



SADC Framework for HIV and AIDS Mainstreaming



July 2005

Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
HIV	Human Immunodeficiency Virus
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MS	Member States
NEPAD	New Partnership for Africa's Development
NDP	National Development Plan
NGO	Non-governmental Organization
PPP	Public-Private Partnership
PRSP	Poverty Reduction Strategy Paper
RISDP	Regional Indicative Strategic Development Plan [of SADC]
SADC	Southern African Development Community
SWOT	Strengths, Weaknesses, Opportunities and Threats
UNGASS	United Nations General Assembly Special Session on HIV and AIDS

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1. Introduction

1.1 Background

The Maseru Declaration on HIV and AIDS (2003) prioritises the need to Mainstream HIV and AIDS into regional integration processes and priority intervention areas, particularly trade liberalization, infrastructure development, food security, social and human development (p.7). The Declaration acknowledges the SADC HIV and AIDS Strategic Framework (2003-2007) as the primary instrument for the implementation of the SADC HIV and AIDS response.

One of the main objectives of the Strategic Framework is to Mainstream HIV and AIDS into all the policies, programmes, projects and activities being developed and implemented by the SADC Directorates, the Department of Strategic Planning, Gender and Policy Harmonisation, and all other entities and units of SADC.

In July 2004, during the consultations with Member States for the development of the SADC Business Plan for HIV and AIDS (2005 – 2009), five key intervention areas were identified, namely:

1. Policy Development and Harmonisation,
2. Capacity Building and Mainstreaming HIV and AIDS into all SADC policies and plans.
3. Facilitation of a Technical Response, Resource Networks, Collaboration and Coordination.
4. Resource Mobilization for the Regional Multi-Sectoral Response.
5. Monitoring and Evaluation of the Regional Multi-Sectoral Response.

The Business Plan's second intervention area covers both capacity building and HIV and AIDS Mainstreaming. This aims to achieve several outputs, including the integration of HIV and AIDS into all SADC policies and programmes by:

- Strengthening the capacity of the Secretariat to integrate and facilitate the implementation of HIV and AIDS in all sectors of the SADC Programme.
- Mainstreaming of HIV and AIDS in all sectors of SADC at Member State level.

Furthermore, SADC will prioritise enhancing the understanding of the interrelationship between HIV and AIDS and development within the Secretariat and Member States.

1.2 Objective of the Framework

The Regional Forum for the National AIDS Authorities, held in July 2004, recommended that a training workshop be held to facilitate a common understanding of HIV and AIDS Mainstreaming for the SADC Region.

As a result of that agreement, and in line with the SADC HIV and AIDS Business Plan, a workshop was conducted to sensitise and provide a common understanding of HIV and AIDS Mainstreaming.

The present framework is the outcome of three days of consultation entailing presentations on concepts and the process of Mainstreaming as well as presentations on past and present experiences by Member States and other cooperating partners in HIV and AIDS Mainstreaming.

The objectives of the framework are:

- To bring about a common understanding among Member States and the SADC Secretariat of HIV and AIDS Mainstreaming, its definition, concepts, principles, tools and indicators.
- To generate demand for HIV and AIDS Mainstreaming in Member States and SADC Secretariat in policies, programmes and projects.

The framework is not meant to be a set of guidelines on Mainstreaming HIV and AIDS, a manual or a detailed guide.

1.3 Target Group

The framework is specifically targeted at Member States, particularly National AIDS Authorities and Line Ministries and the four Directorates and Units of the SADC Secretariat.

2. Understanding HIV and AIDS Mainstreaming

There is a growing consensus that the HIV epidemic is undermining regional development efforts and progress. The negative impacts of the epidemic are being felt across all sectors, with government programmes services being constrained in their day-to-day business. In addition development programmes and projects, particularly (although not exclusively) infrastructure projects, may facilitate the spread of the HIV epidemic. This requires the need for a greater understanding by the public and private sectors of the underlying causes and effects of the epidemic in each specific setting.

2.1 Definition

HIV and AIDS mainstreaming addresses this two-way relationship by:

- Understanding the **impact of the epidemic** on development and the impact of development efforts on the epidemic, including an understanding of the aspects of development efforts that facilitate and mitigate the spread of HIV.
- Placing the response to HIV and AIDS at the **core agenda of the public and private sectors of SADC Member States** so that it is integrated into their normal and routine functions.
- Using the **comparative advantage** of different stakeholders to put in place strategies and programmes to address the HIV epidemic.
- Recognising the principle of **complementarity** amongst stakeholders and their mandates. This is a prerequisite for preventing duplication and ensuring that the money works optimally.

