



## Crosscutting Issues in District Development Planning

A methodology for integration based on promising practices for HIV and  
Disaster Risk Management in Lesotho and Mozambique

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## Abstract

This paper looks at the integration of two crosscutting issues, disaster risk management and HIV prevention and mitigation, into district planning in Mozambique and Lesotho – two countries that are decentralizing decision-making with the support of GTZ's rural development programmes. Based on promising practices used here, it proposes a basic four-step methodology for making crosscutting issues part of general district development planning.

The paper begins by discussing the recent trend towards de-centralization in many sub-Saharan African countries. Often, district development planning is a crucial tool in implementing policies for decentralization. It also provides an opportunity to help planners adopt a fresh approach – one that addresses relevant crosscutting issues.

District development planning is complex, involving many participants in different sectors, often with different agendas and vying with one another for resources. Crosscutting issues can further complicate this process.

The four-step methodology proposed here, however, aims to simplify planning for crosscutting issues. First, those responsible must identify relevant crosscutting issues using objective criteria. Second, one must convince key decision-makers and local leaders to ensure that these crosscutting issues are given priority on the agenda of district development planners. Third, one must familiarize district planners with the crosscutting issues and the technical support available to help them address these issues. Fourth, district planners need to address the crosscutting issues in all phases of district planning by establishing a mandated structure, collecting baseline data, elaborating strategies and tactics, budgeting, implementation and monitoring outcomes.

This paper also discusses how integrating crosscutting issues into district development planning empowers governments to fight poverty in a more concerted manner.

*This paper was co-written by members of a working group of GTZ's Sector Network Rural Development (SNRD). GTZ sector networks, one for each continent, link the agency's technical experts with counterparts in other development agencies and at the country-level to facilitate the exchange of information on technical development issues, and cooperation within and among different sectors.*

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## I. Introduction

This paper aims to contribute to a practical, step-by-step methodology for helping district development planners address critical crosscutting issues in an effective decentralized manner. Referring to recent experience, the paper describes four systematic steps for the integration of such issues, that have been followed with success by planning authorities in Lesotho and Mozambique.

Since the 1990s, governments in many countries in sub-Saharan Africa have begun to decentralize and develop policies in support of this. Sometimes, as in Lesotho, this has been the result of national reforms to create more efficient administrative structures and bring government “closer to the people”. More often, however, governments have decentralized as a result of political pressure from major donors eager to ensure that countries democratize their political systems, improve public services by introducing a higher degree of citizen participation and shift powers to the provincial, district and community levels.

Decentralization can be defined as a process of reform that contributes to an improvement in service delivery for citizens. Through the provision of decentralized services the state engages more of its citizens in the workings of government, and responds to needs in a more flexible, innovative and cost-efficient manner. As well, the reorganization of the state through decentralization has been shown to be an effective instrument for coping with the challenges of a globalized, competitive environment, where efficiency is emphasized. Evidence suggests that it also improves inter-sectoral cooperation (between the state, civil society and the private sector) and intra-national cooperation (between national, regional and local levels of authority).

### Definition of decentralization<sup>2</sup>

Decentralization is the delegation of powers, responsibilities, and related resources (funding, personnel, etc) from the central government to a sub-national level of government, with the desirable aim of moving decision-making closer to those most directly affected by programmes and services. Various stages of decentralization have been defined as:

- De-concentration: “transferring administrative functions to subordinate sub-national units;”
- Delegation: “transferring complex tasks and responsibilities to semi-independent authorities”; and
- Devolution: “transferring power to sub-national political entities, which are answerable to their electorates via a local/regional parliament or council”.

In many countries, Mozambique and Lesotho among them, the district<sup>3</sup> development planning process is a key instrument facilitating the implementation of decentralization policies and relevant laws – as well as the de-concentration of public administration. This demands a different style of organization and commitment from district officials to the process of participative planning and the promotion of district development.

District development planning can contribute to:

- Implementation of national policies, strategies and laws, such as Poverty reduction strategies Programmes, Sector Investment Programmes, Sector-wide Approaches and Programmes, and local government laws;
- Management of integrated, coordinated and sustainable socio-economic development;
- Well-informed development strategies for reducing asymmetries between different areas within countries (or provinces, districts and communities); and
- Sustained mobilization (and accountable use) of financing for strategic priorities.

District development planning is a multi-sectoral, needs- and resource-oriented process, led by local administrators with the participation of the local populations. This broad-based participation also contributes to programme implementation.

District development planning, therefore, provides opportunities to address relevant cross-cutting issues.

### Definition of a crosscutting issue<sup>4</sup>

A cross-cutting issue is of critical relevance to development in all sectors and needs to be addressed by policies and actions across these sectors.

