

Ex Post-Evaluation Brief

Central Africa: HIV/AIDS Prevention I



Sector	13040 (Combating sexually transmitted infections and HIV/AIDS)	
Programme/Client	HIV/AIDS Prevention in Central Africa, Phase I - BMZ No. 2004 65 021*	
Programme executing agency	OCEAC (Org. de Coordination pour la lutte contre les Endémies en Afrique Central)	
Year of sample/ex post evaluation report: 2013/2013		
	Appraisal (planned)	Ex post-evaluation (actual)
Investment costs (total)	EUR 18.2 million	EUR 17.9 million
Counterpart contribution (company)	EUR 8.2 million	EUR 4.4 million
Funding, of which budget funds (BMZ)	EUR 10.0 million EUR 10.0 million	EUR 13.5 million EUR 13.5 million

* random sample 2013; ** sales revenue

Short description: FC funds were used, in particular, to finance the procurement and distribution of subsidised condoms, educational work, campaigns designed to change behaviours, accompanying studies, and monitoring consulting services. The programme linked the FC projects running in Cameroon, Chad and the Central African Republic at the time at regional level. Under the leadership of OCEAC, the regional health organisation, the national approaches adopted were transposed to a regional programme, with the aim of the resulting regional FC prevention campaigns generating synergies with other organisations' (often also regional) programmes, thus enhancing the regional cooperation between the countries involved

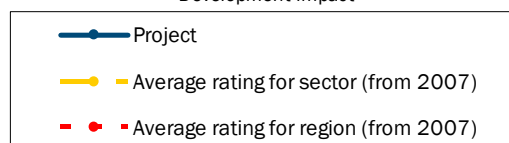
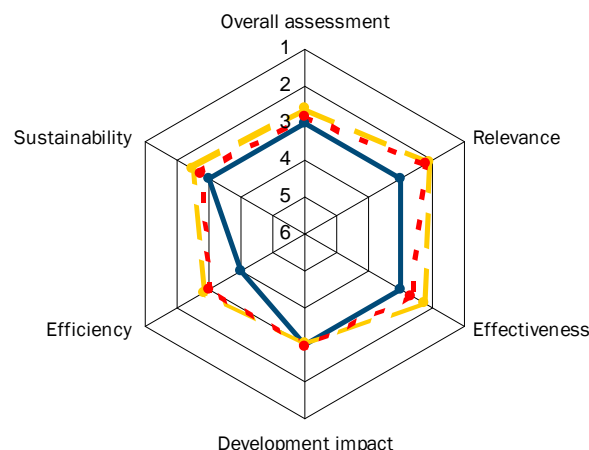
Objectives: The programme objective was to help contain the HIV infection rate and reduce the spread of other sexually transmitted diseases, and to reduce the stigmatisation and social exclusion of those affected (overall development impact). These objectives were to be met by sustainably changing behaviours, improving condom availability, and increasing the use of condoms (programme objective) by the target group. **Target group:** The sexually active and, generally, poorer population in Cameroon, Chad and the Central African Republic. This includes young people and mobile population strata, who migrate within their own countries as well as across borders.

Overall rating: 3

Points to note:

The regional programme involved three countries that are very different in both socio-economic and cultural terms, which also have very different social marketing approaches – one of them being a top performer and the other two below average. Instead of the desired synergies, the closer collaboration the more obstacles arose. This was because it is difficult to give due consideration to the varying conditions, and the tools and approaches applied could only be shared to a limited extent. Consequently, efficiency is no longer assessed to be satisfactory, although other Sub-ratings are still rated as satisfactory.

Rating by DAC criteria



EVALUATION SUMMARY

Overall rating: 3

The regional programme brought together three very different, nationally-focused projects under a difficult and highly political executing organisation. The social marketing project in Cameroon, which had already been rated as very good in the preceding bilateral phases (evaluation result 2001 66 595: Overall rating 1), elevated the regional programme's performance, accounting around 75% of its results. However, it still fell somewhat short of expectations. The precursor project in Chad successfully lobbied on the subject of HIV prevention for many years. Given the extremely conservative religious context, this achievement is considered remarkable. Nevertheless, the national social marketing agency still shows very significant deficiencies in distribution, accompanying research, monitoring and accounting, which are all core competences of social marketing. As a result, the available political capital was insufficiently used (evaluation of national project, 2002 66 783: Overall rating 4). During the appraisal stage, the CAR was already an extremely fragile state, with civil war-like conditions and only partial access to the national territory throughout the programme. Insufficient account was taken of this in the programme design. Overall, the regional programme design was not state of the art in technical terms and fell short of the good practice shown by Cameroon. At regional level, the consulting input was inadequately tailored to the technical and administrative shortcomings of the two smaller projects. The programme objectives were only partially achieved, despite considerable progress. In view of this, we still rate the overall effectiveness of the programme as satisfactory.

