

Action Fiche Annex P
FOR THEMATIC PROGRAMME INVESTING IN PEOPLE

THEME 1: GOOD HEALTH FOR ALL

1. IDENTIFICATION

Title	Strengthening Country Capacity to Scale up national efforts towards Universal Access to HIV/AIDS Prevention, Care and Treatment through Enhanced Implementation of National AIDS Responses including Global Fund Grants.		
Total cost	<p>Total Cost: EUR 2,406,500</p> <p>EC contribution: EUR 2,000,000</p> <p>to be financed from the Budget line 21.050101 - Development Cooperation Instrument (DCI) – Investing in people -Annual Action Programme 2009.</p>		
Legal basis	Regulation (EC) No 1905/2006 of the European Parliament and of the Council ¹ of 18 December 2006 establishing a financing instrument for development cooperation		
Aid method / Management mode	Project Approach Joint management with a multilateral UN organisation (UNAIDS)		
DAC-code	13040	Sector	STD control including HIV/AIDS, Economic and development policy/planning
CRIS number	2009/218-029		

2. RATIONALE

2.1. Sector Context

AIDS remains an exceptional and complex challenge to social and economic growth and development in Africa, home to more than 22 million people living with HIV and with estimated 1.9 million people becoming newly infected in 2007². By end of 2004, AIDS alone accounted for 35% of all adult deaths and was the leading cause of mortality as well as of burden of disease (in terms of disability adjusted life years - DALYs) in Africa³. AIDS undermines efforts to achieve all the Millennium Development Goals through reduced productivity, increasing the burden on the very young and the elderly and weakening fragile government systems. The interaction between the TB and HIV epidemics has greatly aggravated the impact of the diseases in Africa. The immunodeficiency resulting from HIV greatly increases the risk of progression to TB disease, which in turn accelerates HIV progression and has become the leading cause of death in people living with HIV in Africa. The HIV epidemic has also highlighted and further exacerbated the weaknesses of health systems in Africa, notably through its high death tolls among health workers, often from tuberculosis contracted at work, and the high burden of patients with HIV, who, in the absence of effective treatment, are in urgent need of comprehensive care and hospitalization.

¹ OJ L 378, 27.12.2006, p. 41-71

² Global Report on AIDS, UNAIDS 2008

³ Global Burden of Disease, 2004 Update, WHO 2008.

Recognizing AIDS as a global development crisis, countries at the United Nations General Assembly Special Session (UNGASS) in 2001 signed a Declaration of Commitment on HIV/AIDS to address the AIDS epidemic through strengthened leadership, a renewed focus on prevention, treatment, care and support, and adopting a human rights-based approach. As noted in the European Consensus on Development, the Declaration of Commitment also emphasized that AIDS is a cross cutting issue, which requires more than just specific measures and policies - it demands a multisectoral response. Furthermore in 2006, UN member states signed the political declaration on HIV/AIDS committing themselves to setting ambitious targets to scale up to Universal Access to HIV prevention, care and treatment by 2010. Over the last decade, the response to the AIDS epidemic witnessed a rapid scale-up of funding through the Global Fund and other donors, reaching a total of US\$ 10 billion in 2007. The European Union, collectively, has provided more than 60% of the financing for the Global Fund and the majority of all financing for AIDS, and seeks to scale up and coordinate joint actions through 'A European programme for action to confront AIDS, malaria and tuberculosis through external action' (2007-2011).

The 2008 UNGASS progress review showed that the steep increase in financing has contributed to substantial progress in scaling up essential AIDS services, leading to a fall in the annual number of AIDS deaths and decreases in the number of new infections in several countries. However, the epidemic continues to outpace the response and major gaps remain. Many countries, particularly those most affected by the AIDS epidemic in Sub-Saharan Africa face major challenges in attempting to reach their targets in moving towards Universal Access for prevention, care and treatment. Only three million persons, an estimated 30% of those in need, have access to effective treatment, and in 2007, for every two persons receiving antiretroviral treatment, five new infections occurred. These shortcomings point to the need for more financing from domestic and international sources, but equally important to the need to make optimal and effective use of available resources through efforts to better align financing with country owned responses and to strengthen the implementation capacity of countries.

The Joint United Nations Programme on HIV/AIDS (UNAIDS) and development partners have endeavoured to resolve the issues of aid effectiveness and capacity building by developing innovative approaches. Piloting UN reform, UNAIDS brings together the efforts and resources of its ten UN cosponsor organizations in the global AIDS response - UNHCR, UNICEF, WFP, UNDP, UNFPA, UNODC, ILO, UNESCO, WHO and the World Bank. The internationally endorsed "Three Ones" principles and the recommendations of the Global Task Team on improving AIDS coordination among multilateral institutions and international donors sought to optimize the support of external partners by better aligning their support around the national response, thereby reinforcing national ownership of the response around one national strategic plan, one national coordinating authority and one monitoring and evaluation framework.

The UNAIDS division of labour, based on the comparative advantages of each of the UNAIDS cosponsors as well as the secretariat, enables UNAIDS to 'deliver as one' – providing coherent technical support at country level through joint UN Technical Teams and joint UN Programmes of Support on AIDS. Coordinating the joint UN response to AIDS, the UNAIDS Secretariat works through its headquarters in Geneva, Switzerland, seven regional support teams and UNAIDS Country Coordinators in more than 80 countries worldwide.

While countries are reporting that scaling up access to antiretroviral drugs helps to strengthen health systems and acts as a driver for health system reforms, the limited health-sector capacity has become widely acknowledged as a key impediment to further progress in providing access to HIV and other essential health services. Moreover, there is a need for support to better integrate HIV prevention and treatment with services for TB, malaria and other relevant health and social services.