The integration of crosscutting issues into the district planning process is greatly assisted by careful assessments of how these issues impact development in different sectors. For example, assessors might ask, if a different approach to natural resource management were adopted by a district, would this decrease risks of landslides there? Another question posed might be, would incorporating new knowledge of agricultural storage systems reduce the work done by family or friends who are also caring for people living with HIV (human immunodeficiency virus)? Planners often need to think in new ways, and understand the links between different aspects of public health and development, to address crosscutting issues systematically



The governments of Mozambique and Lesotho have begun to do this, by giving priority in planning to crosscutting issues such as HIV and disaster risk management (DRM).

GTZ programmes in Mozambique and Lesotho link national guidelines for decentralized development planning with mainstreaming<sup>5</sup>, as adopted by UNAIDS and GTZ for HIV. Delegates at the 1997 UN Kyoto Conference on climate change, meanwhile, discussed the importance of integrating disaster risk management into governmental planning processes.

In Mozambique, the government has developed a clear national policy, which includes concrete strategies for HIV. This defines responsibilities, sets guidelines and makes funds available for concrete measures, so that district development planners are able to address the epidemic across a range of sectors. By addressing HIV as a crosscutting issue, Mozambiquan district planners are also able to help implement national policies at provincial and district levels. For example, the GTZ Programme of Rural Development (PRODER) offers technical support for integrated planning for HIV and disaster risk management in six districts of the provinces of Manica, Inhambane and Sofala.

To support decentralization in Lesotho, GTZ provides technical support for decentralized rural development at all levels of governance, with special focus on the four Southern Districts: Mafeteng, Mohale's Hoek, Quthing and Qacha's Nek. HIV is mainstreamed throughout the work. Efforts to integrate crosscutting issues in planning often lead to links with existing national strategies. Questions that guide the response of planners in each sector in Lesotho include: What aspects of each job inhibit (or encourage) the spread of HIV?; and what aspects reduce (or amplify) the impacts of HIV?

Decentralized district development planning is complex and the various stakeholders, sectors and government departments involved may have competing interests. Where possible, however, planning should normally unfold in four critical steps.

First, those responsible must identify relevant crosscutting issues using objective criteria. Second, one must convince key decision-makers and local leaders to ensure that these crosscutting issues are given priority on the agenda of district development planners. Third, one must familiarize district planners with the crosscutting issues and the technical support available to help them address these issues. Fourth, district planners need to address the crosscutting issues in all phases of district planning by establishing a mandated

structure, collecting baseline data, elaborating strategies and tactics, budgeting and monitoring outcomes.

District planning is more complex when it reaches across a number of sectors. It also requires, initially, more meetings to ensure that all those involved understand the importance of addressing crosscutting issues. As this paper argues, however, planning can be done in ways that do not unduly complicate the process, or the coordination of different agencies and actors, unnecessarily.

The ultimate goal of planning, of course, is to smooth the implementation of services and other interventions. The approach proposed here contributes to this in at least three basic ways: by raising awareness of major multisectoral issues among decision-makers and communities, clarifying quantitative and qualitative aspects of crosscutting issues and preparing those responsible, across a range of sectors, for a structured, organized and integrated response.



<sup>2</sup> Rauch, T Bartels M., Engel A. Regional Rural Development, A Response to Rural Poverty. Wiesbaden, BMZ / GTZ; Universum Verlagsanstalt GmbH KG, 2001.

<sup>3</sup> Depending on the country, a district can vary in size and its position in the administrative structure (e.g. in Mozambique a district is considered local level, while in Lesotho districts are mid-level jurisdictions).

<sup>4</sup> To limit repetition in this document, the term issues will be used to refer to crosscutting issues, wherever the meaning is evident.

<sup>5</sup> Mainstreaming crosscutting issues in development is a process through which development actors in all relevant sectors effectively and sustainably address the causes and consequences of the respective issues in their areas by adapting their workplace practices and core work.

## II. Integrating issues into district development plans

### Step 1: Identify relevant issues

First, it is important to choose the level of governance at which to seek to integrate crosscutting issues into district development planning (it may be best to begin by approaching decision-makers at the provincial or national levels). Second, one must demonstrate the relevance of the issues based on objective criteria. For example, the issues could be relevant geographically and in different sectors or have strong political backing, as indicated by policies or a political mandate (e.g., the National HIV/AIDS Policy of Mozambique). Relevance could be indicated by a strong demand among citizens to address the issue (e.g., disaster risk management flood-prone districts of Mozambique); or by the significant threat an issue poses to the development of country, as with HIV in Lesotho.

