Session 4 – Working Group 5
Mainstreaming Cross-Cutting Issues in the ACHA Framework

ISSUES PAPER

Co-Facilitator: SPU / MINECOFIN
Co-Facilitator: DFID

Brief Background:

Sectors as Health and Education predominantly require the responsibility of a single line ministry. However, many cross cutting issues do not correspond to a specifically defined sector, such as: Decentralization, Infrastructure, Gender, HIV/AIDS, and Rural Development. These issues each have a cluster, with vocations and actions oriented towards coordination of specific issues across different sectors. Success of coordination in cross-cutting issues is dependent upon the strength and clarity of the leadership from the respective line Ministry, as well as on the level of participation of Development Partners and other GOR institutions involved in that sector. However, the current coordination structures for cross-cutting issues continue to face problems, in that, structures and processes to deal with cross-sectoral issue lack focus, clarity, and strategy.

From the PRSI Evaluation:

Weaknesses in implementation capacity, and the problem of finding institutional champions for some agendas (such as inequality), has reduced the number of cross-cutting issues that GoR reports on, from eight to four over the PRS period (Table 1). Inequality appears to have disappeared as a theme, along with *imidugudu*, which is only given passing reference in connection with habitat and urbanization. Capacity building, along with the human resource development component of human development, on the other hand, is elevated to a priority area.

Table 1: How Cross Cutting Issues Have Evolved Over the PRS Period*

PRSP	APR1	APR2	APR3
Technology	Technology	Gender	Environment and Land
Gender	Gender	Technology	HIV/AIDs
Environment	Environment	Environment	ICT
Imidugudu	*Imidugudu*	HIV/AIDS	Gender
HIV/AIDS	HIV/AIDS	Inequality	
Inequality	Employment	Harmonisation & Coordination	
Capacity Building	Capacity Building		
Employment	Inequality		

*Order reflects the order in which they appear in the relevant document.

Discussion Points:

- Should we have cross-sectoral coordination structures, or should cross-sectoral issues be included within sectoral clusters? How should this be monitored? Does the current cluster structure pose problems for stakeholders in their attempts to harmonize and align activities?
- Should the cluster system be reshaped in order for it to mirror the orientation of GoR Ministries and/or the EDPRS? Will the EDPRS allow some important issues to "fall down the gaps"?
- Is the Government, and are development partners, able to work effectively on issues that fall across more than one Ministry or where responsibility is shared between a central and a local government body?
- Does the existence of cross-sectoral issues within single cluster entities minimize the issues importance? For example, does the Education Cluster effectively take into account gender issues, or does it consider that the Gender Cluster should deal with all gender related issues?
- How does financing of cross-sectoral sectors affect harmonization and alignment processes? How should stakeholders deal with large project funds which cut across different sectors? How can we gather all the information on external funding for HIV/AIDS, for example? Can the Development Assistance Database cater for such needs? Or alternatively, how can we monitor funding for cross-cutting issues, such as gender, if it is integrated into sectoral budgets?
- Do the recent civil service, territorial, and decentralization reforms affect the capacity of the GoR and DP's to manage cross-sectoral issues?
- What other mechanisms or structures can play a role in mainstreaming cross-cutting issues. Can the HARPP Group be realigned to partially assume this function? How effective has CNLS been for HIV/AIDS? Is Primature the proper channel to deal with gender issues?
- Do we have appropriate annual reporting systems on cross-cutting issues? If so, can these be improved?

Anticipated Outputs:

- Develop a proposal for mainstreaming cross-cutting issues throughout cluster mechanisms. Asses the role of other structures in dealing with such processes.
- Determine the viability of cross-sectoral sectors and their capabilities to properly assume their functions.
- Assess the potential impacts of GoR reforms on line ministries' and DP's capabilities to ensure leadership and capacity in dealing with cross-cutting issues.
- Develop propositions with regard to the harmonization and alignment of financing which cuts across sectors while accounting for the capture of such financing.
- Identify both political and administrative mechanisms that will promote policy and implementation of issues that fall across sectoral responsibilities.