2.2 Concepts

The HIV and AIDS Mainstreaming response specifically focuses on:

- **The internal domain** (the workplace) which means putting in place policies and programmes that protect staff and their families from vulnerability to infection and support those who are living with HIV and AIDS. It also ensures that training and recruitment takes into consideration the future impact on staff retention including staff turnover as a result of increased morbidity and mortality.

- **The external domain** by ensuring that sectoral/organisational activities do not increase the vulnerability of communities in which they work to HIV and AIDS, or to undermine their options for coping with the effects of the epidemic.

In addition to these concepts, it is important to acknowledge horizontal and vertical linkages and networks as critical elements for HIV and AIDS Mainstreaming.

2.3 Levels and Opportunities

It is important to understand the levels at which HIV and AIDS Mainstreaming can take place. Table 1 demonstrates the opportunities for Mainstreaming HIV in policies, frameworks, plans, programmes and projects at the global, continental, regional, national, sector and community levels.

Table 1 Levels and Opportunities for Mainstreaming

Levels	Opportunities for Mainstreaming
Global	MDGs
Continental	NEPAD
Regional	SADC's RISDP
National	NDPs, PRSP, HIV and AIDS National Strategic Plans
Sector	Ministry/Sector Plans
Community	Development and service delivery programmes and projects

4. Process of HIV and AIDS Mainstreaming

The process of Mainstreaming HIV and AIDS comprises a number of steps, instruments, and indicators, outlined below, that need to be undertaken by governmental agencies or regional organisations such as the SADC Secretariat. The table identifies process, outcome and impact indicators that can be used to measure the guiding principles.

4.1 Steps

Assumption: the steps assume that there is an understanding by the officials in charge of HIV and AIDS Mainstreaming on the core business/mandate of the Line Ministry or Directorate.

The Mainstreaming process will proceed through the following steps:

Step 1 – Establishing Commitment of Top Management

The commitment of senior officials needs to be obtained before the Mainstreaming process is initiated. The senior officials could be Permanent/Principal Secretaries in the Ministries or the Chief Director in the case of the SADC Secretariat.

Step 2 – Obtaining Buy-in from Senior Management

This step is similar to the previous one and ensures a common understanding and cooperation by the senior management on the process ahead. The target audience in this step would be at the level of Director and Head of Department/Unit in Line Ministries and Directors or supervisors in the SADC Secretariat.

Step 3 – Situation and Response Analyses

The situation analysis examines the manner in which HIV and AIDS impacts on development efforts in a Member State, the region, and how the development interventions impact on the spread of HIV and AIDS.

To examine these issues requires an analysis of the determinants of the epidemic and the factors that affect the mandate of Line Ministries or the SADC Directorates. In addition an impact assessment needs to be undertaken to determine whether the development programmes being implemented by the Line Ministries or SADC Directorates facilitate the spread of HIV.

The process of HIV and AIDS Mainstreaming takes into account the current efforts to control the epidemic that are being implemented by the Line Ministry or the

3. Principles of HIV and AIDS Mainstreaming

For the process of mainstreaming to be successful, several guiding principles drawn from the experience of Member States and development agencies need to be considered and addressed. These include to:

- Ensure and strengthen leadership **commitment** at all levels.
- Define **roles and responsibilities** of stakeholders in their respective sectors to facilitate effective response to the HIV and AIDS epidemic.
- **Establish and strengthen coordination** and collaboration mechanisms amongst all partners and stakeholders.
- Ensure sustainability through internal **financing mechanisms**.
- Promote **ownership** of the process, policies, programmes and projects
- Develop a clear **capacity development** plan.
- Establish mechanisms for **Public-Private Partnerships**.
- Set up effective **accountability mechanisms**.
- Ensure that the approaches and tools for Mainstreaming are flexible and adaptable.
- Set up an operational research plan.
- Be guided by existing national HIV and AIDS strategies and priorities.

organisation. This prevents the duplication of efforts and ensures proper distribution of resources.

Step 4 – Development of the Implementation Plan for HIV and AIDS Mainstreaming
Implementation (Step 5) cannot start properly unless an implementation plan is prepared and presented to the different stakeholders to obtain their buy-in. Hence, time needs to be allocated to prepare the plan. Most agencies have a specific format for these kinds of plans.

Step 5 – Implementation

Entails the development of tools, procedures and guidelines for the implementation of activities to be undertaken to address the situation. These activities can be implemented by the public sector; through public and private sector partnerships (PPP); and/or by NGOs in partnership with the public sector. A capacity development plan needs to be articulated emphasising the departments/units to be targeted. The selection of the departments and units needs to be consistent with the implementation plan.

Step 6 – Integrated M&E Plan

Monitoring and Evaluation is a component of the implementation plan. As HIV and AIDS Mainstreaming is a process, there is the need to monitor it. *Outcome and Impact* monitoring should also be part of the M&E plan.