### Step 2: Place issues on agenda of district planners

First, identify policies and strategies that address crosscutting issues at different levels such those for the Millennium Development Goals, Poverty reduction strategies, HIV, food security, disaster management, gender and environmental conservation. Also identify governing bodies with particular mandates to address these issues. In Mozambique, these include the Conselho Nacional de Combate ao HIV/Sida (National HIV/AIDS Council) and the National Institute of Disaster Risk Management (INGC); in Lesotho, the National AIDS Committee is one such mandated body.

Next, one must identify “entry points” through which to elaborate district development plans. (Provincial departments of planning often have authority over district planners; so it is often best to seek out decision-makers at this level, among others, to act as “entry points”). If necessary, it may be useful to develop diagrams depicting decision-making structures and systems (see below link to Gateway Model, “Further reading and links”).

Owing to the multisectoral character of their work, development planning teams at both the provincial and district levels are made up of people from different sectors. In Mozambique, the Equipa Provincial de Apoio a Planificação and the Equipa Técnica de Planificação are the technical bodies responsible for developing and implementing development plans. In Lesotho, community council action plans, which support decentralization led by the Ministry of Local Government, provide a useful entry point for integrating crosscutting issues.

Winning the support of district decision-makers and finding local champions are the next priorities. Local champions can advocate for particular crosscutting issues and ensure that these have the necessary political backing. The commitment of decision-makers and those working at the chosen entry points is essential. This process is more straightforward if the issue has been recognized in a national policy. HIV, for example, is often explicitly recognized as a crosscutting issue within poverty reduction strategies.

In Mozambique, key decisions in district development planning are often made by officials in the national Department of Planning in the Ministry of Planning and Development. This department has the responsibility to promote, orientate and control the process at the provincial level. The provincial department, in turn, holds this responsibility at district level.



To translate crosscutting issues from points of national policy into laws, regulations and training manuals in decentralized district development planning, governors and directors of departments at provincial level must be persuaded that crosscutting issues deserve to be addressed. Without their support departments of government will not consider crosscutting issue relevant. Winning the support of these key decision-makers can be done through capacity building on a particular issue or, ideally, direct pressure from voters concerned about specific crosscutting issues.

In Mozambique, governors and directors at the provincial level often initiate a process in which crosscutting issues are integrated into district-planning. The district administrator's office, however, provides the most important entry point at district level, and it is essential to persuade the holder of this office of the relevance of particular issues as this person coordinates the entire process. In Lesotho, the district administrator is a representative of central government and has to be properly informed. It is the District Council Secretary, however, who makes the key decisions on whether or not to address particular issues in planning. This Secretary is the highest local government official at district level and serves the district council, made up of representatives of the elected community councils.

In Lesotho, the main decision-makers for decentralized development planning are in the Ministry of Local Government. To promote a single, sustainable approach for the whole country, it helps to have policies in place that enable a particular strategy. Lesotho's Ministry of Local Government has developed Gateway guidelines<sup>6</sup> to enable the implementation of specific national strategies – for example, to address HIV. If a methodology is not taken up in the national AIDS strategies, it is unlikely that it will be applied nationwide, owing to the plethora of development agencies working here, each with its own approaches.

Fortunately, the governments in Mozambique and Lesotho have already recognized protection of the environment, gender equality, HIV and food security as crosscutting issues, which helps in winning the support of decision-makers at various levels. Here the challenge is more likely to be implementing effective policies.

Next, one must secure the resources necessary to integrate a crosscutting issue into the decentralized planning process.

In Mozambique, the directorates involved in district planning are responsible for allocating resources and technical support for efforts to see that planning addresses certain crosscutting issues.

In Lesotho, the Ministry of Local Government and GTZ work together to make available, and train, the trainers who sensitize the various actors to the Gateway approach (staff in government departments, nongovernmental organizations and private sector agencies).



### Step 3: Launch issues at district level

Steps 1 and 2 in Mozambique and Lesotho are very similar, as are their Step 3 procedures, except for the entry points chosen to launch the crosscutting issues.

#### Mozambique's approach to Step 3

In Mozambique, an initial workshop is held at district level. Participants include those at "entry points", tech-

nical staff from government and representatives of various sectors. It is also useful to invite people with relevant expertise from other provinces or countries. The main objectives of the workshop are to demonstrate the value of mainstreaming, provide standard information about crosscutting issues, and develop a systematic method to integrate one or more crosscutting issues into planning.

These guiding questions sensitize participants and create a basis of common understanding:

- What is the problem and how is the local district affected by it?
- How does the crosscutting issue affect development in the district?
- How does development in the district affect the issue?
- How does the issue affect the programmes of various sectors/departments?
- How do these programmes affect the issue?



