



UNITED NATIONS
ECONOMIC COMMISSION FOR AFRICA

**Strategy for Monitoring the
Implementation of the
African Resolutions against HIV/AIDS**

A Joint ECA/UNAIDS/AU Initiative

08 August 2001

They said...

“Everyone has his or her part to play. Let us now lay aside all turf battles and doctrinal disputes. The battle against HIV/AIDS is far more important than any one institution or project. Our success will not be measured by resolutions passed, appointments made, or even funds raised. It will be measured in the lives of succeeding generations.”

Mr. Kofi Annan, Secretary-General of the United Nations

This is a crucial time for us. When historians write about HIV/AIDS, when they write about this period in time, they will ask: “Where were the leaders of Africa? And where were the rest of the world?” If we do not want to stand condemned at that time, we must act, we must work together and we must do it now.”

Mrs. Graca Machel, first lady of Africa

“The Abuja Summit must be a Summit with a difference. It is intended to forge a common front for action. It should be an action oriented Summit aiming at pooling together, in a strategic manner, the Continental energies and those of our partners in confronting this deadly pandemic.”

Dr. Salim Ahmed Salim, Secretary-General of the Organisation of African Unity

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I. Background

Three recent landmark events clearly demonstrated that Africa is ready, willing and able to be in the driver's seat in the fight against HIV/AIDS.

1. ADF 2000

The African Development Forum 2000 (ADF 2000), which took place from 3 to 7 December 2000 in Addis Ababa, Ethiopia, was created around the theme "AIDS: The Greatest Leadership Challenge". It was organised by ECA in partnership with OAU, ILO, UNAIDS, the World Bank, UNDP and UNICEF. What made ADF 2000 more than just another regional conference was the continent-wide mobilisation around HIV/AIDS in preparation for the Forum. ADF 2000 was preceded by a series of 23 preparatory consultations across Africa at the national level. At those national workshops key stakeholders in the HIV/AIDS pandemic came together to set agendas for the Forum itself.

Following are a few highlights of ADF 2000:

- ADF 2000 challenged African leaders at all levels of society into taking ownership of the solutions to the HIV/AIDS pandemic.
- The African Consensus and Plan of Action was adopted. It outlines specific actions required to reverse the devastating effects of the pandemic.
- Emphasis was placed on the critical importance of a health-centred development agenda grounded in sustainable, comprehensive and multi-sectoral approaches supported by adequate resources.
- ADF 2000 mobilised more than 1500 participants, including Heads of State and representatives of governments, parliaments, civil society organisations (CSO), People Living With HIV/AIDS, youth and women's groups, the Diaspora, UN agencies, and international partners. All were challenged at the personal, community, national, regional and international levels.

2. The African Summit on HIV/AIDS, Tuberculosis and Other Related Infectious Diseases (ORID)

The African Summit on HIV/AIDS, Tuberculosis and Other Related Infectious Diseases - the so-called diseases of poverty - was organised by the OAU and hosted by the Government of Nigeria in Abuja from 24 to 27 April 2001. Popularly referred to as the "Abuja Summit", it was critical in securing and sustaining the commitment of African leaders at the highest level in this historic continental struggle against those scourges.

The Abuja Summit was prepared in collaboration with the UN system, in particular ECA, which provided substantive input in the following manner:

- ECA was a member of the Steering Committee and Technical Committee

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- ECA sponsored civil society representatives so that they could participate in the Summit
- ECA provided technical IT support to the OAU

Following are a few highlights of the Abuja Summit:

- The Abuja Summit led to the adoption of the Abuja Declaration and of the Abuja Framework for Action. The Abuja Declaration outlines specific resolutions, areas of commitments and pledges made by Heads of State and Government gathered at the Summit. The Abuja Framework for Action develops the commitments made in the Declaration into priority areas broken down into strategies. From the Abuja Framework for Action, a Framework Plan of Action was subsequently developed and presented in May 2001 to the World Health Assembly in Geneva, to be later adopted at the Lusaka OAU Summit.
- The leaders gathered at the Abuja Summit endorsed the ADF Consensus and Plan of Action, adopted five months earlier at ADF 2000.
- African leaders committed to:
 - place the fight against HIV/AIDS as the highest priority in their respective national development plans
 - take personal responsibility and provide leadership in the fight
 - set a target of at least 15% of their annual budgets to the improvement of the health sector
- During the Abuja Summit, UN Secretary General, Kofi Annan, stated that the world needs to spend at least an additional USD 7 to 10 billion a year in the fight against HIV/AIDS in the world. To that end he proposed the creation of a Global Fund dedicated to the battle against HIV/AIDS and other infectious diseases.

