

**THE BOTSWANA NETWORK FOR ETHICS, LAW AND HIV / AIDS
(BONELA)**

**'MINI' STRATEGIC PLAN
NOVEMBER 2002**

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Table of Contents

1 **BACKGROUND**

2 **NEEDS ANALYSIS**

2.1 Developing a Legal, Ethical and Human Rights Framework

2.2 BONELA: Background and Overview.

2.3 Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis for BONELA

3 **BONELA**

3.1 Mission Statement

3.2 Goal

3.3 Objectives

4 **Implementation**

4.1 Log Frame Work

4.2 Timeline

4.3 Budget

4.4 Monitoring and Evaluation

4.5 Sustainability

4.6 Personnel

1 BACKGROUND

BONELA has received its final six month core funding from the Programme Support Document (PSD), a joint funding initiative between UNDP and the Government of Botswana. This funding ends December 2002, although there will be some remaining money to carry forward to the beginning of 2003. To ensure the continuation of BONELA it was agreed, by the Board, that a

‘mini’ strategic plan would be developed to facilitate BONELA’s fundraising process. A consultant was commissioned under the following terms of reference:

- To interview the five BONELA board members and two staff members on what their vision is for the organisation; what they see as priority programming areas for the secretariat; what they see the role of the secretariat being; and what do they see the organisation doing over the next two years.
- To facilitate a discussion with the Board and staff based on the interviews to reach consensus on the future for BONELA.
- To produce a ‘mini’ strategic plan to empower BONELA to draft effective funding proposals for one and two years.

This report is the outcome of that process. All the Board members and the staff were interviewed and, those that were able, attended a ‘brainstorming’ session on the 15th October 2002. These two activities clarified the role that BONELA will take in the national response to the HIV virus and allowed the Board members and staff to take ownership of BONELA, its vision and activities.

A full five year strategic plan, incorporating stakeholders, will be conducted next year. In the interim this report sets out BONELA’s programme for the next two to three years.

2 NEEDS ANALYSIS

TOC

2.1 Developing a Legal, Ethical and Human Rights Framework

‘... With the highest HIV prevalence rates in the world, Botswana is set to experience the most devastating epidemic to hit southern Africa in recent memory. 300,000 Batswana out of a population of 1.6 million are now living with HIV/AIDS’.^[1] (UNDP and GoB 2000: 1).

In Botswana there have been many approaches, through the public, private and civil society, to combat the spread of the HIV virus. It is now recognised that HIV / AIDS is no longer a health issue and to address the spread of the HIV virus effectively a multi sectoral approach is required: the establishment of the National AIDS Co-ordinating Agency and the District and Village Multi-Sectoral AIDS committee amongst other initiatives indicates Botswana’s commitment to tackling the spread of HIV / AIDS.^[2] Although some achievements have been made, the rising number

of those infected, the implications that the virus has on those infected and affected by HIV / AIDS has presented the Government of Botswana and its people many challenges.

One of the major barriers in developing an effective response to HIV / AIDS, and to date an area that has been largely neglected within Botswana and internationally, is integrating legal, ethical and human rights issues into the national response. The following extract illustrates the positive impact that such actions can have:

'Both HIV/AIDS prevention and care programmes can benefit from measures that promote trust, protect privacy, prevent discrimination, and provide adequate resources for treatment and social services to those who are infected with HIV and those who are not. Such measures can bring people forward for testing, promote healthy behaviours, and increase use of appropriate treatments. Creating conditions in which people are most likely to avoid infection, while fully realising their human rights, also can create conditions favourable to optimising HIV care within a society'.^[3]

The Declaration of Commitment, adopted by the United Nations General Assembly Special Session on HIV/AIDS in June 2001, Botswana being one of the signatories, highlights international recognition on the importance of tackling stigma and discrimination associated with HIV/AIDS. Stigma and discrimination are underpinned by many factors, including the lack of understanding of the disease, myths about how HIV is transmitted, prejudice, lack of treatment, irresponsible media reporting on the epidemic, the fact that AIDS is incurable, social fears about sexuality and, fears relating to illness and death.^[4]

The importance of tackling stigma and discrimination at the policy and practical level cannot be understated. Many people, ranging from politicians to the layman, deny the enormity of the impact of HIV/AIDS resulting in a lack of open discussion and hindering the development of appropriate responses. Incorporating legal, ethical and human right dimensions into HIV programmes will assist in developing an enabling environment within which more people will feel secure enough to come forward for voluntary counselling, testing and treatment and enabling more people to protect themselves against the virus.