These guiding questions help stakeholders to visualize the crosscutting nature of certain issues, and begin to develop a coordinated, multi-sectoral response.

Once participants share an understanding of the relevance of a crosscutting issue, the provincial and district planning teams need to draw up strategy for integrating the crosscutting issue into the planning process. Technical consultants and others overseeing the process need to do the following at this stage:

<sup>6</sup> MoLG (2005) Guidelines for Scaling Up the Fight Against HIV and AIDS using Local Authorities as the Gateway; Ministry of Local Government, GTZ Offices, Maseru, Lesotho



- Ensure that all are aware of the relevant crosscutting issue throughout the process of planning. One may need to make use again of the questions listed above. (Please also see two resources in Further reading and links, at the end of this document: HIV/AIDS as a Crosscutting Issue in District Development Planning – Mozambique and Integration of Disaster Risk Management in District Development Planning).
- Analyse the situation in the district as it relates to the issue. One may want to use the guiding questions above as part of a district survey. Developing a “problem tree” related to the crosscutting issue may help to define its relevance and the significance of problems related to the issue.
- Analyse sectoral strategies to highlight how they relate to the core problems behind the issue and identify possible joint efforts and comparative advantages in problem-solving. (A stakeholder analysis and the

elaboration of a cooperation/coordination matrix could serve a tools).

- Once the integration of the crosscutting issue is underway, review the success of the process and document.

To facilitate discussions about how sectors can best address a given crosscutting issue, it is useful first to define the sector according to these three categories: sectors that normally have a mandate to address the issue; those indirectly related to the issue, but expected to adapt their strategies to address the issue; and sectors indirectly related to the issue, but with a comparative advantage (over those normally with a mandate to address the issue).

The table below offers practical examples of how sectors can adapt and coordinate their strategies to deal with a crosscutting issue.

Crosscutting issue	Sectors normally mandated to address issue	Sectors indirectly related to issue, but expected to adapt their strategies	Sectors indirectly related to issue, with comparative advantage over sectors normally mandated
HIV	Health (responsible for treatment); Social welfare (responsible for care and support).	Agriculture introduces labour-saving methods to stabilize production of farming families weakened by illness or death	Agriculture officials make contact with farming families to assess the health and welfare of the affected families and inform them about services available and mitigation measures.
Disaster risk management	National Institute of Disaster Risk Management (INGC) coordinates early warning and evacuation systems	Agriculture promotes prevention of erosion and protection of shorelines.	Agriculture department extension workers measure precipitation and inform the National Institute of Disaster Management (INGC).

At the end of the workshop to launch the crosscutting issue, organizers should choose a person to act as a focal point – to watch over the process initiated by the workshop and guarantee that planners continue to address the issue adequately throughout the process.

Finally, the various district directorates need to agree and formalize among themselves on who is to provide the staff and financial resources to bring the process to successful completion.





### Lesotho's approach to Step 3

Here local authorities are seen as the Gateway, ensuring that resources are mobilized to meet the needs of the population in fighting HIV. Among the German development agencies active in the area, a German Development Service (DED) member within the GTZ DRDP is responsible for supporting the Gateway process in the districts.

This process has three goals: improve the knowledge and competency of community councils and other local leaders to address HIV; empower community councils to act as the Gateway in the fight against HIV (coordinating action plans and monitoring implementation); and systematically support efforts to address HIV at the district and national levels.

The priorities of villagers, as expressed in action plans, are linked to the district and national support structures, and all administrative and sectoral bodies and programmes are required to address HIV as a top priority – mainstreaming the issue.

To this end, the HIV team in the Ministry of Local Government, with support from GTZ, trained a local NGO, Karolelano ea Tšebo (KaTSeFA, Bringers of Light) to facilitate HIV workshops. Supported by the District Rural Development Officer, training was provided for community councillors and representatives of civil society in every community. The urgency of HIV in Lesotho, however, required that the process be accelerated, with sessions provided to clusters of three community councils at a time. It is hoped that support from the UN Development Programme will reach the representatives of civil society. Training sessions by KaTSeFA are held in local languages in the villages most central to the cluster, and villagers cook for trainers and participants to generate income on the spot. Work shadowing by staff from other NGOs<sup>7</sup> makes it possible, meanwhile, for other NGOs to train in different areas of the country, using the same approach.

Members of the District Development Coordinating Council also receive training, with an adapted curriculum. As members of community councils, they are thus trained twice.

