



How to use this toolkit...

This toolkit aims to assist Government Ministries or Departments to develop a sector-specific response to the HIV/AIDS epidemic. The toolkit is intended to facilitate the incorporation of HIV/AIDS issues into existing planning processes.

The following general issues should be considered when using the toolkit:

Active commitment by leadership

- Active commitment by leadership is essential to support the process of planning and implementing an effective response to HIV/AIDS. Whoever uses this toolkit should place the commitment of leadership high on their agenda (the Minister, Permanent Secretary and/or Directors).

Prioritisation of activities

- Activities must be prioritised because of the complexity of the impacts of HIV/AIDS. Responses must not be delayed unnecessarily while full details of all impacts are obtained. Data collection should be prioritised to provide the information that is most important and feasible to collect within immediate constraints. For example, to enlist leadership commitment and allow for initial planning, ballpark figures and readily available data may be appropriate. However, for more detailed planning, more detailed data collection may be required. Responses will need to be prioritised according to expected impact, and the consequences of not responding.

This document is one in a series of pamphlets targeted at Government Ministries.

The aims are:

- to assist priority sectors to identify areas where they are vulnerable to the impacts of HIV/AIDS.
- to suggest specific steps that can be taken.

Expert assistance

- Expert assistance of people with specialist knowledge of HIV/AIDS and planning skills is essential to ensure adequate understanding of HIV/AIDS impacts and effective response planning.

Generic issues

- Some of the issues covered by the toolkit need to be considered by all Government Ministries.
- The four accompanying documents are generic, and apply to all Ministries. These are:
 - 1) *Understanding HIV/AIDS*
 - 2) *Why HIV/AIDS is a Government Issue*
 - 3) *HIV/AIDS and Ministry Employees*
 - 4) *Planning Tools*.
- These should be used by the Ministry of Welfare in conjunction with this document as indicated in the steps that follow on page 2.

The full Toolkit range:

Generic:

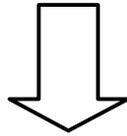
- Understanding HIV/AIDS
- Why HIV/AIDS is a Government Issue
- HIV/AIDS and Ministry Employees
- Planning Tools

Ministry and/or Department:

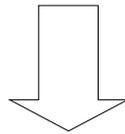
- HIV/AIDS and Agriculture
- HIV/AIDS and Education
- HIV/AIDS and Finance
- HIV/AIDS and Health
- HIV/AIDS and Housing and Public Works
- HIV/AIDS and Labour
- HIV/AIDS and Welfare

*Below is a diagrammatic chart
of the steps described in this toolkit.*

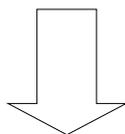
Step 1:
Understanding HIV/AIDS impacts in wider society,
and the role of Government Ministries



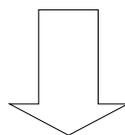
Step 2:
Identify internal impacts within
the Ministry or Department



Step 3:
Identify external impacts that
influence Ministry functions



Step 4:
Identify appropriate action responses



Combined result:
A sector-specific impact assessment
and response to HIV/AIDS

Step 1: Understanding HIV/AIDS impacts in wider society, and the role of Government Ministries

The HIV/AIDS epidemic presents a major challenge to developing countries. A first step in formulating a response to the epidemic is to understand the basic facts about HIV/AIDS and the role of Government Ministries. There are several features of HIV/AIDS which make it different from other diseases, and which need to be understood in order to formulate appropriate responses. Most transmission of HIV is preventable. Although 'technical solutions' such as making blood supply safe and treating other STDs (sexually transmitted diseases) are important to reduce the risk of transmission, it is also important to address social and economic factors that predispose to high risk situations. While there is no cure for AIDS once a person is infected with HIV, some of the impacts of the disease can be mitigated with prompt treatment.

Information contained in the accompanying document *Why HIV/AIDS is a Government Issue*, includes the following:

- Why HIV/AIDS is a critical issue for any organisation.
- Reasons for government involvement.
- How can governments respond?

The HIV/AIDS epidemic is more than just a health issue. Social and economic impacts within Government Ministries and in wider society necessitate government involvement both internally and externally. Typical HIV/AIDS impacts on organisations that will affect the functioning of Government Ministries include increased absenteeism, lower productivity, higher costs of labour, and skills shortages. Externally, appropriate responses within a Ministry's spheres of influence and responsibility are critical to slow the rate of new infections and to help manage the impact of existing infections. In many areas, legal and policy responses by Government Ministries are able to play a pivotal role in managing the epidemic.

