implementation of such programmes will be in hand.

Expectations for programme development and expansion are considerable while sustainability from the national standpoint is weak given economic conditions in the countries where the project is taking place. Co-investment solutions are still in their beginnings and a new cycle of well-targeted projects is required in this direction.

Tripartite mechanisms in Moldova and Ukraine exist and there is increasing awareness of the need to take concrete action on HIV/AIDS workplace policies and programmes, but opinions differ amongst social partners about the solutions to implement, even if they all seem to agree on the principles stated in the ILO Code of Practices. Cultural and political traditions tend to clash with new approaches, and economic interests. Existing assumptions of various degrees about solutions or constraints of market-economy models and current political instability add to the complexity of the situation and slow down decision-making processes.

While great advances and concrete impact have been achieved in a short time, the important challenge that lies ahead is to transfer project ownership to national constituents, partners and stakeholders. Operational links established between social partners and stakeholders are amongst the most critical elements required to be sustained to ensure successful HIV/AIDS workplace policies and programmes.

So far, although impact is considerable especially amongst social partners, the involvement of other international agencies and NGOs is rather informal. Action depends on the inputs generated by the ILO national staff or representatives of member-states, either as a response to requests from constituents or stakeholders or as plans develop in combination with ILO HIV/AIDS Programme.

For the time being, field staff, social partners and stakeholders have difficulties to perceive how long the project will be sustained with external funds. This creates insecurity amongst staff and stakeholders and creates fear of seeing the considerable progress achieved come to nothing.

At the same time, in countries where there are low public resources and low private investments, public sector officials and the public in general have high assumptions that international agency programmes will bring considerable investment in HIV/AIDS workplace policies and programmes and sustain infrastructures and human resources for a long or indefinite time.

The mid-term evaluation carried out by DFID – already mentioned in the previous chapter Process – points out at that time that “*ILO partners are not yet fully mobilised*” to take advantage of the important strategic opportunities created by the co-investment strategy within the GTZ's BACKUP partnership. Although the access to external opportunities has been seen in Moldova and Ukraine, it has been also mentioned several times in this paper that decision-makers and social-partner leaders are in need of more information and guidance about ways to access external funding through international partnerships.

The above goes in parallel with a consistent degree of expectations for greater transparency in the project design that was perceived during evaluation interviews, together with the desire amongst international stakeholders to create greater awareness of national responsibilities for implementation and greater local ownership of projects, added to a need for reduced dependency and reduced assumptions on unconditional funding.

This implies that further common strategies be designed amongst donors to facilitate the access to international funding and to strengthen ownership at national level in view of a sustainable future.



Conclusions

1. Integration

The project is well-integrated into the activities of ILO's HIV/AIDS Programme and therefore coordination and complementary interaction with other donor projects so far is effective. The increase in the number and scope of future projects will require, however, a more streamlined operational system to ensure effective integration of all projects. This issue is further discussed below under Management capacities and arrangements.

2. Achievement of objectives

- a. The project has provided training and advisory services not only to the selected countries but beyond, through participation in a number of international activities and conferences listed in the chapter on Progress and Effectiveness, section Chronological Progress of Activities. Through the dissemination of information, publications, development of Models and training, the project has contributed to developing concrete alternatives towards the elaboration, strengthening and development of HIV/AIDS workplace policies and programmes in countries and particularly in Moldova and Ukraine.
- b. The outputs listed in Annex E are the best proof of project achievements in improving public understanding of the economic and social impact of HIV/AIDS as well as providing sound a basis for advisory services on planning, strategy development and implementation of Workplace Policies and Programmes.
- c. The above achievements also contribute to helping policy-makers, planners and enterprise managers to become active in the process of developing and putting in place HIV/AIDS Workplace Policies and Programmes as well as to identify, analyse and replicate best practices and expand the application of effective interventions.
- d. The concerns and implications of working with PLWHA, and the needs to strengthen prevention and resolve the financial burdens of treatment have been brought up at the highest levels of the governments in countries where the project has been developed, and ways have been devised to boost the participation of ILO social partners in national coordinating mechanisms and in the development of PPP.

3. Strategic gains

The above-stated achievements are consistent evidence of the strategic dimension of the project. Although the ILO programme has a large scope with the support of many donors, the ILO/GTZ project has filled strategic gaps – for example, the experience gained in working on the issue of HIV/AIDS in the workplace with the Education sector and with social partners in post-Soviet environments such as in Moldova and Ukraine.

