

MOPAN ASSESSMENT REPORT

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# UNAIDS Secretariat

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PART II  
Technical and Statistical  
Annex

 MOPAN

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2021-22

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## EXPLANATORY NOTE

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The Multilateral Organisation Performance Assessment Network (MOPAN) is the only collective action mechanism that meets member countries' information needs regarding the performance of multilateral organisations (MOs). Through its institutional assessment reports, MOPAN provides comprehensive, independent and credible performance information to inform members' engagement and accountability mechanisms.

MOPAN's assessment reports tell the story of the MO and its performance. Through detailing the major findings and conclusions of the assessment as well as the MO's performance journey, strengths, and areas for attention, the reports support members' decision-making regarding MOs and the wider multilateral system.

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## ABBREVIATIONS AND ACRONYMS

<b>AIDS</b>	Acquired Immune Deficiency Syndrome	<b>QCPR</b>	Quadrennial Comprehensive Policy Review
<b>CCO</b>	Committee of Cosponsoring Organizations	<b>RST</b>	Regional Support Team
<b>ECOSOC</b>	United Nations Economic and Social Council	<b>SDG</b>	Sustainable Development Goal
<b>GEM</b>	United Nations Gender Equality Marker	<b>SEA</b>	Sexual exploitation and abuse
<b>Global Fund</b>	Global Fund to Fight AIDS, Tuberculosis and Malaria	<b>SH</b>	Sexual harassment
<b>HIV</b>	Human Immunodeficiency Virus	<b>TSM</b>	Technical Support Mechanism
<b>HQ</b>	Headquarters	<b>UBRAF</b>	Unified Budget, Results and Accountability Framework
<b>HR</b>	Human resources	<b>UN</b>	United Nations
<b>ILO</b>	International Labour Organization	<b>UNAIDS</b>	Joint United Nations Programme on HIV/AIDS [Joint Programme]
<b>IOS</b>	Office of Internal Oversight Services (WHO)	<b>UNDP</b>	United Nations Development Programme
<b>JPMS</b>	Joint Programme Management System	<b>UNFPA</b>	United Nations Population Fund
<b>JUNTA</b>	Joint United Nations Team on AIDS	<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>KPI</b>	Key Performance Indicator	<b>UNICEF</b>	United Nations Children's Fund
<b>MI</b>	Micro-indicator	<b>UNODC</b>	United Nations Office for Drugs and Crime
<b>MO</b>	Multilateral organisation	<b>UN-SWAP</b>	UN System-wide Action Plan on Gender Equality and the Empowerment of Women
<b>MOPAN</b>	Multilateral Organisation Performance Assessment Network	<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>MOU</b>	Memorandum of Understanding	<b>US</b>	United States
<b>OECD</b>	Organisation for Economic Co-operation and Development	<b>USD</b>	US Dollars
<b>PCB</b>	Programme Coordinating Board	<b>WB</b>	World Bank
<b>PEPFAR</b>	President's Emergency Plan for AIDS Relief (United States)	<b>WFP</b>	World Food Programme
<b>PSEA</b>	Protection from sexual exploitation and abuse	<b>WHO</b>	World Health Organization
<b>PSEAH</b>	Protection from sexual exploitation, abuse and harassment		

## PART II

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# Technical and Statistical Annex

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Part II: Technical and Statistical Annex provides the background to the key findings and scores presented in the first part of the report. It starts by outlining the underlying analysis of each score by key performance indicators (KPI), micro-indicators (MI) and elements. It then lists the documents used as evidence for analyses and scores. Lastly, it provides information about the survey methodology, response rates and summarises the results of the external partner survey that fed into the assessment.

## ANNEX A – PERFORMANCE ANALYSIS

### INTRODUCTION: FRAMEWORK, SCOPE AND TIME FRAME

This MOPAN assessment of the UNAIDS Secretariat uses an adapted version of the standard approach<sup>1</sup> that takes both a backward-looking and a forward-looking perspective. This contrasts with the purely retrospective approach usually taken in MOPAN assessments. The framework has been adapted in response to the changes UNAIDS has undergone since 2021 and the introduction of the new Global AIDS Strategy 2021-26.

The objective of the change is twofold: in the **backward-looking component**, to ask whether MOPAN findings from 2015-16 have been successfully addressed and capitalised upon; and in **the forward-looking component**, to assess how well the UNAIDS Secretariat is set up and organised with a view to performing its assigned functions, i.e. to what extent it is fit for purpose.

Across both the backward-looking and the forward-looking components, the focus of the UNAIDS assessment is on the UNAIDS Secretariat (aka ‘global centre’), i.e. not the broader UN Joint Programme of Cosponsors or UNAIDS regional and country offices. The assessment team identified relevant micro-indicators (MIs) from the MOPAN indicator framework to ensure a robust assessment of both the backward-looking and forward-looking components. The purpose of Annex A is to present detailed analysis against the adapted framework.

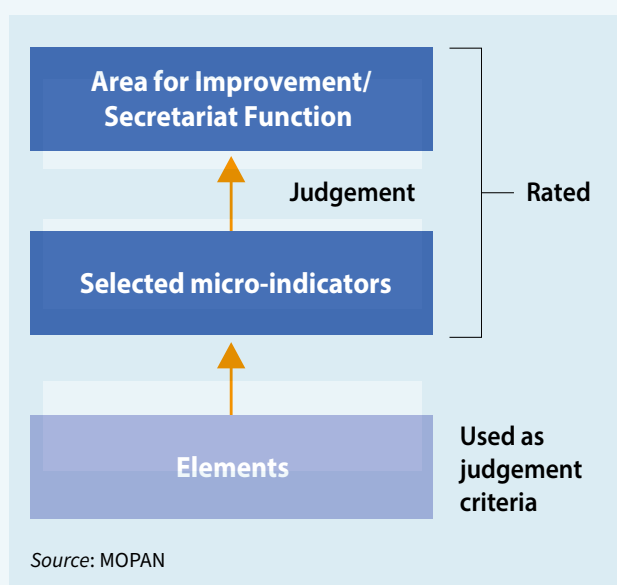
The methodology for this analysis and the rationale for the ratings system employed are explained in Section 2. Section 3 gives a summary of the backward-looking assessment and then presents an analysis of UNAIDS’ performance against each area for attention. Section 4 contains a summary of the forward-looking assessment and then presents an analysis of UNAIDS’ performance against each Secretariat function.

### METHODOLOGY FOR RATING

Since cross-organisational comparison will not be a priority of this UNAIDS assessment, and since it has an important ‘advisory’ angle instead, the focus is on *qualitative* assessment supported by *qualitative* ratings, underpinned by a narrative built on judgement criteria *but not scores*. The ratings have also been reworded to reflect this perspective. Rating colours are modified to a neutral colour gradient as it may not be appropriate to use the standard MOPAN traffic light colours.

Elements adapted from the MOPAN assessment framework are used as judgement criteria/lines of inquiry to inform the status of their respective MIs. These judgement criteria inform the extent to which a given aspect has been addressed/achieved. Existing MOPAN MIs from key performance indicators (KPIs) 1-8 have been purposely selected for relevance to each of the five areas for attention in the backward-looking component and the

FIGURE 1: MOPAN RATING APPROACH FOR UNAIDS 2022/23



1. [https://www.mopanonline.org/ourwork/themopanapproach/MOPAN\\_3.1\\_Methodology.pdf](https://www.mopanonline.org/ourwork/themopanapproach/MOPAN_3.1_Methodology.pdf)



five UNAIDS Secretariat functions in the forward-looking component. MIs from KPIs 9-12 (results) are excluded, as ‘results’ are not assessed.

At a higher level, the five areas for attention and the five Secretariat functions are also subjected to qualitative analysis based on the assessments of their constituent MIs, and conclusions are drawn from this. Figure 1 summarises this upward flow of assessment.

No analysis will be made at KPI level, because not all MIs within a given KPI are applied; analysis at the KPI level would therefore produce an incomplete picture.

FIGURE 2: RATING CATEGORIES APPLIED

Standard MOPAN assessment	UNAIDS Secretariat assessment	
	Backward-looking	Forward-looking
Highly satisfactory	Successfully addressed and capitalised upon	Highly satisfactory
Satisfactory	Largely addressed	Satisfactory
Unsatisfactory	Partially addressed	Unsatisfactory
Highly unsatisfactory	Not addressed	Highly unsatisfactory

## LIMITATIONS

Several methodological limitations were identified during the assessment:

- Although we are confident that the documents reviewed for this assessment give a broadly adequate picture, it is worth noting that we had to limit ourselves to just over 200 documents.
- Although the response rate of the online survey was reasonable (26.3%), with 290 respondents, there is significant overlap between respondent groups. Aggregated response rates may hide variance between sub-groups.
- Both in key informant interviews and in the survey, there was some confusion between the UNAIDS Secretariat, the UNAIDS Joint Programme and UNAIDS country offices in the responses. Careful triangulation was therefore required when interpreting responses.
- The backward-looking component required key informants to reflect on how UNAIDS had addressed various aspects of organisational effectiveness. However, in most instances the key informants offered limited insight into the backward aspects and quickly alluded to the present. It is also important to note that most aspects in the backward-looking component can be ascertained by documented evidence that reflects whether the required changes took place or not. The backward-looking component therefore relies more on documentary evidence.

PERFORMANCE AT A GLANCE

FIGURE 3: BACKWARD-LOOKING ASSESSMENT

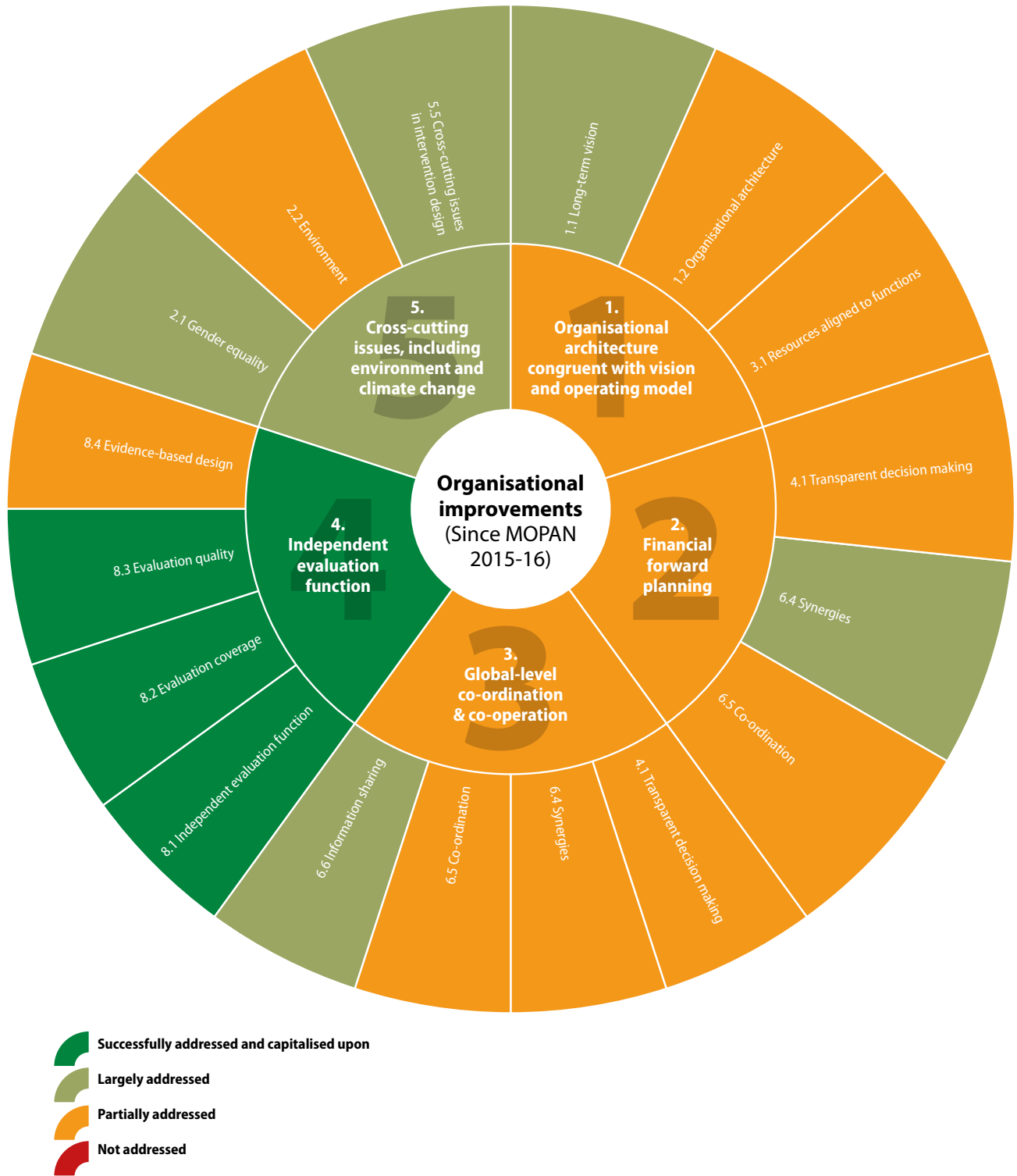
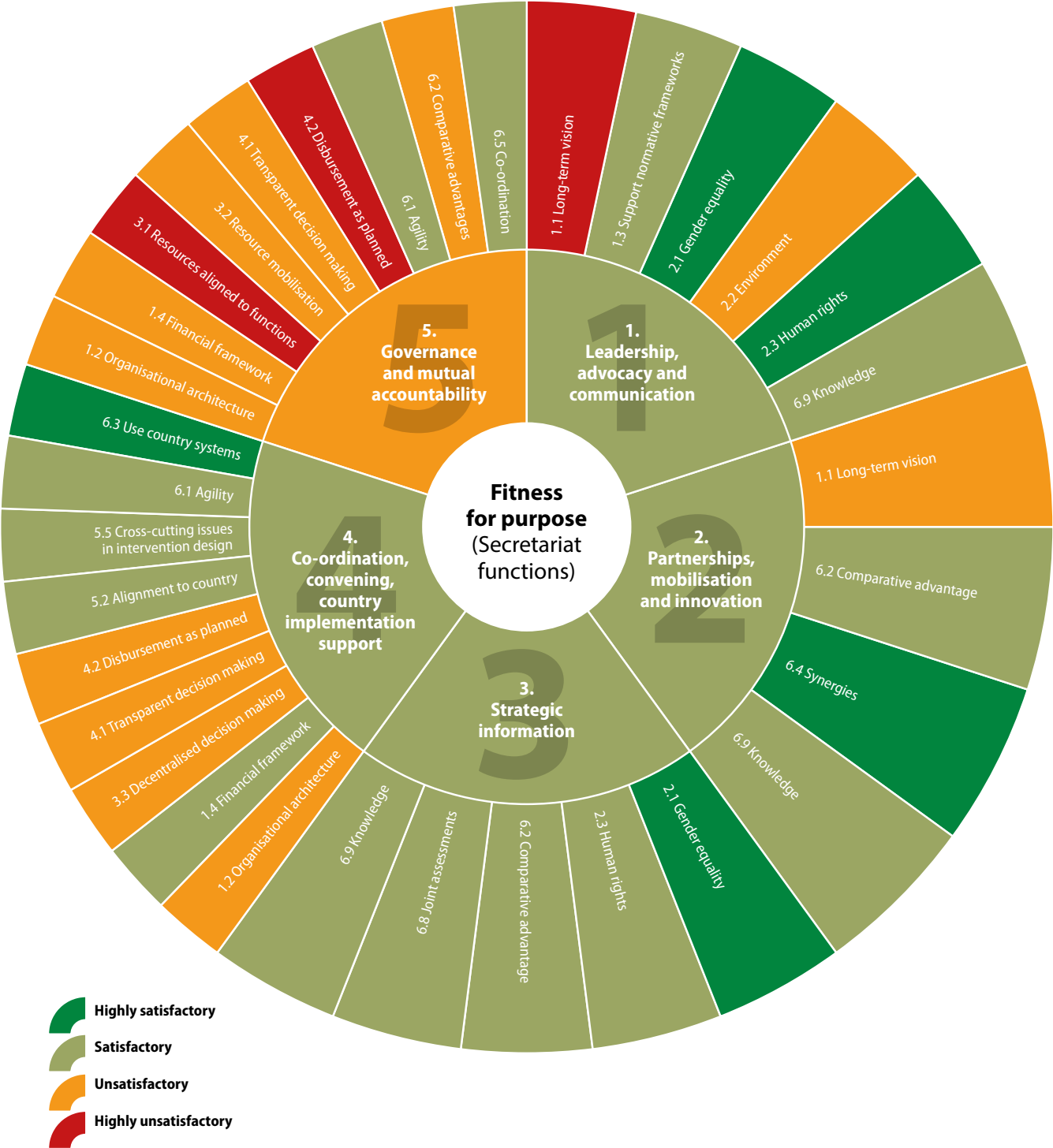


FIGURE 4: FORWARD-LOOKING ASSESSMENT



## BACKWARD-LOOKING ASSESSMENT

The backward-looking component assesses the extent to which the areas for attention suggested in the MOPAN Assessment 2015-16 have been successfully addressed and capitalised upon. This part of the assessment covers the period from the previous MOPAN assessment to the adoption of the Global AIDS Strategy 2021-26 (2016 to March 2021).

The areas for attention and their explanation, provided in the UNAIDS MOPAN Assessment 2015-16, are as follows:

- 1. Congruence of organisational architecture with vision and operating model:** UNAIDS has work to do in ensuring that its organisational architecture is congruent with its vision and operating model and that cross-cutting issues are integrated consistently. UNAIDS needs to address issues relating to staffing and decision making, ensuring there is a collective approach to implementation and mutual accountability for results.
- 2. Improve (financial) forward planning:** UNAIDS is operating in a difficult financial context and has experienced a reduction in the number of multi-year funding commitments, putting at risk its ability to implement the Unified Budget, Results and Accountability Framework (UBRAF). Although efforts have been made to diversify financial resources, UNAIDS should improve forward planning and explore engagement with the Cosponsors in joint planning and joint resource mobilisation.
- 3. Global co-operation and co-ordination:** Co-operation and co-ordination have been strong at the country level and the global level with member states and global partners. However, although there have been efforts to improve mutual accountability, Cosponsors increasingly perceived lack of transparency in decision making at the global/highest level.
- 4. Evaluation:** The absence of evaluations or more analytical data in programmatic decision making of UNAIDS programmes and approaches means that there is limited evidence of UNAIDS' contributions to relevant, inclusive and sustainable results. This area needs to be addressed urgently.
- 5. Integration of environmental sustainability and climate change:** UNAIDS needs to integrate environmental sustainability and climate change into its strategy and corporate objectives and put guidance and mechanisms into place to ensure consistent progress against cross-cutting issues at all levels.

## SUMMARY OF RATINGS BY AREA FOR ATTENTION

<b>MOPAN Indicators (from MOPAN 3.1 framework)</b>	<b>Rating</b>
<b>1. Organisational architecture, and ensuring this is congruent with its vision and operating model</b>	<b>Partially addressed</b>
MI 1.1. Strategic plan and intended results based on a clear long-term vision and analysis of comparative advantage in the context of the 2030 Sustainable Development Agenda	Largely addressed
MI 1.2. Organisational architecture congruent with a clear long-term vision and associated operating model	Partially addressed
MI 3.1. Organisational structures and staffing ensure that human and financial resources are constantly aligned and adjusted to key functions	Partially addressed
<b>2. Financial resources, including improved forward planning and engagement with Cosponsors for joint resource mobilisation (as part of the Joint Programme)</b>	<b>Partially addressed</b>
MI 6.1. Planning, programming and approval procedures make partnerships more agile when conditions change	Partially addressed
MI 6.4. Strategies or designs identify synergies with development partners to encourage leverage/ catalytic use of resources and avoid fragmentation in relation to the 2030 Sustainable Development Agenda implementation	Largely addressed
MI 6.5. Key business practices (planning, design, implementation, monitoring and reporting) co-ordinated with other relevant partners	Partially addressed
<b>3. Global-level co-ordination and co-operation, including transparency in decision making at the highest level (global partners and Cosponsors)</b>	<b>Partially addressed</b>
MI 4.1. Transparent decision-making [ <i>sic</i> ] for resource allocation, consistent with strategic priorities over time (adaptability)	Partially addressed
MI 6.4. Strategies or designs identify synergies with development partners to encourage leverage/ catalytic use of resources and avoid fragmentation in relation to the 2030 Sustainable Development Agenda implementation	Partially addressed
MI 6.5. Key business practices (planning, design, implementation, monitoring and reporting) co-ordinated with other relevant partners	Partially addressed
MI 6.6. Key information (analysis, budgeting, management, results, etc.) shared with strategic/ implementation partners on an on-going [ <i>sic</i> ] basis	Largely addressed
<b>4. Evidence of effectiveness and impact through evaluative or more analytical data than currently exists</b>	<b>Successfully addressed and capitalised upon</b>
MI 8.1. A corporate independent evaluation function exists	Successfully addressed and capitalised upon
MI 8.2. Consistent, independent evaluation of results (coverage)	Successfully addressed and capitalised upon
MI 8.3. Systems applied to ensure the quality of evaluations	Successfully addressed and capitalised upon
MI 8.4. Mandatory demonstration of the evidence base to design new interventions	Partially addressed
<b>5. Cross-cutting issues, including clear guidance and systems, plus integrating environmental sustainability and climate change</b>	<b>Largely addressed</b>
MI 2.1. Corporate/sectoral and country strategies respond to and/or reflect the intended results of normative frameworks for gender equality and women's empowerment	Largely addressed
MI 2.2. Corporate/sectoral and country strategies respond to and/or reflect the intended results of normative frameworks for environmental sustainability and climate change	Partially addressed
MI 5.5. Intervention designs include an analysis of cross-cutting issues (as defined in KPI 2)	Largely addressed

## ANALYSIS AND ASSESSMENT PER AREA FOR ATTENTION

### 3.2.1. Area for attention 1: Organisational architecture, and ensuring this is congruent with its vision and operating model

**MOPAN finding (2015-16): “Congruence of organisational architecture with vision and operating model:** UNAIDS has work to do in ensuring that its organisational architecture is congruent with its vision and operating model and that cross-cutting issues are integrated consistently. UNAIDS needs to address issues relating to staffing and decision making, ensuring there is a collective approach to implementation and mutual accountability for results.”

<b>Organisational architecture, and ensuring this is congruent with its vision and operating model</b>	
<b>Overall rating</b>	<b>Partially addressed</b>
<b>Area for attention – analysis</b>	
(Note: the analysis also includes elements 2.1.2 and 2.2.2, relating to cross-cutting issues.)	
<p><b>The UNAIDS Secretariat’s organisational architecture was not found to be congruent with the operating model.</b> Even though the UNAIDS Strategy 2016-21 was based on the long-term vision of ending AIDS as a public health threat by 2030 and includes analysis of comparative advantages of the Cosponsors, the working relationship between the Cosponsors and the Secretariat remained constrained, and this negatively impacted the close collaboration required by the Strategy and UNAIDS Division of Labour between the Secretariat and Cosponsors. This also affected mutual accountability for results.</p> <p><b>The ongoing challenges to collaboration between the Secretariat and Cosponsors suggest that the UNAIDS Secretariat was not able to address the tensions with Cosponsors.</b> Although external factors such as ongoing resource constraints also weakened relations between the Secretariat and the Cosponsors, both the Cosponsors and the Secretariat need to revolve issues in order to strengthen joined-up working of Cosponsors and the Secretariat for the success of the Joint Programme and implementation of the Strategy.</p> <p><b>The UNAIDS Secretariat ensured integration of gender-responsive actions consistently across all aspects of the Secretariat’s operations, although there is no stand-alone gender policy. However, environmental sustainability and climate change were not adequately integrated.</b> The UNAIDS Secretariat integrated gender quality perspectives in strategic planning, budgeting, evaluation processes and human resources development through implementing gender equality markers, complying with UN System-Wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP) indicators and the use of tools such as the Gender Assessment Tool (GAT) and the Gender Equality Marker<sup>1</sup> (GEM). However, no indicators or targets related to environmental sustainability and/or climate change were found in UNAIDS’ strategies, which has raised concerns among stakeholders.</p> <p><b>The UNAIDS Secretariat demonstrated an open and proactive approach to addressing staffing issues noted in the 2018 Staff Association Report – including transparency in recruitment, mobility, and promotions – and to ensuring alignment of human and financial resources to key functions.</b> Creation of a Management Action Plan in 2019 and its implementation shows progress towards improving organisational culture and accountability of the staff.</p>	
<b>MI 1.1. Strategic plan and intended results based on a clear long-term vision and analysis of comparative advantage in the context of the 2030 Sustainable Development Agenda</b>	
<b>MI rating</b>	<b>Largely addressed</b>
1.1.1. A publicly available strategic plan (or equivalent) contains a long-term vision.	
1.1.2. The vision is based on a clear analysis and articulation of comparative advantage.	
1.1.3. The strategic plan operationalises the vision, including defining intended results.	

1. The GEM is a resource tracking mechanism based on a coding system. It is intended to measure the extent to which UNAIDS activities contribute to the promotion of gender equality and women’s empowerment. The GEM is a mandatory requirement for all UN entities under UN-SWAP. Source: UNAIDS Gender Equality Marker Guidance – Joint Plan Process 2018.

MI Analysis	Source documents
<p><b>The UNAIDS Strategy 2016-21 was based on the long-term vision of ending AIDS as a public health threat by 2030. The Strategy builds on the comparative advantage of Cosponsors and the UNAIDS Secretariat; however, evaluations found that the 2016-21 UBRAF did not fully capture the comparative advantages.</b></p> <p><b>The publicly available UNAIDS Strategy 2016-21, <i>On the Fast-Track to end AIDS</i>, and its intended results were based on the long-term vision of ending AIDS as a public health threat by 2030.</b></p> <p>The strategy was anchored in Agenda 2030 and organised around five sustainable development goals (SDGs) with the aim to ‘leave no one behind’. The Strategy outlined a set of ambitious targets to achieve the vision; these pertained to limiting new infections, enhancing access to antiretroviral therapy, eliminating stigma and discrimination, achieving 90-90-90 targets, and leaving no one behind. The 2016-21 UBRAF, being the instrument for operationalising the Strategy, translated the results into 27 high-level outputs. In the MOPAN survey undertaken for this assessment, 91.12% of respondents ‘broadly agreed’<sup>2</sup> that UNAIDS’ strategies and policies demonstrated clarity of long-term vision. Notably, 100% of both Cosponsors (25/25) and partners at other fora (12/12) also broadly agreed.</p> <p><b>The Strategy includes an analysis of comparative advantage of the Cosponsors and the Secretariat and clarifies the roles they must play to collectively achieve the intended results.</b> This is based on the strengths of the Cosponsors as well as those of the Secretariat. 85.21% of survey respondents broadly agreed that the strategic plan/results demonstrated good understanding of comparative advantage. The Strategy attempts to derive its strength from the diversity of the Cosponsors and the added value of the UNAIDS Secretariat in supporting multisectoral responses. The HIV strategies of the Cosponsors were aimed to be aligned with and guided by this Strategy. Cosponsor strategies include those that are sector-specific or population-specific. The UBRAF translates the Strategy into an actionable plan. While the <i>Independent Evaluation of the UN System Response to AIDS in 2016-2019</i> pointed out that comparative advantage is inherent to the development of joint plans of support to national AIDS responses, the 2017 Global Panel Review and a 2019 external evaluation found that the 2016-21 UBRAF did not fully capture the comparative advantages, as the roles of the Cosponsors were not clearly articulated.</p>	<p>9, 22, 27, 29, 190, 214, 215, 216</p>

<b>MI 1.2. Organisational architecture congruent with a clear long-term vision and associated operating model</b>	
<b>MI rating</b>	<b>Partially addressed</b>
1.2.1. Organisational architecture is congruent with the strategic plan.	
1.2.2. Operating model supports implementation of the strategic plan.	
1.2.3. Operating model is reviewed regularly to ensure continued relevance.	
1.2.4. Operating model allows for strong co-operation across the organisation.	
1.2.5. Operating model clearly delineates responsibilities for results.	

2. MOPAN’s online partner survey offered respondents seven possible answers – (1) strongly agree, (2) agree, (3) somewhat agree, (4) somewhat disagree, (5) disagree, (6) strongly disagree, and (0) Don’t know/no opinion. In the narrative of this assessment, for simplicity and readability we have grouped ‘strongly agree’, ‘agree’ and ‘somewhat agree’ into an aggregate ‘broadly agree’, and have aggregated the categories ‘somewhat disagree’, ‘disagree’ and ‘strongly disagree’ into ‘broadly disagree’. The disaggregated statistics on each response can be found in Annex C of the assessment.

MI Analysis	Source documents
<p><b>Although the UNAIDS Secretariat’s organisational architecture reflects the functions agreed in the UNAIDS Division of Labour (2010, and refined in 2018), it did not fully conform to the requirements of the UNAIDS Strategy 2016-21, which has a long-term vision to end AIDS as a public health threat by 2030. The Strategy and the Division of Labour required close collaboration between the Secretariat and Cosponsors. However, the UBRAF did not clearly delineate the roles and responsibilities of the Secretariat and Cosponsors. Additionally, Cosponsors were concerned about the reduction in resources allocated to them and perceived that the Secretariat had gone beyond its mandate and behaved like a stand-alone agency. These issues led to tensions between the Secretariat and Cosponsors, making collaborative work difficult for the Joint Programme.</b></p> <p><b>Issues were identified, especially in the governance systems of UNAIDS, with respect to collaboration and decision making with Cosponsors, and these issues hampered responsiveness of the organisational architecture and created challenges in the implementation of the strategic plan.</b></p> <p>A Global Panel Review in 2017 identified challenges within UNAIDS’ governance systems that hampered the implementation of the strategic plan. Two key leadership structures, the Programme Coordinating Board (PCB) and the Committee of Cosponsoring Organizations (CCO), were found to be underutilised, with a lack of long-term engagement with organisational strategy leading to an inconsistent approach to the Joint Programme across UNAIDS and Cosponsors.</p> <p>Deficiencies in governance – and specifically the lack of oversight and accountability by the PCB – have been mentioned in at least four independent assessments of UNAIDS, although they have not been substantively addressed. In 2020 a PCB working group added an annex to the PCB’s modus operandi which clarified the role of the Board. An oversight committee was also established to improve the oversight role and clarity on accountabilities; this committee was accepted by ECOSOC in 2021. The extent to which the issues were resolved will need to be reviewed during the next strategy period, 2021-26.</p> <p>The UNAIDS Division of Labour describes the roles and responsibilities of the Cosponsors and UNAIDS Secretariat. It requires the Secretariat to carry out five functions for ensuring strategic focus, functioning and accountability across all Joint Programme work.</p> <p>Whereas the Secretariat’s organisational architecture reflects the functions agreed in the Division of Labour, the stakeholders (Cosponsors and donors) raised fundamental questions about the value and purpose of the Joint Programme with respect to the Secretariat’s role in reaching beyond its catalytic and co-ordinating role in leadership and advocacy. Cosponsors were also concerned about the Secretariat behaving as a stand-alone agency in competition with Cosponsors’ programmatic and substantive work.</p> <p>Consequently, relations remained strained between Cosponsors and the Secretariat because of a reduction in funding and a subsequent reduction in staff devoted to the HIV/AIDS response. 78.95% of survey respondents, however, broadly agreed that UNAIDS was organised congruent to its strategic plan/associated operating model.</p> <p><b>The 2016-21 UBRAF, driven by the UNAIDS Strategy 2016-21, establishes the reciprocal accountability between the Secretariat and Cosponsors. The UNAIDS Secretariat’s architecture comprises the Global Centre, Regional Support Teams (RSTs) and country offices, which collectively ensure that the Secretariat is aligned, accountable and able to achieve the UBRAF results. Mutual accountability is also defined in the 2020 PCB Modus Operandi, which includes CCO Terms of Reference; the 2016-21 UBRAF further defined results and budget to operationalise</b></p>	<p>1, 2, 3, 17, 22, 26, 27, 28, 29, 37, 189, 190, 209</p>



**accountability mechanisms. This arrangement supports multisectoral responses in line with the requirements of the UNAIDS Joint Programme by working closely with government, Cosponsors and other stakeholders at country level.** The organisational units at the Global Centre addressing strategy, relationships, fast-track implementation, and management and governance respond to the global-level role of the Secretariat in collaboration with the Cosponsors. The RSTs and country offices provide support to the governments and Cosponsors in translating and implementing global commitments into contextually responsive plans.

**Although the working arrangement of the UNAIDS Secretariat with Cosponsors is driven by its role in the UNAIDS Joint Programme, respondents were concerned that the Secretariat had gone beyond its mandated role and had in some ways acted as a stand-alone agency in competition with the Cosponsors rather than as a Secretariat of the UNAIDS Joint Programme.**

**The UNAIDS Secretariat's operating model had been reviewed extensively. However, it has not been possible to ascertain that all the recommendations were fully relevant.** Between 2017 and 2019, UNAIDS and the Secretariat underwent multiple reviews by different external bodies, including a Global Panel Review, a Joint Inspection Unit review of management, an external evaluation, reviews of the Joint Programme Action Plan and a revised operating model. This generated many different recommendations around governance, accountability and oversight. While this constitutes thoroughness in reviewing the operating model, the reviews made many recommendations, which require time, resources and the will of the Secretariat to implement, at a time when UNAIDS faces severe resource constraints.

**A 2020 external evaluation found variable success of the UNAIDS Secretariat in engaging with partners across different levels, with more effective practice at civil society and country level and weaknesses at global level.** The 2023 evaluation of country envelopes for the period 2018-22 confirms divergence between global co-ordinators' points of view and the views of stakeholders at the country level, who are enthusiastic about the possible uses of these funds. Key informant interviews with Cosponsors at global level however pointed out tensions due to reductions in overall core funding for Cosponsors, and because a large portion of Cosponsor funding from UBRAF is funnelled through country envelopes, which they perceive as loss of control. Key informants from civil society and key population networks generally expressed the need for improved civil society engagement, and also noted that reduced UBRAF funding affects programming with and for their constituencies.

**The PCB decided on a refined Division of Labour in 2018 to align it better with the result areas of the UNAIDS Strategy, the 2016 Political Declaration on Ending AIDS, and the SDGs. However, independent reviews conducted between 2017 and 2020 found that the UBRAF, which is supposed to delineate results-oriented roles and responsibilities of Cosponsors and Secretariat, did not clearly do so.** A 2020 external evaluation also noted that while the UNAIDS Division of Labour adequately reflects the roles and mandates of Cosponsors and the Secretariat, it is political, continuously debated and regularly revised, and the role of the Secretariat vis-à-vis Cosponsors at all levels has been particularly contentious and precarious from the early days of the Joint Programme. The evaluation also noted the difficult position that the Secretariat finds itself in due to incompatible demands from member states, non-governmental organisations, and Cosponsors. Better, clearer communication of the Division of Labour was recommended, particularly at global level.

1, 2, 3, 17, 22, 26, 27,  
28, 29, 37, 189, 190,  
209

<b>MI 3.1. Organisational structures and staffing ensure that human and financial resources are constantly aligned and adjusted to key functions</b>	
<b>MI rating</b>	<b>Partially addressed</b>
<p>3.1.1. Organisational structure is aligned with, or being reorganised to, requirements set out in the current strategic plan (same as 1.2.1).</p> <p>3.1.2. Staffing is aligned with, or being reorganised to, requirements set out in the current strategic plan.</p> <p>3.2.3. Resource allocations across functions are aligned to current organisational priorities and goals as set out in the current strategic plan.</p> <p>3.2.4. Internal restructuring exercises have a clear purpose and intent aligned to the priorities of the current strategic plan.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p><b>The UNAIDS Secretariat proactively took steps so that its organisational structure and staffing would ensure alignment of human and financial resources to key functions.</b></p> <p>As referred to above (see MI 1.2 – Element 1.2.1), <b>the organisational structure of the UNAIDS Secretariat did not fully align with the requirements set out in the UNAIDS Strategy 2016-21, due to constrained relations with Cosponsors, lack of clarity of roles of Cosponsors and the Secretariat in the UBRAF, and Cosponsors’ perception that the Secretariat behaved like a stand-alone agency.</b> 35% of survey respondents did not agree that UNAIDS had the structures and staffing to ensure that its human and financial resources were constantly aligned to the Strategy priorities and goals.</p> <p><b>The UNAIDS Secretariat took measures to align staffing to the requirements set out in the UNAIDS Strategy, based on various issues highlighted during the strategy period (2016-21) with respect to staffing and human resource management.</b> These include the need for increased transparency in recruitment, mobility and promotions, noted in the 2018 Staff Association Report. The 2019 Review of Management and Administration of the UNAIDS Joint Programme highlighted that the 2019 Management Action Plan (MAP) – created in response to concerns about harassment, sexual harassment, bullying and abuse of power in the UNAIDS Secretariat – also addressed criticism of the Secretariat regarding inconsistent grading of positions, insufficient training and lack of transparency in HR processes. The review also recommended that the Executive Director develop, by 2022, a new HR strategy that aligns with the strategic direction of UNAIDS. The Secretariat had started revision of the existing HR strategy in January 2021 and planned to develop the new HR strategy in 2022. In 2022, 82% of MOPAN’s survey respondents broadly agreed that UNAIDS staffing was either aligned with, or was being reorganised to meet, requirements set out in the strategic plan to deliver the intended results.</p> <p><b>In the 2020 Update on the Implementation of MAP, the UNAIDS Secretariat reported that as the organisation entered a crucial year of supporting progress towards 2020 Fast-Track, it had made strengthening internal communications a priority.</b> This was done to allow staff to voice their concerns as part of keeping the staff central to implementation and UNAIDS’ transformation, and as part of a broad staff engagement in the development of the next UNAIDS Strategy. In the wake of a high-profile sexual harassment case that affected staff confidence, the Secretariat during 2019-20 developed strategies to combat harassment, including sexual harassment, bullying and abuse of power. Work was under way to optimise delegation of authority, streamline internal processes, enhance accountability and empower staff and managers, in addition to implementing revised delegations of financial authorities for regional offices and country offices.</p>	

9, 19, 21, 27, 43, 190

**The 2016-21 UBRAF assigns resources to the results areas of the UNAIDS Strategy 2016-21 and the core functions of the UNAIDS Secretariat.** The Refined Operating Model (of the Joint Programme), adopted within the 2016-21 UBRAF cycle, reconfigured the resource allocation model and, in 2018, led to the introduction of country envelope funds.<sup>3</sup>

The 2020 Secretariat Functions Report on the 2016-21 UBRAF and the UBRAF Organisational Report 2020 note that the implementation of the Refined Operating Model improved planning and resource allocation. They further note that it enhanced reporting against the UBRAF: reporting now linked the distribution and use of UBRAF funding with the desired results, as well as country epidemiology and programmatic progress. The 2020 Secretariat Functions Report on the 2016-21 UBRAF also notes that in 2020-21 the Secretariat would review allocation and implementation of the country envelope funds in addition to supporting implementation of Division of Labour and the Refined Operating Model. However, only 67% of respondents to the MOPAN survey considered UNAIDS' allocation of resources to be transparent and consistent with strategic priorities.

9, 19, 21, 27, 43, 190

**Issues existed around transparency of HR management at the Secretariat, which raise questions about the alignment of restructuring with a clear intent and purpose.** The Joint Inspection Unit Review of the Management and Administrative of the Joint United Nations Programme on HIV/AIDS (UNAIDS) (2019) reported staff concerns related to transparency in recruitment, selection and mobility of HR across the Secretariat.

### 3.2.2. Area for attention 2: Financial resources, including improved forward planning and engagement with Cosponsors for joint resource mobilisation (as part of the Joint Programme)

**MOPAN finding (2015-16): “Improve (financial) forward planning:** UNAIDS is operating in a difficult financial context and has experienced a reduction in the number of multi-year funding commitments, putting at risk its ability to implement the UBRAF. While efforts have been made to diversify financial resources, UNAIDS should improve forward planning and explore to engage with the Cosponsors in joint planning and joint resource mobilisation.”

