



Turning Bureaucrats Into Warriors

**Preparing and Implementing
Multi-Sector HIV-AIDS Programs
In Africa**

A Generic Operations Manual

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PREFACE



Preface

At the end of 2003, UNAIDS estimated that an estimated 26.6 million people in Sub-Saharan Africa were living with HIV, there were some 10 million AIDS orphans, and the accumulated deaths from the epidemic had reached 20.4 million. Faced with this challenge, the international community and national governments have increased dramatically the funding of HIV-AIDS prevention, care and treatment, and mitigation programs. While there is still a need to increase the amount of funding, the most immediate challenge is to demonstrate that existing funding can be used efficiently, effectively and transparently. Regardless of the source of funding and of its “intended flexibility”, money flows through bureaucratic channels in the public sector and civil society according to fiduciary policies, procedures and practices whose implementation and interpretation by bureaucrats will either “empower” or “burden” implementing agencies. Recent experience has shown that bureaucrats in countries and in donor organizations have choices: they can either interpret policies and practices to maximize their flexibility or they can “play it safe” and interpret them narrowly. The purpose of this Generic Operations Manual (GOM) for Multi-Country HIV-AIDS Programs in Africa (MAP) is to provide guidance and lessons learned to turn HIV-AIDS bureaucrats, wherever they may be, into “HIV-AIDS warriors,” to recognize that halting the spread of the epidemic and reducing its impact requires a war-like commitment and a warrior mentality. Business as usual allows the epidemic to continue to devastate Africa, and the world. A declaration of war and turning bureaucrats into warriors are the best means of empowering the front line soldiers in implementing agencies in the public sector and civil society and those living in communities with the arms and ammunition to win the war.

These guidelines on preparing and implementing multi-sector HIV-AIDS programs are based on many lessons learned in Africa over the last three years and are designed as a generic operations manual (GOM) from which countries and implementing agencies can learn and adapt for their own use. The GOM is also meant to support the principles for concerted action at country level, the recently promoted “Three Ones” which are aimed at achieving the most effective and efficient use of available resources and ensuring rapid action and results-based management:

- **One agreed HIV-AIDS Action Framework that provides the basis for coordinating the work of all partners;**
- **One National AIDS Coordinating Authority, with a broad based multi-sectoral mandate;**
- **One agreed country level Monitoring and Evaluation System.**

The GOM is an evolving document, learning from experience and adapting continuously. The GOM was originally drafted in 2002 and reviewed in a variety of workshops for a over the two years, including (i) three workshops in Nairobi and Dakar for public sector and civil society MAP implementing and coordinating agencies from 25 African countries; (ii) two workshops in Addis Ababa and Accra for African faith-based organizations; and a workshop in South Africa for twenty MAP financial management and procurement country teams composed of MAP and World Bank fiduciary staff. In addition, versions of the GOM were shared with MAP implementing agencies and the lessons learned include the experience of preparing and implementing MAP programs throughout Sub-Saharan Africa over the last three years. While the principal authors are Jonathan Brown, Didem Ayvalikli and Nadeem Mohammad, a large number of people both inside and outside the Bank have made major contributions to the overall effort and to specific chapter, including: Elizabeth Ashborne, John Cameron, Frode Davanger, Cassandra de Souza, Sheila Dutta, Keith Hansen, Amadou Konare, Ayse Kudat, Kate Kuper, Jane Miller, John Nyaga, Sangeeta Raja, Dan Ritchie, Nina Schuler, Richard Seifman, Yolanda Tayler and David Wilson. The GOM was produced under the guidance of Keith Hansen, manager, ACTAfrica and Debrework Zewdie, Director, Global HIV-AIDS Program.

The GOM is presently organized around a number of chapters, some of which, especially on implementation agencies, are meant to be self-contained, and thus there is considerable repetition, especially with regard to fiduciary aspects, so that they can be used as stand-alone pieces for discussion with stakeholder groups. Most of the chapters in the GOM are complemented with relevant Annexes with specific country examples. List of all annexes are in the table of contents under their relevant chapter and can be located in the CD-ROM that is attached at the back cover of this publication along with other supporting information

The GOM is meant as a “living document”, to be updated continually on the basis of experience on the ground and to be used by anyone involved in HIV/AIDS programs who finds them useful. GOM is also available at <http://www.worldbank.org/afr/aids/> under the MAP manuals link. More detailed sub-manuals have also been produced on monitoring and evaluation, financial management, disbursement and reporting, general procurement, procurement of ARVs and medical devices, early childhood development, local government and the private sector.

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- Fiduciary Management for Community-Driven Development Projects A Reference Guide (English)
- Guidelines for the Preparation of a Project Specific Financial Management Manual for MAP Projects (English/French)
- Guidelines for Private Sector—National AIDS Commission Guidelines for Responding to HIV/AIDS (English/French)
- Operational Guidelines for Supporting Early Child Development (ECD) in Multi-sectoral HIV/AIDS Programs in Africa (English/French)
- Monitoring and Evaluation Manual (English/French)
- Battling HIV/AIDS: A decision Maker's Guide to the Procurement of Medicines and Related Supplies (English)
- Local Government Responses to HIV/AIDS Handbook (English/French/Portuguese)
- Condom Procurement Guidelines (English/French)
- Education and HIV/AIDS : A Window of Hope (English)

Country Specific Manuals

Burkina Faso	Operational Manual
Cape Verde	Financial and Accounting Manual Operational Manual Waste Management Plan
Gambia	Operational Manual Community and Civil Society Initiatives (CCSI) manual/documents
Malawi	NAC Grants Operational Manual NAC Proposal Guidelines NAC Grant Agreement NAC Grants Facility
Uganda	Project Operational Manual

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ABBREVIATIONS AND ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
ARV	Anti-RetroViral
ART	Anti-Retroviral Therapy
CBO	Community Based Organization
CDD	Community Driven Development
CSO	Civil Society Organization
CSW	Commercial Sex Worker
DFID	Department for International Development - UK
EU	European Union
FBO	Faith Based Organization
FMA	Financial Management Agent
FMR	Financial Monitoring Report
FMS	Financial Management Systems
GFATM	Global Fund to fight HIV/AIDS, Tuberculosis and Malaria
GOM	Generic Operations Manual
HBC	Home-Based Care
HIV	Human Immunodeficiency Virus
ICB	International Competitive Bidding
IDA	International Development Association
IEC	Information, Education, and Communication
M&E	Monitoring and Evaluation
MAP	Multi-Country HIV/AIDS Program for Africa
MOH	Ministry of Health
MOU	Memorandum of Understanding
MTCT	Mother-to-Child Transmission
NAC	National AIDS Commission
NAS	National AIDS Secreteriat
NCB	National Competitive Bidding
NGO	Non-Governmental Organization
OI	Opportunistic Infection
PLWHA	People Living With HIV/AIDS
PMTCT/PMTCT+	Prevention of Mother To Child Transmission and Family Support
PMU	Project Management Unit
STD/STI	Sexually Transmitted Disease/Sexually Transmitted Infection
TB	Tuberculosis
TOR	Terms of Reference
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Program
UNECA	United Nations Economic Commission for Africa
UNGASS	United Nations General Assembly Special Session on HIV/AIDS
UNICEF	United Nations Children's' Fund
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
VCT	Voluntary Counseling and Testing
WFP	World Food Program
WHO	World Health Organization