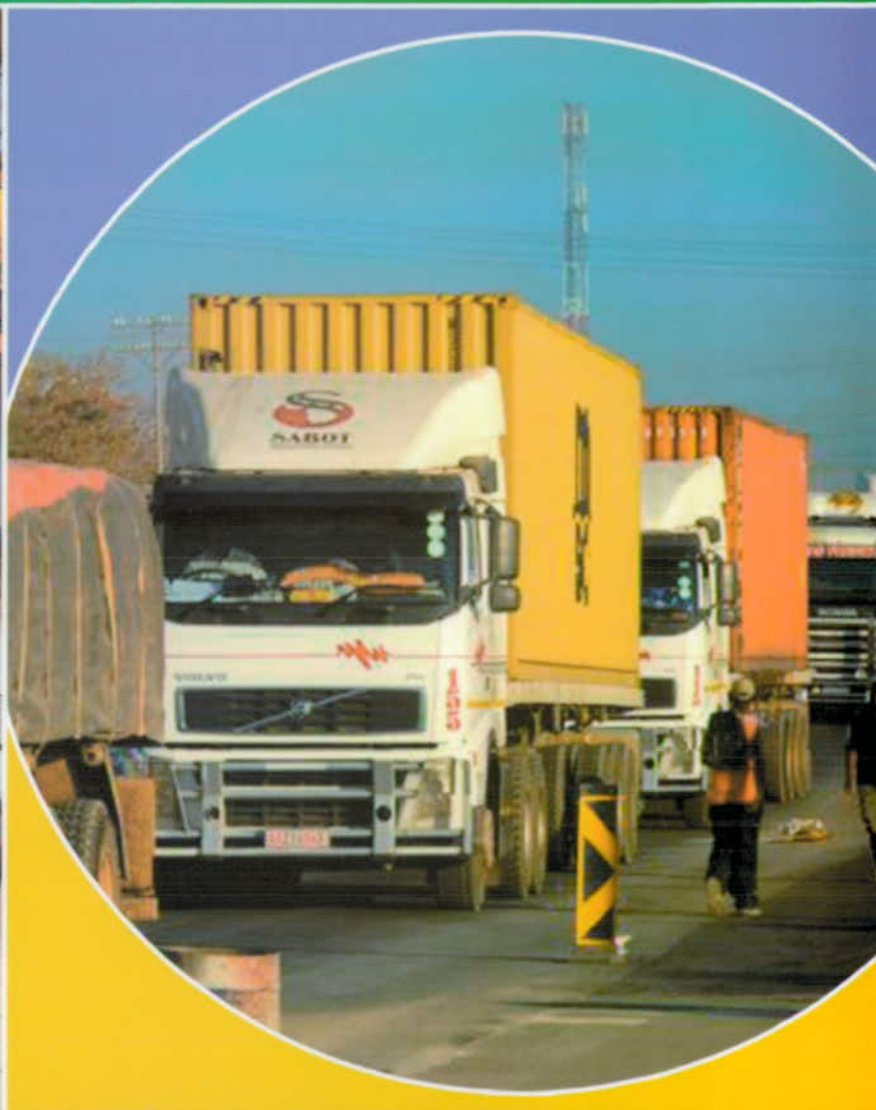




SADC Multi-Country Transport Sector, HIV/AIDS Prevention and Mitigation Initiative



EUROPEAN UNION



*Lessons Learnt in Piloting the SADC/EU
Regional HIV Initiative.*



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LIST OF ACRONYMS AND ABBREVIATIONS

AIDS	Acquired Immune Deficiency Syndrome
BCHA	Business Coalition against HIV and AIDS (Swaziland)
CEO	Chief Executive Officer
CNCS	Conselho Nacional de Combate ao HIV/SIDA (or National Programme for Combating AIDS in Mozambique)
COMESA	Common Market for East and Southern Africa
CRAIDS	(World Bank's) Community Response to AIDS initiative
CSW	Commercial Sex Worker
DAPP	Development Aid from People to People
DFID	(British) Department for International Development
DRC	Democratic Republic of the Congo
EDF	European Development Fund
EPRD	European Programme on Reconstruction and Development
EU	European Union
FEMATRO	Federacao Mocambicana das Associacoes dos Transportadores Redoviaricos (or Mozambique Federation of Road Transport Associations)
FESARTA	Federation of East and Southern Africa Road Transport Associations
FLAS	Family Life Association of Swaziland
GB	Grant Beneficiary
HIV	Human Immune deficiency Virus
HQ	Headquarter (of an organisation)
ILO	International Labour Organisation
IOM	International Organisation for Migration
MoT	Ministry of Transport
MS	Member State(s)
NAC	National AIDS Council
NECTOI	National Employment Council for the Transport Operating Industry
NERCHA	National Emergency Response Council for HIV and AIDS (In Swaziland)
PAB	Project Advisory Board
PAC	Project Advisory Committee
PSI	Population Services International
RHAPSA	Regional HIV and AIDS Programme in Southern Africa
SA	South Africa
SADC	Southern African Development Community
SafAIDS	Southern Africa AIDS Network
SARO	Southern African Regional Office (of WVI)
SATCC	
SNAP	Swaziland National AIDS Programme
WVI	World Vision International
ZAN	Zimbabwe AIDS Network



1. INTRODUCTION

1.1 Background

The SADC region is the worst affected by HIV and AIDS in the world. The combined population of the SADC states is about 4% of the world's population, but accounts for more than 38% of the world's people living with HIV and AIDS. The epidemic is seriously undermining the national and regional developmental objectives of SADC.

