

HIV/AIDS under surveillance in DLA

...whether you like it or not HIV/AIDS is here to infect, affect, destroy and kill. This monster knows no limits. It does not have respect for families, neither does have it for schools. Any institution or organisation, big or small, it penetrates. It does not discriminate rich or poor, one song it sings. The one recorded number one objective for this monster is to kill.

Monitoring and Evaluation directorate in collaboration with HIV/AIDS Unit realised a need to develop tools to monitor HIV/AIDS. Indicators were developed to monitor strategies used in the department for the awareness on HIV/AIDS. HIV/AIDS Unit has in the past and now been involved in awareness campaigns. Policy was also developed for the department looking at HIV/AIDS. The policy gives guidance on HIV/AIDS at the workplace and even beyond, it targets the Land Reform Beneficiaries.

Indicators are developed as one way of determining how much the campaigns impact to the staff as well as to the beneficiaries. For the development of the indicators policy objective were considered. Interviews were conducted (random sapling) from the top management to the staff members in the department. HIV/AIDS coordinators were also involved. A day's workshop was organised for more information. Documentation already in the HIV/AIDS unit was considered.

Take a look at the study findings.

Nice reading

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Background and introduction to this project

Introduction to this report

This report addresses the need for the DLA's HIV/AIDS program to develop tools and instruments for assessing its performance.

The report was prepared as part of a project undertaken in collaboration between the AIDS unit, a sub-directorate of the Organisational Development Directorate, and the Monitoring and Evaluation (M&E) Directorate.

The role of monitoring and evaluation in program and project management

Monitoring and Evaluation is a strategic approach to program and project management that emphasises the formulation of simple, useful plans.

The main purpose of such plans is be that they should provide a “map” of the strategy to be followed with milestones for measuring progress along the intended route.

Monitoring and evaluation thus requires that any kind of concerted and effective development intervention needs to have a clearly defined program plan that defines what results are to be achieved and how they should be measured.

The development of a sound M&E strategy is thus a foundation for effective program and project management and is the starting point for making effective use of limited development resources.

Overview of the DLA HIV/AIDS program

Introduction to the DLA HIV/AIDS Program

The DLA HIV/AIDS program has been running formally since May 1999 with the appointment of a full time Assistant Director dedicated to the program.

Activities of the unit started in 1998 when a temporary worker was contracted.

The Assistant Director remains the only staff member appointed to the program. A temporary assistant helped with administrative matters for six weeks from April and May of 2001.

The DLA HIV/AIDS program has been successful in securing a R1,2 million budget for the unit.

According to the Business Plan the objectives of the Program are to:

- Limit the spread of the disease
- Limit suffering as a result of the disease.
- Mobilise staff, beneficiaries and partners.

Results to be achieved through the program

The Business Plan lists the following results to be achieved through the program:

- Getting management to participate in the HIV AIDS Program and activities
- Ensuring that AIDS-related activities become a KPA for all DLA staff
- Securing inter-departmental cooperation and planning
- Developing, adopting, disseminating and implementing an AIDS policy for the department.
- Establishing partnership with all spheres of government and the private sector
- Ensuring that management implements the HIV AIDS strategy
- Mobilising and supporting beneficiaries.
- Mobilising partners to strengthen and support the beneficiary program

Results achieved to date

In terms of the intended results listed above the following should be noted with regard to each:

PLANNED

- Getting management to participate in the HIV AIDS Program and activities

ACHIEVED

It was difficult to assess progress in this area but the sense gained from the interactions was that management is still not committed to acting personally on the AIDS issue although there has been a significant budgetary and organisational commitment.