3. The 37th Ordinary Session of the Assembly of Heads of State and Government, 9 - 11 July 2001, in Lusaka

During this OAU Summit, which created the African Union (AU), the Assembly reiterated its commitment to the fight against HIV/AIDS, Tuberculosis and Other Related Infectious Diseases, and endorsed the Abuja Declaration, the Abuja Framework for Action and the Framework Plan of Action for the implementation of the Abuja Declaration. The Assembly further urged Member States to immediately operationalise the Framework Plan of Action as a minimum programme of Action and adapt it to the national context.

The Assembly requested UNAIDS, WHO and UNICEF to assist the OAU in the implementation mechanisms. It also requested the UN Secretary General to follow up on the implementation of the Abuja Framework Plan of Action and report annually to the Assembly, in consultation with the Regional Economic Communities (RECs) and in collaboration with ECA, ADB, WHO, UNAIDS and UNICEF.

It was decided that all future AU Summits would include a HIV/AIDS component/update.

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During the Summit, a group of **champion Heads of State** was established at the recommendation of the Secretary General of the United Nations. That high level group is composed of the Heads of State and Government from the following countries:

- (will be added later)

the champions Heads of State and Government of those countries are expected to take the lead in spearheading the fight against the pandemic by using the full strength of their leadership capability to challenge their peers throughout the continent.

II. Objective of the Strategy for Monitoring the Implementation of the African Resolutions against HIV/AIDS

The main objective of this Strategy for Monitoring the Implementation of African Resolutions against HIV/AIDS is to produce a comprehensive report that will monitor on an annual basis progress achieved in the implementation at the country level of the African resolutions related to HIV/AIDS. The mechanisms involved will help monitor national efforts in the fight against the disease, the results of which will serve as a basis for the preparation of the Annual Report on the state of HIV/AIDS in Africa.

1. The Annual Report on the State of HIV/AIDS in Africa

A comprehensive Annual Report on the State of HIV/AIDS in Africa will be prepared to monitor country-by-country progress in the fight against HIV/AIDS. Monitoring of national efforts will include monitoring the involvement at the national level of civil society organisations (CSO), People Living With HIV/AIDS (PLWA), community networks, NGOs, bilateral organisations, and other IPAA partners. This report will take into account all the various contexts and initiatives related to the fight against HIV/AIDS. It will identify specific areas requiring action on the part of individual countries.

The annual report will be prepared jointly by ECA and UNAIDS. Once it is ready, the report will be handed over to the AU, which will use it to report on the state of the fight against HIV/AIDS in Africa. Its primary objective will be to:

- monitor the extent to which governments have placed the fight against HIV/AIDS as the highest priority in their respective national development plans, in line with the African resolutions to that effect
- assess the progress made by African governments in budget allocations for the improvement of the health sector (benchmark: 15% target for all countries)
- monitor the extent to which non-financial obstacles have been overcome, e.g. continued denial, stigmatisation of those infected with HIV, limited capacity of education, health, information systems to reach people, and important gaps in technical and managerial capacity to plan, implement and evaluate AIDS activities
- serve as a basis to identify best practices and case studies for the benefit of all

2. IPAA: A Strategic Framework to Monitor Continent-Wide Progress

The preparation of the Annual Report on the State of HIV/AIDS in Africa will require concerted effort on the part of key actors. This will be done within the context of the International Partnership against AIDS in Africa (IPAA), which the UN Secretary General has promoted as a means of strengthening international partnership in the fight against HIV/AIDS. IPAA promotes collaboration between governments, private sector, communities, civil society, UN agencies and donors.

The main challenge is to make sure that the five IPAA constituents identify practical ways to work effectively together on the basis of well-defined roles. Collectively they must engage leadership at all levels in countries to take ownership of the solutions to the pandemic, to work together effectively, and to monitor and evaluate their own progress through an efficient implementation plan, all of which will contribute to the production of the annual report.

Particular emphasis should be placed on the following areas at the policy and advocacy levels:

- Women, who are much more infected than men. As the Secretary General of the UN stated it during UNGASS, 'girl power is the African vaccine against HIV/AIDS'. To reverse the devastating impact of the disease on women, it is essential that their socio-economic empowerment become a reality. This will include, but will not be limited to, access to property, land, credit, health care for themselves and children, policies to protect widows and their children and legal equity with men.
- Economic research and analysis as the backbone to policy reforms.
- Regional integration issues: Trans-boundary transmission of diseases, stronger negotiating position for access to drugs at more reasonable prices.