In recognition of this threat, SADC has intensified its efforts to combat the epidemic and mitigate its impact. In 2000, the SADC launched the HIV/AIDS Strategic Framework and Program of Action 2000 – 2004. This 5 year plan was intended to provide guidance to a regional response to HIV and AIDS. The plan has been replaced by the SADC Strategic Framework 2003-2007. The framework focus is on the following strategic areas:

- A). Policy development, harmonization and the establishment of Protocols in the areas of: care and treatment; nutrition; human resource needs; migrant population/mobile labour refugees; procedures, regulations and laws of transit at borders; bulk procurement of drugs; clinical trials; high transmission areas; sustenance of human capital; access to care and treatment to the most vulnerable social groups.
- B). Mainstreaming HIV and AIDS in SADC in all programmes and activities implemented by SADC Directorates, the Department of Strategic Planning, Gender and Policy Harmonization, and all other entities and units of SADC. Areas for mainstreaming include policy, programme and activity levels.
- C). Capacity building of SADC to mainstream HIV and AIDS at all levels and to create the capacity required for the integration of HIV and AIDS in all policies and programmes. The focus also includes developing strategies to sustain existing capacity.
- D). Facilitating Technical Response: SADC seeks to establish mechanisms to facilitate regional technical discussions and develop regional guidelines and facilitate the sharing of best practices in a number of areas that are important for the effectiveness of HIV and AIDS response. These include support to orphans, resource mobilisation, research and surveillance, and impact mitigation among others.
- E). Facilitating Resource Networks: There exist within Member States resources of people and of organizations that have the necessary technical skills to assist with the response to the epidemic. The SADC Secretariat aims to undertake an assessment of national and regional resources that can play a role in the response to the epidemic, and then seek to mobilize these resources into networks where feasible.
- F). Facilitating the Monitoring of Regional and Global Commitments: SADC seeks to facilitate the monitoring of the performance of Member States in respect to regional, continental and global commitments.

In 2001, the European Union provided funding through twin financing agreements to support the implementation of the SADC Framework on HIV and AIDS through a joint SADC/EU project known as *Regional Support for an Expanded Multisectoral Response to HIV/AIDS in the SADC Region*, supported through the European Program on Reconstruction and Development (EPRD). Under the EPRD component of that funding, SADC was able to identify and provide support to ten projects that 'added value' to regional efforts to combat HIV and AIDS. World Vision International (WVI) was awarded one of the ten grants to address the effects of HIV and AIDS in the transport industry, under the title: *SADC Multi-*

country Transport Sector HIV/AIDS Prevention and Mitigation Initiative. The project was implemented in the four SADC Member States of Mozambique, Swaziland, Zambia and Zimbabwe over a period of twenty four (24) months from December 2003 to November 2005.

1.2 Project fit with SADC priorities

The project directly addressed the SADC strategic areas of focus (A) and (E) of the SADC Strategic Framework 2003-2007, as outlined above. The SADC HIV and AIDS 5-year Business Plan, under Output 2.2, calls for development of "A model for reducing the vulnerability of transport workers to HIV infection through a multi-country transport initiative", which this project directly addressed. The project also sought to put into effect the "Code on HIV/AIDS and Employment in the Southern African Development Community", as well as addressing the issues of "Employment and the Labour Sector" through the ILO "Guidelines for the transport sector", as called for in the 2000 SADC HIV and AIDS Framework.

The project was conceived on the basis that responses to the HIV and AIDS epidemic had focused more on general awareness but not on specific targeted actions. Few institutions in the transport sector, such as government Ministries, transport sector associations and trade unions were said to have in place policies inclusive of HIV and AIDS components. For cross-border transport organisations, the time spent in clearing border formalities was said to be inordinately long and added to the time spent on the road by the drivers, thereby increasing their vulnerability to HIV and AIDS.

1.3 HIV and AIDS in the Transport Sector

Most of the estimated 12% adult people living with HIV and AIDS in the SADC region are in the economically productive age groups. Some groups of workers, for example transport workers (land, sea or air), are at particular risk of HIV infection because of the nature and conditions of their work. In a number of African and some Asian countries, HIV prevalence is higher among transport workers than in the general population, especially among long-distance drivers on some of the major transport 'corridors'.

