



Implementation of the Global Task Team Recommendations

Update Paper

25 August 2005

Introduction

Implementation of the recommendations of the Global Task Team on Improving AIDS Coordination Among Multilateral Institutions and International Donors has been a priority of the concerned multilateral organizations since the Team's final report was issued on 14 June 2005. An early milestone was the endorsement of the recommendations by the UNAIDS Programme Coordinating Board (PCB) at its 27-29 June 2005 meeting. Substantial progress has been made during the following two months. UNAIDS¹ and the Global Fund have developed implementation plans for 26 distinct actions, and these plans are rapidly being put into practice.

Facilitating joint implementation of the recommendations

The UNAIDS Secretariat has been facilitating and monitoring the overall implementation of the recommendations, and will regularly report on progress to multilateral governance structures and global forums. The individual implementation plans of the concerned multilateral organizations have been compiled by the UNAIDS Secretariat into a joint roll-out plan that serves as a tool for identifying resource gaps, monitoring progress and holding institutions and individuals accountable for action. The roll-out plan is broken into 26 actions, with one multilateral organization identified as a focal point for each (see Table 1). Planning and progress summaries, target dates and budget estimates have been submitted by these focal points. The recently finalized UN Consolidated Technical Support Plan for AIDS includes all known additional resources required by the UN system beyond the previously planned 2006 – 2007 budgets of the concerned organizations.

Additionally, the UNAIDS Secretariat has developed a guidance note that summarizes the roles and responsibilities of all sectors at all levels of society—including multilateral organizations, bilateral organizations, national governments and civil society—to effectively implement the recommendations of the Global Task Team.

The following sections of the update paper mirror the four headings of the Global Task Team's recommendations. Additional emphasis has been placed on recommendations with implementation targets within 2005.

¹ The term "UNAIDS" refers to the Joint United Nations Programme on HIV/AIDS, which is the collaborative AIDS-related work of the ten UNAIDS Cosponsors (UNHCR, UNICEF, WFP, UNDP, UNFPA, UNODC, ILO, UNESCO, WHO and the World Bank) and the UNAIDS Secretariat, guided by the Programme Coordinating Board, the Committee of Cosponsoring Organizations and the Unified Budget and Workplan.

Table 1: Global Task Team recommendations roll out

Recommendation area	Specific action	Focal point	Chief implementation partners
Empowering inclusive national leadership and ownership	Standards & Criteria for AIDS Action Plans assessment	World Bank	UNAIDS Secretariat, UNDP
	Support for AIDS Action Plan Development	World Bank	UNAIDS Secretariat, UNDP
	Support for integration of AIDS into PRSP	UNDP	IMF, UNAIDS Secretariat, World Bank
	Economic consequences of AIDS	World Bank	IMF, UNAIDS Secretariat, UNDP
	Macroeconomic framework to support AIDS action plans	World Bank	IMF, UNAIDS Secretariat, UNDP
Alignment and harmonization	Global Fund-World Bank finance alignment	Global Fund	World Bank
	Joint Annual Reviews	World Bank	Global Fund
	NAC-CCM relationships	Global Fund	UNAIDS Secretariat, World Bank
	Shift from project to programme finance	Global Fund, World Bank	UNAIDS Secretariat
	Pilot joint fiduciary assessments	World Bank	Global Fund
	Improved Bank – Global Fund communications	Global Fund, World Bank	
	Identify procurement and supply bottlenecks	Global Fund	AMDS, World Bank
Reform for a more effective multilateral response	Joint UN teams on AIDS	UNDG, UNAIDS Secretariat	UNAIDS Cosponsors, UN Country Team members
	Joint UN system – Global Fund problem solving team and national task-specific problem solving teams	UNAIDS Secretariat	Global Fund, UNDP, UNFPA, UNICEF, WHO, World Bank
	UNAIDS division of labour	UNAIDS Secretariat	UNAIDS Cosponsors
	UNAIDS CCO/governance review	UNAIDS Secretariat	UNAIDS Cosponsors
	Global Fund – World Bank division of labour	Global Fund, World Bank	
	Enhanced PAF	UNAIDS Secretariat	UNDP, UNFPA, UNICEF, WHO, World Bank, civil society
	Procurement capacity building	World Bank-WHO partnership	Global Fund, UNAIDS Secretariat, UNICEF, France, US
Accountability and oversight	Scorecard accountability tool and global review partner alignment	UNAIDS Secretariat	World Bank (GAMET)
	Joint M&E Facility	UNAIDS Secretariat	MERG, METAT, World Bank (GAMET)
	M &E country support teams	UNAIDS Secretariat	UNAIDS Cosponsors
	M&E advisors in national offices	UNAIDS Secretariat	UNAIDS Cosponsors
	Civil society and M&E	UNAIDS Secretariat	Civil society
	Improved dissemination of M&E information	Global Fund, World Bank	