Country progress reports that review the state of implementation of the national AIDS response have revealed the need for diverse management and technical capacity to effectively and promptly develop

and implement the multisectoral national strategic and action plans for AIDS. The most common areas in need of additional technical support include strategic planning and costing of the national strategic and action plans for AIDS in line with national priorities; robust functioning systems, e.g. procurement and distribution system, monitoring and evaluation system; supportive operations and management; development of strategies or expansion of specific programmes, institutional capacity development (especially coordinating bodies and civil society); research and analysis; and resource mobilization.

In the current context of increasing constraints on resources available for development assistance, the need to move to a more effective, results-oriented approach to technical support is especially urgent. Furthermore with less than two years remaining for countries to achieve their Universal Access targets, timely and quality technical support is required to assist countries in their process of scaling up their response to HIV. Therefore it is critical to move to a more systematic approach to technical support which assists countries to achieve concrete results.

2.2. Lessons learnt

Recent reviews⁴ of technical support provision to national AIDS programmes have indicated that countries face multiple challenges in ensuring timely and high-quality technical support, which may be summarized as follows:

- Poor planning and coordination of technical support provision resulting in fragmentation, duplication and gaps.
- Supply driven provision of support
- Lack of perception of the needs in terms of absence of systematic assessment, forecasting and prioritization of technical support needs, lack of political willingness to acknowledge needs
- Inappropriateness and ineffectiveness – inadequate quality of support, use of "fly in fly out" experts, limited pool of experts
- Lack of sustainability due to insufficient and inconsistent transfer of knowledge and skills from regional or international experts to national counterparts
- Lack of monitoring and evaluation

UNAIDS piloted in 2007 in five selected countries⁵ support to a country-led process to intensify technical support involving all relevant constituencies. These processes provided a basis of country experiences and lessons learned to develop a Guidance Note on Technical Support Planning. This provides a methodological framework to support countries to develop their own technical support plan based on a six step process. The methodology was used to develop model technical support plans in seven countries in 2008⁶ in partnership with private sector management consultancies, which demonstrated the robustness and usability of the approach. Through the extensive experience gained at the country level, some key lessons were learned. UNAIDS has carefully documented those lessons to ensure that other countries can learn from them. They are:

The leadership of the national AIDS coordinating authority is crucial for country ownership of the process. The national AIDS coordinating authority of the selected countries led the participatory process to jointly define a framework to intensify technical support involving relevant sectors, civil society, people living with HIV, the Joint United Nations Team on AIDS and development partners. The country experiences underlined the importance of having a systematized process, led by the

⁴ Aidsplan White Paper – Providing Improved Technical Support to Enhance the Effectiveness of Global Fund Grants, Aidsplan, 28 March 2008, An Independent Assessment of Progress on the Implementation of the Global Task Team Recommendations in Support of National AIDS Responses, Global Task Team Independent Assessment Reference Group, report submitted to the 20th Meeting of the UNAIDS Programme Coordinating Board, 25-27 June 2007, item 27, page 7, UNAIDS, June 2007.

⁵ Burkina Faso, Malawi, Peru, Rwanda, Zambia

⁶ Albania, Bangladesh, Cambodia, El Salvador, Malí and Tanzania,

national AIDS coordinating authority, to jointly identify gaps and obstacles, and to plan the technical support required with a view to scaling up the national response to the HIV epidemic.

Making use of *existing mechanisms* involved in development of national strategic and action plans proved to be an effective approach for technical support planning. Some countries decided to establish a steering committee, using existing forums, such as an HIV partnership group, to support the national AIDS coordinating authority, in overseeing and guiding the process, and in ensuring broad participation and consensus building. Countries also used existing technical working groups, supporting the development and implementation of the National Strategic and Action Plan, to identify technical support needs and to plan technical support accordingly. The use of these multi-partner working groups allowed the involvement of a wide range of stakeholders, including the UN, development partners, and civil society, facilitating comprehensive planning and broad consensus building.

Technical support has to be *aligned with national priorities* and part of the national strategic planning process to ensure country ownership and relevance to the national response. All countries used their national strategic plan as the starting point to identify, in key strategic objectives, the gaps and obstacles to implementation of the national response. Recognizing that the national strategic plan includes strategies and broad categories of activities, several countries used the opportunity of developing a technical support plan to formulate an action plan.

Priority setting is an important element in the planning process and should be carried out in the selection of the most critical gaps and obstacles to be addressed as well as the most efficient and effective technical support. Without sufficient prioritisation, plans run the risk of being over-ambitious and unrealistic. Countries adopted different ways to find a balance between comprehensiveness and a prioritized approach. For example, one country of low HIV prevalence decided to focus its technical support planning within high-prevalence geographical areas through the involvement of people living with or affected by HIV. To ensure the feasibility of the technical support plan, prioritization is helpful at various steps of the planning process.

Technical support planning has been found as a useful approach to scale up implementation of *Global Fund* grants as well as other major funding mechanisms such as PEPFAR. As the largest sources of funds for AIDS and the health sector in many countries, Global Fund and PEPFAR grants are critical to successful scaling up of the national AIDS response. Therefore, particular consideration should be given to identify technical support requirements to unblock implementation bottlenecks in these grants. Countries have begun to integrate elements of their technical support plans into proposals to the Global Fund to ensure that technical support is planned and budgeted for from the beginning of a project.

Capacity strengthening of the national AIDS coordinating authorities is critical for successful implementation of a technical support plan. For a technical support plan to contribute effectively to enhanced scaling up of a national response, most national AIDS commissions will need to strengthen their coordination capacity to ensure that the technical support plan is being implemented. This requires having adequately trained and resourced personnel dedicated to technical support coordination.

