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18 May 2009

24th Meeting of the UNAIDS Programme Coordinating Board
Geneva, Switzerland
22-24 June 2009

2010-2011 Unified Budget and Workplan and 2008-2009 Reports

**Report of the subcommittee *ad interim* of UNAIDS Programme
Coordinating Board on the preparation of the
2010-2011 Unified Budget and Workplan**

Additional documents for this item: *none*

Action required at this meeting - the Programme Coordinating Board is invited to:

- a. *take note* of the recommendation of the subcommittee that – following the inclusion of a number of modifications and improvements in the documents – the 2010-2011 Unified Budget and Workplan and Performance Monitoring Framework be approved by the Board at its 24th meeting;
- b. *agree* that the 2010-2011 Performance Monitoring Framework should be used by all constituencies – Member States, donors and other constituencies – to meet their reporting needs;
- c. *request* the UNAIDS Secretariat to carry out a review ahead of the 2012-2015 planning period of how the 2010-2011 Unified Budget and Workplan and the Performance Monitoring Framework have been operationalized, and accountability has been enhanced;
- d. *take note* of the conclusion of the subcommittee that the establishment of a standing subcommittee on budgetary issues could help strengthen budget preparation and monitoring of achievements, but that a decision on this is scheduled to be taken by the Programme Coordinating Board at its 25th meeting, taking into consideration the findings and recommendations of the Second Independent Evaluation;

Cost implications for decisions: *none*

I. Introduction

1. In December 2008, the 23rd meeting of the UNAIDS Programme Coordinating Board agreed to the establishment of a subcommittee *ad interim* of the Board for the preparation of the 2010-2011 Unified Budget and Workplan.¹ This report presents the deliberations and recommendations of the subcommittee *ad interim* on the preparation of the 2010-2011 Unified Budget and Workplan to the Programme Coordinating Board in accordance with the decisions, recommendations and conclusions of the 23rd meeting of the Board.

Establishment of the subcommittee *ad-interim*

2. The Programme Coordinating Board mandated the subcommittee “*to review in a general manner and make recommendations to the 24th Programme Coordinating Board meeting on:*
 - a. *the overall priorities, scope and structure of the UNAIDS Budget and Workplan;*
 - b. *the expected results and broad activities of the Unified Budget and Workplan;*
 - c. *the performance monitoring framework, indicators, targets and financial implementation reports;*
 - d. *and follow-up on implementation of the previous decisions on the Unified Budget and Workplan.*”
3. The composition of the subcommittee and process for establishing its membership followed the procedures outlined by the Programme Coordinating Board at its 23rd meeting in December 2008. On 5 January 2009 the Board Chair invited nominations for membership of the subcommittee: two members per constituency (regional groups of Member States, Cosponsors, and PCB Non-Government Organisations (NGOs)), and on 13 February 2009 the Programme Coordinating Board Bureau confirmed the membership of the subcommittee and nominated a Chair (France). Two regional groups did not nominate members and the subcommittee proceeded without representatives from the Eastern and Central European and Asian states. On 24 February 2009 the Chair of the subcommittee was confirmed through the inter-sessional decision making process of the Programme Coordinating Board. The composition of the subcommittee was, therefore, as follows:

Member States (10 seats of which 4 remained vacant):

Dr Jhon Albert Cuenca Vega – Ecuador
Dr Rodrigo Siman Siri – El Salvador
Mr Michel Laroque – France (CHAIR)
Ms Ine Måreng – Norway
Mrs Loreta Asiedu – Ghana
Mrs Petronellar Nyagura – Zimbabwe

PCB NGOs (2 seats):

Mr Vincent Crisostomo – Asia Pacific Coalition of Regional Networks on HIV/AIDS
Ms Alexandra Garita – International Planned Parenthood Federation Western Hemisphere Region

UNAIDS Cosponsors and Secretariat (3 seats):

Dr Kevin de Cock – WHO
Mr Jeffrey O'Malley – UNDP
Dr Paul de Lay – UNAIDS Secretariat

¹ Decisions, recommendations and conclusions (5.9) of the 23rd Meeting of the UNAIDS Programme Coordinating Board, Geneva, Switzerland, 15-17 December 2008.

Meetings of the subcommittee

4. The subcommittee met twice in Geneva, on 25 February and 16 April 2009. The first meeting focused on the overall context, approach and principles of the 2010-2011 Unified Budget and Workplan. The second meeting had a particular focus on the priority areas, budget and performance monitoring of the Unified Budget and Workplan, including links between indicators, outputs and outcomes and performance based criteria for resource allocation.
5. Subcommittee members found the subcommittee provided a useful forum for Board members and participants for in-depth discussion on the Unified Budget and Workplan, and the provision of inputs, including on the performance monitoring framework and the financial reports. In particular, the subcommittee was found useful to ensure NGO participation from the outset of the work on the UBW.

Challenges

6. The time within which the subcommittee had to be established and complete its work – between December 2008 and April 2009 – was very short and had to proceed in parallel with the extensive consultations by the new Executive Director on priority areas for UNAIDS that took place during the same time period. The main challenges with regard to the work of the subcommittee were felt to be the following:
 - **Absence of representation on the subcommittee from two regions:** due to a failure to designate representatives, two regions were not represented on the subcommittee which hindered the subcommittee's effectiveness in representing the full membership of the Programme Coordinating Board.
 - **Time available to review documents:** despite the provision of documents according to the timeframe agreed to by the subcommittee, it was felt that there was not enough time between receiving documents and the meetings to allow in-depth consideration of the documentation, including consultations with the constituencies of the subcommittee members. The crystallisation of the priority areas that occurred in parallel with the UBW development contributed to the need for more time to digest the documents.
 - **Familiarity with UNAIDS and the UBW:** members of the subcommittee were to various degrees acquainted with UNAIDS and the UBW process. More time than anticipated was therefore required for introductions and presentations by the Secretariat to foster in-depth discussion and comments.

