

GUIDE TO HIV/AIDS POLICY DEVELOPMENT



Republic of Zambia

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ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
ART	Antiretroviral Therapy
BCC	Behavioral Change Communication
CEO	Chief Executive Officer
HIV	Human Immuno-deficiency Virus
M&E	Monitoring & Evaluation
SHARe	Support to the HIV/AIDS Response in Zambia
SI	Statutory Instrument
STI	Sexually Transmitted Infection
TB	Tuberculosis

ACKNOWLEDGMENTS

The publication of this *Guide to HIV/AIDS Policy Development* has come at an opportune time: Zambia is now in the throes of a major HIV/AIDS epidemic. Enhanced skills in health policy formulation and consensus on policy frameworks are needed to ameliorate the epidemic and its far-reaching effects. In this regard, I wish to pay special tribute to all partners who were involved in writing the Guide. I particularly wish to thank the Ministry of Health, the Policy Analysis and Coordination (PAC) Division of the Cabinet Office, the National AIDS Council (NAC), HIV/AIDS point persons from all Government line ministries, and other stakeholders too numerous to mention, for their commitment and dedication to the process of developing this Guide.



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PREFACE

There is now broad consensus that an enabling policy framework that sustainably addresses key stakeholder concerns and challenges is required to effectively counter the HIV/AIDS epidemic. The Zambian Government is cognizant of this requirement: as long ago as 2005, the Cabinet approved the National HIV/AIDS/STI/TB Policy. It appears, however, that only a few partners in the national multisectoral response to the epidemic have their own dedicated HIV/AIDS policies to inform and guide their interventions. One explanation for this is that there is inadequate capacity to formulate policies in the first place and, if policies do exist, it is difficult to clearly ascertain what they intend to achieve. This is due in part to a dearth of literature on good practices in policy development. In light of this, the purpose of this *Guide to HIV/AIDS Policy Development* is to contribute to the Government's efforts to assist organisations that may be thinking of developing HIV/AIDS policies. While targeted to actors in the HIV/AIDS subsector, the general policy development principles explained in this Guide are applicable to the formulation of any policy.

Dr. Ben U. Chirwa
DIRECTOR-GENERAL
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I. INTRODUCTION

There is now broad consensus that an enabling policy environment is needed to address the HIV/AIDS epidemic, given its cross-cutting nature. This realisation has led to an increasing demand for dedicated policies for informing and guiding programming and activity planning regarding HIV/AIDS. It would, however, appear that there is a dearth of policy development skills among the majority of actors in the HIV/AIDS subsector. Past efforts to develop HIV/AIDS policy often lacked analytical depth and failed to identify key HIV/AIDS issue areas. This led to policy measures that contributed little to institutional efforts to mitigate the impact of the pandemic on employees and their families. In addition, inadequate appreciation of policy and the policy process led to disjointed implementation of approved HIV/AIDS policies.

This *Guide to HIV/AIDS Policy Development* is meant to address these shortcomings. It is intended to impart basic skills for HIV/AIDS policy development. It also may be used to formulate policies in other areas – the general policy development principles explained herein are common to any policy development process.

The Guide starts with giving the definition of a policy and then explains when a policy is required, types of policies, basic elements of a policy, pros and cons of a policy, and the policy cycle. Finally, it suggests a content structure of a well-formulated policy.

2. WHAT IS A POLICY?

Policy means different things to different people. It is often construed as an abstract term, intangible and lifeless, and associated with politicians who use it as a basis and justification for running public affairs. It is no wonder, therefore, that the important role of policy-making in the management of public affairs is not recognised. This impression has changed, and there is now a broad consensus that policy is the foundation of planning and organisational management. It underlies the manner in which governments, institutions, and other organised social units are structured and managed. Policy permeates our lives right down to individual households.

Policy has traditionally been associated with the organisation and running of government and not applied to the business sector or civil society. However, policy also is relevant to managing corporate entities, educational establishments, cooperative societies, communities, and any form of social organisation. What differentiates policies in these various contexts is the breadth and length of their articulation in writing or orally.

