UNAIDS/PCB(28)/11.12
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28th Meeting of the UNAIDS Programme Coordinating Board

Geneva, Switzerland
21-23 June 2011

Report of the subcommittee of the UNAIDS Programme Coordinating Board on the preparation of the 2012-2015 Unified Budget, Results and Accountability Framework

Additional documents for this item:

i. 2012- 2015 Unified Budget, Results and Accountability Framework (UBRAF) Part I (UNAIDS/PCB(28)/11.10)

ii. 2012- 2015 Unified Budget, Results and Accountability Framework (UBRAF) Part II (UNAIDS/PCB(28)/11.11)

Action required at this meeting - the Programme Coordinating Board is invited to: *see 2012- 2015 Unified Budget, Results and Accountability Framework (UBRAF) Part I (UNAIDS/PCB(28)/11.10)*

Cost implications for decisions: *see UNAIDS/PCB(28)/11.10*

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.

Reconstitution of the subcommittee

2. In June 2010, the 26th meeting of the Programme Coordinating Board agreed that the subcommittee continue with a revised terms of reference, including an assessment of budgetary allocations to different Cosponsors, and encouraged appropriate and full representation with qualified, engaged and financially-competent participants who have a working knowledge of the UN and preferably UNAIDS, also that the subcommittee would not be a permanent structure but will be convened when relevant to the preparation of the Unified Budget and Workplan.
3. In accordance with decision 10.5 (j) of the 26th meeting of the Programme Coordinating Board (PCB), on 8 July 2010 the Programme Coordinating Board Bureau decided to reconstitute the PCB subcommittee "for the preparation of a Unified Budget and Accountability Framework for 2012-2015 with the mandate to review in a general manner and make recommendations to the 28th Programme Coordinating Board meeting on:
   - The overall priorities, scope and structure of the UNAIDS Budget and Accountability Framework, including an assessment of budgetary allocations of different Cosponsors;
   - The expected results and broad activities of the Unified Budget and Accountability Framework;
   - The performance monitoring framework, indicators, targets and financial implementation reports; and
   - Follow-up on implementation of the previous decisions on the Unified Budget and Accountability Framework."
4. The Programme Coordinating Board Bureau also agreed that the process for constitution of the membership of the ad hoc subcommittee should be the same as used previously in 2009, and should also include the element of the Programme Coordinating Board decision above that relates to the type of participant to be sought. Annex 1 presents the full terms of reference of the subcommittee.

Meetings of the subcommittee

5. The subcommittee met three times in Geneva, in December 2010, March and April 2011. During the course of the development of the UBAF it was felt that, due to the importance of, and the emphasis on results, this should be reflected in the title of the UBAF. This recommendation was accepted by the subcommittee and the title changed to "Unified Budget, Results and Accountability" (UBRAF) and this title is used in the remainder of this report.
6. Following discussions with the Chair of the subcommittee on the need to ensure input from all key stakeholders in the development of the UBRAF, it was agreed to open up the first day of the planned meeting of the subcommittee on 10 March 2011 to key partners. This then in effect became a multi-stakeholder consultation on the UBRAF, which was followed by a regular meeting of the subcommittee on 11 March 2011. As this proved to be a very useful way to solicit input into the development of

the UBRAF, it was also decided to hold a second multi-stakeholder consultation in the same format and sequence, i.e. the multi-stakeholder meeting on 18 April 2011 followed by a regular meeting of the subcommittee on 19 April 2011.

Challenges faced

7. The UNAIDS 2011-2015 Strategy was approved by the Programme Coordinating Board in December 2010. As the main function of the 2012-2015 Unified Budget, Results and Accountability Framework (UBRAF) is to translate the goals of UNAIDS Strategy into action, the preparation of the UBRAF could only commence after the Programme Coordinating Board meeting in December 2010. This placed considerable time pressure on the subcommittee to complete its work, between December 2010 and the end of April 2011.

8. The holding of two multi-stakeholders consultations placed additional workload on the members of the subcommittee and the Secretariat, however it made important contributions from a wide range of partners to the development of the 2012-2015 Unified Budget, Results and Accountability Framework. The draft UBRAF was also put on the UNAIDS website prior to both consultations and written comments received directly from stakeholders.
9. A continuing challenge to the work of the subcommittee was the timely availability of documents in both English and French to enable members to be fully conversant with the documents ahead of the meetings.
10. This report presents the deliberations and recommendations of the subcommittee on the preparation of the 2012-2015 Unified Budget, Results and Accountability Framework to the Programme Coordinating Board.