Empowering inclusive national leadership and ownership

Annual priority AIDS action plans

Throughout August the World Bank has taken the lead on the development of a set of internationally recognized standards and criteria for annual priority AIDS action plans. This work has included a review of existing literature and samples of current national AIDS strategies to consider their alignment to

national development plans (PRSPs), identifying and developing standards and criteria based on best practices and ensuring that strategies are strategic, realistic and results focused. The next phase for this project will begin in September 2005, and will involve the development—based on the standards and criteria for national AIDS strategies—of an implementation planning tool to assist in the preparation annual AIDS action plans, as well as developing recommendations on possible piloting and mainstreaming of the standards, criteria and tools. Finally, by March 2006, it is foreseen that a pilot will be carried out of the use of standards, criteria and tools in three countries.

UNAIDS support to the development of develop more focused, organized and evidence-based national AIDS strategies (annual priority AIDS action plans) will be strengthened by the establishment within the World Bank of a global technical assistance programme, the AIDS Strategy Action Programme, or ASAP. Based on collaboration between the World Bank, UNDP and UNAIDS Secretariat, ASAP would be composed of a consultative group including representatives from donor and recipient countries, a technical advisory group and a core administration and management team responsible for coordinating operational assistance, donor relations and information dissemination. AIDS specialists from UNAIDS organizations, non-UN institutions and local and international consultants would be relied upon to undertake country- and regional-level activities.

AIDS planning and Poverty Reduction Strategies

A joint initiative of the World Bank, International Monetary Fund, UNDP and UNAIDS Secretariat has begun the process of identifying existing planning and mainstreaming tools and preparing mainstreaming workshops. These workshops aim to provide countries (including resource persons, practitioners, organizations of people living with HIV and key ministries) with appropriate guidance, material, training and support to better integrate HIV/AIDS into the Poverty Reduction Strategy Paper (PRSP) process as well as clarify the various roles and responsibilities of actors involved in the PRSP process. An additional four regional and sub-regional training workshops for resources persons and practitioners on mainstreaming into PRSPs are due to take place by the end of December 2006, alongside some 17 national workshops on support and implementation foreseen within the same time scale. The initiative is being coordinated by UNDP.

Alignment and harmonization

Alignment of international support and annual reviews

The Global Fund and the World Bank are analyzing and documenting where they are aligned with national cycles and action plans. Where programmes are not aligned, Global Fund and World Bank are designing approaches to align activities. These analyses will be completed by December 2005, with the Global Fund taking the lead.

The Global Fund and the World Bank are also identifying countries where their principal recipients of funding are the same. If the country has planned an annual review and the start date of the Global Fund grant is after 1 January 2005, efforts will be made to conduct joint annual reviews. At least three countries (possibly including Mozambique and Malawi) will be identified for joint annual review with the objective of using these reviews as the primary evaluation in at least three countries by June 2006. Fund Portfolio Managers will communicate full Global Fund support for joint annual reviews in all countries. The World Bank will take the lead in this area.

Defining problems between the national AIDS coordinating authority and the Country Coordinating Mechanism (CCM)

The Global Fund, UNAIDS Secretariat and the World Bank are working to understand the situation where the issue has been raised by countries (i.e. Swaziland, Mozambique, Malawi, Tanzania). The three multilateral partners will define the nature of problem, and the Global Fund will clarify principles of CCM functioning that are impacting this relationship. If necessary, the Global Fund will present options for modifications to CCM functioning to the Fund's Policy and Strategy Committee by June 2006. These

activities will be spearheaded by the World Bank and the Global Fund, with the Global Fund taking the lead.

Shifting from project to programme financing

The Global Fund is developing a strategy and report for the April 2006 Board Meeting. The World Bank and UNAIDS Secretariat are working to develop a strategy and report to the June 2006 PCB. Global Fund is planning to analyze approved Round 5 proposals for the shift, in order to determine where funding is requested for broad programmes or specific projects.

Global Fund-World Bank joint action and communications

Global Fund and World Bank management have instructed their operational staff to share mission terms of references, aid memoirs and mission reports with each other and will hold the first bi-monthly operational meeting in Geneva in October. Plans are under way to schedule the first annual meeting of operational managers and staff in early 2006.