Specific desk-research and field inputs leading to publications on the correlation between HIV/AIDS, work and development are re-directing decision-makers' understanding of the pandemic from a purely health-system context to realistic economic and social implications and the critical role the workplace can play in mitigating the economic and social disaster that the impact of HIV/AIDS can cause.

The opportune translation of the ILO Code or its Manual of application into critical languages as stated in the chapter on Progress and Effectiveness has set the ground for further action in countries where those languages are the main or only way of communication.

4. Constituents' satisfaction and interaction improvements

Constituent representatives interviewed in Moldova and Ukraine show a high degree of satisfaction with the project and with the opportunities it has created for consistent achievements for each of the tripartite partners:

- Trade unions have uncovered a new field of action to assert workers' rights and influence legislation reform;

- Employers see an opportunity to improve relations with staff at the start of process and are starting to be concerned about eventual labour supply shortages and are beginning to develop concrete efforts on prevention;
- Governments are beginning to realise the huge socio-economic implications an uncontrolled HIV/AIDS epidemic could have and are opening up interactions with ILO constituents as well as with civil society as well as re-directing their own resources to catch up with research and legislation reform, not only on issues affecting the traditional labour environment, but on practically all aspects affecting society.

A beneficial result of project implementation reported by many of the interviewees during the evaluation, not only in Central Europe but also in Africa and ILO regional and global staff, is that involving social partners in discussion about HIV/AIDS workplace policies and programmes has created genuine collaboration between most employers and trade unions involved in the project contrasting with the traditional tensions of collective bargaining. However, traditional positioning on both sides does remain strong.

5. Management capacities and arrangements

The potential of management capacities is anchored to staff capabilities and systems. Current project staff although limited in numbers have been well selected and have a high level of motivation and expertise. Field staff especially, have demonstrated a considerable capacity for work and high levels of professionalism. ILO systems, although well-developed and secure cannot always cope with project requirements and exceptions to standard procedures are sometimes necessary.

Thanks to the ILO/GTZ project's flexible approach the ILO HIV/AIDS Programme was able to establish and strengthen the institutional interactions required to bring the situation of HIV/AIDS and the world of work to a predominant position world-wide very rapidly. The project supported the ILO/HIV/AIDS Programme's participation in multiple expert panels and international conferences to take advantage of opportunities within the context of Global Financing Mechanisms such as the GFATM, The World Bank as well as strengthening interagency coordination with UNAIDS, UNDP, WHO and with Country Coordinating Mechanisms.

This flexible approach also generated a multiplicity of activities which in turn created high levels of motivation in Central and Eastern Europe and in particular in Moldova and Ukraine. As activities and projects increase in number and scope the current management capacities and arrangements may not be sufficient to cope with such an increase and an internal review of the project management system and arrangements appears necessary.

6. Sustainability of achievements

While achievements are considerable and ILO's capability to sustain them is strong in reference to interactions with social partners and international institutional networks, sustainability of project achievements at field level cannot be guaranteed without confirmed commitment from national constituents and stakeholders.

The project has only just placed the corner-stone on which to build and created the necessary motivation on which to produce lasting changes. Information and mechanisms to support Public-Private Partnerships are still insufficient to create significant impact although high expectations exist.

The current increase in activities in Moldova and Ukraine places significantly greater demands on national ILO staff which is rapidly becoming insufficient to respond to all of them with a risk to effective project implementation.