### Step 4: Integrate the issue into the phases of district planning

#### Phase 1 of Step 4: Establish a mandated structure

The integration of the crosscutting issue into planning cannot be realized without guidelines requiring the district planning units to address the issue formally. A focal point or champion can be useful in this, as the experience in Mozambique shows.

An appropriate focal point may be a member of the planning authority at district level and have knowledge of the crosscutting issue, professional skills and experience of district planning and monitoring. The tasks performed by the focal point include:

- Helping planners to understand the crosscutting issue in its fullness;
- supporting the analysis and coordination of objectives and strategies related to the issue;
- promoting the implementation of the operational plan as it pertains to the issue; and
- ensuring that proper monitoring is done of activities related to the issue, and of milestones and indicators.

In other words, a focal point ensures the district planning team remains mindful of the crosscutting issue – and that it is addressed in all relevant sectors in their plans. To do this, the person must have excellent communication skills and be backed by the authority of the district administrator.



In Lesotho, the integration of the crosscutting issue begins at the level of community councils, which are responsible for ensuring that the issue is properly dealt with throughout the planning process. In general, district AIDS Task Forces have been ineffective. Delegating responsibility for mainstreaming to the community council prevents the compartmentalizing of responsibility for the issue. Incorporating the crosscutting issue into the district development plan then happens automatically as community council action plans are integrated into one district development plan.

<sup>7</sup> Work shadowing refers to a process whereby a person follows someone in their work role ("shadows" them) for a period of time, to learn the role or improve their own performance and that the person shadowed.

Phase of planning	Integration of the crosscutting issue	Tools and methods
District diagnostic survey	Identify the local relevance of the issue, its scope, characteristics and impacts	Guideline questions for the crosscutting issue  Systematizations of the information in survey report  Visualize the scope of the crosscutting issue using a problem tree
Prioritize problems and development objectives	Rank the crosscutting issue in the scale of priorities	Set priorities in matrix

#### Phase 2 of Step 4: Collect baseline data

First, ensure awareness of the crosscutting issue during a baseline data collection.

In Mozambique, a diagnostic survey is conducted by district planners, from which a district profile is elaborated.

Once the relevant crosscutting issue is adequately documented, planners should apply the “standard log-frame planning methodology,” and set priorities.

In Lesotho, once community councillors have developed their basic knowledge of HIV, members of the district planning units introduce to them a simple planning methodology, the Quick and Smart Approach (See “Further readings and links”). Community councillors then hold meetings, known as lipitso, to clarify local needs. The Ministry of Local Government created a lipitso information kit to assist councillors in identifying community priorities based on the Quick and Smart Approach. The kit includes a simple booklet that councillors complete by hand in the local language. The community council then drafts a basic plan or list of priorities, and forwards this to the district council.



#### Phase 3 of Step 4: Elaborate strategies and activities

To design strategies and activities that adequately address a crosscutting issue, one must analyze sectoral strategies to ensure that they contribute to the goal.

In Mozambique, multi-sectoral planning leads to the drafting of strategies across different sectors with the common goal of developing the district plan. Each sector may have its own issues and methods, but this process generates coordinated strategies and activities that contribute to clearly articulated development priorities.

Integration of a crosscutting issue at this phase requires, above all, that one assess the relevance of the issue in terms of other development priorities and the potential of various sectors to help in tackling it. Such an assessment should highlight comparative advantages to be exploited in adapting sectoral strategies and activities.

While negotiating the roles and cooperation of different sectors involved in planning, look for comparative advantages of different sectors working together. This cooperation could allow participating sectors to improve or expand their services, while minimizing the cost of additional services related to the crosscutting issue: a win-win situation. Experience in disaster risk management and HIV, described below, illustrate the synergies of inter-sectoral cooperation.

#### Multiple sectors mitigate the risk of disasters

Disasters can profoundly effect district development plans. Casualties and damage sustained can radically change the context of development – as occurred in many coastal districts after the Indian Ocean earthquake and tsunamis of

Some examples are given in this table.

Phase of planning	Integration of the crosscutting issue	Methods
<b>Elaboration of strategies and activities</b>	<p>Identify sector-specific strategies addressing the issue. For HIV, for example, health sector is responsible for treatment and social welfare sector looks after care and support.</p> <p>Identify potential joint strategies: for example, health, culture and education sectors might jointly coordinate campaigns for HIV prevention.</p> <p>Identify needs of each sector to adapt their strategies to address the issue (if this has not already been done). For example, the agricultural sector may need to introduce labour-saving production techniques to help in addressing HIV.</p> <p>Identify comparative advantages of different sectors in contributing to strategies for the issue. For example, agriculture department officials might be well placed to contact farming families in remote areas to promote HIV prevention, while also gathering information for health and social welfare sectoral staff to use in their activities.</p>	Workshop for sectoral representatives, the focal point and the planning team to analyse sectoral strategies, and adapt them to address the issue.
Elaboration of operational plan	Coordinate issue-related activities	Cooperation/coordination-matrix

December 26, 2004 – and alter the development priorities of a district. Hence, an adequate strategy to minimize negative impacts is essential, not only to protect the people and avoid damages, but also to protect certain preconditions conducive to implementing the district development plan.