What then is a policy? There are as many definitions of policy as those who have attempted to articulate and apply it in analysing behavioural patterns of governments, business institutions, communities, and other forms of social organisation. However, simply put, **a policy is a definitive**

A policy encapsulates a vision, an aspiration for a desired or ideal condition in the future.

and formal statement of principle by an organisation in regard to a course of action intended to attain a desired outcome. In application, it is meant to either **promote** or **hinder** a course of action. The same policy can benefit and therefore be welcomed by one societal group while at the same time have a negative impact on another group. For example, a policy

that restricts bar opening and closing hours will be supported by communities that advocate for regulated operation of bars. In contrast, it will not be popular with bar owners who believe that they can make more money from unregulated and prolonged bar hours.

3. WHEN IS A POLICY REQUIRED?

A policy is not always the way to achieve a desired course of action.

A policy is suitable for addressing issue areas that require long-term interventions rather than short-term solutions. Women's empowerment programmes, for example, would certainly require a policy, whereas addressing an outbreak of cholera or avian influenza in an urban location would not. Disease outbreaks are addressed through the issuance of a Statutory Instrument (SI) by the minister responsible for health. An SI allows a minister to amend, vary, or repeal existing legislation under his/her jurisdiction. It also allows a minister to introduce new legislation. In all these cases, the minister is, by law, not required to take his/her decision to Cabinet for consideration and approval. One of the advantages of this process is that it is faster (especially in emergency situations) and consumes fewer resources.

Issue areas that require the involvement of several sectors and actors need policies. For example, gender-based violence, HIV/AIDS, environmental management, energy regulation, and similar other issues require formal policy frameworks because they involve a variety of sectors and actors and have wide socioeconomic ramifications. A decision to formulate a policy should also take into account the usually high cost and extended time period that the formulation process takes. The policy process should be undertaken only if its intended or perceived benefits outweigh costs of its formulation.

4. TYPES OF POLICIES

Because each policy is designed to address a specific issue, it will vary from other policies in content, type, and scope. The National HIV/AIDS/STI/TB Policy, for instance, provides a national framework for informing and guiding actors in the HIV/AIDS subsector in their HIV/AIDS programming and activity planning. The National Gender Policy guides stakeholders in the programming of gender-sensitive activities. Policies also differ in terms of periodicity in that some are relatively short (e.g. workplace HIV/AIDS policies) while others are of longer duration (e.g. national policies).

A policy may be *explicit* or *implicit*. An explicit policy is written into a document, whereas an implicit policy can be a less formal (unwritten) declaration. An example is a verbal presidential directive for all local authorities to establish feeding centres for street children. Such a declaration will be the official government position and therefore implicit national policy. A policy can also be national or sectoral. A national policy is one whose incidence is cross-sectoral, applicable and binding without exception across the country or across specified sectors. A good example is the National HIV/AIDS/STI/TB Policy that encapsulates the government's position on HIV/AIDS, sexually transmitted infections (STIs), and tuberculosis (TB). The policy provides a broad framework for informing and guiding the national multisectoral response against these illnesses. In this regard, all actors in the national response are required to align their HIV and AIDS programming with the policy.

Conversely, a sectoral policy, as the name implies, affects only a particular sector, such as industrial production, commerce, agriculture, or transport. Although sectoral policies might have multiple sectoral interfaces, they are primarily meant to inform and guide programmes and activities in the sector for which they were formulated.

5. BASIC ELEMENTS OF A POLICY

Certain elements characterise a well-formulated policy document. Key elements are vision, measures, and incidence.

5.1. VISION

A well-written policy is visionary and long term. It is visionary nature in the sense of being an aspiration for a desired or ideal condition at some point in the future.

It addresses issues whose resolution demands the commitment of a wide range of multisectoral human, material, and financial resources over a relatively long period of time. Its impact and outcomes also take a fairly long time to be manifested. Consequently, a well-formulated policy document needs to allow adequate time to implement, monitor, and evaluate agreed measures and activities.