#### Financial resources, including improved forward planning and engagement with Cosponsors for joint resource mobilisation (as part of the Joint Programme)

Overall rating

Partially addressed

#### Area for attention – analysis

**Despite having a resource mobilisation strategy, and despite the UNAIDS Secretariat’s ongoing engagement to convene and co-ordinate planning, programming and implementation with the Cosponsors, joint resource mobilisation has not been successful.**

**The UNAIDS Strategy 2016-21 and the 2016-21 UBRAF – which are applicable to the UNAIDS Joint Programme, including the Secretariat and Cosponsors – were developed through consultative processes with Cosponsors.** The UNAIDS Secretariat has remained engaged with Cosponsors in planning and support in implementing the UBRAF. Core funds are given by the Secretariat to Cosponsors to enable them to mobilise additional resources for the AIDS response.

In 2017 the PCB approved the UNAIDS Resource Mobilisation Strategy 2018-21, which applies to the UNAIDS Joint Programme, focused on mobilising resources for the ‘core UBRAF’, i.e. core functions of the Secretariat and catalytic funding for Cosponsors. The intention was to sustain and expand existing funding by leveraging other partnerships and developing new government

<sup>3</sup> The Refined Operating Model of the UN Joint Programme on HIV/AIDS (June 2017) describes country envelopes as follows: “In 2018 the Joint Programme reconfigured its resource allocation model to make its support highly tailored, flexible, and focused to meet country needs and priorities. UNAIDS Country Offices were made responsible to coordinate a process, informed by a rapid and inclusive assessment, to allocate country envelopes for joint and coordinated action in Fast-Track countries and for populations in greatest need in other countries, based on capacity and expertise to provide required support.”

partnerships and innovative financing. Despite a funding shortfall, and amid the global COVID-19 pandemic, the Secretariat, along with Cosponsors, successfully co-created the Global AIDS Strategy, a new 2022-26 UBRAF, the 2022-23 workplan and budget, and the UBRAF Indicators matrix.

**However, continued resource challenges – including a decline in donor funding, delays in disbursement, and COVID-19’s impact on funding and operations – dampened the potential success. The need to clarify roles and responsibilities of the Cosponsors vis-à-vis the UNAIDS Secretariat also contributed to tensions.** Improvements in co-ordinating planning, design, monitoring, implementation and reporting with Cosponsors and partners would strengthen the UNAIDS Joint Programme. The total non-core budget<sup>4</sup> for Cosponsors reduced from USD 706 million in 2018-19 to USD 322 million in 2020. In addition, Cosponsors seem to have remained focused on the core funding but have not succeeded in using it in a catalytic way.

#### MI 6.1. Planning, programming and approval procedures make partnerships more agile when conditions change

##### MI rating

Partially addressed

6.1.1. Procedures in place to encourage joint planning and programming (with Cosponsors).

6.1.2. Mechanisms, including budgetary, in place (with Cosponsors) to allow programmatic changes and adjustments when conditions change.

##### MI Analysis

##### Source documents

**The UNAIDS Secretariat engages in planning, programming and approval procedures that allow agility when conditions change. However, reduced funding, resource allocation and co-ordination pose challenges to the effectiveness of such processes.** At the same time, programming that mobilises resources around specific initiatives helps to focus on inequalities, bring services closer to people living in different circumstances and sustain efforts to eliminate stigma and discrimination.

**The UNAIDS Secretariat engages and supports joint planning and programming with Cosponsors.** By working collaboratively with Cosponsors, the UNAIDS Secretariat facilitates the alignment of Cosponsors’ roles and responsibilities at the global and the country level. This level of joint planning means that each agency is aware of what the others are doing and can adjust their programming accordingly should conditions change. There was partial agreement from the surveyed Cosponsors that planning/programming/approval procedures made partnerships more agile: 76% of respondents (Cosponsors) broadly agreed that these procedures made partnerships more agile.

**In 2017 the PCB approved the UNAIDS Resource Mobilisation Strategy 2018-21 for a fully funded UBRAF.** The UNAIDS 2016–21 strategy sets out the overall strategy and specific priorities for action, while the UBRAF provides the framework for action to translate that strategy into results and detailed budgets and accountabilities. The resource mobilisation plan concentrates on the specific areas of refinement and reform to enable resources to be raised more effectively for a fully funded UBRAF, i.e. core functions of the Secretariat and catalytic funding for Cosponsors. The intention was to sustain and expand existing funding by leveraging other partnerships and developing new government partnerships and innovative financing. The Joint Programme relies on both core and non-core funds to carry out its work. Non-core funds represent additional funds that UNAIDS raises at country, regional and global levels, as well as funds that Cosponsors mobilise internally. Funds raised by Cosponsors are essential for the full implementation of the UBRAF.

9, 20, 25, 27, 57, 68, 70, 190

**The UBRAF allows for adjustments in programming when unexpected events occur, and, to some extent, adjustments in funding.** The Secretariat assists in developing the UBRAF to implement the UNAIDS Strategy from global to country level and supports capacity assessments

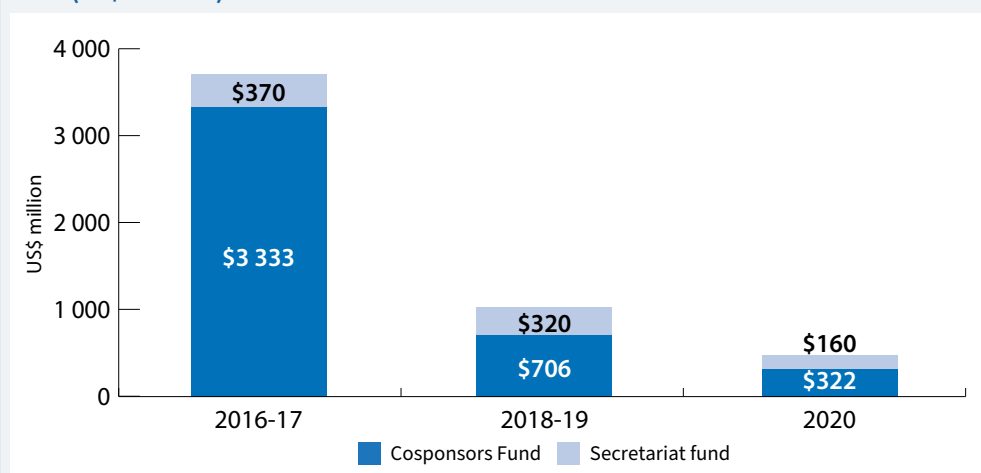
4. UBRAF Performance Reporting 2016-2017; UBRAF SRS Indicator report 2018-2019; UBRAF SRA Indicator Report 2020, UNAIDS (2021); Joint Programme financial data – Excel raw data.

and country envelopes. Regular reviews, monitoring and evaluations help to identify changes. The UBRAF provides the basis for responsive programmatic adjustments when conditions change. Capacity assessments and country envelopes are practical examples of procedures and tools used at the country level to link United Nations Sustainable Development Cooperation Framework (UNSDCF – previously the UN Development Assistance Frameworks) and country priorities. This makes it possible to respond to changes in the local context. In terms of budgetary adjustments, the UBRAF is less responsive. Each biennial budget estimate provides a minimum and maximum amount, but there is little guidance on how to prioritise in various funding scenarios.

**The budget in the UBRAF is considered as a ‘best estimate’ and is subject to change as funds are mobilised throughout the UBRAF period.** The UBRAF distinguishes between ‘core funds’ and ‘other AIDS funds’. The core funds are for the core functions of the Secretariat and catalytic funding for Cosponsors and are mobilised by the Secretariat. The other AIDS funds include the HIV-related budgets of Cosponsors and non-core funds that Cosponsors and the Secretariat mobilise, which contribute directly to the UBRAF results.

**The total budget (core and non-core) for Cosponsors and Secretariat declined during the period under review.** The total non-core budget<sup>5</sup> for Cosponsors reduced from USD 706 million in 2018-19 to USD 322 million in 2020, which is a significant decrease in Cosponsors’ non-core budget from 2016 to 2020. At the same time the total budget for the Secretariat declined from USD 370 million in 2016-17 to USD 320 million in 2018-19. (See also more recent financial information, under 4.2.5)

**FIGURE 5: TOTAL BUDGET (CORE AND NON-CORE) FOR COSPONSORS AND SECRETARIAT BY YEAR (US\$ MILLION)**



Source: UBRAF Performance Reporting 2016-2017; UBRAF SRA Indicator report 2018-2019; UBRAF SRA Indicator report 2021, UNAIDS (2021): Joint Programme financial data – Excel raw data

**Despite joint planning processes, many interview respondents expressed concerns over reduced funding for HIV and marked reduction in the core funds for Cosponsors, as well as over territorialism and competitiveness among UN agencies.** Interview respondents also voiced their concerns related to high transaction costs associated with UNAIDS co-ordination efforts. External partners have also identified several enablers and challenges to joint work, including funding, territorial issues, extra work, limited resources, and unhealthy competition among UN agencies. The lack of collaboration and the prevalence of competition among UN agencies are particularly concerning.

9, 20, 25, 27, 57, 68, 70, 190

5. UBRAF Performance Reporting 2016-2017; UBRAF SRS Indicator report 2018-2019; UBRAF SRA Indicator Report 2020; UNAIDS (2021): Joint Programme financial data – Excel raw data.

<p><b>Country level respondents, however, note that programming that mobilises around specific initiatives</b> – such as the Fast-Track Cities initiative and the Global Partnership for Action to Eliminate all Forms of HIV-Related Stigma and Discrimination – has helped UN Joint Teams to focus on inequalities, bring services closer to people living in different situations, and sustain efforts to eliminate stigma and discrimination.</p>	9, 20, 25, 27, 57, 68, 70, 190
<p><b>MI 6.4. Strategies or designs identify synergies with development partners to encourage leverage/catalytic use of resources and avoid fragmentation in relation to the 2030 Sustainable Development Agenda implementation</b></p>	
<p><b>MI rating</b></p>	<p><b>Largely addressed</b></p>
<p>6.4.1. Strategies or designs clearly identify possible synergies with development partners (Cosponsors) and leverage of resources/catalytic use of resources and results.</p> <p>6.4.2. Strategies or designs clearly articulate responsibilities and scope of the Partnership (with Cosponsors).</p> <p>6.4.3. Strategies or designs are based on a clear assessment of external coherence.</p> <p>6.4.4. Strategies or designs contain a clear statement of how leverage will be ensured.</p>	
<p><b>MI Analysis</b></p>	<p><b>Source documents</b></p>
<p><b>The Division of Labour 2018 and the Refined Operating Model 2018 enable synergies and coherence among and between the Cosponsors and the Secretariat, with the Secretariat as a convener and co-ordinator.</b> 80% of survey respondents broadly agreed that strategies/designs address synergies with development partners.</p> <p><b>UNAIDS works with various partners to maximise synergies and global investments in the AIDS response, including the long-standing collaboration with PEPFAR and the Global Fund. However, assessment of joint work at the Cosponsor or implementation level is needed.</b> UBRAF funds are allocated to Cosponsors to leverage additional corporate resources for the AIDS response. The Refined Operating Model Action Plan has increased commitment to joint work, but there are still challenges in delivering results. The Secretariat co-ordinates with partners to maximise investments in the AIDS response. Collaboration between UNAIDS, PEPFAR and the Global Fund helps achieve the goals of saving lives, achieving epidemic control, enhancing health security, and increasing global burden-sharing.</p> <p>The UNAIDS Strategy 2016-21, the 2016-21 UBRAF and the Political Declaration on HIV and AIDS provide detail on the thematic foci and roles of the Cosponsors and the Secretariat. They also give an overarching view of their strengths and roles in the UNAIDS Joint Programme, which aligns with the 2030 Agenda to end AIDS as a public health threat. However, implementation is dependent on the willingness and capacity of Cosponsor focal points. Although the UBRAF distributes core funds among Cosponsors for translating the Strategy into action, the specific roles, and responsibilities of Cosponsors for doing so are not clearly defined.</p> <p><b>The Global Panel Review 2017 and the Review of Implementation of the Joint Programme Action Plans and Revised Operating Model 2018 identified a need for better communication and clarification of roles and responsibilities, particularly at the global level.</b> Co-ordination is generally good at the country and regional levels but varies at the global level.</p> <p><b>The UNAIDS 2016-21 strategy and the 2016-21 UBRAF were developed through consultations with Cosponsors to ensure external coherence, and the UBRAF provides a vehicle for co-ordinating business practices related to HIV/AIDS among Cosponsors.</b> Interview respondents noted that the UBRAF model incentivises co-ordination and promotes collaboration and accountability, replacing previous competition-based ways of working. The establishment of UNAIDS through the 1994 ECOSOC</p>	

Resolution recognised the advantage of each agency in ending AIDS. The UNAIDS Strategy 2016-21, the 2016-21 UBRAF, Division of Labour 2018 and the Refined Operating Model 2018 also acknowledge the strengths and complementarity of the Cosponsors and the Secretariat towards the common UNAIDS agenda. The Technical Assistance Fund (TAF) process promotes consultation with national partners to prioritise needs. In addition, the TAF process includes a final step of consolidating learning and feedback to inform ongoing and future strategies.	4, 7, 9, 20, 22, 26, 170, 75, 188, 189, 190
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#### MI 6.5. Key business practices (planning, design, implementation, monitoring and reporting) co-ordinated with other relevant partners

<b>MI rating</b>	<b>Partially addressed</b>
6.5.1. Active engagement in joint exercises/mechanisms (planning, co-ordination, monitoring, evaluation) to support external coherence.	
6.5.2. Participating in joint monitoring and reporting processes with key development partners (Cosponsors).	
6.5.3. Identifying shared information or efficiency gaps with development partners (Cosponsors) and developing strategies to address them.	

MI Analysis	Source documents
<p><b>The UNAIDS Secretariat has had mixed success in co-ordinating planning, design, monitoring, implementation and reporting with partners, especially the Cosponsors, to support external coherence towards an effective UNAIDS Joint Programme.</b> In 2017 a Global Panel Review recognised that UNAIDS had the capacity to co-ordinate partners but that there was a need to enhance collaboration with external partners and align HIV actors to respond to country needs and priorities. The 2020 <i>Independent Evaluation of the UN System Response to AIDS in 2016-2019</i> echoed these findings and recommended improving relationships with the Global Fund, PEPFAR and other partners. Carrying out the activities in the Action Plan – such as capacity assessment, joint planning, and country envelopes – has reinvigorated collaboration, but shrinking financial resources and limited human resources at the country level affect the Joint Programme’s ability to deliver. Despite a funding shortfall, and in the midst of the global COVID-19 pandemic, the Secretariat, along with the Cosponsors, successfully co-created the Global AIDS Strategy, a new 2022-26 UBRAF, a 2022-23 workplan and budget, and a UBRAF Indicators matrix.</p>	
<p><b>The UNAIDS Secretariat leads in joint monitoring and reporting that is done along with Cosponsors.</b> It does so both at global level – through the Global AIDS Monitoring (GAM) and Global AIDS Updates, among others – and at country level through the Joint Programme reviews and the Joint Programme Monitoring System (JPMS). However, the Global Panel Review 2017 noted that several areas needed improvement, including: shared multi-stakeholder, multisectoral platforms at country level for monitoring and review of the response; and clarification of stakeholder roles, capacities, and results. In 2018, UNAIDS established a Technical Support Mechanism to provide technical assistance and accelerate AIDS response in countries, with an emphasis on people left behind and optimal utilisation of Global Fund resources.</p>	22, 26, 28, 157, 158, 174, 177, 189, 190, 214, 215
<p><b>Interview respondents considered the UNAIDS Secretariat’s efforts to share data to be good. The Global Panel Review 2017 recommended more regular and structured debate among stakeholders for enhanced co-ordination and accountability. The review also advised that the Joint Programme enable a collective assessment of contributions from all stakeholders.</b> Key respondents confirmed that the UNAIDS Secretariat was good at sharing data, although there were challenges in adhering to sharing data more securely. Respondents also noted that the relationship with the Global Fund and PEPFAR has remained transparent and open.</p>	

### 3.2.3. Area for attention 3: Global-level co-ordination and co-operation, including transparency in decision making at the highest level (global partners and Cosponsors)

**MOPAN finding (2015-16): “Global co-operation and co-ordination:** Co-operation and co-ordination have been strong at the country level, but at the global level there remains considerable room for improvement. While there have been efforts to improve mutual accountability, Cosponsors increasingly perceived lack of transparency in decision making at the highest level.”

<b>Global-level co-ordination and co-operation, including transparency in decision making at the highest level (global partners and Cosponsors)</b>	
<b>Overall rating</b>	<b>Partially addressed</b>
<b>Area for attention – analysis<sup>6</sup></b>	
<p><b>Although the development of the new Global AIDS Strategy was led by the UNAIDS Secretariat in a highly consultative and transparent manner, global AIDS co-ordinators expressed concerns about the transparency of decision making at the highest level.</b></p> <p>While the UNAIDS Secretariat has made consistent efforts, at a procedural level, to improve global co-ordination and co-operation, it has been unable to resolve one critical issue: to find mutual agreement on how resources should be allocated to the Cosponsors. Consequently, allocated resources by the Secretariat to the Cosponsors are not in line with strategic priorities laid out in the UBRAF. Furthermore, the UBRAF lumped together the roles of Cosponsors, which reduced coherence and accountability and led to tensions between Cosponsors and the UNAIDS Secretariat.</p> <p>The UNAIDS transparency portal features joint results, country-level information, financial reporting, donor contributions, indicator trends and detailed information on the achievements of the UNAIDS Cosponsors. The UNAIDS Secretariat’s Differentiated Service Delivery Taskforce facilitates information sharing, knowledge management, technical support, and strategic information generation and analysis. However, there was no information on the quality and response of the UNAIDS Secretariat to partner queries during 2016-21 on analysis, budgeting, management and results, which further hampers transparency.</p>	
<b>MI 4.1. Transparent decision-making [sic] for resource allocation, consistent with strategic priorities over time (adaptability)</b>	
<b>MI rating</b>	<b>Partially addressed</b>
<p>4.1.1. An explicit organisational statement or policy is available that clearly defines criteria for allocating resources to partners.</p> <p>4.1.2. The criteria reflect targeting to the highest priority themes/countries/areas of intervention as set out in the current strategic plan.</p> <p>4.1.3. Resource allocation mechanisms allow for adaptation in different contexts.</p> <p>4.1.4. The organisational policy or statement is regularly reviewed and updated.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p><b>UNAIDS needs more work to address the issue of transparent decision making for resource allocation that is consistent with strategic priorities over time.</b></p> <p><b>The 2016-21 UBRAF provided the framework against which budgetary allocations were made.</b> The UBRAF as approved by the PCB and CCO allocated catalytic funds to the Cosponsors, partly as ‘country envelopes. However, the <i>Independent Evaluation of the UN System Response to AIDS in 2016-2019</i> noted that while the UBRAF guides operational planning at all levels, it did not serve as a resource allocation tool as intended.</p>	9, 19, 26, 77, 190

6. This area for attention includes Elements 6.4.1, 6.4.2, 6.4.3 and 6.4.4 of MI 6.4 and Elements 6.5.1, 6.5.2 and 6.5.3 of MI 6.5. These elements have already been covered under area for attention 3 above. The analysis for area for attention 4 and the analysis of MI 6.4 and MI 6.5 given here refer to the elements given under area for attention 3.



**The resource allocation mechanisms of the UN Joint Programme were reconfigured to ensure that its support was highly tailored, flexible, and focused on meeting the needs and priorities of each country. However, in the absence of a specific policy, decision making for resource allocation was not entirely clear.**

The 2017 Refined Operating Model of the UN Joint Programme emphasised the use of country envelopes to provide greater flexibility for Cosponsors to co-ordinate more effectively and adapt to country-specific contexts. To achieve this, the Joint Programme adapted its resource allocation model to ensure that its support was highly tailored, flexible, and focused on meeting the needs and priorities of each country. The UNAIDS country offices were given the responsibility of co-ordinating the process of allocating country envelopes in Fast-Track countries and for populations in greatest need in other countries. Additionally, the Joint Programme would provide support in a wider range of countries by reviewing needs and refining existing models of support.

9, 19, 26, 77, 190

Some interviewees were of the view that without a specific policy, the criteria for allocating country envelopes funds were not clear.

The 2018 *Review of The Implementation of The UNAIDS Joint Programme Action Plan and Revised Operating Model - Interim Report* and the 2020-21 workplan (2019) indicate that priorities had been aligned with the strategic plan. However, there have been challenges with reduced budget allocations and delays in disbursements. Some interviewees also reported tension within the Joint Programme and a perception of loss of control by the Cosponsors.

**Overall, alignment between resource allocation and strategic priorities was not entirely clear.** Challenges and limitations in the decision-making process affected the consistency over time. It would be beneficial to clarify and communicate the criteria and standards for resource allocation to ensure transparency and accountability.

#### **MI 6.4. Strategies or designs identify synergies with development partners to encourage leverage/catalytic use of resources and avoid fragmentation in relation to the 2030 Sustainable Development Agenda implementation**

##### **MI rating**

**Partially addressed**

Elements 6.4.1, 6.4.2, 6.4.3 and 6.4.4:

Please refer to area for attention 3 for details, as MI 6.4 and its constituent elements contribute to areas for attention 3 and 4.

##### **MI Analysis**

##### **Source documents**

**The UNAIDS Strategy 2016-21, UBRAF, Division of Labour 2018, and the Refined Operating Model 2018 are the main mechanisms used to achieve synergies among and with the Cosponsors and to avoid a fragmented approach to achieving the goals of the Strategy.** The Secretariat encourages leverage and catalytic use of resources through synergies with Cosponsors and development partners. It gives the core funds to Cosponsors to leverage additional resources for the AIDS response. Co-ordination among Cosponsors and the UNAIDS Secretariat is generally good at the country and regional levels.

7, 9, 20, 22, 26, 170, 175, 188, 189, 190

**However, coherence and accountability are reduced by the lack of clarity in the articulation of roles and responsibilities for each Cosponsor and by the lumping of relevant Cosponsors under each output in the UBRAF; this has led to tensions among Cosponsors.** Further clarification of roles and responsibilities, particularly at the global level, and improvement in communication are needed to improve the effectiveness of joint work among Cosponsors and the Secretariat.

<b>MI 6.5. Key business practices (planning, design, implementation, monitoring and reporting) co-ordinated with other relevant partners</b>	
<b>MI rating</b>	<b>Partially addressed</b>
<p>Elements 6.5.1, 6.5.2, 6.5.3:</p> <p>Please refer to area for attention 3 for details, as MI 6.5 and its constituent elements contribute to areas for attention 3 and 4.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p><b>The UNAIDS Secretariat has had mixed success in co-ordinating planning, design, monitoring, implementation and reporting with partners, especially Cosponsors. Collaboration with civil society was strong, but the relationship with Cosponsors had deteriorated. While the UNAIDS Secretariat has the capacity to co-ordinate partners at the country level, it is the relationships and collaboration between Cosponsors and the Secretariat at the global level that have been under stress. Also, more work was needed to build collaboration with the Global Fund, PEPFAR and mutual donors.</b></p> <p><b>At the country level, joint planning brought positive lessons for UN reform, but there is a need to strengthen shared multi-stakeholder, multisectoral platforms for monitoring and review of the response,</b> including clarifying stakeholder roles in undertaking the reviews, their capacities and results. The Joint Programme reviews have been implemented successfully at the country level, but there is a need to harmonise monitoring, reporting and evaluation and to align these with country systems.</p> <p><b>At the global level the UNAIDS Secretariat leads – in collaboration with the Cosponsors – on joint monitoring and reporting, e.g. the GAM and Global AIDS Updates.</b> The JPMS enables reporting by all Cosponsors and partners from country level and sharing information across the Joint Programme. The Global Panel Review 2017 identified several areas needing improvement, including shared multi-stakeholder, multisectoral platforms at country level for monitoring and review of the response, as well as a more regular and structured debate among stakeholders for enhanced co-ordination and accountability.</p>	<p>22, 26, 28, 157, 158, 174, 177, 189, 190</p>
<b>MI 6.6. Key information (analysis, budgeting, management, results, etc.) shared with strategic/implementation partners on an on-going [sic] basis</b>	
<b>MI rating</b>	<b>Largely addressed</b>
<p>6.6.2. Information is available on analysis, budgeting and management in line with the guidance provided by the IATI.</p> <p>6.6.3. Responses to partner queries on analysis, budgeting, management and results are of good quality and are responded to in a timely fashion.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p><b>The transparency portal features joint results, country-level information, financial reporting, donor contributions, indicator trends and detailed information on the achievements of the UNAIDS Cosponsors.</b> 77.15% of respondents broadly agreed that UNAIDS shared key information with strategic partners on an ongoing basis. Cosponsors scored UNAIDS highest, with over 85% (22/25) being broadly in agreement.</p> <p><b>The UNAIDS Secretariat also launched and led the Differentiated Service Delivery Taskforce as a platform for information sharing, knowledge management, technical support, and strategic information generation and analysis.</b> The assessment could not ascertain how the quality of information generated by this platform during 2016-2019, was responsive to partner queries on analysis, budgeting, management and results.</p>	<p>43, 52, 59, 60, 163, 191</p>

### 3.2.4. Area for attention 4: Evidence of effectiveness and impact through evaluative or more analytical data than currently exists

**MOPAN finding (2015-16): “Evaluation:** The absence of evaluations or more analytical data in programmatic decision making of UNAIDS programmes and approaches means that there is limited evidence of UNAIDS’ contributions to relevant, inclusive and sustainable results. This area needs to be addressed urgently.”

Evidence of effectiveness and impact through evaluative or more analytical data than currently exists	
Overall rating	Successfully addressed and capitalised upon
<b>Area for attention – analysis</b>	
<p><b>Since the last MOPAN assessment, the UNAIDS Secretariat has established an independent, fully functional and quality-assured mechanism for evaluation. Using evaluative and analytical data has allowed it to demonstrate solid evidence of effectiveness and impact.</b></p> <p>The UNAIDS Secretariat has established an independent mechanism for evaluating results, which follows the norms and standards of the UN Evaluation Group (UNEG) and emphasises transparent processes, inclusive approaches and robust quality assurance systems. The Head of the Evaluation Office reports directly to the UNAIDS PCB. The Evaluation Office sets the evaluation agenda and seeks inputs from key stakeholders to do so. Its evaluations are funded primarily through UNAIDS Secretariat core resources. The Evaluation Policy (2019) endorses the independence of the evaluation function for credibility, and the policy outlines a quality assurance process that covers the entire evaluation process and includes guidance, tools and standard checklists to ensure consistency and quality.</p> <p>While the 2019 Evaluation Policy recognises the importance of evaluative evidence to inform planning, programming, budgeting, implementation and reporting, no feedback loops were found that would enable lessons to be fed into the design of new interventions.</p>	
<b>MI 8.1. A corporate independent evaluation function exists</b>	
MI rating	Successfully addressed and capitalised upon
<p>8.1.1. The evaluation function is independent from other management functions (operational and financial independence).</p> <p>8.1.2. Head of evaluation reports directly to the governing body of the organisation (structural independence).</p> <p>8.1.3. The Evaluation Office has full discretion in deciding the evaluation programme.</p> <p>8.1.4. The central evaluation programme is fully funded by core funds.</p> <p>8.1.5. Evaluations are submitted directly for consideration at the appropriate level of decision making for the subject of evaluation.</p> <p>8.1.6. Evaluators are able to conduct their work during the evaluation without undue interference by those involved in implementing the unit of analysis being evaluated (behavioural independence).</p>	
MI Analysis	Source documents
<p><b>UNAIDS has successfully established a corporate independent evaluation function.</b> Set up in 2019, the Evaluation Office is separated from management functions and operates independently. The Head of the Evaluation Office reports directly to the UNAIDS PCB.</p> <p><b>The Evaluation Expert Advisory Committee and Cosponsor Evaluation Group support the Evaluation Office in its evaluation function.</b> The Evaluation Office sets the evaluation agenda and seeks inputs from key stakeholders, and the Evaluation Policy endorses the independence of the evaluation function for credibility.</p>	47, 180, 181, 182, 219

<p><b>The evaluation office budget is set at 1% of operational expenditures as per UNAIDS evaluation policy but the evaluation office is facing financial and human resource constraints.</b> As per 2022 Annual report of the Evaluation Office, the annual budget was revised downwards from USD 1.96 million to USD 1.37 million (30%), of which 95% was secured, partly using non-core funding. Lack of human resources is an equal constraint to the Evaluation function, as there is no administrative support staff and insufficient budget to recruit a third professional staff member as planned.</p> <p><b>Management responses are sought at appropriate levels for each evaluation, with the Evaluation Office providing technical support and tracking the development and co-ordination of the management response.</b> The Management Response Template includes planned use of evaluation, recommendations acceptance, actions, individuals responsible, time frames, and action implementation updates at six and twelve months.</p> <p><b>This assessment found no evidence of any pressure or influence on the evaluation unit that would interfere with their independence.</b> The Evaluation Policy (2019) notes the necessity of independence of evaluation for credibility and allowing evaluators to be impartial and free from pressure.</p>	47, 180, 181, 182, 219
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#### MI 8.2. Consistent, independent evaluation of results (coverage)

<p><b>MI rating</b></p>	<p><b>Successfully addressed and capitalised upon</b></p>
<p>8.2.1. An evaluation policy describes the principles to ensure the coverage, quality and use of findings, including in decentralised evaluations.</p> <p>8.2.2. The policy/an evaluation manual guides the implementation of the different categories of evaluations, such as strategic, thematic, corporate-level evaluations and decentralised evaluations.</p> <p>8.2.3. A prioritised and funded evaluation plan covering the organisation's planning and budgeting cycle is available.</p> <p>8.2.4. The annual evaluation plan presents a systematic and periodic coverage of the MO's interventions, reflecting key priorities.</p> <p>8.2.5. Evidence demonstrates that the evaluation policy is being implemented at country level.</p>	

<p><b>MI Analysis</b></p>	<p><b>Source documents</b></p>
<p><b>The UNAIDS Secretariat has established a fully functioning and independent mechanism of evaluation of results.</b> The UNAIDS Evaluation Policy (2019) follows the norms and standards of UNEG and emphasises transparent processes, inclusive approaches and robust quality assurance systems. 72% of survey respondents agreed that where interventions were required to be evaluated, UNAIDS implemented its evaluation policy.</p> <p><b>The Evaluation Policy (2019) specifies three types of evaluations: programmatic, thematic and management.</b> Programmatic evaluations focus on specific programmes or projects; thematic evaluations focus on selected HIV topics or policies; and management evaluations assess organisational structure and behaviour. The policy also indicates two categories of evaluation: centrally managed evaluations, which are managed by the UNAIDS Evaluation Office; and decentralised evaluations, which are managed by UNAIDS Secretariat units and are not part of the evaluation plans submitted to the PCB.</p> <p><b>The Evaluation Plan (2020-21) provides an estimated budget and specifies the evaluations to be carried out in that period.</b> The plan shows that Joint Programme evaluations cover six of the eight strategic results areas of the UNAIDS Strategy (2016-21), while Secretariat-specific evaluations cover four of the five Secretariat core functions, with a focus on gender equality and human rights across all evaluations. These aspects are critical for the AIDS response, the SDGs and ensuring that no one is left behind.</p>	7, 47, 182, 183

<p>The JPMS captures the data from the evaluations being conducted at country level, as per the Evaluation Policy (2019).</p> <p>The centrally managed evaluations are commissioned (and managed) by the UNAIDS Evaluation Office and include programmatic evaluations, thematic evaluations and management evaluations. The decentralised evaluations are managed, commissioned or conducted by UNAIDS Secretariat units at headquarters or by RSTs or Country Offices. In this instance, the Evaluation Office's role is to provide quality assurance and technical backstopping as and when required. Decentralised evaluations are not part of the evaluation plans which UNAIDS submits to the PCB but are integrated in programme, regional or country workplans.</p>	7, 47, 182, 183
<b>MI 8.3. Systems applied to ensure the quality of evaluations</b>	
<b>MI rating</b>	<b>Successfully addressed and capitalised upon</b>
<p>8.3.1. Evaluations are based on design, planning and implementation processes that are inherently quality-oriented.</p> <p>8.3.2. Evaluations use appropriate methodologies for data collection, analysis and interpretation.</p> <p>8.3.3. Evaluation reports present the evidence, findings, conclusions and, where relevant, recommendations in a complete and balanced way.</p> <p>8.3.4. The methodology presented includes the methodological limitations and concerns.</p> <p>8.3.5. A process exists to ensure the quality of all evaluations, including decentralised evaluations.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p><b>UNAIDS has established systems to ensure the quality of evaluations. The UNAIDS Evaluation Policy (2019) outlines a quality assurance process that covers the entire evaluation process and includes guidance, tools and standard checklists to ensure consistency and quality.</b> The policy also requires the involvement of beneficiaries and communities in the evaluation process, and external assessors are used to conduct <i>ex post</i> quality assessments of the evaluation reports. The evaluations also use a variety of data collection methods and analysis, and their findings and evidence are generally provided in a complete manner.</p> <p><b>Review of sample evaluations (<i>Joint Evaluation of the UN Joint Programme on AIDS on Preventing and Responding to Violence against Women and Girls and Evaluation of the UN Joint Programme on HIV in Brazil 2017-2021</i>) shows that findings are presented in a structured manner linked to each evaluation question(s).</b> Recommendations are presented as strategic and operational and provide steps to be taken, linked to the evaluation questions. The reports include a section on methodological limitations, with mitigation steps taken by the evaluation teams.</p> <p><b>Furthermore, the UNAIDS Evaluation Policy (2019) establishes a quality assurance process for evaluations at both global and country levels,</b> which includes guidance, tools and standard UNEG checklists. 67% of survey respondents confirmed that UNAIDS applied appropriate systems to ensure the quality of evaluations.</p>	125, 134, 182

<b>MI 8.4. Mandatory demonstration of the evidence base to design new interventions</b>	
<b>MI rating</b>	<b>Partially addressed</b>
<p>8.4.1. A formal requirement exists to demonstrate how lessons from past interventions have been taken into account in the design of new interventions.</p> <p>8.4.2. Clear feedback loops exist to feed lessons into the design of new interventions.</p> <p>8.4.3. Lessons from past interventions inform new interventions.</p> <p>8.4.4. Incentives exist to apply lessons learned to new interventions.</p> <p>8.4.5. The number/share of new operations designs that draw on lessons from evaluative approaches is made public.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p><b>UNAIDS adopted its Evaluation Policy in 2019, which recognises the use of lessons in decision-making processes and evaluative evidence to inform planning, programming, budgeting, implementation and reporting.</b> 74% of MOPAN survey respondents confirmed that UNAIDS had a formal requirement to demonstrate how the evidence from past intervention lessons was used to design new interventions. The assessment team did not, however, find any feedback loops that would enable lessons to be fed into the design of new interventions.</p> <p><b>The Joint Evaluation of the UN Joint Programme on Preventing and Responding to Violence against Women and Girls recommends that lessons learned from past and ongoing programmes be captured and used to influence subsequent programmes.</b> It also recommends that systems/policies be implemented to ensure that lessons learned influence subsequent programmes. 70% of survey respondents agreed that UNAIDS learned lessons and best practices from evaluations, rather than repeating the same mistakes.</p>	125, 182

### 3.2.5 Area for attention 5: Cross-cutting issues, including clear guidance and systems, plus integrating environmental sustainability and climate change

**MOPAN finding (2015-16): “Integration of environmental sustainability and climate change:** UNAIDS needs to integrate environmental sustainability and climate change into its strategy and corporate objectives and put in place guidance and mechanisms to ensure consistent progress against cross-cutting issues at all levels.”

#### **Cross-cutting issues, including clear guidance and systems, plus integrating environmental sustainability and climate change**

**Overall rating** **Largely addressed**

##### **Area for attention – analysis**

*(NOTE: Based on the UNAIDS Secretariat’s scope of work, as compared to the UNAIDS Joint Programme (ECOSOC resolution 1994, Division of Labour 2018 and the Secretariat functions described in the 2016-21 UBRAF),<sup>7</sup> other cross-cutting issues, such as gender equality and human rights, take priority over environmental sustainability and climate change. The rating of this area for attention is therefore based mostly on other cross-cutting issues.)*

**The UNAIDS Secretariat successfully addressed gender and human rights as priority cross-cutting issues, but it has not adequately integrated environmental sustainability and climate change into its strategy and corporate objectives. As a result, the UNAIDS Secretariat is much better equipped to address gender equality and human rights issues.**

**The assessment recognises that due to its scope and mandate, the UNAIDS Secretariat may not be the best suited platform to address environmental issues.**

7. 4, 7, 9, 21.

**Clear guidance and systems have been put in place for gender equality and human rights.** The UNAIDS Secretariat has implemented various measures to address gender equality, such as using gender equality markers, compliance with UN-SWAP indicators, and training programmes for staff. Additionally, cross-cutting issues related to gender and human rights have been integrated into approval procedures at the country level. However, there is room for improvement in gender guidance tools to guide future programming, as recommended by the *Joint Evaluation of the UN Joint Programme on AIDS on Prevention and Responding to Violence against Women and Girls*.

**The UNAIDS Strategy 2016-21 and the 2016-21 UBRAF did not include responses to intended results of normative frameworks for environmental sustainability and climate change.** Also, there is limited evidence on how and where UNAIDS utilised resources to achieve its corporate environmental sustainability goals, despite its participation in the UN-wide initiative ‘Greening the Blue’ and implementing sustainable management practices.

### MI 2.1. Corporate/sectoral and country strategies respond to and/or reflect the intended results of normative frameworks for gender equality and women’s empowerment

MI rating	Largely addressed
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2.1.1. Dedicated policy statement on gender equality available and showing evidence of application.

2.1.2. Gender equality indicators and targets fully integrated into strategic plan and corporate objectives.

2.1.3. Accountability systems (including corporate reporting and evaluation) reflect gender equality indicators and targets.

2.1.4. Gender equality screening checklists or similar tools inform the design for all new interventions.

2.1.5. Human and financial resources are available to address gender equality issues.

2.1.6. Staff capacity development on gender is being or has been conducted.

MI Analysis	Source documents
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**Corporate/sectoral and country strategies of the UNAIDS Secretariat respond to and reflect the intended results of normative frameworks for gender equality and women’s empowerment.**

**Although there was no stand-alone UNAIDS policy on gender equality during the period under review, the UNAIDS Strategy 2016-21 contains a target dedicated to gender equality which lays the foundation for addressing this issue within the Joint Programme and the UBRAF.** The Gender Action Plan 2018-23 reported that a GEM was implemented against all 2016-17 workplans under the previous GAP, and a financial benchmark was set up for 15% of expenditure by the UNAIDS Secretariat to address gender equality and women’s empowerment actions. Respondents noted that gender equality had been an important aspect of UNAIDS since its early days.

**The UNAIDS Secretariat has taken measures to address gender equality through its strategic planning, budgeting, evaluation processes and HR development.** Implementation of gender equality markers, compliance with the UN-SWAP indicators, use of tools such as GAT and GEM to integrate gender equality perspectives, and training and mentoring programmes for staff have been carried out. 84.08% of MOPAN survey respondents agreed to some extent that the Strategy responded to/reflected normative framework results for gender equality and women’s empowerment; implementing partners and board members scored UNAIDS highest in this category, with at least 90% agreeing in each category.

**The UNAIDS Secretariat has continued to offer training linked to gender equality and to expand leadership competency and capacity.** The *Joint Evaluation of the UN Joint Programme on AIDS on Prevention and Responding to Violence against Women and Girls* recommended further improvements in the gender guidance tools to guide future programming by adding short guidance notes that assemble and synthesise global guidance. UNAIDS has also had adequate financial resources available to address gender equality issues, although some resources were reprogrammed due to COVID-19.

4, 7, 9, 21, 114, 117, 118, 119, 121, 122, 125, 126, 127, 128, 135, 136, 137, 190

**UNAIDS maintained full compliance with the 17 performance indicators of the UN-SWAP 2.0 framework.** This was demonstrated in the first progress report on the UNAIDS Gender Action Plan in 2019.

**UNAIDS has taken corporate accountability and evaluation seriously by tracking progress and using gender equality indicators consistently in its evaluation processes.** Measures such as GEM and the System-wide Strategy on Gender Parity, which report progress against the UNAIDS Strategy target and results on gender equality, contribute to tracking progress and ensure accountability.