*Examples of sector-specific mitigation strategies for floods, landslides and similar disasters include:*

- i. National disaster management authorities establish early warning systems and evacuation plans at the community level and form disaster-response committees;
- ii. The agricultural sector promotes measures for the prevention of soil-erosion, protection of shorelines and waterways;
- iii. Transport, and infrastructure authorities identify critical roads for evacuation, guarantee their maintenance and establish a register of transport facilities; and

- iv. Education authorities integrate risk management into the curricula of local schools.

#### **HIV mitigation strategies**

The impact of the HIV pandemic in the districts of Lesotho and Mozambique is severe, threatening the quality and quantity of services (private as well as public) and hindering the implementation of development plans.

All institutions and programmes, therefore, need professional staff to act as focal points, with the knowledge, skills and authority to promote, internally and externally, prevention and mitigation activities. As well, these focal points need to advocate widely for the principle of multi-tasking (tasks and important information are shared among a group of individuals, rather than a single person) and for the development and documentation of institutional knowledge related to the crosscutting issue.

Examples of sector-specific mitigation strategies in HIV include:

- v. Health authorities establish systems for home-based care of people living with HIV;
- vi. Agriculture officials adapt their strategies to introduce new methods of production and labour-saving crops and promote small-animal husbandry, and crop diversification to improve access to food.
- vii. Government staff from the departments of agriculture, education and welfare work together to develop a counselling system, and technical training and education, for families headed by orphans and other young people impacted by HIV.
- viii. Education, health, sports and youth departmental staff jointly coordinate information campaigns on HIV.
- ix. Agriculture and health officials exploit their comparative advantages to plan a multi-sectoral intervention in the production and processing of natural herbs for the treatment of secondary diseases. Agriculture staff train af



fectured families to cultivate, and make best use of, crops of traditional herbs and nutritious vegetables.

As part of the Gateway approach used in Lesotho, the district council and government technical staff at the district level draft a district development plan based on needs expressed by the local population, in accordance with national guidelines. This plan determines the allocation of budgets (see discussion of budgets, below). It also gives districts the authority they need to allocate resources for HIV from international agencies and other actors.

At the same time, Lesotho's Gateway approach is testing a monitoring and evaluation system. This prompts authorities to ask a number of questions. Is the principle of subsidiarity being honoured (to ensure that development partners fully exploit local resources before seeking assistance at a higher level)? What are the main services in demand? How long does it take for needs-assessments to move upwards: from community council to district authority to national ministries? And, most critical, how long does it take for higher levels of government to respond so that local authorities can provide the required services?

The three diagrams below describe different actual scenarios of how governments may respond to crosscutting issues and the need for mainstreaming. It is noteworthy that mainstreaming often shifts governments and other decision-makers from the vertical response described in Scenario I to the horizontal responses outline in Scenarios 2 or 3.

*Please note: the lower-case roman numerals (i, ii, iii, etc.) in the below diagrams refer to the multisectoral strategies and activities for disaster risk management and HIV mitigation, discussed above.*

### Scenario I: Issue not perceived as crosscutting

Agriculture Food Security	Health HIV	Education	Public Works	Gender	DRM Strategy i
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**Scenario II: Issue is addressed by several sectors and highlighted as its own sector**

	Agriculture	Health	Education	Public Works		
Gender						
HIV	Strategies vi/vii/ix	viii/ix	vii/viii			
Food Security						
Disaster Mgt.	ii		iv	iii		
					HIV Strategies/ activities not undertaken by other sectors.	DRM Strategy i

**Scenario III: Crosscutting issue made part of sectoral strategies and activities**

	Agriculture	Health	Education	Public Works		
Gender						
HIV	Strategies vi/vii/ix	viii/ix	vii/viii			
Food Security						
DRM	Strategies ii		iv	iii		

#### Phase 4 of Step 4: Draw up budgets

In Mozambique and Lesotho the establishment of a direct link to budgeting is in the initial stages.

In Mozambique, the financing of responses to cross-cutting issues follows district planning guidelines. Every district must elaborate an annual budget, outli

ning investments in crosscutting issues in all relevant sectoral budgets. Each district receives additional investment funds that they can use according to their priorities. This supports sectoral activities (e.g., training of agricultural outreach workers focussing on HIV) and non-sectoral expenses (e.g., procurement of radios for early warning systems).

