

# HIV/AIDS AND THE PUBLIC SECTOR WORKFORCE

**An Action Guide For Managers**

By Bill Rau



## WHAT READERS SAY ABOUT FHI'S PRIVATE-SECTOR WORKPLACE GUIDE

“Before reading the FHI Action Guide for Managers, we viewed HIV/AIDS only as a social issue far from our business operations. The guide clearly describes why companies need to get involved in HIV/AIDS prevention, as well as the benefits for doing so. Our company runs a nationwide distribution operation with over 1,200 drivers. We now realize that HIV/AIDS could impact our distribution network.”

*Angky Camaro, Managing Director  
Sampoerna, Indonesia*

“A well thought-out and practical guide. As an HR Manager I have used it as a reference and developed a customized HIV and AIDS workplace program for one of the leading hotels in Kenya, a program that was assessed ... as one of the most comprehensive in the hospitality industry in Kenya by the National AIDS Control Council.”

*Simon N. Mwangi, human resources manager  
Bayer East Africa*

“As an organization charged with strengthening workplace responses to HIV and AIDS in Kenya, we found the guide to be user-friendly and exactly what we needed. The content has greatly enriched our management sensitization program, and most of the companies that we are working with have developed a strong sense of ownership of their HIV and AIDS programs.”

*Philip Waweru, program manager, National  
Organization of Peer Educators (NOPE), Kenya*

“This guidebook is perhaps the only one of its kind. It has proved to be a great help to companies and NGOs (that are) planning programs because it is simple and logical and encompasses all the relevant details needed for running a good program.”

*Rupam Nangia, consultant on management  
and HIV/AIDS in the workplace  
Mumbai, India*

“The book was particularly useful when workshops for companies that intended to develop HIV/AIDS workplace policies were organized. The book talks about the direct economic impact of HIV/AIDS on businesses, individuals and households — this information was useful during the program implementation, sensitization and advocacy with top management and staff. The book has also served as resource material for the development of a national AIDS policy.”

*Frimpong Addo, program officer  
Private Enterprise Foundation  
Accra, Ghana*

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FHI will provide copies of *Workplace HIV/AIDS Programs: An Action Guide for Managers* at no charge to users in developing countries. To request a copy, write [aidspubs@fhi.org](mailto:aidspubs@fhi.org)

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## ACKNOWLEDGEMENTS

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The material in this guide incorporates more than two decades of experience of Family Health International (FHI) and The Policy Project in HIV/AIDS prevention, care, treatment, policy development and economic analysis. Both organizations have worked closely with their partners around the globe to learn and apply lessons that will assist governments, businesses and communities to control HIV/AIDS and its effects.

This guide is a companion to *Workplace HIV/AIDS Programs: An Action Guide for Managers*, which was designed to help address HIV/AIDS in the private sector. We have adapted some of its features here, so people familiar with that guide, published by FHI in 2002, will find some similarity with the steps for developing public sector programs.

Material for this guide was collected in 2003 in interviews with government and public sector union officials in Brazil, Ghana, India, Tanzania and Zambia. We are grateful for the insights, information, and cooperation of those officers. We also acknowledge the offices and staff of FHI and The Policy Project in those countries for their help arranging interviews and gathering documents.

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**Cover photos, clockwise from top front of front cover:** Data entry in Egypt, Sandor Balogh/FHI; bicycle messengers in Viet Nam, Tran Thi Hoa; adolescent health training in India, Tita Oronoz/FHI;

Bangkok factory workers discussing proper condom use/FHI; Physicians preparing site for ART delivery in Rwanda, Rob Ritzenthaler/FHI; nursing office in El Salvador, Tita Oronoz/FHI (on book spine); Refah couple, Ace Communications; Nepalese men, Mary O'Grady/FHI.

**Chapter divider photos:** Page 5; bicycle messengers in Viet Nam, Tran Thi Hoa; adolescent health training in India, Tita Oronoz/FHI; Bangkok factory workers discussing proper condom use/FHI; physicians preparing site for ART delivery in Rwanda, Rob Ritzenthaler/FHI; nursing office in El Salvador, Tita Oronoz/FHI (on book spine); Kevan couple, Ace Communications; Nepalese men, Mary O'Grady/FHI; data entry in Egypt, Sandor Balogh/FHI; Page 83, Nepalese men, Mary O'Grady/FHI.