KEY ISSUES RAISED BY THE SUBCOMMITTEE

First meeting of the subcommittee on 9 December 2010

11. The first meeting focused on the overall context, approach and principles of the UBRAF including its links to the UNAIDS 2011-2015 Strategy. It also considered the overall structure and the process for development.

12. The subcommittee highlighted the importance of:
    - Considering mechanisms for greater efficiency and simplicity in the UBRAF;
    - Building on existing mechanisms to maximize coherence and synergy;
    - Recognizing different priorities at global, regional and country level;
    - Aligning the UBRAF process to ongoing planning processes of Cosponsors;
    - Harmonizing terminology to facilitate understanding;
    - Ensuring consistency with previous budget frameworks to enable comparison;
    - Taking into account the current financial situation and changing financial architecture; and
    - Communicating with donors to inform the proposed level of the budget.

13. The subcommittee noted that the ‘Interagency’ component of the UBW had become cumbersome and time consuming without providing corresponding benefits. Furthermore, the split between funds for ‘Global and Regional’ and ‘Country’ level

activities has become blurred, with funds allocated at the regional level increasingly spent on and directly benefitting the country level.

14. Another limitation with the current UBW which was noted is that all UNAIDS country level funds for AIDS programmes are not reflected in the UBW, which limits the utility of the UBW as a resource management instrument. Key requirements going forward would be:

    - A more comprehensive and inclusive budget that facilitates more coherent budget management; and
    - A better structured budget, which presents the budget in a clearer and simpler way.

15. The Cosponsor representatives highlighted the need to understand the different roles and responsibilities of the Cosponsors – with Cosponsors focusing to different degrees on providing funding, normative guidance, technical support, etc. A particular challenge that needs to be kept in mind is that funding and programming for HIV and AIDS activities is increasingly integrated rather than vertical (e.g., HIV/AIDS is combined with other diseases). The degree to which core UBW funds help Cosponsors leverage other funds also varies considerably between agencies and needs to be considered in developing the UBRAF.

16. The NGO delegates emphasized that it was important that the UBRAF addresses and supports HIV and AIDS activities that may not be attractive to everyone, e.g., related to key populations, to alleviate pressure from donors to pick and choose activities. Guidance that has been developed, e.g., on Men who have Sex with Men (MSM) and Sex Workers should feed into the development of the UBRAF, and the importance of including human rights, gender equality and partnerships as core principles of performance monitoring was stressed.

17. The subcommittee agreed with the fundamental objective of supporting work at the country level and the development of key results for geographic regions, with epidemic priorities in countries feeding into these regional results, and country specific workplans developed based on the global and regional results with substantive and financial reporting generated at country level. The subcommittee noted that many countries had difficulties in obtaining reliable data and underlined their need for technical assistance in this area. As requested by the 26th Programme Coordinating Board, special focus would be given to country case studies to provide in-depth reporting on achievements at country level.

18. Following the discussion on the context for the development of the UBRAF, the subcommittee stressed that the UBRAF should:

    - Be country focused, based on epidemic priorities and UN capacities at country level;
    - Present clearly expected results and contributions of the Cosponsors and Secretariat;
    - Allocate funds based on epidemic priorities, the performance of the Cosponsors, and the funds that individual Cosponsors raise, not entitlements or pro-rata increases;
    - Be structured based on the three strategic directions in UNAIDS Strategy and the strategic functions of leadership, coordination and mutual accountability;
    - Be divided into two main components, ‘Cosponsor’ and ‘Secretariat’. The ‘Interagency’ component in previous UBWs would be discontinued and integrated in these two;

- Be presented to include funding for global level activities separated from funding for regional and country level activities which would be combined together; and
- Include, beyond the 'core UBRAF' funds, all HIV funding of the Cosponsors under a component called 'other' or 'non-core'. This would incorporate funding at country level that has previously fallen outside the scope of the UBW.