There are a number of areas where legal, ethical and human rights issues need to be examined and incorporated, these include national, regional and local HIV/AIDS strategy development, epidemiological surveillance, testing and counselling, education and prevention programmes, perinatal care and prevention of HIV transmission, work and education policies, outreach to stigmatised groups, care in congregate settings, and clinical trials.^[5] This is an enormous undertaking with priorities needing to be set and a clear approach developed and implemented.

Within Botswana, The Botswana Network for Ethics, Law and HIV / AIDS, BONELA, has been established to address these concerns and to develop a framework through which legal, ethical and human rights issues will be integrated fully into the national response to the epidemic.

2.2 BONELA: Background and Overview.

TOC

In 1995 an initiative was taken to create a network on the ethical, legal and human rights aspects of the AIDS epidemic in Botswana. This initiative was organised by Ditshwanelo, the Botswana Centre for Human Rights and the Red Cross. The initial project centred on the organisation of 'Shared Rights, Shared Responsibilities' project that resulted in the formation of The Botswana HIV / AIDS Human Rights Charter.

Since this first step, various stakeholders have been involved to create a sustainable and active organisation with support from government departments, in particular the AIDS/STD Unit, UNDP, AIDS organisations, PLWHA and concerned individuals such as practising lawyers and members of the academic community.

In January 2001, BONELA became a fully fledged organisation committed to addressing legal, ethical and human rights issues as a critical factor in the national response to HIV / AIDS by employing a co-ordinator and registering its Constitution with the Registrar of Trusts.

2.3 Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis for BONELA

TOC

BONELA plays a crucial role in addressing HIV / AIDS in Botswana as it is the only organisation in Botswana ensuring legal, ethical and human rights issues are incorporated into the national response. This is vital in the establishment of an enabling environment from which those infected and affected by HIV / AIDS can combat the implications of the virus. Although BONELA has been established for a short period it has many strengths including, networking, committed staff and Board, successful facilitation of workshops specifically the Workshop on Employment, HIV/AIDS and Human Rights^[6], and strong national, regional and global partners. A major success and strength of BONELA is its role as the Secretariat for The The Ethics, Law and Human Rights SectorSector within the National AIDS Council

The most obvious weakness associated with BONELA is the lack of human resources. This has

implications with regards to the amount of work that BONELA can undertake and the areas BONELA can address, ensuring appropriate administrative procedures are in place and organisational development requirements such as the development of policies and procedures. These areas need to be addressed for BONELA to grow effectively. Other weaknesses include, BONELA's relationship with Ditshwanelo and the lack of transport. Areas of concern for the future development of BONELA are the need to prioritise due to the vastness of the work to be done and to ensure that the grassroots structures in place now are maintained.

Being the only organisation operating in this field, the opportunities for BONELA are enormous. The development of a national framework for mainstreaming HIV / AIDS into national policies is a major opportunity for and requirement of BONELA. Although BONELA has facilitated workshops in the areas of employment and the judiciary system other areas where BONELA would like to work include, gender violence and HIV / AIDS, addressing stigma and discrimination when dealing with the virus, ethical considerations and HIV / AIDS, political will and commitment to action, the law and how it is used for and against people infected and affected by HIV / AIDS, research, and education and sensitisation. For BONELA to be widely accepted, particularly in rural areas it is important for BONELA to gain the support of traditional leaders. Additionally, as BONELA has limited capacity, the development of strategic partners will facilitate the dissemination of appropriate information. For the national strategy to be all embracing the need of minority and unrecognised groups must be included and BONELA is in a position to lobby for this. Finally opportunities will arise for BONELA through the role it plays as the Secretariat for The The Ethics, Law and Human Rights SectorSector within the National AIDS Council and the regional and global contacts that it has.