**The 2017 UN Secretary-General's System-wide Strategy on Gender Parity requires developing a statistical baseline on gender parity, regularly updating gender workplace statistics and communicating findings to staff and senior managers for workforce planning.** Summarising available data and feedback on promotion of gender as a key competency are also required to evaluate achievement towards gender parity goals and mainstreaming GAP progress monitoring into existing systems. Information on GAP implementation is included in an annual strategic human resources update provided to the UNAIDS PCB; several PCB delegations have noted the progress made in implementing GAP, as well as GAP's focus on empowering women staff at the UNAIDS Secretariat. Through the implementation of GAP, UNAIDS met or exceeded all 15 UN-SWAP performance indicators.

**GAT and GEM are used as tools to ensure that planning for HIV is informed by gender equality perspectives.** GAT contributes to developing and reviewing national strategic plans, informing country investment cases and the Global Fund, and integrating gender equality into other strategic processes. GEM is used to measure the extent to which UNAIDS activities contribute to the promotion of gender equality and women's empowerment; it was applied to the 2020-21 Secretariat workplans and joint plans at the planning stage by the country-level joint UN teams on AIDS.

4, 7, 9, 21, 114, 117, 118, 119, 121, 122, 125, 126, 127, 128, 135, 136, 137, 190

**However, the 2021 Joint Evaluation of the UN Joint Programme on AIDS on Prevention and Responding to Violence against Women and Girls recommended further improvements in the gender guidance tools to guide future programming.** The evaluation suggests that a series of short guidance notes be commissioned to sit alongside the new UBRAF that synthesises existing global guidance and captures promising examples to support programmers and policymakers.

**Adequate financial resources have been available to address gender equality issues. UNAIDS was awarded an 'exceeds' rating in financial resource allocation** in the Joint United Nations Programme on HIV/AIDS, UNAIDS – 2021 UN-SWAP 2.0 report. The report further notes that in the context of COVID-19, from March 2020, important reprogramming of some core resources took place, including gender equality among the main priorities.

**The UNAIDS Secretariat has continued to offer mandatory training linked to gender equality and has focused on expanding leadership competency and capacity.** In response to the findings of GAP 2013-18, UNAIDS took concrete measures to develop the capacity of its staff, including providing career development and coaching for women, offering leadership programmes for mid-level and senior-level women, offering gender-sensitivity training, and establishing a mentoring programme. UNAIDS also offered mandatory training linked to gender equality and women's empowerment; this training is closely tracked. In 2021, UNAIDS received a 'meets requirements' rating for the UN-SWAP indicator for capacity development (Joint United Nations Programme on HIV/AIDS; UNAIDS – 2021 UN-SWAP 2.0).



## MI 2.2. Corporate/sectoral and country strategies respond to and/or reflect the intended results of normative frameworks for environmental sustainability and climate change

### MI rating

Partially addressed

2.2.1. Dedicated policy statement on environmental sustainability and climate change available and showing evidence of application.

2.2.2. Environmental sustainability and climate change indicators and targets fully integrated into strategic plan and corporate objectives.

2.2.3. Accountability systems (including corporate reporting and evaluation) reflect environmental sustainability and climate change indicators and targets.

2.2.4. Environmental screening checklists or similar tools inform design for all new interventions.

2.2.5. Human and financial resources are available to address environmental sustainability and climate change issues.

2.2.6. Staff capacity development on environmental sustainability and climate change is being or has been conducted.

### MI Analysis

### Source documents

#### **The UNAIDS Strategy 2016-21 and the 2016-21 UBRAF do not include responses to intended results of normative frameworks for environmental sustainability and climate change.**

No indicators and/or targets related to environmental sustainability and/or climate change were found in the UNAIDS Strategy 2016-21 or the 2016-21 UBRAF. About half of MOPAN survey respondents, and more than 70% of UNAIDS donors, considered that the Strategy did not reflect any normative results for environmental sustainability and climate change. That said, occasional Secretariat press releases on world environment days have linked climate change with HIV vulnerability.

**While no policy exists in UNAIDS' strategy and UBRAF on environmental sustainability and climate change, UNAIDS Secretariat continued to participate in the UN-wide initiative 'Greening the Blue'.** UNAIDS made a commitment to the UN system's efforts towards environmental sustainability, committed to the 2019 UN Chief Executives Board's (CEB's) *Strategy for Sustainability Management in the United Nations System 2020-30*.

**The "Secretariat Emissions Reduction Strategies" demonstrate its commitment to pursuing climate neutrality and sustainable management practices.** UNAIDS Secretariat successfully reduced its GHG emissions by 14% from 2010 to 2013 and was declared climate neutral for the 2012-2013, according to a press release in 2015.

**Under the 2016-17 UNAIDS Emissions Reduction Strategy, the UNAIDS Secretariat focuses on increasing staff awareness of the consequences of behaviours on the environment.** The UNAIDS Secretariat targets staff capacity on environmental sustainability and climate change in line with its commitment to 'Greening the Blue'. The UNAIDS Greening the Blue website provides a tutorial to all staff to support its efforts to improve environmental performance.

**Environmental sustainability and climate change action from the programmatic level may not be included in UNAIDS corporate (UBRAF) reporting, but the Secretariat reports on 'Greening the Blue' progress.** UNAIDS provided data on indicators such as greenhouse gas emissions, waste, water, environmental management and climate neutrality as part of the 'Greening the Blue' reporting.

**There are no environmental screening checklists or similar tools to inform design for new interventions.**

**There was no evidence that the UNAIDS Secretariat made human and financial resources available specifically to address environmental sustainability and climate change.** There is also limited evidence on how and where UNAIDS utilised resources to achieve its environmental sustainability goals.

138, 139, 140, 141, 216

<b>MI 5.5. Intervention designs include an analysis of cross-cutting issues (as defined in KPI 2)</b>	
<b>MI rating</b>	<b>Partially addressed</b>
5.5.1. Approval procedures require an assessment of the extent to which cross-cutting issues have been integrated in the design.	
5.5.2. Plans for intervention monitoring and evaluation include attention to cross-cutting issues.	
<b>MI Analysis</b>	<b>Source documents</b>
<p><b>UNAIDS placed importance on cross-cutting issues, particularly gender equality and human rights, in the country's approval systems. These issues had been integrated into the approval procedures, but the UNAIDS Strategy 2016-21 did not address these issues as adequately as did the Global AIDS Strategy 2021-26. The country level recognises the importance of cross-cutting issues and is pushing towards an intersectional approach, but there is a need for more focus on environmental sustainability and capacity building.</b></p> <p><b>According to the country-level interview respondents, the monitoring and evaluation systems generally are sensitive to and responsive to cross-cutting issues.</b> However, the extent to which approval procedures include assessment of cross-cutting issues depends upon the extent to which these issues have been integrated into the Strategy.</p> <p><b>The UNAIDS 2016-21 strategy does not fully address the bigger cross-cutting issues with respect to SDGs, such as social protection, economic empowerment, and peaceful and inclusive societies.</b> However, the Global AIDS Strategy and the 2022-26 UBRAF, developed during the backward-looking assessment period, partly remedy this. More focus on environmental considerations is still needed.</p> <p><b>Good progress has been made in the inclusion of gender-related issues in monitoring and evaluation plans, with the GAM framework asking countries to report on gender and cross-cutting issues.</b> As noted under MI 2.2 above, gender equality and other human rights are top priorities for UNAIDS and are included in the design of new and existing interventions. The tracking of these commitments and standards is done through a gender equality marker/HR marker/civil society marker, following UN standards on markers. These qualify to what extent a project/programme contributes to gender/HR/civil society. The most consistent tool for tracking of progress on commitments and standards is the work planning, in the shape of the UBRAF and planning done at the global, regional and country levels.</p>	7, 8, 9, 189

## FORWARD-LOOKING ASSESSMENT

The forward-looking component aims to answer the question: is UNAIDS (Global Centre) fit for purpose? The UNAIDS Secretariat functions are used as the basis for making this assessment by using relevant MIs from the standard MOPAN assessment framework. The forward-looking component covers the period starting from adoption of the Global AIDS Strategy (March 2021) to the end of 2023.

The five Secretariat functions used in this assessment are:

1. Leadership, advocacy and communication
2. Partnerships, mobilisation and innovation
3. Strategic information
4. Co-ordination, convening and country implementation support.
5. Governance and mutual accountability.

## SUMMARY OF RATINGS BY SECRETARIAT FUNCTION

<b>4.2.1 Secretariat function 1: Leadership, advocacy and communication</b>	<b>Satisfactory</b>
MI 1.1. Strategic plan and intended results based on a clear long-term vision and analysis of comparative advantage in the context of the 2030 Sustainable Development Agenda	Highly unsatisfactory
MI 1.3. Strategic plan supports the implementation of global commitments and associated results	Satisfactory
MI 2.1. Corporate/sectoral and (sample) country strategies respond to and/or reflect the intended results of normative frameworks for gender equality and women's empowerment	Highly satisfactory
MI 2.2. Corporate/sectoral and (sample) country strategies respond to and/or reflect the intended results of normative frameworks for environmental sustainability and climate change	Unsatisfactory
MI 2.3. Corporate/sectoral and country strategies respond to and/or reflect the intended results of normative frameworks for human rights including the inclusion and protection of vulnerable people (those at risk of being "left behind")	Highly satisfactory
MI 6.9. Use of knowledge base to support policy dialogue and/or advocacy	Satisfactory
<b>4.2.2 Secretariat function 2: Partnerships, mobilisation and innovation</b>	<b>Satisfactory</b>
MI 1.1. Strategic plan and intended results based on a clear long-term vision and analysis of comparative advantage in the context of the 2030 Sustainable Development Agenda	Unsatisfactory
MI 6.2. Partnerships are based on an explicit statement of comparative or collaborative advantage i.e. technical knowledge, convening power/partnerships, policy dialogue/advocacy	Satisfactory
MI 6.4. Strategies or designs identify synergies with development partners to encourage leverage/ catalytic use of resources and avoid fragmentation in relation to the 2030 Sustainable Development Agenda implementation	Highly satisfactory
MI 6.9. Use of knowledge base to support policy dialogue and/or advocacy	Satisfactory
<b>4.2.3 Secretariat function 3: Strategic information</b>	<b>Satisfactory</b>
MI 2.1. Corporate/sectoral and (sample) country strategies respond to and/or reflect the intended results of normative frameworks for gender equality and women's empowerment	Highly satisfactory
MI 2.3. Corporate/sectoral and country strategies respond to and/or reflect the intended results of normative frameworks for human rights including the inclusion and protection of vulnerable people (those at risk of being "left behind")	Satisfactory
MI 6.2. Partnerships are based on an explicit statement of comparative or collaborative advantage i.e. technical knowledge, convening power/partnerships, policy dialogue/advocacy	Satisfactory
MI 6.8. Participation with national and other partners in mutual assessments of progress in implementing agreed commitments	Satisfactory

MI 6.9. Use of knowledge base to support policy dialogue and/or advocacy	Satisfactory
<b>4.2.4 Secretariat function 4: Co-ordination, convening and country implementation support</b>	<b>Satisfactory</b>
MI 1.2. Organisational architecture congruent with a clear long-term vision and associated operating model	Unsatisfactory
MI 1.4. Financial framework supports mandate implementation	Satisfactory
MI 3.3. Resource reallocation/programming decisions responsive to need can be made at a decentralised level	Unsatisfactory
MI 4.1. Transparent decision-making [ <i>sic</i> ] for resource allocation, consistent with strategic priorities over time (adaptability)	Unsatisfactory
MI 4.2. Allocated resources disbursed as planned	Unsatisfactory
MI 5.1. Interventions/strategies aligned with needs of beneficiaries and regional/country priorities and intended national/regional results	Satisfactory
MI 5.5. Intervention designs include an analysis of cross-cutting issues (as defined in KPI 2)	Satisfactory
MI 6.1. Planning, programming and approval procedures make partnerships more agile when conditions change	Satisfactory
MI 6.3. Demonstrated commitment to furthering development partnerships for countries (i.e. support for South-South collaboration, triangular arrangements, and use of country systems)	Highly satisfactory
<b>4.2.5 Secretariat function 5: Governance and mutual accountability</b>	<b>Unsatisfactory</b>
MI 1.2. Organisational architecture congruent with a clear long-term vision and associated operating model	Unsatisfactory
MI 1.4. Financial framework supports mandate implementation	Unsatisfactory
MI 3.1. Organisational structures and staffing ensure that human and financial resources are constantly aligned and adjusted to key functions	Highly unsatisfactory
MI 3.2. Resource mobilisation efforts consistent with the core mandate and strategic priorities	Unsatisfactory
MI 4.1. Transparent decision making for resource allocation, consistent with strategic priorities over time (adaptability)	Unsatisfactory
MI 4.2. Allocated resources disbursed as planned	Highly unsatisfactory
MI 6.1. Planning, programming and approval procedures make partnerships more agile when conditions change	Satisfactory
MI 6.2. Partnerships are based on an explicit statement of comparative or collaborative advantage i.e. technical knowledge, convening power/partnerships, policy dialogue/advocacy	Unsatisfactory
MI 6.5. Key business practices (planning, design, implementation, monitoring and reporting) co-ordinated with other relevant partners	Largely addressed

## ANALYSIS AND ASSESSMENT PER SECRETARIAT FUNCTION

### 4.2.1 Secretariat function 1: Leadership, advocacy and communication

This UNAIDS Secretariat function relates to global-level leadership in advocacy and communication for a multisectoral HIV response, based on the principles of sustainable, inclusive development. Results include UN political declarations, global AIDS strategies, and platforms for policy dialogue.<sup>1</sup>

1. 2018 Division of Labour: Leadership, advocacy, and communication to drive the global AIDS agenda; advance inclusion, human rights, and social justice; leverage global and regional mechanisms for the rights of people; and advocate for taking AIDS out of isolation. UBRAF 2022-23: Engage political leaders, high-level platforms, activists, champions, and other key stakeholders to maintain and enhance the multisectoral response, to address the multidimensional nature of the global AIDS epidemic and in support of ending AIDS, reducing inequalities, and accelerating progress towards the Sustainable Development Goals.

Leadership, advocacy and communication	
Function assessment	Satisfactory
Function analysis	
<p><b>The UNAIDS Secretariat has a clear and uncontested mandate and comparative advantage to provide global leadership on HIV, social determinants and multisectoral response, reflecting the mandate of the joint UN system.</b> With Cosponsor support, the Secretariat drives UN declarations, which in turn add to the effectiveness of the joint UN response and, more broadly, the global response. The Secretariat also supports UNAIDS country offices with leadership and advocacy in co-ordination with the joint UN teams and the Resident Coordinator system. Cross-cutting strengths of the UNAIDS Secretariat for this function are: the strong alignment between Global AIDS Strategy, UBRAF and SDG principles and normative frameworks; and an increased focus on evidence and evaluation.</p> <p><b>However, global HIV stakeholders consider that since 2020 the UNAIDS Secretariat’s leadership on global policy dialogue on behalf of the UN system around HIV has been compromised due to mission drift.</b> The Global AIDS Strategy focus on inequality as a determinant of HIV vulnerability is widely applauded, but the shift in focus of the Secretariat’s global advocacy to girls’ education, pandemic preparedness and intellectual property waivers for COVID-19 vaccines is widely seen as mission drift and a move beyond the Secretariat’s mandate into Cosponsors’ mandated areas.</p> <p><b>Also, fundamental concerns exist regarding the inability of the Secretariat to develop a long-term, post-2030 vision for the UN response to HIV and the appropriate set-up of the UN Joint Programme beyond 2030.</b> Especially in the context of increasing Cosponsor criticism of the Secretariat and a persistent funding crisis, several key informants interviewed called for an urgent discussion on the longer-term vision of the UNAIDS Joint Programme. UNAIDS senior leadership, however, expressed reluctance to discuss the longer-term vision halfway through the current five-year strategy.</p>	
<b>MI 1.1. Strategic plan and intended results based on a clear long-term vision and analysis of comparative advantage in the context of the 2030 Sustainable Development Agenda</b>	
MI rating	Unsatisfactory
<p>1.1.1. A publicly available strategic plan (or equivalent) contains a long-term vision.</p> <p>1.1.2. The vision is based on a clear analysis and articulation of comparative advantage.</p> <p>1.1.3. The strategic plan operationalises the vision, including defining intended results.</p> <p>1.1.4. The strategic plan is reviewed regularly to ensure continued relevance and attention to risks.</p>	
MI Analysis	Source documents
<p><b>For the immediate future, the UNAIDS Joint Programme has a strategy (the 2021-26 Global AIDS Strategy) based on a clear vision (ending AIDS by 2030), linking HIV vulnerability to wider inequalities.</b> Analysis for the strategy includes the UN comparative advantage in the context of the 2030 Sustainable Development Agenda.</p> <p><b>However, there is no consensus on a long-term vision for the Joint Programme and the Secretariat beyond 2026 (the current strategy) and especially beyond 2030 (the UN end goal of “ending AIDS”).</b> Informants from global partners, donors and Cosponsors are concerned about the failure of the Secretariat to provide strategic leadership re the future of the UN Response to HIV beyond 2030, including appropriate set-up of the UNAIDS Joint Programme and Secretariat, especially given the current internal tensions in the Joint Programme and the funding crisis (see below under core function 5). In this context they also express concern about mission drift of the Secretariat leadership by expanding the scope of global advocacy beyond HIV into broader inequalities and other pandemics. There is a loud call for development of a common strategic vision beyond 2030.</p>	8, 10, 16, 28, 29, 37, 48, 48, 50, 70, 189, 190

<p><b>Senior UNAIDS leadership expressed that it is too early, halfway through the current strategy, to have this debate.</b> Others, inside and outside the Joint Programme, insist that a willingness to discuss the 2030 vision and mandate is a requirement for the Secretariat to advocate on behalf of the Joint Programme.</p> <p><b>A unified budget and result framework (2022-26 UBRAF) operationalises the Strategy, including the ten strategic results.</b> The UBRAF is updated and approved by the PCB every five years to maintain relevance and address risks, and workplans and budgets are updated biannually.</p> <p>The UNAIDS Secretariat co-ordinates a review and revision of the Global AIDS Strategy every five years.</p>	8, 10, 16, 28, 29, 37, 48, 48, 50, 70, 189, 190
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<b>MI 1.3. Strategic plan supports the implementation of global commitments and associated results</b>	
<b>MI rating</b>	<b>Satisfactory</b>
<p>1.3.1. The strategic plan is aligned to the 2030 Sustainable Development Agenda, wider normative frameworks and their results (including, for example, the Grand Bargain and the Quadrennial Comprehensive Policy Review (QCPR)).</p> <p>1.3.2. A system is being applied to track normative results for the 2030 Sustainable Development Agenda and other relevant global commitments (for example the QCPR and the Grand Bargain, where applicable).</p> <p>1.3.3. Progress on implementation and aggregated results against global commitments are published at least annually.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p><b>Both the Global AIDS Strategy and the 2022-26 UBRAF support the global commitments on HIV and SDGs more broadly, including the Grand Bargain for any humanitarian aspects.</b> The UBRAF mechanism plans, allocates and reports annually on strategic result areas that align with specific SDGs. The UNAIDS Joint Programme takes forward the QCPR mandates in its work and has contributed to UN system reform efforts since 2020.</p> <p>The UNAIDS Secretariat reports annually on UBRAF progress towards Joint Programme results, including relevant SDG progress.</p>	6, 11, 26, 28, 30, 54, 55, 57, 125, 189, 190

<b>MI 2.1 Corporate/sectoral and (sample) country strategies respond to and/or reflect the intended results of normative frameworks for gender equality and women's empowerment</b>	
<b>Overall MI rating</b>	<b>Highly satisfactory</b>
<p>2.1.1. Dedicated policy statement on gender equality available and showing evidence of application.</p> <p>2.1.2. Gender equality indicators and targets fully integrated into the MO's strategic plan and corporate objectives.</p> <p>2.1.3. Accountability systems (including corporate reporting and evaluation) reflect gender equality indicators and targets.</p> <p>2.1.4. Gender equality screening checklists or similar tools inform the design for all new interventions.</p> <p>2.1.5. Human and financial resources are available to address gender equality issues.</p> <p>2.1.6. Staff capacity development on gender is being or has been conducted.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p><b>Gender inequality is a specific focus of the Global AIDS Strategy and of various policy documents, despite the absence of a dedicated policy document at Joint Programme level.</b> The UBRAF workplans contain a dedicated results area on gender equality and several policy markers, including a GEM. Marker analyses feed into other reporting requirements, e.g. UN-SWAP. The UNAIDS Joint Programme ranks among the top contributors to UN-SWAP. Stakeholders interviewed comment that the new Executive Director's priority on women and girls is elevating this agenda. Reactions from both interviews and survey responses are mixed: some applaud the greater emphasis of the Secretariat</p>	8, 10, 28, 57, 115, 116, 118, 119, 121, 125, 128, 130, 190

<p>on women’s empowerment and gender inequality; others wonder if the focus on women and girls sufficiently recognises other key populations, gender diversities and broader drivers of HIV vulnerability.</p> <p><b>The UNAIDS Secretariat itself actively addresses gender equality and women’s empowerment.</b> There is a UNAIDS Secretariat Gender Action Plan 2018-23, using gender markers to monitor and report on gender equality in the workplace, compulsory learning, and career development opportunities for female staff. UNAIDS Secretariat staff training on gender is compulsory.</p> <p><b>The Independent evaluation of the UN system response to AIDS in 2016-2019 challenged the focus of the Joint Programme’s gender strategies on women’s empowerment.</b> To be relevant to HIV, ‘gender strategies’ may need to include sexual orientation, gender identity, men, boys and masculinities.</p>	8, 10, 28, 57, 115, 116, 118, 119, 121, 125, 128, 130, 190
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### MI 2.2. Corporate/sectoral and (sample) country strategies respond to and/or reflect the intended results of normative frameworks for environmental sustainability and climate change

<b>Overall MI rating</b>	<b>Unsatisfactory</b>
<p>2.2.1. Dedicated policy statement on environmental sustainability and climate change available and showing evidence of application.</p> <p>2.2.2. Environmental sustainability and climate change indicators and targets fully integrated into the MO’s strategic plan and corporate objectives.</p> <p>2.2.3. Accountability systems (including corporate reporting and evaluation) reflect environmental sustainability and climate change indicators and targets.</p> <p>2.2.4. Environmental screening checklists or similar tools inform design for all new interventions.</p> <p>2.2.5. Human and financial resources are available to address environmental sustainability and climate change issues.</p> <p>2.2.6. Staff capacity development on environmental sustainability and climate change is being or has been conducted.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p><b>A dedicated Environmental Sustainability and Climate Change policy is not included in the Global AIDS Strategy.</b> That said, the Global AIDS Strategy recognises climate change as a driver of community vulnerability to HIV, e.g. the climate change impact on migration and community vulnerability. The UBRAF does not include specific indicators, accountability systems, a dedicated budget, or checklists or tools for environmental sustainability.</p> <p><b>The UNAIDS Secretariat is committed to making management office systems as environmentally sustainable as possible through the ‘Greening the Blue’ initiative.</b> The Secretariat accounts for progress and reports regularly on progress.</p>	57, 138, 139, 140, 141

### MI 2.3. Corporate/sectoral and country strategies respond to and/or reflect the intended results of normative frameworks for human rights including the inclusion and protection of vulnerable people (those at risk of being “left behind”)

<b>MI rating</b>	<b>Highly satisfactory</b>
<p>2.3.1. Dedicated policy statement on equality and human rights available and showing evidence of application.</p> <p>2.3.2. Equality and human rights indicators and targets are fully integrated into the MO’s strategic plan and corporate objectives.</p> <p>2.3.3. Accountability systems (including corporate reporting and evaluation) reflect equality and human rights indicators and targets.</p> <p>2.3.4. Equality and human rights screening checklists or similar tools inform design for all new Interventions.</p> <p>2.3.5. Human and financial resources are available to address equality and human rights issues.</p> <p>2.3.6. Staff capacity development on equality and human rights is being or has been conducted.</p>	

MI Analysis	Source documents
<p><b>The UNAIDS Global AIDS Strategy and the UBRAF contain policy statements and reflect the normative frameworks of human rights, including vulnerable communities and leaving nobody behind.</b></p> <p>One strategic result area of the Global AIDS Strategy addresses human rights specifically.</p> <p>The UBRAF, which serves as a budget and accountability framework, contains an equality and human rights budget, indicators and targets, and human rights markers. The UBRAF also reports to the PCB on the human rights-related result areas, outputs and expenditures.</p> <p>Although the Secretariat does not directly support interventions, and therefore needs no checklists, the Secretariat’s planning guidance for joint UN teams at country level contains guidance on using human rights markers for programming.</p> <p>Staff capacity development contains modules on human rights and equality, reflecting the inequality lens of the current strategy, and the traditional human rights-based approach of the UNAIDS response.</p>	8, 10, 57, 142, 148, 150, 151, 189
<b>MI 6.9. Use of knowledge base to support policy dialogue and/or advocacy</b>	
<b>MI rating</b>	<b>Satisfactory</b>
<p>6.9.1. Statement in corporate documentation explicitly recognises the organisation’s role in knowledge production.</p> <p>6.9.2. Knowledge products produced and utilised by partners to inform action.</p> <p>6.9.3. Knowledge products generated and applied to inform advocacy, where relevant, at country, regional or global level.</p> <p>6.9.4. Knowledge products generated are timely/perceived as timely by partners.</p> <p>6.9.5. Knowledge products are perceived as high-quality by partners.</p> <p>6.9.6. Knowledge products are produced in a format that supports their utility to partners.</p>	
MI Analysis	Source documents
<p>(For elements 2-6, see Secretariat functions ‘Strategic information’ and ‘Global partnerships’.)</p> <p><b>Several documents, including the Global AIDS Strategy, the UBRAF and the Division of Labour, recognise the role of the UNAIDS Secretariat in knowledge production for global advocacy.</b> In support of global advocacy, the UNAIDS Secretariat publishes a multitude of policy papers and guidance notes (including from Cosponsors) targeting member states, and these are easily accessible through its website. Global partners, including PEPFAR and the Global Fund, consider UNAIDS Joint Programme documents to be useful, high-quality and easily accessible, as our interviews have confirmed.</p>	8, 10, 55, 57



#### 4.2.2 Secretariat function 2: Partnerships, mobilisation, and innovation

This UNAIDS Secretariat function relates to enabling and forging global partnerships, e.g., with the Global Fund and PEPFAR, and mobilising sufficient financial resources for the HIV response at global and local levels. Results include sustainable global HIV financing and programmatic/strategic collaborations.<sup>2</sup>

Partnerships, mobilisation and innovation	
Function assessment	Satisfactory
Function analysis	
<p><b>The UNAIDS Secretariat function ‘Partnerships, mobilisation and innovation’ overlaps significantly with other functions.</b> It is defined more broadly in the 2022-23 UBRAF than in the Division of Labour 2018. This analysis focuses on the relationship with PEPFAR/Global Fund and global civil society networks.<sup>3</sup></p> <p><b>The Global AIDS Strategy and the UBRAF lay out firm commitments to working jointly with governments, civil society, communities and the private sector alongside global, regional and national partners.</b> The Secretariat developed various specific global-level partnership agreements, for example with the Global Fund and the Global HIV Prevention Alliance. There are various informal partnerships, for example with PEPFAR and global key population networks. While many of these global partners are formally represented in UNAIDS governance (the PCB), operational modalities of many collaborations (e.g. joint planning, management, reporting) are not always specified.</p> <p><b>The Global Fund and PEPFAR are important global partners, and they appreciate the policy dialogue and technical support provided by the Secretariat at country level; yet several responses from survey and interviews express concern about mission drift.</b> Global civil society representatives interviewed appreciate the partnership but identify challenges in meaningful engagement and support for resource mobilisation.</p> <p>Sustainable global finances for HIV are a challenge for the UN Joint Programme and for most partners, despite UN declarations calling for increased domestic and global investment.</p>	
<p><b>MI 1.1. Strategic plan and intended results based on a clear long-term vision and analysis of comparative advantage in the context of the 2030 Sustainable Development Agenda</b></p>	
MI rating	Unsatisfactory
<p>1.1.1. A publicly available strategic plan (or equivalent) contains a long-term vision.</p> <p>1.1.2. The vision is based on a clear analysis and articulation of comparative advantage.</p> <p>1.1.3. The strategic plan operationalises the vision, including defining intended results.</p> <p>1.1.4. The strategic plan is reviewed regularly to ensure continued relevance and attention to risks.</p>	
MI Analysis	Source documents
<p>(This evidence relates to the <i>global partnership</i> function – see additional evidence on MI 1.1. under the <i>global leadership</i> function.)</p> <p><b>There is no consensus on a long-term vision for the UNAIDS Joint Programme and Secretariat beyond 2026 (current strategy) and especially beyond 2030 (the UN end goal of “ending AIDS”).</b> Informants from global partners, donors and Cosponsors are concerned about mission drift, due to an</p>	<p>8, 10, 16, 28, 29, 37, 48, 48, 50, 70, 189, 190</p>

2. 2018 Division of Labour: Partnerships, mobilisation, and innovation: to ensure financing of the AIDS response and sustainability; foster and expand core programmatic partnerships; and galvanise momentum around shared and ambitious AIDS global initiatives, ensuring coherence and mutual reinforcement in their implementation and seamless integration in regional and country programmes and processes.  
2022-23 UBRAF: Enhance political will, convene strategic initiatives and partnerships, and foster mobilisation of sustainable resources. Provide thought leadership, advocacy, knowledge management and communities of practice, and normative and operational guidance, tools, and implementation support for a rights-based, gender transformative response – including through innovative, community-led, and youth-led approaches. The aims are to achieve expanded access to HIV services, catalyse action on societal enablers, engender increasingly competent and resilient communities – including in the face of human rights and health crises – and increase accountability from duty bearers to rights holders.

3. Advocacy for resourcing the global response is included in ‘global leadership’.

<p>expanding scope of the strategy beyond HIV into broader issues of inequalities and pandemics more broadly, and they call for development of a common strategic vision beyond 2030. UNAIDS senior leadership expresses reluctance to have this debate, adding to questions about the Secretariat's mandate to advocate on behalf of the Joint Programme.</p>	
<p><b>The UNAIDS Joint Programme has a strategy (the 2021-26 Global AIDS Strategy) based on a clear vision, linking HIV vulnerability to wider inequalities,</b> and analysis of comparative advantage in the context of the 2030 Sustainable Development Agenda. A unified budget and result framework (2022-26 UBRAF) operationalises the Joint Programme's contribution to the implementation of the Global AIDS Strategy. While the UBRAF is a five-year strategic framework, it is further operationalized through biennial/annual workplans &amp; budgets to maintain relevance and address risks.</p>	8, 10, 16, 28, 29, 37, 48, 48, 50, 70, 189, 190
<p>More information on the elements 1.1.1–1.1.4 can be found under 'Secretariat function 1: Leadership, advocacy and communication'.</p>	

<b>MI 6.2. Partnerships are based on an explicit statement of comparative or collaborative advantage i.e. technical knowledge, convening power/partnerships, policy dialogue/advocacy</b>	
<b>MI rating</b>	<b>Satisfactory</b>
<p>6.2.1. Corporate documentation contains clear and explicit statement on the collaborative advantage that the organisation is intending to bring to a given partnership.</p>	
<p>6.2.2. Statement of comparative advantage is linked to clear evidence of organisational capacities and competencies as it relates to the partnership.</p>	
<p>6.2.3. Resources/competencies needed for intervention area(s) are aligned to the perceived comparative or collaborative advantage.</p>	
<p>6.2.4. Comparative or collaborative advantage is reflected in the resources (people, information, knowledge, physical resources, networks) that each partner commits (and is willing) to bring to the partnership.</p>	
<p>6.2.5. [UN] Guidance on implementing the Management and Accountability Framework exists and is being applied.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p>(This evidence is about <i>external</i> partnerships. For <i>internal</i> partnerships within the UN Joint Programme, see MI 1.2 and the function 'mutual accountability'.)</p>	
<p><b>The UBRAF describes the external partnerships of the UNAIDS Secretariat and the Joint Programme.</b> These include global stakeholders such as PEPFAR/the Global Fund, the main funders of HIV programming globally, civil society, and donors/member states. Specifics on external partnerships are described in documents such as biennial UBRAF workplans, Memoranda of Understanding (Global Fund), guidance documents (civil society), and PCB procedures.</p>	
<p><b>The UBRAF describes the Joint Programme Division of Labour, including the role of the Secretariat to maintain global partnerships on behalf of the Joint Programme.</b> Roughly 20% of the Secretariat budget is dedicated to global partnerships, but there is no explicit reflection of comparative advantages in Secretariat financial or human resources. Roles and comparative advantages are updated as contexts and needs evolve.</p>	4, 10, 16, 20, 24, 27, 28, 37, 50, 55, 57, 110, 160, 170, 175, 189
<p><b>Global partners, including PEPFAR and the Global Fund, appreciate the normative role of the Secretariat and Cosponsors as a complement to their financial support.</b> However, several respondents from interviews and survey express concern about the global advocacy remit expanding beyond HIV. An evaluation of the co-operative agreement with the Global Fund found that it was highly relevant, but that effectiveness and sustainability were hampered by the lack of formalised joint management systems.</p>	

<p><b>Global civil society representatives interviewed and surveyed expressed concern about the Secretariat not including/supporting them sufficiently in advocacy<sup>4</sup>.</b> They also complained about limited access to resources for community involvement in the response. This sentiment is also expressed in documents on the relation between the UNAIDS Secretariat and civil society, including NGO delegation submissions to various PCBs, and the <i>Final Report on Community-led AIDS Responses, Based on the Recommendations of the Multistakeholder Task Team</i> (December 2022).</p>	<p>4, 10, 16, 20, 24, 27, 28, 37, 50, 55, 57, 110, 160, 170, 175, 189</p>
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#### MI 6.4. Strategies or designs identify synergies with development partners to encourage leverage/catalytic use of resources and avoid fragmentation in relation to the 2030 Sustainable Development Agenda implementation

<p><b>MI rating</b></p>	<p><b>Highly satisfactory</b></p>
<p>6.4.1. Strategies or designs identify and address synergies with development partners (global stakeholders and Cosponsors) to encourage leverage/catalytic use of resources and avoid fragmentation in relation to 2030 Sustainable Development Agenda implementation.</p> <p>6.4.2. Strategies or designs clearly articulate responsibilities and scope of the partnership.</p> <p>6.4.3. Strategies or designs are based on a clear assessment of external coherence.</p> <p>6.4.4. Strategies or designs contain a clear statement of how leverage will be ensured.</p>	
<p><b>MI Analysis</b></p>	<p><b>Source documents</b></p>
<p>(This evidence is about global partnerships. See also the analysis of the ‘country support’ function for details on synergies for country-level programming, including MI 6.1.)</p> <p><b>At country level, joint UN support plans identify synergies within the UN system and with development partners.</b> The quality of country plans varies, but according to planning guidance (developed by the Secretariat) such plans should include articulation of partnership in terms of roles and responsibilities, coherence, and strategies for increased leverage. Joint UN support plans need to be based on an assessment of external support, for example from the Global Fund, PEPFAR or other development partners.</p>	<p>8, 10, 22, 26, 74</p>

#### MI 6.9. Use of knowledge base to support policy dialogue and/or advocacy

<p><b>MI rating</b></p>	<p><b>Satisfactory</b></p>
<p>6.9.1. Statement in corporate documentation explicitly recognises the organisation’s role in knowledge production.</p> <p>6.9.2. Knowledge products produced and utilised by partners to inform action.</p> <p>6.9.3. Knowledge products generated and applied to inform advocacy, where relevant, at country, regional or global level.</p> <p>6.9.4. Knowledge products generated are timely/perceived as timely by partners.</p> <p>6.9.5. Knowledge products are perceived as high-quality by partners.</p> <p>6.9.6. Knowledge products are produced in a format that supports their utility to partners.</p>	
<p><b>MI Analysis</b></p>	<p><b>Source documents</b></p>
<p>(This evidence is about global partnerships. See also under core function ‘Strategic information’ for details on actual strategic information products, support and use.)</p> <p><b>Global partners interviewed, including PEPFAR and the Global Fund, appreciate UNAIDS Secretariat (and country office) support for HIV surveillance at country level.</b> They rely on high-quality HIV data for planning and monitoring.</p>	<p>8, 10, 55, 57</p>

4. Survey/KII responses from civil society referred to both the UNAIDS Global Centre as well as UNAIDS Country Offices

**The UNAIDS Secretariat publishes a global HIV update report annually, which member states and global partners interviewed consider to be timely, authoritative and easily accessible.** In addition, a multitude of UNAIDS policy papers and guidance notes target a variety of audiences, and these are easily accessible through the UNAIDS website.

8, 10, 55, 57

#### 4.2.3 Secretariat function 3: Strategic information

This function relates to technical leadership on *global* HIV target setting, monitoring, reporting and technical assistance to *member states* to monitor and report on their country commitments. Results include annual global updates and guidance for national HIV surveillance.<sup>5</sup>

#### Strategic information

##### Function assessment

Satisfactory

##### Function analysis

**Overall, the UNAIDS Secretariat appears to be largely successful in performing its function on co-ordinating strategic information;** this is mostly related to technical assistance to member states, rather than being in direct support of the Joint Programme implementation.

**Firstly, the UNAIDS Secretariat has a leading technical role in monitoring and reporting on the global HIV epidemic and response.** HIV and response data from country reports are collated, analysed and reported annually. UNAIDS reports are considered authoritative and are an important input for global policy advocacy. Data systems include the GAM process, the UBRAF and the JPMS.

**Secondly, the UNAIDS Secretariat supports individual countries to strengthen HIV surveillance, so that they can improve planning, implementation and reporting on the HIV response towards the 2021 Political Declaration and SDGs.** UNAIDS country offices and Cosponsors (e.g. WHO) support this function. Country representatives interviewed appreciate this technical assistance, and global partners such as the Global Fund and PEPFAR value the improved quality of HIV data, as they rely on them for their own programming.

**Cross-cutting strengths for the Strategic Information function include a clear strategy, including a results and reporting framework (the UBRAF) which aligns with global response indicators.** Cross-cutting challenges include reduced availability of resources for the Joint Programme and uncertainty regarding the Secretariat realignment. That said, the UNAIDS Secretariat has been able to raise earmarked resources for the 'Strategic information' function, notably from the United States Government.

#### MI 2.1. Corporate/sectoral and (sample) country strategies respond to and/or reflect the intended results of normative frameworks for gender equality and women's empowerment

##### MI rating

Highly satisfactory

2.1.1. Dedicated policy statement on gender equality available and showing evidence of application.

2.1.2. Gender equality indicators and targets fully integrated into the MO's strategic plan and corporate objectives.

2.1.3. Accountability systems (including corporate reporting and evaluation) reflect gender equality indicators and targets.

2.1.4. Gender equality screening checklists or similar tools inform the design for all new interventions.

2.1.5. Human and financial resources are available to address gender equality issues.

2.1.6. Staff capacity development on gender is being or has been conducted.

5. Division of Labour 2018: "To monitor the implementation of the 2021 United Nations Political Declaration on Ending AIDS and target-setting; lead processes for the generation of AIDS-related data; and promote the integration of AIDS information into wider disease monitoring and surveillance systems in collaboration with Cosponsors, including new visualisation and dissemination tools."

2022-23 UBRAF: "In accordance with its mandate to collect pertinent data from countries and report progress towards global HIV response targets, lead the HIV response tracking and reporting, support the identification of inequalities in the HIV response and enhance countries' strategic information capacities on the HIV epidemic and response with regard to: epidemiological status; demographic impact; HIV financial flows and expenditures; prevention, treatment and care gaps; laws and policies; and the scale-up and implementation of monitoring and evaluation efforts."

