

LEADERSHIP FOR RESULTS
UNDP's Response to HIV/AIDS



NATIONAL DEVELOPMENT PLANNING AND IMPLEMENTATION STRATEGY NOTE AND GUIDE

The Answer Lies Within



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Foreword

This strategy document was developed by a team of development planners, HIV/AIDS specialists and leadership development facilitators under the auspices of the Development Planning and Implementation (DPI) service line of UNDP's HIV/AIDS Group. The process began at the first Resource Network Meeting held in Johannesburg, South Africa in June 2003. This intensive conceptual work was followed by a second meeting in Dakar, Senegal in September 2003 to include broad indicators and measurable processes that will aid implementation. Additional refinement of the strategy took place in New York throughout 2004. As the year 2005 marks MDG plus 5 the strategy offers a unique opportunity for national engagement in supporting action required to meet the time-bound qualitative targets of the MDGs.

What has driven this work is the deep commitment of a wide range of participants to move away from 'planning as usual' to generating a process that facilitates national action towards and generating extraordinary results for HIV/AIDS and development. This shift towards implementation is expected to bring about responses from national stakeholders that create the conditions that will reverse and halt HIV/AIDS in both low- and high-prevalence settings or in large federal or small states. Among the many positive impacts that a more integrated effort will have on households and communities, it will also bolster the drive to attaining the Millennium Development Goals (MDG) and the UNGASS Declaration of Commitment on HIV and AIDS.

This document captures the thinking and experience of two years of development planning. It brings together transformational change techniques, HIV/AIDS response strategies and national development processes. As such, this report is part of UNDP's series of tools and guides to support partner organizations and countries that wish to revisit existing or develop new national HIV/AIDS responses.

The key objective is to promote a more coherent implementation of HIV/AIDS responses across a range of programmatic and operational areas that include national development plans, poverty reduction strategies, UN Country Team action and decentralized planning processes. A Response Implementation Framework (RIF) is proposed for this purpose.

With these innovative techniques-which are designed to change the way individuals, professionals, institutions and governments work-the Development Planning Resource Network is prepared to assist countries in reviewing or revising their national HIV and AIDS response in a way that integrates the needs of sectors, existing national development processes and instruments such as Poverty Reduction Strategy Papers (PRSP). This will be conducted with sectoral and sub-national stakeholder institutions and communities to ensure maximum benefits are accrued from planning processes.

Finally, the paper outlines objectives, strategies, indicators and possible processes for integrating effective responses to HIV/AIDS into the wider national and district development planning process.



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1. National Development and HIV/AIDS Responses

Embedding HIV/AIDS in Development Planning

LINKING DEVELOPMENT PLANNING AND GOVERNANCE

Development planning is traditionally a set of national processes for decision-making and action that determine and regulate the future social, economic and environmental prospects of a country. It is closely linked to governance, which encompasses the management of national resources and strategies including human and financial resources, and the interrelationship between the state, private and civil society sectors. National HIV/AIDS responses have become an integral part of the development planning process in countries with generalized epidemics and are increasingly recognized as critical in low-prevalence countries.

In most instances, development planning and national HIV/AIDS strategic planning have been government-led, often multi-sectoral, multi-year and multi-level. However a results-based analysis of current planning reveals that processes rarely take into account the needs of the formal and informal private sector or civil society in many developing countries. Thus programmes that require a multi-dimensional approach do not often relate well to each other and, as a result, miss opportunities and synergies for a more comprehensive approach and breakthrough results.

Experience has shown the urgent need to provide a strongly integrated process that effectively addresses complex development and governance issues such as HIV/AIDS, poverty, conflict and environmental issues. The integration will bring wide-ranging governance benefits by ensuring that HIV/AIDS and development are aligned in a way that brings about effective multi-stakeholder implementation of a wide-range of responses to the epidemic.

For countries to achieve decreased HIV/AIDS infection rates and a reduction of current and future impacts of the epidemic, new perspectives and actions are needed where governance architecture, national development plans and HIV/AIDS responses are interwoven into the overall development planning and implementation process.