The existing technical support plans already developed provide a model format and have helped develop a methodology for other countries to develop their own technical support plans. Based on the objectives of multisectoral AIDS national strategic plans, the technical support plans aim to identify and overcome critical bottlenecks to the implementation of all the priorities of the AIDS response, including issues and systemic bottlenecks related to the health sector mandate and role. The above-mentioned plans address for example areas such as care and treatment, clinical follow-up of HIV patients, drug procurement, voluntary counselling and testing, prevention of mother to child transmission, management of co-infections with multi- and extensively drug resistant tuberculosis, other sexually transmitted infections, and surveillance systems and their integration in the national

health information systems etc. The benefits of such interventions clearly go beyond the realm of HIV care and treatment and contribute to the strengthening of health systems as a whole. However, they also address the implementation bottlenecks and the obstacles related to the non-medical sectors, communities and the civil society.

2.3. Complementary Actions

As the implementation of national responses to HIV involves a number of stakeholders, there are a number of critical complementary actions by UNAIDS, EC and other development partners, which are of immediate relevance to the proposed actions. Indeed, in a recent letter to partners, UNAIDS' newly appointed Executive Director stressed the importance of capitalising on the positive synergies between HIV responses and other health and development issues⁷, e.g. maternal health, neonatal and child health, and to strengthen both health and non-health systems.

The project will complement the work of the EC in improving the quality of technical support provision to countries as outlined in the *backbone strategy*. Technical support planning provides an opportunity for synergies and collaboration between UNAIDS and the EC at the country level, as well as facilitating institutional learning at the global level. It will build on the work already done by Europe Aid in its capacity development approach as defined in the document "Institutional Assessment and Capacity Development: Why, What and How". Additionally, in December 2006, the EC adopted a European Programme for Action to tackle the shortages of health workers in developing countries (2007-2013), with the objective of increasing the ability of developing countries to train, manage and retain their health workers. The project will help to implement the recommendation of the European Court of Auditors in 2008 to strengthen support to countries in Sub-Saharan Africa to implement of Global Fund grants.⁸

These efforts are complemented at global level by coordinated action in the framework of the Global Health Workforce Alliance (GHWA). With assistance from EC, WHO will support a programme 'Tackling the critical shortage of health workers', which aims to support development and implementation of health workforce policies, strategies and plans to tackle critical shortage of health workers; maintain advocacy and dialogue in addressing health workforce challenges; generate and share information and evidence for the assessment and monitoring of the health workforce; strengthen regional collaboration and promote alignment of all partners.

The International Health Partnership was launched in September 2007 in order to respond to the MDG challenges that called for all signatories to accelerate action to scale-up coverage and use of health services, and deliver improved outcomes against the health-related MDGs and universal access commitments. The launch of the International Health Partnership came at the same time as a range of initiatives, grouped under the Global Campaign for Health MDGs, all aimed at accelerating the achievement of the health related MDGs in line with the Paris Declaration. It was agreed to seek close collaboration among these initiatives through the creation of coordination process and a common work-plan called the IHP+ (International Health Partnership and related initiatives)⁹.

The Stop TB Partnership is a network of international organizations, countries, donors from the public and private sectors, governmental and nongovernmental organizations and individuals which aims to realize the goal of eliminating TB as a public health problem and, ultimately, to obtain a world free of TB. The epidemics of TB and HIV are very strongly linked, particularly in southern Africa, and both programmes face many common health system constraints to effective implementation (e.g. weak

⁷ http://data.unaids.org/pub/BaseDocument/2009/20090210_exd_lettertopartners_en.pdf

⁸ Council of EU, Draft Council conclusions on Special Report No 10/2008 concerning EC Development Assistance to Health Services in Sub-Saharan Africa:

⁹ For a full list and description of the IHP+ associated initiatives, please see http://www.internationalhealthpartnership.net/ihp_plus_about_initiatives.html

laboratory capacity, inadequate monitoring and evaluation systems, inconsistent drug quality and supplies management). Therefore, mutually complementary programming is a clear opportunity to increase impact and sustainability. Unfortunately at country levels, it is often the case that there is weak collaboration between HIV and TB programmes. Therefore opportunities for collaboration will be exploited to strengthen institutional collaboration between TB and HIV programmes at the country level and also to ensure mutual learning on the process of technical support planning.

While the proposed actions in this programme aim to ensure a better and more systematic articulation of country demands for technical support, a number of efforts are ongoing to improve the supply of scale-up quality technical support to country partners. These efforts include the six UNAIDS regional Technical Support Facilities (TSFs) established across the world that together cover over 60 countries. TSFs help match countries technical assistance needs with solutions of the most well suited technical assistance in the form of individuals and/or companies. The TSFs provide experienced, quality-assured consultants to design programmes and solve problems in the areas of strategic planning, communications, resource mobilization and tracking, monitoring and evaluation, management and thematic areas such as gender, injecting drug use, migration and others. External evaluations of the TSFs carried out in 2007-2008 highlighted the importance of developing the capacity of countries to better plan technical support requirements through the development of technical support plans in order to enhance the effectiveness of technical support provision.¹⁰

The proposed actions will complement and reinforce the above-mentioned initiatives. During the implementation, optimal attention will be paid to ensure coordination and collaboration and avoid duplication and fragmentation. As an example, efforts will be made to ensure optimal synergy with the above-mentioned WHO programme "Tackling the critical shortage of health workers", e.g. by sharing of evidence, best practices and case studies and, where feasible, coordinated work at country level. The country processes supported through the programme will be rigorously monitored, evaluated and documented to allow inputs and give impetus to the above-mentioned initiatives for health system strengthening, and EuropeAid's work to support sectoral capacity development. The experiences will be used to link short/medium term technical support to longer term capacity development.