Transport is of crucial importance for economic development since it facilitates economic growth and trade by connecting producers, suppliers, and markets. It creates employment; and it improves access to public services such as health and education. Within SADC, road transport is a significant economic lifeline due to the landlocked nature of some of the countries. Road corridors connect landlocked countries, such as Swaziland, Zambia and Zimbabwe, with seaports in Mozambique and South Africa, for instance. Safeguarding the health of workers in the transport industry thus contributes to the overall economic development of not only the landlocked member states but of the region as a whole. The HIV and AIDS epidemic threatens to undermine this sector's contribution to economic development.



1.4 The Project and the Grant Beneficiary

1.4.1 Purpose of the Project Objectives

Aim of project

The stated aim of the project was:

To contribute to the reduction of the current HIV and AIDS prevalence rates of the four SADC member states so that the pandemic is no longer a threat to public health and socio-economic development of these member states.

Broad Objective of project

The overall objective of the project was to increase the capacity of the transport sector in the four SADC member states of Mozambique, Swaziland, Zambia and Zimbabwe [to respond to the HIV and AIDS threat to the transport sector workforce] through the development and promotion of multi-sectoral HIV and AIDS policies, strategies and programmes.

Specific objectives of the project

The specific objectives of the project were:

- To increase the capacity of the transport company managements, transport sector associations and government transport Ministry officials to develop, plan, implement and document workplace HIV and AIDS policies, strategies and programmes.
- To improve trans-national coordination, networking and awareness of the HIV and AIDS prevention and mitigation measures across the four SADC countries.
- To advocate for the development and inclusion of HIV and AIDS components in the SADC transport sector policies and harmonization of border protocols and clearing formalities.

1.4.2 Project Setting and Implementation

The project was implemented over a period of twenty four (24) months from December 2003 to November 2005. It was awarded five hundred thousand (500,000) Euros.

The end beneficiaries of the project were workers and their families in the transport sector. The project targeted the following stakeholders: policy makers in Ministries of Transport; National AIDS Councils and Commissions; senior managers of private transport companies; Truckers associations; SADC SATCC Directorate; Customs and Immigration Officials in the four member states.

1.4.3 The Grant Beneficiary

World Vision International (WVI) is an international network of Christian faith-based humanitarian agencies working in 19 countries across five continents. It works in emergency humanitarian assistance, rehabilitation and long-term sustainable development to help achieve self-reliance for the population with which it works. Its Southern African Regional Office (SARO), based in Johannesburg South Africa, coordinates the work in the SADC region where it has country offices in several of the member states. For this project, WVI hired project managers to be based in its offices in each of the participating member states as well as for the SARO office. Through Area Development Programmes (ADPs), WVI partners with local communities, governments, private entities, church/faith-based organisations and NGOs to address identified needs and respond to emergencies and development-focused situations. This project was conceived as one of the ADPs to address the HIV and AIDS emergency in the region, specifically in the transport sector.



In April 2007, after the completion of the project, SADC hired a team of consultants to evaluate it and bring out the lessons learnt which could be shared with the SADC Secretariat and member states. This report presents the findings and lessons learnt from the WVI implemented project.

2. ASSESSMENT OBJECTIVES AND QUESTIONS

2.1 Objectives

The objectives of the documentation of the lessons learnt from the project were to:

- To produce an analytical report on the lessons learnt (conceptual and practical) from the project
- To develop a guide for the transference of the project

2.2 Assessment Questions

This report, which was developed as one set of deliverables in the evaluation of the EPRD component of the SADC/EU project, focuses on answering questions under the “lessons learnt” and “transference of lessons learnt” components of the evaluation terms of reference. The specific questions addressed are presented in Table 1.

Table 1: Assessment Questions

Question	Description
Lessons learnt	What lessons, both positive and negative, and in terms of: a). relevance b) performance, c). success and d). partnerships, could be drawn from the experience of implementing the project
Transference of lessons learnt	Whether any important lessons from the project experience could be transferred to the Member States and the region in the areas of: a) policy b) programming c) capacity building d) networking and e). partnerships (SADC, Secretariat and Grant Beneficiaries)

3. ASSESSMENT PROCESS

3.1 Methodology

The documentation was largely qualitative and focused on the results achieved by the project. Project documents, both from the SADC Secretariat and the Grant Beneficiary, were reviewed. The review of documents focused mainly on assessing information to answer the documentation questions i.e whether the project was relevant, whether it performed well and whether there were any successes that could be attributed to the project. Based on this assessment, the documenters looked for important features of the project which could be of interest to others wishing to carry out such a project. These were the lessons that could be drawn from the assessment of the project.

The team also held face-to-face interviews with representatives of WVI at their regional office in Johannesburg South Africa as well as in their country offices in Swaziland, Mozambique and Zambia. Interviews were also held with NAC (or their equivalent) and Ministry of Transport officials in the Member States visited.



1.3 Limitations of the documentation

The evaluation was conducted in May 2007, one and half years after the end of the project in November 2005. This affected the recall of events for the interviews during the field visit part of the evaluation.

