



Making the money work through greater UN support for **AIDS** responses
The 2006-2007 Consolidated Technical Support Plan for AIDS
Summary Paper

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 UNAIDS¹ since its Programme Coordinating Board (PCB) endorsed the recommendations at its 27–29 June 2005 meeting. The cornerstone of UNAIDS' contribution to the alignment and harmonization arrangements recommended by the Global Task Team is the Consolidated UN Technical Support Plan for AIDS.

In its June 2005 report, the Global Task Team recognized that many countries were facing considerable difficulties in significantly scaling up programme implementation and 'making the money work'. The report stated that these countries had access to additional funding, but lacked sufficient capacity to identify problems, set priorities, and establish accountable systems. International partners must therefore provide technical support in a manner that reinforces national ownership, addresses immediate needs and strengthens capacity in a sustainable manner. However, the Global Task Team also found that there was a mismatch between the need for technical support and the financing currently available to deliver it, as well as inefficiencies in the delivery of technical support. It urged international partners to improve coherence and coordination, establish a clear division of labour, develop a mechanism for rapid problem solving and ultimately accelerate the provision of technical support. This critical work must be shared by many groups in the international community, including bilateral, multilateral, regional and national institutions.

UN technical agencies face particular challenges, and there are widespread expectations that UN organizations will play a central role in meeting the technical support requirements of low- and middle-income countries. However, as noted by the Global Task Team, the UN has not been provided with the necessary financial means to play this role. The Consolidated Technical Support Plan and three supporting initiatives address this situation (see Figure 1). Together they establish an innovative, country-driven system to provide a significantly larger amount of technical support to scaled-up AIDS programmes funded by the World Bank-supported Multi-country

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.

Figure 1: Improving the architecture of the international AIDS response

Global Task Team-related initiative	Description
Consolidated UN Technical Support Plan for AIDS	Anticipates the technical support required by 45 high-priority countries during 2006-2007 within UNAIDS areas of comparative advantage, and provides a “menu” of new UN-provided or UN-facilitated interventions that will be made available to countries to scale up their national response to AIDS.
UNAIDS Technical Support Division of Labour	Establishes a more coherent approach among UNAIDS Cosponsors and Secretariat for determining the most appropriate providers of the technical support outlined in the Consolidated Plan and the core UBW.
The Global Problem-Solving and Implementation Support Team (GIST)	Monthly meetings of high-level officials from multilateral organizations, national AIDS authorities and others to help countries address urgent implementation issues, stimulate early diagnosis of technical support needs, ensure the deployment of UN support is well-coordinated, and assess UN performance.
Enhanced UNAIDS Programme Acceleration Funds	A rapid, country-driven process for the disbursement of funds for the implementation of the Consolidated Technical Support Plan.

AIDS Program, the Global Fund to Fight AIDS, Tuberculosis and Malaria, and other global funding initiatives. This system also supports wider efforts to reform the UN system by addressing the sometimes overlapping mandates of UNAIDS organizations, stimulating coordinated action and improving system coherence.

The Consolidated UN Technical Support Plan for AIDS

The Consolidated Plan² 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. These interventions are grouped into four categories deemed critical to unblocking existing AIDS resources:

1. Strategic planning, governance and financial management
2. Scaling up interventions (prevention; treatment care and support; and addressing HIV in emergency and reconstruction settings)
3. Monitoring and evaluation, strategic information, knowledge sharing and accountability.
4. Implementation support services, including the establishment of the Global Problem-Solving and Implementation Support Team, strengthening administrative systems, establishing databases of consultants, and improving monitoring and reporting.

² The rationale, innovations, technical support interventions and costing of the Consolidated Plan are described in the full document *Making the Money Work through Greater UN Support for AIDS Responses: The 2006-2007 Consolidated UN Technical Support Plan for AIDS*.