5.2. MEASURES

A well-formulated HIV/AIDS policy should outline measures that will be implemented to address each HIV/AIDS issue area identified in the situation analysis. However, it does not explain “how” the measures will be implemented. For example, an HIV/AIDS policy would state “*The Ministry of Health shall scale up access to ART [anti-retroviral therapy]*”, but does not specify how scaled-up access will be achieved. Implementation, or operationalisation, of the policy is left to action plans or guidelines. This is because policy is overarching and long term, whereas activities are dynamic and, depending on circumstances, may be changed at any time. A policy that specifies activities also might constrain space and ability of implementers to choose from available implementation options. Thirdly, a policy does not discriminate in terms of incidence.

5.3. INCIDENCE

By its nature, a policy is meant to provide a general framework for informing and guiding the realisation of the core mandate(s) of an organisation. What this means is that an approved policy should, without exception, apply to *all* segments of the organisation. For instance, when management writes a policy declaring that all factory employees will wear a factory uniform, it applies even those who object to the attire. The nondiscriminatory nature of policy is central to the cohesion of an organisation and its work toward a common vision.

6. PROS AND CONS OF A POLICY

Existence of a policy has both advantages and disadvantages. Among the advantages is that a policy helps an organisation implement its core mandate in a consistent and focused manner over a projected time horizon and binds its human and financial resources around its core mandate(s). It legitimises executive and operational decisions and actions by creating an enabling framework within which to rationally allocate scarce resources among the organisation's many competing demands. It also helps to define an organisation's image, values, and how it projects itself to the outside world, and thus how the outside world perceives the organisation. An organisation with a gender-sensitive policy, for instance, would be viewed by the outside world as one with a 'heart' for gender values.

Interestingly, a policy can also turn out to be an obstacle to expeditious operations by limiting managerial initiative and flexibility. When managers fear recrimination and censure, they become fearful of breaching policy prescriptions. For example, a policy that restricts authorisation of fuel requisitions to the Chief Executive Officer (CEO) alone risks stalling fuel requisitions – and the organisation's continued operations – until the CEO returns. A policy can also be used as an excuse for inefficiency. For instance, managers who fail to execute their duties explain that their "hands were tied" by the policy. More generally, a policy might stifle expression of – let alone implementation of – progressive ideas on the part of managers and workers.

In Zambia, an example of policy impeding progress is the routine retirement of unspent public funds. The policy requires that line ministries must wait to start new fiscal year spending until after Parliament has debated and approved budgetary estimates as presented by the Minister of Finance and National Planning, which happens on the last Friday of January. Pending parliamentary approval, ministries can only spend from line items approved for the preceding fiscal year. This delays ministries spending from the current fiscal year's budget – and delays their implementing scheduled activities – until well into the second quarter of the year.

7. POLICY CYCLE

A *policy cycle* is the sequence followed in a policy's formulation, implementation, and evaluation. It starts with conceptualisation, and deciding whether or not a policy is needed to solve a given issue, and runs through policy formulation, adoption, dissemination, implementation, monitoring and evaluation (M&E), and M&E report dissemination. The final stage is a decision on whether the policy should be revised, consolidated, replicated, or discontinued.

The cycle is seamless in that, once a decision has been made to formulate a policy, all the steps continue feeding into each other until a decision is made to continue with or terminate the policy. Below are brief descriptions of each key element of a policy process. (See also Figure 1.)

