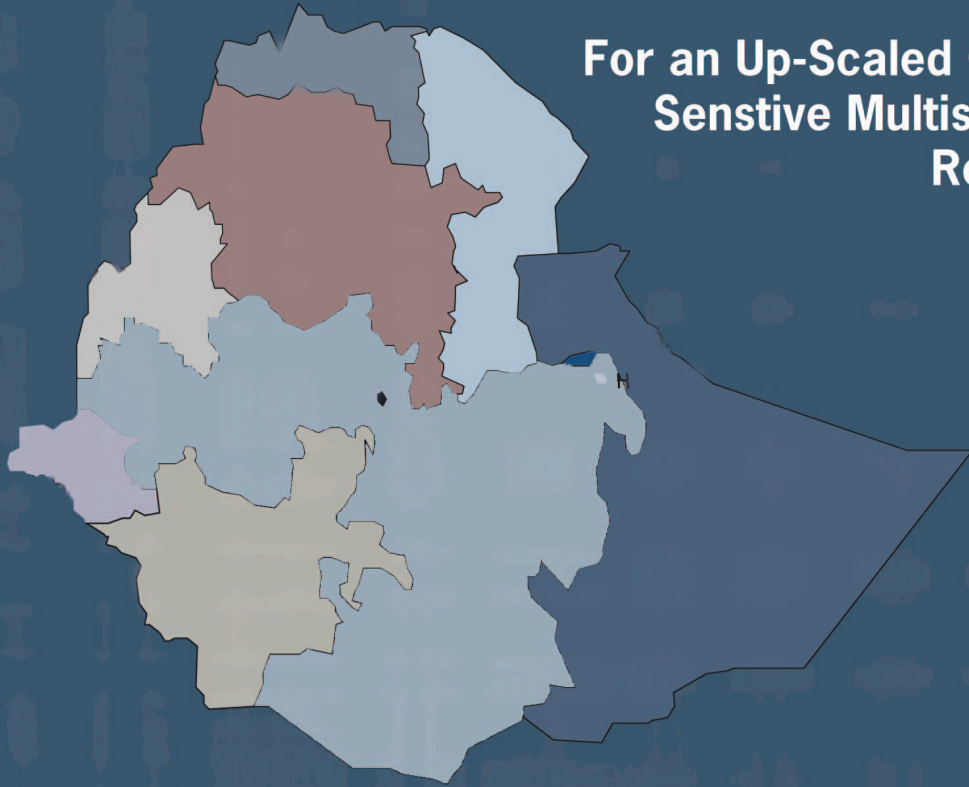# A HANDBOOK FOR HIV AND AIDS
# MAINSTREAMING

## For an Up-Scaled Gender Senstive Multisectoral Response

Joinlty prepared by the HIV/AIDS Prevention and Control Office (HAPCO) and the UNDP Ethiopia Country Office

# PREFACE

The 2001 UNGASS Declaration of Commitment on HIV and AIDS required countries to integrate their AIDS response into their national development plans. To achieve this, "mainstreaming" HIV/AIDS and gender into the sector policies and programs has become a crucial step in the management of the epidemic.

Many sectors and institutions however, continue to request clarity on mainstreaming at both a conceptual and operational level. Although there are many definitions of mainstreaming currently in practice, UNDP suggests that mainstreaming should respond to the following sets of questions:

(i)   What is the impact of AIDS and gender on development, and what policies, strategies and actions do we need to put in place to minimize these impacts?
(ii)  What are the "positive" impacts associated with the implementation of development policies and strategies on HIV/AIDS and gender issues in the community? And what policies, strategies and actions should be put in place enhance these positive impacts?
(iii) Lastly, what are the potential "negative" impacts associated with the implementation of development policies and strategies on HIV/AIDS and gender issues in the community? And what policies, strategies and actions should be put in place to minimize these negative impacts?

To answer the above questions, HAPCO and UNDP have developed this handbook which outlines seven tools to provide planners and program managers with the technical ability to apply mainstreaming as part of standard program management within all sectors. Given the centrality of the issue of gender, this handbook is also inclusive of a gender analysis tool that continues to address gender in synergy with HIV/AIDS. The content of this document has also benefited from the mainstreaming work of our various partners including, GTZ, OXFAM, HERD, ILO, and UNAIDS.