All of the activities detailed in the Consolidated Plan are in addition to the technical support already included within the US\$ 320.5 million UNAIDS Unified Budget and Workplan for 2006-2007³. UNAIDS estimates the additional cost of implementing the two-year Plan will be US\$ 166.4 million (see Figure 2). This figure represents 0.5%

Figure 2: Cost of the Consolidated Plan

Strategic support area	Costs (US\$)
1. Strategic planning, governance and financial management	46 947 500
2. Scaling up interventions <i>a. Prevention (43 587 300)</i> <i>b. Treatment care and support (37 218 500)</i> <i>c. Addressing HIV in emergency, reconstruction and security settings (3 155 400)</i>	83 961 200
3. Monitoring and evaluation, strategic information, knowledge sharing and accountability	20 325 000
4. Implementation support services <i>a. GIST and country-level problem solving teams (9 830 191)</i> <i>b. Administrative systems, consultants database, critical support staff, monitoring and reporting (5 293 180)</i>	15 123 370
TOTAL	166 357 070

2007, and 1.2% of the estimated funding gap during those two years⁴ (see Figure 3).

The technical support within the Plan will be provided directly by UNAIDS Secretariat and Cosponsors and—where needed—purchased from local, regional and international organizations, both public and private. In recognition of the additional technical support capacity required, a database of proven consultants will be established by concerned UN agencies and linked with existing technical support networks, such as the knowledge hubs of WHO, the regional UNAIDS Technical Support Facilities and the AIDS Medicines and Diagnostics Services. Implementation of the Plan will thereby build on existing initiatives and contribute to the development of regional technical

support capacity and South-South cooperation.

The Plan only includes costs directly related to the provision of technical support in any given country. Expenditures not included in the Plan are costs for core staff of the UNAIDS organizations involved, purchase of commodities and equipment, infrastructure development, costs for implementing programmes (including the national human resources necessary to run programmes), and operational costs of the regional/international facilities which provide technical support.

Supporting initiatives

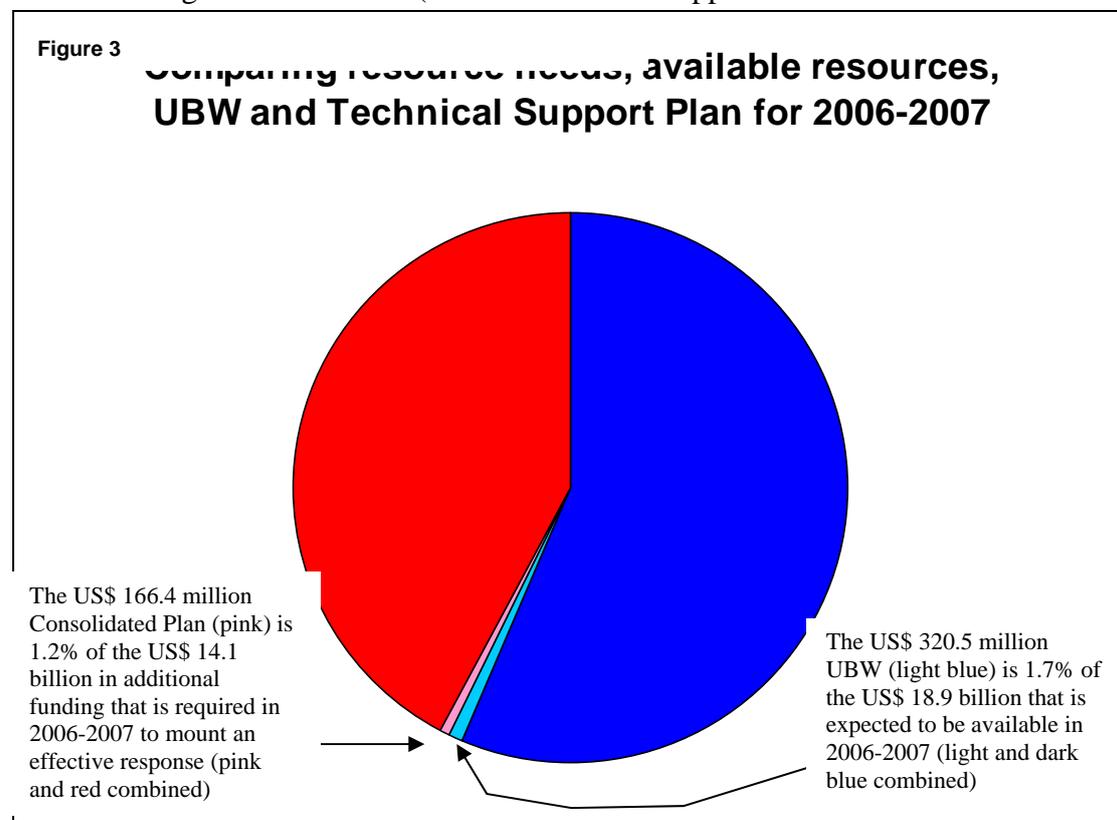
The UNAIDS Division of Labour⁵ establishes a more coherent approach for determining the most appropriate providers of the technical support outlined in the Consolidated Plan and the core UBW.