MI Analysis	Source documents
<p>(The focus is on strategic information. See also MI 2.1 under ‘Global advocacy and leadership’ for details on other elements, including strategy and corporate systems.)</p> <p><b>Gender inequality is a specific result area of the Global AIDS Strategy, and UBRAF workplans contain a gender equality marker.</b> Marker analyses feed into other reporting requirements, e.g., UN-SWAP.</p> <p><b>Country reports and UNAIDS global updates on the HIV response present gender-disaggregated data and specifically address gender issues in relation to HIV vulnerability.</b></p>	8, 10, 54, 70, 74, 75, 118, 121, 177, 190
<p><b>MI 2.3. Corporate/sectoral and country strategies respond to and/or reflect the intended results of normative frameworks for human rights including the inclusion and protection of vulnerable people (those at risk of being “left behind”)</b></p>	
<p><b>MI rating</b></p>	<p><b>Satisfactory</b></p>
<p>2.3.1. Dedicated policy statement on equality and human rights available and showing evidence of application.</p> <p>2.3.2. Equality and human rights indicators and targets are fully integrated into the MO’s strategic plan and corporate objectives.</p> <p>2.3.3. Accountability systems (including corporate reporting and evaluation) reflect equality and human rights indicators and targets.</p> <p>2.3.4. Equality and human rights screening checklists or similar tools inform design for all new interventions.</p> <p>2.3.5. Human and financial resources are available to address equality and human rights issues.</p> <p>2.3.6. Staff capacity development on equality and human rights is being or has been conducted.</p>	
MI Analysis	Source documents
<p>(The focus is on strategic information. See also MI 2.1 under ‘Global advocacy and leadership’ for details on other elements, including strategy and corporate systems.)</p> <p><b>The UBRAF contains equality and human rights indicators and targets as well as human rights markers.</b> The UNAIDS Global AIDS Strategy and the UBRAF reflect the normative frameworks of human rights, including vulnerable communities and leaving no one behind. One strategic result area of the Global AIDS Strategy addresses human rights specifically.</p> <p><b>There are effective systems to report progress related to human rights, supportive policies, and service coverage of vulnerable populations.</b> UBRAF annual reports to the PCB include human rights-related result areas, outputs and expenditures. Reporting tools for UN joint teams at country level contain guidance on human rights. The GAM framework contains normative and technical guidance for countries to report on specific indicators and supportive policies.</p>	8, 10, 142, 143, 148, 150, 151

<b>MI 6.2. Partnerships are based on an explicit statement of comparative or collaborative advantage i.e. technical knowledge, convening power/partnerships, policy dialogue/advocacy</b>	
<b>MI rating</b>	<b>Satisfactory</b>
<p>6.2.1. Corporate documentation contains clear and explicit statement on the collaborative advantage that the organisation is intending to bring to a given partnership.</p> <p>6.2.2. Statement of comparative advantage is linked to clear evidence of organisational capacities and competencies as it relates to the partnership.</p> <p>6.2.3. Resources/competencies needed for intervention area(s) are aligned to the perceived comparative or collaborative advantage.</p> <p>6.2.4. Comparative or collaborative advantage is reflected in the resources (people, information, knowledge, physical resources, networks) that each partner commits (and is willing) to bring to the partnership.</p> <p>6.2.5. [UN] Guidance on implementing the Management and Accountability Framework exists and is being applied.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p>(This evidence relates to partnerships around the ‘Strategic information’ function. For <i>internal (joint programme) and external (global)</i> partnerships, see relevant functions.)</p> <p><b>Global partners interviewed, including member states, PEPFAR and the Global Fund, appreciate the technical assistance of the UNAIDS Secretariat around strategic information.</b> PEPFAR country planning relies on strong national surveillance systems, which the UNAIDS Secretariat supports. Countries also need reliable data and monitoring systems for Global Fund grant application and implementation. They appreciate the comparative advantage of the UNAIDS Joint Programme to do so and appreciate the quality of UNAIDS technical support.</p>	20, 27, 28, 50, 55, 57, 175, 189
<b>MI 6.8. Participation with national and other partners in mutual assessments of progress in implementing agreed commitments</b>	
<b>MI rating</b>	<b>Satisfactory</b>
<p>6.8.1. Participation in joint performance reviews of interventions, e.g. joint assessments.</p> <p>6.8.2. Participation in multi-stakeholder dialogue around joint sectoral or normative commitments.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p><b>The UBRAF commits to facilitating enhanced country-level partnerships and multi-stakeholder, multisectoral monitoring and review of the national response.</b> The JPMS monitors the joint UN contribution to the national HIV response, including through country level relevant UBRAF indicators and other narrative reporting. GAM indicators which track progress in the broader national HIV response provide complementary information. UNAIDS country or regional offices co-ordinate multi-stakeholder engagement in joint reviews of national responses in priority countries, including engagement of affected communities and populations.</p> <p>‘The JPMS monitors the joint UN contribution to the national HIV response.</p> <p><b>UNAIDS country offices are often heavily involved in co-ordinating multi-stakeholder dialogues.</b> Country office staff, key informants and the evaluation of the Global Fund-UNAIDS collaboration indicate that this happens in the context of national strategic planning, grant proposal development for the Global Fund (through support for the Country Coordinating Mechanism) or country operational planning for PEPFAR.</p>	10, 148, 150, 170, 189

<p><b>The UNAIDS Secretariat provides guidance for national AIDS programmes on HIV surveillance and reporting HIV data and national response indicators through the GAM framework.</b> Joint UN teams, especially the UNAIDS country office, support member states to do so.</p>	10, 148, 150, 170, 189
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<b>MI 6.9. Use of knowledge base to support policy dialogue and/or advocacy</b>	
<b>MI rating</b>	<b>Satisfactory</b>
<p>6.9.1. Statement in corporate documentation explicitly recognises the organisation’s role in knowledge production.</p> <p>6.9.2. Knowledge products produced and utilised by partners to inform action.</p> <p>6.9.3. Knowledge products generated and applied to inform advocacy, where relevant, at country, regional or global level.</p> <p>6.9.4. Knowledge products generated are timely/perceived as timely by partners.</p> <p>6.9.5. Knowledge products are perceived as high-quality by partners.</p> <p>6.9.6. Knowledge products are produced in a format that supports their utility to partners.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p>(See also the Secretariat function ‘Global partnerships’.)</p> <p><b>The Global AIDS Strategy, the UBRAF and the Division of Labour recognise the role of the UNAIDS Secretariat in knowledge production for global advocacy and country support.</b> Through its function ‘Strategic information’, the UNAIDS Secretariat monitors and reports on the global epidemic and member states’ achievement of commitments as per UN declarations.</p> <p><b>The UNAIDS Secretariat publishes a global HIV update report annually, which stakeholders interviewed consider authoritative and which is widely quoted and used for planning.</b> In support of the global advocacy function, the UNAIDS Secretariat publishes a multitude of additional strategic information, including policy papers, evidence reviews, etc. (including from Cosponsors) targeting member states.</p> <p><b>The UNAIDS Secretariat also produces technical and normative guidance to country stakeholders.</b> Topics include technical aspects of national HIV surveillance, strategic planning, and multisectoral engagement. Such knowledge products are easily accessible through the UNAIDS website or country offices. Country-level respondents interviewed generally consider UNAIDS Joint Programme documents to be useful, high-quality and easily accessible.</p>	8, 10, 55, 57, 191

#### 4.2.4 Secretariat function 4: Co-ordination, convening and country implementation support

This Secretariat function relates to enabling technical support, HIV-relevant policy dialogue and advancing norms to support member states in responding to HIV, as part of the UN system support. Results include technical guidance for national HIV strategic planning, joint UN country teams, joint UN system support plans and catalytic funds.<sup>6</sup>

Co-ordination, convening and country implementation support	
Function assessment	Satisfactory
Function analysis	
<p><b>The UNAIDS Secretariat introduced a “new operating model” in 2018 to strengthen country-level co-ordination, convening and implementation support (in response to recommendations of the 2017 Global Review Panel to the PCB).</b> An essential component was to use 50% of the core funds for Cosponsors as ‘country envelopes’, or catalytic funds for joint UN support for countries. A final evaluation is pending, but country teams interviewed are generally supportive of this model. Cosponsors interviewed mourn the loss of catalytic funds at corporate level and the loss of agency to influence their HIV programming.</p> <p><b>The UNAIDS Secretariat supports joint UN country teams effectively with guidance notes and through UNAIDS country offices.</b> Joint UN teams develop joint UN support plans in line with UBRAF priorities and based on country needs assessments. The UNAIDS country office (on behalf of the country team) reports on progress through UBRAF systems (the JPMS), and this is consolidated at Secretariat level. Country support plans are generally perceived by Cosponsor staff and national counterparts as useful; they are aligned with SDG principles and with UN development frameworks at country level, and they contain gender, human rights and civil society markers. At country level, the Joint Programme support is generally harmonised well with other development partners, especially the Global Fund and PEPFAR.</p> <p>The UNAIDS Secretariat has not been able to fully resource the 2022-23 UBRAF, resulting in cuts to country envelopes and reduced impact of joint UN support. UNAIDS has been more effective in raising earmarked resources for country support, including technical assistance for strategic planning and Global Fund proposal development. In theory, funds raised by the Secretariat for its core functions (e.g. earmarked TSM funds) do not compete with (unearmarked) core funds for the UBRAF. However, fundraising for the latter turns out to be increasingly difficult. Cosponsors interviewed resent that the UNAIDS Secretariat is more effective in raising resources for itself than for catalytic Cosponsor or country envelope funding, thus affecting the collaboration at global level. The assessment was not able to identify if and how Secretariat resource mobilisation efforts prioritise various funding streams.</p> <p><b>Despite challenges with the operating model, technical and normative support to countries which is co-ordinated by the Secretariat is appreciated by country and global partners.</b> This is discussed under the functions ‘Strategic Information’ (support for HIV monitoring) and ‘global partnerships’ (support for Global Fund and PEPFAR operational planning).</p>	
<b>MI 1.2. Organisational architecture congruent with a clear long-term vision and associated operating model</b>	
MI rating	Unsatisfactory
1.2.1. The organisational architecture is congruent with the strategic plan.	
1.2.2. The operating model supports implementation of the strategic plan.	
1.2.3. The operating model is reviewed regularly to ensure continued relevance.	
1.2.4. The operating model allows for strong co-operation across the organisation.	
1.2.5. The operating model clearly delineates responsibilities for results.	

6. Division of Labour 2018: “to ensure implementation support, effective Joint Programme support and full integration into the UNSDCF/UNDAF and other sustainable development priorities.”

2022-23 UBRAF: “Building on the accumulated expertise, systems, and partnerships of the HIV response and on broader health and development efforts, work with countries and communities to strengthen national mechanisms for effective coordination and coherence. UN Joint Teams on AIDS in countries and other regional interagency [*sic*] mechanisms support inclusive and sustainable national HIV responses that promote a whole-of-government [*sic*] and whole-of-society efforts to end inequalities and end AIDS as a public health threat. Together with communities and duty bearers, use an inequalities lens to identify people who are being left behind and to urgently reduce the inequalities, inequities and exclusion experienced by people living with, affected by and at risk of HIV, including in humanitarian or other extreme circumstances.”



MI Analysis	Source documents
<p>(For details on <i>global</i>-level architecture, see ‘mutual accountability’; the focus here is on <i>country</i> level.)</p> <p><b>The organisational structure of the Joint Programme at country level is the Joint UN Team on AIDS (JUNTA), which is congruent with the UBRAF and the Global AIDS Strategy.</b> At country level, Cosponsors with country presence may participate in the JUNTA and jointly develop a UN workplan in support of the national HIV response, to achieve UBRAF outputs and results. Co-ordination is through the UNAIDS country/multi-country office/regional offices. Joint UN workplans are reviewed and revised annually, aligned with UBRAF review processes.</p> <p><b>The country support structure – “operating model” in UNAIDS language – relies on a Division of Labour.</b> This is related to organisational mandates and capacities and is aligned with the global-level Division of Labour. It also involves catalytic funding for joint UN workplans in priority countries – the country envelopes. These envelope funds complement Cosponsors’ own funds and country-level HIV programming.</p> <p><b>Several external evaluations identified that the country-level operating model holds lessons, but also that financial and human resources at country level are decreasing.</b> The 2019 UN Joint Inspection Unit recommended lesson learning from country envelope funding, joint support plans and joint UN country teams for UN reform. However, the 2019 UBRAF review and 2022 Capacity Assessment found that Cosponsor HIV-specific staffing is decreasing at country and regional level, and that inefficiencies in the allocation of Joint Programme resources across Cosponsors leave some of them at risk of losing the minimum required HIV expertise.</p>	<p>8, 10, 20, 22, 27, 28, 39, 49, 51, 70, 71, 189, 190, 195</p>
<b>MI 1.4. Financial framework supports mandate implementation</b>	
<b>MI rating</b>	<b>Satisfactory</b>
<p>1.4.1. Financial and budgetary planning ensures that all priority areas have adequate funding in the short term or are at least given clear priority in cases where funding is very limited.</p> <p>1.4.2. A single integrated budgetary framework ensures transparency.</p> <p>1.4.3. The financial framework is reviewed regularly by the governing bodies.</p> <p>1.4.4. Funding windows or other incentives are in place to encourage donors to provide more flexible/unearmarked funding.</p> <p>1.4.5. Policies/measures are in place to ensure that earmarked funds are targeted at priority areas.</p> <p>1.4.6. [UN] Funding modalities with UN reform: 15% of total resources are from pooled funding.</p>	
MI Analysis	Source documents
<p>(For analysis at <i>global</i> level, see the function ‘Mutual Accountability’ – this section is about the <i>country</i> level.)</p> <p><b>The financial framework for country support is the country envelope – catalytic funding to unlock additional Cosponsor investment in HIV programming.</b> The associated joint UN workplan and budget prioritise activities. Unlike at global level, there is not a transparent overall budget for all UN programming relevant to HIV, because Cosponsor country-level programming and funds are not reflected in the joint UN workplan. There is no requirement that a certain percentage of the UN funding for HIV responses should be pooled. The Joint UN Team on AIDS reviews the joint workplan and budget annually on progress towards results, resource availability and burn rate. Joint UN teams can raise additional pooled or earmarked resources beyond the envelope provided by the UNAIDS Secretariat.</p>	<p>8, 10, 11, 13, 26, 28, 37, 48, 50, 51, 57, 59, 70, 71, 189, 190, 195, 208</p>

<p><b>The Secretariat has been unable to raise adequate resources for the UBRAF since 2013, despite external warnings and resource mobilisation efforts.</b> Core funding has continued to decrease since the last MOPAN review. Budget cuts in the 2022-23 UBRAF annual workplans have affected the disbursement and total funding for country envelopes, to 70% of planned disbursement in 2023. Cosponsor staff interviewed report that this has negatively impacted HIV programming and country-level HIV expertise.</p>	8, 10, 11, 13, 26, 28, 37, 48, 50, 51, 57, 59, 70, 71, 189, 190, 195, 208
<p><b>UNAIDS has been more effective in raising earmarked resources for country support, including technical assistance for strategic planning and Global Fund proposal development.</b> These are non-core funds earmarked for the Secretariat, not core funds for Cosponsors, thus resulting in dissatisfaction of Cosponsors interviewed and thus affecting the collaboration at global level.</p>	

### MI 3.3. Resource reallocation/programming decisions responsive to need can be made at a decentralised level

MI rating	Unsatisfactory
<p>3.3.1. An organisation-wide policy or guidelines exist that describe the delegation of decision-making authorities at different levels of the organisation.</p> <p>3.3.2. Policy/guidelines or other documents provide evidence of a sufficient level of decision-making autonomy available at the country level (or other decentralised level as appropriate) regarding resource reallocation/programming.</p> <p>3.3.3. Evaluations or other reports contain evidence that reallocation/programming decisions have been made to positive effect at country or other local level as appropriate.</p> <p>3.3.4. The MO has made efforts to improve or sustain the delegation of decision making on resource allocation/programming to the country or other relevant levels.</p>	
MI Analysis	Source documents
<p><b>The UNAIDS Secretariat provides guidance for UNAIDS country offices to develop joint workplans and budgets.</b> The ongoing UNAIDS Secretariat realignment strategy promotes decentralisation of decision-making authority to regional and country offices. Secretariat guidance applies to joint country teams workplans and budgets, either as regular coordinated planning using existing resources, or for ‘country envelopes’ using additional, catalytic funding.</p> <p><b>UN joint teams have relative autonomy in developing joint workplans, although this is limited for country envelope proposal due to quality assurance and clearance steps.</b> Country envelope proposals need to be quality assured at regional and global level. Because country envelopes are UBRAF core funds allocated to Cosponsors, country staff interviewed report of Cosponsor headquarters blocking country envelope submissions because they are not happy with the allocation between Cosponsors. Plan amendments require the same approval process. The external country envelope evaluation discusses the trade-off between decentralising allocation and implementation decisions and (cost) effectiveness of country envelopes/joint plans and recommends guidance to joint country teams to encourage cost-effectiveness and allocation based on need and on accountability for results.</p>	65, 194, 193, 195, 209, 217

<b>MI 4.1. Transparent decision-making [sic] for resource allocation, consistent with strategic priorities over time (adaptability)</b>	
<b>MI rating</b>	<b>Unsatisfactory</b>
<p>4.1.1. An explicit organisational statement or policy is available that clearly defines criteria for allocating resources to partners.</p> <p>4.1.2. The criteria reflect targeting to the highest priority themes/countries/areas of intervention as set out in the current strategic plan.</p> <p>4.1.3. Resource allocation mechanisms allow for adaptation in different contexts.</p> <p>4.1.4. The organisational policy or statement is regularly reviewed and updated.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p>(For analysis at <i>global</i> level, see the function ‘Mutual accountability’ – this is about <i>country</i> level.)</p> <p><b>The document introducing the new “operating model” (2017) specified that 12% of UBRAF core resources would be allocated via country envelopes to country-level support.</b> The Secretariat and Cosponsors jointly allocate country envelope funding based on regional priorities and reflecting country needs. In the current 2022-23 UBRAF, the budget for country envelopes is USD 31 million per year. The allocation for country envelopes and the prioritisation of countries are reviewed every year by the Secretariat and Cosponsors and approved as per the UBRAF annual budget. Currently, a total of 91 countries receive various amounts of funding, depending on the various criteria of need.</p> <p><b>At country level, joint UN workplans and budgets articulate the priority support activities to be funded through the envelope.</b> UN country teams jointly allocate available budget ‘envelopes’ across programmatic priorities and Cosponsor activities. This allows for adaptation for different country contexts and needs. UNAIDS Secretariat guidance for country teams exists to support prioritisation and adaptation. During the COVID pandemic, countries had ample flexibility to reallocate envelope funding.</p> <p><b>Cosponsor representatives interviewed at global level report a lack of transparency in the application of the allocation guidance by the UNAIDS Secretariat.</b> However, country-level Cosponsor representatives interviewed appreciate the operating model and country envelope funding, unlike their global counterparts, even though they consider the consultation with country offices about allocation as limited. An external evaluation of the country envelope system is ongoing, to further assess lessons.</p>	<p>10, 15, 19, 22, 26, 57, 71, 74, 189, 195, 210, 211</p>
<b>MI 4.2. Allocated resources disbursed as planned.</b>	
<b>MI rating</b>	<b>Unsatisfactory</b>
<p>4.2.1. The institution sets clear targets for disbursement to partners.</p> <p>4.2.2. Financial information indicates that planned disbursements were met within institutionally agreed margins.</p> <p>4.2.3. Clear explanations, including changes in context, are available for any variances against plans.</p> <p>4.2.4. Variances relate to external factors rather than to internal procedural blockages.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p>(For analysis at <i>global</i> level, see the function ‘Mutual accountability’ – this is about <i>country</i> level.)</p> <p><b>The UBRAF sets clear targets for budget allocations for country envelopes for high-resource and low-resource scenarios</b> (between USD 24 million and USD 31 million per year). The Secretariat co-ordinates the budgeting process and the selection of priority countries, with input from Cosponsors.</p>	<p>14, 52, 58, 59, 71, 74, 195</p>

<p><b>Due to the Secretariat's challenges with resource mobilisation for the UBRAF, the minimum UBRAF budget for 2022-23 is not available, and cuts have been made in the country envelopes for 2023.</b> In 2022 the envelopes could be secured at the low-income scenario level, but for 2023 this is not possible. Cosponsor representatives interviewed at global and country level expressed serious concern and criticism about these cuts, as reduction in catalytic funds threatens Cosponsor human resource capacity, resulting in a vicious circle.</p>	14, 52, 58, 59, 71, 74, 195
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#### MI 5.1. Interventions/strategies aligned with needs of beneficiaries and regional/country priorities and intended national/regional results

<b>MI rating</b>	<b>Satisfactory</b>
<p>5.1.1. The organisation's country or regional offices have received guidance and requirements for strategies to refer to national/regional body strategies or objectives.</p> <p>5.1.2. The organisation's country or regional offices have received guidance and requirements for intervention/strategies to align to the needs of beneficiaries, including vulnerable populations.</p> <p>5.1.3. The organisation's country or regional offices have received guidance and requirements for country or regional strategies to link targeted results to national or regional goals.</p> <p>5.1.4. Guidance provided on structures and incentives to be put in place that allow technical staff to invest time and effort in alignment process.</p>	

<b>MI Analysis</b>	<b>Source documents</b>
<p><b>The UNAIDS Secretariat issues guidance to UNAIDS country offices to support joint UN teams with developing workplans in support of country needs.</b> This guidance includes requirements to align to the national strategic plans, to national development goals and to the needs of vulnerable populations. Joint UN support plans align strongly with the UNSDCF, as agreed between the UN system and the government.</p> <p><b>The external UBRAF review found that in many countries, UNAIDS country teams and Cosponsors support the government to develop the multisectoral HIV strategy, while advocating that these strategies align with international commitments and targets.</b> However, key population representatives interviewed express that UNAIDS and Cosponsor staff are not always able or willing to challenge government counterparts on discriminatory policies and strategies.</p>	8, 10, 11, 22, 70, 74, 195

#### MI 5.5. Intervention designs include an analysis of cross-cutting issues (as defined in KPI 2)

<b>MI rating</b>	<b>Satisfactory</b>
<p>5.5.1. Approval procedures require an assessment of the extent to which cross-cutting issues have been integrated in the design.</p> <p>5.5.2. Plans for intervention M&amp;E include attention to cross-cutting issues.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p><b>The UNAIDS Secretariat reviews and approves joint UN support plans in co-ordination with the CCO, using markers for gender, human rights and civil society inclusion.</b></p> <p><b>Climate change does not have specific markers.</b> But the issue is considered in strategic planning as a determinant of HIV vulnerability.</p>	43, 71, 74, 75, 76, 195

<b>MI 6.1. Planning, programming, and approval procedures make partnerships more agile when conditions change</b>	
<b>MI rating</b>	<b>Satisfactory</b>
<p>6.1.1. Procedures are in place to encourage joint planning and programming with Cosponsors.</p> <p>6.1.2. Mechanisms, including budgetary mechanism, are in place (with Cosponsors) to allow programmatic changes and adjustments when conditions change.</p> <p>6.1.3. Institutional procedures for revisions permit changes to be made at the appropriate level to ensure efficiency.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p>(For analysis at <i>global</i> level, see the function ‘Mutual accountability’ – this is about <i>country</i> level.)</p> <p><b>UNAIDS Secretariat guidance is in place to encourage joint planning and programming with Cosponsors at country level.</b> This includes onsite support from the UNAIDS Country Team and Resident Coordinator system.</p> <p><b>The country envelope is the budgetary mechanism to encourage joint UN work planning, and it allows programmatic changes and adjustments when conditions change.</b></p> <p><b>At country level, guidance notes allow reprogramming of country envelope funds if planned activities are no longer relevant or achievable or if the situation does not permit full utilisation.</b> However, in practice, revisions in joint UN workplans require approval from UNAIDS regional offices and the Secretariat, and some country office staff interviewed complained about a lack of decentralised authority.</p>	10, 22, 26, 74, 57, 195
<b>MI 6.3. Demonstrated commitment to furthering development partnerships for countries (i.e. support for South-South collaboration, triangular arrangements, and use of country systems)</b>	
<b>MI rating</b>	<b>Highly satisfactory</b>
<p>6.3.1. Clear statement on how the organisation will support principles of collaboration with countries on their development agenda (Nairobi Principles, 2030 Sustainable Development Agenda).</p> <p>6.3.2. Clear statement/guidelines for how the organisation will support development partnerships between countries.</p> <p>6.3.3. Clear statement/guidelines for how the organisation will use country systems.</p> <p>6.3.4. Internal structures and incentives supportive of collaboration/co-operation with countries, and use of country systems where appropriate.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p>(For analysis at <i>global</i> level, see the function ‘Mutual accountability’ – this is about <i>country</i> level.)</p> <p><b>The Refined Operating Model outlines how inclusive country-level platforms will be strengthened to review and advance the AIDS response across countries within the context of the SDGs.</b> Key features of the 2020-21 Workplan and Budget include being aligned to the SDG Agenda. UNAIDS Secretariat guidance for country support echoes principles of the SDG Agenda, including the co-ordination and partnership framework of the UN system.</p> <p><b>The UBRAF describes the Joint Programme’s support to national leadership,</b> inclusive engagement, and national co-ordination of all stakeholders, including communities and national capacity building. Joint UN teams work in close co-operation with the UN Resident Coordinator system. Joint UN support plans are aligned with the relevant UNSDCF and, more specifically, with support of the national HIV strategy.</p>	10, 22, 54, 189, 190, 195

<p><b>The UBRAF describes how the Joint Programme strengthens and uses country systems, e.g. supporting national HIV surveillance and using the national data for reporting progress.</b></p>	10, 22, 54, 189, 190,
<p><b>Details on support for country-to-country partnerships were not uncovered within documentation review or information interviews.</b></p>	195

#### 4.2.5 Secretariat function 5: Governance and Mutual Accountability

This Secretariat function relates to the areas of collaboration, resource mobilisation and allocation for the Joint Programme and mutual accountability, as well as relations with the UNAIDS PCB and CCO. Results include joint workplans and budgets (UBRAF), core resources for the Joint Programme and progress reports.<sup>7</sup>

Governance and mutual accountability	
Function assessment	Unsatisfactory
Function analysis	
<p><b>Although the UNAIDS Joint Programme has been hailed as a successful example of UN harmonisation and co-ordination in the context of UN reform, there is long-standing and increasing tension between the Secretariat and Cosponsors.</b> This tension is most evident at global level, especially among the global co-ordinators and the CCO (at country level, UNAIDS Country Office-Cosponsor co-ordination seems relatively smooth). The root of the conflict is the perception that the Secretariat behaves more as a UN agency than as a Secretariat for UN Cosponsors.</p>	
<p><b>The UNAIDS Secretariat has not been able to raise the minimum funding required to implement the 2022-23 UBRAF due to disappointing resource mobilisation in an already difficult funding environment.</b> This resulted in painful cuts in the core funds for Cosponsors – funds that are meant to catalyse additional Cosponsor resources for HIV – and in cuts for country envelopes, which support joint programming at country level. The Secretariat updated its resource mobilisation strategy to fully fund the current UBRAF, too late for the first biennium. Cross-cutting weaknesses affecting Joint Programme co-ordination and resource mobilisation include ongoing internal organisational unrest caused by the Secretariat realignment process.</p>	
<p><b>Cosponsors interviewed perceive the allocation of core resources through the UBRAF as favouring the Secretariat over Cosponsors.</b> External assessments also found that some Cosponsors are indeed struggling to implement their HIV mandate, and that the Secretariat has an excess of human resources.</p>	
<p><b>Recent budget cuts added to the dissatisfaction that Cosponsors reported vis-à-vis the Secretariat and to the lack of confidence in the Secretariat to co-ordinate the Joint Programme effectively, resulting in a vicious circle.</b> Several external reports, survey respondents and key informants (including donors) call for a review of the Joint Programme principles and constellation, to maintain its relevance and to demonstrate the value for money of unearmarked resources for supporting a UN joint programme in the current HIV epidemic context.</p>	
<p><b>The Secretariat manages the Joint Programme’s inclusive governance model effectively through regular PCB meetings and reports.</b> Cross-cutting UNAIDS Secretariat strengths for this function are: the strong alignment between Global AIDS Strategy, UBRAF and SDG principles and normative frameworks; and an increased focus on evidence and evaluation.</p>	

7. Division of Labour 2018: “To prioritise, together with the Cosponsors, resource mobilisation to fully fund the Joint Programme; support the Joint Programme’s inclusive governance model; lead efforts to effectively align the Joint Programme with the 2020-24 Quadrennial Comprehensive Policy Review; reinforce accountability; and continue to spearhead efforts to demonstrate the contribution of the Joint Programme to system-wide United Nations reform.”  
2022-23 UBRAF: “Mobilise, facilitate, and support member states’ and other PCB stakeholders’ equal and effective engagement in the work and governance of the Joint Programme and in its contribution to deliver on the Global AIDS Strategy and the 2030 Agenda for Sustainable Development. Lead the Joint Programme’s mutual accountability mechanisms for results and resources, including quality reporting.”

**MI 1.2. Organisational architecture congruent with a clear long-term vision and associated operating model****MI rating****Unsatisfactory**

- 1.2.1. The organisational architecture is congruent with the strategic plan.
- 1.2.2. The operating model supports implementation of the strategic plan.
- 1.2.3. The operating model is reviewed regularly to ensure continued relevance.
- 1.2.4. The operating model allows for strong co-operation across the organisation.
- 1.2.5. The operating model clearly delineates responsibilities for results.

**MI Analysis****Source documents**

**The UNAIDS Joint Programme structure is congruent with the Global AIDS Strategy and is specified in the UBRAF (the operational plan for the Joint Programme).**

**The UN Joint Programme, as a coalition of 11 UN partners plus a co-ordinating Secretariat, is a complex organisational structure.** The structure (called “operating model” in UNAIDS language) relies on a Division of Labour between Secretariat and Cosponsors, at global and country level, to achieve Joint Programme results. The operating model is further detailed in a five-yearly UBRAF and biennial operational plans, to ensure co-operation and responsibilities for results. The Division of Labour and the UBRAF contain clear and explicit statements on comparative advantage, related to organisational mandates and capacities.

**For the Secretariat the Division of Labour specifies five functions (reflected in the UBRAF).** Some are supportive of the UN Joint Programme and UN country teams; a leading role on global leadership and monitoring the epidemic and response.

**TABLE 1. TOTAL HIV STAFF AND FTE IN UNAIDS JOINT PROGRAMME (2020)<sup>8</sup>**

JP Agency	At Country Level		At Regional Level		At HQ Level		At All Levels	
	Total number of staff	Total FTE	Total number of staff	Total FTE	Total number of staff	Total FTE	Total number of staff	Total FTE
ILO	68	24.5	13	3.05	16	5.6	97	33.2
UN Women	44	13.2	6	3.2	3	2.5	53	18.9
UNDP	139	87.9	20	10.6	41	24.7	200	123.2
UNESCO	56	37.6	11	11	10	10	77	58.6
UNFPA	175	77.5	20	9.45	6	4.7	201	91.7
UNHCR	54	3.1	8	1.05	4	0.35	66	4.5
UNICEF	171	100.6	13	10.2	11	11	195	121.8
UNODC	49	31.5	26	6.85	4	4	79	42.3
WFP	75	20.9	13	5.1	3	1.45	91	27.4
WHO	107	52.9	33	19.4	30	21.95	170	94.3
World Bank	153	34.2	5	0.4	5	1.85	163	36.5
Secretariat	236	236	70	70	177	177	483	483
<b>Grand Total</b>	<b>1,327</b>	<b>719.9</b>	<b>238</b>	<b>150.3</b>	<b>310</b>	<b>265.1</b>	<b>1,875</b>	<b>1,135.40</b>

5, 8, 10, 11, 16, 21, 22, 26, 27, 28, 37, 49, 51, 55, 57, 70, 71, 75, 189, 190

Source: 2022 Capacity Assessment

8. Note that for the Secretariat, some non-HIV professional staff (e.g., accountants) are included.

<p><b>Several external evaluations identified that the financial and human resources in the partnership are problematic.</b> Since the latest MOPAN assessment, a Joint Inspection Unit review, UBRAF evaluation and Joint Programme Capacity Assessment confirmed that Cosponsor HIV-specific staffing is decreasing at all levels, that the UNAIDS Secretariat is relatively overstaffed, and that inefficiencies in the allocation of (core and non-core) financial resources across Cosponsors leave some at risk of losing the minimum required HIV expertise.</p>	
<p><b>Interviews, survey responses and external assessments of UNAIDS confirm that for many years, Cosponsors have contested the Division of Labour and allocation of resources between Cosponsors and the Secretariat, as they consider the process to be driven by the Secretariat, resulting in Secretariat overreach.</b> External reviews in 2017 and 2019 noted that the current UNAIDS operating model is highly reliant on the willingness and capacity of Cosponsors to engage with the Joint Programme and on the capacity of donors to understand its value.</p>	5, 8, 10, 11, 16, 21, 22, 26, 27, 28, 37, 49, 51, 55, 57, 70, 71, 75, 189, 190
<p><b>At Secretariat level, the organisational architecture reflects the functions agreed in the Division of Labour, including global leadership and advocacy.</b> There are dedicated resources and staff for the global leadership function, with a big role for the Executive Director.</p>	
<p><b>In response to the Secretariat architecture being top-heavy and overly centralised, the Secretariat has embarked on an organisational realignment.</b> The aim is to align with a renewed focus on inequalities more broadly. The realignment is still ongoing and gets strong, mixed reviews from Secretariat staff and external stakeholders, according to interviews and documents, including staff surveys.</p>	

<b>MI 1.4. Financial framework supports mandate implementation</b>	
<b>MI rating</b>	<b>Unsatisfactory</b>
1.4.1. Financial and budgetary planning ensures that all priority areas have adequate funding in the short term or are at least given clear priority in cases where funding is very limited.	
1.4.2. A single integrated budgetary framework ensures transparency.	
1.4.3. The financial framework is reviewed regularly by the governing bodies.	
1.4.4. Funding windows or other incentives are in place to encourage donors to provide more flexible/unearmarked funding.	
1.4.5. Policies/measures are in place to ensure that earmarked funds are targeted at priority areas.	
1.4.6. [UN] Funding modalities with UN reform: 15% of total resources are from pooled funding.	
<b>MI Analysis</b>	<b>Source documents</b>
<p><b>The UBRAF overall budget and the 2022-23 biennial budget allocate core resources across result areas and priorities, across Cosponsors and the Secretariat, and across global and country levels.</b> The UBRAF budget is reviewed and updated annually and is approved by the PCB and the CCO. The UBRAF budget allocates core (unearmarked) funds to each Cosponsor to ensure that HIV is integrated in their corporate strategic and financial frameworks; to priority countries for joint UN support plans (through “country envelopes”), and to the Secretariat for core costs (as it does not have an assessed contribution, unlike Cosponsors). Non-core funds are earmarked for specific functions and activities of the Secretariat alone (e.g., managing the Technical Support Mechanism) or for joint Cosponsor and Secretariat activities (“strategic initiatives”, e.g. Education Plus).</p>	8, 10, 11, 13, 26, 28, 48, 50, 51, 57, 59, 70, 71, 189, 190, 208, 212
<p><b>Allocation of UBRAF core resources is highly contested by Cosponsors, as it favours the Secretariat (which is allocated some 75% of the core budget) and catalytic funds bypass Cosponsor headquarters efforts (50% of catalytic funds is allocated at country level).</b> The Secretariat drives</p>	



the UBRAF process, including resource allocation and joint resource mobilisation for core resources. Cosponsors have heavily criticised the Secretariat, in earlier reviews as well as in this assessment, for its role in resource mobilisation and allocation. At the same time, external observers question why what they consider well-resourced Cosponsors continue to rely on catalytic funding to be raised by the Secretariat. For example, in the 2022-23 UBRAF period, HIV funding estimated to be raised by Cosponsors is over USD 1 billion, almost ten times the catalytic funding through the UBRAF.

TABLE 2. 2022-23 BUDGET BY FUNDING SOURCE AND BY YEAR

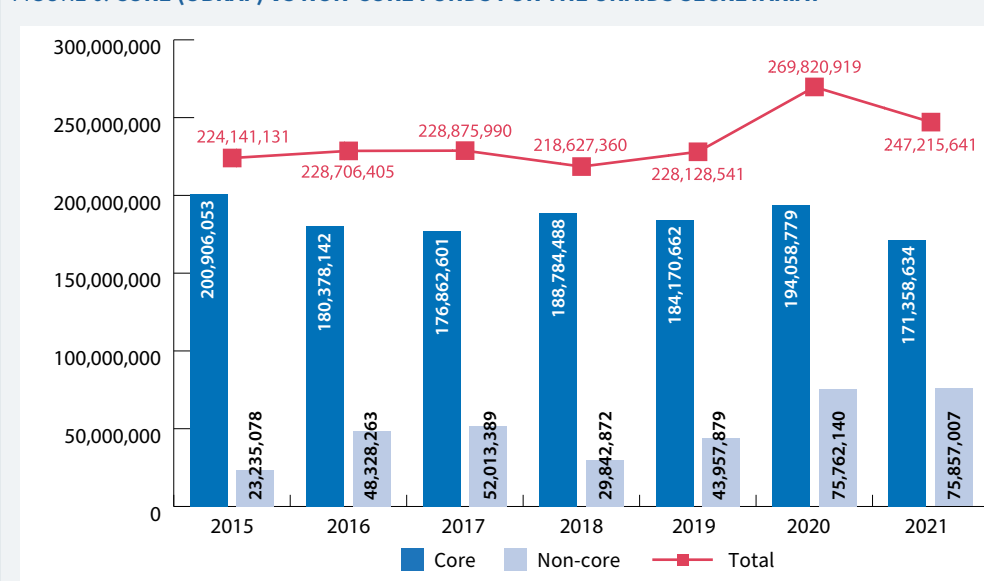
Funding source	2022 (US\$)	2023 (US\$)	Total
<b>I. Core funds</b>			
Cosponsors Core central (including Global Strategic Initiatives)	33 000 000	33 000 000	66 000 000
Cosponsors Country envelope	31 000 000	31 000 000	62 000 000
<b>Sub-total Cosponsors core</b>	<b>64 000 000</b>	<b>64 000 000</b>	<b>128 000 000</b>
Secretariat Core	146 000 000	146 000 000	292 000 000
<b>Total core funds</b>	<b>210 000 000</b>	<b>210 000 000</b>	<b>420 000 000</b>
<b>II. Non-core funds</b>			
Cosponsors Non-core *	553 843 500	553 843 500	1 107 687 000
Secretariat Non-core	50 000 000	50 000 000	100 000 000
<b>Total Non-core funds</b>	<b>603 843 500</b>	<b>603 843 500</b>	<b>1 207 687 000</b>
<b>GRAND TOTAL – all funds</b>	<b>813 843 500</b>	<b>813 843 500</b>	<b>1 627 687 000</b>

\* Includes projections for the UNDP - Global Fund partnership amounting to US\$ 610 million for 2022-2023

**The Secretariat has been unable to raise adequate core (joint) resources for the UBRAF since 2013, despite external warnings (including the 2016 MOPAN assessment) and resource mobilisation efforts.** Bilateral and other donors are encouraged to contribute core (unearmarked) resources to the UBRAF, but core funding has continued to decrease since the last MOPAN review. Budget cuts in the 2022-23 UBRAF annual workplans have fuelled Cosponsor criticism and trust deficit towards the Secretariat.

8, 10, 11, 13, 26, 28, 48, 50, 51, 57, 59, 70, 71, 189, 190, 208, 212

FIGURE 6: CORE (UBRAF) VS NON-CORE FUNDS FOR THE UNAIDS SECRETARIAT



Note: The Non Core funding received is aligned to the UBRAF.