7.1. CONCEPTUALISATION

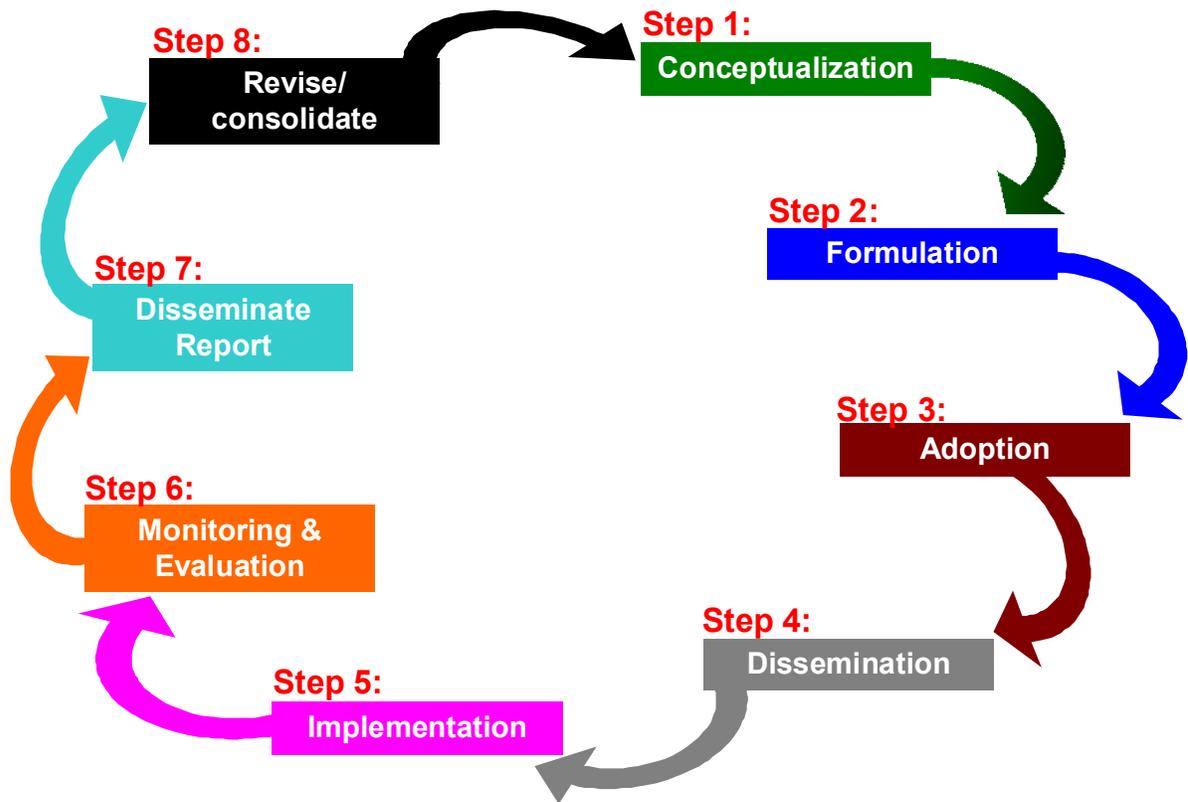
A decision to formulate a policy is part of a dedicated thought process that is committed to finding a solution to an identified challenge. It calls for a rational assessment of available options and solutions that provide an informed appreciation of the extent and magnitude of the challenges that need to be addressed. A conceptualisation that is less than thorough will lead to a flawed policy that will not properly resolve the targeted issue.

Stakeholders of a potential policy must ascertain if there is indeed need for a policy. A hasty decision to formulate a policy might turn out to be a costly waste of scarce resources. Answering the following questions is useful in making an informed decision:

- Can identified challenges be resolved within the existing institutional policy, legal, and regulatory frameworks?
- What will be achieved by the proposed policy?
- What will be lost, or suffered, in the absence of the proposed policy?
- How will the proposed policy enhance the institution's capacity to achieve its core mandate(s)?
- What are the likely resource implications of the proposed policy?
- How will the proposed policy "sit" vis-à-vis other institutional policies? and
- Who will be affected, either positively or negatively, by the proposed policy?

In answering these questions, it is important to undertake an "interest scan", or stakeholder mapping, which includes identifying pockets of support for and resistance to the proposed policy. Objective responses to these questions will provide for an objective assessment of the utility of the proposed policy. If the majority of responses are negative, policy formulation should not move forward, for it risks wasting resources, and creating a policy that may not be observed by stakeholders and certainly will not resolve the identified challenges.