Relevance

At the time of the programme appraisal, the core problems identified were the general risk factors for the spread of the HIV/AIDS epidemic, including widespread ignorance of diseases and how they are transmitted, numerous sexual partners, high prevalence of sexually transmitted infections, women's low social status, violence against women, early start of sexual activity and the low level of condom use. Additional regional factors include labour migration along regional corridors, Lake Chad and in the oil production areas in the coastal regions. From today's perspective, the assessment of the problems is appropriate. Added to this, violent conflicts and civil wars are still currently underway in Chad and the CAR, making women even more vulnerable.

The educational and advertising campaigns implemented and the marketing of subsidised condoms to prevent HIV are generally still adequate and could represent an important supplement to public HIV/AIDS programmes. However, the approach taken no longer reflects the state of the art, i.e. the "total market approach", and is instead based on the "push strategy". The chains of effect selected for the programme were mostly correct, with the exception of destigmatisation, for which the underlying activities were not appropriate. In addition, much less consideration was given to the migrant population in the regional programme than had been suggested in the justification for the regional approach. Overall, the programme defined

too many special groups, which were by no means all able to be – and were not – effectively covered through the measures and corresponding accompanying studies. However, the programme's focus on young people was appropriate. The communication concept did not address the conflict in CAR either. This is to be viewed as a design deficiency in the regional project: it aimed to achieve the highest possible degree of standardisation by implementing campaigns and strategies that had enjoyed success in Cameroon in the neighbouring countries, without taking appropriate account of their specific characteristics and other strengths. In general, the regional approach has demonstrated few advantages over the bilateral financing. The same applies for the selection of CEMAC and its subsidiary organisation OCEAC as the executing agency.

The programme had a regional coordinating committee, which was chaired by UNAIDS. The committee's objectives were aligned with the national HIV/AIDS strategies. Sector consultation rounds are carried out at national level, but these have not gone so far as to stem the flood of free condoms in the public sector, for example, or to implement a strategy for the provision of condoms and contraceptives that takes into account the public, private and NGO sector. In Cameroon, where health is the priority of the bilateral development cooperation, the social marketing agency also worked with GIZ. In CAR and Chad, there is no other German development cooperation in the healthcare sector. From a technical viewpoint, at the time of the ex post evaluation it was questionable whether it was appropriate to group together countries with notable economic and socio-cultural differences in a rather uniform regional programme. In summary, we still rate the project's relevance as satisfactory.

Sub-Rating: 3

Effectiveness:

At programme appraisal, the programme objectives were defined as improving the availability of condoms and achieving positive changes in the target group's behaviour. From today's perspective, some adjustments are needed, as the relevant programme objective is increased condom use, rather than condom availability. The objective used in ex post evaluation was accordingly formulated as: "To increase condom use and achieve positive changes in behaviour within the target group". The five original programme objective indicators do not fully correspond to this adjusted objective. Consequently, just three were used for the ex post evaluation without being changed, with the third indicator, which reflects output (see below), becoming rather supplementary in nature:

1. Increase in the proportion of 15–24 year-olds polled in the knowledge, attitude, practice (KAP) surveys reporting a change in risk behaviour.
2. Increase in the proportion of those polled in KAP surveys reporting improved awareness of how to prevent HIV/AIDS (15–49 year-olds).
3. Increase in the use of social marketing condoms per inhabitant per year (no information is available regarding overall condom use).

The 2007 and 2012 KAP surveys showed significant improvements in the first two indicators, which reflect the programme's communication work. However, the ex ante targets were largely unmet. The results for the outcome indicator (1) were still positive: preventive behaviour among young people improved more rapidly than expected in Chad and CAR, while in Cameroon it remained just under the target mark. With regard to the indicator (2) of improved awareness among the general population (ability to name three prevention methods), the targets were not reached in any of the three countries. The target may have been set too high, but development stagnated between 2007 and 2012, so the result in this area is still unsatisfactory. The third, distribution-related indicator (social marketing condom use/per capita) was very negative. Not only was the target missed, but in two of the three countries the final values for 2012 fell short of the initial 2004 data. This is attributable to technical deficiencies in the programme's procurement and distribution processes. However, these values do not reflect overall condom use, which is likely to have risen due to cheap Chinese products. The destigmatisation of HIV/AIDS (Chad and CAR), which is not measured by an indicator, achieved very positive results. Moreover, there were external difficulties, such as the civil war-like conditions in Chad and CAR. We therefore continue to rate the programme's effectiveness as satisfactory.

Sub-Rating: 3

Efficiency

One indicator of the efficiency of projects applying a traditional approach (brand-based campaigns), is the amount spent to deliver the results. Against this measure, the programme performed less well than planned. Compared with comparable social marketing projects, on average the costs incurred were slightly higher than the standard: Total costs of EUR 20/per couple-year of protection (CYP, based on 120 condoms – standard for Africa EUR 18/CYP). In addition, total cost recovery from sales proceeds amounted to 12% and operating cost recovery to 46%. It should be remembered that the regional project combined three very different national social marketing projects: Cameroon, which accounts for around 75% of and is responsible for improving the overall programme's financial results (EUR 13/CYP) and which has improved further since the last bilateral phase, a rather weak Central African project (EUR 30/CYP) and a well below-average Chad project (EUR 66/CYP). These differences are attributable to the wide variation in sales figures. In CAR, the figures were negatively impacted by political instability and the inaccessibility of certain areas, while sales in Chad were primarily held back by inefficiencies in the sales system, theft and free condoms. The activities of all three countries were concentrated on city centres or along easily accessible migration corridors.