- Ensuring that AIDS-related activities become a KPA for all DLA staff
Once again no empirical study has been undertaken but the consultant's sense is that this has not been achieved but that this is not a realistic result to be achieved through the program. This view was also expressed by a number of managers who cautioned against making AIDS work a performance assessment criterion for land reform workers. This matter is addressed later in this report.
- Securing inter-departmental cooperation and planning
DLA has participated extensively in the Inter Departmental Committee process and has gained through its exposure there. More could perhaps be done to share the benefits of these interactions with others in the DLA.
- Developing, adopting, disseminating and implementing an AIDS policy for the department.
A good and progressive policy has been adopted and disseminated in the Department, although few staff members are familiar with its contents.
- Establishing partnership with all spheres of government and the private sector
This result area has not been achieved. It is not clear that it should be expressed as an intended results without considering the purpose and benefits of partnership arrangements.
- Ensuring that management implements the HIV AIDS strategy
This has not been achieved. It is not clear that this is a realistic results area to be achieved by the program. Exactly what is entailed in implementing the strategy has not been clear until now, although this is addressed by the formulation of the Departmental AIDS policy.
- Mobilising and supporting beneficiaries.
Very little work has been done to provide services or support to beneficiaries and this is not widely seen as a priority at this time. While there is just one staff member dedicated to the program, this will probably remain a poorly addressed area of activity although suggestions in this regard are made later in the report.
- Mobilising partners to strengthen and support the beneficiary program
This has not been addressed. Strategies in this regard are proposed later in this report. .

Activities undertaken as part of the program

In considering the achievements of the program it is also important to consider the activities undertaken by the program. These have included the following:

DATE	ACTIVITY
February 2000	Condom Week
March 2000	Human Rights Day Copper Coin Event
May 2000	Candlelight Memorial
August 2000	AIDS Committee launched Launch of AIDS policy
December 2000	World AIDS Day

As part of the program ongoing training to DLA staff has formed a major activity in the program. Three hundred and twenty one staff members have been trained in the program to date.

This includes:
Training to many components of the Department,

ACHIEVABLES

- The program has also overseen the distribution of 10 000 condoms per month throughout the Department.
- Distribution of dispensing boxes (condocans) to provincial offices.
- The program has also been involved in Lift News (information update pamphlets stuck up in office lifts).
- Pamphlet and poster distribution.
- Regular use of the intranet to provide information and news on AIDS related issues.

Achievements and challenges

The HIV / AIDS Program has put the issue of AIDS on the Departmental Executive Committee agenda and has managed to achieve basic results that will stand it in good stead.

The Coordinator has particularly displayed enormous energy and integrity in executing her responsibilities.

An additional important result that has been achieved relates to the formation of provincial AIDS Committees. While many of these are only partially active they are the basis for future activities to be undertaken as part of the program.

Also discussed further in the following chapter is the programs' achievement in creating a sense of the crisis presented by the AIDS epidemic. This awareness of AIDS as a result – even if only partially - of the work of the HIV / AIDS program is an important achievement.

In essence the AIDS program has worked hard to put in place a basic institutional program that is ready to be developed further.

Key to this process is the identification of performance indicators, along with a monitoring strategy that will assist in advising the program coordinator.

One of the key issues facing the program is to start working properly with land reform beneficiaries, since they are currently not targeted through the program adequately at present. A pilot program was initiated in Gauteng. This would have seen beneficiaries working with a trainer from an NGO, but the pilot was not completed following the resignation of the trainer concerned.

The nature of the epidemic is such that land reform beneficiaries will be directly affected as deaths from the disease increase.

Their poor and rural character puts them in a high-risk category and it is important that ways of coping with AIDS in fragile vulnerable communities be planned for. This will require that support systems be put in place wherever possible.

Informants' perspectives on the Program

Attitudes towards the AIDS program

This section is a brief consideration of the interviews undertaken as part of this project. The section is intended to illustrate some of the attitudes taken toward the program taken by its target group.

The project consultant undertook the twelve interviews at the DLA's Pretoria National Office, the Gauteng provincial office and the Pretoria Deeds Office.

Two thirds of the interviewees were clerical and administrative workers who do not deal directly with clients. The others were planners and project workers involved in the implementation of land reform. This is consistent with the general breakdown of staffing in the department.

Most of the informants consulted were broadly positively inclined towards the HIV/AIDS program and felt that it was doing good work in raising awareness and providing information to staff members.

