



Subcommittee of the Programme Coordinating Board on the 2012-2015 Unified Budget, Results and Accountability Framework

**2nd meeting
Geneva, Switzerland
11 March 2011**

REPORT OF THE MEETING

OPENING OF THE MEETING AND ADOPTION OF THE AGENDA

1. The meeting was opened by the Chair of the subcommittee Madame Mariame Sy from Senegal and the agenda was adopted as presented. The Chair welcomed Dr Mamadou P Diallo, UN Resident/Humanitarian Coordinator for Eritrea, who had been invited to the meeting to ensure a valuable country perspective.

OUTCOME OF THE MULTI-STAKEHOLDER CONSULTATION

2. The UNAIDS Secretariat presented an overview of the outcomes of the multi-stakeholder consultation on the 2012-2015 Unified Budget, Results and Accountability Framework (UBRAF) held on 10 March 2011. The Chair noted that it had been a good consultation with agreement that the purpose of the UBRAF was not to reopen the UNAIDS 2012-2015 Strategy but rather to focus on its operationalisation.
3. The following overall conclusions were noted:
 - The overall structure of the Business Plan – flowing from gaps and needs to UNAIDS objectives and programmatic elements – is clear;
 - Objectives should be more precise, results-focused and reflect specific inputs from the multi-stakeholder consultation;
 - UNAIDS should address the needs of all countries with a particular focus on specific countries;
 - The next steps in the development of the UBRAF should go one level deeper and define the specific contributions and results of the Joint Programme;
 - The results of Cosponsors and the Secretariat, focusing at the country level, 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.
4. In discussing general issues arising from the multi-stakeholder consultation the subcommittee emphasised the need for the UBRAF to retain the necessary flexibility for it to be tailored to national contexts and epidemic profiles. However, the concern of the NGOs that this flexibility should be underpinned with shared standards, particularly around human rights norms, to ensure consistency in methods and practices of joint working was noted: only then would partners have a basis for engagement with UN country offices. Related to this issue was the need for resource allocation under the UBRAF to incentivise 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. As such the use of joint teams and joint programmes could serve as an indicator under the heading of mutual accountability.
5. In addition to emphasising the multisectorality of UNAIDS work the subcommittee agreed that two issues that had arisen in the workshop discussion on prevention should be elevated in the UBRAF and serve as a foundation for its entirety, namely that:
 - the UBRAF should build on results that have been achieved and validated so far, add value to the next level of the response, and not undermine previous work; and
 - important results already achieved through the Joint Teams and Joint Programmes of Support at country level should be protected and carried forward (in this regard the section in the UBRAF on lessons learned would be expanded and strengthened).

6. Attention was also drawn to key areas of UNAIDS work that relate to normative issues, such as, technical guidance, policy development and promoting societal change that are long-term processes and are not easily measured on an annual basis. The subcommittee agreed that in this context process indicators should be identified and used.
7. With respect to the issue of partnerships the need for a rights-based approach was stressed that embraces rights, inclusivity and meaningful participation. It was of fundamental importance that the principle of addressing the holistic needs of individuals and the need for a positive health, prevention and dignity approach to be mainstreamed across the UBRAF. There also remains a need to define partners, for example, recognising the role of civil society as prevention service providers.
8. Subcommittee members expressed different opinions on the level and rationale for resource allocation, particularly at the country level. There was general agreement that allocation should be flexible and non-earmarked to enable efficient implementation. And that it must be remembered that allocations for the global and regional levels are necessary – particularly for funding normative functions – that have impact at the country level. Participants were reminded that UNAIDS was neither an implementing nor funding programme and used its finite resources to catalyse and leverage partners and funding. Although the UNAIDS 2012-2015 Strategy identified a list of (20+5) priority countries the Joint Programme's intensification of effort in these countries may focus on technical support or strengthening monitoring and evaluation and not necessarily to translate into a significant increase in funding. In that respect it was important that the role of UNAIDS is seen in terms of issues such as individual Cosponsor and Secretariat presence in-country, comparative advantage and capacity. However, only a focus on the priority countries would enable a sizeable and positive impact on the global AIDS burden.
9. On the question of the level of programmatic detail that should be included in the UBRAF the subcommittee agreed that, to the extent possible, references should be made to existing technical documents that had been negotiated and promulgated, such as the guidance note on "*UNAIDS Action Framework: Universal Access for Men who have Sex with Men and Transgender People*".
10. With respect to the issue of prevention there was concern both that it was not advancing compared to treatment and that countries should be supported to ensure sustained efforts which would require long-term funding. References in the UBRAF to migration and mobility should take into account decisions arising from the PCB thematic session on people on the move (24th PCB, June 2009) and text in the UNAIDS Outcome Framework. Reference to the vulnerability of armed and uniformed groups should also include the vulnerabilities of those they are positioned to protect. Text was also required on prevention services targeted specifically to PLHIV.