The accompanying document *Understanding HIV/AIDS* includes the following information:

- What is HIV/AIDS?
- How is HIV transmitted?
- What are some of the important features of the HIV/AIDS epidemic?
- Is there any evidence that prevention programmes work?
- Is there prospect of a cure for HIV/AIDS?
- Is HIV/AIDS a manageable condition?
- Useful Internet resources.

Step 2: Identify internal impacts within the Ministry or Department

Identifying internal impacts involves understanding the extent and consequences of infections among Ministry or Departmental employees. These may severely compromise the ability of any organisation to deliver, but the effect may be particularly pronounced in Government if it lacks flexibility to respond to new pressures. The impact of employee infections will be particularly severe for

Ministries in the social sector, such as Education, or Health, because of the multiplier effect of personnel infections. For example, for every teacher infected, the education of some 20-50 learners will be affected. However, the loss of key personnel in any Ministry may adversely affect the functioning of that Ministry, with a ripple effect in wider society.

Experience and research show that a Ministry's vulnerability to employee infections depends on several key areas. Step 2 of this toolkit has been designed to help guide collection of data for identifying the extent and nature of impacts of employee infections in these key areas.

Areas to consider by Ministries include the following:

- Numbers of HIV infected employees
- Absenteeism and productivity
- Recruitment and training
- Morale
- Benefits
- Gender
- Capacity to respond

Some of these areas of vulnerability may be the ultimate responsibility of a central body, such as the Ministry of Public Service Administration, and individual sectors should liaise with this Ministry.

The accompanying document *HIV/AIDS and Ministry Employees* provides an overview of areas of vulnerability to employee infections and flags data that may be needed fully to appreciate impacts.

The types of assessment needed depend on the purpose for which the data are to be used.

In the accompanying document *Planning Tools*, Chart 1 provides examples of assessments that may be appropriate, as well as suggested indicators.

Step 3: Identify external impacts that influence Ministry functions

The HIV/AIDS epidemic will increase the numbers of households who are destitute, and push many already poor households further into poverty. In all AIDS affected households, household resources will decline because of illness and death of working age members. Care expenses and funeral costs will drain available resources, depending on households' responses. While some households will experience only temporary economic effects, until they restructure themselves and find alternative sources of income, for many households economic hardship will be permanent. Forms of social relief available to the destitute differ between countries. Budgetary implications of HIV/AIDS are obviously a major consideration and impacts of HIV/AIDS on eligibility for support and uptake will need to be quantified. This is particularly important in countries where statutory state support is provided. In countries with severe epidemics, the most pressing welfare concern that has been identified is that of the need for care of children orphaned by AIDS. In all countries with severe epidemics, support of affected communities will help to avert large-scale social problems.

Welfare policies and programmes have the potential to assist in the creation of an environment in which the most vulnerable are able to protect themselves against HIV infection. Policies and programmes which support women and children who otherwise may be vulnerable to pressures of sexual networking as a means of survival, and policies which support the nurturing of orphans are critical both to stem a future epidemic, and to deal with the impact of the current epidemic. Clear understanding of potential impacts will influence whether the sector's response is appropriate and effective in meeting the needs of society and individuals. Some external impacts may already be experienced, but many will be felt fully only in the medium- to long-term.

The type of impact assessments and responses that are appropriate will depend on the context, in particular the stage of the epidemic and the extent to which resources have already been mobilised around HIV/AIDS.

For example:

- Is there a high rate of new HIV infection?
- Are there already substantial numbers of people ill with AIDS? What is the current size of the AIDS epidemic?
- What priority policy areas have been identified where resources may be used most effectively, and what further data or analysis are needed to enhance the effectiveness of these?
- What is the contribution of the private sector and donor organisations to AIDS care, and to what extent are appropriate policies and treatment strategies already in place? Are co-ordinating mechanisms in place?
- Have sector-specific strategies to respond to HIV/AIDS been prepared? In particular, have the roles and responsibilities of the Ministries of Education, Welfare and Health been defined with respect to the support of vulnerable children, including orphans and HIV infected children?

Defining the core functions and priorities of the Ministry will be essential to prioritising areas of concern. These are the issues that are expressed in strategic plans and senior management discussions. The challenge of HIV/AIDS should be assessed, guided by the following key questions for each Ministry function and priority:

Key questions for Ministry priorities:

- How does this function or service impact on the spread of HIV?
- How will HIV/AIDS in wider society impact on this function or service?