4.2 Tools

The table below provides some of the critical tools and brief explanation of their use in Mainstreaming.

The available tools can be classified in Table 2:

Table 2 Tools for Mainstreaming

Tools	Brief Description
Ad hoc meetings, workshops and interviews	These tools are unstructured instruments that can be used in more informal settings.
Qualitative Research Techniques and Tools	Key Informant Interviews (KIIs), Focus Group Discussions (FGDs), Rapid Appraisal techniques, SWOT and PEST analyses, etc.
Training Materials	These are tools developed as guidelines, manuals and handbooks to be used during formal training. These tools are fundamental in the implementation of capacity development plans.

4.3 Indicators

Indicators are essential instruments for monitoring processes, outputs, outcomes, results and impact of programmes and projects. Monitoring indicators need to be designed to comply with certain standards and commitments whether at national, regional or international levels. National governments, including SADC Member States, have agreed to report their progress in development efforts and in the fight against HIV and AIDS according to global indicators, namely the Millennium Development Goals (MDG) and the UNGASS indicators. The design of indicators for HIV and AIDS Mainstreaming needs to take these into account and, where additional indicators are developed, to ensure that these add value, rather than create a new layer of reporting.

Indicators relating to HIV and AIDS Mainstreaming are ways of verifying to what extent Mainstreaming has taken place and to what extent targets outlined during the various steps have been achieved.

The guiding principle for indicators must relate to the SMART principle which state that an indicator should be: Simple/Specific, Measurable, Achievable, Realistic and Time-bound.

Table 3 below compiles a structure of the process of mainstreaming.

Table 3 Summary of Steps, Tools and Indicators

	Steps	Tools	Indicators		
			Process	Outcome	Impact
1	Establish commitment of top management	Meetings/consultation workshops			
2	Buy-in of senior management				
3	Situation and Response Analyses – understanding of the two-way relationship and current efforts to fight the epidemic.	<ul style="list-style-type: none"> • Demand and supply Model. • ‘But why’ five times. • Cross-Impact Matrix. • SWOT and PEST Analysis. • LOGFRAME (Problem and Objective tree Analysis) • Political Mapping (Stakeholder and response analysis). • Qualitative analysis (FGD, Key Informant interview, rapid appraisal approaches, applied research, vulnerability and risk analysis) • Use of metaphors (House) 			
4	Development of the Implementation Plan	Standard format by Member State or SADC official format. Gantt chart			
5	Actions (Implementation Plan) <ul style="list-style-type: none"> • Development of mechanism for implementation of Mainstreaming • Development of tools/ procedures/ guidelines • Development of Capacity • Development Plan Implementation through: <ul style="list-style-type: none"> • Government/ Secretariat • PPP • NGO Partnership 	Review of policies, strategies, guidelines, General orders etc. Training Manual/ Handbooks etc. Tools for integration of HIV and AIDS into procurement procedures			
7	Integrated M&E plan	Logframe and existing MIS			

4.4 Lessons Learned and Challenges

SADC Member States have attempted to Mainstream HIV and AIDS within their multi-sectoral national responses to HIV and AIDS. The achievements have been mixed, with a number of lessons learned and challenges worth noting.

Lessons learned:

- Political commitment does not necessarily translate into implementation of mainstreaming. The commitment to Mainstreaming should trickle down to the levels of the administration.
- There is a need for greater involvement of all stakeholders.
- Member States that have attempted using some Mainstreaming tools have found them theoretical and academic rather than practical instruments for implementation.
- Mainstreaming concepts need to be translated into practical user-friendly processes.
- Resource-scarce countries have found it difficult to have access to resources for Mainstreaming implementation.

Specific challenges faced by Member States include:

- Engaging the private sector in HIV and AIDS Mainstreaming.
- Understanding how to approach communities.
- Harmonizing workplace policies and programmes.
- Delivery of services to target groups.

5. Conclusions

The Maseru Declaration on HIV and AIDS, The SADC Framework on HIV and AIDS and the Business Plan all emphasise the need for a Mainstreamed response to HIV and AIDS by Member States and the SADC Secretariat. As a first step to implementing the SADC Business Plan on HIV and AIDS, a decision was taken to hold a consultative workshop to reach a common understanding on HIV and AIDS Mainstreaming.

The result of the workshop has been the preparation of a framework entitled the SADC Framework on HIV and AIDS Mainstreaming.

The framework aims at sensitising and providing a common understanding of the HIV and AIDS Mainstreaming concepts, principles and process. It entails a common understanding of the concepts and principles of HIV and AIDS Mainstreaming, and outlines the process including the steps, tools and indicators.

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