FIGURE 1. POLICY CYCLE



7.2. FORMULATION

Once a decision has been made to formulate a policy, the next stage is to put in place arrangements to facilitate the process. It is usually advisable to appoint a technical committee comprising key stakeholders who are knowledgeable about the challenges that the proposed policy is meant to address. This is extremely important because a technical committee with inadequate knowledge of the challenges will, invariably, misidentify and misdefine issue areas. The technical committee should also lead the process of building consensus around appropriate modalities for gathering requisite information and data for informing and guiding the formulation process.

In executing its mandate, the technical committee should do a situation analysis – widely consult key stakeholders to get as much factual data and information as possible. This is important because the nature and accuracy of the data and information will determine the quality and utility of the policy. Experience demonstrates that undertaking a situation analysis, which collects, analyses, and presents data and information, might take an extended period of time and require the committee to meet several times. Depending on the complexity of the challenges or issue areas that the policy is to address and the organisation’s in-house capacity, the technical committee may choose to hire an expert to do the situation analysis.

A situation analysis is to a policy what a foundation is to a building – a policy founded on a weak situation analysis can never be expected to be robust and viable.

7.3. ADOPTION

The final draft of the policy document should formally be presented to the institution's policy or senior management body for consideration and approval. Without their approval, it is unlikely that any policy will be implemented. In fact, evidence demonstrates that some policies have stalled largely because senior management was not part of the policy formulation process.

7.4. DISSEMINATION

Once the policy has been approved, it must be disseminated to key stakeholders. This is to both familiarise stakeholders with its contents, and to ensure that stakeholders who are supposed to play various roles in its implementation know what is expected of them. Experience demonstrates that the omission of this stage of the policy process may seriously prejudice implementation.

7.5. IMPLEMENTATION

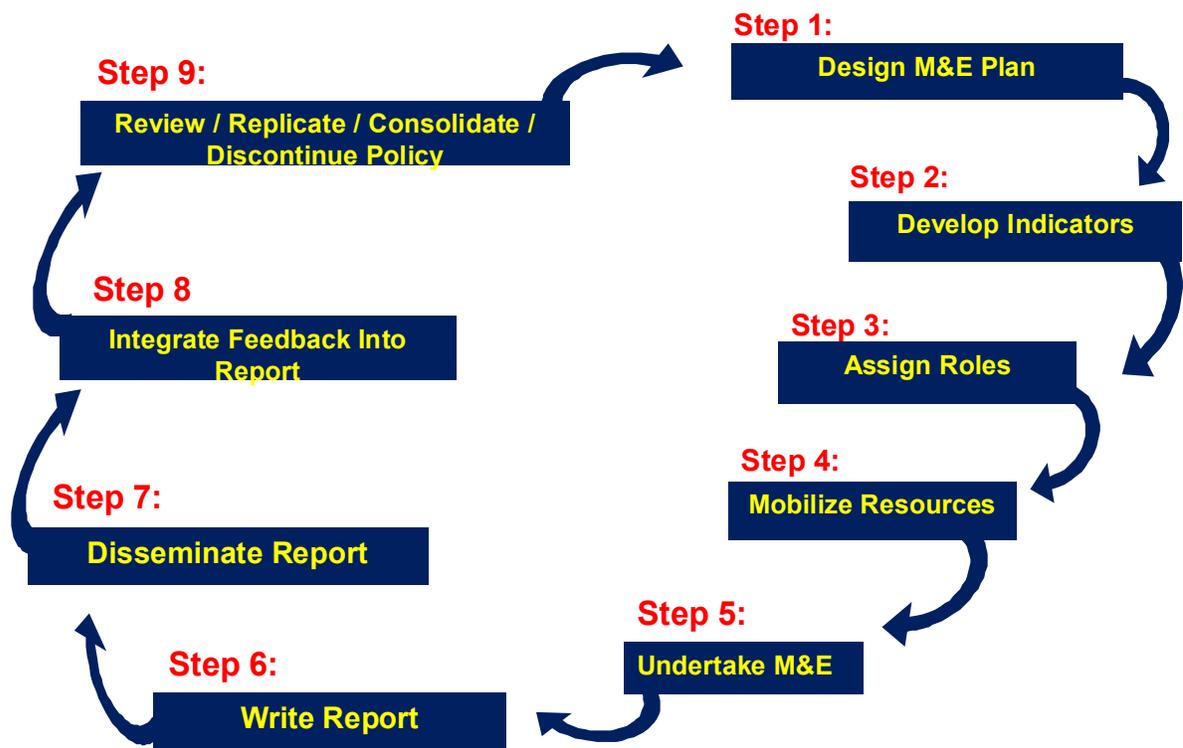
This is the operationalisation stage of the policy process. It may require the development of a strategic action plan and/or implementation guidelines. An action plan is an effective instrument for translating policy measures into concrete activities over an agreed period of time. It defines in detail how the institution intends to interpret policy objectives and measures, including its vision and mission statement. In addition, it outlines key implementation strategies, responsibilities, anticipated outputs, outcomes and impacts, budgets, and indicators. If it is not possible to formulate a formal strategic action plan, it is advisable to at least develop implementation guidelines to inform and guide stakeholders who will implement the policy measures.