The Global Fund is also working to identify relevant Round 5 grants which may coincide with existing or pending World Bank investments to determine whether joint assessments are feasible, and to conduct joint assessments. Discussions are ongoing with regards to Terms of Reference for audits, and how to coordinate on performance measurement.

The Global Fund is also working to identify grants where Global Fund and World Bank have the same Principal Recipient, and to determine whether financial and/or programmatic reports for World Bank and Global Fund would fulfil institutional reporting requirements or whether new a format would need to be developed. Both institutions are analyzing joint action in countries where funds are pooled. The use of joint management units will also be explored in these countries.

The Global Fund and World Bank will also ensure that staff members inform their Global Fund/World Bank counterparts of missions and terms of reference, and share trip reports. The staff will hold bi-monthly teleconferences, as well as an annual meeting, tentatively in October.

Procurement and supply management bottlenecks

UNAIDS and the Global Fund will identify possible bottlenecks in the implementation of grants. AMDS, the World Bank and Global Fund will address these and potential solutions during regional workshops. The project will explore the potential for harmonization of procurement policies and procedures. The Global Fund will lead this initiative.

Reform for a more effective multilateral response

Joint UN team on AIDS

The UNAIDS Secretariat is working with the UN Development Group to define and determine modalities for the establishment of joint UN teams on AIDS and development of UN country support programmes. A system-wide consultative process has begun to ensure active involvement and participation of all agencies in the establishment of joint UN teams. This consultative process will be informed by the ongoing UN reform agenda of the Secretary-General within the auspices of the UN Development Group. UN Resident Coordinators, UN Country Teams, Cosponsors (both globally and regionally) and UNAIDS Country Coordinators will play key roles, and it will also be important to discuss possible modalities for the AIDS team with donor and partner countries. This process will culminate in the Secretary-General communicating with the UN Resident Coordinators on the establishment of the teams. UN Country Teams will be invited to express their interest and work with the UNDG and UNAIDS Secretariat to establish the joint teams. UNAIDS and UNDG will provide guidance to 5-10 countries identified as the pioneers in this initiative.

Global and national joint problem-solving teams

The UNAIDS Secretariat has led a process with WHO, UNICEF, UNFPA, UNDP, the World Bank and the Global Fund to establish a Global Joint Problem-Solving and Implementation Support Team (GIST) and support the establishment of national problem-solving and implementation support teams. GIST held its first two meetings on 22 July and 29 August.

GIST is facilitating rapid, country-driven processes for the identification of technical support needs. Monthly meetings among high-level AIDS officials from multilateral organizations and national AIDS coordinating authorities will help diagnose national technical support needs, address urgent implementation issues, and ensure the deployment of UN support is well-coordinated within the framework of the UNAIDS Division of Labour and Consolidated Plan for Technical Support. Bilaterals, funding agencies and other partners will be regularly invited to participate to reinforce this participatory approach to problem solving.

GIST will manage a small portion of the funding called for in the Consolidated Technical Support Plan to deliver urgently required technical support. It will also support a country-based, participatory process to assess technical-support needs and develop a national technical-support plan. Ideally, the plan would be developed by a ‘national problem-solving and implementation support mechanism’ established under an existing national coordination mechanism.

UNAIDS division of labour

At the June 2005 PCB meeting, the UNAIDS Secretariat and Cosponsors began the negotiating process for a division of labour for the provision of technical support. An interagency working group was convened to clarify the modalities of this plan.

Finalized in early July, the Division of Labour is underpinned by a common analysis of the comparative advantages of each of the UNAIDS organizations and the implementation bottlenecks identified during the development of the Consolidated Plan. This analysis led to the identification 17 technical support areas grouped within three categories (i) strategic planning, governance and financial management; (ii) scaling up interventions; and (iii) monitoring and evaluation, strategic information, knowledge sharing and accountability. Each area has a Lead Organization—either a Cosponsor or the Secretariat—that serves as a single entry point for government and other relevant country-level stakeholders requiring support.

Building on this framework, the 2006 – 2007 Consolidated UN Technical Support Plan for AIDS has been prepared. This costed plan provides, for the first time, a unified UN framework to address implementation bottlenecks. Developed through a consultative process among UNAIDS Cosponsors and Secretariat, the Plan anticipates the technical support required by 45 high-priority countries during 2006-2007 within UNAIDS areas of comparative advantage. It then provides a “menu” of new UN-provided or UN-facilitated interventions that will be made available to countries to scale up the AIDS responses.

UNAIDS governance review

An independent review of the UNAIDS governance structure — including the Committee of Cosponsoring Organizations (CCO), Unified Budget Workplan and UN Theme Groups on HIV/AIDS — has been commissioned by the CCO, the results of which are to be considered at its October 2005 meeting.