Because the evaluation focused mainly on collecting information which points to lessons learnt, the information collected is meant to point to programme-related issues which would be important for others wishing to carry out similar projects. WVI had already carried out an internal evaluation of the project, which can be used as a supplement to this one should further information be required.

4. LESSONS LEARNT

4.1 Definition of lessons

The documentation team regarded lessons as issues arising out of positive or negative project experiences that could benefit future implementation, either of the same project or projects implemented by others.

4.2 Project Results Overview

The results of the project are summarised in Table 2 to give some context to the lessons which have been identified. Most of the planned activities of the project were carried out, though the project was not able to fully implement result areas three and four. Nevertheless, important lessons were drawn from those result areas as well.

Planned result area	Outputs	Outcome
Result area 1: SADC countries to develop national transport sector HIV and AIDS policies, strategies and programs	<ul style="list-style-type: none"> Workplace policy Mozambique MoT Zambia national transport sector HIV and AIDS policy document produced. Swaziland and Zimbabwe already had national transport sector policies Report of baseline survey results produced 	<ul style="list-style-type: none"> National capacity to develop HIV and AIDS policies in the four countries improved Capacities of some transport associations improved
Result area 2: Workplace HIV and AIDS policies, strategies and programs for public, private, NGO institutions, truckers associations etc. developed	<p>Swaziland: Road Freight Policy on HIV and AIDS for the Truckers Association of Swaziland developed, through the BCHA</p> <p>Mozambique: HIV and AIDS workplace policy developed for FEMATRO</p> <p>Zambia: 5 workplace policies completed for individual companies</p> <p>Zimbabwe 19 member companies to develop workplace policies for HIV and AIDS.</p> <p>IEC materials developed and distributed in all countries</p>	<ul style="list-style-type: none"> Capacity of some companies to develop policies improved Improved services to workers in the transport sector to protect them against HIV and AIDS.
Result area 3: Establish a network of public, private and NGO institutions in the transport sector for HIV and AIDS programs in the SADC member states	<ul style="list-style-type: none"> PACs formed which lasted until project ended FESARTA identified as coordinating body and initial talks commenced 	<ul style="list-style-type: none"> Need for trans-national coordination on HIV and AIDS now known Initial steps to form trans-national networking and coordinating mechanism taken



Table 2 : Summary Results of the Project

Planned result area	Outputs	Outcome
Result area 4: Cross border protocols and clearing formalities harmonized by participating in harmonization efforts	<ul style="list-style-type: none"> • Consultative and mobilisation meetings with border officials • Exchange visits at border areas • No problems of border delay identified in Mozambique and Swaziland • Major delays (3 days or more) reported at Beitbridge and Chirundu border posts. 	<ul style="list-style-type: none"> • Need for inclusion of HIV and AIDS in transport sector agreements recognised. • Border personnel now aware and can be allies in advocacy

4.3 Lessons

Three important lessons were identified, namely:

- There are innovations and issues needing attention in the development and implementation of workplace policies
- Harmonisation and speeding up of border clearing formalities is complex but essential in the context of HIV and AIDS
- Regional networking and collaboration on HIV and AIDS in the transport sector is essential

4.3.1 Lesson 1: There are innovations and issues needing attention in the development and implementation of workplace policies

Issues

Focusing on general information dissemination

An IOM study in 2003 noted that much effort has been made to address HIV and AIDS among mobile workers in the transport sector (specifically in the road transport) but that such efforts have too often been limited to distributing information; they do not address the underlying causes of transport workers' vulnerability, including their working conditions. The challenge may be a lack of specific workplace policies which address the issues workers face so as to complement the general messages.

Developed policies not always implemented

WVI reported that stakeholders were in dire need of funds to put their policies into action, and complained that this project had not set aside funds for such a purpose. On the other hand, "many managers view the creation, funding and operation of HIV/AIDS programmes as a secondary concern that may detract rather than enhance their companies' economic performance." Probably partly due to the low level of implementation of policies, according to the International Transport Workers Federation, "truck drivers maintain that the daily insecurity, isolation and hostility they experience encourages them to respond counter productively to the HIV and AIDS prevention message."

The challenge of small organisations

Another challenge is how to address HIV and AIDS at workplace for the very small organisations. For example, it was reported that in Swaziland most of the small local freight transport companies were reportedly one-person and one-vehicle operations which would not be expected to produce policies, though in total they employ many people. The situation could be similar in the informal sector in other Member States.



