

NATIONAL AIDS PROGRAMME MANAGEMENT

MODULE 7 MANAGING THE AIDS PROGRAMME



**World Health
Organization**

Regional Office for South-East Asia

National AIDS Programme Management

A Training Course

Module 7

Managing the AIDS programme

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Managing the AIDS programme

LEARNING OBJECTIVES

After completing this module, participants will be able:

1. To describe the attributes and skills required for management of the AIDS programme and identify areas for professional development.
2. To outline strategies for strengthening leadership, advice and support for the AIDS programme from others.
3. To outline strategies for strengthening and supporting multisectoral partnerships.
4. To describe the elements that support good governance of the AIDS programme.
5. To develop strategies for managing crises and emerging issues.
6. To identify strategies for mobilizing and coordinating internal and external resources for the AIDS programme.

INTRODUCTION

National AIDS programmes have become increasingly complex over the past ten years and the role of the programme manager has expanded to accommodate this complexity. The complexity of this role varies from country to country, and is somewhat easier in countries with larger AIDS programmes, in which roles are distributed across a multidisciplinary team.

This module focuses on the skills and attributes required for management of an AIDS programme and on the strategies that can be put in place to improve internal management of the programme and the external environment. It complements Module 8, which discusses the management and support systems that maximize the efficiency and effectiveness of the programme. It also upholds the “Three Ones principles” that have been adapted by governments, all major international donors and UNAIDS co-sponsors in order to ensure a harmonized, coordinated and, above all, a country-owned and country-led response to the epidemic.

Three Ones principles

- One agreed HIV action framework
- One National HIV Coordinating Authority with a broad-based multisectoral mandate
- One agreed HIV country-level M&E system

This is not a skills-building module, but assists participants to identify areas for skills building and programme strengthening.

OBJECTIVE 1: To describe the attributes and skills required for management of the AIDS programme and identify areas for professional development

What makes a good manager? To some extent, the answer depends on whom you ask. Those being led might say that a good manager is someone who respects them, includes them in decisions, is fair, supports them, and helps them to carry out their jobs. Someone in authority might say that a good manager is someone who is tough, gets the job done and delivers the required outcomes. Leadership is probably therefore not a single quality, but a collection of attributes that allows the person to respond to the range of challenges posed by the programme.

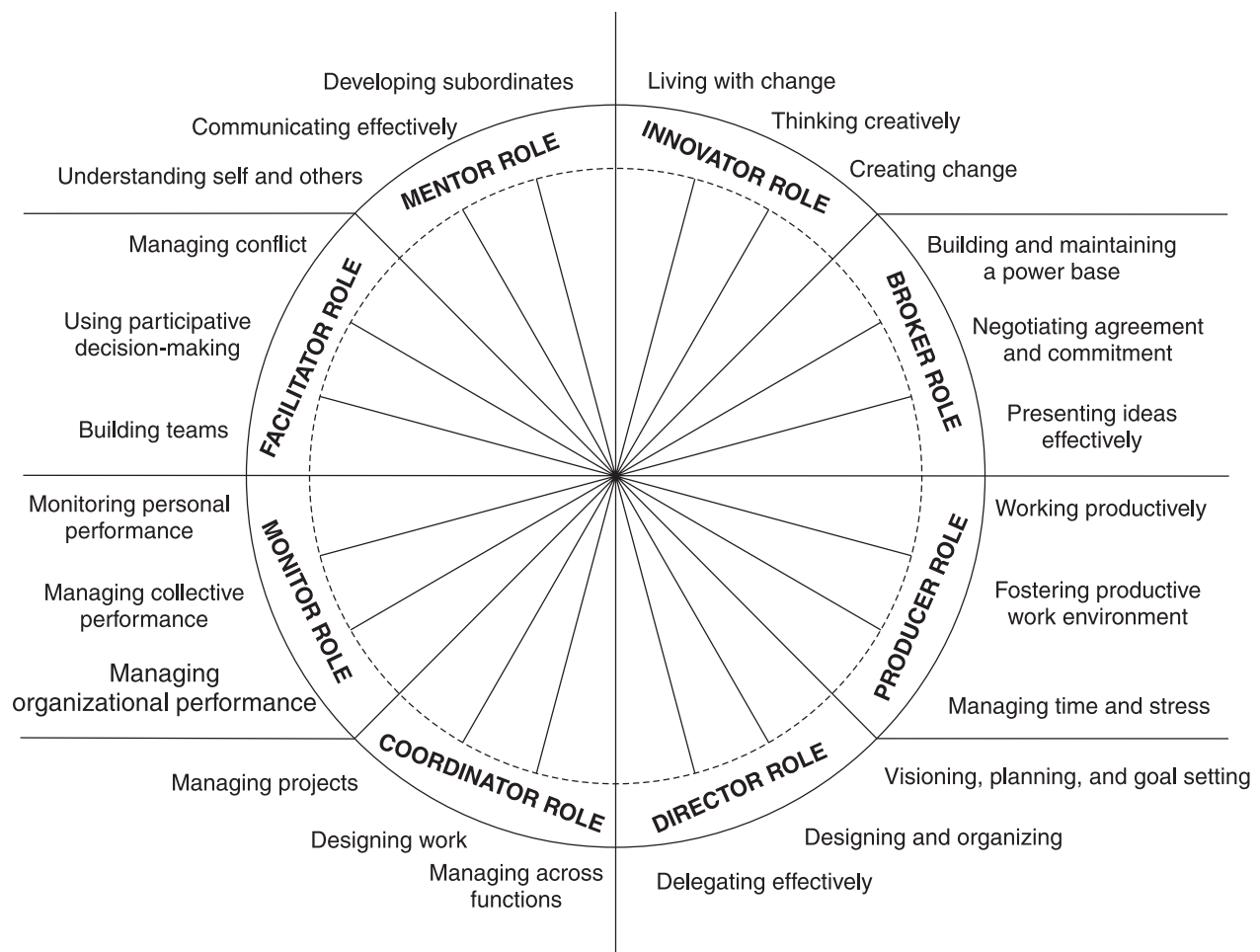
AIDS programmes operate in a dynamic environment that presents some particular challenges for the managers:

- They deal with some controversial and sensitive areas – sex, drugs, morality and culture.
- They rely on cooperation between a wide range of sectors and groups, not health alone.
- Their work involves, or has the potential to involve, large sums of money.
- They attract great interest from the media and often cause bitter debate in communities.
- Their decisions may have life-and-death consequences.
- They have to deal with a wide range of competing interests and lobby groups.
- They have to be aware of debates, nationally and internationally, about which approaches to adopt.
- In view of rapid and frequent advances in knowledge and evidence, they should be able to regularly review, reflect and change their approaches or priorities.

This dynamic environment requires a range of leadership qualities and management skills.

There are many theories of leadership and management, and many ways to describe the attributes required. One method of categorizing management describes eight roles for a manager. These are given in the diagram on the following page.

Managerial competencies



These eight roles – innovator, broker, producer, director, coordinator, monitor, facilitator and mentor – provide a useful framework for examining the skills that the AIDS programme manager needs.

EXERCISE A

(Individual work followed by individual feedback)

Look at the range of tasks set out in the diagram on page 8. Think about your skills as a manager, and the tasks that you are required to perform as an AIDS programme manager. Complete the table below describing your current strengths and how you would strengthen your capacity in new areas.

Role	Current strengths	Areas in which you would like to strengthen your capacity	How you would do this
Innovator	<ul style="list-style-type: none">– living with change– thinking creatively– creating change		
Broker	<ul style="list-style-type: none">– building and maintaining a power base– negotiating agreement and commitment– presenting ideas effectively		
Producer	<ul style="list-style-type: none">– working productively– fostering a productive work environment– managing time and stress		

EXERCISE A (cont.)

Role	Current strengths	Areas in which you would like to strengthen your capacity	How you would do this
Director <ul style="list-style-type: none"> – visioning, planning and goal-setting – designing and organizing – delegating effectively 			
Coordinator <ul style="list-style-type: none"> – managing projects – designing work – managing across functions 			
Monitor <ul style="list-style-type: none"> – monitoring personal performance – managing collective performance – managing organizational performance 			
Facilitator <ul style="list-style-type: none"> – managing conflict – using participatory decision-making – building teams 			
Mentor <ul style="list-style-type: none"> – developing subordinate skills – communicating effectively – understanding self and others 			
Other skill areas or roles			

Discuss with your facilitator if you would like assistance or advice.

OBJECTIVE 2: To outline strategies for strengthening leadership, advice and support for the AIDS programme from others

The AIDS programme requires leadership and support from a range of people, including senior politicians, senior government officials, community leaders and religious leaders. This is because the success of the programme depends on cooperation across a range of sectors, government departments and at various levels of government.