³ Approved by the PCB in June 2005.

⁴ The latest UNAIDS estimates on available and needed resources needs can be found in *Resource Needs for an Expanded Response to AIDS in Low- and Middle-Income Countries*, UNAIDS, Geneva, August 2005.

⁵ See the document *UNAIDS Technical Support Division of Labour: Summary & Rationale*.

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 the three categories of the Plan (see the Technical Support Division of Labour matrix



in Annex 1).

Critical to the implementation of the Division of Labour is the Lead Organization concept. The Lead Organization—either a Cosponsor or the Secretariat—serves as a single entry point for government and other relevant country-level stakeholders requiring support within a particular UNAIDS technical support area. Other UNAIDS organizations providing this type of technical support are identified as Main Partners. Upon the receipt of a request for technical support, the Lead Organization is primarily responsible for coordinating UNAIDS’ response among the Main Partners. Additionally, the Lead Organization acts as a liaison between UNAIDS and other providers of technical support in its area, as well as between UN Theme Groups and global support mechanisms, such as the Global Joint Problem-Solving and Implementation Support Team (GIST).

The newly established GIST and ongoing efforts to enhance UNAIDS Programme Acceleration Funds (PAF) will facilitate a rapid, country-driven process for the identification of technical support needs and the disbursement of funding to address them.

The GIST—monthly meetings among high-level AIDS officials from multilateral organizations and national AIDS coordinating authorities—draws from the country-level problem-solving experiences of the Interagency Pharmaceutical Coordination

Group, the World Bank's Implementation Acceleration Team and the joint efforts of UNAIDS and the Horizontal Technical Cooperation Group on HIV/AIDS of Latin America. The GIST will link with the Global Fund Early Warning System and similar mechanisms to help diagnose technical support needs, address urgent implementation issues, and ensure the deployment of UN support is well-coordinated within the framework of the Division of Labour and Consolidated Plan. 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. However, most of the technical support outlined in the Plan will be funded through an enhanced PAF. One of the Global Task Team's principle attractions to PAF was its country-driven process for disbursing activity funds. PAF was established in 2000 to assist the UN Theme Groups on HIV/AIDS to play a catalytic and facilitating role in advancing the scope, scale and effectiveness of a country's response to the AIDS epidemic. It now channels US\$ 16 million within each budgetary biennium for activities including the promotion of the "Three Ones", strategic support to the "3 by 5" Initiative, mobilization and empowerment of civil society and people living with HIV, building capacities to plan, track, monitor and evaluate country responses, and the strengthening of strategic information management.

Building on the existing mechanism, the enhanced PAF will channel a significantly larger amount of funding for technical support. To reinforce the PAF's country-driven approach, GIST will 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 such as a partnership forum or an Expanded Theme Group, and including government, civil society, UN and bilateral representation. 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 Division of Labour and elaborated in the Consolidated Plan.

Accountability and quality control

The operationalization of the Consolidated Technical Support Plan will include quality-assurance procedures that are sufficiently light and flexible to rapidly deal with a range of country-specific situation, yet strong and transparent enough to ensure donor confidence. 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. A monitoring and evaluation framework with the four distinct components of the Consolidated Plan will be developed to allow reporting on its implementation and support accountability.