2.4. Donor Coordination

The national AIDS coordinating authority will lead the technical support planning and management process in the six countries, in line with the *Paris declaration on aid effectiveness* and the *three ones* principles for the coordination of national HIV responses (one national strategy or plan, one coordinating authority, one monitoring and evaluation framework). The project will help to strengthen national leadership and ownership of technical support and strengthen capacity to effectively coordinate technical support provision.

In each country a national technical support coordinator will ensure a close follow-up of the technical support planning process and the management of well-coordinated technical support provision in line with identified needs. UNAIDS Country Offices will assist the national aids coordinating authorities to effectively fulfil this role.

The proposed activities will leverage the already existing EC-EU coordination mechanisms at country level. Coordination by the national AIDS coordinating authority between the EC, EU Member States, UNAIDS, the UN, development partners, the civil society, people living with HIV and the private sector can be done through existing multi-partners coordination mechanisms in place such as HIV partnerships forum or existing working groups for national strategic planning. The UNAIDS Country Offices, in collaboration with the EC Delegations, will provide support to facilitate the coordination among partners.

¹⁰ Lessons Learned from Four External Assessments of the TSFs: a Consolidation: Peter Godwin and Sujaya Misra, June 2008

3. DESCRIPTION

3.1. Objectives

The overall objective is to increase the scale up of national responses to AIDS to move towards Universal Access through an effective utilisation of available resources including grants from the Global Fund and other funding sources, through more effective management and provision of technical support addressing nationally-identified priorities and building national technical capacity

The specific objectives for this initiative are:

- To support six countries to systematically plan for technical support requirements to facilitate the implementation of national responses to the HIV epidemic
- To strengthen national capacity to coordinate, manage and implement the technical support plans in six countries

3.2 Expected Results and Main Activities

The expected results to realise the specific and overall objectives of this intervention will pay special attention to gender dimension, by showing and developing a clear strategy at all levels:

1. Technical needs assessments and technical support plans developed in six countries including an integrated monitoring and evaluation mechanism for improved coordination and management of technical support in six selected countries. This would include mapping of technical support providers and building national databases in six selected countries.
2. Implementation of technical support plans in six selected countries
3. Monitoring of the implementation of national technical plan aimed for strategic information and best practices on improved coordination and management of technical support,

3.2.1 Expected Result 1.

Technical needs assessments and technical support plans developed in six countries including a monitoring and evaluation mechanism for improved coordination and management of technical support in six selected countries, fully aligned to and integrated with the national strategic and/or action plan for HIV.

Outputs:

- Orientation meeting for all stakeholders held in six countries
- National technical support planning steering committee established (or task given to pre-existing committee)
- Participatory process for the development and implementation of technical support plans developed in six countries
- Technical support needs assessments developed in six countries
- Costed technical support plans developed in six countries addressing gaps identified in technical support needs assessment
- Monitoring, evaluation and review framework developed for the implementation of the national technical support plan

Global Level Activities:

- Follow up with the six selected countries (Benin, Ethiopia, Ghana, Malawi, Nigeria, Swaziland), through the UNAIDS Country Coordinators and in collaboration with the UNAIDS Regional Support Teams.

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Country Level Activities

- Build consensus and ensure broad participation under the leadership of the national AIDS coordinating authority. Hold orientation meeting in each country to bring together all stakeholders to ensure the process is well understood and to strengthen commitment from all

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partners, using the guidance note as the basis. This stage is critical to ensure the engagement of stakeholders (including technical support clients and providers) to both the development and implementation of the technical support plan.

- Establish national steering committee following the orientation meeting. The steering committee will be responsible for overseeing the development and implementation of the technical support plans in each of the six countries.
- Recruitment of national and international consultants to support the national AIDS coordinating authority to conduct the technical support needs assessment and develop the technical support plan. The international consultants will be drawn from the pools of consultants within the Technical Support Facilities trained in technical support planning by UNAIDS in 2008-2009. The international consultants role will be to strengthen the capacity of the national consultants as well as the technical support coordinator in the national AIDS coordinating authority to ensure that the on-going process of planning and reviewing technical support requirements can be conducted within each country without a need for external assistance.
- Inception plan developed by technical support planning team in consultation with the national AIDS coordinating authority, the ministry of Health, the European Commission delegation and another key stakeholders.
- Conduct technical needs assessment through literature reviews, focus group discussions, interviews with key informants. This is an iterative process of developing assumptions based on literature reviews (situation analyses, Global Fund status updates, evaluation of major programmes, etc.), cross checking of findings and then refining to guarantee the correct identification of the problems.
- Identify critical gaps and bottlenecks to scaling up national responses and validate findings through the steering committee
- Coordinate technical assistance with other sector programmes to ensure opportunities for synergy are exploited, especially in strengthening common health systems barriers.
- Develop a costed national technical support plan by identifying technical support interventions to address critical gaps and bottlenecks in consultation with focus groups and the steering committee. This process involves considerable dialogue with stakeholders, particularly technical support clients to ensure that the prioritised interventions are appropriate and will be effective. The technical support plans will contain a detailed list of priority technical support aligned to the targets of the national strategic plans specifying a budget, timeframe and responsible parties for each activity.
- Develop monitoring, evaluation and reviewing framework based on programme cycle for national strategy to ensure harmonisation. The M&E framework for the technical support plan will be integrated into the national M&E framework for the multisectoral AIDS response to ensure a results-based approach by linking technical support interventions to the achievement of national targets.
- Facilitate and monitor implementation of the national technical support plan.