<p><b>UNAIDS does not have or manage (thematic) funding windows but has traditionally been successful in convincing donors to provide unearmarked core funding.</b> UNAIDS Secretariat updates on the UN Funding Compact and PCB bureau reports on funding highlight how even though the UNAIDS Secretariat traditionally had a higher proportion of core funding (from the UBRAF) vs the total Secretariat resources than the UN-wide agency target of 30% (72% in 2020), this is gradually reversing due to changing donor priorities.</p>	8, 10, 11, 13, 26, 28, 48, 50, 51, 57, 59, 70, 71, 189, 190, 208, 212
<p><b>MI 3.1. Organisational structures and staffing ensure that human and financial resources are constantly aligned and adjusted to key functions</b></p>	
<p><b>MI rating</b></p>	<p><b>Highly unsatisfactory</b></p>
<p>3.1.1. Organisational structure is aligned with, or being reorganised to, requirements set out in the current strategic plan.</p> <p>3.1.2. Staffing is aligned with, or being reorganised to, requirements set out in the current strategic plan.</p> <p>3.1.3. Resource allocations across functions are aligned to current organisational priorities and goals as set out in the current strategic plan.</p> <p>3.1.4. Internal restructuring exercises have a clear purpose and intent aligned to the priorities of the current strategic plan.</p> <p>3.1.5. There is [UN] engagement in supporting the Resident Coordinator systems through cost-sharing and Resident Coordinator nominations.</p> <p>3.1.6: There is [UN] application of mutual recognition principles in key functional areas.</p>	
<p><b>MI Analysis</b></p>	<p><b>Source documents</b></p>
<p><b>Several external reviews of the Joint Programme recommended that the concentration of human resources at the UNAIDS Secretariat, compared to that at Cosponsors and country offices, should be addressed.</b> The 2022-26 UBRAF guides the operational structure of the Joint Programme, leaving it to individual Cosponsors to ensure staffing is aligned with UBRAF priorities and results (funded through Cosponsors' own resources).</p> <p><b>The Secretariat has embarked on a realignment process, aiming to make the Secretariat fit for purpose to implement the 2021-26 Strategy.</b> Objectives include: reduction of staff; decentralising Secretariat functions across regional offices; and increased integration with the Resident Coordinator system at country level. Senior leadership will consist of the Executive Director (ED) and two deputy EDs, one for the Programme Branch, and one for the Policy, Advocacy and Knowledge Branch. It is too early to evaluate the impact of the realignment, but the response from both UNAIDS staff and external partners is very mixed. A minority of staff (36%) responding to a 2021 staff survey believe that UNAIDS will be more fit for purpose because of the realignment. Annual staff surveys in 2020 and 2022 indicate continued staff concerns in the areas change management/realignment, communication, and overall Cabinet leadership (noting that scores on all surveyed areas are consistently more negative for headquarter staff than regional and country office staff).</p> <p><b>UNAIDS Secretariat resources are roughly equally allocated across the five functions, including global leadership and advocacy.</b> The inability to fully fund the UBRAF (see MI 1.4) will affect the Secretariat's functions, as the Secretariat – unlike the Cosponsors – does not have assessed contributions. This may affect 'co-ordination' functions more than 'technical' functions for which the Secretariat has been able to raise earmarked (non-core) funds, e.g., the 'Country Support' and 'Strategic information' functions.</p> <p><b>The UNAIDS Secretariat and country offices use the mutual recognition principle.</b> They rely on WHO (global centre) and UNDP/WHO (country offices) policies and procedures.</p>	

<b>MI 3.2. Resource mobilisation efforts consistent with the core mandate and strategic priorities</b>	
<b>MI rating</b>	<b>Unsatisfactory</b>
<p>3.2.1. Resource mobilisation strategy/case for support, with clear targets and monitoring and reporting, explicitly aligned to current strategic plan.</p> <p>3.2.2. Resource mobilisation strategy/case for support reflects recognition of need to diversify the funding base, particularly in relation to the private sector.</p> <p>3.2.3. Resource mobilisation strategy/case for support seeks multi-year funding within mandate and strategic priorities.</p> <p>3.2.4. Resource mobilisation strategy/case for support prioritises the raising of domestic resources from partner countries/institutions, aligned to goals and objectives of the strategic plan/relevant country plan.</p> <p>3.2.5. [UN] 1% levy systematically collected and passed on to the UN Secretariat (UN Resident Coordinator (RC) System).</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p><b>A UNAIDS Secretariat 2022-26 resource mobilisation plan (late 2022) exists.</b> It is aligned to the 2022-26 UBRAF, recognises shifting donor priorities, and proposes several strategies to ensure UBRAF resources, including semi-earmarked funding for multi-Cosponsor strategic initiatives. A new Secretariat department is dedicated to sustainable funding and partnership building, including with the private sector. The UNAIDS Secretariat is responsible for: 1) raising core resources for the unified budget (UBRAF); 2) advocating for sufficient global resources for the HIV response, including domestic resources and official development assistance; and 3) raising non-core, earmarked resources for Secretariat functions. Cosponsors are responsible for raising resources (called ‘non-core resources’ in the UBRAF) to address HIV in their programming. UNAIDS reports that UBRAF funding is subject to the UN 1% levy and that these funds go to the Resident Coordinator system. An Informal Multi-stakeholder Task Team for Resolving UNAIDS’ Immediate Funding Crisis for the 2022-23 Biennium identified as priorities mobilising resources from non-donor member states in the PCB and promoting co-investment in the Global Fund and the Joint Programme by donors.</p> <p><b>Resources for the UBRAF have declined steadily since 2014 (both in terms of aspirational budget and actual resources mobilised to fully fund the UBRAF), with cuts in fund allocations to Cosponsors in 2022 and anticipated further cuts in ‘country envelope’ for 2023.</b> In 2023, the UBRAF annual budget was reduced from US\$ 187 million to US\$ 160 million. This means a reduction of US\$ 14 million for the Secretariat (10% of USD 140) and US\$ 13 million for the Cosponsors (28% of USD 47 million<sup>9</sup>). The funding cuts for Cosponsors have seriously undermined the Joint Programme cohesion, with Cosponsors blaming the Secretariat for prioritising scarce resources for Secretariat functions (and staff). Other observers appreciate that the UNAIDS Secretariat, unlike some Cosponsors, does not receive core resources from member state contributions and therefore relies more heavily on the UBRAF budget.</p>	<p>8, 10, 14, 15, 23, 32, 68, 71, 161, 220</p>

<sup>9</sup> UNAIDS (2023) UNAIDS/PCB (52)/23.12 - UNAIDS Interim financial management update

#### MI 4.1. Transparent decision-making [sic] for resource allocation, consistent with strategic priorities over time (adaptability)

##### MI rating

Unsatisfactory

- 4.1.1. An explicit organisational statement or policy is available that clearly defines criteria for allocating resources to partners.
- 4.1.2. The criteria reflect targeting to the highest priority themes/countries/areas of intervention as set out in the current strategic plan.
- 4.1.3. Resource allocation mechanisms allow for adaptation in different contexts.
- 4.1.4. The organisational policy or statement is regularly reviewed and updated.

##### MI Analysis

##### Source documents

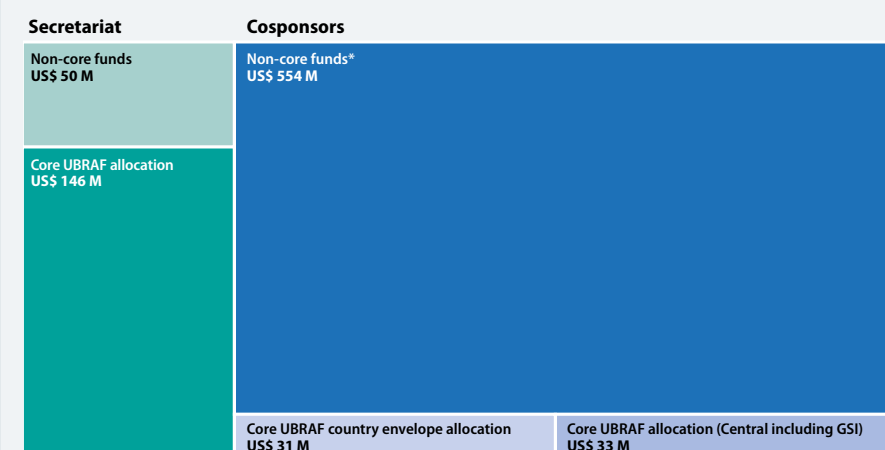
**In the absence of an explicit policy on allocation, the 2022-26 UBRAF provides several budget allocation principles.** These include: resource needs; ability to catalyse additional resources; equitable allocation across strategic areas, Cosponsors and regions; and value for money.

**The allocation of resources is reviewed and renegotiated for every biennial and annual workplan.**

The UNAIDS Secretariat has a co-ordinating role in developing the UBRAF budgets and in allocation of Joint Programme core funds among Cosponsors. The UBRAF is ultimately agreed with the CCO and approved by the PCB.

**The UBRAF allocates core resources to Cosponsors and strategic results areas as mentioned in the Global AIDS Strategy.** UBRAF guidance for allocating global resources considers strategy result areas, past performance, evidence, and a Division of Labour.

FIGURE 7: 2022-23 UBRAF ANNUAL BUDGET ESTIMATE



\* Includes projections for the UNDP-Global Fund partnership amounting to USD 305 million for 2022 and USD 305 million for 2023.

Source: 2022-23 UBRAF workplan.

10, 14, 15, 57, 71, 74

**Cosponsors surveyed and interviewed report a lack of transparency in the application of the allocation guidance by the UNAIDS Secretariat.** At global level, core funds allocated to Cosponsors are equal, irrespective of corporate HIV budget or HIV programmes, because these funds are catalytic, encouraging Cosponsors to integrate HIV in their corporate strategies and budgets. Cosponsors interviewed consider these catalytic funds (estimated at USD 3 million each but reduced to USD 2 million in 2022 due to resource constraints) to be too small compared to the core funds allocated to the Secretariat (roughly 20% versus 80%). External reviews confirm that the HIV capacity at some Cosponsors (e.g. UNODC, UNESCO) is in danger, but also question the need for catalytic funds for what they consider well-resourced Cosponsors (e.g. WFP, World Bank, UNDP).

<p><b>The Secretariat’s inability to raise resources to fully fund the 2022-23 unified budget resulted in budget cuts and stronger criticism of the allocation of core funding, contributing to a serious breakdown in relations.</b> Some, including an external UBRAF review, see the funding crisis as an opportunity to review and revise the rules of engagement for the “joint and co-sponsored programme on AIDS”.</p>	
<p><b>At Secretariat level, the allocation of core budget is roughly equal among the five functions, as per the UBRAF.</b> The Secretariat, like Cosponsors, raises (non-core) resources, earmarked for certain Secretariat functions, e.g., country support or strategic information. Some Cosponsors interviewed argue that the Secretariat prioritises fundraising for their own non-core resources over fundraising for Cosponsor core funds. It should be noted that Cosponsors also raise non-core funds, and there is a certain competition for HIV resources in the current context of reduced donor priority for HIV.</p>	10, 14, 15, 57, 71, 74

<b>MI 4.2. Allocated resources disbursed as planned</b>	
<b>MI rating</b>	<b>Highly unsatisfactory</b>
<p>4.2.1. The institution sets clear targets for disbursement to partners.</p> <p>4.2.2. Financial information indicates that planned disbursements were met within institutionally agreed margins.</p> <p>4.2.3. Clear explanations, including changes in context, are available for any variances against plans.</p> <p>4.2.4. Variances relate to external factors rather than to internal procedural blockages.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p><b>The UBRAF biennial budgets set targets for resource mobilisation of ‘core UBRAF’ resources and disbursement of these resources to Cosponsors and the Secretariat.</b> Besides ‘core UBRAF’ resources, the UBRAF also presents estimates of additional (‘non-core UBRAF’) resources that Cosponsors, and the Secretariat raise individually. Annual UBRAF progress reports include the funds raised (‘core UBRAF’), expenditures and a discussion on variance in resource mobilisation or burn rate, including internal and external factors.</p> <p><b>As identified in previous MOPAN assessments, other external reviews and the UBRAF, resource mobilisation for the Joint Programme is a challenge.</b> For the 2022-23 first annual workplan, the estimated minimum resources have not been mobilised, and for the second year, 2023, the situation seems equally challenging. This results in lower-than-expected disbursement of funds to UBRAF programmatic areas, Cosponsors, and country envelopes. It must be noted that resource mobilisation is more challenging for core funding, i.e., unearmarked resources, than for earmarked resources for specific programmes or geographical areas.</p>	14, 52, 58, 59, 71, 74

<b>MI 6.1. Planning, programming and approval procedures make partnerships more agile when conditions change</b>	
<b>MI rating</b>	<b>Satisfactory</b>
<p>6.1.1. Procedures are in place to encourage joint planning and programming with Cosponsors.</p> <p>6.1.2. Mechanisms, including budgetary mechanism, are in place (with Cosponsors) to allow programmatic changes and adjustments when conditions change.</p> <p>6.1.3. Institutional procedures for revisions permit changes to be made at the appropriate level to ensure efficiency.</p>	

MI Analysis	Source documents
<p><b>Procedures are in place to encourage joint planning and programming with Cosponsors at global level, but not so much at regional level.</b> At global level the tools include the Division of Labour and the UBRAF, both co-ordinated by the UNAIDS Secretariat and approved by the CCO. At regional level there are no dedicated systems for Cosponsor co-ordination.</p> <p><b>Mechanisms are in place to allow programmatic changes and adjustments when conditions change.</b> At global level the UBRAF is broken down into biennial workplans and budgets, allowing for review and revision of priorities.</p> <p><b>At country level, reprogramming and rebudgeting needs review and approval from the regional office and the Secretariat.</b> See the ‘Country support’ function for more detail.</p>	8, 10, 11, 22, 26, 57, 70, 74, 78

### MI 6.2. Partnerships are based on an explicit statement of comparative or collaborative advantage i.e. technical knowledge, convening power/partnerships, policy dialogue/advocacy

MI rating	Unsatisfactory
<p>6.2.1. Corporate documentation contains clear and explicit statement on the collaborative advantage that the organisation is intending to bring to a given partnership.</p> <p>6.2.2. Statement of comparative advantage is linked to clear evidence of organisational capacities and competencies as it relates to the partnership.</p> <p>6.2.3. Resources/competencies needed for intervention area(s) are aligned to the perceived comparative or collaborative advantage.</p> <p>6.2.4. Comparative or collaborative advantage is reflected in the resources (people, information, knowledge, physical resources, networks) that each partner commits (and is willing) to bring to the partnership.</p> <p>6.2.5. [UN] Guidance on implementing the Management and Accountability Framework exists and is being applied.</p>	

MI Analysis	Source documents
<p>(See also findings under the functions ‘Global Partnership’ and ‘Country Support’ for Element 6.2.5.)</p> <p><b>Partnership of the UNAIDS Secretariat with UN Cosponsors is guided by the Division of Labour (2018), with specifications in the 2022-23 UBRAF.</b> The Division of Labour/UBRAF contain clear and explicit statements on comparative advantage, related to organisational mandates and capacities. For the Secretariat this means five functions, supportive of the UN Joint Programme and country support, and a leading role in global leadership and monitoring the epidemic and response.</p> <p><b>Several external evaluations identified that the financial and human resources in the partnership are problematic,</b> with Cosponsor HIV-specific staff decreasing at all levels, the UNAIDS Secretariat being relatively overstaffed, and inefficiencies in the allocation of overall (core and non-core) financial resources across Cosponsors, with some at risk of losing their HIV-specific expertise.</p> <p><b>The UN Management and Accountability Framework does not apply to global-level joint programming.</b></p>	4, 10, 16, 20, 24, 27, 28, 37, 39, 50, 55, 57, 110, 160, 170, 175, 189, 190

<b>MI 6.5. Key business practices (planning, design, implementation, monitoring and reporting) co-ordinated with other relevant partners</b>	
<b>MI rating</b>	<b>Satisfactory</b>
<p>6.5.1. Active engagement in joint exercises/mechanisms (planning, co-ordination, monitoring, evaluation) to support external coherence.</p> <p>6.5.2. Participating in joint monitoring and reporting processes with key development partners.</p> <p>6.5.3. Identifying shared information or efficiency gaps with development partners and developing strategies to address them.</p>	
<b>MI Analysis</b>	<b>Source documents</b>
<p>(For analysis at <i>country</i> level, see the function ‘Country support’; for partnerships beyond the Joint Programme, see the function ‘Global partnerships’.)</p> <p><b>The UNAIDS Secretariat is actively engaged in joint planning and co-ordination mechanisms with Cosponsors and leads the strategic plan development at all stages of the UBRAF process, from design to monitoring.</b> This includes joint monitoring and reporting on behalf of the Joint Programme to the PCB and the UN General Assembly.</p> <p><b>The UNAIDS Secretariat also supports the CCO to identify efficiency gaps.</b> The Secretariat leads on review and revision of co-ordination mechanisms such as updating the Division of Labour and operating model (for country-level UN system support), and resource mobilisation strategies for the Joint Programme.</p> <p><b>External views on the role of the Secretariat are mixed and reflect varied expectations from the Secretariat.</b> Most informants interviewed and surveyed, including donors, appreciate the Secretariat as being proactive in co-ordination. Cosponsors at global level and some representatives from civil society surveyed and interviewed perceive the Secretariat as dominant and overreaching.</p>	8, 10, 11, 22, 57, 74

## PROTECTION FROM SEXUAL EXPLOITATION, ABUSE AND HARASSMENT (PSEAH)

This section presents the assessment of the aspects of the MOPAN assessment framework relating to the Protection from Sexual Exploitation, Abuse and Harassment (PSEAH). Unlike for the rest of the assessment of UNAIDS, this part – encompassing micro-indicators (MIs) 4.7 and 4.8, and for element 5.4.5 - has followed the standard MOPAN methodology for scoring and rating. Having analysed the evidence, the assessment team assigned a score at element level, and averaged the element scores to arrive at an overall judgement at MI level. These assessments are presented below.

### Scoring and rating at MI level

Score Range	Rating
3.51–4.00	Highly satisfactory
2.51–3.50	Satisfactory
1.51–2.50	Unsatisfactory
0–1.50	Highly unsatisfactory

Source: MOPAN (2020), 2020 Assessment Cycle MOPAN Methodology: MOPAN 3.1 Methodology, p. 44, [http://www.mopanonline.org/ourwork/themopapproach/MOPAN\\_3.1\\_Methodology.pdf](http://www.mopanonline.org/ourwork/themopapproach/MOPAN_3.1_Methodology.pdf).

## PROTECTION FROM SEXUAL EXPLOITATION AND ABUSE

PSEAH MIs and Elements	
MI 4.7: Prevention of and response to sexual exploitation and abuse (SEA)	Score
<b>Overall MI rating</b>	Unsatisfactory
<b>Overall MI Score</b>	1.88
<b>Element 1:</b> Organisation-specific dedicated policy statement(s), action plan and/or code of conduct that address SEA are available, aligned to international standards, and applicable to all categories of personnel.	3
<b>Element 2:</b> Mechanisms are in place to regularly track the status of implementation of the SEA policy at HQ and at field levels.	2
<b>Element 3:</b> Dedicated resources and structures are in place to support implementation of policy and/or action plan at HQ and in programmes (covering safe reporting channels and procedures for access to sexual and gender-based violence services).	1
<b>Element 4:</b> Quality training of personnel/awareness raising on SEA policies is conducted with adequate frequency.	2
<b>Element 5:</b> The organisation has clear standards and due diligence processes in place to ensure that implementing partners prevent and respond to SEA.	2
<b>Element 6:</b> The organisation can demonstrate its contribution to inter-agency efforts to prevent and respond to SEA at field level and to SEA policy/best practice co-ordination fora at HQ.	3
<b>Element 7:</b> Actions taken on SEA allegations are timely and their number related to basic information and actions taken/reported publicly.	1
<b>Element 8:</b> The MO adopts a victim-centred approach to SEA and has a victim support function in place to implement a victim-centred approach.	1



<b>MI 4.7: Analysis</b>	
<b>Element 1:</b> Organisation-specific dedicated policy statement(s), action plan and/or code of conduct that address SEA are available, aligned to international standards, and applicable to all categories of personnel.	<b>Score</b>
<p><b>Assessment:</b> UNAIDS uses the WHO <i>Policy Directive on Protection Against Sexual Exploitation and Abuse</i> from 2021. (Although this lies outside the scope of this assessment, it is important to note that in March 2023, the Policy Directive became superseded by the <i>WHO Policy on Preventing and Addressing Sexual Misconduct</i>, and the <i>WHO policy and procedures on Preventing and Addressing Abusive Conduct</i>). The 2021 and 2023 WHO policies address both SEA and SH, are aligned to international standards and apply to all categories of personnel in UNAIDS’ global, regional, and country offices. The UNAIDS Ethics Office is responsible for operationalisation and develops annual PSEAH action plans since 2019 as per the UN Entity Level Action Plan Model Template.</p>	3
<b>Analysis</b>	<b>Evidence documents</b>
<ol style="list-style-type: none"> <li>UNAIDS previously used the 2017 <i>WHO Sexual Exploitation and Abuse Prevention and Response Policy and Procedures</i> of March 2017 as circulated to UNAIDS staff in March 2018. It was placed in abeyance when WHO issued the 2021 <i>Policy Directive</i>. The broader 2021 WHO policy <i>Preventing and Addressing Abusive Conduct: Policy and Procedures Concerning Harassment, Sexual Harassment, Discrimination, and Abuse of Authority</i> contains guidance on operationalisation, e.g., prevention, resolution, and support procedures. The policy is neither UNAIDS-specific (as it is a WHO policy) nor exclusively focused on PSEA (as it also covers sexual harassment and abusive behaviour). In 2023 the 2021 policy has been superseded by the <i>WHO Policy on Preventing and Addressing Sexual Misconduct</i><sup>10</sup> (also addressing both SEA and SH), and a WHO policy on <i>Preventing and Addressing Abusive Conduct</i>. In the UNAIDS Secretariat, it is the Ethics Office that leads on the implementation of the sexual misconduct policy, under the responsibility of the Executive Office.</li> <li>The WHO SEA Policy Directive is aligned with the <i>Secretary-General’s Bulletin: Special measures for protection from sexual exploitation and sexual abuse</i> (UN SG’s Bulletin on SEA (ST/SGB/2003/13)) and aligns with the requirements under the Final Harmonized SEAH language (2021)<sup>11</sup>, a document reflecting requirements by donors that WHO has adopted for all its funding agreements.</li> <li>The WHO policy <i>Preventing and Addressing Abusive Conduct</i> (March 2021) contains guidance for operationalising prevention, resolution, support procedures, etc. The <i>UNAIDS 2023 Entity Level Action Plan to Prevent and to Respond to Sexual Exploitation and Abuse</i> contains action plans for 5 outcome areas, as per the standard PSEA action plan format. The Ethics Office, when interviewed, mentioned that staff were aware of, and had access to, the action plan and the policy.</li> <li>The assessment found that employment contracts for all categories (fixed and temporary) of staff contain rules of ethical conduct and explicitly state zero tolerance for SEA. Contracts refer explicitly to the relevant policies: the UNAIDS Ethics Guide; the UNAIDS (WHO) Policy and Procedures on SEA prevention and response, and the UNAIDS (WHO) Policy and Procedures on whistleblowing. More generic rules refer to Staff Regulations and Rules and Standards of Conduct of International Civil Service.</li> </ol>	62, 80, 82, 92, 93, 94, 95, 103, 199, 200, 201, 218, 219

10. The 8 March 2023 update of the WHO PSEAH policy it was *after* the MOPAN assessment period, and thus not assessed for content. <https://www.who.int/initiatives/preventing-and-responding-to-sexual-exploitation-abuse-and-harassment>

11. Final Harmonized SEAH language July 2021, available at [https://cdn.who.int/media/docs/default-source/documents/harmonized-seah-clause-july-2021-english-.pdf?sfvrsn=d4d44a31\\_9](https://cdn.who.int/media/docs/default-source/documents/harmonized-seah-clause-july-2021-english-.pdf?sfvrsn=d4d44a31_9)

<p>5. UNAIDS senior leaders interviewed mention a need to clarify the scope of the existing policy regarding definition of the protected beneficiary group.<sup>12</sup> There has also been a desire to capture different kinds of sexual misconduct more comprehensively and effectively. It should be noted that the UNAIDS Secretariat, unlike UNAIDS cosponsors, does not implement interventions or services, although UNAIDS personnel do have extensive interactions with external persons, including representatives from key affected populations.</p>	<p>62, 80, 82, 92, 93, 94, 95, 103, 199, 200, 201, 218, 219</p>
<p><b>Evidence confidence</b></p>	<p><b>High confidence</b></p>
<p><b>Element 2:</b> Mechanisms are in place to regularly track the status of implementation of the SEA policy at HQ and at field levels.</p>	<p><b>Score</b></p>
<p><b>Assessment:</b> Mechanisms to track the status of implementation of the SEA policy are partly in place; however, only informally, and only at UNAIDS global centre. There is no evidence that UNAIDS is monitoring the implementation of its SEA policy at regional or country offices on a regular basis.</p>	<p>2</p>
<p><b>Analysis</b></p>	<p><b>Evidence documents</b></p>
<p>1. The UNAIDS Executive Office is tasked with annual internal and external tracking of and reporting against the WHO SEA policy as this policy applies to the UNAIDS Secretariat. However, relevant staff interviewed recognise that the system needs strengthening. The <i>UNAIDS 2023 Entity Level Action Plan to Prevent and to Respond to Sexual Exploitation and Abuse</i> contains ambitious activity plans for various objectives, to be implemented mainly by the Ethics Office (which is one staff member). At the time of this assessment, it is not yet clear how the WHO will track the implementation of its new SEA policy (and 3-year strategy) other than through its Office of Internal Oversight Services (IOS).</p> <p>2. The UNAIDS Ethics Office reports annually to the PCB through the <i>Ethics Office report</i><sup>13</sup> on a variety of issues, including the implementation of the SEA policy, but no self-assessments or external reviews of the SEA policy have taken place so far. A variety of other reports to the PCB also address PSEAH policy and processes as part of their remit. For example, the latest (2022) update to the PCB includes:</p> <p>a) An <i>Update on strategic human resources management issues</i><sup>14</sup> from senior management that briefly mentions PSEAH policy development.</p> <p>b) The <i>Report of the work of the Office of Internal Oversight Services for 2022</i><sup>15</sup> provides statistics on WHO/IOS investigations including but not limited to PSEAH cases. The report highlights a backlog of 25 ongoing investigations dating back to 2018 (WHO is currently increasing the capacity of its IOS);</p> <p>c) The <i>report of the Independent External Oversight Advisory Committee</i><sup>16</sup> makes recommendations to the ED and Board on organisational issues and risks identified. It is based on reports from the Ethics Office, Internal and External Audit reports, and various interviews. It recommended for example resourcing the Ethics Office and addressing the IOS backlog of investigations.</p>	<p>60, 65, 92, 199<sup>17</sup>, 208, 209, 210, 2011, 212</p>

12. This has been done in the 2023 WHO policy: no longer exclusive for service beneficiaries, but also including broader populations in programme areas.

13. UNAIDS/PCB (52)/23.18, Report of the Ethics Office

14. UNAIDS/PCB (52)/23.14, Update on strategic human resources management issues

15. UNAIDS/PCB (52)/21.16, Report of the work of the Office of Internal Oversight Services for 2022

16. UNAIDS/PCB (52)/23.19, Report of the Independent External Oversight Advisory Committee.

17. UNAIDS/PCB (52)/23.18 Report of the Ethics Office

<p>d) The <i>Management Response to the Organizational Oversight Reports</i><sup>18</sup> acknowledges the various reports and recommendations, refers to the Update on strategic HRM issues, and the Corrective administrative actions.</p> <p>3. Reporting on actual PSEAH cases and investigations to the PCB is done through various reports and updates that are broader in scope. The latest (2022) update to the PCB includes:</p> <p>a) An update on ‘<i>Corrective administrative actions, including disciplinary measures taken in 2022</i>’ from the Department of People Management. It provides summaries of four cases and corrective actions/disciplinary measures.</p> <p>b) The <i>Report of the work of the Office of Internal Oversight Services for 2022</i> provides statistics on WHO/IOS investigations including but not limited to PSEAH cases. The report highlights five PSEAH reports of concern in 2022 (out of 16) and that 11 investigations are ongoing as part of the backlog of 25 investigations;</p> <p>4. The policy frameworks require that allegations of SEA from regional and country offices be reported vertically to the WHO IOS investigation service - the WHO investigation service then compiles all statistics annually and includes the statistics in their public reporting. In addition to this, the Ethics Office reports that recent UN Secretariat guidance requires that all allegations are shared with the highest ranking official in country. The assessment did not have specific documentary evidence of monitoring and reporting at UNAIDS regional and country offices, although regional cases are reflected in global reports. There is also no specific documentary or narrative evidence on how country or regional offices contribute to regular reporting on the implementation of the SEA policy.</p>	<p>60, 65, 92, 199, 208, 209, 210, 2011, 212</p>
<p><b>Evidence confidence</b></p>	<p><b>Medium confidence</b></p>
<p><b>Element 3:</b> Dedicated resources and structures are in place to support implementation of policy and/or action plan at HQ and in programmes (covering safe reporting channels and procedures for access to sexual and gender-based violence services).</p>	<p><b>Score</b></p>
<p><b>Assessment:</b> No dedicated resources or structures are in place for implementing the PSEA policy. UNAIDS relies on its Ethics Office for co-ordination, training and reporting on SEA, and on WHO systems, such as the IOS and a confidential hotline, for receiving complaints and following up allegations of PSEA.</p>	<p>1</p>
<p><b>Analysis</b></p>	<p><b>Evidence documents</b></p>
<p>1. The UNAIDS Ethics Office acts as the focal point for SEA at HQ. It is located at the Executive Office but working independent following recent implementation of 2019 JIU recommendations. According to its 2022 annual report, the UNAIDS Ethics Office issued the SEA Policy Directive to all UNAIDS staff in December 2021. An MOU between UNAIDS and WHO exists for broader co-operation on ethical issues, including SEA. UNAIDS relies on the WHO IOS to support implementation of the PSEA policy throughout the organisation.</p> <p>2. Country and regional offices also rely on WHO (or the UN Resident Coordinator system) to support implementation of the PSEA policy. The Ethics Office maintains a list of SEA focal points at decentralised, country offices. These functions are not dedicated but part of other responsibilities. These roles and structure will be revised and updated in accordance with new 2023 <i>WHO Policy on Addressing Sexual Misconduct</i>.</p> <p>3. There is no evidence of a UNAIDS co-ordination structure to connect all relevant players on PSEA, e.g., a SEA Task Force.</p>	<p>92, 196, 198, 199, 207</p>

18. UNAIDS/PCB (52)/23.20.rev1, Management Response to the Organizational Oversight Reports.

<p>4. The highest responsible for PSEA (among other issues) is the head of the Ethics Office, a P5 level position, reporting directly to a PCB subcommittee (organisational oversight committee), who in turn liaise with the Executive Director and PCB.</p> <p>5. For safe and confidential reporting of allegations, UNAIDS relies on WHO systems. The WHO system for reporting allegations of SEA is the IOS system, specifically its 'Integrity Hotline', a confidential, free, 24-hours-a-day, 365-days-a-year service which can be accessed from any location to raise ethical concerns or report issues. It is multilingual and managed by a professional company. Any allegation on SEA is forwarded directly to the IOS services. UNAIDS HQ informants mention that the MOU includes specific timelines for investigations, specific requirements on feedback for information, and regular updates from IOS to UNAIDS to ensure appropriate co-ordination (see also element 7 for reporting).</p> <p>6. UNAIDS does not have dedicated financial resources for PSEA. However, the Ethics Office, established and strengthened since the last MOPAN assessment, is partially responsible to address PSEA explicitly as part of its broader mandate.</p> <p>7. Senior UNAIDS staff interviewed consider that UNAIDS staff are adequately supported on preventing and reporting SEA, referring to the work undertaken within UNAIDS – including on SEA - following the sexual harassment crisis of 2019. The assessment did, however, not gain interview or documentary evidence on the functioning of PSEA in regional and country offices, or about the PSEA implementation capacity of country and regional UNAIDS Secretariat staff.</p>	92, 196, 198, 199, 207
<b>Evidence confidence</b>	<b>Medium confidence</b>
<b>Element 4:</b> Quality training of personnel/awareness raising on SEA policies is conducted with adequate frequency.	<b>Score</b>
<b>Assessment:</b> Training and awareness raising on SEA policies is mandatory and is conducted for all staff as part of broader ethics and integrity training.	2
<b>Analysis</b>	<b>Evidence documents</b>
<p>1. Both WHO policy and the <i>UNAIDS 2023 Entity Level Action Plan to Prevent and Respond to Sexual Exploitation and Abuse</i> call for mandatory training of all relevant staff. The Ethics Office Report to the PCB 2021 mentions that “staff are required to complete courses on PSEA”; interns and consultants are included.</p> <p>2. During the assessment period, training was not provided to external service providers or contractors in projects at high risk of SEA. However, the Ethics Office indicates that UNAIDS has recently begun to require contractors to complete mandatory PSEA training as well as ethics training as part of mandatory onboarding (as of mid-2023).</p> <p>3. Specific training on PSEA is mandatory and one-off; however, PSEA is also covered in the Ethics training, which is also compulsory.</p> <p>4. The training module on PSEA is a 45-minute online course. It is integrated into broader ethics training, which encompasses ‘Ethics and integrity at the UN’, ‘Preventing SEA’, and ‘Preventing Harassment and Abuse’. These are standard training modules for UN personnel, not UNAIDS-specific. A complementary, UNAIDS-specific training course entitled Ethics@UNAIDS is being developed to further sensitize staff and explain the specific UNAIDS regulatory framework. According to the Ethics Office 2021 report to the PCB, the PSEA training is designed to make staff more aware of behaviours that may constitute SEA, steps to take to prevent such behaviour, and how to report such abuses. The UNAIDS Ethics Office also encourages UNAIDS staff to attend WHO #NoExcuses webinars.</p>	46, 65, 92, 93, 102, 200

<p>Topics covered in 2022 include: (i) supporting implementing partners to address SEAH; (ii) implementing services for victims and survivors of SEA; (iii) assessing SEA risk on our programmes and operations; and (iv) safeguarding our programmes and operations.</p> <p>5. The latest Ethics Office report (2022) mentions that 83% of UNAIDS personnel have completed the PSEA and Ethics and Integrity courses; the remaining staff will receive training later. According to the Ethics Office, UNAIDS managers receive additional training, including on SEA and SH; and the Ethics and Conduct training was first made mandatory for all UNAIDS Country Directors. A new version (2.0) of the mandatory UN system training on PSEAH includes a special course for managers and will be rolled out in 2023. Senior staff interviewed also report that training on awareness (of the PSEA policy) is useful but may not be sufficient to address attitudes and behaviours.</p> <p>6. The Ethics Office reports that UNAIDS country office focal points participate in PSEA inter-agency networks including local outreach for awareness raising on SEA.</p>	46, 65, 92, 93, 102, 200
<b>Evidence confidence</b>	<b>Medium confidence</b>
<b>Element 5:</b> The organisation has clear standards and due diligence processes in place to ensure that implementing partners prevent and respond to SEA.	<b>Score</b>
<b>Assessment:</b> UNAIDS Secretariat developed due diligence processes since 2021 to ensure that implementing partners prevent and respond to SEA, through clauses in model contracts and inclusion of PSEAH questions in the implementing partner capacity self-assessment tool, but it is not clear how this is enforced.	2
<b>Analysis</b>	<b>Source documents</b>
<p>1. UNAIDS Ethics Office and Senior Staff interviewed mentioned that UNAIDS contracts with providers use a ‘code of conduct’, which contains all relevant mandatory PSEA clauses in line with the <i>United Nations Protocol on Allegations of Sexual Exploitation and Abuse Involving Implementation Partners</i> (2018).</p> <ul style="list-style-type: none"> <li>• The UNAIDS model contract form with implementing partners lays out requirements to be fulfilled by the contractor for preventing and responding to SEA. It refers to the relevant specific WHO/UNAIDS policies and procedures for PSEAH and ethical code of conduct, and the whistle-blower and response policy.</li> <li>• The standard agreements with contractors also refer to subcontractors’ responsibility to comply with SEA prevention and response obligations (section 9). Possible sanctions for non-compliance are termination and referral to national authorities (para 15 and 18).</li> <li>• The organisational capacity self-assessment tool for implementing partners contains items on PSEAH capacity.</li> </ul> <p>The assessment did not find documentary evidence of a toolkit for partners, training, or field monitoring, but according to the Ethics Office, developments are underway in UNAIDS to use the system-wide UN Partner Portal for this.</p> <p>2. 68% of respondents agreed that UNAIDS has clear standards and due diligence processes in place to ensure that implementing partners prevent and respond to SEA (3% disagreed and 29% responded ‘don’t know’). However, the assessment did not find evidence that:</p> <ul style="list-style-type: none"> <li>• UNAIDS checks the capacity of the implementing partner on PSEA, for instance using the <i>Harmonized Implementation Tool: UN implementing partner PSEA capacity assessment</i>.</li> </ul>	36, 80, 82, 92, 93, 94, 103, 198, 199, 202, 203, 204

<ul style="list-style-type: none"> <li>UNAIDS requests proof of regular PSEA training offered by implementing partners to their personnel, using for instance the interactive training developed in 2020 by UNHCR, WFP and IOM.</li> <li>UNAIDS agrees with each implementing partner on who (UNAIDS [WHO] or the partners) conducts investigations, or how to ensure that in case the implementing partner does not have capacity, SEA cases do not go un-investigated.</li> </ul>	36, 80, 82, 92, 93, 94, 103, 198, 199, 202, 203, 204
<b>Evidence confidence</b>	<b>Medium confidence</b>
<b>Element 6:</b> The organisation can demonstrate its contribution to inter-agency efforts to prevent and respond to SEA at field level and to SEA policy/best practice co-ordination fora at HQ	<b>Score</b>
<b>Assessment:</b> The UNAIDS Secretariat informally contributes to inter-agency efforts to prevent and respond to SEA at field level and to SEA policy/best practice co-ordination fora at HQ.	3
<b>Analysis</b>	<b>Evidence documents</b>
<ol style="list-style-type: none"> <li>UNAIDS does not have a corporate statement to participate in inter-agency collaboration to prevent and respond to SEA, but, according to the Ethics Office, participates in the UN system-wide SEA working group.</li> <li>According to the 2022 Ethics Office report, the UNAIDS Ethics Office “interacts with other agencies through the Ethics Network of Multilateral Organizations (ENMO), comprising the Ethics Offices of UN System organisations, International Finance Institutions, and other multilateral organisations, and “will attend ENMO meetings to encourage collaboration with the Ethics Network and to gather learnings and best practices that can be implemented within the UNAIDS context”. This is confirmed by 63% of MOPAN survey respondents, who agreed that UNAIDS contributes to inter-agency efforts to prevent and respond to SEA policy/best practice co-ordination fora at headquarters (3% disagreed and 34% responded ‘don’t know’).</li> <li>At the country level, some UNAIDS country offices contribute to inter-agency efforts for local outreach for awareness raising on SEA, for example a case study from the Sierra Leone office, where the UCD led the UN system response to PSEAH. In the MOPAN survey, 68% of respondents agreed that UNAIDS contributes to joint or inter-agency efforts to prevent and respond to SEA at country level (5% disagreed and 26% responded ‘don’t know’).</li> <li>The survey responses and interviews do not clarify what these field collaborative structures are, or where the challenges or limitations lie. UNAIDS staff interviewed mention that at country level, UNAIDS country teams work closely with WHO and its IOS to investigate and address issues related to SEA.</li> </ol>	62, 67, 86, 90, 201
<b>Evidence confidence</b>	<b>Medium confidence</b>
<b>Element 7:</b> Actions taken on SEA allegations are timely and their number related to basic information and actions taken/reported publicly.	<b>Score</b>
<b>Assessment:</b> Actions taken on SEA allegations are slow, but their number related to basic information and actions taken is reported publicly.	1
<b>Analysis</b>	<b>Evidence documents</b>
<ol style="list-style-type: none"> <li>UNAIDS relies on the WHO IOS for investigation of SEA allegations. UNAIDS HQ informants note that the MOU with WHO includes specific timelines for investigations, specific requirements on feedback for information, and regular updates from IOS to UNAIDS to ensure appropriate co-ordination. Staff voiced concerns that the IOS process for handling complaints was lengthy and lacked transparency and visibility, and about the role of the (WHO) Global Advisory Committee, which reviews IOS</li> </ol>	86, 93