This handbook is part of a holistic Leadership for Results (L4R) package offered by the UNDP to operationalize, in conjunction with HAPCO, up-scaling of the Government of Ethiopia's multisectoral HIV/AIDS Strategy. This includes: (i) The Leadership for Development program which

emphasizes the importance of individuals and their commitment to take action in reversing and stopping the spread of HIV. (ii) Community Conversations, a transformational methodology which unleashes the social capital for taking action at the community level. (iii) The Mainstreaming initiative which underpins individual and community actions, through HIV/AIDS and gender sensitive changes, in policy and programs in the formal sector; and (iv) The Media and Arts component, which focuses on changing the discourse of HIV and AIDS to one that is positive, and to up-scaling of the

L4R program through advocacy, documentation and dissemination of best practices and role models.

The Mainstreaming handbook builds on the key frameworks and training materials developed by the UNDP Regional Program based in South Africa, and has been further embellished and indigenized through intensive field testing and trainings within Ethiopia; in particular, in the Southern Nations, Nationalities and Peoples Regional State (SNNPRS). This national process has resulted in over 500 people being trained and a national by-in of the mainstreaming methodology. A very special thanks therefore, to H.E. Mr. HaileMariam Desalegne, President of SNNPR, and his government colleagues, for their foresight and initiative in pretesting these tools. Furthermore, we extend our appreciation to Ms. Roman Tesfaye, First Lady of SNNPRS, Bureau of Finance and Economic Development, and Dr. Erssido Lendebo, SNNPR HAPCO, for actively pioneering the trainings throughout the Southern Region.

We would like to thank Dr. Roland Msiska and his UNDP South Africa team, whose innovative conceptual package of frameworks and tools, gave new meaning to the concept of mainstreaming. We also extend our gratitude to this team for including Ethiopia as one of the initial six countries trained on these tools and for their continued support and technical assistance.

The outstanding dedication and hard work of the Ethiopian Core Technical Team -- Mr. Kemal Ali, M & E Team Leader, HAPCO, Dr. Erssido Lendebo, Head of SNNPR HAPCO, Dr. Geira Baruda, HIV/AIDS Programme Officer, UNDP, and Ms. Kadia Petricca, Junior Professional

We are pleased to make this handbook available to all partners in Ethiopia.  This is a 'living handbook' and through its use and adoption across Ethiopia, it is expected to contribute to the development of a series of sector specific mainstreaming guidelines. HAPCO and UNDP invite all partners to join in opertaionalizing and up-scaling this national multi-sectoral endeavor, including through the use of this handbook within the formal sector.

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# EXECUTIVE SUMMARY

1) As one of the factors limiting the realization of the Millennium Development Goals (MDGs), HIV/AIDS, particularly in Ethiopia, continues to hamper any hope of alleviating poverty and hunger, achieving universal education, promoting gender equality due to the feminization of the virus, and reducing child mortality as a result of parent to child transmission. HIV and AIDS have become as much a development concern as they have been a health concern. Through an increase in mortality and morbidity rates due to HIV/AIDS, the epidemic is in turn, altering the structure and function of the sectors by straining and limiting the output of services, while simultaneously increasing the complexity and quantity of services required. Consequently, these social alterations result in a disruption in sectoral income and expenditure which will ultimately hamper national development.

2) In this line of thought, it is critical to begin thinking of what strategies and measures will be effective in mitigating these rates. In order to address all the dilemmas surrounding this global and national epidemic, sectors must begin forecasting and planning for the future trends and impacts of the disease. It is becoming increasingly important to up-scale the AIDS response, and mainstreaming HIV/AIDS with a gender sensitive mindframe is intended for that purpose. The existence of gender inequality has a great influence on a differential spread of HIV/AIDS, where issues of inequality place women disproportionately at a greater risk for infection. . In gender mainstreaming, all gender biases are removed and strategies are planned and implemented with the concerns of women, men, boys and girls in mind and how the intended intervention affects them differently. To mainstream HIV and AIDS adequately, it is imperative that issues surrounding gender imbalance within sectors and institutions be considered.

3) The government of Ethiopia's five year Strategic Multisectoral Plan for HIV/AIDS is complementary to the tools and frameworks discussed herein. These handbooks ties closely with the UNDPs and HAPCOs goal to assist in the implementation and up-scaling of this strategy, and are prepared to take this initiative to scale through the provision of technical support. In recognizing the importance of intersectoral collaboration, the UNDP and HAPCO welcome all partners and sectors to implement these tools and mainstream HIV and AIDS into their core policies and strategies.

