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30th Meeting of the UNAIDS Programme Coordinating Board
Geneva, Switzerland
5-7 June 2012

**Update on indicators, monitoring and evaluation of the 2012-2015
Unified Budget, Results and Accountability Framework (UBRAF)**

Additional documents for this item:

- i. UNAIDS performance monitoring report 2010- 2011 (UNAIDS/PCB (30)/12.8)
- ii. Technical supplement: UNAIDS performance monitoring report
Selected achievements against indicators (UNAIDS/PCB(30)/CRP1)
- iii. Case Study: Strengthening harm reduction and expanding services coverage
for injecting drug users in Eastern Europe and Central Asia
(UNAIDS/PCB(30)/CRP2)
- iv. Case Study: The HIV/AIDS component of Tanzania's UN Development
Assistance Plan (UNAIDS/PCB(30)/CRP2)

Action required at this meeting: The Programme Coordinating Board is requested to: *review and provide comments* on the report and provide guidance on ways to further strengthen performance monitoring of UNAIDS.

Cost implications: *none*

I. 2012-2015 Unified Budget, Results and Accountability Framework

1. The 2012-2015 Unified Budget, Results and Accountability Framework (UBRAF) is a tool to translate UNAIDS 2011-2015 Strategy into action. It aims at achieving UNAIDS long term vision of zero new HIV infections, zero AIDS-related deaths, and zero discrimination by catalyzing and leveraging resources for the AIDS response.
2. The UBRAF is a tool to mobilize the contributions of UNAIDS Cosponsors and Secretariat in support of the achievement of the goals and targets of the UN 2011 High Level Political Declaration – see *figure 1* at the end of the document. The UBRAF is the main instrument of the Joint Programme to maximize the coherence, coordination and impact of the UN's response to AIDS by combining the efforts of UNAIDS Cosponsors and Secretariat in one single framework.
3. The UBRAF is based on a 4-year planning framework with 2-year budget cycles and annual rolling workplans to enable adjustments to the UBRAF, as necessary. It includes a core budget for UNAIDS Secretariat and catalytic activities of Cosponsors to leverage the Cosponsors' own resources – not to replace them.
4. The UBRAF responds to recommendations of the Second Independent Evaluation and decisions of the Programme Coordinating Board that resource allocations should be based on epidemic priorities, the comparative advantage of the UN, the performance of the Secretariat and Cosponsors, and the funds that Cosponsors themselves raise.
5. The UBRAF focuses on country level action and results, particularly in the 30+ countries with the highest potential for impact and the highest return on investments in the AIDS response as well as broader health and development outcomes.
6. Accountability in the UBRAF is primarily situated at output level where progress and achievements will be assessed. Stronger and more consistent reporting on results than in the past will contribute to greater effectiveness by strengthening the evidence informing the work of the Cosponsors and Secretariat at country, regional and global levels.
7. A spirit of partnership with member states, civil society and other stakeholders underpinned the development of the UBRAF, which drew on valuable experience gained by the Cosponsors and Secretariat over the years of joint planning, monitoring, reporting and 'delivering as one'.
8. The UBRAF was approved at the 28th meeting of UNAIDS' Programme Coordinating Board in June 2011. A strengthened results, accountability and budget matrix was presented to the 29th meeting of the Programme Coordinating Board, which was developed through the consultative process undertaken with all constituencies.
9. Alignment between indicators in the UBRAF, Cosponsor results frameworks and existing global indicators was ensured by the Cosponsor Evaluation Working Group (CEWG). Independent advice was provided by UNAIDS Monitoring and Evaluation Reference Group (MERG).

II. Finalisation of Indicators, Baselines and Targets

10. Following the 29th meeting of the Programme Coordinating Board, the Cosponsor Evaluation Working Group (CEWG) has continued compiling existing and new indicator definitions, reviewing baselines and confirming targets. This has resulted in a stronger and more standardised set of indicators, which provide greater consistency in measuring UNAIDS contribution at all levels.

DEFINITIONS

Impact indicators measure progress against the goals in UNAIDS 2011-2015 Strategy; they reflect the long-term, cumulative effect of programmes and interventions over time.

Outcome indicators measure what UNAIDS aims to achieve; they reflect the medium-term effect of a set of interventions (e.g. change in knowledge, attitudes, behaviours).

Output indicators are the results to which the Joint Programme largely contributes; they are direct products or deliverables of programmes, interventions or activities.

11. The results matrix provides a balanced set of core UBRAF indicators, including on new priorities. It establishes clear links between results of the Joint Programme and global targets, and is fully aligned with the latest global indicators. Cosponsor and Secretariat accountability is captured by indicators at the output level.
12. The core set of indicators provides a consistent framework to monitor and evaluate progress in implementing the UBRAF. To the extent possible, core indicators in the UBRAF draw on existing M&E and data collection tools in use by countries, Cosponsors, the Global Fund and other partners to avoid the need for additional surveys.
13. It is important to note that the indicators in the UBRAF do not capture the totality of the response and will be supplemented by other sources of information. Reporting against Cosponsor results frameworks and from UN Joint Teams provide more in-depth information, and reporting from interagency task teams and thematic groups are expected to complement reporting on results by the different organizations at regional and global level.
14. At country level, UN Joint Teams on AIDS will report on the outcomes and outputs relevant to their epidemic context, which are derived from the indicators used for global AIDS progress reporting.
15. Baselines and targets on core UBRAF indicators form the basis against which to measure progress in implementing UN Joint Programmes of Support at country level. UBRAF results matrices and reporting is sufficiently flexible to allow the core indicator set to be tailored to national contexts and epidemic profiles.¹
16. Recognising the challenges of introducing new indicators in the UBRAF framework, the UN Joint Teams on AIDS will be tasked with setting baselines and targets on a few core indicators, using country data. The review of results against country targets offers UN Joint Teams the opportunity to assess performance, strengthen existing systems and build capacity.