II. Key issues raised by the subcommittee

Unified Budget and Workplan for 2010-2011

7. Subcommittee members noted that, following the comments made at its first meeting and the extensive work on the priority areas, there was a considerable improvement in the revised Unified Budget and Workplan presented to the second meeting. The final draft Unified Budget and Workplan includes the following changes made at the suggestion of the subcommittee during the second meeting:
 - Priority areas identified by f UNAIDS Executive Director have been incorporated into the Unified Budget and Workplan and linked to outcomes and outputs;
 - Resource allocations have been made for the 8 priority areas;
 - Civil society engagement is highlighted;
 - There is greater emphasis on prevention, sexual transmission, sexual and reproductive health and gender; and
 - The Unified Budget and Workplan and the Performance Monitoring Framework articulate more clearly results, resource allocation and accountability.

8. The subcommittee noted that:
 - The budget allocations had followed an intense planning exercise which defined the broad activities required by each of the Cosponsors and the Secretariat to deliver the outputs and achieve outcomes;
 - All agency plans for 2010-2011 were reviewed at a meeting of all of the Cosponsors and the Secretariat in March 2009 to eliminate duplication and overlap, to identify and address gaps and to align workplans with the priority areas identified by the UNAIDS Executive Director;
 - The 2010-2011 Unified Budget and Workplan draft budget allocations, categories and amounts total US\$ 777 million. The Unified Budget and Workplan also estimates country level budgets per agency amounting to a total of US\$ 1.8 billion which, while formally outside the Unified Budget and Workplan, brings the combined estimated AIDS-related resources of the Cosponsors and the Secretariat to US\$ 2.5 billion;
 - In order to improve UNAIDS effectiveness, complementary information concerning other major financial resources for AIDS such as the Global Fund or UNITAID should be made available; and
 - More work on criteria for performance-based funding would still be needed.

9. The subcommittee highlighted the need to tailor technical support to the situation in each country and in each region, and to their respective needs and capacities, and it was suggested that a regional hub or regional approach may be more appropriate in certain cases. The importance of considering country-specific epidemiological data and socio-economic factors when allocating resources for technical assistance was stressed. In response to concerns that funds for technical support were not filtering down to country level and not tailored to country-specific needs it was noted that the Cosponsors and the Secretariat are currently in the process of revising UNAIDS overall strategy for technical support.

10. The subcommittee raised the issue of the optimal use of UNAIDS staff at country level and noted that a number of initiatives are ongoing which are expected to provide more information about the desired number and qualifications of UNAIDS staff at country level. These include:

- the Second Independent Evaluation, which will present its initial findings to a stakeholder's meeting in first week of June 2009;
- an ongoing assessment of the functions and structures of UNAIDS regional and country offices; and
- a rapid survey, which is being carried out with the World Bank, WHO and the Secretariat, on the effects of the economic crisis on the response to AIDS.

11. The subcommittee emphasised that in relation to country level staff:

- the situation and capacities of countries differ greatly and accordingly the skill sets of staff need to be matched to country/regional requirements;
- UNAIDS staff have an important role in coordinating and advising on rather than implementing the work of Cosponsors; and
- UNAIDS staff should not be spread too thin on the ground.

Performance Monitoring Framework

12. The subcommittee considered the issue of how accountability was addressed in the Performance Monitoring Framework and noted the intense and inclusive process of compiling the Framework which included the use of the Cosponsor Evaluation Working Group, the membership of which includes monitoring and evaluation experts from the Cosponsors and the Secretariat.

13. It was noted that accountability rested on 3 pillars:

- a. Monitoring the collective efforts of UNAIDS;
- b. Individual monitoring and accountability of the Cosponsors and the Secretariat, and;
- c. Mid-term and other reviews, qualitative assessments, case studies and in-depth reviews.

14. The discussion clarified that the use of indicators by definition has limitations and cannot necessarily satisfy all monitoring or reporting needs. The subcommittee took note of the alternative approach outlined by the Secretariat to develop clusters of indicators and synthesize across multiple indicators and areas of intervention as well as qualitative information from specific studies and evaluations in order to produce a more complete picture of progress and achievements. The use of more qualitative indicators was also emphasised. Their practicality relative to their cost and difficulty of production and the fact that they could be highly subjective was noted.

15. The subcommittee proposed to capture the link between the 8 priority areas and the Performance Monitoring Framework and to estimate the resources available against the 8 priority areas - which was done while finalizing the 2010-2011 Unified Budget and Workplan and Performance Monitoring Framework. The subcommittee decided to review by email the remaining elements of the Framework, namely the identification of baselines, targets, data sources and frequencies which would then be circulated as a conference paper at the June 2009 meeting of the Programme Coordinating Board.

III. Recommendations of the subcommittee

16. The Programme Coordinating Board is invited to:

- a. *take note* of the recommendation of the subcommittee that – following the inclusion of a number of modifications and improvements in the documents – the 2010-2011 Unified Budget and Workplan and Performance Monitoring Framework be approved by the Board at its 24th meeting;
- b. *agree* that the 2010-2011 Performance Monitoring Framework should be used by all constituencies – Member States, donors and other constituencies – to meet their reporting needs;
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