The Boston Consulting Group is analysing both current practice and future expectations of UNAIDS Cosponsors and Secretariat regarding their respective roles and responsibilities, as well as the role of the CCO in fulfilling these expectations. The review seeks to identify how CCO can optimize its effectiveness and build on the strengths of the cosponsors, improving both shared ownership and more effective cooperation among UNAIDS partners including the Secretariat. This review is being considered against a broader backdrop of UN reform as well as against the founding ECOSOC resolution and Memorandum of Understanding and subsequent core agreements. An assessment of global level but also country-level effectiveness of UNAIDS-promoted cooperation has been carried out, relying on four country-specific case studies.

Global Fund-World Bank division of labour

The Global Fund and World Bank have commissioned a study that will look into their respective roles and mandates as regards to their AIDS-related projects and grants. The study will consider country application requirements and procedures, governance structures, monitoring and evaluation systems, reporting requirements and funded activities in the areas of prevention, care and treatment, and mitigation, and assess how existing overlap, where it occurs, and the strengths of each organization particular could be better utilized.

The study will analyze the results of ongoing programmes as well as the potential role of investment in strengthening health systems as required for a sustainable response to the pandemic. Further, it will consider the complementarity of implementing organizations at national, regional and community levels, including civil society, the private sector and public agencies outside ministries of health. An external consultant has been jointly contracted by the Global Fund Secretariat and the World Bank to complete the analysis by November 2005.

UNAIDS Programme Acceleration Funds (PAF)

A working group comprising representatives from UNDP, UNICEF, UNFPA, World Bank, WHO, UNAIDS Secretariat and civil society was established in July 2005 to develop a detailed proposal for an enhanced PAF mechanism that will channel a significantly larger amount of funding for technical support.

The working group is building on the country-driven approach of the existing PAF mechanism. It envisions a participatory country-level process to assess technical support needs and develop a national technical support plan. Lead Organizations will then work with Main Partners to utilize enhance PAF funds and address the technical support needs within UNAIDS' areas of comparative advantage, as identified in the UNAIDS Division of Labour and elaborated in the UN Consolidated Technical Support Plan. Modalities to ensure that civil society is both a provider of PAF-funded technical support and a beneficiary of PAF-funded technical support are being considered.

The day-to-day management of the enhanced PAF will require the establishment of a small team within the UNAIDS Secretariat's Geneva headquarters, supported by UNAIDS Regional Support Teams. The team would focus on ensuring coherent planning, good management, rapid disbursement of approved funding, monitoring and evaluation and financial control, and would support and report directly to a strengthened interagency PAF Committee. UNAIDS aims to establish this management and accountability framework by January 2006.

Building national capacity for procurement and supply chain management

In coordination with efforts to achieve the 3 by 5 target of providing safe, effective and affordable antiretroviral drugs to programmes in some of the poorest regions of the world, the World Bank and WHO partnership (in collaboration with Global Fund, UNICEF, UNAIDS the US and French Governments) aims to build the capacity of member countries to manage the actual procurement and logistics of HIV/AIDS drugs and related supplies.

Involving some 57 countries and 451 participants, a series of regional and national courses aimed at policymakers and implementers have been organized in Africa and other regions; (Nairobi, Addis Ababa, Arusha, Nigeria, Barbados, the Middle East and North Africa), to enhance country-level capacity to manage procurement, logistics and supply management of antiretrovirals and other supplies. The courses also aim to promote or to enhance harmonization of policies, procedures and practices at the country level, in accordance with the UN Three Ones objectives.

The courses should assist countries in identifying bottlenecks and potential solutions as well as those areas requiring in-country technical assistance. A network of resource persons who can assist countries could be identified, and a network of procurement-supply chain management practitioners could be connected through an email listserve for ongoing discussion and quarterly follow-up by instructors.

There are four outstanding requests for regional courses in East Asia and the Pacific, South Asia, Eastern Europe and Central Asia, and follow-up national courses have already been requested by Tanzania, Mozambique, Botswana, Namibia, Kenya, Ethiopia, Senegal, Ghana, Gambia, Sierra Leone and Liberia.