¹ Recognising variations between epidemic profiles, the UBRAF, like reporting in the past allows countries flexibility in the use of some indicators as long as the indicators selected are reported consistently over time.

III. UBRAF Implementation, Monitoring and Reporting

17. Rolling annual work plans define the detailed actions of the Joint Programme at global, regional and country level and provide the basis for decentralized planning, monitoring and evaluation – a key principle of the UBRAF. At country level, the UBRAF will be implemented through annual workplans of the UN Joint Teams on AIDS, which draw on national strategic and operational plans on HIV and AIDS, regional priorities and strategies as well as results, deliverables and indicators in the UBRAF.²
18. Consultations between Cosponsors, the Secretariat and other partners are a natural part of the planning process to ensure alignment with other planning instruments and processes, such as the United Nations Development Assistance Frameworks and United Nations Development Assistance Plans at country level.
19. Key aspects of the implementation of the UBRAF include a particular focus on high impact countries, a robust monitoring and evaluation framework, and increased accountability for results. Existing mechanisms for performance measurement are being strengthened to provide the basis for decentralized accountability – another key principle of the UBRAF.
20. At country level, reviewing the implementation of the UBRAF using standardised tools will provide an opportunity for UN Joint Teams on AIDS and partners to assess progress on defined aspects of the response to the epidemic(s) in a particular country, including civil society strengthening and participation, and the added value of the UN contribution.
21. Joint Teams are expected to use the core set of UBRAF indicators to measure progress against their workplans, monitor results and review the Joint Programme's contribution to the response to AIDS. UBRAF reporting will refer to national goals and outcomes as well as the UNDAF and other planning instruments, ensuring alignment with national strategic and operational plans.³
22. At regional and global level, reporting on the UBRAF will be based on the UBRAF indicators and is expected to generate more consistency and comparability of results between countries and over time. Analyses at global and regional level will draw on various sources of information and information sharing platforms.
23. An on-line monitoring tool has been developed to allow UN Joint Teams at country level report on their achievements through a common platform. A piloting phase of the monitoring tool has been completed and results are being reviewed by the Cosponsor Evaluation Working Group (CEWG) to inform further development and implementation of the tool.⁴
24. The UBRAF indicator framework, adapted by UN Joint Teams to their country context provides mostly quantitative measures of progress. However, the

² 2012-2015 UBRAF Part 1 (28th PCB, June 2011):

http://www.unaids.org/en/media/unaids/contentassets/documents/pcb/2011/20110526_UBRAF%20Part%201_final.pdf

2012-2015 UBRAF Revised Part II (29th PCB, December 2011)

http://www.unaids.org/en/media/unaids/contentassets/documents/pcb/2011/12/20111125_UBRAF%20matrix_en.pdf

³ A dashboard method will identify progress by outcome and output under the strategic goals and functions and provide a tiered mechanism to allow more focused in-depth reporting where and when it is required (i.e. for specific programmatic areas and/or countries; at output level, highlighting contributions of UNAIDS, etc.).

⁴ Guatemala, Nigeria, Myanmar and Tanzania.

reporting tool for Joint Programmes also includes options for country-specific qualitative data to be included to complement quantitative information.

IV. Role of UNAIDS Monitoring and Evaluation Reference Group (MERG)

25. UNAIDS Monitoring and Evaluation Reference Group (MERG) was established in 1999 to provide expert advice to UNAIDS on all aspects of monitoring and evaluation (M&E). Following an external assessment of the MERG in 2011, a new structure was proposed to bring together experts, influential partners and key thinkers in the global AIDS M&E arena in an independent global forum, better able to respond to the changing global HIV and AIDS environment.
26. The new structure and terms of reference of the MERG are based on the recommendations of the independent assessment, building on numerous interviews, and the experience with similar bodies in the global evaluation field. The new approach has a focus on independence and transparency, and formalizes the input of Cosponsors and key partners in the form of ex officio membership. The process of reconstituting the MERG is expected to be completed by June 2012.
27. The new MERG is expected to include around 15 members, including ex officio members, chosen through an open and consultative process. In the first phase of this process, an external organization will review and short list the candidates identified, through a proactive search and web announcement, based on their qualifications and match to the Terms of Reference of the MERG. The output of this process will inform a MERG selection review panel, which will recommend a final short list for appointment as MERG members by UNAIDS Executive Director. The selection review panel will have representation from key stakeholders, including Cosponsors.
28. Ex officio members on the MERG will include UNAIDS Secretariat, as the MERG Secretariat, as well as representation from the Cosponsor Evaluation Working Group (CEWG) on a rotational basis. Ex officio seats are also expected to be held by a member of the GFATM Technical Evaluation Reference Group (TERG) and the PEPFAR Scientific Advisory Board (SAB). Ideally, the TERG and SAB would be represented through their respective chair or vice-chair, but the TERG or SAB may decide on another member if it is felt that this member would be more appropriate to represent the views of the TERG and SAB on the MERG. The chair of the MERG will be chosen by the voting members of the MERG among its independent members.
29. Within its broader remit in the global HIV evaluation field, the MERG will ensure the robustness of the monitoring and evaluation of the UBRAF in close consultation with the Cosponsor Evaluation Working Group. The MERG will provide independent advice and oversight in order to ensure continued consistency of the UBRAF with global M&E methodology, guidance and indicators.
30. **The Programme Coordinating Board is requested to review and provide comments on the report and provide guidance on ways to further strengthen performance monitoring of UNAIDS.**

Figure 1: Alignment between the 2011 UN High Level Political Declaration and the 2012-2015 Unified Budget, Results and Accountability Framework