National AIDS programmes raise sensitive issues and advocate approaches that some people within society may find difficult to comprehend or accept. They target populations that are marginalized within most societies – sex workers, drug users and men who have sex with men (MSM) – and they take a pragmatic approach to minimizing harm within these populations and from these populations to other groups. AIDS programmes may attract criticism from a range of people, who believe that these marginalized populations pose a threat to the health and development of the nation and its culture. In resource-poor settings, these programmes may also be criticized for their exceptional or special nature and for making demands on resources that could be used for overall development.

AIDS programmes require support from a high level of leadership if they are to succeed. AIDS programme managers have a role in fostering this leadership and support.

IDENTIFYING LEADERS

One way to build support for the programme is to identify people from a range of sectors who can provide support and leadership, and invest time and resources in helping them to find ways to provide leadership within their individual sectors.

Following are some of the strategies that can assist in fostering this leadership.

- Providing key people with regular briefings on emerging issues, so that they know what messages to deliver.
- Helping them to organize leadership briefings within their sector, bringing people together to discuss various aspects of the AIDS programme and the rationale for the approaches being taken.
- Providing them, or their institutions, with resources or technical assistance to prepare briefing materials for other leaders within their sector.

- Encouraging them to join advisory committees so that they can interact with other people involved in the programme.
- Sending them on field visits or study tours so that they can better understand the effect of the current approaches to the HIV epidemic in other settings.

WORKING WITH CRITICS

The programme should also engage with its critics. It is useful to focus on key people who are critical of the AIDS programme and work with them to identify the nature of their objection to the programme and ways by which they may be able to better support the programme's goals. This is not always easy and depends on the nature of their objection. If they are critical because they do not fully understand the rationale and evidence of certain approaches, this can be remedied by providing the relevant information and by allowing them to experience first-hand the impact of the programme's work.

Obviously, not all critics can be harnessed as future leaders or supporters of the programme, but it is important to try to work with people to bring them to a point where they understand the work more clearly. The skills and position that make them powerful critics can sometimes be harnessed to support the programme.

MANAGING "UP"

One of the most important ways that the AIDS programme can inspire leadership is to provide senior politicians and senior government officials with the information that they need to provide leadership for the programme. It is often effective to have the Minister of Health, or the Prime Minister speak out positively about AIDS.

It usually requires a high level of judgement and diplomacy, but can be a very powerful way to build and strengthen leadership for the programme.

BUILDING SUPPORT ACROSS ALL POLITICAL PARTIES

Leaders and governments come and go. It is important to put strategies in place to ensure that leadership continues even if there are changes in the government or key ministers. In some countries, the existence of a Parliamentary Committee on AIDS has provided some stability for the programme. Leaders from all political parties are provided with briefing materials and the opportunity to engage with the work of the programme. This can, in some instances, reduce criticism of the government's approach and prepare future leaders for their role in overseeing the programme. Different parliaments have

different committee structures. Putting AIDS on the agenda of relevant committees can be a good way to strengthen the programme.

Managing advice to the programme is a critical part of programme management. There are several advantages in having a set of advisory committees to the programme.

- It brings expertise to the programme from a range of sectors and fields.
- It can support the staff of the programme – they can say that the approaches they want to take are not just their own views, but the views of a panel of experts.
- It can provide some protection for politicians if they are criticized for adopting controversial approaches – they can attribute responsibility for the approach to their panel of experts.
- It can silence some critics – involving them in advisory committees means that they support the decisions of the committee to some extent, unless they formally dissent.
- It promotes participation and transparency.
- It can streamline decision-making – the minister responsible can delegate some decision-making to the committee, avoiding lengthy bureaucratic processes.

Advisory structures are a way of managing a diverse set of contradictory inputs to the programme.

There are several strategies that the programme can put in place to get the most out of its advisory structures.

- Do not have too many committees. Work out what resources you have before you set up committees. Some, such as the surveillance and data committee, might need to be standing committees (running continuously) while others may be ad hoc (running for a limited time).
- Maintain an agenda and good records. Make sure that minutes are circulated between meetings for correction and approval. Keep a running sheet of decisions and actions.
- Provide the committee with good information in advance of meetings. Circulate the agenda and papers in advance. It is important for people to have time to think and consult with others before coming to the meetings.
- Manage the agenda, or at least manage the Chair. Prepare an agenda that is in line with the strategic plan and focuses on the needs of the programme. Brief the Chairperson before the meeting so that she/he can conduct the meeting according to a focused agenda.
- Orientate new committee members about the committee, programme and workplan before their first meeting.