In his World AIDS Day address, Mr. Mark Malloch Brown, UNDP Administrator, stressed the importance of partnerships in up-scaling the HIV/AIDS response, *"There have been initial successes in those countries which have adopted policies and implemented programmes that promote multisectoral approaches; which encourage partnerships and alliances between government and civil society, which minimize discrimination and address factors that intensify vulnerability; which support the creation of an "enabling" political and social environment to respond to the health and well-being of their citizens. Inclusive policies and programmes can help to ensure that those affected by HIV and AIDS will not be marginalized or trapped in an endless cycle of poverty. . .Strong leadership, bold action, compassion and solidarity are required if effective strategies against HIV/AIDS are to be implemented.. These challenges can be met if strategic decisions are made to re-examine national and international policies and strategies now."*

4) The Concept of Mainstreaming: The goal of mainstreaming HIV and AIDS into development and humanitarian work at a sectoral, institutional and community level is to ensure that the impacts of HIV/AIDS are addressed as well as ensuring that program policies and strategies have put preventative efforts in place. Mainstreaming HIV and AIDS intends to assist individuals in going beyond the "business as usual" mentality, and thus, address the epidemic in a strategic way in all sectors, both inside their own organizations and extending to the communities they serve.

5) For the purpose of this handbook, the following definition of mainstreaming given by the UNDP regional HIV/AIDS team has been adopted as this definition best relates to the different tools discussed in Module III of this handbook. *"Mainstreaming at a conceptual level is defined as bringing HIV and AIDS to the center of the development agenda."* This essential feature of the mainstreaming paradigm aims to address, in an operational way, the following basic questions:

(I)    What is the impact of AIDS and gender on development and what policies, strategies and actions do we need to put in place to minimize these impacts?

(II)   What are the "positive" impacts associated with the implementation of development policies and strategies on HIV/AIDS and gender issues in the community? And what policies, strategies and actions should be put

in place to enhance these positive impacts?

(III) What are the potential "negative" impacts associated with the implementation of development policies and strategies on HIV/AIDS and gender issues in the community? And what policies, strategies and actions should be put in place to minimize these negative impacts?

As defined by the Core Technical Working Group, the following definition represents characteristics of what the Mainstreaming Taskforce believes mainstreaming should encompass:

> "Mainstreaming HIV/AIDS is a systematic and dynamic process of change in policies, strategies, values, norms, power and economic relations surrounding HIV and AIDS within sectors, organizations, communities and households. As a result, mainstreaming proactively responds to the bidirectional impacts of HIV/AIDS by reducing vulnerability to infection, while simultaneously creating an "AIDS-competent society" in order to mitigate its future impacts."

6) Highlights of the different Tools used for Mainstreaming: The following tools have been adapted the from various works of Dr. Roland Msiska and his UNDP South Africa Regional Team, Peter Senge's Systems Thinking, and John Kotter's Framework for Change. These tools have been consolidated, adapted and enriched to facilitate with mainstreaming HIV and AIDS into the Ethiopian context. To compliment this handbook and assist the user in scaling up their response, PowerPoint training materials have been attached for use by trainers. These should serve as a guide on how to train stakeholders on mainstreaming, but they may be altered to serve their local needs.

*Systems Thinking* – will enable us to view the complexity of the problem caused by HIV/AIDS and what solutions to propose much beyond what appear to be simple. Systems' thinking is a tool that helps to manage mainstreaming in relation to other responses. HIV/AIDS and it is also a concept that helps ones way of thinking in the midst of a complex reality. This tool can be applied at all stages of mainstreaming at all levels of intervention.

*Rapid Assessment for Measuring AIDS Impacts* – the rapid impact assessment tool is a useful tool to measure to what extent a sector or an institution is affected by HIV/AIDS and will be affected in the future unless some serious measures are taken. This tool is best utilized at early stage of main-

streaming at any level of a hierarchy.

*Cross-Impact Analysis* – Shows us how the different sectors impact on one another. The use of this tool requires good understanding of the mandates and structures of the different sectors, and the functional relationship and interdependence of the different sectors and institutions in a given location. Some sectors affect the functions of many sectors and are called strategic sectors; while others are easily affected by the changes in many sectors and are called vulnerable sectors. Cross-Impact Analysis helps in focusing our resources and efforts to the most strategic and most vulnerable sectors. This tool could be best applied at the community level to identify those who influence whom and who is worst affected in a community and at the household level. Hence, allowing interventions to focus on individuals that have leverage in our interventions. This tool is however applicable across all the stages of mainstreaming.