The major threat facing BONELA is that the majority of Botswana citizens do not fully understand the implications of Human Rights and how they affect them. Additionally, the HIV / AIDS epidemic is so advanced resulting in ethical, legal and human rights issues often being overlooked in the search for a 'quick-solution'. Other threats include a general criticism of western ideas, competition of funding from other organisations and maintaining good and committed staff and Board members.

3 BONELA

TOC

3.1 Mission Statement

BONELA's mission is to create an enabling and just environment for those infected and affected by HIV / AIDS through integrating an ethical, legal and human rights dimension into the national response to HIV / AIDS, facilitating education and conscientisation of society and advocating for legislative reforms and policy formulation. In so doing we strive to promote transparency, destigmatisation, and respect for humanity.

3.2 Goal

To ensure that human rights and legal and ethical considerations constitute the foundation of any response to the HIV epidemic in Botswana.

3.3 Objectives

The long term objectives of BONELA are:

- To integrate an ethical, legal and human rights dimension into the response to the epidemic.
- To strengthen NGOs to participate effectively in the policy fora in Botswana and at an international level.
- To assist in promoting and encouraging networking amongst NGOs and individuals with similar goals and /or objectives so as to facilitate joint initiatives at solving problems.
- To promote a culture of self-reliance and encourage committed participation from NGO members and their community.
- To address the human rights of people affected by HIV / AIDS in order to eradicate the discrimination and marginalisation of such people.
- To support public health interests by establishing an environment that enables people to protect themselves and others from infection without the violation of basic human rights.
- To lobby against the use of punitive action as a legal instrument to address the epidemic, since this approach has proved to be ineffective and, in fact, detrimental to struggle against AIDS.
- To educate the general public on issues of human rights, within the context of HIV / AIDS and train stakeholders, nationally, to assist in the dissemination of such information.
- To research the human rights situation of people affected by HIV and AIDS in Botswana and to network with stakeholders in the region to establish and maintain a common response to ethical and legal challenges.

To meet the long term objectives the next two years' objectives are:

1. To advocate for legislative and policy review to create a just and conducive environment, enabling people to access public health services.
2. To develop a media campaign to raise awareness of human rights with regards to the HIV epidemic.
3. To facilitate for the provision of legal aid for people experiencing discrimination on the basis of HIV / AIDS.
4. To develop training as a means to disseminate information on ethics, law and HIV / AIDS.
5. To ensure that ethical considerations are incorporated into medical trials with human subjects.
6. To conduct baseline research to provide BONELA and stakeholders with factual information on the current human rights situation for people infected and affected with HIV / AIDS.

4 Implementation

TOC

1. *To advocate for legislative and policy review to create a just and conducive environment, enabling people to access public health services.*

Activities.

1. Identify all public health issues.
2. Identify policy and legislation to review. BONELA is presently working in and will continue to review Labour Law and the National AIDS policy.
 3. Conduct reviews through consultative sessions and literature reviews.
 4. Disseminate findings / changes.
 5. Facilitate workshops with judiciary and lawyers.
 6. Lobby and advocate policy makers.
7. Secretariat for The The Ethics, Law and Human Rights SectorSector within the National AIDS Council

Outputs.

1. Public health issues identified and prioritised.
2. Partnerships developed within the legal system.
3. Consultative sessions and literature reviews taken place.
4. Reports produced detailing areas of discrimination and disseminated.
5. Legal, ethical and human rights issues integrated into all legislation.
6. Watchdog in place for The Ethics, Law and Human Rights Sector within the

National AIDS Council.

2. *To develop a media campaign to raise awareness of human rights with regards to the HIV epidemic.*

Activities.

1. Identify appropriate media channels (newspaper, radio, TV).
2. Develop Information, Education and Communication (IEC) material.
3. Campaign launched.

Outputs.

1. IEC products developed.
2. Campaign in place throughout Botswana.
3. Increase in awareness of human rights with regards to the HIV epidemic.
4. Increase reporting of human right violations.

3. *To facilitate for the provision of legal aid for people experiencing discrimination on the basis of HIV / AIDS.*

Activities.