To ensure that the implementation process remains on course, it is also necessary to appoint a dedicated policy implementation committee. The committee should be responsible for, among others, ensuring that identified stakeholders are carrying out their designated roles, the policy is being monitored and evaluated, and scheduled reports are written and submitted to relevant entities. Without an implementation committee, the policy is likely to be implemented in a chaotic manner – or not be implemented at all.

7.6. MONITORING AND EVALUATION

M&E of the policy process starts at conceptualisation and runs through the entire policy cycle in a seamless way (see Figure 2). An M&E plan should be created early on, through a process that comprises development of monitorable indicators that relate directly to planned activities, assignment of roles, identification of resources, and development of a timeline for the policy process, and describes how to make decisions regarding the need to revise, replicate, consolidate, or discontinue the policy.

FIGURE 2. MONITORING AND EVALUATION CYCLE



M&E informs appropriate action at each stage of the policy process. If M&E discovers that the formulation process was flawed – information was inadequate, stakeholders were not involved, etc. – policy may not be adopted, or implementation may have to be modified. Seamless and continuous M&E ensures that the policy cycle remains consistent with policy objectives and rationale and is driving toward desired policy outcomes and impacts. In the absence of M&E, policy implementation might divert from its original intentions, and scarce resources and valuable time be wasted by the time the digression is noticed. In this regard, M&E is critical in evidence-based decision-making with respect to review, replication, consolidation, or discontinuation of a policy.

Lastly, it is important to note that a policy should not be subject to frequent and unplanned reviews. Consequently, if it happens that an approved policy requires frequent reviews, for example, on an annual basis, it could mean that there was no need for the policy in the first place.

7.7. MONITORING AND EVALUATION REPORT DISSEMINATION

It is important that all M&E reports created during the policy implementation process are disseminated to key stakeholders. This not only helps ensure that stakeholders are kept abreast of the extent to which the policy process is achieving intended objectives, outputs, outcomes, and impact, but also that the process benefits from timely corrective interventions (see Figure 2). A final M&E report is drafted for dissemination to stakeholders and their inputs incorporated into the final report. This report is then used to make key decisions about the policy, as explained in Section 7.8.

7.8. REVISE/ CONSOLIDATE/ REPLICATE/ DISCONTINUE POLICY

Scheduled policy M&E reports should lead to one or more of the following scenarios:

Revise: This should be done if the M&E process reveal serious gaps/omissions, factual errors, or emerging issues that require immediate inclusion.

Consolidate: When evidence demonstrates that the policy has been well implemented and resulted in desired outcomes and impacts, action should be taken to intensify and consolidate identified gains.

Replicate: Replication is done with a view to benefiting from good practices and lessons learnt. In this regard, the policy may either be replicated within the organisation, or in other similar organisations or sectors. Replication could involve using lessons learnt to deepen institutional responses in targeted issue areas.

Discontinue: If the policy has not worked well, it should be discontinued. This usually is attributable, as discussed above, to serious errors and gaps in the original conceptualisation of the policy, including inaccuracies in identifying and defining challenges in the situation analysis.