Phase of planning	Integration of crosscutting issue	Tools and methods
Elaboration of the budget	<p>Draft budgets for different sectors and coordinate these budgets.</p> <p>Raise money for budgets to address issues.</p>	These will depend on national guidelines.

As mentioned, Lesotho's Gateway approach allows the district council and technical staff in the Ministry of Local Government at district level to develop district development plans based on the needs expressed by local people and in accordance with national guidelines. These plans guide the drafting of budgets, and allocation of resources. Sectoral budgets may be complemented by District Development Funds, where they exist, the National AIDS Commission and the 2% of ministry funding allocated for HIV.



#### Phase 5 of Step 4: Monitor the integration of cross-cutting issues in district planning

Ideally, the implementation of any development activity is accompanied by monitoring of its outcomes. A baseline survey provides a useful starting point to allow for future comparisons. At this stage, planners should define desired outcomes, outputs, indicators, milestones and activities, so that results can be compared with these these goals.

In Mozambique, the processes of budget planning and monitoring are still in progress. However, it is intended that the focal point for each crosscutting issue, and technical staff on the district planning team and the district development council will work together to coordinate activities. Above all, it is essential to inte-

grate the response to HIV into the existing monitoring system, rather than creating a stand-alone system (see "Guideline for result-based monitoring of Mainstreaming HIV/AIDS – Sector Programme" in "Further reading and links", below). This will ensure that the progress of activities on crosscutting issues will be discussed at district development council meetings, whenever the monitoring of the district development plan is on the agenda.

The Gateway approach in Lesotho builds monitoring systems for all local governments. It also links all levels of monitoring – community council, district and national – and harmonizes these systems with those of donor agencies, in keeping with the UN Three Ones Principles.<sup>8</sup> Lesotho's HIV monitoring systems also contribute to monitoring and evaluation of the country's overarching development initiatives: its Poverty Reduction Strategy, Vision 2020 (the global initiative to eliminate avoidable blindness) and Millennium Development Goals.

The below table summarizes the phases, activities and main actors and contributions towards the integration of measures to address disaster risks and HIV in district development plans in Mozambique (Moz) and Lesotho (Les).

<sup>8</sup> One agreed HIV Action Framework that provides the basis for coordinating the work of all partners; One National AIDS Coordinating Authority, with a broad-based multisectoral mandate; One agreed country-level Monitoring and Evaluation System.

*See Abbreviations, at end of this document, for full names of acronyms in table.*

Phase of district development planning		Measures to integrate Disaster Risk Management / HIV in district plans	Main actors and their contributions
I	Establish mandated structure	Sensitize district government, provincial and district planning teams (EPAP and ETD) about the need and potential of Disaster Risk Management and HIV measures.	EPAP (Moz), district planning units (DPU) and NGOs (Les): Sensitization and training. INGC, (Moz): Technical advice, focal points HIV, Provincial AIDS Task Force (Moz): Technical advice, monitoring of implementation. District administrator directs the process (Moz).
II	Collect baseline data	Analyze vulnerabilities, dangers, endangered regions and existing capacity.	ETD (Moz), community councils and DPU (Les): Collect data and evaluate disaster risk. Population: Identify endangered areas. CCD (Moz), DDCC (Les): Check quality of the analysis.
III	Elaborate strategies and activities	Develop strategies to reduce vulnerabilities, with particular consideration of capacity building (DRM). Develop strategies to promote prevention, care/treatment, mitigation and systemic development factors (HIV).  Define activities with responsibilities and possible sources of financing for DRM and HIV.	ETD (Moz), CC and DC (Les): Draw up the strategy, taking into account the identified disaster risk / status and impact of HIV epidemics. EPAP (Moz), DPU (Les): Technical and methodological support. CCD (Moz), DDCC (Les): Review and approval of the strategy. Provincial AIDS Task Force (Moz)  ETD (Moz), CC (Les): Design activities on the basis of the strategy INGC and Provincial AIDS Task Force: Technical advice Participation of the population
	Elaborate budgets	Calculate necessary resources, emphasize subsidiarity. Identify potential funding sources.	ETD and EPAP (Moz), CC & DC (Les)
V	Monitor district planning	Integrate the development of results-based monitoring of the crosscutting issues DRM / HIV.	CPS (Moz), DDCC (Les): Reviewing commission

### III. Other recommendations

The integration of crosscutting issues in district development planning is fraught with challenges. Here are some recommendations to smooth the process, again drawn from experience in Lesotho and Mozambique.