Sub-Lessons

a) The cascading model may be an effective way to develop workplace policies

In both Swaziland and Mozambique, the national authorities insisted on developing policies for the sub-sectors first before developing policies for the individual companies. The process of developing the associations' policies was participatory and involved representatives of the companies. This committed the companies to the policy being developed, as well as to making their own policies in future. Thus the process itself not only raised awareness of the need for workplace policies, but also increased the commitment of the companies to developing such policies. The process also gave the companies' representatives hands-on experience of how to make policies and what those policies should contain. Such a model was used by FEMATRO in Mozambique and BCHA in Swaziland in the road freight sub-sector and was reported to be effective, though resource constraints slowed down the process. It could be used in the other sub-sectors in the transport industry.

b) Workplace policies for micro-enterprises

In cognisance of the large preponderance of very small companies in Swaziland, the BCHA discussed with stakeholders on the best way forward. It was agreed that it would probably not be feasible for each of them to develop its own workplace policy. An over-arching policy which could be used they could use was therefore developed, with the participation of their representatives. Given the significant presence of the informal sector in most MS in the region, this experience could be useful them as well.

c) Monitoring for implementation of the workplace policies may be inadequate

WVI reported that one of its observations during the implementation of this project was that national authorities (Ministries of Transport and/or NACs) were finding it difficult to monitor the implementation of workplace policies, including those that had been developed by this project, due to resource limitations particularly transport to make follow-ups. Thus, in addition to making resources available for formulation of workplace policies, resources also need to be allocated for follow-up/monitoring and to ensure that these policies are put into practice. As reported in the baseline survey for this project "Social partners commonly expressed the views that the donors have shown an over-emphasis on policy and policy-related workshops, often duplicating the work of each other, without providing sufficient coordinated assistance on the implementation of policies." This points to the need for a balance in emphasis if the results of the policy formulation is to benefit the workers who are the end beneficiaries.

d) Lessons for other programmes

Implementation of developed policies and monitoring to ensure that they are implemented should be critical processes in all programmes. The attention to micro-enterprises deserves attention.

4.3.2 Lesson 2 Harmonisation and speeding up of border clearing formalities is complex but essential in the context of HIV and AIDS

The third objective of this project was to work towards harmonization of border protocols and clearing formalities in all four SADC Member States. There seems to have been some misunderstanding about this objective. While SADC Secretariat maintains the objective was to only advocate for the harmonisation of border clearing formalities, the project implementers aimed to carry out actions towards actual harmonisation as indicated in result area four (see Table I above). Procedures which need to be harmonised and speeded up include: customs clearing; vehicle permits; immigration procedures; information sharing, etc.

Issues

• Delays at borders

An assessment of the situation carried out by WVI as part of this project noted that it can take more than three days to clear formalities at Chirundu and Beitbridge border posts. An IOM study in 2003 also noted such delays, saying “drivers often spend many hours – even days – waiting to complete customs and other formalities at border crossings. Truck drivers from Durban (RSA) to the mines in Brazzaville (Congo) often spend days waiting to pass through borders. It can take an entire day to cross the Mozambique- South Africa border. Delays of two to three days are commonplace at Beitbridge, while crossing into Malawi can take even longer.” Thus, it would seem the problem affects several member states in the region and some drivers can traverse several MS which compounds the time they have to spend on the road. For example, a driver on the North-South Corridor which runs from the port of Durban in South Africa through Beitbridge in Zimbabwe and Chirundu in Zambia to Lubumbashi in DRC, with a spur through Nakonde to Dar es Salaam in Tanzania, will traverse several countries.

The IOM study noted that the same problems of border delays affect informal cross-border traders who “often spend many hours, even days, at border crossings where high-risk sexual behaviour is often common. Some cross-border traders supplement their income with sex work or trade sex for customs clearance or to hitch a ride to their destination. Female traders are often coerced into sex by customs officials and policemen.”

• Reasons for border delays are multi-faceted

An assessment of the situation commissioned by WVI to try to understand the issues better found that the problems causing delays at border crossings were complex. The Zambian side of the Chirundu border post was cited as one of the slowest in Southern Africa, second only to Beitbridge. The reasons cited for delays at that crossing, for example, were cited as:

- Improper documentation of goods and the drivers must wait until the documents are forwarded (the documentation may vary in each MS);
- Clearing agents have insufficient funds for bonds and must wait till the bonds are replenished;
- Discrepancies found between the loads and the documentation; and
- Zealousness on the part of officials, for a range of legitimate and illegitimate reasons.

These reasons involve MS procedures, transport companies, clearing agents and the drivers, and would require a multi-faceted response, and require advocacy (and perhaps training) across various organisations.

The first reason involves MS procedures which need to be harmonised, since they may vary from one MS to another.

• Pace of bilateral agreements for harmonisation is uneven

The assessment carried out by WVI also reported on the policies and agreements in place to speed up movement of goods and persons, and concluded that much still needs to be done despite the existence of the SADC protocol on Transport, Communications and Meteorology of 1996. One of the main aims of the protocol is to reduce impediments to the movement of persons, goods, equipment and services. A challenge is that the protocol is not put into action through bilateral agreements, the pace of which is uneven depending on which two MS are



involved. The mechanism of harmonisation and speeding up of border procedures is also through the bilateral agreements.