All staff members interviewed knew of the existence of the program and were able to express an opinion on its work. This was in many instances based on the respondents' exposure to email messages on the intranet, Lift News and their participation in events such as the launch of the AIDS policy.

Although many of the respondents had seen Lift News, few of them knew what the point of the strategy is. While none of them could specifically repeat any information gathered from it, most respondents were positive about it and thought it should continue.

Involvement in AIDS program activities

Few of the respondents had actively participated in any program activities, although some had participated in presentations and functions such as the launch of the policy mentioned above.

Provincial office staff were generally familiar with the program and all of them knew of various activities undertaken in their place of work. Many of participated on an ad hoc base and expressed admiration for the events held.

There is a racial component to responses to the program. Many white staff were reluctant and in some cases even hostile to discussing the programme.

White staff do definitely appear to be less interested and feel less affected by AIDS and the departmental programme to combat it. This would probably be true amongst other groups such as traditional land reform beneficiaries who may also be uncomfortable being addressed on such sensitive matters as sexual practice.

The communication strategy suggested later needs to identify ways of addressing sensitive matters to special audiences, although care should be taken not to prioritise the needs of people who do not want to be involved.

Staff generally felt that the events and activities that had the greatest impact were the personalised presentations and meetings held involving People With Aids: these seemed to make them recognise the reality of the problems and all staff who has participated in such events ranked them as the most powerful.

Familiarity with the Department's AIDS policy

Nearly all the respondents expressed an awareness that there is an AIDS policy for the Department and mentioned having been exposed to it at some point.

Many of the staff consulted had participated in functions held to launch the policy. However none of them were aware of the contents of this policy and could not mention issues addressed in the policy. This suggests that more information on the AIDS policy is needed and could form the basis of an ongoing communication campaign.

Suggestions for improvement

Respondents had few imaginative or innovative suggestions for improvement in the programme but those that were made included the following:

- More should be done to get people actively involved in the program on a personal level;
- More should be done to break the stereotype that only HIV+ people are involved in combating AIDS;
- The information presented by the programme could be done in a more engaging and entertaining ways using things like industrial theatre and performances
- Certain basic incorrect beliefs should not be neglected: like the belief that the disease does not exist. Too much should not be assumed.

Measuring performance in the DLA HIV/AIDS Program

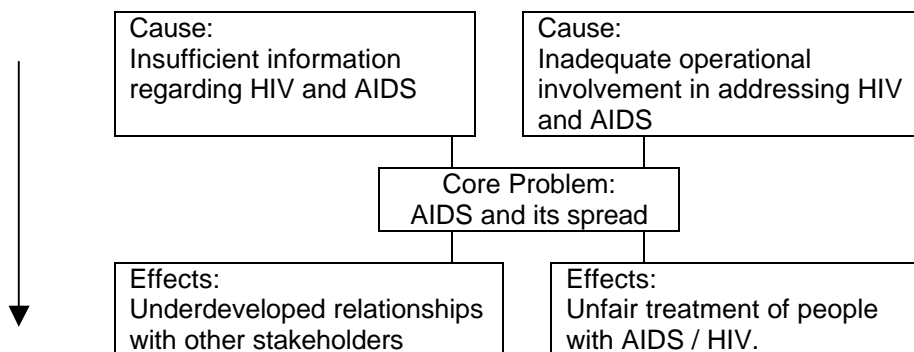
Overall monitoring and evaluation strategy

The general approach to be taken to monitoring and evaluation of the DLA AIDS / HIV program is based on the following principles:

- The program is to be structured around a commitment to achieving certain clearly defined results that are measured in terms of clearly defined performance indicators. It is to be structured around fewer result areas than is currently the case.

This will allow for greater focus and operational clarity.

- Each result area is identified by agreeing which key problems should be addressed by the program. The planning workshop undertaken as part of this project agreed that the program should address the following problems:



- Monitoring of the program should assess the extent to which these problems are addressed by the program and should be phrased as the achievement of certain results.
- Baseline information regarding the problems to be addressed should be gathered to provide a detailed picture of the current situation and data should be regularly collected to provide a current picture of the situation.
- Monitoring performance will require the systematic involvement of others (specifically AIDS Committee members) in the program and the role of the coordinator will have to shift away from direct implementation into a more managerial mode.