Second meeting of the subcommittee on 11 March 2011

19. The second meeting of the subcommittee on 11 March 2011 considered the outcome of the first multi-stakeholder consultation which was held on 10 March 2011 chaired by the Chair of the subcommittee, Madame Mariame Sy, and attended by members of the subcommittee.

20. Key issues raised at the consultation which were considered by the subcommittee include the following:

- As part of the further development of the UBRAF, there is a need to make objectives more precise and focused on results, and to reflect specific inputs from the consultation;
- UNAIDS should address the needs of all countries with a particular focus on specific countries;
- The next step in the development of the UBRAF should go one level deeper to define the specific contributions and results of the Cosponsors and the Secretariat, including country-level results. This will then serve as a basis for accountability and identifying associated resources; and
- The budget allocations from the UBRAF must reflect and complement Cosponsors' own funds for AIDS.

21. The subcommittee also emphasised:

- The need for the UBRAF to retain the necessary flexibility for it to be tailored to national contexts and epidemic profiles;
- The need for resource allocation under the UBRAF to incentivize joint working at country level, including the ongoing tenet of partnership which is embedded across all activities of the joint programme, and to empower joint teams to resource targeted outcomes for which they can be held accountable;
- The need for the UBRAF to build on results that have been achieved and validated so far, to add value to the next level of the response, and not undermine previous work; and that important results already achieved through the joint teams and joint programmes of support at country level should be protected and carried forward;
- The need for process indicators to be developed for the key areas of UNAIDS work that relate to normative issues, such as, technical guidance, polices and societal change, that have long-term implications and are not easily measured on an annual basis.

Third meeting of the subcommittee 19 April 2011

22. The third meeting of the subcommittee took place on 19 April 2011 and considered the outcome of the second multi-stakeholder consultation which was held on 18 April 2011 and which was also chaired by the Chair of the subcommittee and attended by members of the subcommittee. The subcommittee noted the key points raised at the multi-stakeholder consultation:

- The budget to remain at the same level as in 2010-2011;
- Added value of UNAIDS to emerge more clearly in results framework and budget;
- The role of civil society to be better reflected, including resourcing of civil society and a process for developing common standards for working with civil society;
- The accountability of Cosponsors to be explained more clearly, in particular in relation to non core resources;
- The role of the Secretariat to be articulated more clearly;
- The resource allocation to be refined and explained further, and presented in additional ways;
- The results matrix and budget matrix to be integrated;
- The indicators to be further refined, and baselines and targets to be added where these do not exist and this is possible;
- Detailed workplans for the Cosponsors and Secretariat at global, regional and country level to be developed following the Programme Coordinating Board in June;
- Other comments made at consultation to be taken into account in the further development and finalization of the UBRAF.

23. The Subcommittee also emphasised:

- The need to make sure that there is consistency in the terminology used in the UBRAF document and definitions that appear elsewhere in UNAIDS documentation. It was decided that the Secretariat would review the UBRAF document, see where different terminology is used, work with the Cosponsors to make sure that the terminology is appropriate and uses definitions that are consistent with previously agreed text and share with the sub-committee a set of definitions for use in the UBRAF;
- The need for a better explanation of the Secretariat's budget and the percentage of the cosponsor allocation;
- The need for regular reporting on non-core funds leveraged by the Cosponsors in order to ensure that these funds are used appropriately to operationalize the UNAIDS strategy;
- The need for the core UBRAF budget to be broken down by regions and by goals in order to obtain a clearer picture of where money was being allocated.

24. The subcommittee agreed the following recommendations for consideration by the Programme Coordinating Board in June 2011 shown below.

RECOMMENDATIONS OF THE SUBCOMMITTEE

25. The subcommittee of UNAIDS Programme Coordinating Board on the formulation of the 2012- 2015 Unified Budget, Results and Accountability Framework:

i. recommends that the 2012- 2015 Unified Budget, Results and Accountability Framework (UBRAF) be approved by the Board at its 28th meeting;

ii. *strongly urges* that the 2012-2015 Results and Accountability Framework should be used by all constituencies to meet their reporting needs;

*iii. requests the UNAIDS Secretariat to report back annually to the P*rogramme Coordinating Board *on the implementation of the 2012-2015 UBRAF; and*

iv. notes the value of the multi-stakeholder consultations and engagement of partners as well as the subcommittee itself in the development of the 2012-2015 UBRAF.

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