The IPAA partnership will contribute to tangible results secured by African countries in the following areas:

- Quantifiable improvement in the prevention of HIV transmission, as well as in the support, care and treatment to HIV/AIDS victims and their families.
- Sustained commitments from African leaders and their development partners to make HIV/AIDS a top priority on their development agenda.
- Concrete actions by African governments and their development partners to expand and deepen successful interventions and develop multi-sectoral plans that have national level impact.
- Mainstreaming HIV/AIDS in all future national, regional and international development programmes translated at the country level.
- Measurable increase in the availability of anti-retroviral and other drugs in all countries within the next few years.
- Allocation of adequate resources in the fight against HIV/AIDS in each country, as evidenced by pre-set targets.
- Stabilisation of HIV infection rates and deaths resulting from AIDS in all countries within the next few years.
- Annual decrease in new HIV infections and AIDS-related deaths.



III. Respective Roles of Key Partners

1. Role of ECA

ECA is in a unique position to contribute to the promotion of enabling environments at the country, sub-regional and regional levels. through policy research and analysis as well as through advocacy. An enabling environment would include policy environment, legal framework, access to drugs, treatment and care, equity of laws (non-discriminatory), and human rights.

At the?

ECA is currently exploring ways to mainstream HIV/AIDS throughout its core programmes, both at headquarters and in the SRDCs, in the areas of regional integration, gender, development management, economic and social policy, sustainable development, and information services. One area of focus in this regard will be the inter-relationship between HIV/AIDS, poverty and development, AIDS-caused depletion of human resources and methods to prevent it.

ECA will also be able to avail African member states of the services provided by ECA **five Sub-Regional Development Centres (SRDCs)**. Located in the five African sub regions, they have the ability to gather information/data, disseminate best practices in the sub-regions as well as other relevant activities in the fight against HIV/AIDS. The SRDCs will work directly with the UN system at the country level as needed. Furthermore, the SRDCs can serve as a link to the Regional Economic Communities (RECs) on the development of regional policies, such as access to drugs and curtailing the cross-boundary transmission of the virus.

Role of SRDCs in UN system

2. Role of UNAIDS

As the only UN organisation with a mandate solely focussed on fighting HIV/AIDS, UNAIDS can provide essential technical expertise to the other members of the multipartite group in their efforts to support the implementation of the resolutions. In particular, UNAIDS will avail the partnership of its data collection, monitoring and evaluation capabilities. UNAIDS will do the following:

At the country level:

- Work through the Theme Group and with international partners to support national governments and other partners in the scaling up of national efforts through the development of the National Action Plans.
- Facilitate partnership building, strategic planning and management processes.

At the sub-regional level:

- Advise task force members on appropriate strategies and provide them with relevant technical information.
- Avail task force members and IPAA constituents of the capabilities of its sub-regional organs (Abidjan and Pretoria).

At the international level:

- Engage in political and resource mobilisation.

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- Provide overall co-ordination and facilitation of the IPAA.
- Play a key role in information and best practices dissemination.
- Monitor the IPAA.

3. Role of the AU

No sustainable change in the HIV/AIDS pandemic will take place without political and government ownership and commitment with respect to taking action. Given its mandate, the AU is in a unique position to conduct a sustained campaign to ensure that the African political leadership is mobilised in on-going and systematic way and that African governments fully implement the resolutions. Furthermore, at the Lusaka Summit, Heads of State and Government mandated the AU to present an annual report on the implementation of the Abuja Framework Plan of Action at the annual summits. Consequently, the AU will be the continental body to which the annual report on the state of HIV/AIDS will be officially presented, and in the context of whose summits it will be discussed.

AU meetings are critical to consolidate the high-level political commitment of African governments. In this perspective, the AU should take a lead role in monitoring commitments and progress made in combating the scourge of HIV/AIDS. The AU is in a position to hold African states accountable for the implementation of the various plans of action, especially at the annual Heads of State Summits. It is also in a position to exercise peer pressure on countries lagging in the implementation of the resolutions.

4. Role of the Resident Co-ordinator system at the country level

The role of UNDP will be primarily exercised in its capacity as Resident Co-ordinator of the UN system at the country level. As such, UNDP can ensure the mobilisation of resources from UN agencies in support of the implementation of the Resolutions. In the same vein, the UNDP will also secure the mobilisation of resources for the UN Expanded Theme Group, of which bilateral organisations are members. Additionally, UNDP can do the following:

- Exercise a co-ordinating role between all international actors at the country level.
- Help mainstream HIV/AIDS within the UN system at the country level.
- Co-ordinate the distribution of best practices at the country and sub-regional levels.

IV. Operational Guidelines

In making this high-level partnership operational, it is essential to avoid creating heavy structures and duplicating efforts. Maximum use must be made of the following existing frameworks and mechanisms:

- IPAA will constitute the basic concept underpinning the collaboration between all actors in the fight against HIV/AIDS.
- The ADF 2000 Consensus and Plan of Action will serve as the basis to mobilise leadership.