**Don't overload:** Initially, at least, it is best to deal with one high-priority crosscutting issue and focus on a limited number of strategies, as there is a risk of overloading the process of district planning by attempting to address too many crosscutting issues at one time.

**Encourage cooperation:** Competitive behaviour, particularly for funding, can hurt efforts to coordinate the work of different actors and sectors. This can be reduced by clearly defining and coordinating the roles of different sectors and through activities that benefit all parties. Focal points with good communication skills can also facilitate the transfer of information and funds between sectors.

**Motivate with “quick wins”:** Planning can be a long process; so it helps to identify “quick wins”: concrete measures to reduce an identified problem early on. These motivate staff to persevere and achieve more. In Mozambique, for example, the Ministries of Agriculture and Health were beginning to implement coordinated measures of sensitization and mitigation at district level only six months after planning began: two quick wins.

**Build capacity:** New local authorities may lack technical capacity to address crosscutting issues in planning and execution. Fora that bring together elected representatives with technical experts can help to overcome this barrier. In Lesotho, the district development coordinating committees provide a venue for elected officials to learn from technical staff about the integration of crosscutting issues into district development plans. Where technical staff lack the necessary skills to guide elected officials and others, training and continued support should be provided.

**Reduce turnover:** Rapid turnover of public-sector staff undermines efforts to build capacity over the long-term at the provincial and district levels. This problem is compounded by the well-documented “brain drain” of trained personnel from low to high-income countries. Providing performance-related pay incentives, backed by laws and regulations, helps to overcome this problem. In Mozambique public servants are required to remain in their posts for at least two years before being eligible for transfer. Lesotho, meanwhile, is considering rules that would require public servants to work at the district level before being promoted.

**Update policies and strategies:** National policies and strategies should be treated as “works in progress”, and regularly updated to address new information and experience gained from the execution of development plans.

**Promote ownership:** The strategies proposed in this paper will not succeed unless government officials understand and “own” them. Early on, therefore, proponents need to target critical decision-makers and ensure they develop this sense of ownership. In Mozambique, government officials have demonstrated their ownership of disaster risk management by integrating measures to address this crosscutting issue in the country's Poverty Reduction Strategy (PARPA II). In Lesotho, the government have shown ownership of the Gateway approach by agreeing to expand this approach nationwide.

**Make use of decentralization measures:** Decentralization requires crosscutting measures, and multi-sectoral cooperation, so it makes sense to exploit opportunities created by efforts to shift decision-making and services more towards the periphery. Integrating crosscutting issues into district development planning also provides a platform to link the decentralization of support structures at all levels to the PRS process. This, in turn, supports national ownership of the processes and strengthens the partner governments to better harmonize efforts in line with the Three Ones and the Millennium Development Goals to fight poverty.

### IV. Further reading and links

For further information, please see the documents below, which are available on request at the given email addresses.

Gateway Model – Lesotho (Silvio.Decurtins@gtz.de)

Guidelines for results-based monitoring of mainstreaming HIV/AIDS – Sector Programme (Anna von Roenne aidsprg.@gtz.de)

HIV/AIDS as a Crosscutting Issue in DDP – Mozambique (Norbert.Eulering@gtz.de)

Integration of DRM in DDP – Mozambique (Nico-las.Lamade@gtz.de)



## V. Abbreviations

AIDS	acquired immunodeficiency syndrome
CC	Community Council
CCD	Conselho Consultivo Distrital / District Development Council
CNCS	Conselho Nacional de Combate ao HIV/SIDA / National AIDS Council
CPS	Comissão Provincial de Supervisão / Provincial Steering Committee
DC	District Council
DDCC	District Development Coordinating Committee
DDP	District Development Plan
DRM	Disaster Risk Management
DPU	District Planning Unit
EPAP	Equipa Provincial de Apoio a Planificação / Provincial Planning Team
ETD	Equipa Técnica de Planificação Distrital / District Planning Team
DRM	Disaster Risk Management
GTZ	GmbH Gesellschaft für Technische Zusammenarbeit / German Technical Cooperation
HIV	human immunodeficiency virus
INGC	Instituto Nacional de Gestão de Calamidades / National Institute of Disaster Management
LES	Lesotho
M & E	Monitoring and Evaluation
MoLG	Ministry of Local Government
MOZ	Mozambique
NGO	nongovernmental organization
PARPA II	Programa Alivio e Redução da Pobreza Absoluta II / Poverty Reduction Programme II
PRODER	Programa de Desenvolvimento Rural / Rural Development Programme
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
UNAIDS	Joint United Nations Programme on HIV/AIDS



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