3.2.2 Expected Result 2.

Implementation of technical support plans in six selected countries

Outputs

- Technical support coordinator recruited and placed in national AIDS coordinating authority
- Technical support interventions implemented in line with technical support plan according to specific terms of references, through harmonised modalities by UN agencies and other technical support providers
- Strengthened linkages between HIV/AIDS and other public health programmes
- Periodic monitoring meetings and reviews of technical support plan
- Steering committee established

Country Level Activities:

- Adaptation of technical support coordinator generic terms of reference to the local context in six countries. Transparent recruitment process held at country level. The recruitment will be led jointly by the UNAIDS Country Coordinator and the director of the national AIDS coordinating authority in each country. Recruitment will be carried out according to UNDP regulations.
- UN joint teams on AIDS as well as other technical support providers plan and implement technical support provision according to the technical support plan. Catalytic funds will be channelled through the UNAIDS country offices for the implementation of interventions specified in the technical support plans through UN joint programmes on AIDS. Thus UN agencies programming jointly will “deliver as one” for technical support plans. This approach encourages and reinforces more harmonised modalities for the provision of development assistance. The nature of specific technical support funded under this grant will be decided at the country level through discussion with the national AIDS coordinating authority to support unfunded priority activities in the technical support plan.
- The technical support coordination officer will support the development of closer links between HIV, TB, sexual and reproductive health, malaria and other public health programmes through coordinating technical support and focusing on interventions which strengthen public health systems and thus brings a positive benefit to public health structures as a whole. He/she will develop and help to institutionalise strengthened coordination mechanisms.
- Regular monitoring of the implementation of the technical support plans
- Quarterly meetings held to oversee the implementation of the technical support plan. Stakeholders review and update priorities of the technical support plan annually as part of the regular joint strategic plan reviews. The regular meetings will ensure the sustained commitment of all stakeholders to the implementation of the technical support plan and will also be an opportunity for the technical support plan to be revised and updated according to changing environment and national priorities. These reviews and evaluations of technical support plans will be components of joint reviews of national responses.
- Work plan of technical support coordinators develop and performance reviewed periodically. Performance of the technical support coordinator will be monitored according to UNDP regulations.

Global Level Activities

- On-going support and technical guidance to countries in the implementation of technical support plans from UNAIDS Geneva and UNAIDS regional support teams in Johannesburg and Dakar.

3.2.3 Expected Result 3.

Strategic information and best practices on improved coordination and management of technical support, documented and disseminated

Outputs

- Implementation of technical support plans well monitored and strategic information generated
- Lessons learned from technical support planning and management documented and disseminated among six selected countries and to other interested countries and organisations

Global Level Activities:

- UNAIDS Geneva technical support coordinator facilitates networking and mutual learning between countries through e-work groups, teleconferencing and regional meetings, together with regional technical support advisers. Best practices and innovations will be shared among selected countries and collaboration will be encouraged to find solutions to country-level challenges.

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- Lessons learned and innovations documented synthesised and widely disseminated through printing materials and using suitable fora to advocate for other countries and organisations to increase harmonisation of technical support
- Annual reviews, mid-term evaluation and final evaluation of intervention, as part of ongoing reviews of the national AIDS response, partners' forums and donor coordination mechanisms. Through a systematic process of review and evaluation critical gaps and opportunities will be identified so that project achieves its targets and remains relevant in the dynamic environment of international public health.

3.3 Risks and Assumptions

<i>Risks and assumptions</i>	<i>Risk reduction strategy</i>
<i>Countries could not be strongly committed to ensure timely and fully implementation of technical support plans.</i>	<i>Demonstrated commitment has been set as a prerequisite for a country to be selected to participate in this project. UNAIDS is already advocating to countries on the benefit of a planned approach to technical support. UNAIDS will continue to facilitate sustained engagement of countries and will strengthen capacity to coordinate technical support for HIV responses</i>
<i>Donors and key international partners are not effectively harmonizing their efforts and not sufficiently aligning the provision of technical support with identified technical needs.</i>	<i>UNAIDS is advocating with country level partners to harmonise technical support to national priorities Working through country level forums as proposed in the technical support planning process will promote greater sharing of information and tools, and lead to improved collaboration. In addition, the process of developing a technical support plan will establish a clear division of responsibilities among technical support donors and providers to facilitate coordination and collaboration.</i>
<i>National capacities for delivering technical support on the scale and quality required is lacking in country</i>	<i>This action focuses on a more planned approach to technical support which strengthens national capacity sustainably. Under the project a technical support coordination officer will strengthen capacity to effectively plan and coordinate technical support. Furthermore, it will be mandatory for all technical support activities that international consultants strengthen the capacity of national counterparts.</i>
<i>Sustained investment is required to meet the real technical needs of country partners.</i>	<i>Costing technical support plans, integrating them into national strategic plans and incorporating technical support into Global Fund proposals helps to ensure that technical support will be sustained to meet the needs of countries. Indeed, the Global Fund from Round 7 has mandated that all proposals have a costed technical support plan.</i>
<i>The current human resource crisis in the health sector requires a long-term solution as well as technical support for effective implementation of national HIV responses and achievement of Universal Access and MDG targets and goals..</i>	<i>Complementary actions, as described above, by number of partners including the Global Health Workforce Alliance, the World Bank, WHO and others are addressing these long terms issues.</i>

3.4 Crosscutting Issues

The proposed project is in line with normative directives of the EC and EU Member States in the area of HIV/AIDS. The European Consensus on Development includes “combating HIV/AIDS” among the

crosscutting issues to be mainstreamed in all activities¹¹ and emphasizes the commitment of the EC and EU Member States to invest in people, “first and foremost in health and education and HIV/AIDS”.