<p>investigation reports and advises on an appropriate course of action. Process and timelines for the IOS are specified in WHO’s <i>Policy on Preventing and Addressing Abusive Conduct</i> (2021), including: acknowledgement of complaints (within ten working days); initial review and decision to proceed (30 days); efforts to resolve issues informally (max 90 days); submission of investigation report (180 days); Global Advisory Committee recommendations (60 days); and final decision by the ED (30 days). In the new 2023 WHO <i>Policy on preventing and addressing sexual misconduct</i>, aspirational timelines are shortened to 120 days for IOS investigations and 60 days for disciplinary action. Such timelines are welcome as the UNAIDS External Auditor 2022 report and the management response agreed that when it comes to IOS handling of any kind of reports (not just SEA), “timelines [...] mentioned as ‘promptly’ doesn’t give any definitive timeline. Such timelines may be subject to interpretation.”</p> <p>2. UNAIDS reports SEA allegations to iReport, in line with UN standards for reporting. Its reporting includes allegations against its personnel as well as involving implementing partners, and indicates what action was taken in each case. This is in line with the requirement for the rest of the UN system.<sup>19</sup> WHO IOS investigation service (the formal reporting mechanism at UNAIDS) populates the iReport mechanism on an ongoing basis and reports annually in its reports to the PCB on all <b>SEA allegations received</b>. The UNAIDS Human Resource Management service, on the other hand, reports on any SEA allegations and corresponding disciplinary action to the PCB as part of the annual <b>disciplinary action</b> report. (The UNAIDS Ethics Office has no involvement in investigations nor in the outcome of any investigation, hence Ethics Office Reports does not include SEA allegations.)</p> <p>3. According to UNAIDS and WHO policy, information on SEA perpetrators is shared within the UN through ClearCheck, to prevent rehiring. This has not happened yet in the case of SEA, as there have been no such cases yet.</p>	86, 93
<b>Evidence confidence</b>	<b>High confidence</b>
<b>Element 8:</b> The MO adopts a victim/survivor-centred approach to SEA and has a victim support function in place (stand-alone or part of existing structures) in line with its exposure/risk of SEA.	<b>Score</b>
<b>Assessment:</b> UNAIDS is committed to a victim/survivor-centred approach to SEA but does not have systems in place to implement a victim/survivor-centred approach.	1
<b>Analysis</b>	<b>Evidence documents</b>
<p>1. The UNAIDS Ethics Office is committed to a victim/survivor-centred approach to SEA, and the 2022 <i>Ethics Office Report</i> defines it as “to prioritize all matters involving allegations of sexual misconduct, to ensure that they are treated promptly, with the appropriate level of sensitivity and care, and with a victim-centred approach”. The WHO 2021 SEA policy did not mention a victim-centred approach. (The 2023 policy, which was however out of scope for this assessment, does contain various provisions to this effect.)</p> <p>2. There is no evidence that a victim-centred approach is implemented or monitored through progress reports, audits, or evaluations. Senior management interviewed agree that protocols do not always translate in practice, that more support mechanisms for victims throughout the process are needed, at least timely information about what is happening with their case.</p> <p>3. The UNAIDS Ethics Office works on creating an environment of trust where victims feel safe coming forward and are confident they will receive support, as reported in the Ethics Reports. The WHO <i>Policy on Whistleblowing and Protection Against Retaliation</i> (2015) specifies that protection from retaliation is available to any person making or contributing to a report of possible abusive conduct.</p>	62, 67, 86, 90, 93, 97, 200, 201

19. IP 06-06-23.xlsx (un.org)

<p>However, the UNAIDS staff survey undertaken in 2021 indicates that UNAIDS staff feel unsafe to report and are not confident in the process. 84% of staff surveyed in 2021 say they know where to report and/or request support, but only 26% report such incidents when they occur. Although the 2022 staff survey showed some improvement, trust remains an issue.</p> <p>4. The notion of victim/survivor-centred approaches was only introduced with the 2023 WHO Sexual Misconduct Policy. Although UNAIDS has begun to put some assistance arrangements in place for victims/survivors, those mentioned in interviews were mostly applicable to SH, and not SEA. The requirement in the 2023 WHO policy that SEA investigations must be conducted by investigators with specialist capacity in dealing with sexual misconduct is crucial as staff voiced concern at the lack of such capacity during this assessment.</p>	62, 67, 86, 90, 93, 97, 200, 201
<b>Evidence confidence</b>	<b>Medium confidence</b>

## PROTECTION FROM SEXUAL HARASSMENT

MI 4.8: Prevention of and response to sexual harassment (SH)	Score
<b>Overall MI rating</b>	<b>Unsatisfactory</b>
<b>Overall MI Score</b>	<b>2.00</b>
<b>Element 1:</b> Organisation-specific dedicated policy statements and/or codes of conduct that address SH are available, aligned to international standards and applicable to all categories of personnel.	2
<b>Element 2:</b> Mechanisms are in place to regularly track the status of implementation of the policy on SH at HQ and at field levels.	2
<b>Element 3:</b> The MO has clearly identifiable roles, structures, and resources in place for implementing its policy/guidelines on SH at HQ and in the field; these include a support channel for victims, a body coordinating the response, and clear responsibilities for following up with victims.	2
<b>Element 4:</b> All managers have undergone training on preventing and responding to SH, and all staff have been trained to set behavioural expectations (including with respect to SH).	2
<b>Element 5:</b> Multiple mechanisms can be accessed to seek advice, pursue informal resolution, or formally report SH allegations.	2
<b>Element 6:</b> The organisation ensures that it acts in a timely manner on formal complaints of SH allegations.	1
<b>Element 7:</b> The organisation transparently reports the number and nature of actions taken in response to SH in annual reporting and feeds into inter-agency HR mechanisms.	3
<b>Element 1:</b> Organisation-specific dedicated policy statements and/or codes of conduct that address SH are available, aligned to international standards and applicable to all categories of personnel.	<b>Score</b>
<b>Assessment:</b> UNAIDS does not have its own sexual harassment policy but uses the WHO policy, which is aligned to international standards and is applicable to all categories of personnel. There have been serious challenges with the implementation of the policy.	2
<b>Analysis</b>	<b>Evidence documents</b>
1. UNAIDS uses the WHO policies and procedures for the prevention of and response to sexual harassment. The 2021 WHO policy <i>Preventing and Addressing Abusive Conduct: Policy and Procedures Concerning Harassment, Sexual Harassment, Discrimination, and Abuse of Authority</i> contains guidance on operationalisation, e.g., prevention, resolution, and support procedures. Although outside the	84, 85, 86, 89, 93, 95, 103, 197, 199, 214, 215, 216



assessment period, it is important to note that WHO revised the policy per March 2023<sup>20</sup>. In UNAIDS, the 2021 Policy was listed as administered by Ethics Office, Human Resources and the Executive Office. The 2023 Sexual Misconduct Policy lists only the Executive Office as issuing department.

2. The 2023 WHO Policy on sexual harassment aligns with the SG’s bulletin from 2019 (ST/SGB/2019/8).
3. The 2021 WHO policy defines sexual harassment as “any unwelcome conduct of a sexual nature that might reasonably be expected or be perceived to cause offense or humiliation, when such conduct interferes with work, is made a condition of employment, or creates an intimidating, hostile, or offensive work environment”, which is aligned with good practice.
4. There is no specific annual plan to address sexual harassment: the *UNAIDS 2023 Entity Level Action Plan to Prevent and Respond to Sexual Exploitation and Abuse* applies equally to sexual harassment and abusive behaviour, in terms of processes. The Executive Office, when interviewed, reports that all staff should be aware of, and have access to, the policy and action plan. (In 2023, the new WHO policy on sexual misconduct was circulated to all staff).
5. There is mixed evidence that UNAIDS is implementing the sexual harassment policy: there is evidence of significant failure of sexual harassment procedures (2017), but also evidence of high-level commitment and improvement of systems after a high-profile case. Since the last MOPAN review, a much-publicised sexual harassment case involved senior leadership. The *Report of the Internal Auditor for 2020*, (the IOS report to the PCB) mentions that “A former senior staff member [...] failed to observe the standards of conduct required of an international civil servant by behaving inappropriately and unacceptably towards women and by sexually harassing a UNAIDS staff member. The investigation also concluded that such behaviour towards women was seemingly tolerated by senior management at UNAIDS, perpetuating a culture throughout the organization which appeared to enable such conduct.”
6. The PCB called for an independent expert panel review to address the problem of “little change over seven years in numbers of staff complaining of harassment, ill-treatment and abuse of authority and media attention to recent high-profile cases”. The expert panel’s report in 2018 - “*An agenda for eliminating all forms of harassment and upholding dignity, accountability and well-being in the workplace*” - concluded that leadership of UNAIDS was “responsible for a culture of impunity for abuse of office, bullying, and harassment, including sexual harassment” (UNAIDS, 2018f). It recommended a comprehensive set of prioritised measures on leadership, governance, management and procedures, e.g.: establish accountability of the Executive Director, recondition the leadership team and create an MOU for oversight; reclaim the independence of the Ethics Office; set new direction for Human Resources Management and plan for culture change; implement preventive training; establish an independent external redress system with one entry point; and expand protection.
7. The UNAIDS management response (2018) to the Expert panel report took on board all recommendations and promised that a more detailed *Management Action Plan for a healthy, equitable and enabling workplace for all UNAIDS staff* (MAP) complete with review mechanisms and timelines, to be elaborated in early 2019. The Management Action Plan was first presented in March 2019 and endorsed by the PCB in June 2019. Two of the commitments and deliverables in the Management Action Plan relate to PSEAH: the development of policies/systems, and collaboration with WHO IOS. The Management Action Plan built on an earlier, broader ‘dignity at work’ agenda, and has always had a broader purpose than PSEAH, namely to ‘enhance a positive organizational culture’, later further broadened and based on feminist leadership principles. Reporting on progress on the Management Action Plan is through the Secretariat’s annual PCB updates on ‘strategic

84, 85, 86, 89, 93, 95,  
103, 197, 199, 214,  
215, 216

20. Not assessed on content, as beyond the period for the MOPAN assessment

<p>human resource' issues, which happened with some detail at the Dec 2019 PCB<sup>21</sup>. As the management action plan became broader, annual progress updates focused less on PSEAH, and stopped discussing PSEAH altogether from the report to the June 2021 PCB<sup>22</sup>.</p> <p>8. The Ethics Office started 'entity level PSEA action plans' since 2019, more seriously and comprehensively since the Ethics Office was strengthened and became responsible for PSEAH. These PSEA action plans follow the standard UN system format<sup>23</sup>.</p> <p>9. Ethics Office staff interviewed also mentioned that the new (2023) WHO policy covers all forms of harassment, including sexual harassment, and will be accompanied by a very comprehensive implementation action plan, including communication awareness raising. They report that the revised policy "changes everything" on prevention of sexual exploitation, abuse, and sexual misconduct, in the sense that they want to categorize sexual harassment as sexual misconduct.</p> <p>10. All staff sign oath of office as well as contract which explicitly includes codes of conduct and policies which prohibit all forms of sexual misconduct including sexual harassment. Senior staff interviewed mention that the revision of the WHO policy aims to strengthen the contractual framework to make sure that relevant provisions go into the general terms and conditions of staff and non-staff being hired.</p>	<p>84, 85, 86, 89, 93, 95, 103, 197, 199, 214, 215, 216</p>
<b>Evidence confidence</b>	<b>High confidence</b>
<p><b>Element 2:</b> Mechanisms are in place to regularly track the status of implementation of the policy on SH at HQ and at field levels.</p>	<b>Score</b>
<p><b>Assessment:</b> Mechanisms are in place to review the SH policy regularly (it is currently under review), and implementation progress is reported to the PCB. However, implementation remains hampered by lack of trust among staff.</p>	2
<b>Analysis</b>	<b>Evidence documents</b>
<p>1. UNAIDS relies on WHO for its sexual harassment policy (see Element 1 above). The UNAIDS Ethics Office relates with WHO on a regular basis to review the policy, and identify lessons learned and good practices.</p> <p>2. The WHO sexual harassment policy is a living document, adapted and improved over time. The 2021 WHO policy is in abeyance pending review and revision<sup>24</sup>. Staff interviewed mentioned a need to clarify the scope of the existing policy in the definition of the protected beneficiary group.</p> <p>3. The UNAIDS Executive Office and the Ethics Office report annually to the PCB on PSEAH systems and their implementation. The Executive Director's annual <i>Update on Strategic Human Resources Issues</i> does not discuss PSEAH, but may include 'Corrective and Administrative Action, Including Disciplinary Measures Imposed', providing a transparent reporting system. The annual Ethics Office Report to the PCB, established since the June 2021 PCB<sup>25</sup>, includes developments on PSEAH issues.</p> <p>4. Interviews with Ethics Office staff partly confirm the uptake of the policy and its implementation. They are committed to the policy but recognise that fear of retaliation remains a barrier for staff to report incidents, despite mechanisms in place to protect staff from retaliation.</p>	<p>60, 65, 199, 200, 201, 217</p>

21. UNAIDS (2019) PCB 45 'CRP2 Progress update on the Implementation of the Management Action Plan for a healthy, equitable and enabling workplace for all UNAIDS staff'

22. UNAIDS PCB 48, June 2021, 'Update on strategic human resource issues'

23. UNAIDS (2021) "UNAIDS Action Plan to Prevent and Respond to Sexual Exploitation and Abuse"

24. As of 8 March 2023, after the assessment period, the revised PSEAH WHO policy was introduced in WHO (and UNAIDS)

25. PCB, June 2021, 'Ethics Office report'

<p>5. UNAIDS staff interviews confirm that progress is made with implementation of the policy at country and regional levels, but also that staff confidence in fair process remains low. Staff surveys in 2020 and 2022 indicate a need for sustained efforts to rebuild staff trust and confidence. In the 2022 Global Staff Survey, 57% said that they would feel safe reporting a case of discrimination, abuse of authority, ill treatment, and sexual harassment in UNAIDS, which is 10% improvement since the 2020 survey, but remains 7% below the UN benchmark. Similarly, only 32% of the 77% (65) staff that experienced any type of harassment or abuse, did actually report this. (UNAIDS, 2021e; UNAIDS, 2022e). MOPAN survey respondents confirm that despite the policies and improvements, staff still harbour fear of retaliation, which jeopardises their well-being.</p> <p>6. The staff survey in 2021 concluded that while the policy provides clear information on how staff can report abusive conduct, more work is needed to provide information on reporting and redress channels that staff members can utilise without fearing retaliation. 84% of staff surveyed in 2021 say they know where to report and/or request support, but only 26% would report such incidents when they occur. The most frequent reasons given for not reporting cases of abusive behaviour are that staff do not believe corrective action will be taken (58%) and that they are concerned about retaliation (45%).</p>	60, 65, 199, 200, 201, 217
<b>Evidence confidence</b>	<b>Medium confidence</b>
<p><b>Element 3:</b> The MO has clearly identifiable roles, structures, and resources in place for implementing its policy/guidelines on SH at HQ and in the field; these include a support channel for victims, a body coordinating the response, and clear responsibilities for following up with victims.</p>	<b>Score</b>
<p><b>Assessment:</b> UNAIDS has several identifiable roles and structures in place for implementing the policy and procedures on sexual harassment. But there are limited support channels for victims or clear responsibilities for following up with victims.</p>	2
<b>Analysis</b>	<b>Evidence documents</b>
<p>1. Implementation of the 2021 <i>WHO Policy on Preventing and Addressing Abusive Behaviour</i> is structured between UNAIDS and WHO. Within UNAIDS, the Executive Office, Ethics Office and Human Resource office are responsible, with delegated responsibilities to senior managers at regional and country offices for reporting and victim support. Within WHO the IOS is responsible for investigating cases. The 2021 <i>WHO policy and procedures for preventing and addressing abusive conduct</i> also contain clear guidance on roles and responsibilities for, inter alia, a manager/supervisor approached by an affected individual, the Department of Human Resources and Talent Management or from individuals performing human resources roles in the regional offices and country offices (collectively HR), the Office of Compliance, Risk Management and Ethics, the Office of the Ombudsman and Mediation Services in HQ or the Regional Ombudsmen, the Staff Associations in the respective offices, or the Staff Health and Wellbeing Services in HQ and the regional offices, including the Staff Counsellor or Staff Psychologist. Unclear is how the focal point role is played and how these many roles are coordinated, how staff know and understand these roles/structures and entry points. Also, there is no mention of the available budget for relevant activities and functions.</p> <p>2. The 2021 <i>WHO policy and procedures for preventing and addressing abusive conduct</i> contain a channel for reporting needs and concerns. In UNAIDS, additional reporting of abuse is possible to the direct supervisor, directly to the Ethics Office/IOS, or through the ‘integrity hotline’.</p> <p>3. UNAIDS uses the WHO IOS for investigating cases. The UNAIDS Human Resource Office coordinates the response within UNAIDS and reports to the PCB on investigations and disciplinary actions. The Ethics Office has no role in investigating cases or reporting.</p>	86, 99, 101, 196, 198, 199, 200, 205

<p>4. The Ethics Office report mentions to aim for a victim-centred approach as part of the revised 2023 <i>WHO Policy on Preventing and Addressing Sexual Misconduct</i>, but there is no documentary evidence yet of a specific system to follow up with victims, how this function will differentiate between victim of SEA or SH, or how distinct needs of each class of affected person is addressed. At the time of the MOPAN assessment (late 2022) UNAIDS refers to the generic UN system <i>Investigators manual for sexual harassment complaints</i>.</p> <p>5. No UNAIDS financial or human resources are dedicated to the implementation of the sexual harassment and abuse procedures, but they are integrated in the relevant teams and budgets. WHO has a budget line for the IOS, but that is also not specific to sexual harassment.</p> <p>6. In staff interviews, concerns were voiced at the fact that IOS investigations were slow and lacked transparency, but interviews at the same time confirmed that all UNAIDS staff are aware of the policy and how to report abusive conduct. Interviews with regional and country staff confirmed that they were aware of the policy and procedures on SH. Of the MOPAN survey respondents, 68% agreed that UNAIDS had mechanisms in place for preventing and responding to sexual harassment applicable to all categories of staff at HQ and field levels (4% disagreed and 28% responded ‘don’t know’). Yet interviews at field level also confirmed that personnel remain reluctant to report abusive conduct.</p>	86, 99, 101, 196, 198, 199, 200, 205
<b>Evidence confidence</b>	<b>Low confidence</b>
<b>Element 4:</b> All managers have undergone training on preventing and responding to SH, and all staff have been trained to set behavioural expectations (including with respect to SH).	<b>Score</b>
<b>Assessment:</b> Relevant managers have undergone training on preventing and responding to SH, and most staff have been exposed to a campaign and have been trained to set behavioural expectations with respect to SH.	2
<b>Analysis</b>	<b>Evidence documents</b>
<p>1. The 2021 <i>WHO policy and procedures for preventing and addressing abusive conduct</i> call for mandatory training of all relevant staff. The Ethics Office Report to the PCB 2021 also mentions that “staff are required to complete courses on Sexual Harassment”.</p> <p>2. The 2018 UNAIDS management response to the Independent Expert panel report mentioned that “Staff with supervisory responsibilities will receive training on managing performance in a dignity framework [...] Such training will be designed to enable managers and staff to clearly understand unacceptable behaviours, to build an inclusive and respectful culture and to empower staff to speak up about concerns. [...] All staff will have the opportunity to build their skills on preventing and addressing harassment, ethics, and integrity, knowing your rights at work, unconscious bias and diversity and inclusion.” The assessment found no documentary evidence on the content, frequency, and approach of the sexual harassment training (which part of the compulsory PSEAH training) or on whether the training includes a bystander approach. The #Respect Campaign launched in 2021 targeted all UNAIDS staff, interns, and consultants to socialize the 2021 WHO/UNAIDS SH and SEA policies. The campaign consisted of communication materials covering sexual harassment, discrimination, and active bystander training.</p> <p>3. UNAIDS raises awareness of sexual harassment via internal communications, including the dedicated #respect campaign. This awareness campaign followed the issuance of the 2021 <i>WHO policy and procedures for preventing and addressing abusive conduct</i>. The multi-year campaign is scenario based about examples of harassment, sexual harassment, and discrimination. Staff are engaged, increase knowledge of support and redress mechanisms, and become empowered to take action to prevent and address abusive conduct in the workplace.</p>	86, 200, 201

<p>4. The Ethics Office Reports contain data on training and mention as of 2022 an 83% completion rates of sexual harassment and abuse training (anecdotal evidence from the Ethics Offices as of 2023 is 91% completion rate for the sexual harassment module of the UN Ethics &amp; Integrity training). There is no evidence on the coverage and impact of the #respect campaign.</p> <p>5. Interviews with Ethics Office staff confirmed actual provision of training, and added that UNAIDS managers get additional training, combining SEA and sexual harassment. Senior staff interviewed also report that training on awareness is useful but may not be sufficient to address attitudes and behaviours.</p>	86, 200, 201
<b>Evidence confidence</b>	<b>Low confidence</b>
<b>Element 5:</b> Multiple mechanisms can be accessed to seek advice, pursue informal resolution, or formally report SH allegations.	<b>Score</b>
<b>Assessment:</b> Multiple mechanisms exist for advice, for pursuing informal resolution or to formally report SH allegations; awareness is high, but confidence remains low.	2
<b>Analysis</b>	<b>Evidence documents</b>
<p>1. Victims and survivors of sexual harassment within UNAIDS can use a range of formal and informal mechanisms as described in the WHO Policy and Procedures, including approaching the alleged offender, seeking managerial or supervisory intervention, reaching out to WHO resource offices for advice and potential informal resolution, or attempting to resolve the matter informally through mediation. If that does not help, the matter can be reported to the direct supervisor, UNAIDS Ethics Office or HR department, or via the ‘integrity hotline’ or IOS. Country Office staff can also use the Resident Coordinator system, although RCs are responsible for coordination of PSEA but not so much for SH.</p> <p>2. The documented procedures do not mention what services are available after reporting, for example medical care and counselling. However, an undated slide from the #Respect Campaign provides explicit guidance including contact numbers on support services for medical, mental health, security, and mediation (besides informal and formal reporting).</p> <p>3. The documented procedures do not mention whether reporting systems are gender sensitive. The assessment found no evidence on gender-sensitivity of the reporting system, nor gender references in the 2021 WHO Policy on preventing and addressing abusive behaviour or the new 2023 Policy on Sexual Misconduct.</p> <p>4. The annual report to the PCB on Human Resource issues describes any investigations and outcomes, and the Ethics Office report describes progress and issues with abusive conduct in general, but there is no public documentation or other evidence about whether and to what extent these channels are used.</p> <p>5. The WHO procedures for sexual harassment and abusive conduct refer to the WHO Whistleblowing policy for protection against retaliation for survivors, reporters, and witnesses, for both formal and informal reporting processes.</p> <p>6. The mechanisms for addressing sexual harassment and abusive behaviour and to prevent retaliation are described in the WHO Policy and Procedures.</p> <p>7. Interviews with UNAIDS staff indicate that awareness of systems to report sexual harassment is high, thanks to training and the #Respect awareness campaign, but that trust in the systems remains lower, partly due to the recent sexual harassment case in UNAIDS HQ. The annual global staff surveys</p>	36, 93, 101, 200, 201, 206, 217

include a section on whether staff feel supported, and there is a feedback mechanism in place. The 2022 report concludes: “more work is needed to provide information on reporting and redress channels that staff members can utilize without fearing retaliation.” See also element 2 for the large gap between awareness and intention to report, as per the 2021 staff survey.	36, 93, 101, 200, 201, 206, 217
<b>Evidence confidence</b>	<b>Low confidence</b>
<b>Element 6:</b> The organisation ensures that it acts in a timely manner on formal complaints of SH allegations.	<b>Score</b>
<b>Assessment:</b> UNAIDS cannot ensure that it acts in a timely manner on formal complaints of SH allegations, as it relies on WHO systems.	1
<b>Analysis</b>	<b>Evidence documents</b>
<ol style="list-style-type: none"> <li>UNAIDS makes its best effort to respond to allegations in a timely manner but relies on WHO IOS for investigation of SH allegations.</li> <li>Process and timelines for IOS are specified in the WHO Policy on Preventing and Addressing Abusive Conduct (2021), including acknowledgement of complaints (within ten working days); initial review and decision to proceed (30 days); efforts to resolve issues informally (max 90 days); submission of investigation report (180 days); Global Advisory Committee recommendations (60 days); and final decision by the ED (30 days). In the 2023 WHO Policy on preventing and addressing sexual misconduct, aspirational timelines are shortened to 120 days for IOS investigations and 60 days for disciplinary action.</li> <li>The Ethics Office annual reports to the PCB do not report on the actual timeliness of responses to individual cases or averages but discuss efforts to improve timeliness.</li> <li>UNAIDS Executive Office staff report that the IOS process for handling complaints is lengthy and lacks transparency and visibility, including concerns about the role of the (WHO) Global Advisory Committee, who review IOS investigation reports and advise on an appropriate course of action.</li> <li>The UNAIDS External Auditor in 2022 and the management response agreed that “timelines [...] mentioned as ‘promptly’ doesn’t give any definitive timeline. Such timelines may be subject to interpretation.”</li> </ol>	61, 63, 200, 201
<b>Evidence confidence</b>	<b>High confidence</b>
<b>Element 7:</b> The organisation transparently reports the number and nature of actions taken in response to SH in annual reporting and feeds into inter-agency HR mechanisms.	<b>Score</b>
<b>Assessment:</b> UNAIDS reports the number and nature of actions taken in response to sexual harassment in public reports to the PCB and feeds outcomes into the ClearCheck mechanism.	3
<b>Analysis</b>	<b>Evidence documents</b>
<ol style="list-style-type: none"> <li>The UNAIDS Ethics Office annual reports to the PCB do include sexual harassment allegations or cases. The Executive Office <i>Update on Strategic Human Resources Management Issues</i> does include a section on <i>Corrective Administrative Action, Including Disciplinary Measures Imposed</i>. This is not routine reporting on SH cases, but in 2021 this report mentioned the specific sexual harassment case and the independent expert panel review, including the corrective administrative action: placement of an administrative note in the former staff member’s personnel file and a record made in the ClearCheck database. “A former senior staff member was informed by letter that during his tenure at UNAIDS he failed to observe the standards of conduct required of an international civil servant</li> </ol>	41, 60, 65

<p>by behaving inappropriately and unacceptably towards women and by sexually harassing a UNAIDS staff member. The investigation also concluded that such behaviour towards women was seemingly tolerated by senior management at UNAIDS, perpetuating a culture throughout the organization which appeared to enable such conduct.”</p> <ol style="list-style-type: none"> <li>2. WHO IOS reports on allegations are not public, but annual reports on UNAIDS investigations are submitted annually to the PCB through the internal audit/IOS report. (See also 4.7.7). Since 2022, WHO also maintains a dashboard<sup>26</sup> of sexual misconduct investigations, but this does not (yet) contain investigations of UNAIDS staff.</li> <li>3. The UNAIDS internal audit/IOS report to the PCB routinely includes an overview of reports of concern, trends, and outcomes of IOS investigations, including SH, so that this information is publicly available to all personnel. The 2022 Internal Audit/IOS report mentions for example that in 2021 IOS considered twelve reports of concern involving UNAIDS staff, including workplace harassment cases. Summaries of disciplinary actions and requests for administrative review are included in the annual IOS report.</li> <li>4. It is UNAIDS &amp; WHO policy that information on sexual harassment perpetrators is shared within the UN through ClearCheck, to prevent rehiring. As per the internal audit report, this has happened with the 2018 sexual harassment case. (See also 4.7.7).</li> <li>5. Other than ClearCheck, UNAIDS shares data on SH with other hubs. The Ethics Office reports that UNAIDS participates in the UN inter-agency survey on sexual harassment every year and provides statistics and other detailed information on sexual harassment cases, in alignment with the rest of the UN common system.</li> </ol>	41, 60, 65
<b>Evidence confidence</b>	<b>Medium confidence</b>
<b>MI 5.4. Element 5:</b> Intervention design is based on contextual analysis, including of potential risks of sexual abuse and other misconduct with respect to host populations.	<b>Score</b>
<b>Assessment:</b> UNAIDS Secretariat is not engaged in direct implementation, but guidance for country level interventions design often with vulnerable populations (e.g., LGBTI+, sex workers) does not include contextual analysis for SEAH or safeguards.	N/A
<b>Analysis</b>	<b>Evidence documents</b>
<ol style="list-style-type: none"> <li>1. Per the division of labour in the UN Joint Programme on AIDS, the UNAIDS Secretariat does not undertake or support interventions directly, as this is the role of cosponsors. UNAIDS country offices may contract implementing partners, the UNAIDS Secretariat provides guidance for country responses, through joint UN teams on AIDS and UNAIDS country offices.</li> <li>2. Planning guidance for UNAIDS country offices and Joint UN Teams of specific PSEAH risk assessment is under development. WHO updated a risk assessment tool matrix, which was piloted in 2022 and will be rolled out at both WHO and UNAIDS in 2023.</li> <li>3. Interviews with the Ethics Office indicate that there is increasing awareness of the importance of SEA and sexual harassment risks across the project cycle, and that the current policies and procedures on SEA and sexual harassment also apply to UNAIDS contractors and implementing organisations, and that clauses are included in relevant agreements.</li> </ol>	20,21, 194, 196
<b>Evidence confidence</b>	<b>Low confidence</b>

26. <https://www.who.int/initiatives/preventing-and-responding-to-sexual-exploitation-abuse-and-harassment/disciplinary-actions>

## ANNEX B: LIST OF DOCUMENTS REVIEWED

NB: This list contains documents reviewed for context and background and those specifically included in the analysis of each MI.

No.	Reference
1	UNAIDS (2011), <i>Resolution adopted by the General Assembly, 65/277, 10 June 2011 - Political Declaration on HIV and AIDS: Intensifying Our Efforts to Eliminate HIV and AIDS.</i>
2	UNAIDS (2016), <i>Resolution adopted by the General Assembly, 70/266, 22 June, 2016 – Political Declaration on HIV and AIDS: On the Fast Track to Accelerating the Fight against HIV and to Ending the AIDS Epidemic by 2030.</i>
3	UNAIDS (2021), <i>Resolution adopted by the General Assembly, 8 June 2021 – Political Declaration on HIV and AIDS: Ending Inequalities and Getting on Track to End AIDS by 2030.</i>
4	UNAIDS (1994), <i>Resolution adopted by the Economic and Social Council on 26 July 1994 – 1994/24, Joint United Nations Programme on HIV/AIDS.</i>
5	UNAIDS (1995), <i>Resolution adopted by the Economic and Social Council on 5 May 1995 – 1954/223, Joint United Nations Programme on HIV/AIDS.</i>
6	UN (2015), <i>Transforming Our World: The 2030 Agenda for Sustainable Development. Resolution Adopted by the General Assembly on 25 September 2015, 42809, 1-13.</i>
7	UNAIDS (2015), <i>UNAIDS 2016 – 2021 Strategy: On the fast-track to end AIDS Strategy 2016-21.</i>
8	UNAIDS (2020), <i>UNAIDS 2021-2026 Strategy: End inequalities. End AIDS.</i>
9	UNAIDS (2015), <i>Unified Budget, Results and Accountability Framework (UBRAF) 2016 – 2021.</i>
10	UNAIDS (2020), <i>Unified Budget, Results and Accountability Framework (UBRAF) 2021-2026.</i>
11	UNAIDS (2020), <i>Unified Budget, Results and Accountability Framework (UBRAF) 2021-2026 Update.</i>
12	UNAIDS (2022), <i>Final Report of the UBRAF Working Group on the 2022-2026 UBRAF.</i>
13	UNAIDS (2020), <i>Resolution adopted by the Economic and Social Council on 4 May 2020 – 71/243, UN Funding Compact Addendum.</i>
14	UNAIDS (2021), <i>UNAIDS Structured funding dialogue Financing the Joint United Nations Programme on HIV/AIDS.</i>
15	UNAIDS (2022), <i>UNAIDS Executive Director Remarks to the Structured Funding Dialogue.</i>
16	UNAIDS (2020), <i>The UNAIDS Governance Handbook.</i>
17	UNAIDS (2020), <i>Modus operandi of the PCB of the Joint Programme.</i>
18	UNAIDS (2020), <i>Composition of the Programme Coordinating Board.</i>
19	UNAIDS (2017), <i>Refined operating Model of the United Nations Joint programme on HIV/AIDS (PCB40).</i>
20	UNAIDS (2018), <i>The UNAIDS Joint Programme Division of Labour 2018.</i>
21	UNAIDS (2018), <i>UNAIDS Joint Programme Division of Labour – Guidance Notes.</i>
22	UNAIDS (2017), <i>Fast-Forward: refining the operating Model of the UNAIDS Joint programme for Agenda 2030.</i>



No.	Reference
23	UNSDG (2020), <i>Simplified Checklist to Determine Levy Application</i> .
24	UNSDG (2021), <i>Management and Accountability Framework of the UN Development and Resident Coordinator System</i> .
25	UNAIDS (2018), <i>Review of the Implementation of the UNAIDS Joint Programme Action Plan and Revised Operating Model</i> .
26	UNAIDS (2018), <i>Review of The Implementation of The UNAIDS Joint Programme Action Plan and Revised Operating Model - Interim Report - Part I</i> .
27	UNAIDS (2019), <i>Report of the Joint Inspection Unit on the management and administration review of UNAIDS</i> .
28	UNAIDS (2019), <i>Management Response to the Report of the Joint Inspection Unit on the management and administration review of UNAIDS 2019</i> .
29	UNAIDS (2020), <i>Independent Oversight Committee: Report of the PCB working group on the joint inspection unit management and administration review of the Joint UN Programme on HIV/AIDS</i> .
30	UNAIDS (2020), <i>Evidence Review: Implementation for the 2016-2021 strategy, UNAIDS Strategy beyond 2021</i> .
31	UNAIDS (2021), <i>Report of the UNAIDS Structured Funding Dialogue</i> .
32	UNAIDS (2022), <i>Report of the PCB Bureau on the Recommendations and Options of the Informal Multi-Stakeholder Task Team for Resolving the UNAIDS Immediate Funding Crisis for the 2022-2023 Biennium</i> .
33	UNAIDS (2022), <i>Joint Evaluation of the UN Joint Programme on AID's work on efficient and sustainable financing</i> .
34	UNAIDS (2020), <i>UNAIDS Secretariat UBRAF Organizational Report 2020</i> .
35	UNAIDS (2021), <i>UNAIDS Secretariat UBRAF Organizational Report 2021</i> .
36	UNAIDS (2020), <i>UNAIDS Global Staff Survey 2020</i> .
37	UNAIDS (2021), <i>Report of the UNAIDS Programme Coordinating Board to ECOSOC</i> .
38	UNAIDS (2022), <i>Establishment of the UNAIDS Independent External Oversight Committee</i> .
39	Oxford Policy Management (2022), <i>UNAIDS Joint Programme Capacity Assessment -Final Report</i> .
40	Fitch Consulting (2021), <i>UNAIDS Advisory services for strategic organizational alignment - Conception report</i> .
41	UNAIDS (2021), <i>48th Meeting of the UNAIDS PCB, Corrective administrative action, including disciplinary and non-disciplinary measures imposed in 2020</i> .
42	UNAIDS (2021), <i>48th Meeting of the UNAIDS PCB, Strategy Result and Indicator Report</i> .
43	UNAIDS (2021), <i>48th Meeting of the UNAIDS PCB, Performance Monitoring Report, Executive Summary</i> .
44	UNAIDS (2021), <i>48th Meeting of the UNAIDS PCB, Performance Monitoring Report, Organisational Report</i> .
45	UNAIDS (2021), <i>48th Meeting of the UNAIDS PCB, Regional Country Report</i> .
46	UNAIDS (2021), <i>48th Meeting of the UNAIDS PCB, Report of the Ethics Office</i> .
47	UNAIDS (2021), <i>48th Meeting of the UNAIDS PCB, Annual Report on Evaluation</i> .
48	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Report of the 49th Programme Coordinating Board Meeting</i> .
49	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Executive director report</i> .
50	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Report by the Chair of the Committee of Cosponsoring Organizations</i> .

No.	Reference
51	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Independent External Oversight Advisory Committee Report.</i>
52	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Performance Monitoring Report, Executive Summary.</i>
53	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Performance Monitoring Report, Strategic Result Area, and Indicator Report.</i>
54	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Performance Monitoring Report, Regional and Country Report.</i>
55	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Performance Monitoring Report, Organizational Report.</i>
56	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Performance Monitoring Report, UBRAF Indicator Scorecard.</i>
57	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Performance Monitoring Report, QPCR report.</i>
58	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Financial Report for year ended December 2021.</i>
59	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Interim Financial Monitoring Update for 2021.</i>
60	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Report of the Internal Auditor.</i>
61	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Report of the External Auditor.</i>
62	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Report of the Ethics Office.</i>
63	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Management Response.</i>
64	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, UNAIDS Administrative Review Statistical Overview.</i>
65	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Update on Strategic Human Resources Management Issues.</i>
66	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Corrective Administrative Actions, Including Disciplinary Measures Imposed in 2021.</i>
67	UNAIDS (2022), <i>50th Meeting of the UNAIDS PCB, Statement by the Representative of the UNAIDS Secretariat Staff Association.</i>
68	UNAIDS (2017), <i>UNAIDS Strategic Resource Mobilisation Strategy 2018-2021.</i>
69	UNAIDS (2022), <i>Resource mobilisation strategy 2022-2026.</i>
70	UNAIDS (2019), <i>UBRAF 2020-2021 Work plan and Budget.</i>
71	UNAIDS (2021), <i>UBRAF 2022 – 2023 Work plan and Budget.</i>
72	UNAIDS (2015), <i>UBRAF Indicator Guidelines 2016-2021.</i>
73	UNAIDS (2020), <i>UBRAF Indicators Matrix 2021-2026.</i>
74	UNAIDS (2021), <i>Joint UN Plans on AIDS 2022-2023 Country Envelope Allocation.</i>
75	UNAIDS (2021), <i>UNAIDS Secretariat 2022-2023 Work planning and Budget Exercise.</i>
76	UNAIDS (2021), <i>Guidance Paper Implementation review of the 2022-2023 Secretariat activity work plan.</i>
77	UNAIDS (2019), <i>UNAIDS 2020-2021 Work plan and Budget – Regional and Country Priorities and Targets of the Joint Programme.</i>
78	UNAIDS (2020), <i>Checklist and Reference list for developing and reviewing a national strategic plan for HIV.</i>
79	UNAIDS (2021), <i>Joint Plan Implementation Review – Guidance 2022.</i>

No.	Reference
80	WHO (2021), <i>Staff Regulations and Rules</i> .
81	WHO (2017), <i>Code of Ethics and Professional Conduct</i> .
82	UNAIDS (2021), <i>UNAIDS Secretariat UNAIDS Ethics Guide</i> .
83	UNAIDS (2020), <i>The Compass, A Guide for UNAIDS Staff Members</i> .
84	UNAIDS (2018), <i>43rd Meeting of the UNAIDS PCB, Decisions: Ethics Request, call for Management Action Plan</i> .
85	UNAIDS (2018), <i>43rd Meeting of the UNAIDS PCB, Report of the Independent Expert Panel of the Prevention of and Response Coordinating Board to Harassment, Including Sexual Harassment; Bullying and the Abuse of Power at UNAIDS Secretariat</i> .
86	UNAIDS (2018), <i>43rd Meeting of the UNAIDS PCB, Transforming UNAIDS - An agenda for eliminating all forms of harassment and upholding dignity, accountability and well-being in the workplace. Management response to the Independent Expert Panel Report</i> .
87	UNAIDS (2019), <i>44th Meeting of the UNAIDS PCB, Report of the Working Group of the PCB to Strengthen the PCB's Monitoring and Evaluation Role on Zero Tolerance Against Harassment, Including Sexual Harassment; Bullying and the Abuse of Power at UNAIDS Secretariat</i> .
88	UNAIDS (2019), <i>44th Meeting of the UNAIDS PCB, Decisions: Decision point 6.2</i> .
89	UNAIDS (2020), <i>Update on the Implementation of the Management Action Plan</i> .
90	WHO (2015), <i>WHO Whistleblowing and protection against retaliation. Policy and procedures 2015</i> .
91	UNAIDS (2017), <i>UNAIDS Update: WHO Whistleblowing and protection against retaliation. Policy and procedures</i> .
92	WHO (2017), <i>WHO Sexual Exploitation and Abuse prevention and response. Policy and procedures</i> .
93	WHO (2021), <i>WHO Policy on Preventing and Addressing Abusive Conduct</i> .
94	WHO (2021), <i>WHO Policy Directive on Protection from Sexual Exploitation and Abuse</i> .
95	UNSCEB (2013), <i>The Standards of Conduct of the International Civil Service</i> .
96	UNCEB (2021), <i>Investigation of sexual Harassment complaints in the UN, Investigators Manual</i> .
97	UNSCEB (2021), <i>Advancing a Common Understanding of a Victim-centred Approach to Sexual Harassment</i> .
98	UNSCEB (2023), <i>UNCEB Clear Check</i> (website: <a href="https://unsceb.org/screening-database-clearcheck">https://unsceb.org/screening-database-clearcheck</a> ).
99	UNAIDS (2021), <i>People Management Intranet. Working at UNAIDS: Regulations, Rules, Policies and Procedures</i> .
100	UNAIDS (2022), <i>Building a Workplace Culture of Equality- a Reflection on UNAIDS Culture Transformation Journey to date</i> .
101	WHO (2023), <i>WHO Integrity Hotline</i> (website: <a href="https://www.who.int/about/ethics/integrity-hotline">https://www.who.int/about/ethics/integrity-hotline</a> ).
102	UNAIDS (2023), <i>Respect Campaign</i> (website: <a href="https://respect.unaids.org/">https://respect.unaids.org/</a> ).
103	UNAIDS (2023), <i>UNAIDS 2023 Entity Level Action Plan to Prevent and Respond to Sexual Exploitation and Abuse</i> .
104	UNAIDS (2018), <i>UNAIDS Management Accountability Framework 2018</i> .
105	UNAIDS (2020), <i>Update on the Implementation of the Management Action Plan</i> .
106	UNAIDS (2020), <i>UNAIDS Risk Policy</i> .

