



# Evaluation Summaries

## Evaluation: Workplace Education Programme on HIV/AIDS and the World of Work

### Quick Facts

**Country:** Togo

**Final Evaluation:** October 2006

**Mode of Evaluation:** Independent

**Technical Area:** HIV/AIDS

**Evaluation Management:** Maurizio Bussi,  
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**Evaluation Team:** Christian Bugnion,  
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**Project Start:** August 2003

**Project End:** December 2006

**Project Code:** TOG/03/05/USA

**Donor:** The United States (425,967 US\$)

### Background & Context

#### Summary of the project purpose, logic and structure

The National Strategic Plan (NSP) elaborated for 2001-2005 provided the strategic orientation to respond to the HIV/AIDS epidemic in Togo. However, the workplace component was yet to be addressed clearly with a specific role for the Ministry of Labour alongside other multi-sectoral plans. Workers' and employers' organizations were involved in a limited manner in HIV/AIDS prevention activities. Against this background, USDOL and ILO have formulated this project to support the national authorities in their endeavours for the prevention of HIV/AIDS in the world of work, the enhancement of workplace protection and the reduction of the

adverse consequences on social, labour and economic development.

The overall strategy was to increase the capacity of the ILO's tripartite constituents to design and implement workplace HIV/AIDS prevention policies and programmes. The strategy built upon the ILO's comparative advantage in advocacy and policy development particularly drawing on the Code of Practice on HIV/AIDS and the World of Work. Specific target groups, both in the formal and informal economy, were identified and specific training and behaviour change communication programmes adapted for them. The project was carried out in collaboration with the UN Theme Group on HIV/AIDS and local NGOs.

#### Present situation of project

The project started operations in February 2004. Since the mid-term internal evaluation in September 2005, the project has maintained dynamic progress in delivering the activities set out in its action plan, namely the training of trainers among the tripartite constituents, the training of peer educators in the peer educators in the eight partner workplaces; ongoing advocacy vis-à-vis various actors and stakeholders to raise awareness of the problem of HIV/AIDS in the workplace; development/production of promotional and educational material, promotion of the new national policy and legal framework as regards to HIV/AIDS and the world of work (dissemination of the tripartite declaration and the HIV/AIDS law of 2005); and the continuation of radio and television broadcasts

by the National Project Coordinator (NPC) and launch of a newspaper in collaboration with an NGO.

### **Purpose, scope and objectives of the evaluation**

The purpose of the final evaluation is to determine if the project has achieved its stated objectives, assess the impact of the project in terms of sustained improvements achieved, document good practices that could be used as models for activities in other projects, and recommend the next steps needed to ensure the sustainability and future effectiveness of project interventions to the ILO, donors, and national stakeholders.

### **Methodology of evaluation**

The evaluation team used a multi-criteria method which included the review of the relevant documents provided by the ILO and the project, pre-trip consultations with ILO backstopping officers in Geneva and with representatives of the US Department of Labor (USDOL) by telephone, individual and group meetings with key informants and peer educators in the field, in accordance with interview checklists as annexed and interview agendas prepared by the NPC at the request of the ILO in accordance with the evaluation methodology, and observation in the workplace.

## **Main Findings & Conclusions**

All key informants, both tripartite constituents and workers in their workplace, have confirmed the relevance of the project strategy and the approach followed. At national level and for the first time, the strategy has led the state, employers and workers to discuss at the same table the issue of HIV/AIDS in the workplace. The strategy has led the tripartite constituents to:

Take note of the importance and the need to have a specific programme regarding HIV/AIDS in the workplace,

Sign a tripartite declaration on this subject,

Influence the text of the new law promulgated in 2005 in order to include workers' protection at their workplace,

Work jointly to recognize and incorporate this aspect in the new national strategic framework 2006 – 2010.

Within partner enterprises, the strategy filled a gap. HIV/AIDS problems did exist, but no one knew how to include this problem at the workplace,

It also raised awareness of the importance and need for a specific HIV/AIDS education programme in the workplace of all partner enterprises, involving all staff from the managers to the casual workers,

The strategy also led to the development of policies and programmes within the enterprises, and gave sufficient flexibility to be adapted to each enterprise's specific needs despite the difference amongst sectors and enterprises (mining, hotels, and brewery).