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- The Abuja and Lusaka Declarations and Plans of Action will serve as the political mobilisation underpinning of the fight against HIV/AIDS, in the context of the OAU/AU mechanisms.

The combination of those three core components will be the basis upon which monitoring, and the resulting reporting, activities will take place. From an operational standpoint, the following elements will be put in place:

1. Dedicated ECA and UNAIDS staff members

ECA and UNAIDS will be co-responsible for the production of the annual report. In doing so, both organisations will work closely with the resident co-ordinator system at the country level. Each one of the two organisations will assign one full-time staff who will work on the preparation of the report within ECA premises.

- The UNAIDS staff member will link closely with the team responsible for the preparation of the global report on HIV/AIDS, monitor the collection of relevant data, and work closely with the country-level structures (e.g. UN Expanded Theme Groups). Full use will be made of UNAIDS existing data collection mechanism, as well as monitoring and evaluation tools developed in the context of IPAA.
- The ECA staff member will essentially assist in and monitor the mainstreaming of HIV/AIDS in ECA core programmes, especially with respect to girls and women, work closely with the SRDCs and the RECs, and monitor improvements in the development of enabling policy environments at the country level.

2. Operational linkages with UNDP

Both staff members will work closely with the Resident Co-ordinator system and the UN Expanded Theme Group at the country level to ensure maximum mobilisation of UN agencies and other IPAA partners.

3. Operational linkages with the AU

Both staff members will work closely with the AU and its soon-to-be-created Abuja Information Centre, which will be dedicated to tracking progress throughout Africa in the implementation of the Abuja Framework Plan of Action.

4. Consultations with the champion Heads of State

ECA and UNAIDS, through their two dedicated staff members, will consult with the champion Heads of State as necessary in the various stages that will lead to the final production of the annual report

5. Production of the Annual Report on the State of HIV/AIDS in Africa

ECA and UNAIDS, through their two dedicated staff members, will be jointly responsible for the final production of the Annual Report on the State of HIV/AIDS in Africa. Both organisations will make whatever resources are necessary available for the timely production of the report. Upon finalisation of the present document, an actual production plan will be prepared by the two organisations and presented to the AU and UNDP. The production plan will be annexed to the present document and reviewed/updated from time to time as deemed necessary.

6. Reporting mechanisms

The final document will be given to the AU for reporting purposes. While full reporting mechanisms will be agreed jointly by ECA, UNAIDS and the AU when the present document is discussed, at the very least the Annual Report will be used as follows:

- Through its annual Heads of State Summits, the AU will monitor the extent to which Heads of State and Government have taken personal responsibility and provided leadership in the fight against HIV/AIDS and other infectious diseases.
- Other relevant fora such as the ECA Conference of African ministers of finance, planning, and economic development, as well as UNAIDS/IPAA and UNDP/RBA appropriate meetings should be fully used to disseminate the annual report findings.

7. An Efficient Communication Strategy

For the partnership between the three core institutions to be effective, a solid communication strategy is essential. ECA, in consultation with UNAIDS and the AU, will develop a strong communication strategy for the benefit of all IPAA constituents and the tri-partite partnership. This strategy will include: information sharing, dissemination of best practices, dissemination of progress reports, networking and a multimedia strategy to sensitise, mobilise, inform, and educate. ECA, UNAIDS and the AU will also make the results of their research / work available to IPAA constituents.

V. Conditions of Success

Success in producing a high quality annual report that will reflect the implementation of the various African resolutions will depend on several factors and conditions. They include, but are not limited to, the following:

- The quality of the framework put in place.
- The efficiency of the partnership between ECA, UNAIDS and the AU.
- The pressure from stakeholders at all levels.
- The sustained and increased commitment of the international community.

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- The participation of representatives from vulnerable groups, especially women, in national policymaking, implementing, monitoring, evaluation and leadership roles.

VI. Conclusion

Since all stakeholders agree that all actors must take responsibility at the personal, community, national, regional and international levels to curb, reverse and eventually annihilate the wrecks caused on Africa, its people and its economies by HIV/AIDS, now more than ever is the time for action.

Both the Executive Secretary of ECA, Dr. K. Y. Amoako, and the Executive Director of UNAIDS, Mr. Peter Piot, crystallised the thinking that must guide all those who have a rôle to play in the fight against HIV/AIDS:

“This is a battle for our continent’s survival. We carry inside each and every one of us the potential to increase the problem or the potential to help solve the problem. This is not a policy issue: this is ourselves, our families, our communities, and our hopes. And this is our decisive moment.” (Dr. K. Y. Amoako)

“I plead with you – political leaders, religious leaders, civil society leaders, youth leaders as well as the international financial institutions and donor countries and organisations gathered here – no more fictions. Do not fool Africa anymore. Let us move forward”. (Mr. Peter Piot)