The activity is also highly relevant for the areas of gender equality, good governance and human rights, which are critical elements for effective country responses to AIDS. A special attention will be paid to gender dimension by showing and developing a clear strategy at all levels of the cycle of the project, in capacity building, in policy dialogue, etc.

By strengthening the coordination function of the national AIDS authorities, the project will strengthen the governance of the national AIDS responses and strengthen mutual accountability of all stakeholders involved.

3.5 Stakeholders

Under the leadership of national AIDS coordinating authorities, the UNAIDS Country Offices and EC Delegations in the selected countries will collaborate closely with a wide range of stakeholders, notably the Ministry of Health and other public sector representatives engaged in the country response to HIV/AIDS; EU Member States, UN agencies, Global Fund Country Coordinating Mechanisms and Principal Recipients, other development partners; national tuberculosis control programmes; people living with HIV and civil society organizations; private sector etc.

At regional and global levels, collaborating partners include, the Global Fund Secretariat, WHO (including WHO-GTZ Knowledge Hubs), EU Member States, PEPFAR/USAID and other major and emerging donors, the World Bank-UNAIDS AIDS Strategic and Action Plan, the UNAIDS Regional Support Teams, UNAIDS Technical Support Facilities, UNFPA Country Technical Services Teams, Stop TB Partnership and TB TEAM, and the International Health Partnership+ and its associated initiatives.

4. IMPLEMENTATION ISSUES

4.1 Implementation Method

The implementation method will be joint management through the signature of a standard contribution agreement with World Health Organisation (WHO)/ Joint UN Programme on HIV/AIDS and Development (UNAIDS).

This is taking into account that UNAIDS is a common UN programme administered by two UN agencies; WHO in headquarters and regional offices and UNDP at field level. UNAIDS adheres to the Financial and Administrative Framework Agreement, through an agreement signed with WHO in 2003.

Global and regional level activities in support of countries will be managed by staff from the UNAIDS Technical and Operational Support Department and its Regional Support Teams. Annual meetings between seniors UNAID and Brussels EC officials from relevant services will be held to share information regarding the progress of the project.

Country level activities will be overseen by the national AIDS coordinating authority, assisted by a steering committee, including the national technical support coordinator, other relevant stakeholders (such as the national TB programme manager), representatives of the Joint UN Team on AIDS, the EC Delegation and EU Member States, and the UCC. The steering committee will identify and oversee

¹¹ Joint Statement by the Council and the representatives of the Governments of the Member States meeting within the Council, the European Parliament and the Commission on European Union Development Policy: “The European Consensus”, item 101, page 29, Council of the European Union, Brussels, 22 November 2005.

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the work of technical working groups, making use of existing structures where possible, and assist mobilizing the necessary technical and financial resources.

In view of signalling the initiation of this partnership at country level a memorandum of understanding (MoU) will be signed between UNAIDS, the European Commission Delegation and the National AIDS coordinating authority. The exact content of the MoU will be agreed upon between the parties during the inception phase of this project.

The mid-term review and a final evaluation will be conducted based on terms of reference developed jointly by UNAIDS and the EC.

4.2 Procurement and grant award procedures

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by WHO/UNAIDS.

4.3 Budget and calendar

The project timeframe will be 36 months. A timely Commission Decision permitting, it is intended to start the project on 01/01/2010.

The total project cost is estimated at EUR 2,406,500. UNAIDS will contribute with an amount of EUR 406,500 and the EC contribution is EUR 2,000,000.

Expected Results	Amount (EURO)
Six countries have carried out a technical needs assessment and developed a technical support plan	309,000
Six countries are implementing their technical support plans	1,710,000
Strategic information and best practices on improved coordination and management of technical support, documented and disseminated	211,500
Recruit consultancy to conduct mid-term review and final evaluation of project. ToRs to be jointly developed by UNAIDS and EC	45,159
WHO/UNAIDS administrative fees charged at 5%	130,841
Total	2,406,500
UNAIDS Contribution	406,500
EC Contribution	2,000,000

4.4 Performance monitoring

UNAIDS will work closely with the EC to develop specific reporting arrangements at the country and global level. Results and targets have been identified in the section 3.2 and means of verification have been listed (see also the logical framework analysis annex). A detailed implementation plan, and monitoring and evaluation framework will be prepared during the first three months of the inception phase. The inception phase will have a duration not longer than 6 months. Monitoring of the implementation of the technical support plans will be done routinely at the country level as part of

national monitoring processes and systems. Global monitoring of the project will be done based on the results indicated above. UNAIDS will prepare annual progress reports.

4.5 Evaluation and Audit

UNAIDS will commission an external programmatic and financial audit, and a report of the same will be submitted to the EC at the end of the project period. National level implementers will be required to submit six monthly progress reports and annual audit reports. A mid-term review and a final evaluation will be conducted based on terms of reference developed jointly by UNAIDS and the EC to assess the effectiveness of the technical support plans and their impact on implementation of Global Fund grants at the country level. UNAIDS will also document and disseminate lessons from the above.

4.6 Communication and Visibility

The communication and visibility of the actions will receive a special attention. The visibility obligation laid down in the FAFA will apply. A specific action plan will be developed on communications and visibility, with reference to the manual for EU External Actions on communication and visibility http://ec.europa.eu/europeaid/work/visibility/index_en.htm.

The communication will address two aspects: conveying information to the beneficiary population and increasing awareness on the relevant topic and issues; and also to ensure the knowledge that these activities are supported by UNAIDS and EC.