1. Develop partnerships with lawyers.
2. Develop partnership with University of Botswana Legal Clinic.
3. Develop appropriate referral system.

Outputs.

1. Legal aid system operating on behalf of people experiencing discrimination on the basis of HIV/ AIDS
2. Increase reporting on human rights.

4. *To develop training as a means to disseminate information on ethics, law and HIV / AIDS.*

Activities.

1. Develop training manuals for facilitating training of trainers and for training people living with AIDS on their rights.
2. Train focal persons as a pilot project in the public and private sector to uphold BONELA's mandate in Gaborone with a view to replication.
3. Facilitate workshops to educate People Living with AIDS (PLWAs) on Human Rights and HIV / AIDS.

Outputs.

1. Training manuals in place.
2. Workshops held.
3. Focal people identified and operating on behalf of BONELA.
4. Human Rights Workshops held.
5. Increase awareness of human rights amongst PLWAs.

5 .To ensure that ethical considerations are incorporated into medical trials with human subjects.

Activities.

1. BONELA is the Secretariat for The Ethics, Law and Human Rights Sector within the National AIDS Council.
2. BONELA maintains ‘watch dog’ position for all medical trials.
3. Follow up made on all people involved in medical trails.

Outputs.

1. Ethical considerations are incorporated into all medical trials with human subjects.
2. Database maintained on all people undergoing medical trials.

6. To conduct baseline research to provide BONELA and stakeholders with factual information on the current human rights situation for people infected and affected with HIV / AIDS.

Activities.

1. Consultant identified and commissioned.
2. Terms of Reference developed for consultant.
3. Research conducted.
4. Report produced and disseminated.

Outputs.

1. Research report in place.
2. Report is able to inform BONELA’s programmes and projects.
3. Research able to inform public, private and civil sector on the situation of human rights in Botswana and how they can best address the issue.

4.1 Log Frame Work

TOC

Summary of Objectives	Objectively Verifiable Indicators (OVIs)	Means / Source of Verification	Important Assumptions
<p>Goal. To ensure that human rights and legal and ethical considerations constitute the foundation of any response to the HIV epidemic in Botswana.</p>	<ul style="list-style-type: none"> • All programmes addressing the HIV epidemic take into account ethical, legal and human rights issues • All legislation and policy making is informed and incorporates ethical and human rights issues. 	<ul style="list-style-type: none"> • Programme mandates • Laws • Human Right Reports 	<ul style="list-style-type: none"> • Legal, ethical and human rights issues are seen as a priority by those developing programmes, with policy makers and within the legal system
<p>Objectives.</p> <ol style="list-style-type: none"> 1. To advocate for legislative and policy review to create a just and conducive environment, enabling people to access public health services. 2. To develop a media campaign to raise awareness of human rights with regards to the HIV epidemic. 3. To facilitate for the provision of legal aid for people experiencing discrimination on the basis of HIV / AIDS. 4. To develop training as a means to disseminate information on ethics, law and HIV / AIDS. 5. To ensure that ethical considerations are incorporated into medical trials with human subjects. 6. To conduct baseline research to provide BONELA and stakeholders with factual information on 	<ul style="list-style-type: none"> • 50% increase in those coming forward for voluntary testing and counselling • 50% increase in those admitting they are HIV positive • 5 regions of Botswana targeted with media campaign • 30% increase in awareness of human rights amongst population • 5 legal practices dedicating free services for HIV / AIDS human rights cases • 2 training manuals in place in 2003 • 8 workshops facilitated in 2003 • Medical trials have all been reviewed in terms of ethical and human rights values • Comprehensive 	<ul style="list-style-type: none"> • Public health services statistics • Media reports • Legal partners statistics • BONELA's workshop reports • Research report available 	<ul style="list-style-type: none"> • People utilise legislation / new environment in place to their advantage • People recognise the importance of human rights and how they impact on them