EXERCISE B

(Country group work followed by intercountry group discussion)

In country groups, discuss advice to your national programme by answering the questions below:

1. How does your programme usually receive advice from others?
2. Draw the organogramme of the national AIDS programme in your country, with linkages to advisory committees and various sectors. What is the composition of these committees?
3. How often do they meet?

4. Identify strategies for improving this system or for filling in gaps in advice.

Inform your facilitator when you are ready for intercountry group discussions.

OBJECTIVE 3: To outline strategies for strengthening and supporting multisectoral partnerships

It is clear that AIDS programmes require the cooperation of a range of sectors, government departments and levels of government. This is not always easy to achieve and requires investment of time and resources.

There are several strategies that can be used to strengthen partnerships between sectors and groups.

1. Have a national AIDS policy and strategy in place that refers to the need for partnership. Including all sectors in the preparation of the national policy and strategy establishes them as partners and is more likely to ensure their ongoing participation.
2. Set out what is expected from each partner. It is important to specify who needs to be involved and what contribution they can make to the partnership. It is also important to provide partners and other stakeholders with a clear sense of how the various sectors will work together to achieve HIV prevention and care outcomes. Multisectoral partnership is an attempt to acknowledge that the needs of people at risk for and those with HIV infection cut across a number of sectors and are better addressed if these sectors work in collaboration.
3. Pay attention to issues of power. Not all partners are equal. However, try to make sure that partners can participate effectively by ensuring that they have the resources and authority to participate.
4. Foster leadership within each sector. Use the strategies outlined in the previous section to promote leadership within each sector.
5. Foster participation and open communication. Find ways to promote discussion and communication across the partnership.

OBJECTIVE 4: To describe the elements that support good governance of the AIDS programme

The AIDS programme is strengthened by good governance. The UNDP South-East Asia Development Programme has set out the elements of good governance for AIDS programmes. These are:

- Participation of groups and sectors in decision-making, policy and programme development, monitoring and evaluation.
- Justice with freedom from corruption and effective mechanisms for complaints and conflict resolution.
- Transparency in the workings of the programme.
- Consensus building on approaches and policies among people.
- Equity in internal and external processes including recruitment of staff, awarding of contracts, major decisions, participation of women, and access to education, health services and other programmes, and opportunities.
- Effectiveness and efficiency in the use of its resources.
- Accountability of the programme to all stakeholders with transparent financial processes.
- Strategic vision in the work of the programme.

OBJECTIVE 5: To develop strategies for managing crises and emerging issues

There are frequent crises and emerging issues to be dealt with in the response to HIV and AIDS. It is not always possible to avoid these, but it is possible to plan so that their destabilizing effect on the programme can be minimized.

Crisis management is a matter of judgement and experience. A potential crisis can be averted by early and careful intervention, and ignoring it makes it much worse.

Here are some strategies that may assist in crisis management.

1. The best way to manage a crisis is not to have it in the first place. Planning, tracking developing situations and intervening early are good ways to avoid crises. Prepare carefully for events like the launch of new surveillance data or research findings, a change in programme approach or a controversial safer sex initiative.
2. The worst way to manage a crisis is to not manage it at all. There will be occasional crises in AIDS programmes, so plan ahead and talk within your team about how crises will be managed.
3. Have good policies in place on key issues. Put in place a proactive process for developing policy and guidelines on key issues such as the management of people who knowingly put others at risk for HIV; consent and confidentiality in HIV counselling and testing; HIV, migration and immigration; access to antiretroviral therapy (ART); and condom promotion.
4. Have good internal and external communication systems in place. Keep communicating as you manage the crisis so that different parts of the organization do not contradict each other. Make sure that you have a good internal filing system so that you can easily access the records and other documents you may need to assist you in responding.
5. Work proactively with the media. Important measures for getting cooperation from the media include:
 - Hold media workshops to familiarize key journalists with HIV and AIDS issues and increase their knowledge.
 - Have a set of fact sheets available on key issues, so that when journalists call about a story, you can provide them with accurate information.
 - Prepare press releases that transmit the message you want with clarity and in the language you prefer, rather than leaving it to the journalist to write their own story.