### *Impact on project beneficiaries*

Direct project beneficiaries, e.g. workers and partner enterprises as described in the strategic framework, have clearly had a positive reaction to the introduction of this project in partner enterprises and in the informal sector. However substantial time was necessary to establish the workplace structures (Joint Committees), train workers and develop a specific policy and plan of action in the partner enterprises. Nonetheless it may be too early to speak of impact at this stage, although the results from the impact survey do show an important quantifiable, positive change in knowledge, attitude and behaviour. Although the positive change has equally taken place in the informal sector, it is more difficult to appraise to what degree this has happened.

### *Results and achievements*

The evaluation recognizes that the project has reached practically all of the objectives mentioned in the strategic framework. Details by objective and sub-objective are developed in the body of the report. Furthermore, a strong demand for an extension of the project from other sectors has been felt. The NPC has a list of 34 other enterprises from different sectors, which show interest in the project.

### *The project strategy*

The project strategy was judged to be excellent by the key informants interviewed. This is based on:

- a strong technical and conceptual approach, with important supports (such as the strategic framework, the Performance Monitoring Plan (PMP) developed with the support of Management Systems International (MSI), the work plan, etc.) which give the strategy a sound base;
- knowledge of and adaptation to the specific context of Togo, with an open and participatory methodology which allowed the stakeholders to take ownership of the strategy, while leaving room for it to be adapted within each enterprise as appropriate;
- realistic targeting of beneficiaries, taking into account the innovative and pilot nature of the project and the limited budget.

It should also be recalled that the project strategy led to discussions and agreements with the tripartite constituents, which is a first in Togo, since never before this project did the tripartite constituents meet round a table to discuss the problem of HIV/AIDS in the workplace. It is thus a pioneering strategy for Togo in the fight against HIV/AIDS in the workplace. This strategy has helped to raise collective awareness at all levels (State, trade unions, employers, and workplace).

### *Conclusions*

The project strategy remains valid in the present context. However there is a strong demand from government authorities, trade unions and, indeed, employers to extend the strategy to many other sectors. While this project targeted eight pilot enterprises with an aggregated workforce of 4,271 workers, the NPC received requests from 34 other enterprises in the formal sector, which shows the interest and possibility of considerable cover of all the sectors by replicating the project strategy with other stakeholders.

### **Main recommendations and follow-up**

At the time the present evaluation is being undertaken, there is no additional funding to ensure the continuation of the project or part of the project activities. Therefore in the final two months priority must be given to ensuring the continuation of the project. Although some of the activities, particularly those undertaken within partner enterprises, may be able to continue beyond the end date of the project, it is strongly recommended that the project continues for a new period in order to consolidate its achievements.

### *Recommendations*

In the absence of financing to continue the project or its activities three months before it ends, it is difficult to make recommendations, as their applicability depends on the level of resources available. However, the validity of the strategy and the approach adopted by the project suggest that, if possible, it should extend its activities to a larger number of sectors including other groups in the informal economy. This will enable the project's achievements to be consolidated and a better assessment made of its real sustainable impact.

### **Important lessons learned**

Despite the abilities of the NPC, the project would not have been successful and achieved the same results without the active participation and taking ownership by the tripartite constituents and the partner enterprises. The participatory process whereby the tripartite constituents were enabled to contribute to the project, the quality and support of the members of the PAB also made a crucial contribution to the NPC's efforts. In the enterprises, the active participation of employers and workers contributed to the results achieved thanks to their involvement from the beginning of the project.

The project should include a public relations component in order to ensure better project visibility. Visibility is often linked to the capacity to obtain additional financing.

Another lesson relates to the concept of sustainability. This was not defined by the project document, and gave rise to different interpretations. Projects are not sustainable by definition as they have a life cycle. However the activities and benefits can continue after the end of the project if a transfer of ownership and a hand-over have been planned, and other resources can be allocated to the activities from different sources. While the project envisaged a sustainability plan in order to obtain additional funding after the end of the USDOL financing, the plan did not identify the manner in which transfer of ownership, hand-over and additional resources could be obtained and to what extent. The ILO seems often to be regarded as a donor which reinforce the hope the ILO might have additional funds for the project and false expectations by the stakeholders as to the ILO's capacity to ensure the continuation of the project when the USDOL financing ends. The concept of sustainability therefore needs to be better defined and, thereby, the ILO's role after project duration in order not to raise false hopes.