the current human rights situation for people infected / affected with HIV	report in place.		
<p>Results:</p> <p>Objective 1: Public health issues identified and prioritised. Partnerships developed within the legal system. Consultative sessions and literature reviews taken place. Reports produced detailing areas of discrimination and disseminated. Legal, ethical and human rights issues integrated into all legislation. Watchdog in place for The Ethics, Law and Human Rights Sector within the National AIDS Council.</p>	<ul style="list-style-type: none"> • 2 additional public health issues identified • 5 legal partnerships developed • 2 consultative sessions and literature reviews taken place • 2 reports available • Legal reform initiated • Policy development takes ethical and human rights issues into consideration 	<ul style="list-style-type: none"> • BONELA's reports • Media reports • Statute books 	<ul style="list-style-type: none"> • Lawyers willing to partnership with BONELA • Legislation process recognises the importance of ethical and human rights issues • Appropriate people make time to contribute to the consultative sessions
<p>Objective 2: IEC products developed. Campaign in place throughout Botswana. Increase in awareness of human rights with regards to the HIV epidemic. Increase reporting of human right violations.</p>	<ul style="list-style-type: none"> • 3 IEC products in place • 3 newspapers, 1 radio session per month and 3 TV programmes in place in 2003 • 30% increase in human rights awareness in the general population • 50% increase in number of human rights violation cases reported 	<ul style="list-style-type: none"> • IEC products available • BONELA's reports • Legal partners reports • Interviews / questionnaires 	<ul style="list-style-type: none"> • Appropriate IEC products produced and are effective in raising awareness of the population in general • Legal partners are in place to address the increase in reporting of human right violations
<p>Objective 3: Legal aid system operating on behalf of people experiencing discrimination on the basis of HIV/ AIDS Increased reporting on human rights</p>	<ul style="list-style-type: none"> • 5 legal partnerships developed • 50% increase in number of human rights violation cases reported 	<ul style="list-style-type: none"> • Lawyers reports 	<ul style="list-style-type: none"> • Legal practices willing to partner with BONELA

<p>Objective 4: Training manuals in place. Workshops held. Focal people identified and operating on behalf of BONELA. Human Rights Workshops held. Increase awareness of human rights amongst PLWAs.</p>	<ul style="list-style-type: none"> • 2 training manuals in place • 2 workshops held for the private sector and 2 workshops held for the public sector. • 5 focal people identified • 4 human rights workshops held for PLWAs 	<ul style="list-style-type: none"> • Manuals being utilised • BONELA's reports 	<ul style="list-style-type: none"> • Appropriate and interested people attend workshops to identify focal people • PLWAs feel comfortable in attending workshops
<p>Objective 5: Ethical considerations are incorporated into all medical trials with human subjects. Database maintained on all people undergoing medical trials.</p>	<ul style="list-style-type: none"> • Medical trial mandates all incorporate ethical and human rights considerations • Database up and running 	<ul style="list-style-type: none"> • Media reports • BONELA's reports 	<ul style="list-style-type: none"> • Environment of honesty is adopted with medical trials / practitioners • People willing to undergo medical trials and join the database
<p>Objective 6: Research report in place. Report is able to inform BONELA's programmes and projects. Research able to inform public, private and civil sector on the situation of human rights in Botswana and how they can best address the issue.</p>	<ul style="list-style-type: none"> • Research completed and comprehensive 	<ul style="list-style-type: none"> • Availability of research report 	<ul style="list-style-type: none"> • Report utilised by like organisations / institutions
<p>Activities: Objective 1: Identify all public health issues. Identify policy and legislation to review. BONELA is presently working in and will continue to review Labour Law and the National AIDS policy. Conduct reviews through consultative sessions and literature reviews. Disseminate findings / changes</p>	<ul style="list-style-type: none"> • 2 additional public health issues identified • 5 legal partnerships developed • 2 consultative sessions and literature reviews take place • 4 workshops take place • 4 lobbying activities take place in 2003 • BONELA attends 	<ul style="list-style-type: none"> • BONELA's reports • Media reports • Statute books 	<ul style="list-style-type: none"> • Funding secured • Appropriate personnel in place