• Several government agencies are involved

Another challenge is that several government agencies are involved in the harmonisation effort in most MS (Revenue authorities for customs procedures, Ministries of Home Affairs for immigration and Ministries of Transport for vehicle permits), and their cooperation would be required within the each MS first and then with their counterparts across MS. For example, it was noted that though immigration was open 24 hours a day at Beitbridge border post, customs did not open 24 hours thus reducing the effectiveness of the 24 hour initiative.

Sub-Lessons

a) Harmonisation needs advocacy and coordination at higher levels

Experience in implementing this objective of the project showed that it needs to be coordinated at much higher levels, preferably at SADC Secretariat level. As any NGO used to working with communities would do, WVI tried local solutions by working with border officials who directly see the problem and know the issues involved. However, it turned out that the border officials cannot change the formalities on their own. Advocacy and harmonisation would have been more useful at National Headquarters level in MS and at SADC Secretariat level. The other reasons for delays at border posts are mostly linked to issues which need to be dealt with at the HQs of organisations (insufficient funds for bonds, improper documentation, etc), and would have required action at that level. WVI did make a significant contribution by identifying the issues which can be used for further advocacy and finding solutions.

b) Information for advocacy and action largely exists

The baseline survey carried out as part of this project revealed a lot of the information that would be needed to advocacy and action to address the harmonisation and speeding up of border clearing formalities. It also has references to other studies on the same subject, including those by the World Bank and ILO.

c) Policy and Programme Implications

Harmonisation and speeding up of border clearing formalities is already an identified area in the HIV and AIDS Strategic Framework for the region, and is clearly a regional issue which needs the direction of SADC Secretariat and the MS. The assessment carried out by WVI has identified the issues which will need to be addressed.

4.3.3 Lesson 3 : Regional networking and collaboration on HIV and AIDS in the transport sector is essential

Issues in inter-country networking and collaboration

An issue which illustrates the challenges in networking and coordination was the experience of Swaziland in the project, which might have implications for other similar projects in other member states. Most of the large transport sector companies in Swaziland are reportedly controlled from neighbouring South Africa (SA) from where the decisions are made. According to the companies, workplace HIV and AIDS policies and programmes had been developed and were operational in South Africa though apparently not in Swaziland.

Another challenge is that cross-border truck drivers spend a lot of time on the road, and sometimes in countries other their own. They may not be covered by the companies' HIV and



AIDS workplace policies, programmes and services while away from their base countries. Another issue is how cross-border drivers can access HIV and AIDS services wherever they go in the region (even when their company policies cover them in different countries). In fact, one of the activities of this project was to identify these sources of services in other MS and make them known to the drivers, though it was not fully realised. There is thus a need for a clearly identified mechanism for networking and collaboration across MS.

Sub-Lessons

a) Use existing organisations

A useful lesson arising from the project implementation is that there was no need to form a new organisation for networking and coordination of the HIV and AIDS activities in the road freight transport sector since the Federation of East and Southern Africa Road Transport Associations (FERSATA) could act as that networking and coordination mechanism. FERSATA was approached and tentatively agreed (pending agreement on funding) and has the advantage that it is already known and should have a mandate from its members. As a regional body, it should also know the issues in various member states and how to approach them. Unfortunately, the project ended before these plans could be finalised.

A principle that could be drawn from this experience is that existing regional bodies are willing to take on the coordination responsibility. They should be engaged before forming new mechanisms. This could apply from both the employer and employee perspectives and for all sub-sectors of the transport industry (road freight, road passenger, rail, air etc).

b) Policy and Programme Implications

Exploratory steps at trans-national collaboration have been taken through this project which will need further follow up by SADC Secretariat.

5. IMPACT OF THE PROJECT

A good set of outputs have been produced in the form of national, association and company workplace HIV and AIDS policies, though it might be too early to identify evidence of impact. This section briefly discusses some of the anticipated impact that can be expected from this project.

Impact on transport sector workers

By raising awareness and consciousness among government policy makers, employers' organisations and employees unions about the need for workplace policies on HIV and AIDS, the project has long-term prospects for addressing HIV and AIDS mitigation measures. By raising awareness among workers unions and representatives, workers are not only more likely to raise the issue with their employers but now also know what issues to raise and how they should be addressed. There is evidence that workers are now receiving services that were not there before. For instance the wellness clinic being built in Swaziland with support from the North Star Foundation is follow-on from this project.

Impact on transport sector organisations

By raising awareness on the need to prevent and mitigate the effects of HIV and AIDS in the workplace and on workers' families, more and more organisations are putting in place comprehensive workplace HIV and AIDS policies which address the issue from prevention, to care and through to mitigation. For instance, in addition to the five companies who had



completed workplace HIV and AIDS policies in Zambia, another 18 were in the process of doing so and more are expected to do so.

By supporting the development of umbrella policies for some sub-sectors of the transport industry, the project not only helped set minimum standards which could be expected for all organisations in those sub-sectors, but also put in place a peer pressure mechanism which should spur organisations in that industry to act for their employees.