8. POLICY OUTLINE/CONTENT STRUCTURE

There are no hard rules for organizing the various sections of a policy document. However, the following structure is preferred in the sense that it systematically shows the development of the policy from issue identification (situation analysis), through vision statement, rationale, guiding principles, policy objectives and measures, implementation arrangements, resource mobilization, and M&E.

8.1. BACKGROUND AND INTRODUCTION

This section should contain a brief description of what the institution is, its structure, what it does, how it does it, and who it does it for, including personnel levels. It should also describe how it has been impacted by the issue(s) that the proposed policy seeks to address. Lastly, it should introduce the proposed policy and how it hopes it will address key issue(s).

8.2. SITUATION ANALYSIS

The situation analysis sets out an objective, conscientious, and careful definition of the challenges that the proposed policy needs to address. In this regard, the situation analysis also helps in establishing the merits or demerits of embarking upon the formulation of the proposed policy. Consequently, all the definitive parameters of the challenges must be properly contextualised and understood. One useful approach is to ask what the challenge is and in what ways it is inhibiting the attainment of the desired state of affairs, who are the interested and disinterested parties, and what would be suffered if the policy were not formulated. This is extremely important because the situation analysis determines the nature, quality, and reliability of policy measures that are crafted.

Challenges should be defined in an objective and specific manner, because generalisation can lead to ambiguous or open-ended policy measures that might prove difficult to implement. Any inaccurate determination and definition of challenges in the situation analysis can also lead to wrong policy prescriptions and measures.

8.3. VISION

A vision is a descriptive statement of a desired state that should result from the implementation of the policy over an agreed period of time. A good example of a vision is, “*Zambia free from the threat of HIV/AIDS by 2030*”. It is **not** “*To free Zambia from the threat of HIV/AIDS by 2030*”, which is an objective. To avoid writing a vision statement like an objective or a mission statement, never start

with “To”. Secondly, never write a vision statement in more than one sentence; anything beyond one sentence tends to blur the focus on the desired state of affairs.

8.4. RATIONALE

A rationale is a justification of why the proposed policy is necessary. It should explain how the proposed policy, and not any other options, is the preferred vehicle/mode for addressing identified challenges. It should be clearly stated and sufficiently convincing. Further, it should strongly indicate what would be suffered in the absence of the proposed policy. Consequently, it would not, for instance, be adequate to simply state that *“The policy will assist in rationalizing personnel management”*. A more concise, effective statement would be *“The Company has been underperforming largely due to inadequate manpower. This policy is, therefore, intended to address this gap through employment of additional man hours”*. It is equally important to indicate who would benefit from the implementation of the proposed policy. Ordinarily, a policy should be intended to benefit the broadest majority of the people and not a small, or sectional, segment of the population.

8.5. GUIDING PRINCIPLES

A guiding principle constitutes the basis for a particular group or personal behaviour. It is what motivates somebody to do or avoid doing certain things or behave in a particular way. A strong belief, for instance, in the principle that every human being, regardless of economic and social status, has an inalienable right to life will cause the holder of the principle to eschew and fight against any actual or perceived infringement on the right to life. In this vein, guiding principles, as they relate to policy, refer to moral and altruistic convictions that inform and guide the decision to formulate a policy. In the case of a workplace HIV/AIDS policy, for example, one of the guiding principles could be *“Stigma and discrimination should be fought as they impinge upon an HIV-infected person’s full enjoyment of the right to life”*.

8.6. POLICY OBJECTIVES AND MEASURES

An objective is what is intended to be achieved or attained after the execution of a policy. A measure is the proposed course of action that will contribute to the attainment of the desired objective. Consequently, a measure is a generic statement of what will be done to address the issue area, or challenge, as identified and articulated in the situation analysis; it does not say how it will be operationalised.