Working closely together with 'national problem-solving and implementation support mechanisms', GIST will serve as an additional accountability mechanism by

facilitating joint monitoring of actions taken to address technical support needs. But accountability at the country level will ultimately be ensured by the UN Theme Group. The Lead Organization will monitor the provision of technical support in a given area and provide regular reports to the UN Theme Group about requests received and technical support provided. When the Lead Organization is the provider of the support, the Theme Group will thus be the first level of performance monitoring.

The UN Theme Group will in turn provide regular reports to the national problem-solving and implementation support mechanism and the UNAIDS Regional Support Team (RST). The RST will compile Theme Group reports to update UNAIDS Cosponsor Regional Directors and the UNAIDS Secretariat, which will then provide global-level reports to the UNAIDS Committee of Cosponsoring Organizations (CCO).

Annex 1. UN Technical Support Division of Labour Matrix

TECHNICAL SUPPORT AREAS	LEAD ORGANIZATION	MAIN PARTNERS
STRATEGIC PLANNING, GOVERNANCE AND FINANCIAL MANAGEMENT		
1. HIV/AIDS, development, governance and mainstreaming, including instruments such as PRSPs, and enabling legislation, human rights and gender	UNDP	ILO, UNAIDS Secretariat, UNESCO, UNICEF, WHO, World Bank, UNFPA, UNHCR
2. Support to strategic, prioritized and costed national plans, financial management; human resources; capacity and infrastructure development; impact alleviation and sectoral work	World Bank	ILO, UNAIDS Secretariat, UNDP, UNESCO, UNICEF, WHO
3. Procurement and supply management, including training	UNICEF	UNDP, UNFPA, WHO, World Bank
4. HIV/AIDS workplace policy and programmes, private-sector mobilization	ILO	UNESCO, UNDP
SCALING UP INTERVENTIONS		
Prevention		
5. Prevention of HIV transmission in healthcare settings, blood safety, counselling and testing, sexually-transmitted infection diagnosis and treatment, and linkage of HIV prevention with AIDS treatment services	WHO	UNICEF, UNFPA, ILO
6. Provision of information and education, condom programming, prevention for young people outside schools and prevention efforts targeting vulnerable groups (except injecting drug users, prisoners and refugee populations)	UNFPA	ILO, UNAIDS Secretariat, UNESCO, UNICEF, UNODC, WHO
7. Prevention of mother-to-child transmission (PMTCT)	UNICEF, WHO	UNFPA, WFP
8. Prevention for young people in education institutions	UNESCO	ILO, UNFPA, UNICEF, WHO, WFP
9. Prevention of transmission of HIV among injecting drug users and in prisons	UNODC	UNDP, UNICEF, WHO, ILO
10. Overall policy, monitoring and coordination on prevention	UNAIDS Secretariat	All Cosponsors
Treatment, care and support		
11. Antiretroviral treatment and monitoring, prophylaxis and treatment for opportunistic infections (adults and children)	WHO	UNICEF
12. Care and support for people living with HIV, orphans and vulnerable children, and affected households.	UNICEF	WFP, WHO, ILO
13. Dietary/nutrition support	WFP	UNESCO, UNICEF, WHO
Addressing HIV in emergency, reconstruction and security settings		
14. Strengthening HIV/AIDS response in context of security, uniformed services and humanitarian crises	UNAIDS Secretariat	UNHCR, UNICEF, WFP, WHO, UNFPA
15. Addressing HIV among displaced populations (refugees and IDPs)	UNHCR	UNESCO, UNFPA, UNICEF, WFP, WHO, UNDP
MONITORING AND EVALUATION, STRATEGIC INFORMATION, KNOWLEDGE SHARING AND ACCOUNTABILITY		
16. Strategic information, knowledge sharing and accountability, coordination of national efforts, partnership building, advocacy, and monitoring and evaluation, including estimation of national prevalence and projection of demographic impact	UNAIDS Secretariat	ILO, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNODC, WFP, WHO, World Bank
17. Establishment and implementation of surveillance for HIV, through sentinel/population-based surveys	WHO	UNAIDS Secretariat