The proposed communication strategy will identify key events and forums in order to disseminate programme achievements. UNAIDS through its Regional Support Teams and Country Offices will broadly disseminate information and lessons learnt on the process and activities implemented within this project. Some of the approaches for the dissemination of project information that are envisioned include:

1. a joint launch of the project at country level,
2. Joint media release by UNAIDS and the EC on the project;
3. "Telling the stories", documentation and dissemination of the success of the approaches in the words of the country partners and implementers;
4. Organising national and regional meetings to share experiences and lessons;
5. Documentation and publication of lessons learnt.

The EC will be kept informed on developments and activities. The involvement of EC in the activities will be ensured, especially in the critical policy events (including involvement of EC Delegation at country level)

All relevant communication and visibility activities will be carried out in collaboration with EC. The visibility activities are also to communicate the positive results of the partnership

Appendix I: Logical Framework

Overall Objective	Objectively Verifiable Indicators	Sources of Information	Risks/Assumptions
<p>To increase scale up national responses to AIDS to move towards Universal Access through an effective utilisation of available resources including grants from the Global Fund and other funding sources, through more effective management and provision of technical support addressing nationally-identified priorities and building national technical capacity</p>	<ul style="list-style-type: none"> • Extent of accelerated progress towards Universal Access targets • % increased in delivery rates of Global Fund grants and other sources of funding 	<ul style="list-style-type: none"> • Universal Access country reports • UNGASS reports • Global Fund progress reports • National public expenditure reviews 	<ul style="list-style-type: none"> • Sustained international commitment to respond to AIDS • Selected countries access adequate funds to implement their response to AIDS
Project Purpose	Objectively Verifiable Indicators	Sources of Information	Risks/Assumptions
<ul style="list-style-type: none"> • To support six countries to systematically plan for technical support requirements to facilitate the implementation of national responses to the AIDS epidemic • To strengthen national capacity to coordinate, manage and implement the technical support plans in six countries 	<ul style="list-style-type: none"> • Extent of reduction of duplication of technical support • Extent of enhanced alignment of technical support to national priorities • % of planned technical support activities implemented on time within budget 	<ul style="list-style-type: none"> • CoATS database • Country harmonisation and alignment tool • Country level reviews and evaluations 	<ul style="list-style-type: none"> • Sustained leadership at the country level to improve harmonisation and strengthen national capacity to respond to AIDS • Long term reforms required at country level • Technical support coordination officer will strengthen institutional capacity in the NACs which will be sustained

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Results	Objectively Verifiable Indicators	Sources of Information	after external funding for the position ends Risks/Assumptions
<ol style="list-style-type: none"> 1. Technical needs assessments and technical support plans developed in six countries including an integrated monitoring and evaluation mechanism for improved coordination and management of technical support in six selected countries. 2. Implementation and monitoring and evaluation of technical support plans conducted in six selected countries 3. Documentation and dissemination conducted of strategic information and best practices on improved coordination and management of technical support 	<ul style="list-style-type: none"> • No. of technical support plans developed • No. of reviews and evaluation of implementation of technical support plans in six countries • No. of lessons learned and best practices documented 	<ul style="list-style-type: none"> • Technical support plans available from national AIDS authorities • Reviews and evaluations available from national AIDS authorities / UNAIDS • Documentation of best practices available from UNAIDS 	<ul style="list-style-type: none"> • Donors and key partners in country level willing to collaborate and align their work to national priorities • Substantial investments required to meet technical support needs • Commitment of national AIDS authority to ensure implementation of technical support plan
Activities	Inputs	Sources of Information	Risks/Assumptions
<p>Result 1</p> <ul style="list-style-type: none"> • Recruit national and international consultants. • Build consensus and ensure broad participation of all stakeholder • Establish national steering committee • Conduct technical needs assessment and identify critical gaps and bottlenecks to scaling up national responses • Develop a costed national technical support plan. • Develop monitoring, evaluation and reviewing framework 	<ul style="list-style-type: none"> • Terms of reference for consultants • National and international consultants • Meetings • Guidance note on intensification of technical support 	<ul style="list-style-type: none"> • Documentation of activities available from national AIDS authorities / UNAIDS 	<ul style="list-style-type: none"> • Commitment of partners to engage fully in the process of developing the technical support plans

<p>Result 2</p> <ul style="list-style-type: none"> • Recruit technical support coordinator for six countries • Develop work plan of technical support coordinators develop and review performance periodically. • Implement technical support activities according to the technical support plan. • Disburse catalytic funds to support the implementation of un-funded technical support priorities • Support coordination of HIV/AIDS, TB, sexual and reproductive health, malaria • Monitor and oversee the implementation of the technical support plan • Provide on-going support and technical guidance to six countries in the implementation of technical support plans 	<ul style="list-style-type: none"> • Job description for technical support coordinator • National coordinator • Meetings • Catalytic funds • 5% of UNAIDS Country Coordinator time 	<ul style="list-style-type: none"> • Documentation of activities available from national AIDS authorities / UNAIDS 	<ul style="list-style-type: none"> • Alignment of technical support plan oversight and monitoring to ensure sustained commitment • Capacities to deliver technical support available
<p>Result 3</p> <ul style="list-style-type: none"> • Facilitate networking and mutual learning between countries • Document lessons learned and innovations • Establish steering committee and hold bi-annual meetings • Conduct annual reviews, mid-term evaluation and final evaluation 	<ul style="list-style-type: none"> • 50% of UNAIDS technical support coordinator time (Geneva) • 2.5% of UNAIDS regional support team technical support advisers 	<ul style="list-style-type: none"> • Documentation of activities available from UNAIDS 	

	<ul style="list-style-type: none">• Consultancy for documentation• Meetings• Printing, design, dissemination• Consultancy for evaluation		
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Appendix II: Criteria to Select Participating Countries and Selected Countries