No.	Reference
107	UNAIDS (2020), <i>UNAIDS Risk Guide</i> .
108	UNAIDS (2021), <i>UNAIDS Establishing community-led monitoring of HIV services</i> .
109	UNAIDS (2019), <i>UNAIDS World AIDS Day 2019, Communities make the difference</i> .
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## ANNEX C: RESULTS OF THE MOPAN EXTERNAL PARTNER SURVEY

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### OBJECTIVES OF THE MOPAN SURVEY

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The MOPAN Survey is a survey of the UNAIDS Secretariat's stakeholders. It provides one stream of evidence for the MOPAN assessment, besides a document review and interviews with. The survey is managed by the MOPAN Secretariat. For more information on the process and the survey, please consult the MOPAN methodology 3.1 (pp 35-38).

Through this survey, MOPAN aims to consult stakeholders that fulfil different roles vis-à-vis the UNAIDS Secretariat, and to gather data about perception and an understanding of practice from a diverse set of stakeholders. It provides a broad, balanced sampling of different types of partners in different contexts with an emphasis on people who know the Secretariat well. Selection criteria and a typology of partners were agreed accordingly at inception phase. The MOPAN survey is designed to generate evidence on the MOPAN 3.1 framework to assess the UNAIDS Secretariat's organisational effectiveness. The evidence from the survey is used for triangulation. While MOPAN surveyed a range of different partners, it did not survey staff or beneficiaries.

The online survey was administered by MOPAN and was conducted over a period of 6 weeks, from 12 December 2022 to 26 January 2023. A total of 291 people responded out of an effective sample size of 1107, yielding a survey response rate of 26.3%.

### APPROACH OF THE MOPAN SURVEY

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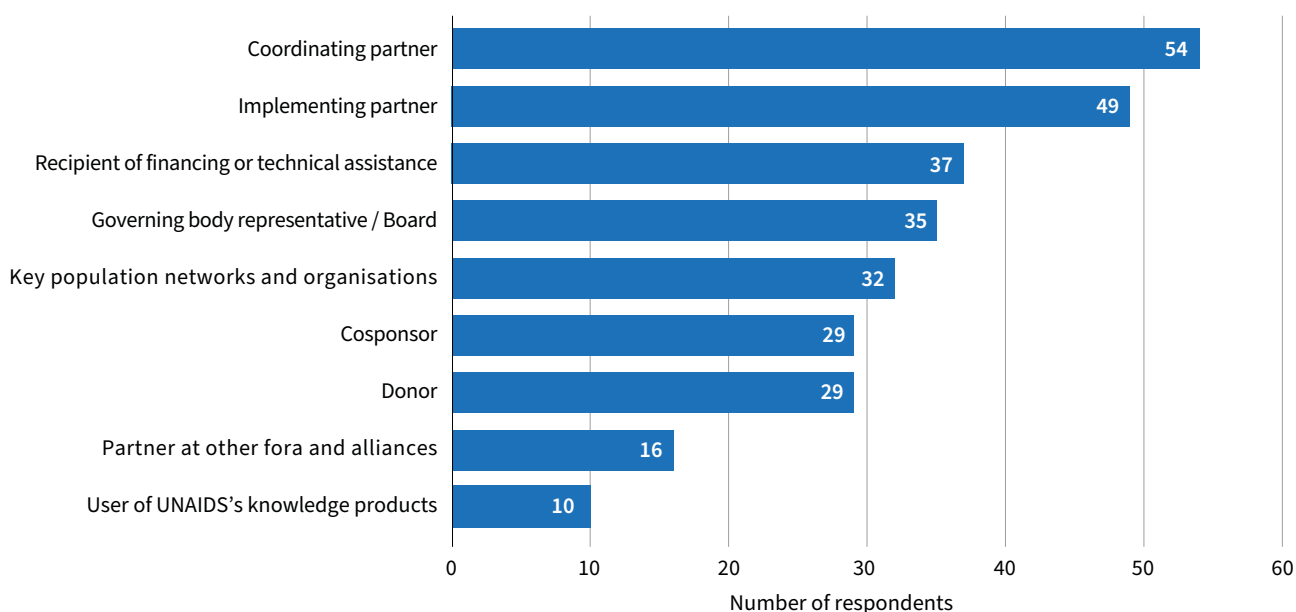
The survey process entailed the following steps:

- Agreement between MOPAN and UNAIDS on country sample and of partner typology
- Nomination of survey participants and collection of their contacts by UNAIDS; quality assurance of the list
- In parallel, customisation and translation of the survey
- Implementation of survey into online tool; testing
- Advance communication from UNAIDS to survey participants to encourage participation
- Launch of MOPAN Survey; partners received personalised URL links to the survey.
- Analysis of survey results.

### ALIGNMENT WITH THE ADAPTED METHODOLOGY: FORWARD- AND BACKWARD-LOOKING COMPONENT

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The survey was aligned with the adapted methodology of this assessment, and thus structured to look at two periods: one before the adoption of the Global AIDS Strategy 2021-26 in March 2021, (for the backward-looking assessment), and the one after the adoption (for the forward-looking part). Respondents who had engaged with UNAIDS only during the period before March 2021 were asked to respond to questions focusing at that period. Similarly, respondents who had engaged with UNAIDS after March 2021 were led to a set of questions that related to the current period. Those who had engaged with UNAIDS during both periods were requested to answer questions for both the pre- and post-March 2021 periods.

FIGURE 8: RESPONDENTS' PRIMARY ROLE IN RELATION TO UNAIDS<sup>1</sup>

1. Note: Respondents had the following options for identifying themselves:

- Governing body representative / Board member: Individuals representing the broader membership/shareholding in UNAIDS' governing bodies.
- Donor: Professional staff working for a UNAIDS donor government or international agency/organisation who share responsibility for overseeing/observing UNAIDS as recipient of funds donated such as: a) staff overseeing UNAIDS at the institution level based at its permanent mission or in donor capital b) Field office staff who share responsibility for overseeing/observing UNAIDS at country level.
- Implementing partner: When the partner is a governmental or non-governmental organisation (CSO, network of people living with HIV, KP network, faith-based organisation, human rights organisation) implementing HIV and related programmes/intervention in partnership with, or on behalf of UNAIDS.
- Cosponsor: When the partner is a cosponsoring agency of the UNAIDS.
- Coordinating partner: When the partner is supporting / working with or /and coordinating with UNAIDS to develop / implement a program or intervention.
- Partner at other fora and Alliances: When the partners work with UNAIDS on various initiatives, alliances and fora. i.e., UNAIDS HIV Prevention coalition; GF CCM (Country Coordinating Mechanism) Members.
- Recipient of financing or technical assistance: When the partner (government or non-government) is receiving donor or/and UNAIDS funding or technical assistance to support, for instance, CSO, KP networks implementing activities/service delivery to KP.
- User of UNAIDS' knowledge products: When the partner is using UNAIDS knowledge products (i.e. studies, reports, epidemic and response data, other strategic information) that help to improve its programs and intervention implementation and impact.
- Key population networks and organisations: When the partner is an implementing, research or advocacy partner of UNAIDS in the support of Key populations

## RESPONDENTS' GEOGRAPHICAL COVERAGE

The survey was sent to partners of the UNAIDS Secretariat at the global level, and partners at the regional and country level in 14 countries agreed at inception stage.

FIGURE 9: RESPONDENTS' GEOGRAPHICAL COVERAGE

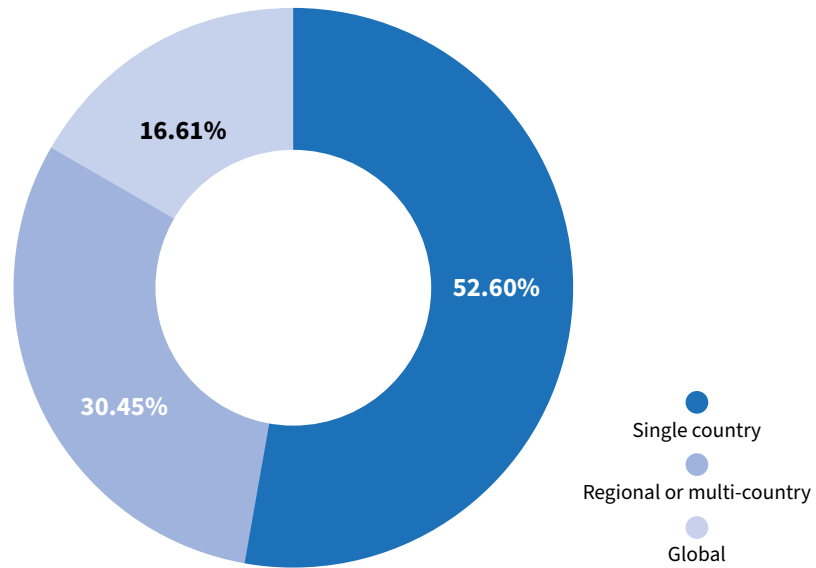
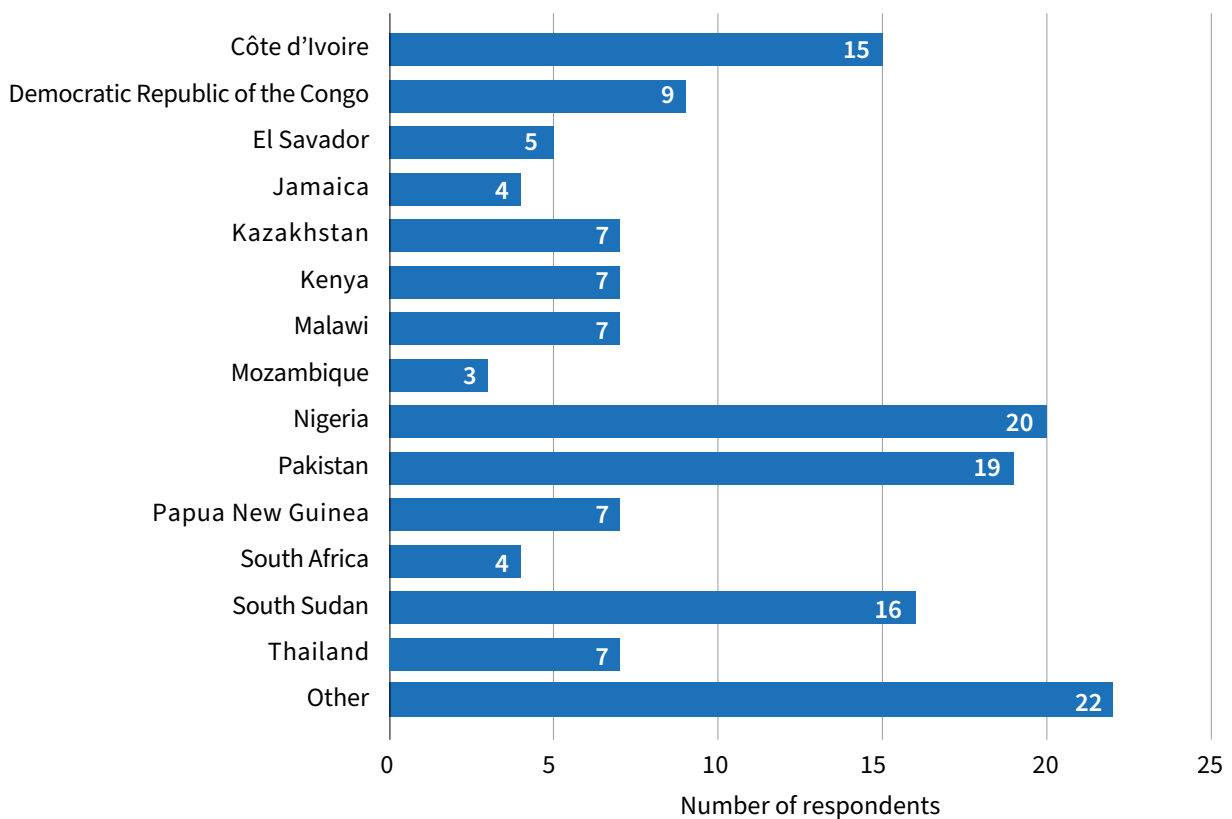


FIGURE 10: SINGLE-COUNTRY RESPONDENTS: BREAKDOWN BY COUNTRY

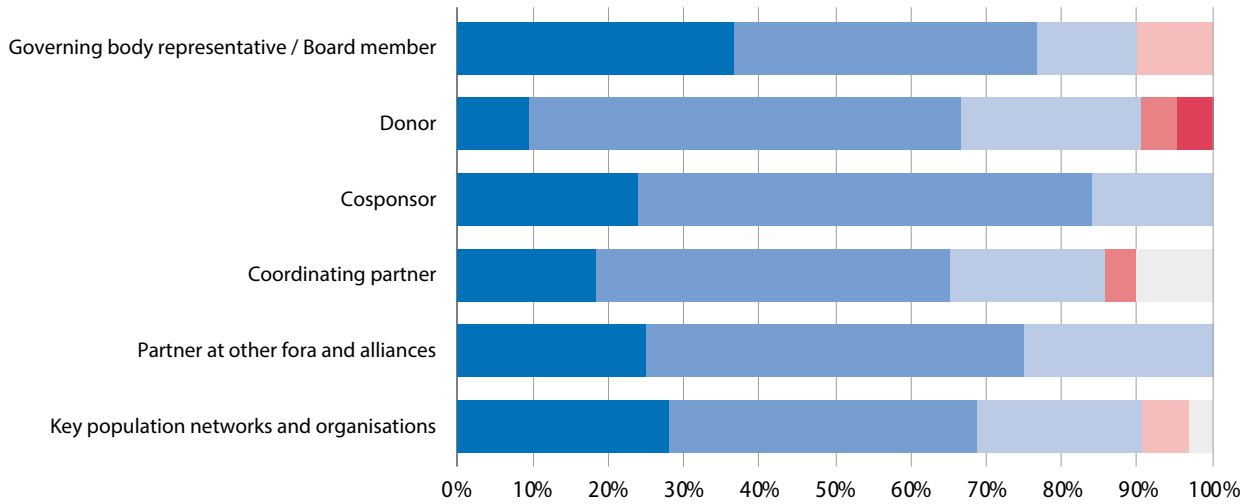


**SURVEY RESULTS**

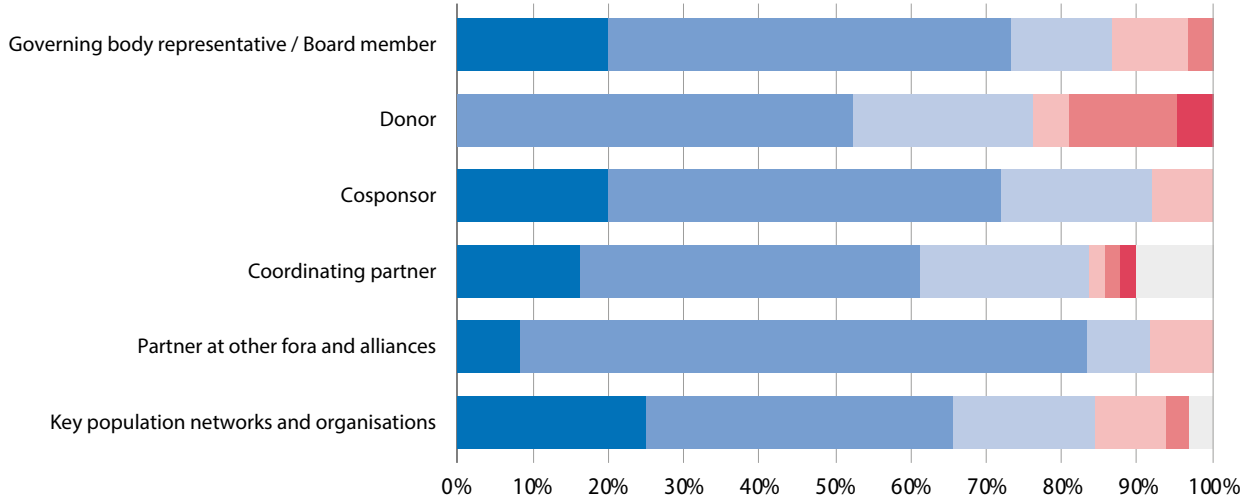
**BACKWARD-LOOKING ASSESSMENT: UP TO MARCH 2021**

**Strategic management**

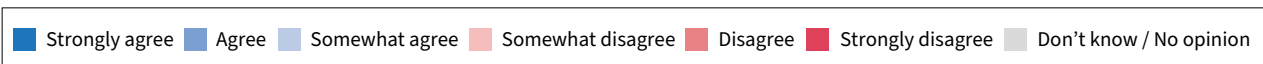
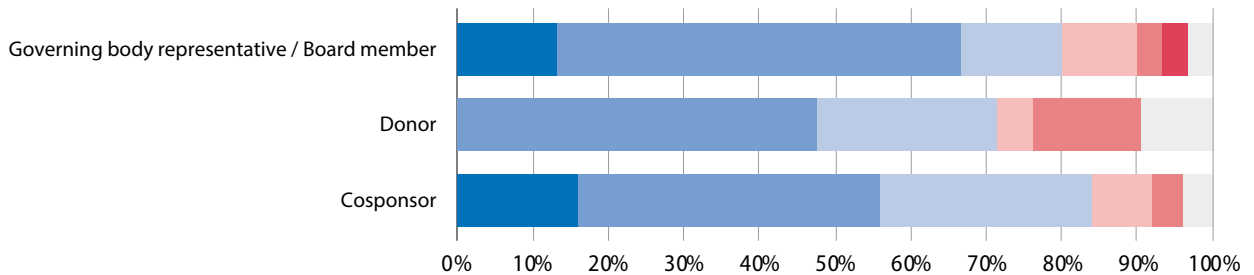
The Strategic Plan and intended results of UNAIDS demonstrated clarity of the long-term vision.



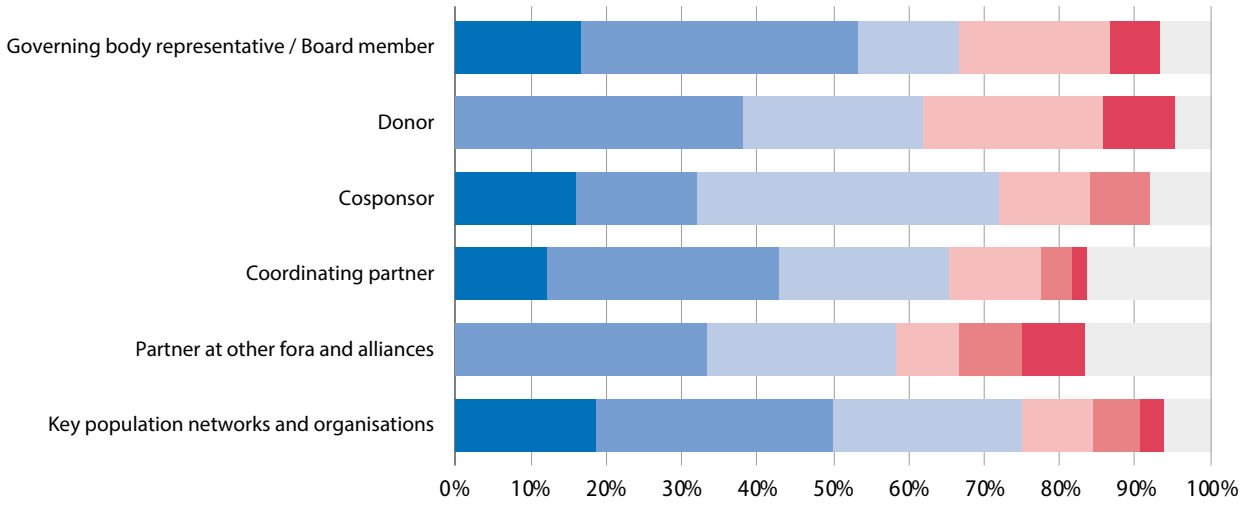
The Strategic Plan and intended results of UNAIDS demonstrated good understanding of comparative advantage



UNAIDS was organised in a way that was congruent with its Strategic plan and associated operating model.

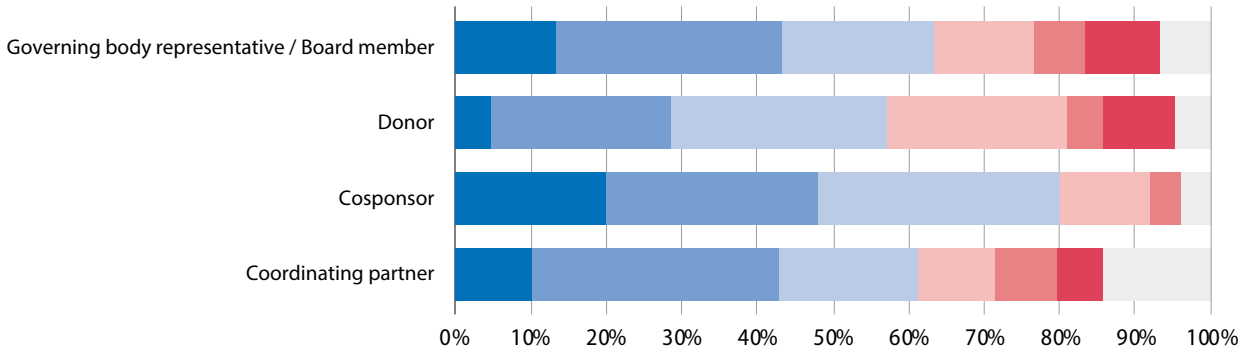


UNAIDS’ strategic allocation of resources was transparent and consistent with strategic priorities (adaptability)

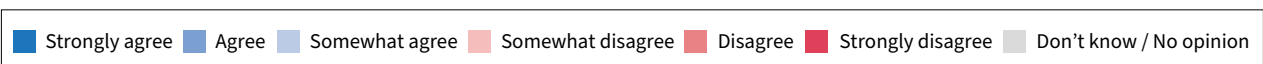
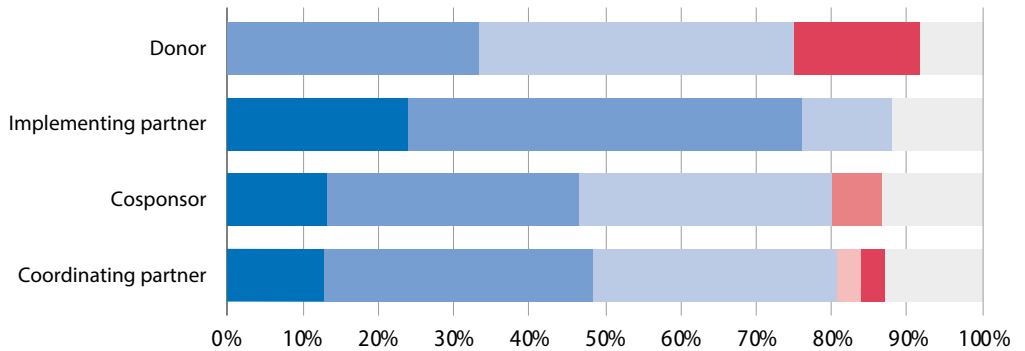


Staffing

UNAIDS had the structures and staffing to ensure that its human and financial resources were constantly aligned to the strategy priorities and goals.

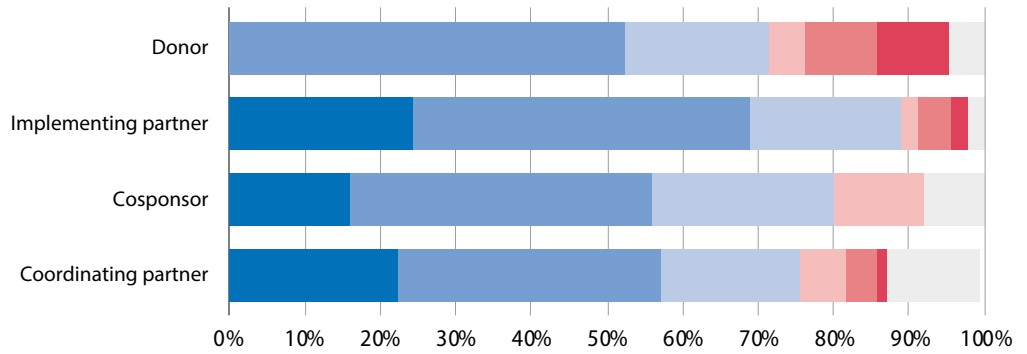


UNAIDS staffing was aligned with, or was being reorganised to meet, requirements set out in the strategic plan to deliver the intended results.



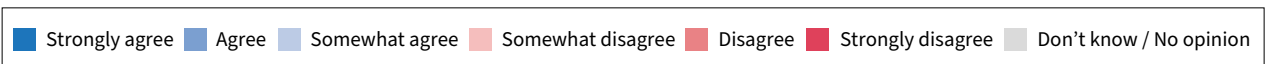
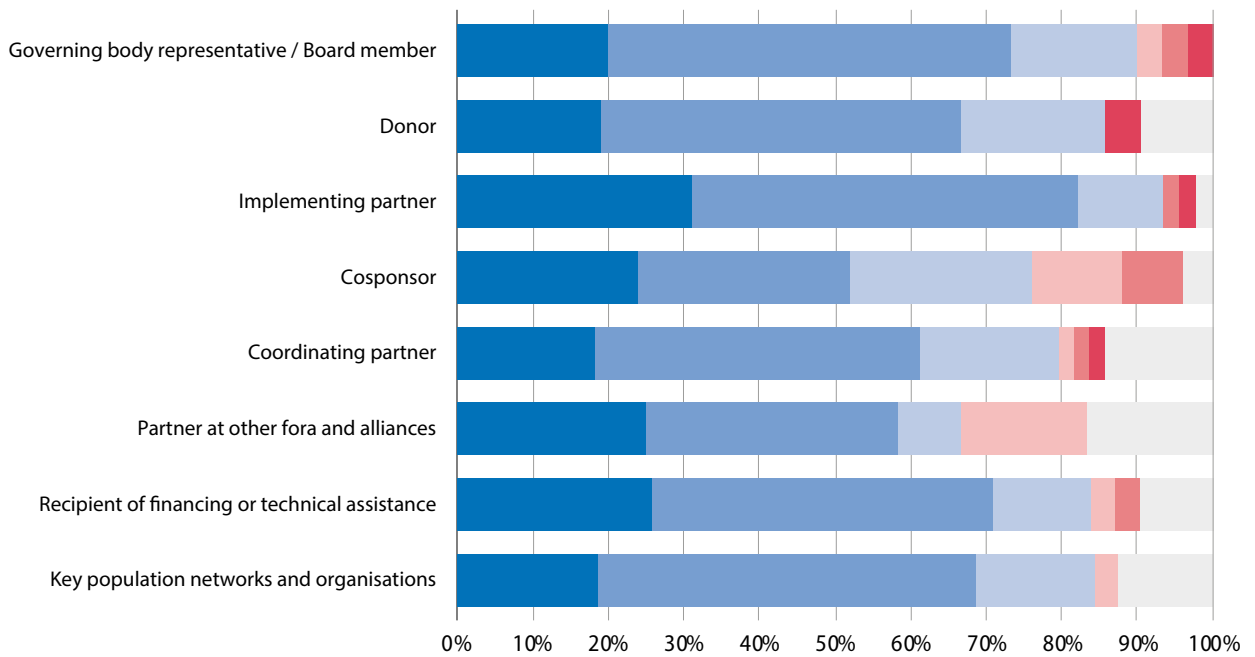
### Managing financial resources

UNAIDS´ strategies or designs addressed synergies with development partners to encourage leverage/catalytic use of resources and avoid fragmentation in relation to 2030 Agenda implementation.

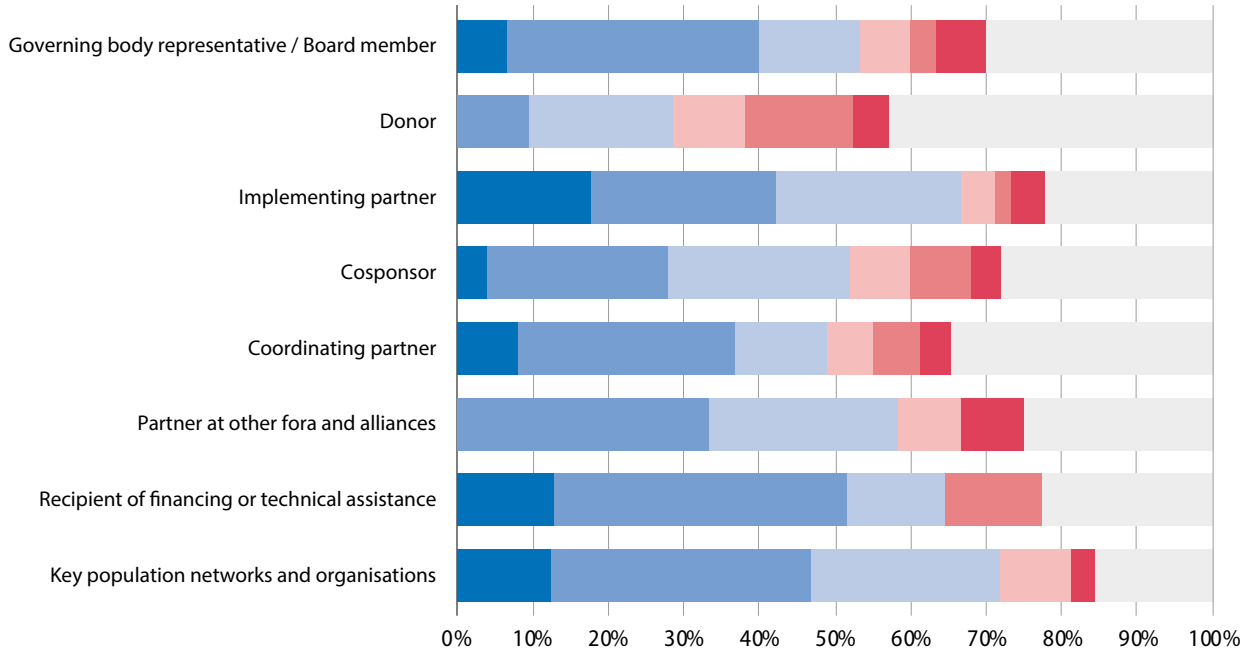


### Cross-cutting issues

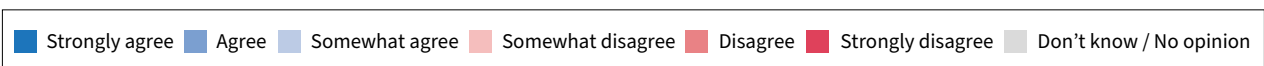
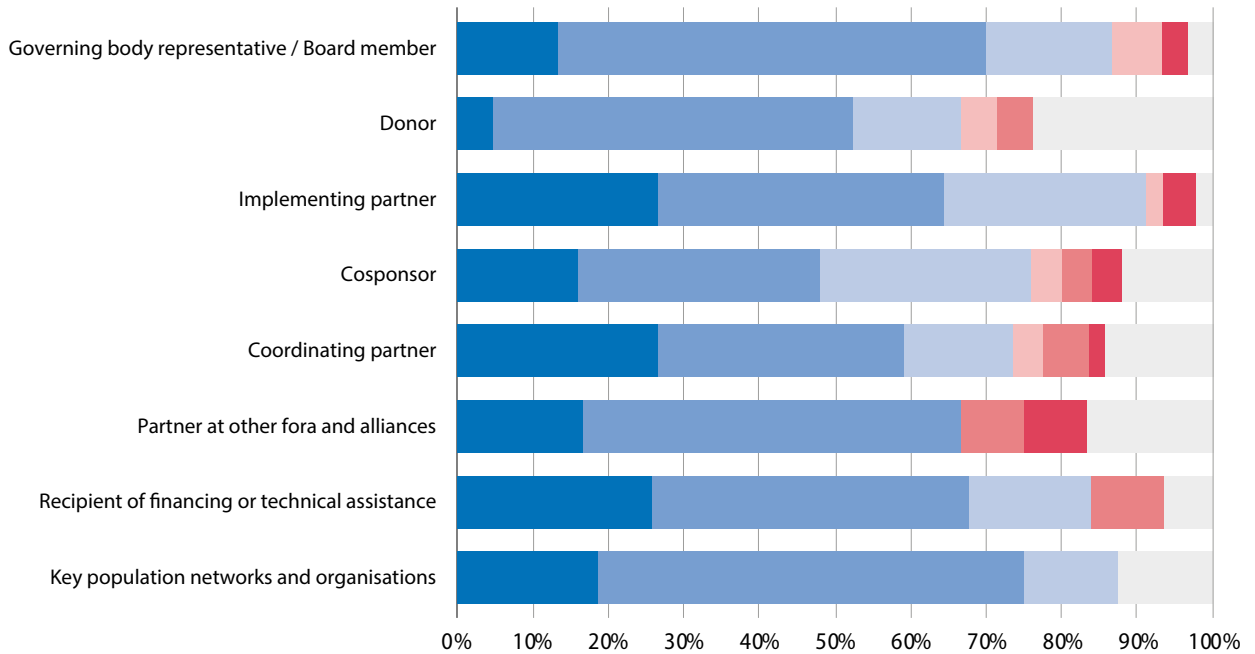
UNAIDS strategies at all levels responded to/reflected the intended results of normative frameworks for gender equality and women´s empowerment.



UNAIDS strategies at all levels responded to/reflected the intended results of normative frameworks for environmental sustainability and climate change.

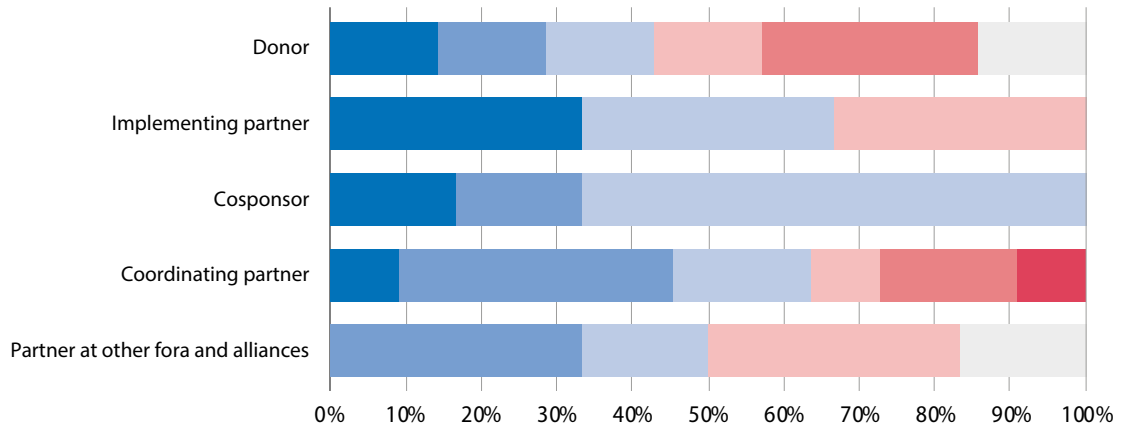


UNAIDS intervention designs required inclusion of analysis of cross-cutting issues.

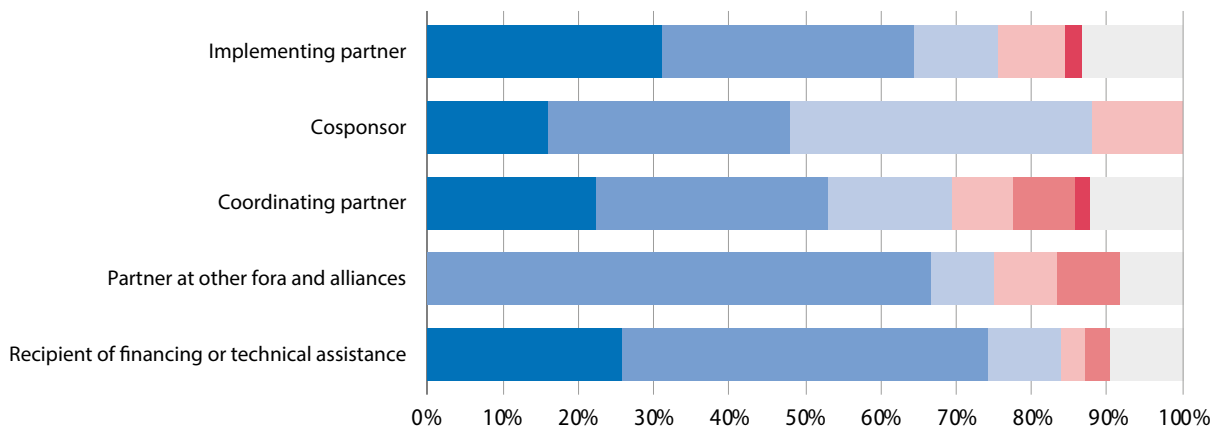


### Managing Relationships

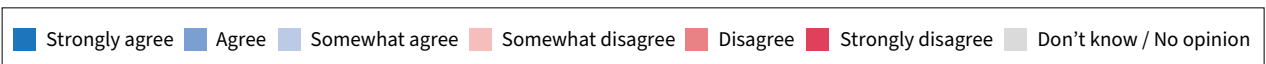
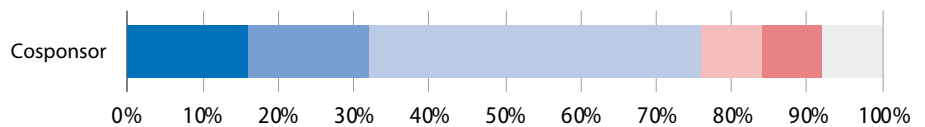
UNAIDS' key business practices (planning, design, implementation, M&E and reporting) were coordinated with relevant Global Partners.



UNAIDS shared key information (analysis, budgeting, management, results) with strategic partners on an ongoing basis.



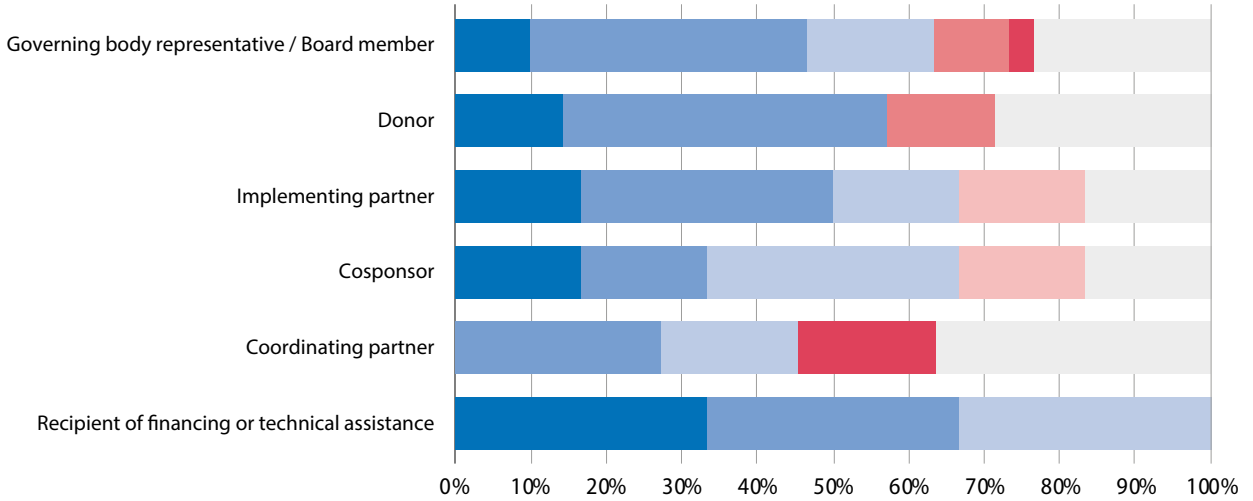
UNAIDS planning, programming and approval procedures made partnership (with cosponsors) more agile when conditions changed.