The measures to reduce stigmatisation were not adequately targeted, so were both ineffective and inefficient. The cooperation with the GIZ (DED) in Cameroon on the establishment of a community-based distribution and communication structure did not get past the pilot stage. In general, with regard to the value added generated, community-based work is a very costly and therefore rather inefficient marketing tool.

Rather than increasing efficiency, the regional approach with an executing agency that had a political agenda and opaque working processes, together with a regional consultant with little professional experience in the area of social marketing, were an additional drain on the individual programme. The 22% cost savings that the two small countries made on purchasing condoms did little to compensate for this (procurement costs account for a total of 24% of the full costs). Overall, we rate the efficiency of the programme as no longer satisfactory.

Sub-Rating: 4

Impact

At programme appraisal, the overall objective was defined as: Helping to reduce new HIV infections and new sexually-transmitted infections (STIs) and contributing to reducing the stigmatisation and exclusion experienced by those affected. However, data on incidence among special target groups (women and young people) is not available. In addition to evaluating the overall objective, disaggregated data on prevalence was therefore also consulted. Since there is no internationally accepted indicator for the reduction of stigmatisation, the indicator of prejudice against people with HIV included in the KAP surveys was used.

According to UNAIDS data, the rate of new HIV infections (incidence) has declined among the overall population in all three countries since 2004, as has HIV prevalence. The prevalence rate among young people in Cameroon and CAR has declined and is generally lower than the average rate among the overall population. HIV prevalence among pregnant women has decreased in all countries. It can therefore be assumed that the social marketing programme and its communication work – in combination with other players in the sector – have made a considerable contribution. With regard to stigmatisation the result is not clear: according to KAP surveys, there is a trend towards intolerance in Cameroon, while sentiment in Chad improved sharply up to 2007, but declined again in 2012, although it remains above the initial level. There is no comparable data for CAR. Overall, achievement of the overall development impact can be considered satisfactory.

Sub-Rating: 3

Sustainability

The trend reversal achieved in connection with HIV prevalence and incidence in the three programme countries appears to have been stable in recent years. This is also supported by the lower HIV rates among young people, although prevalence among young women is still much too high ("sugar daddy" phenomenon). The social marketing programme's youth work has made a significant contribution in this area. However, education and awareness raising among young people – particularly in countries with rapid population growth – is an ongoing task, which also requires continuous financing, i.e. it is not self-sustaining. With regard to the condom market, the national social marketing projects laid the groundwork many years ago (long before the regional programme) and have opened up the market. This is particularly

apparent in Cameroon, where the significant market penetration of private condom brands is a sign of sustainable demand. In the conservative Islamic Chad, there are still considerable reservations. No comments can be made regarding CAR due to the longstanding exceptional political situation.

The institutional and financial sustainability of the social marketing agencies is very mixed. Cameroon is in the best position, as 71% of its operating costs are covered by sales. In CAR this figure stands at 24% and in Chad at 17%. However, the social marketing agency in Chad is better positioned than this figure suggests, taking into account other product groups (e.g. mosquito nets), which are financed by other donors (Ex post evaluation Chad IV of 2012), and the fact that the organisation has owned its own building since 2008. The social marketing agency in CAR is largely dependent on the FC financing. In Cameroon and Chad, the social marketing agencies have several donors, in some cases for specific individual product groups, and their governments could in future be in a position to contribute financing or obtain funds for the projects from major multilateral donors such as GFATM and the World Bank. However, financing is solely provided by the FC until further notice (phase III has been reviewed in 2012). Overall, we still rate the programme's sustainability as satisfactory.

Sub-Rating: 3

Notes on the methods used to evaluate project success (project rating)

Projects (and programmes) are evaluated on a six-point scale, the criteria being relevance, effectiveness, efficiency and overarching developmental impact. The ratings are also used to arrive at a final assessment of a project's overall developmental efficacy. The scale is as follows:

1	Very good result that clearly exceeds expectations
2	Good result, fully in line with expectations and without any significant shortcomings
3	Satisfactory result – project falls short of expectations but the positive results dominate
4	Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
5	Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
6	The project has no impact or the situation has actually deteriorated

Ratings 1-3 denote a positive or successful assessment while ratings 4-6 denote a not positive or unsuccessful assessment

Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability): The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected).

Sustainability level 3 (satisfactory sustainability): The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability): The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and is very unlikely to improve. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The overall rating on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Ratings 1-3 of the overall rating denote a "successful" project while ratings 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (rating 3).