All relevant stakeholders should be involved in planning impact assessments and identifying appropriate responses. The items in the next section provide a general idea of the scope of the impact on typical Ministry of Welfare functions:

- Administration of social security grants and other poor relief
- Care of orphans and children affected by AIDS
- Statutory work and community development
- Policy and legislation

Review the examples of the type of assessment you may need fully to appreciate impacts in these areas.

Suggested indicators are given in Chart 2 in the document *Planning Tools*.

- Complete a similar chart for areas that are relevant to your Ministry.
- Tick those areas where data may be useful for motivation or planning within your Ministry.

Administration of social security grants and other poor relief

Overall need and demand for welfare assistance may increase. In the long-term, need for old age pensions may decrease as fewer people reach pensionable age, but there may be more pensioners qualifying for state assistance as the proportion in low income brackets may increase as a result of economic impacts of HIV/AIDS on households. Need in provinces or regions will differ: in some areas HIV/AIDS-related need will be delayed and others may experience sustained lower need.

- What is the expected impact of HIV/AIDS on eligibility and uptake of social security grants or other forms of poor relief?
- What are the budgetary implications of HIV/AIDS impacts?
- What are province-specific or region-specific impacts of HIV/AIDS? How may these data be used to assist in province and region resource allocation and to direct external aid to areas of greatest need?
- What are the responsibilities of various sectors and other players in contributing to safety nets for the most vulnerable? Are these resource-efficient and complementary? Are appropriate linkages in place? What are the gaps and overlaps in responsibility?

Care of orphans and children affected by AIDS

Large numbers of AIDS orphans may be left unsupported, as extended family structures and networks breakdown or household resources become over-extended. There may be an increase in the numbers of homeless children, who themselves will become at high risk of HIV and many children may be unable to attend school because of financial constraints within households.

- What are the projected numbers and provincial or regional distribution of orphans?
- What is the level of vulnerability of orphans? What are existing community care mechanisms for orphans?
- Has appropriate government policy to address the needs of orphans been developed?
- Are there any best practice examples or innovative models of care in this and other countries that may be adapted or scaled up?
- What are the costs of current and desired policies and programmes? How can sustainable funding be mobilised for these?
- What are HIV/AIDS implications for equity of provision of services? How do equity concerns affect staff and infrastructure planning?
- Can grant application procedures be streamlined to be more time-effective?
- Will increased statutory workload and other HIV/AIDS impacts lead to the neglect of community development and prevention activities under current service models?
- What partnerships can be developed with non-government organisations and other bodies, for example local authorities?

Statutory work and community development

Statutory work load on state social workers may be increased by higher eligibility for foster care grants and other social support and increased numbers of foster homes that require supervision. There may be increased referrals from Local Government and Housing for intervention in housing problems. Prevention and community development activities may be swamped by statutory work demands.

Policy and legislation

Do any current or planned policies and legislation related to the sector:

- Increase or decrease the rate of spread of HIV infection?
- Provide adequate protection against discrimination for the increasing numbers of people infected or affected by HIV/AIDS?
- Require adaptation to meet new challenges to implementation because of HIV/AIDS?

Step 4: Identify appropriate action responses

Responses in areas of internal impact

Responses to internal impacts involve preventing new infections among employees and reducing impacts of existing infections.

Key questions for Ministries are:

- How can employee infections be prevented?
- What can be done about the impacts of existing employee infections, and future infections that are not avoided?

Actions that can be taken by Ministries include those related to:

- Prevention of new infections
- Absenteeism and productivity
- Recruitment and training
- Morale
- Benefits
- Gender
- Capacity to respond

Where actions are the ultimate responsibility of a central agency, such as a Department or Ministry of Public Service and Administration, the Ministry of Welfare should liaise with this agency.

The accompanying document *HIV/AIDS and Ministry Employees* provides an overview of some possible responses.

All key stakeholders must be encouraged to identify and plan projects related to particular action responses. It is important to prioritise responses that are most critical and feasible in your specific situation.

Examples of types of responses or projects that may be undertaken are provided in Chart 3 of the accompanying document *Planning Tools*.

Responses in areas of external impact

Responses to external impacts include those aimed at assisting the Ministry to continue to achieve goals and fulfil its functions in the context of changed needs in society. It also shows how the Ministry can take action to reduce HIV spread.