Impact on SADC member states

The policy-making capacity of participating SADC member states was increased through this project, and some (such as Zambia) were assisted to complete their HIV and AIDS policies for the transport sector. This will have positive spin-offs to organisations in this industry and eventually to employees when the government agencies assist associations and organisations in the industry to make their policies, strategies and programmes. Through the participatory process used to develop policies, these organisations already know what the minimum standard should be and may already be taking steps to put them into place. MS will need to monitor the implementation of the workplace policies that are developed.

The networking and coordination which was part of the workshops assisted cross-fertilisation among member states. It was reported that this networking helped dispel the inherent suspicion that the private sector have of government-initiated programmes, thus increasing the chances of organisations complying to develop workplace policies and put in place programmes to address the HIV and AIDS needs of their employees.

By working within existing structures, such as NACs and Ministries of Transport, the benefits started by this project should continue even after the project has ended.

Impact on SADC Secretariat

Though in the end it was not realised, the objective on advocacy for harmonisation and speeding up of border protocols and clearing formalities has raised the awareness of the need for mainstreaming HIV and AIDS into transport sector protocols through the SADC Secretariat. With SADC Secretariat support and continuation, the preliminary steps towards SADC-wide coordination of HIV and AIDS programmes in the transport sector have the potential to benefit the region.

6. TRANSFERRING PROJECT LESSONS TO MEMBER STATES AND THE SADC SECRETARIAT

6.1 Basis for transference, replicating and scaling up the pilot

Several products from this project will be worth following up further:

- a) Development and implementation of workplace policies is an ongoing process which needs to continue. Useful lessons and models have been identified in this project which could be beneficial to this process, such as the cascading model in each sub-sector. Experience was also gained with how to deal with the issue of very small companies. Monitoring for implementation needs to be strengthened.
- b) The issues identified in harmonisation and speeding up of border clearing procedures should be carried forward for the benefit of not only the transport sector but also of other mobile workers such as informal cross-border traders.



- c) The groundwork and preliminary investigation for cross-border collaboration on HIV and AIDS in the transport sector that has been laid by this project will form a basis for scaling up this objective.

6.2 Challenges in the transference of lessons, replicating and scaling up

In contemplating the expansion of the activities of this project, in addition to the lessons illustrated, it would be useful to also take into account the following challenges.

- **Persuading Member States to speed up the harmonisation of border clearing formalities**

As the assessment carried out by WVI showed, harmonising and speeding up cross-border clearing formalities is a complex issue. How to speed up this process for the benefit of mobile workers who are vulnerable to HIV and AIDS will be a challenge. Expert advice and learning from others will be needed, for which SADC Secretariat is best placed to coordinate. For example, it is reported that border formalities along the Trans Kalahari Corridor have been harmonised and speeded up.

- **Improving cross-border collaboration**

There are several sub-sectors (such as road freight, road passenger, rail and air) within the transport sector for which coordination will be needed.

- **Monitoring and implementation of the workplace policies**

Ensuring that workplace policies are implemented is a challenge that needs to be constantly monitored and resources made available.

- **Addressing the Gender Issues**

A 2002 ILO assessment of "HIV/AIDS and the World of Work" noted that HIV and AIDS are changing the age and sex distribution of the labour force. Until recently most job categories, particularly driving, in the transport sector were male-dominated. This is changing. More research is needed on how the trend of more women drivers in the sector will affect women's vulnerability to HIV and AIDS and how it can be mitigated.

6.3 Guidelines for transferring project lessons

The guidelines have been divided into two main sections because it was felt that the issues for workplace policies are different from those for cross-border collaboration and harmonisation of border procedures.

6.3.1 Workplace policies

SADC Secretariat

a) **Share lessons and coordinate with other organisations assisting with workplace policies**

Several organisations are working at regional level to support HIV and AIDS programmes in the transport sector: These include: USAID, The International Transport Workers Federation (ITF), PERSATA, ILO, and the World Bank. Exchange of lessons with programmes supported by these organisations as well as with ongoing programmes in MS would be useful, particularly on the issue of developing policies for very small organisations and the informal sector. The Swaziland experience would be useful in this regard, and those who implemented the project there could share their experiences.



This can be coordinated by SADC Secretariat, with WVI and the implementers in the MS acting as resource persons.

b) Consider developing training material for HIV and AIDS in transport sector in collaboration with WVI

The development of workplace policies is already an ongoing process in most Member States, supported by several organisations but particularly the ILO. The SADC "Code of Conduct on HIV/AIDS and Employment" and the ILO "Code of Practice on HIV/AIDS and the World of Work" serve as useful guides for those developing workplace policies, so there may be no need for developing new guidelines.