In a typical workplace HIV/AIDS policy, for example, one of the policy measures could read *“X shall ensure that all employees have access to HIV/AIDS behavior change communication (BCC) materials”* and not *“X shall ensure that all employees have access to HIV/AIDS BCC materials through the establishment of resource centres in workplaces”*. The selection of appropriate BCC materials, identification of sources, determination of quantities, including the mode of distribution, will be articulated in strategic plans,

guidelines, and other implementation modalities. Another key element of a policy measure is that it says “*shall*” and **not** “*will*”. This is because “*shall*” is more compelling than “*will*”. It is also because an agreed policy is mandatory and does not discriminate in incidence, that is, it does not leave room for discretion in implementation.

Policy objectives and measures should relate to a particular issue area as raised in the situation analysis. In order to ensure this, the process of generating policy objectives and measures should involve analyzing each issue area in its own right. Normally, this involves perusing the entire situation analysis, paragraph by paragraph, with a view to identifying key issue areas that must be addressed through dedicated policy objectives and measures. The process should be executed systematically; otherwise, a challenge needing an intervention might be missed.

8.7. IMPLEMENTATION

This section explains how the policy will be implemented. In doing this, it should indicate, among other things, the institutional, legal, and regulatory environment within which the policy will be implemented. This is with a view to ascertaining the extent to which any of these are either conducive to or prohibitive of the implementation of the policy.

8.7.1. Institutional Arrangements

The importance of this section lies in the fact that each policy is meant to be implemented within a given institutional framework. Consequently, this section should explain the existing structural organisation of the institution with a view to ascertaining the extent to which it is either amenable to or constrictive of the implementation of the proposed policy. This analysis is essential, as it provides an early opportunity to address any institutional constraints that might have the potential to stymie the smooth and orderly implementation of the policy.

In the event that some aspects of the institutional arrangements are found not to be amenable to smooth and orderly policy implementation, this section should suggest how these aspects will be addressed. An example would be a situation where a company has no provision in its conditions of service for appropriate medical care for HIV-infected members of staff but one of the policy measures, nevertheless, says that the company will provide free antiretroviral therapy (ART). This measure will be difficult to implement if the conditions of service are not reviewed with a view to including a provision for ART. This section of the policy document should, therefore, propose appropriate actions that the company will undertake to address this gap. In the event that institutional arrangements are amenable to the implementation of the policy, this section should explain ways in which policy implementation will benefit.

8.7.2. Legal Framework

This section should be treated in the same manner as the one regarding institutional arrangements (see section 8.7.1). Again, the reasoning is that the proposed policy will, for its smooth and orderly implementation, require an amenable legal and regulatory framework. This section should, therefore, establish the extent to which the existing legal and regulatory framework is supportive or restrictive of the proposed policy. If the framework is restrictive, this section should recommend appropriate interventions for ensuring that identified restrictive elements are reviewed in tandem with implementation requirements of the policy. As in the case of institutional arrangements, if the legal framework is amenable to policy implementation, this section should indicate in which ways the policy will benefit.

8.8. RESOURCE MOBILISATION

Implementation of any policy invariably requires commitment of scarce human and financial resources. It is, therefore, important that the policy describes the manner in which requisite resources will be leveraged. In some instances, this might involve redirection of scarce resources from equally demanding areas.

8.9. MONITORING AND EVALUATION

This is the penultimate section in a policy document and describes oversight structures for ensuring that policy implementation contributes to attaining the desired state of affairs over the projected time horizon. It is also important to include this section in the policy document because any policy is only as good as the extent to which it is effectively implemented. This should be evident in the policy's ability to achieve desired impacts and outcomes. Equally important is the efficiency with which the policy is implemented as it relates to the extent to which activities are undertaken within the prescribed budget.

8.10. CONCLUSION

The concluding section in the policy document should restate, in summary form, the challenge(s) that the policy intends to address and how this will be done.

9. CONCLUSION

There is no broad consensus on a generally acceptable format for formulating institutional policies. It is, however, true that a well-formulated policy should demonstrate a structured way of defining the issue area(s) that need to be addressed. This Guide to HIV/AIDS Policy Development presents one such approach to defining issues areas and working out solutions to them in a consistent and fully consultative manner. It can be used not only in formulating HIV/AIDS policies but also policies for addressing any other issue area.

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