As for the impact assessments described in Step 3, the type of responses needed will be guided by the Ministry's core functions and priorities at a particular time. The challenge of HIV/AIDS should be assessed, guided by the following key questions for each Ministry function and priority:

Key questions for Ministry priorities:

- How can these services impact on HIV spread in the wider community?
- What can be done about the impacts of HIV/AIDS on these sector functions?

The items in the next section provide a general idea of the scope of possible responses by Ministries of Welfare. These are:

- Administration of social security grants and other poor relief.
- Care of orphans and children affected by AIDS.
- Statutory work and community development.

Some responses may actively address impacts, while others may include more detailed research and planning of specific issues. It is important to prioritise responses that are most critical and feasible in your specific situation. Appropriate participation of key stakeholders is likely to be important for effective prioritisation and buy-in.

Review each of these areas of action and consider which may be relevant to your Ministry.

Suggested indicators are given in Chart 2 in the document *Planning Tools*.

- Complete a similar chart for areas that are relevant to your Ministry.
- Tick those areas where data may be useful for motivation or planning within your Ministry.

Administration of social security grants and other poor relief

- Consider feasibility of providing HIV/AIDS prevention and care messages to social security grant recipients and households.
- Motivate for increased budgets and adjust budget allocations in the light of impact assessments and projections.
- Incorporate HIV/AIDS impacts into poverty indicators.
- Adjust provincial and regional resource allocation taking into account provincial/regional HIV/AIDS impacts on poverty.
- Ensure external agencies direct poor relief to areas of greatest need.

Care of orphans and children affected by AIDS

- Prepare policy documents and projects to address needs of orphans where appropriate. These may include streamlined provision and support of foster care, bursary provision to assist education, and provision of extra support for schooling of orphans who may have special education needs.
- Adapt and scale up innovative models of care that have been shown to be effective.
- Mobilise and co-ordinate support for policy and project implementation.
- Develop appropriate indicators and systems to monitor numbers and circumstances of orphans and other children made vulnerable by AIDS. Liaise with Ministries of Education and Health where relevant.
- Consider ensuring that any projects to address the needs of orphans include HIV/AIDS prevention messages if appropriate.

Statutory work and community development

- Ensure staffing and infrastructure planning take into account HIV/AIDS demographic and economic impacts.
- Ensure projects and programmes are directed to areas of greatest need.
- Motivate for more social worker auxiliary posts if appropriate.
- Streamline grant application procedures to be most time-effective.

- Consider appropriateness of personnel allocation models: for example, dedicated personnel for statutory work and dedicated personnel allocated to community development and prevention, to ensure the latter are not neglected.

Is it appropriate for the Welfare Ministry to mobilise the Welfare sector in any of the above areas of response?

Appendix 1: Examples of data that may be useful to drive sectoral AIDS responses

- In one study, it was demonstrated that firms took, on average, 8 times longer to replace a deceased professional than a skilled worker.
- Several best practice examples of HIV prevention and management responses relevant to Welfare have been described in: *Best practices. Company actions on HIV/AIDS in Southern Africa*, Loewenson R with Michael K, Whiteside A, Hunter L and Khan N. OATUU, supported by UNAIDS, February 1999.
For example:
 - An initiative to assist orphans on farms supported by the Commercial Farmers Union and the government in Zimbabwe has been operationalised.
 - Malawi and Uganda attempted national orphan registration systems. These were abandoned as registrations were found to be costly and data produced were unreliable in these settings. These countries recommend decentralised systems of monitoring circumstances of orphans such as small area pilot registrations for specific programmes and the establishment of Village Orphan Committees.

Malawi and Uganda Surveys and Studies found the following problems among orphans and their families:

- Large numbers of orphans per family
- Increased poverty
- Lower nutritional status in fostering households with large numbers of children
- Increased labour demands on children
- Reduced access to education
- Harsh treatment and abuse from step/foster parents
- Less attention to sickness in orphans
- Segregation and isolation of orphans at mealtimes
- Loss of property and inheritance
- Forced early marriage of female orphans
- Higher child mortality
- Abandonment
- Lack of love, attention, affection
- Grief for parents, separated siblings

Source: *Report of an Assessment of the Situation of the HIV/AIDS Epidemic and its Consequences for Families and Children, focusing on Orphans*, Swaziland 1999.

Acknowledgements

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