Participating countries must meet the following criteria:

- Expressed demand by the country to develop a technical support plan, under the leadership of the national AIDS authority
- Demonstrated political commitment to ensure the development and implementation of a national technical support plan
- Ongoing implementation of at least one Global Fund grant for HIV with moderate implementation record
- Demonstrated commitment of donors and TS providers to align to the national strategic plan for HIV and to a national technical support plan
- Significant burden of HIV epidemic
- UN joint team on AIDS in place with an operationalised joint programme on AIDS
- Active engagement of civil society stakeholders, including people living with all aspects of the national response to HIV

Selected Countries:

1. Benin
2. Ethiopia
3. Ghana
4. Malawi
5. Nigeria
6. Swaziland

Country	Criteria for participation						
	Expressed demand by the country to develop a technical support plan, under the leadership of the national AIDS authority	Demonstrated political commitment to ensure the development and implementation of a national technical support plan	Ongoing implementation of at least one Global Fund grant for HIV with moderate implementation record (from GFATM grant performance reports)¹²	Demonstrated commitment of donors and TS providers to align to the national strategic plan for HIV and to a national technical support plan	Significant burden of HIV epidemic (from UNAIDS 2008 Global report)	UN joint team on AIDS in place with an operationalised joint programme on AIDS (from UCC 2008 reports)	Active engagement of civil society stakeholders, including people living with HIV in all aspects of the national response to HIV (from UCC 2008 reports)
Eastern and Southern Africa							
Ethiopia	Y	Y	R2. B1 R4. B1 R7. N/A	Y	Y	Y	Currently strengthening engagement of rural CSO

¹² This refers to the most recent performance ratings given by the Global Fund secretariat for grants received by countries under various funding rounds (R.1 – R.8)

As some countries have more than one principal recipient for each grant, more than one rating has been given by the Global Fund in those cases, e.g. Nigeria round one grant. Below is the ratings scale used by the Global Fund. Please note that ratings are not available for round seven and eight grants (indicated as N/A) as they have not yet, or have only recently, begun implementation and therefore performance has not yet been rated.

Rating	Description
A1	Exceeding expectations
A2	Meeting expectations
B1	Adequate
B2	Inadequate but potential demonstrated
C	Unacceptable

Country	Criteria for participation						
	Expressed demand by the country to develop a technical support plan, under the leadership of the national AIDS authority	Demonstrated political commitment to ensure the development and implementation of a national technical support plan	Ongoing implementation of at least one Global Fund grant for HIV with moderate implementation record (from GFATM grant performance reports) ¹²	Demonstrated commitment of donors and TS providers to align to the national strategic plan for HIV and to a national technical support plan	Significant burden of HIV epidemic (from UNAIDS 2008 Global report)	UN joint team on AIDS in place with an operationalised joint programme on AIDS (from UCC 2008 reports)	Active engagement of civil society stakeholders, including people living with HIV in all aspects of the national response to HIV (from UCC 2008 reports)
Malawi	Y	Y	R1. B1 R5. B2 R7. N/A	Y	Y	Y	Active involvement
Swaziland	Y	Y	R2. B1 R4. B2 R7. N/A R8. N/A	Y	Y	Y	Active involvement
West and Central Africa							
Benin	Y	Y	R2. B1 R5. B1	Y	Y	Y	Active involvement
Ghana	Y	Y	R1. A R5. A1 R8. N/A	Y	Y	Y	Moderate involvement
Nigeria	Y	Y	R1. B1, B2 R5. A1, A1, A1 R8. N/A	Y	Y	Y	Active involvement

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Country	Criteria for participation						
	Expressed demand by the country to develop a technical support plan, under the leadership of the national AIDS authority	Demonstrated political commitment to ensure the development and implementation of a national technical support plan	Ongoing implementation of at least one Global Fund grant for HIV with moderate implementation record (from GFATM grant performance reports) ¹²	Demonstrated commitment of donors and TS providers to align to the national strategic plan for HIV and to a national technical support plan	Significant burden of HIV epidemic (from UNAIDS 2008 Global report)	UN joint team on AIDS in place with an operationalised joint programme on AIDS (from UCC 2008 reports)	Active engagement of civil society stakeholders, including people living with HIV in all aspects of the national response to HIV (from UCC 2008 reports)

Appendix III: Acronyms

AIDS	Acquired Immune Deficiency Syndrome
ASAP	AIDS Strategy and Action Planning
CCM	Country Coordination Mechanism
CSO	Civil Society Organisation
ESA	Eastern and Southern Africa
GFATM	Global Fund for AIDS, TB and Malaria
GTZ	German Technical Cooperation
HIV	Human Immunodeficiency Virus
IDU	Injecting Drug User
M&E	Monitoring and Evaluation
MARP	Most at Risk Populations
MDGs	Millennium Development Goals
NAC	National AIDS Commission
MSH	Management Sciences for Health
MSM	Men who have Sex with Men
NAA	National AIDS Authority
NGO	Non-Government Organisation
NSP	National Strategic Plan
OECD	Organisation for Economic Cooperation and Development
PEPFAR	President's Emergency Plan for AIDS Relief
PLHIV	Persons Living with HIV
SW	Sex Worker
TB	Tuberculosis
TNA	Technical Needs Assessment
TSF	Technical Support Facility
TSP	Technical Support Plan
UN	United Nations
UNAIDS	United Nations Joint Programme on AIDS
UCC	UNAIDS Country Coordinator
UNDP	United Nations Development Programme
UNGASS	United Nations General Assembly Special Session
UNICEF	United Nations Fund for Children
UNFPA	United Nations Population Fund
WCA	West and Central Africa
WHO	World Health Organisation