Recommendations

1. Ensuring project impact

- a. Awareness raising: The achievements in raising awareness throughout key decision-making circles having an effect on the workplace in countries such as Moldova, Ukraine and countries that benefited from the project (see Chronological Progress of Activities, Annex D and Outputs, Annex E) need to be followed up in three directions to:
 - i. ensure that the progress made towards reform is sustained and succeeds in introducing reform as desired;
 - ii. ensure that the process of training trainers is increased and sustained;
 - iii. sustain the awareness achieved about HIV/AIDS and the world of work amongst leaders with wide-spread dissemination of knowledge and information about HIV/AIDS workplace policies and programmes throughout the structures of the labour market.
- b. Clarifying the role of ILO: through interviews of stakeholders beyond the circle of ILO social partners it was evident that many people do not understand well the role of ILO and tend to misinterpret it assuming that ILO can act either as an emergency relief organisation or as a regulatory organisation with power to sanction institutions within a country. It is recommended that the Programme systematically include – in its advocacy and publicity papers – a clear explanation of the role of ILO in countries and in the world to avoid misunderstandings and wrong expectations from those who are not sufficiently acquainted with the ILO.
- c. Knowledge and information-sharing: Traditional training on HIV/AIDS in the world of work although considered the best method to influence attitudinal change has its limits. Greater use of the media is recommended, and of the potential of increasing interconnectivity, particularly amongst people in the age of higher risk, through wider use of the Internet with dynamic project websites.
- d. Sustainability: sustainable structures for HIV/AIDS workplace policies and programmes need to be developed at national levels outside the ILO where ILO constituents, stakeholders and civil society interact efficiently and according to national interests and situations. These should also include the creation of sustainable processes, guidance and mechanisms for Public-Private Partnerships within reach of interested parties. ILO can then, maintain its advisory supporting role.

2. Strategic steps

The development of HIV/AIDS workplace policies and programmes are usually confronted with common situations of lack of leadership awareness about the implications of the pandemic, and with varying effects of the latter such as inadequate legislation, incorrect assumptions about the problem and about the people affected by it and difficulties to obtain sustainable resources to help mitigate the negative effects of the problem

At the same time, the situation of HIV/AIDS at the workplace varies considerably from country to country not only due to epidemiological trends but to a great degree due to cultural principles, national issues, political traditions, the interaction between social partners and even the role of influential people in the country. Learning from best practice is helpful to adapt and develop approaches but is not enough until nationals from all circles of knowledge and activities related to the workplace start working together

High-level conferences with social partners and all stakeholders and civil society related to the challenges of HIV/AIDS in the world of work are recommended to be held in all countries where the project has reached the level of leadership awareness. The objective of these high-level conferences should be to set up appropriate and sustainable national operating structures and systems and to obtain the commitment of stakeholders in sustaining national processes.

3. Social-partner interaction

It is recommended that Models of successful social-partner interactions be identified in countries where the programme has made major inroads. Cases of best practice should be made known to those who could replicate them in their own national environments and adaptation and replication of successful cases and best practices be promoted and publicised.

4. Management capacities and arrangements

- a. Internal operations: As activities increase in number and scope, the ILO efficient mechanisms for documentation, budget management and controlled decision-making will need in addition a streamlined operational process management and monitoring support to keep up with the pace of activity timetables, facilitate internal communications, avoid bottle-necks and at the same time ensure transparent operational information on all projects so that managerial staff in HQ and in the field can have information on progress and operations at their fingertips.
- b. UNDP services for fund transfers: as explained in the chapter on Efficiency of Resource Use, delays in transactions through UNDP have proven extremely damaging to programme implementation and in particular to ILO's image as an implementing organisation. Apparently, there is little understanding by UNDP field staff about the impact of UNDP services to other UN organisations. Repeated requests by ILO staff about accelerating procedures seem to be creating further misunderstandings between agency staff from both sides. It is recommended that the Programme bring up the issue to ILO Management so that in turn, serious discussion with UNDP are started to avoid repetition of these situations and to accelerate transfers to reasonable time-frames comparable with private financial services.
- c. Transfers of funds: as mentioned in the chapter on Efficiency of Resource Use, varied degrees of dissatisfaction amongst field staff were identified about delays in transfer of funds (in relation to ILO/HQ procedures – no relation to the above-explained UNDP process). When asked about possible causes, interviewees indicated that they feel there is lack of clear procedures to define priorities on the execution and monitoring of financial transfers within the Programme's operational systems. The operational process management and monitoring support recommended under a. above would also be a solution to avoid these flaws and ensure a more timely and efficient implementation of projects.
- d. Project Monitoring and Evaluation: it is recommended that – if the project is extended – the current Monitoring & Evaluation tool being used by the Project be further developed in line with the LFA Project Management approach. The current Excel file could be expanded to add specificity to objectives using the "SMART"⁴¹ technique, segregating objectives by country project and applying the logical framework and dynamic timetables to facilitate the process of project management, monitoring and evaluation. Overall strategic aspects of the ILO/GTZ partnership could also profit from this approach.



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⁴¹ SMART technique: "Objectives must be Specific, Measurable, Achievable, Realistic and Time-related" – Peter Drucker.

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