*The Demand and Supply Model* – this is a tool that shows how the change in the quantity and pattern of demand by the community changes the delivery/supply capacity of a sector/an institution and/or how the change/disturbance in the capacity of an institution or a sector will in tern disturb the quantity and pattern of services by the demanders. Though there is a place for this tool in all the stages and level, it is best applied at stages III and IV, and best used by planners at any level.

*Basic HIV and AIDS Epidemiology and its relevance to Mainstreaming* – helps professionals outside of public health to understand basic facts on HIV/AIDS risk, transmission and pathway of the disease from infection to death. This is also an important tool that helps each stage of HIV and AIDS be applied to Public health and development interventions. The period before infection could be useful for risk surveillance; the window period could be used for incidence surveillance; the long asymptomatic period helps for prevalence surveillance; the illness or AIDS phase for AIDS surveillance; and the phase beyond could be used to assess impacts and plan interventions accordingly.

The low probability of infection per the different mode of contact as opposed to the high prevalence in the community helps one to understand other contributing factors that fuel the epidemic such as early sexual initiation, number of partners, the rate of acquisition of new partner, partner diversity, and the use of preventive technology, etc.

*SWOT and PEST Analysis* – *SWOT analysis* is a tool for assessing an organization and its environment. It is a very

effective way of identifying Strengths and Weaknesses, and of examining the Opportunities and Threats a sector or institution faces in mainstreaming of HIV/AIDS. Carrying out an analysis using the SWOT framework helps to focus on implementing agency or individual's activities into areas where it is strong and where the greatest opportunities lie. SWOT helps to gather, analyze, and evaluate information and identify strategic options facing a community, organization, or individual, engaged in HIV/AIDS activities, at a given time. It is useful in all stages of mainstreaming starting from initial planning to reflect on experiences in the process and evaluate results in mainstreaming. There is no limitation to the level that this tool could be applied. *PEST analysis* is a strategic tool that is used to scan the external macro-environment in which an HIV/AIDS coordinating or implementing entity operates. PEST factors are usually beyond the control of organizations and must normally be considered as either threats or opportunities. Though it is hard to change PEST factors to meet organizations needs, understanding of the environment helps organizations to utilize their internal strengths and existing opportunities to plan for success in a rough PEST environment.

*Gender Analysis as a tool for HIV and AIDS Mainstreaming* – highlights the differential risks for women and men to HIV exposure and vulnerability to its impacts. Gender imbalance and inequality in many contexts continue to be a determining factor of vulnerability for women. Thus, understanding this vulnerability and developing strategies to overcome it can be assisted through this tool.

As this document is not specifically addressing the foundations of mainstreaming gender per se, we still feel that to address HIV and AIDS, one must address issues surrounding gender at a policy level. Gender must be taken into account during each step of the program cycle including defining the problems/issues; formulating a strategy; identifying the target group; establishing/strengthening the institutional framework; specifying objectives and indicators for success; defining inputs, outputs, and activities and specifying monitoring and evaluation procedures.

*Framework for Change -* To ultimately address the epidemic, a change in the current mindset and framework are required. The way we are currently leading our lives, our behaviours and practices, in conjunction with policies, strategies and actions in development thus far have not made the sustainable impacts in mitigating the epidemic or in transforming behaviours that are needed to address the epidemic. To be viable in this era of HIV/AIDS, we need to be HIV/AIDS competent, and to be competent we need to change and

view this problem more systematically. The philosophy behind this tool focuses on individuals and sectors looking inward to assess how to become a learning organization for AIDS competence.

*The Internal Mainstreaming/ Workplace Intervention -*
Internal mainstreaming or workplace intervention refers to the first and second stages of mainstreaming under the UNDP classification. Workplace intervention involves measuring and predicting the impacts of HIV/AIDS, undertaking HIV/AIDS activities to reduce vulnerabilities and risks to HIV infection, and caring and support of affected people as well as minimizing the impacts of AIDS on the functioning of people within the organization, sector, program, project, etc.

The following justify the need for internal mainstreaming:

- HIV/AIDS highly impacts on the world of work – reducing the supply of labor and available skills, increasing labor costs, reducing productivity, threatening the livelihood of workers and employers, and undermining human rights.
- Workplaces are communities where people come together and they discuss, debate, and learn from each other. This provides an opportunity for awareness raising, education programs, and protection of rights.
- Employers and trade unions take crucial leadership in their labor and professional communities to fight against HIV/AIDS.

The challenge of HIV/AIDS could be addressed in the workplaces by consciously formulating workplace policies and guidelines that inform day-to-day practice, thus contributing to the protection of the workforce and the deepening of an organization's understanding of the multidimensional impact of the epidemic.