Some Results to be achieved through the program

Bearing the above points in mind it has been agreed that for monitoring purposes the program should be understood as having the following:

Program purpose: To reduce the spread of HIV/ AIDS amongst land reform staff and beneficiaries.

Result One: The provision of enough information to the target group to allow for greater awareness and understanding of the disease.

Result Two: Referral to service providers in order to ensure the provision of fair treatment, including care and support, to people with HIV / AIDS.

Result Three: An increase in partnerships, networking and liaison to provide better support and services to the target group

Result Four: A high degree of staff and management involvement in integrating AIDS into the business of the DLA to an appropriate level.

Possible Strategies for achieving the intended results

For planning and monitoring purpose the program is to be understood to have internal and external components.

The internal component should aim to achieve the intended results amongst **staff** and the external component should be addressing the needs of land reform **beneficiaries**.

An Annual Plan is to be prepared as the first step in implementing this framework. This should a simple and clear document that is structured around each of the DLA offices actively involved in the program. This will require the active involvement of a clearly designated official. It is suggested that the AIDS Committee comprise at least one representative in each DLA office responsible for the program in their office. This is in keeping with current practice, but the roles of these committee members should be more clearly defined and developed.

The Annual Plan should be compiled in consultation with the AIDS Committee representative designated by the manager of each office, and should essentially comprise a calendar of activities with each planned activity clearly supporting the achievement of one or more of the result areas proposed in this report.

Monitoring reports should then be oriented towards reporting on what was achieved against what was planned.

Strategies for each of the results areas could include the following:

Result One: The provision of enough information to the target group to allow for greater awareness and understanding of the disease.

INFORMATION AND AWARENESS

Internal:

A communication strategy should be prepared. This should simply list each sub group and specify how they will be reached with information. One calendar event should be planned for each month to take place in each office of the DLA nationally.

External:

Based on the communication strategy, a basic information pack for land reform beneficiaries should be prepared and distributed at all land reform related activities such as planning workshops and consultations.

Result Two: The provision of referrals to ensure fair treatment, including care and support, to people with HIV / AIDS.

REFERRALS FOR CARE AND SUPPORT

Internal:

An AIDS Committee member should be appointed in every office of the Department and should also be trained as someone who can provide information and referrals.

External:

The AIDS Committee representative could also be trained to provide training to land reform beneficiaries if requested by them. This would free planners from having to play role they expressed concern about trying to play without having been trained to do so. The AIDS Coordinator could also be freed up to concentrate on training trainers rather than training large numbers of staff herself.

Result Three: An increase in partnerships, networking and liaison to provide better support and services to the target group

PARTNERSHIPS

Internal:
Ongoing efforts should be made to link up with the PSA and NEHAWU, as well as with any other staff representative structures. Strategies for collaboration with each of them should be agreed upon.

External:
NGOs such as NLC affiliates involved in working with land reform beneficiaries should be consulted on the formulation of a joint project that supports the external information and awareness strategy identified above.

Result Four: A high degree of staff and management involvement in integrating AIDS into the core business of the DLA.

INTERGRATION INTO WORK AREAS

Internal:
The current approach such as reporting on AIDS to ExCo should be continued. A closer relationship between the Corporate Services Chief Directorate and the program should be developed.

External:
The Strategic Management Support Directorate should be approached to assist with investigating the inclusion of reference to AIDS in designation memoranda so that when planning for land reform projects takes place the matter is at least considered.

Performance indicators

Performance indicators are the measures to be used to assess progress in achieving a certain result.

The workshop proposed a number of indicators and these have been simplified so that no more than two performance indicators are proposed for each result area. Reports prepared for the programme according to the suggested formats should make specific mention of these indicators.