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## INTRODUCTION

### ABBREVIATIONS

AIDS	Acquired immune deficiency syndrome
ART	Antiretroviral therapy
ARV	Antiretroviral drug
AZT	Azidothymidine
BCC	Behavior change communication
HIV	Human immunodeficiency virus
ILO	International Labour Organization
NGO	Nongovernmental organization
NVP	Nevirapine
PLHA	People living with HIV/AIDS
STI	Sexually transmitted infection
TB	Tuberculosis
UNAIDS	Joint United Nations Programme on HIV/AIDS
USAID	United States Agency for International Development
WHO	World Health Organization

### USE OF TERMS

Throughout this guide, *government sector* and *public sector* are used interchangeably.

The more than 190 national governments and thousands of local government and quasi-public authorities across the world use numerous terms to describe their government ministries and agencies. For example, some governments call their major components *ministries*, whereas others refer to them as *departments*.

*Ministry* refers to a major government unit, such as a ministry of finance or ministry of agriculture. It can also refer to a similar department, where that term is used.

*Agency* refers to a part of a ministry or quasi-independent entity. The teaching service, usually located within a ministry of education, is an example. A quasi-independent part of government may include a technology development institute, for example.

Occasionally, *unit* or *government unit* is used to describe any part of the government.

The guide uses *public service* and *civil service* interchangeably to refer to all government units. *Private sector* refers to businesses that are privately owned and controlled.

Currency amounts are expressed in US dollars (\$), unless otherwise noted.

## INTRODUCTION

**Government bodies are the largest employer in** many countries, but too little attention has been given to strengthening HIV/AIDS prevention, care and treatment programs for government employees and their families. This book offers practical guidance on creating or expanding HIV/AIDS workplace programs for civil services.

HIV/AIDS is having a serious effect on government employees and on the functions they perform. The decreasing ability of government offices to carry out their assigned tasks has ripple effects across all of society. The policy, oversight, and service delivery roles of government are interdependent. Disruptions at one place or level will influence the effectiveness at others. Absences, illnesses, deaths and early retirements due to HIV/AIDS have profound implications for economic development and social welfare.

Unlike individual companies in the private sector, government ministries play multiple roles and responsibilities in society. Private sector companies make decisions to maximize their profits. Government offices make decisions to promote the smooth functioning and welfare of society. Actions by government affect the economic, social, security, and cultural well-being of all sectors of society. These contrasting, though sometimes overlapping, motivations of the public and private sectors call for different approaches to addressing HIV/AIDS in the workplace.

The guide is designed for human resource managers, employee welfare managers, medical officers and labor representatives in government ministries and agencies. It will assist in designing and developing effective

and appropriate prevention, care, and support programs, and in mitigating the effect of staff losses due to HIV/AIDS in the public workplace.

It is not necessary for every government ministry to develop all the services needed for comprehensive HIV/AIDS prevention, care, and treatment programs; in many instances, those services exist in the community, and duplicating what exists is both costly and unnecessary. But it is important that workers and their dependents know where to find services that meet their needs. Providing that information will be a critical part of a ministry response.

The guide is intended to be a basic reference tool. Users can select chapters to assist with specific aspects of an HIV/AIDS program. Checklists are included for assessing the effects of HIV/AIDS on a particular workplace and for developing HIV/AIDS workplace policies or programs. And the guide suggests resources for additional assistance.

Given the diversity of countries and their experiences with HIV/AIDS, the guide offers a flexible set of options and recommendations. The complexity of HIV/AIDS situations requires flexible responses; the guidelines offered here are meant to be adapted to fit different needs. Further, addressing HIV/AIDS is a task for all sectors of society. Most governments

have assumed responsibility for leading the national responses to HIV/AIDS. But in many instances, those responses have not included comprehensive HIV/AIDS programs for the government's own workforce.

The guide provides:

- Information on the effects of HIV/AIDS on government ministries, employees and the functioning of national services. Such information can be used to assess the risk faced by individual countries or ministries and to sensitize others about the need for prevention, care, and mitigation programs and policies in the workplace.
- Information on the essential components of effective and appropriate HIV/AIDS prevention, care and mitigation programs and policies for the public sector. This information will help human resource managers plan and implement programs, and addresses the issue of retaining outside help when needed.

- Methods to gain the support of senior management and employees for adopting and implementing HIV/AIDS workplace programs and policies.
- Background information on HIV/AIDS as a disease.
- The experiences of countries that have already adopted and implemented workplace prevention, care, or mitigation programs or policies, or a combination of these.

Resources, examples, and experiences incorporated in this guide were gathered in a series of interviews with governmental and nongovernmental officials in Brazil, Ghana, India, Tanzania and Zambia. The vast networks of FHI and The Policy Project provided background material for use in several of the case studies.