<p>Facilitate workshops with judiciary and lawyers. Lobby and advocate policy makers. Secretariat for The Ethics, Law and Human Rights Sector within the National AIDS Council</p>	<p>90% of meetings held by The Ethics, Law and Human Rights Sector within the National AIDS Council.</p>		
<p>Objective 2: Identify appropriate media channels (Newspaper, radio, TV). Develop Information, Education and Communication material. Campaign launched.</p>	<ul style="list-style-type: none"> • 3 IEC products developed for appropriate media format • Launch of campaign occurred. 	<ul style="list-style-type: none"> • Products available and in use • Media campaign visible 	<ul style="list-style-type: none"> • Funding secured • Good advice received with regards to appropriate media for certain districts of Botswana
<p>Objective 3: Develop partnerships with lawyers. Develop partnership with University of Botswana Legal Clinic. Develop appropriate referral system.</p>	<ul style="list-style-type: none"> • 5 partnerships developed • UB working with BONELA • Referral system in place • 30% increase in reporting of human rights violations 	<ul style="list-style-type: none"> • BONELA's reports • Legal partners reports 	<ul style="list-style-type: none"> • Funding secured • Legal practices enter into discussions with BONELA
<p>Objective 4: Develop training manuals for facilitating training of trainers and for training people living with AIDS on their rights. Train focal persons as a pilot project in the public and private sector to uphold BONELA's mandate in Gaborone with a view to replication. Facilitate workshops to educate people living with AIDS (PLWAs) on Human Rights and HIV / AIDS.</p>	<ul style="list-style-type: none"> • 2 training manuals in place • 4 workshops to secure focal persons occurred • 4 workshops for PLWAs facilitated 	<ul style="list-style-type: none"> • Training manuals utilised • BONELA's reports • Feedback from workshops 	<ul style="list-style-type: none"> • Funding secured • Training manuals are effective in practice

<p>Objective 5: BONELA is the Secretariat for The Ethics, Law and Human Rights Sector within the National AIDS Council. BONELA maintains 'watch dog' position for all medical trials. Follow up made on all people involved in medical trails.</p>	<ul style="list-style-type: none"> • BONELA attends 90% of set meetings • Data base established 	<ul style="list-style-type: none"> • BONELA's reports • Minutes of meetings • Database available 	<ul style="list-style-type: none"> • Funding secured • People willing to undergo medical trials and be registered on a database • BONELA made aware of all implications
<p>Objective 6: Consultant identified and commissioned. Terms of Reference developed for consultant. Research conducted. Report produced and disseminated.</p>	<ul style="list-style-type: none"> • Consultant team in place • Terms of reference agreed upon over period of six months • Report with BONELA by August 2003 	<ul style="list-style-type: none"> • Report available 	<ul style="list-style-type: none"> • Funding secured • Good consultant or team recruited • People interviewed willing to answer questions and are receptive to the consultant

4.2 Timeline

[TOC](#)

Include this to show when the activities are going to take place.

4.3 Budget

This section has to be done taking into consideration all the activities that we have mentioned.

Include 10 to 15% for administration purposes if they allow this.

4.4 Monitoring and Evaluation

It is important that this is very clear for donors.

4.5 Sustainability

Important to let donors know how BONELA will be able to support themselves once the funding is finished.

4.6 Personnel

Who will carry out this work – appropriate qualifications etc

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- [1] Botswana Human Development Report 2000, UNDP and GoB.
 - [2] The Botswana Civil Society Delegation Report on the United Nations Special Session on HIV / AIDS, Chapter 3: An Overview of the HIV/ AIDS Response and Challenges in Botswana' further elaborates on these issues.
 - [3] Discussion paper on HIV/AIDS Care and Support: Human Rights and HIV/AIDS, prepared by Zita Lazzarini, USAID, June 1998.
 - [4] World AIDS Campaign 2002-2003, A Conceptual Framework and Basis for Action: HIV/AIDS Stigma and Discrimination, prepared by Peter Aggleton and Richard Parker, USAID, June 2002.
 - [5] Discussion Paper on HIV/AIDS Care and Support: Human Rights and HIV/AIDS, prepared by Zita Lazzarini, USAID June 1998.
 - [6] Report on this workshop is available from BONELA: 'Workshop on Employment, HIV/AIDS and Human Rights.