Result	Possible performance indicators
One	<ul style="list-style-type: none"> ▪ An increase in awareness of AIDS and HIV ▪ Number of workshops or other events held and the number (and type) of participants

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- Two**
- Accommodation of disability: changes to job descriptions or responsibilities as a result of the disease.
 - The number of referrals to other service providers.
- Three**
- Number, quality and impact of shared or joint activities.
- Four**
- Inclusion of HIV AIDS in business and strategic plans, as well as in staff PPMS plans.
 - The number, level and other details of managers participating in program activities.

Research tools

It is proposed that four instruments be used to gather the kinds of information suggested above.

INSTRUMENT ONE:

AIDS Program Activity Reports should be completed by AIDS Committee members in each office and be submitted to the Coordinator on a monthly basis.

The Coordinator should also prepare her own monthly reports.

She should maintain a file for each office (and one for her own reports) and thereby keep a record of all activities undertaken in each office on the program. The report takes the form of a register with a single entry for each activity.

The third column should be completed using the performance indicators suggested above for each result area.

Participants at events could be listed and described in racial and gender terms to assist with analysis. Estimates could also be used if necessary, but a coherent participant record should always be maintained.

Appendix one is a suggested format for this report.

INSTRUMENT TWO:

AIDS Program Quarterly Reports should be prepared by the Co-ordinator and submitted to the Director: OD. These reports should provide information relating to what has been done by the program in terms of the activities it has implemented and who has participated in or benefited from them.

The report should be compiled using the Activity Reports submitted monthly from DLA offices by the designated AIDS Committee member.

This reporting should be done in a tabular format that addresses each office in turn and lists activities in a summarised form. Each activity should not be listed but an overview provided. The report should address the achievement of results at a high level and should not be tedious.

It should provide totals for the number of people reached through the program during that period (both staff and beneficiaries).

Appendix two is a proposed format for this report.

INSTRUMENT THREE:

An Annual Attitudinal Survey should be undertaken to assess attitudes towards and understanding of the disease and changes to these over time.

This survey should also assess the levels of involvement of staff in AIDS related activities and could gather specific information such as the numbers of staff who are directly affected by the disease in one way or another.

This survey need not be a large, outsourced venture but a member of the M&E Directorate could undertake it as a small, manageable project internally. Self-completing questionnaire formats could be drafted and reused over a number of years.

INSTRUMENT FOUR:

The fourth component should be an addendum to the Annual Survey that entails an **Annual Document Review** of strategic documents produced in the DLA including project business plans, departmental business and strategic plans annual reports and other official publications.

The intention behind this survey would be to assess the degree to which AIDS and HIV are considered in these formal publications. The document review could also be undertaken internally and need not necessarily involve the use of a service provider.

A fifth component of this strategy could be the inclusion of more questions concerning AIDS and its effects in the Quality of Life Survey. This is a detailed and comprehensive, large scale survey undertaken by the M&E Directorate on a regular basis.

This should be discussed further with the project managers of the survey and the benefits and likely integrity of results carefully considered first.

Reporting and analysis

The Coordinator should prepare an **Annual Program Report** and submit it to the Director: OD.

This should draw the diverse data sets together and provide a detailed picture of what was achieved during the preceding year and what the impact of those activities was.

The focus of the report should be on assessing the extent to which the core problems addressed by the program are being solved.

The intention should be to identify areas of best practice as well as areas in need of improvement. The Annual Program Report should be a short strategic document that allows the priorities for the coming year to emerge clearly.

Final recommendations

Monitoring performance is in many ways an administrative function that involves the regular maintenance of detailed records. The program needs to now prioritise the maintenance of accurate records so that its current share of the departmental budget can be justified and even grown.

The Annual Plan should form the yardstick against which reporting should take place. Preparing this plan is a priority for the programme at this point.

The programme strategy and monitoring framework proposed here will require a shift in the role played by the Coordinator and of AIDS Committee members. The implications of what is proposed in this document need to be carefully considered.

If it is expecting too much of AIDS Committee members to play the kind of role suggested here, this should be determined and an alternative approach sought.

The Coordinator will also need to become less of a direct worker on the programme and should become more of a coordinator and manager. This appears well within her abilities and should encourage professional development on her part.