Accountability and oversight

Accountability tool and global review

An initial review and analysis is to be carried out by the World Bank (GAMET) and the UNAIDS Secretariat to consider existing instruments that may serve as a basis for the development of the scorecard-style tool to monitor participation, coordination and quality of programme implementation. A draft instrument will be submitted to key stakeholders in October 2005, including UN Cosponsors, donors, civil society and national governments. Practical tests will be carried out in three countries. By 2006 the scorecard should be incorporated in all UNAIDS monitoring and evaluation trainings at national and regional level, and the use of the scorecard will be closely monitored in at least 10 countries. In December 2006, data from 10 (or more countries) will be received by the UNAIDS Secretariat for analysis, narrative reporting, cross country comparison and release on UNAIDS website and other identified forums.

Joint Monitoring and Evaluation Facility

The Joint Monitoring and evaluation Facility, based in the UNAIDS Secretariat, will review the current status of global harmonization on recommended indicators, curricula for monitoring and evaluation training, and data management tools, and will present a report and recommendations to the Monitoring and Evaluation Reference Group (MERG) in November 2005. Then, a revised monitoring and evaluation toolbox will be developed and field tested for ease of use and relevance to country situations in December 2005. Beginning 2006, a standardized training curriculum will be developed for regional and global trainings.

From September 2005 to December 2007, GAMET will provide ongoing technical assistance to countries with and without international monitoring and evaluation staff to orient them on the latest concepts and tools in monitoring and evaluation. During the same period of time, regular regional information exchange workshops will be convened to share latest lessons learned. These workshops would include national monitoring and evaluation staff and their international counterparts. UNAIDS will also continue to explore and develop appropriate data management tools, such as the CRIS, and ensure that exchange of data across multiple database systems be feasible.

Between September 2005 and December 2007, the Monitoring and Evaluation Technical Assistance and Training facility (METAT) will be expanded to provide the following functions: (i) linking technical assistance requests with appropriate technical resources; (ii) accessing the library of monitoring and evaluation documents to address specific technical questions; (iii) referring requesters to appropriate upcoming training sessions; and (iv) provision of an ongoing e-workspace to share solutions for specific challenges and problems.

Joint Monitoring and Evaluation Country Support Team

Based on eight agreed criteria, a first wave of countries will be selected for joint monitoring and evaluation support. The following preparatory activities will be completed in these countries by 30 September 2005 before the joint country assessment starts: (i) identification of a joint country support team; (ii) finalization of the matrix and tools used for assessing country M&E situation; (iii) development of the terms of reference and briefing books for coordinated country action. The Joint review missions in the first wave of countries will be completed by 15 December and the missions' report will be available in January 2006. The missions in the second wave of countries will start in February 2006. The main objective of the mission will be to develop a joint annual work plan, which outlines partner commitments towards defined goals and milestones. Assessments will be regularly undertaken to obtain lessons learned, and further steps to be taken to improve the joint programmes. Tools and guidelines will be developed, and provided to countries where monitoring and evaluation systems are being developed. The following countries will be proposed for the first wave of assessment: Malawi, Swaziland, Mozambique, Ghana, Guyana, Ethiopia, Kenya and Rwanda.

Placement of monitoring and evaluation advisers

UNAIDS Secretariat will communicate with all governments of countries with current UN HIV/AIDS M&E staff (UNAIDS, WHO, UNICEF, etc) requesting their views on basing international staff within the offices of national AIDS coordinating authorities. Additionally, senior UN staff in country will discuss with national governments about ways to increase collaboration between national and international M&E staff. Logistics to support the M&E staff will be defined and supported, including access to transportation, computers, internet access, etc. All the above activities will be completed by October 2005. Ongoing evaluations on the support provided by international M&E officers will be carried out between December 2005 and December 2007.

Increasing M&E role of civil society

In September 2005, UNAIDS will start a dialogue with international NGOs to review ways to identify key civil society organizations at country level and engage them in the monitoring and evaluation of national AIDS programmes. Training and other capacity-building activities will be organized for country-level civil society organizations between October 2005 and December 2007. Support will be provided for national vetting workshops to review M&E data, (for example, UNGASS report for 2006). Civil society engagement in key national forums (e.g. CCM, national AIDS coordinating authority) will be reviewed, and a report on progress toward achieving the goals and targets for the Declaration of Commitment will include an assessment of civil society participation in M&E efforts. UNAIDS is to report progress on the above review at the 2006 UN General Assembly Special Session on HIV/AIDS.

Information sharing

The Global Fund and the World Bank will build an effective mechanism for sharing information on international commitments and disbursement assessing financial performance against targets and increasing international accountability in relation to financial commitments. The project targets include developing agreed-upon information-sharing guidelines and matrixes by 1 October 2005; the development of a memorandum of understanding to share information in the same format by 1 November 2005; agreeing on a mechanism for information sharing by 1 December 2005; and finally, developing mechanisms for performance assessment and reporting by the end of December 2005.