It was not clear whether standard training material for HIV and AIDS in the transport sector, and for developing workplace policies in particular already exists. If it does not, the valuable experiences from this project could be distilled into such material. The material could formalise the cascading model of developing policies, approaches to assisting micro-enterprises and the informal sector, monitoring for implementation and other issues. It would be useful particularly for organisations dealing with small organisation and for the associations of the various sub-sectors in the industry.

c) Monitor for implementation of workplace policies

MS will need assistance in securing resources for this critical though neglected area. There may also be a need to develop a guideline on the monitoring process which would include issues such as: what will the monitoring look for; how will compliance be assessed; how will the monitoring be carried out; who does it; how often etc. At a minimum it is suggested that the monitoring should check whether the workplace policies comply with the SADC and ILO Codes, whether the policies are being put into action to benefit the workers and what the challenges are, etc

d) Advocate for funds for implementation of developed workplace policies

Since one of the neglected areas of funding is for implementation of policies and monitoring that the policies are implemented, there may be need for specific advocacy for funding in these areas. A related issue would be that the time frame for project implementation is usually short (2 to 3 years) and fitting in implementation in such short time frames may be difficult. Advocacy would also be needed for project of longer duration (maybe at least 5 years) so that there is enough time for implementation of developed workplace policies.

Both the MS governments and the donors would be targets for such advocacy.

6.3.2 Cross-border collaboration and harmonization of border formalities

SADC Secretariat

a) Document the process with support of the GB

In a sense some of the documentation has already been carried out through the Baseline Survey that was carried out by as part of this project. This should form a good starting point for understanding the issues to be addressed in advocating for harmonization of border clearing formalities.

There may, however, be need to further document the experience in the cross-border networking and coordination area.



b) Disseminate the findings and advocate for harmonisation, with MS involvement

Harmonisation of border procedures is essentially a political process and as such will require the active involvement of Member States. A meeting of all stakeholders (particularly MS governments and the Southern Africa Transport Coordinating Council, Technical Unit (SATCC-TU) and relevant SADC Directorates) could be called to discuss the findings and issues from the documentation and seek for the necessary high level commitment.

c) Identify Potential Organisations for cross-border networking and coordination.

There will be need to follow-up the contacts made with FERSATA for its role in coordinating HIV and AIDS in the road freight sub-sector. Pan-SADC associations in the other sub-sectors (e.g road passenger, rail, air etc) will need to be identified. There will also be need to coordinate the HIV and AIDS efforts made by employer associations and those made by employee associations for greater effect. Mechanisms for the coordination of the efforts made by employer-employee associations will need to be explored.

d) Advocate for the harmonisation and speeding up of border clearing formalities

The baseline survey for this project made suggestions on how the harmonisation issue could be carried forward, including:

- a) Promoting efforts at harmonisation and fighting HIV and AIDS through Joint Route Management Groups (JRMGs) which exist between countries.
- b) Promoting the sharing of information through setting up a website where laws, procedures, border opening hours and other information could be posted.
- c) Production of handbooks on Laws and Procedures in MS which could be used by transport operators and drivers.

These suggestions could form the starting point for advocacy.

7. CONCLUSIONS AND WAY FORWARD

On the whole, despite the non-completion of some objectives, the project has added value to the regional HIV and AIDS programme. It has demonstrated innovative ways of committing to, and developing, workplace HIV and AIDS policies. Much more importantly, it has shown the clear need and urgency for creating cross-border HIV and AIDS coordination mechanisms in the transport sector and for speeding up the harmonisation of border clearing formalities in order to reduce the HIV and AIDS vulnerability of mobile workers. It has also laid the groundwork for carrying these issues forward. It is suggested that the SADC Secretariat needs to take over from where WVI left, particularly on the coordination and harmonisation objectives, as suggested above in this section. Participation of WVI would be needed as technical partner in view of its experience in the issues.



8. ANNEXES

8.1 References

- i. Terminal Report, EPRD Component of the Regional Support for an Expanded Multi-sectoral Response to HIV/AIDS in the SADC Region, Project Management Unit, HIV & AIDS Unit, SADC Secretariat
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8.2 List of Persons Interviewed

Name	Organisation	Position
Gilbert Kamanga	World Vision International	Ministry Quality Team Leader for Southern Africa
Richard Pungwayo	Prevention Coordinator, SNAP (Swaziland)	Prevention Coordinator
Ms Ncamsile Tfwala	WVI Swaziland	HIV and AIDS Manager
Ms Khosi Hlatswayo	Business Coalition on HIV Against HIV and AIDS, Swaziland	Coordinator



- Platform for monitoring and regular review of progress and opportunity for plan amendments to ensure success.
- Provision for documentation and drawing lessons for use in future surveys or for use by other Member States.

7 CONCLUSIONS AND WAY FORWARD

Conducting a National HIV Prevalence and Behavioural Risks Household Survey is a long, complex, technically specialised and expensive undertaking. Although only one Member State successfully completed the survey under the project, information obtained from the one Member State plus previous experiences from other Member States adequately demonstrate the value of national prevalence and behavioural surveys and the need for all member states to carry out at least one such survey. In view of the cost of the surveys SADC should consider joint regional action that allows for sharing of financial resources and technical capacity. Alternatively Member States could collectively engage with DHS people and or SHRC to conduct surveys in rotation among Member States.

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