GENERATING A COMPREHENSIVE NATIONAL RESPONSE

The response to HIV/AIDS has focused on making the case for the epidemic as a development challenge. Here the devastating effect of HIV/AIDS on various development sectors is examined. Much of the current work around mainstreaming HIV/AIDS in development has been tied to impact assessments and analyses focused on creating awareness and generating high-level commitment. These realities and forecasts of potential impacts often do not bring to the fore the underlying complex societal and institutional factors that lead to rising or persistently high prevalence rates in many countries. The goal today is to create actionable responses that address the development challenge.

The aim of the Development Planning and Implementation strategy is to provide a framework and methodology for countries to make their HIV/AIDS responses an integral part of their national development plans and processes, as well as an essential part of each sector's accountability. Another aim is to strengthen the leadership capacities of key players to implement and generate truly measurable results. A fundamental guiding principle of DPI is to address the underlying causes of the HIV/AIDS epidemic and the institutional inertia that often hampers implementation of national responses.

THE RESPONSE IMPLEMENTATION FRAMEWORK: A SCALED-UP RESPONSE

Through work with its partners, UNDP has expanded its role of addressing HIV/AIDS as a development issue to fostering more collaborative responses that can over time favor implementation and results. The commitment to creating an enabling environment for all partners to engage in a scaled-up action on HIV and AIDS is at the heart of a rethinking in national development.

To achieve this, innovative methodologies premised on building new capacities for planners and implementers have been developed. The methodologies stress change at the individual level, which can then be translated into measurable changes at institutional and societal levels. Rather than placing the traditional components of planning (infrastructure, services, resources, etc.) at the centre, the new methodology gives equal weight to transforming individual attitudes and behaviour, collective norms and values, and governance systems and structures in order to scale-up action.

The approach brings innovation to the traditional concepts of development and strategic planning, which are often viewed as top down, institutionally driven and addressing primarily the structural issues. A likely result is a more flexible, community-focused and 'driven' process that is integrated across sectors and includes planners and service providers interacting more comprehensively with communities they serve. The approach is vital for national and sub-national planning to respond to complex challenges such as the HIV/AIDS epidemic, poverty, gender disparities and environmental changes.

An institutional and people-centred focus helps shift development processes and HIV/and AIDS efforts from a largely normative planning orientation to one premised on achieving implementation. The result is a Response Implementation Framework, which integrates both planning and implementation needs. The framework provides broad guidance for people, sectors and institutions to program and mainstream HIV/AIDS within a development framework and outlines a governance relationship for a national response within and beyond the public sector. Given its broader context, the framework will also shape the strategies and implementation of the relevant Millennium Declaration Goals and priority areas of the Declaration of Commitment adopted by the UN General Assembly Special Session on HIV/AIDS (UNGASS). The framework also provides a flexible platform for responding to the dynamics within a rapidly changing global context, e.g. increased access to affordable anti-retroviral therapies, larger numbers of International partners and more funding, etc.

LEARNING: THE ANSWER LIES WITHIN

Learning to use the Response Implementation Framework starts with training sessions based on transformative leadership techniques that address individual attitudes, perceptions and behaviour, and introduce mental frameworks, distinctions and conversations to planners, development experts and national AIDS authorities and sector ministry staff.

Taking the change in the individual as the starting point means that there can be a powerful cascading shift in the actions of the individuals in planning institutions, governments and communities. This is what the techniques bring to traditional planning. They become an integral part of the planning and implementation cycle in the Response Implementation Framework. Experience in several countries has shown that these techniques have generally resulted in more inclusive, gender-sensitive and rights-based plans and results.

Adding Value through Frameworks

The RIF emphasizes frameworks in place of elaborate plans. The framework approach allows for the expression of initiative and leadership at different levels and within different institutions; provides autonomy that encourages productive action, innovation and opportunities for communities to enter the development process; and can offer more equitable access to resources.

A Response Implementation Framework makes it possible for communities, private and government institutions to act in concert within a goal oriented development planning context.

It allows for a fundamental readjustment of existing national plans and programmes with revisions based on transformational practices as implementation proceeds. The RIF will also guide the development and implementation of multi-lateral development and financing instruments such as PRSPs and Highly Indebted Poor Countries (HIPC) documents. The UN system, through the UN Country Teams, must be encouraged to accept broad national frameworks for Common Country Assessments (CCA), UN Development Assessment Frameworks (UNDAF) and UN Implementation Support Plans to strengthen their common effectiveness and outcomes.

National Development Planning Process

• SECTORIAL PLANS

• PRSP

• CCA-UNDAF



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