- Interpret information and data for the media – do not leave the interpretation of data up to them. When you release figures, explain what they mean, and not merely state what they are.
6. Maintain strong external relationships with key individuals and agencies. Seek out critics of the programme and work to bring them around. Invest time in keeping the external relationships strong and healthy, including those with nongovernmental organizations (NGOs) and people living with HIV/AIDS (PLHA).

OBJECTIVE 6: To identify strategies for mobilizing and coordinating internal and external resources for the AIDS programme

The resources utilized for the national response to AIDS come from a wide range of internal and external sources. Some are financial, such as budget allocations, donor assistance for specific projects and donor support to government budgets. Others are non-financial, such as external technical assistance, the donation of goods and equipment, and the integration of AIDS initiatives into existing national programmes. Coordinating the mobilization and application of these resources is a complex task.

EXTERNAL RESOURCES

There has been considerable debate about the most appropriate role for national AIDS programmes in the management or coordination of external resources. Some argue that all external resources for AIDS should be managed by the national programme and come through the programme. Others argue that this is too bureaucratically cumbersome and that the national programme should have a coordinating role only. They argue that the national programme should include decisions about how external resources are used, but not be responsible for managing the resources.

Whatever level of control or coordination the national programme has over external resources, the key to the strategic application of these resources is the national strategy. A country which has a national AIDS strategy that clearly sets out its priorities, the approaches it wants to take and the measures for dealing with current gaps in implementation is in a better position to work constructively with government and nongovernment donors on the use of external resources.

Here are some strategies that can assist the national programme to make better strategic use of external resources.

- Keep the national strategy and implementation plan updated and use it in negotiating with donors.
- Develop strategies for the Global Fund Country Coordinating Mechanism (CCM) and the National AIDS Committee to work together, with the National Strategy as the key guiding document.
- Develop a “Capacity Development Plan” that sets out priorities for external technical assistance, and use this while negotiating with donors and international organizations.

- Establish consultation guidelines for the design of externally funded AIDS projects, and memoranda of understanding (MoUs) for their implementation.
- Develop a clear and accountable financial management system for the programme and guidelines for recipients of financial grants (see Module 8).
- Develop a system for documenting and tracking the external resources used for AIDS projects and programmes.
- Facilitate regular meetings between the programme and donors, international organizations and major projects and programmes, to reduce duplication and increase collaboration, information-sharing and resource-sharing.
- Work with donors and other agencies to streamline and harmonize reporting requirements (see Module 9).
- Establish a system for coordinating the donation of equipment and goods, so that the most appropriate equipment is donated and used in the most appropriate setting.

INTERNAL RESOURCES

In many countries governments are increasing the contribution of internal resources to the AIDS response, directly by establishing a national AIDS budget allocation and indirectly by including AIDS initiatives in existing programmes.

Here are some strategies that may assist in mobilizing internal resources.

- Work with the national Department of Finance, Ministry of Health and other relevant ministries to understand the process for establishing a national AIDS budget.
- Include costing and budgets in the national AIDS strategy and implementation plans.
- Develop a system for recording and tracking AIDS allocations made in government departmental budgets.
- Assist government departments to identify opportunities for including HIV interventions in their current programmes, or to adjust current programmes so that they have improved HIV prevention and care outcomes. This could mean lobbying for the inclusion of PLHA in poverty alleviation programmes, and social support and housing programmes. It could also include lobbying for inclusion of groups such as sex workers in women's development programmes; for example, funding for self-help groups and micro-finance projects.
- Establish and maintain effective and accountable internal financial management systems (see Module 8).

The internal resources within a country that can assist the programme to achieve its goals are not always financial. Resources of knowledge, expertise and time that may be available with communities and organizations can be mobilized to support the response to AIDS.

EXERCISE C

(Country group work followed by intercountry group discussion)

In country groups, set out the current sources of financial support and coordination mechanisms for the AIDS programme and national response.

1. What are the major current sources of internal and external financial support for the national AIDS response?

2. Complete the following table:

Area	Current coordination mechanism	Opportunities for strengthening
Coordinating financial inputs to the programme – government budgets, Global Fund, donor funds, etc.		
Developing new projects and programmes – by donors, government departments, etc.		
External technical assistance – from international organizations, consultants, etc.		

Inform your facilitator when you are ready for intercountry group discussions.

RESOURCES

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2. *Introducing governance into HIV/AIDS programmes*. UNDP SE Asia, 2002.
3. Working with the mass media – Annexe A in *Guidelines for effective use of data from HIV surveillance systems*. WHO, 2004.



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