PROPOSED STRUCTURE OF THE 2012-2015 UNIFIED BUDGET, RESULTS AND ACCOUNTABILITY FRAMEWORK

11. The Secretariat provided an update on thinking and progress around the structure of the UBRAF:
 - Comments from the multi-stakeholder consultation would enable the Joint Programme to refine its objectives and key programmatic elements before moving to resource allocation and the results hierarchy;

- The level of the core budget was expected to flat line at 2009-2010 levels (approximately US\$ 500 million for the core and US\$ 2.5 billion for the core + UN total spending on AIDS including at the country level); and
- A limited number of 1-2 indicators by strategic goal would be used to build a high-level executive dashboard to monitor achievements / progress, within which the result of any goal indicator not being on track would trigger: a deeper review of the Joint Programme's objectives indicators; identification of the root-cause through review of specific deliverables not achieved (at country, regional or global-level), rationale and proposed mitigation plan; and guidance to be sought from the PCB on a proposed mitigation plan, as necessary.

12. In response to the NGOs on the need to include budget lines to show UBRAF resources going to civil society and community organizations, concern was expressed that this may result in a misrepresentation of UNAIDS investment in civil society, in that support to this particular constituency is embedded across a range of activities and cannot be singled-out in monetary terms. However, the Secretariat appreciated that more needed to be done in the UBRAF to better articulate UNAIDS role vis-à-vis its support to partners. Reassurances would also be needed that civil society would be engaged in country-level processes such as the development and implementation of annual workplans. The subcommittee was also reminded that expenditures are monitored and reported and that corrective action could be taken through the rolling annual action plans and reviews which will include multiple partners. Finally it was suggested that an indicator be derived from the Partnership Strategy around civil society's ability to leverage/mobilise funds around key activities.

NEXT STEPS IN DEVELOPING THE 2012-2015 UNIFIED BUDGET, RESULTS AND ACCOUNTABILITY FRAMEWORK

13. The meeting was reminded of the timeline for production of the UBRAF which had been developed taking into account fixed deadlines e.g. for the meeting of the Committee of Cosponsoring Organizations (CCO) and the PCB:

16 March	Deadline for written comments on the UBRAF Outline
31 March	CCO meets to endorse the key elements of the UBRAF
Week of 4 April	Draft UBRAF is posted on UNAIDS website for written comments
Week of 11 April	Stakeholder briefings
18 April	Deadline for written comments on Draft UBRAF
18-19 April	Meeting of PCB subcommittee on the UBRAF
20 April-6 May	Finalisation of 2012-2015 UBRAF, editing and translation
Week of 30 May	Pre-PCB Stakeholder briefings
21-23 June	28th PCB meeting

14. The Chair noted that, to-date, no written comments had been received on the UBRAF outline and she urged all subcommittee members to encourage their respective constituencies to contribute before the deadline of 16 March. The Secretariat undertook to share with the members of the subcommittee – prior to its next meeting - an illustration of how a single goal will be operationalised through the UBRAF via a process of outcomes, key programmatic elements, resource allocation and performance indicators. The draft list of indicators for the entirety of the UBRAF and the definitions for inclusion in the glossary will also be circulated.

15. Finally the subcommittee left open the question of whether or not to convene a second multi-stakeholder consultation pending a recommendation from the Secretariat. In case a

new consultation will be held, the Subcommittee recommends to organize it on 18 April, 2011.

AGENDA AND DATE OF THE NEXT MEETING

16. The next meeting of the subcommittee will take place in Geneva on 18-19 April to review of the draft UBRAF 2012-2015 including the budget and accountability framework.

[End of report]