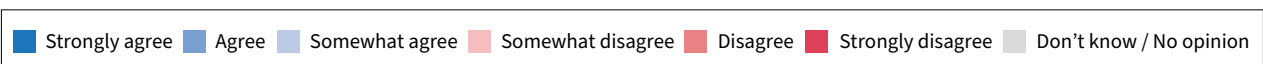
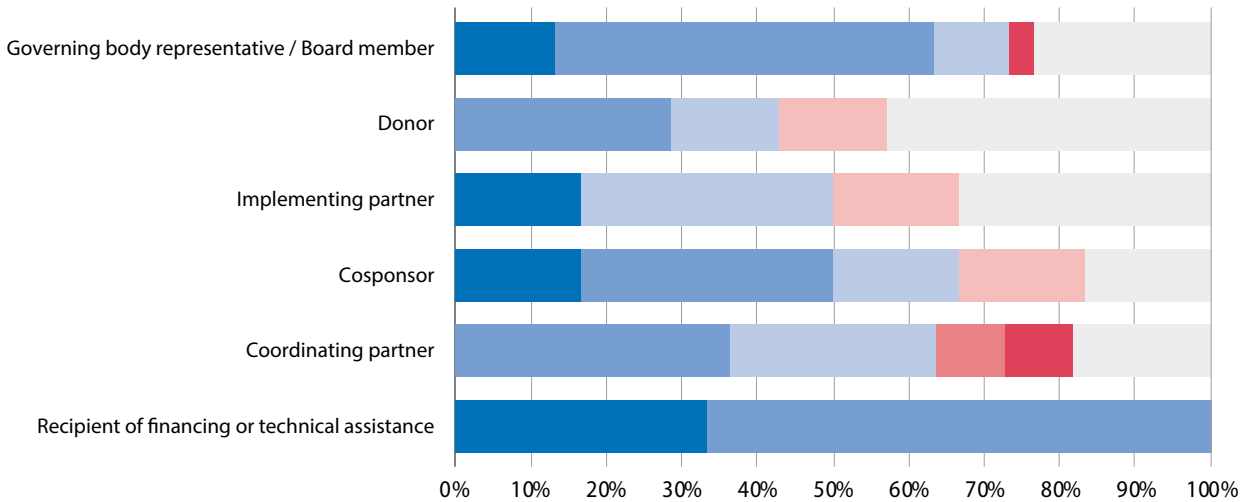


**Performance management**

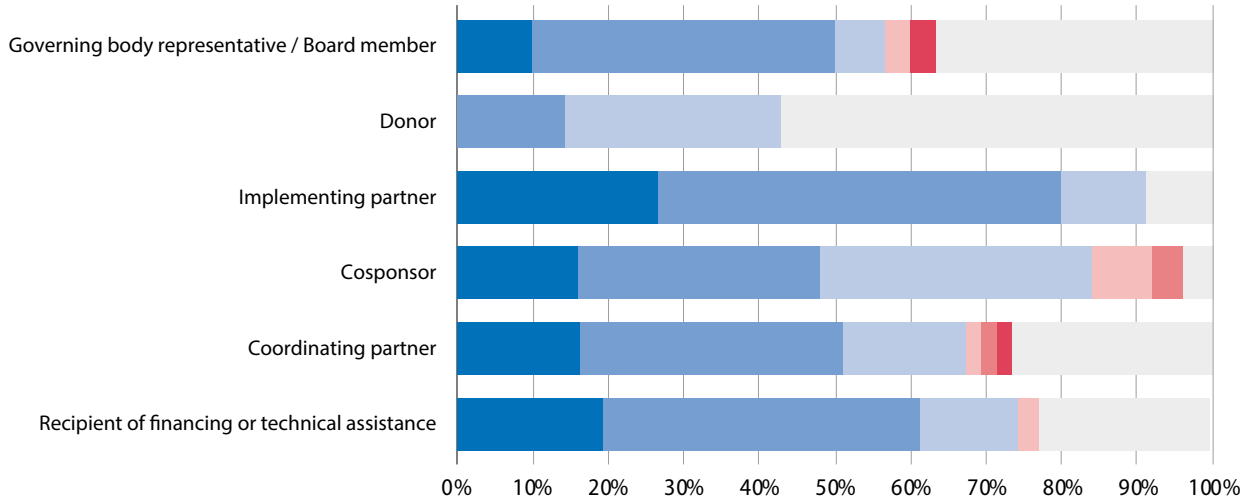
The evaluation function in UNAIDS was independent from other management functions (operational and financial independence).



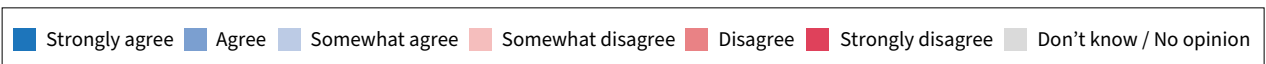
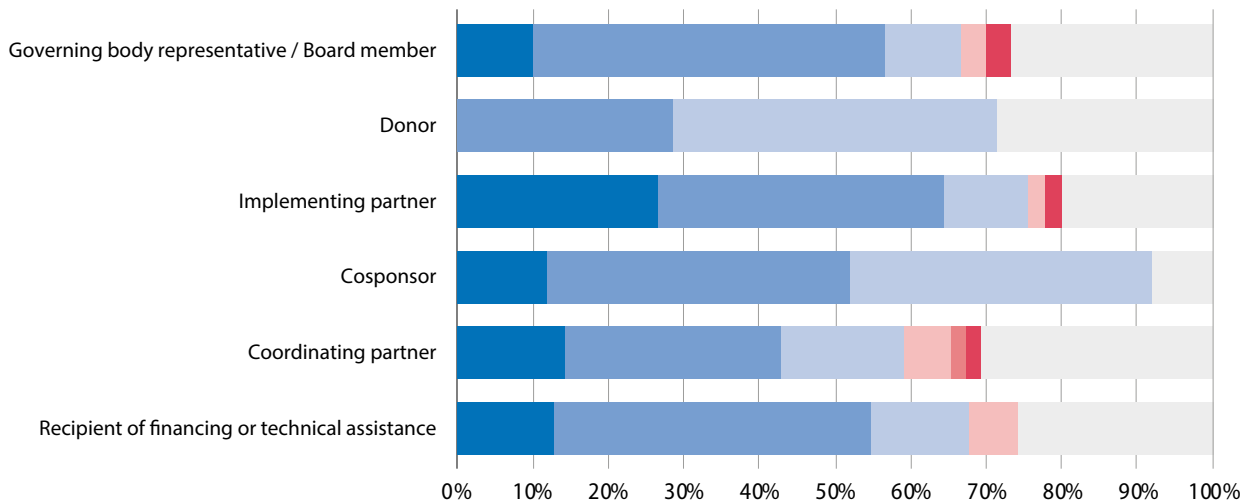
UNAIDS applied appropriate systems to ensure the quality of evaluations.



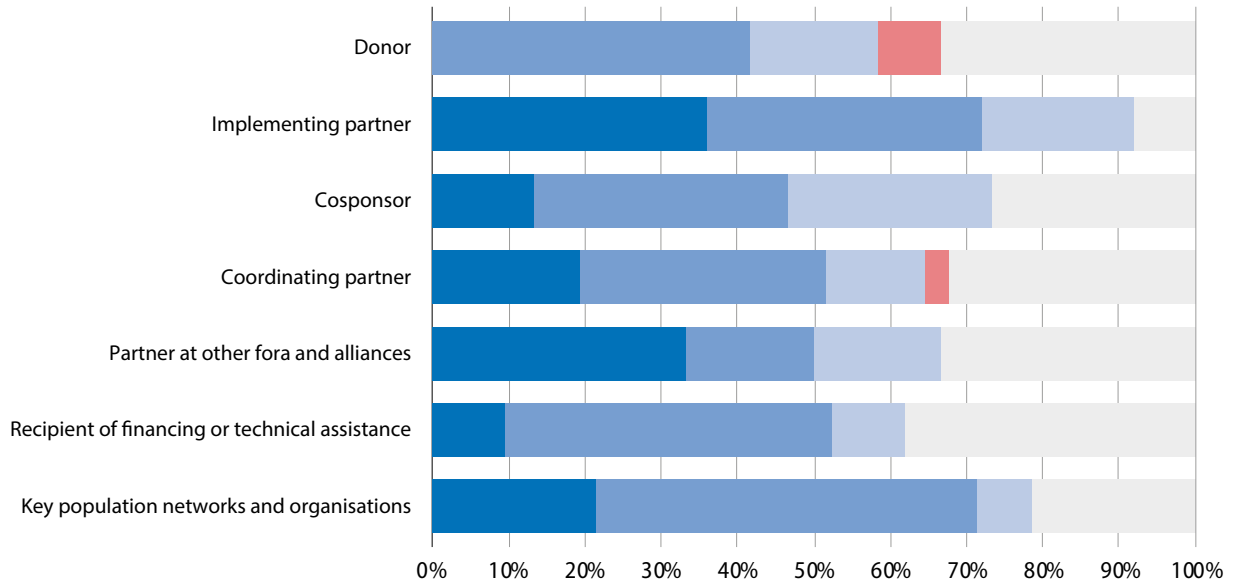
UNAIDS had formal requirements to demonstrate how the evidence from past intervention lessons was used to design new interventions.



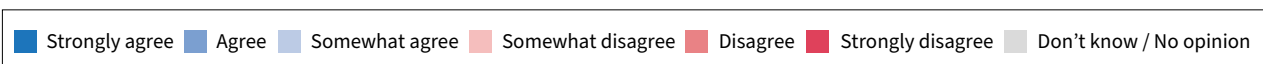
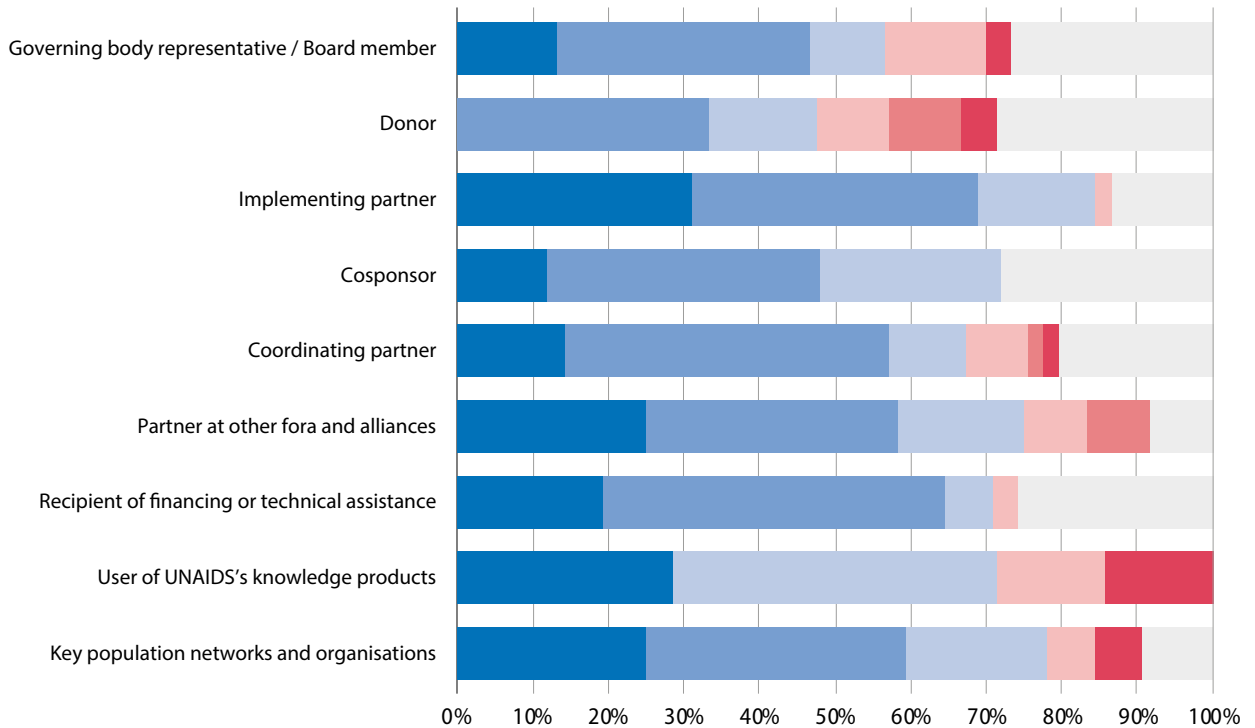
UNAIDS had a clear accountability system that ensured that management responded to evaluation recommendations, used them and followed up on them.



Where interventions were required to be evaluated, UNAIDS implemented its evaluation policy.



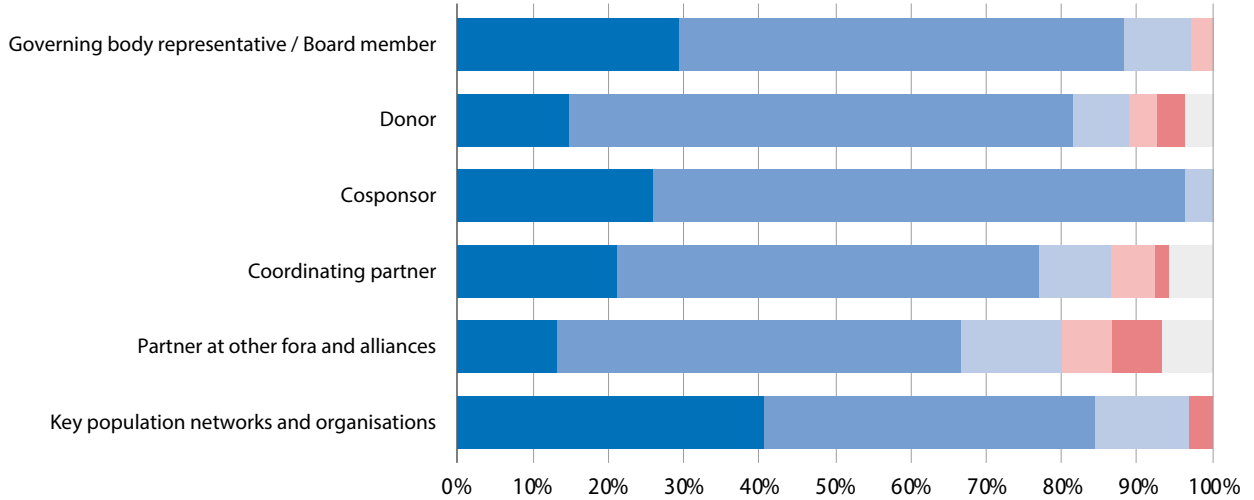
UNAIDS learned lessons and best practices from evaluations, rather than repeating the same mistakes.



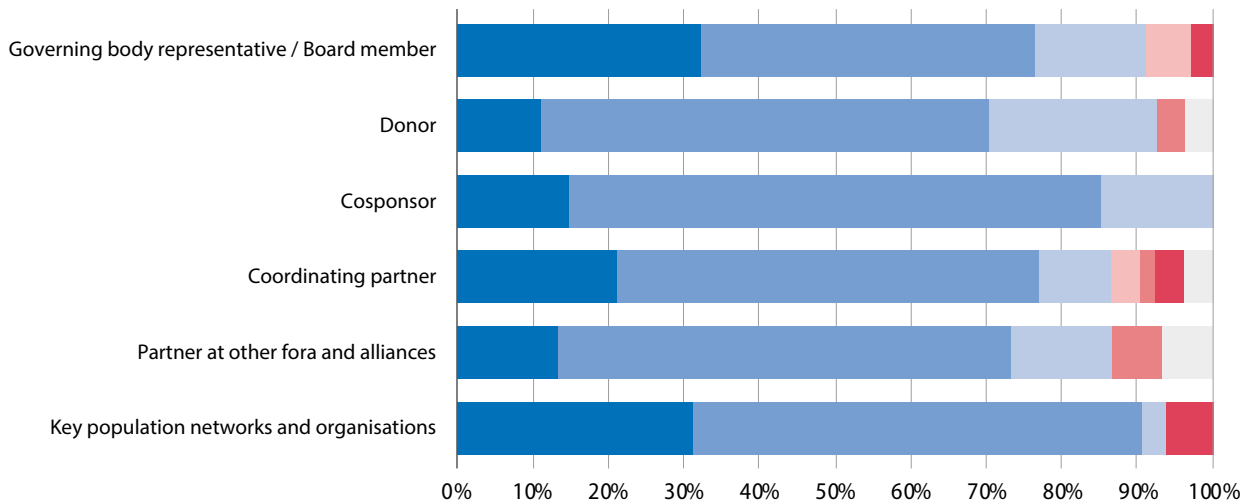
**FORWARD-LOOKING: FROM MARCH 2021 ONWARDS**

**Strategic management**

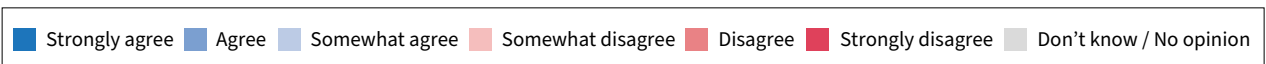
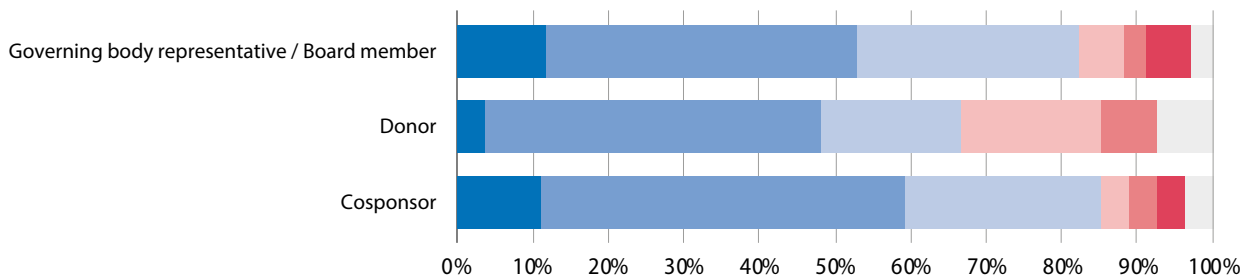
The Strategic Plan and intended results of UNAIDS demonstrate clarity of the long-term vision.



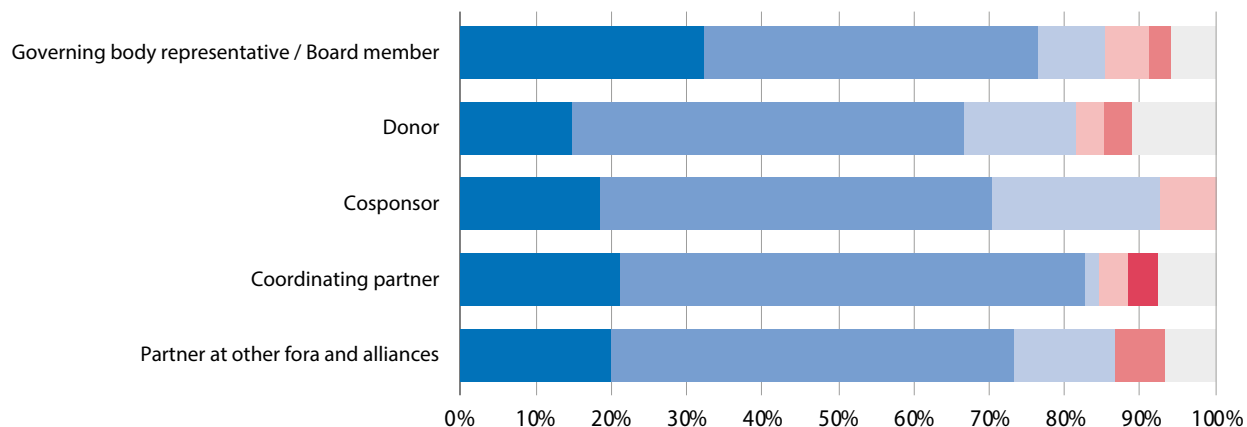
The Strategic Plan and intended results of UNAIDS demonstrate good understanding of comparative advantage in the context of the 2030 Agenda.



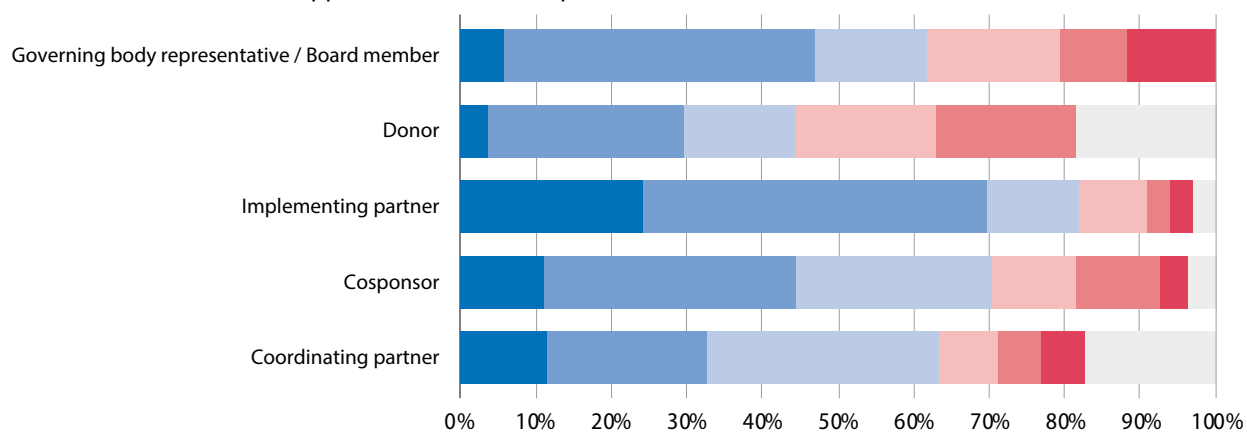
UNAIDS is organised in a way that is congruent with its Strategic plan and associated operating model.



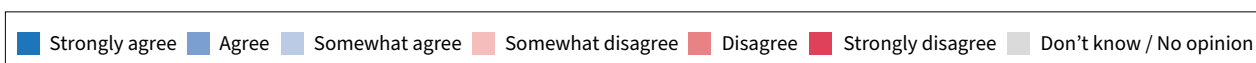
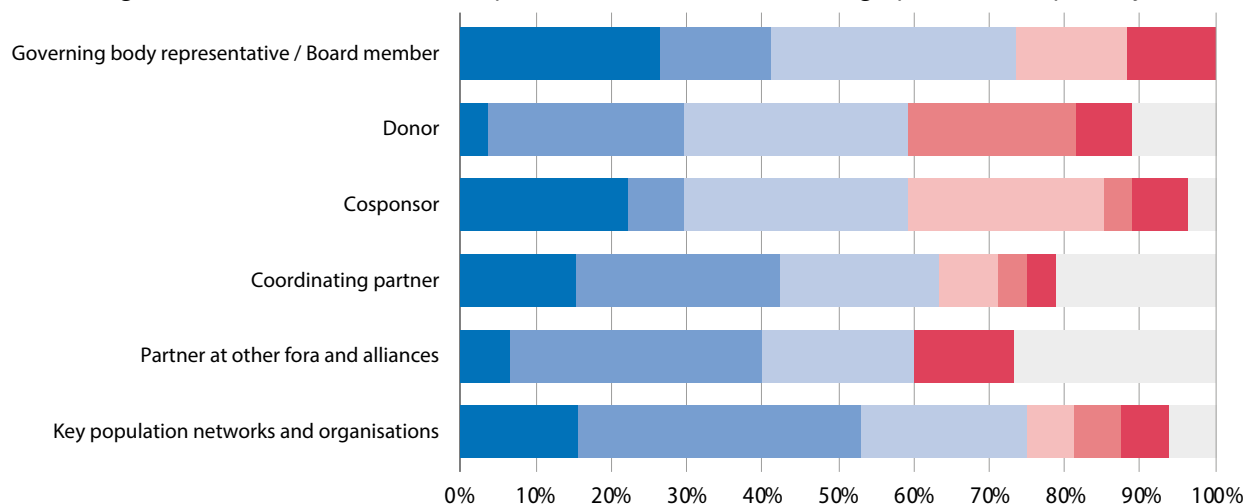
The Strategic plan of UNAIDS supports the implementation of global commitments (i.e. 2030 Agenda, QCPR, Grand Bargain, etc) and associated results.



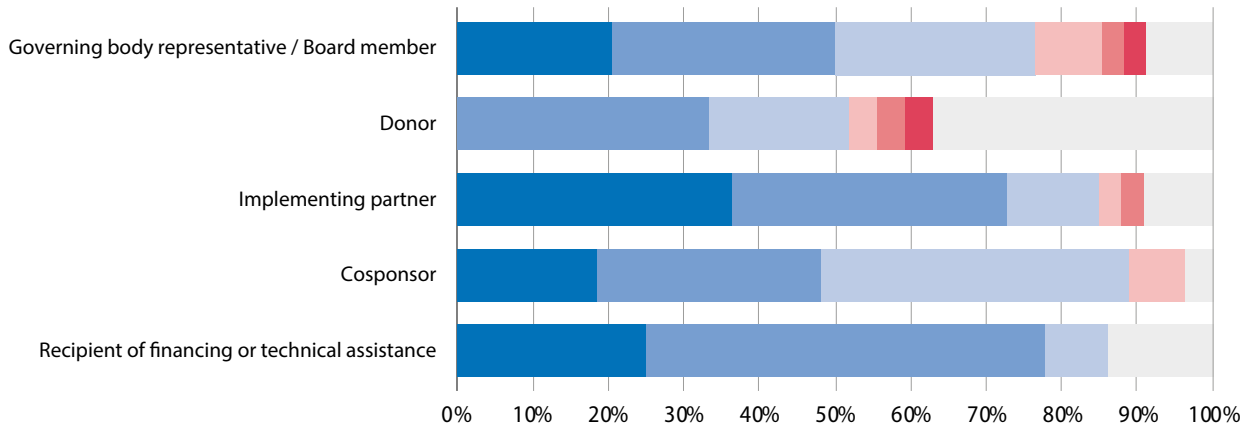
UNAIDS' financial framework supports the effective implementation of its mandate.



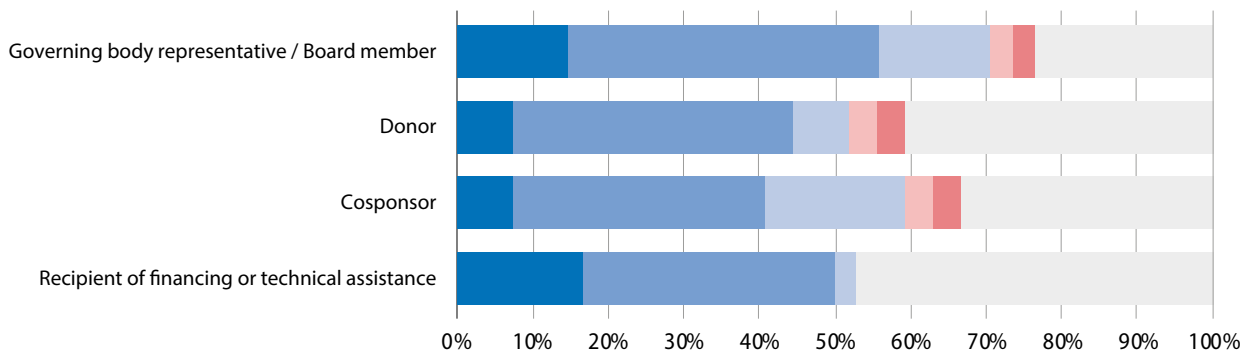
UNAIDS' strategic allocation of resources is transparent and consistent with strategic priorities (adaptability).



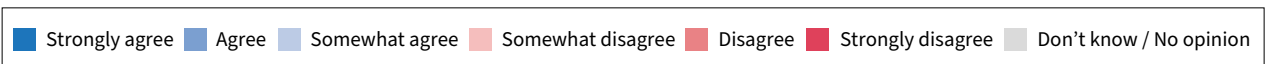
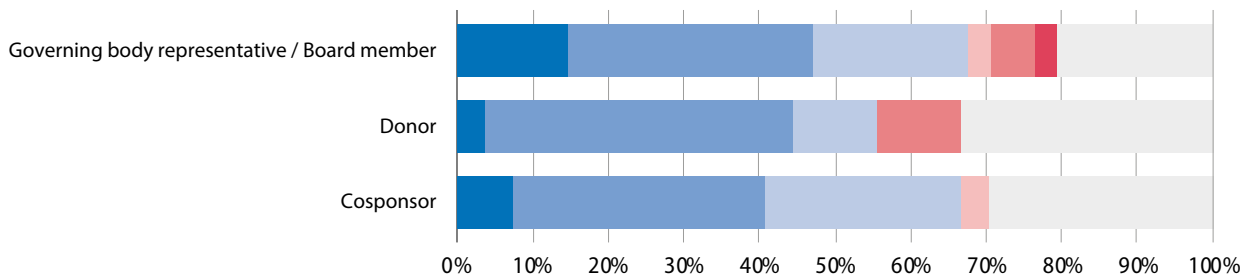
UNAIDS applies principles of results-based budgeting according to strategy objectives and intended results.



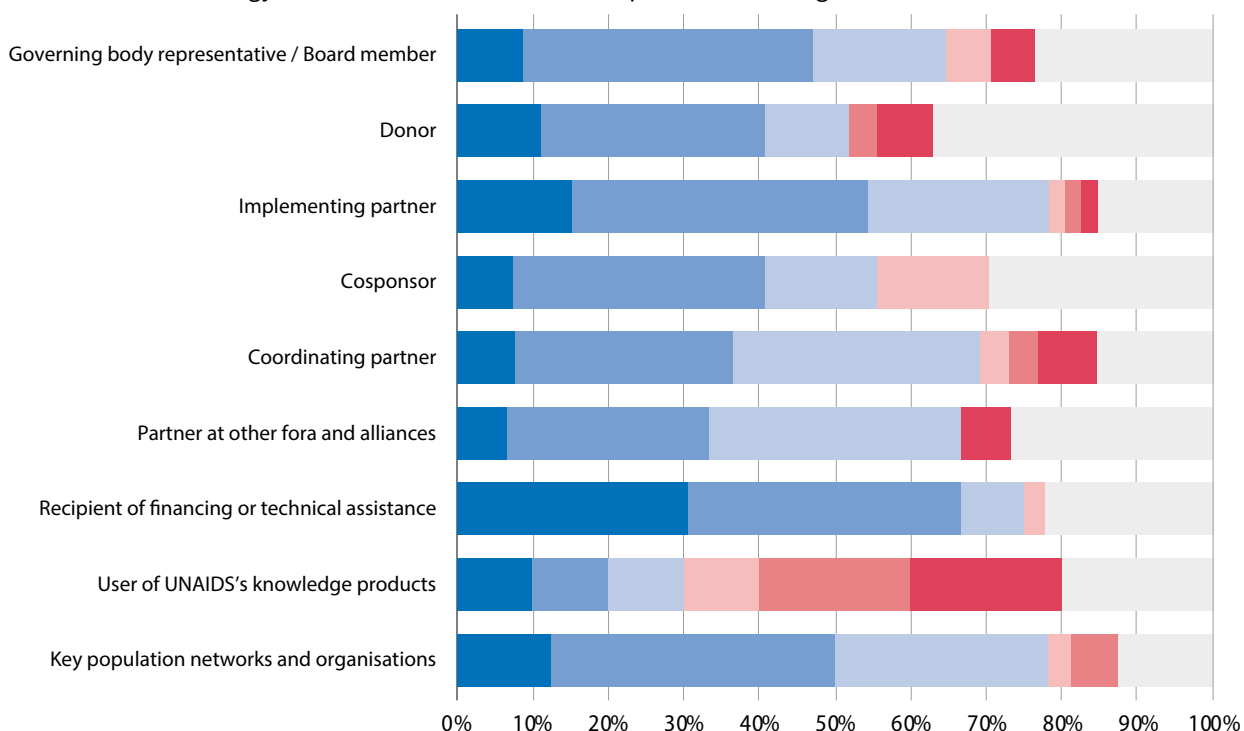
External audit or other external reviews of UNAIDS certify that international standards are met at all levels, including with respect to internal audit.



UNAIDS adequately addresses issues and concerns raised by internal control mechanisms.

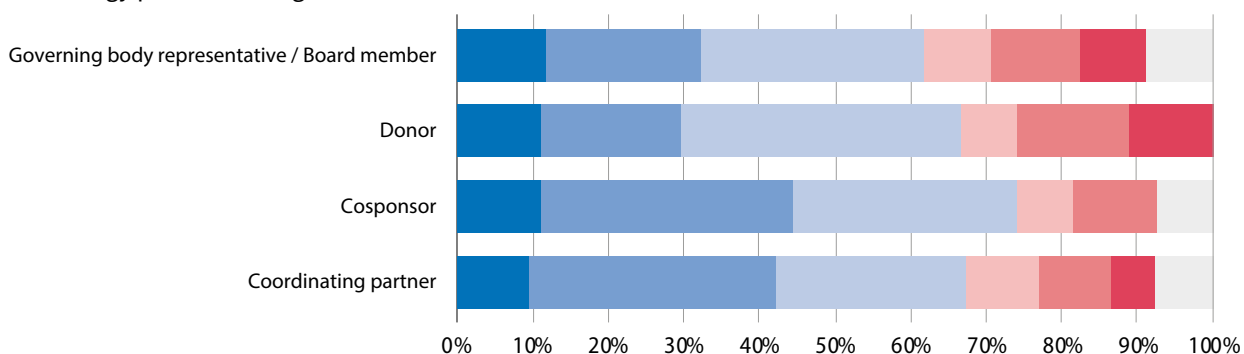


UNAIDS has a COVID strategy that is clear and reflects its comparative advantage.

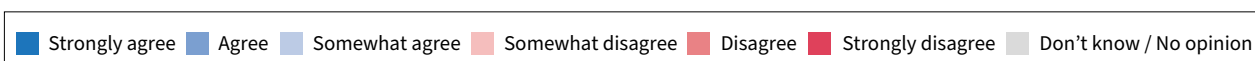
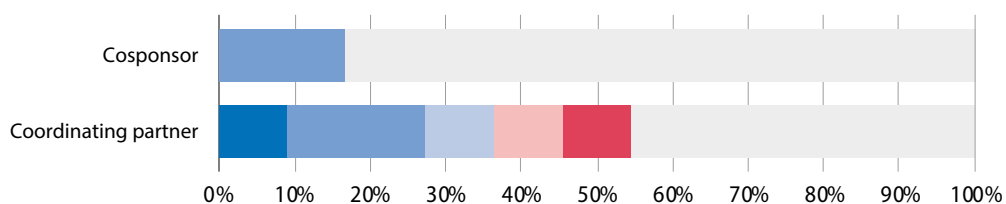


### Staffing

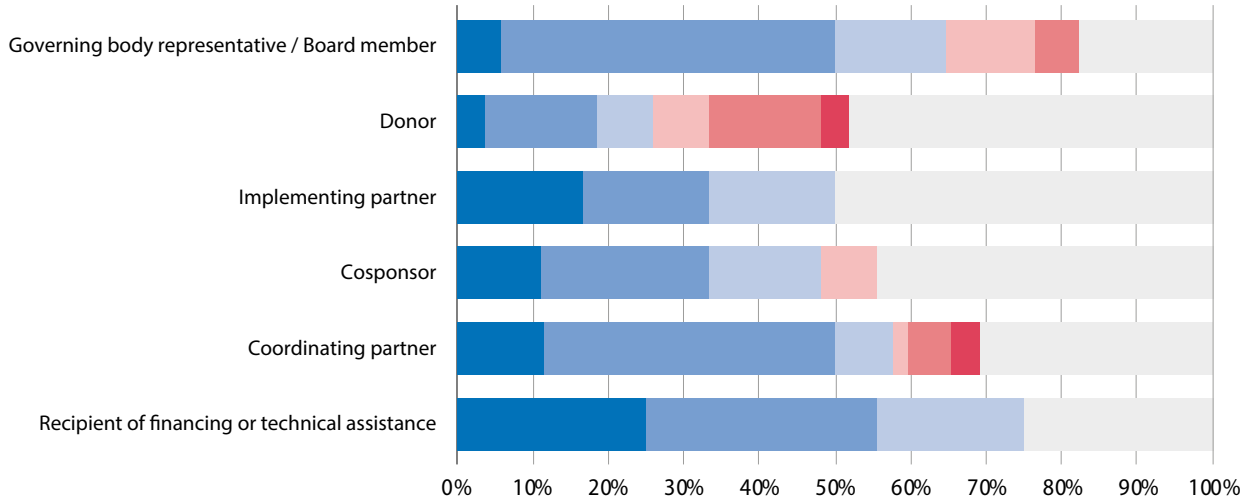
UNAIDS has the structures and staffing to ensure that its human and financial resources are constantly aligned to the current strategy priorities and goals.



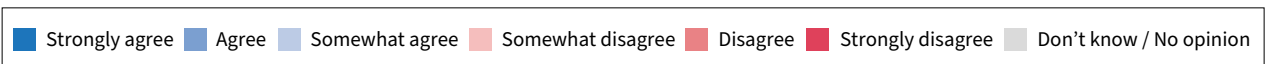
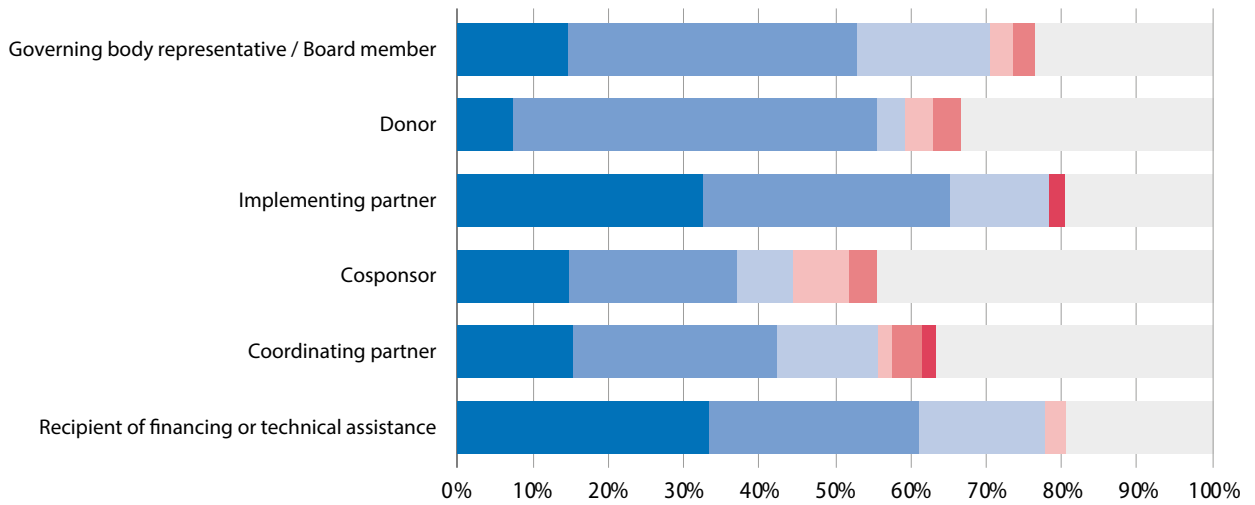
UN system is engaged in supporting the resident coordinator systems through cost-sharing and resident coordinator nominations.



UNAIDS HR systems and policies are performance-based and geared to the achievement of corporate objectives and results.

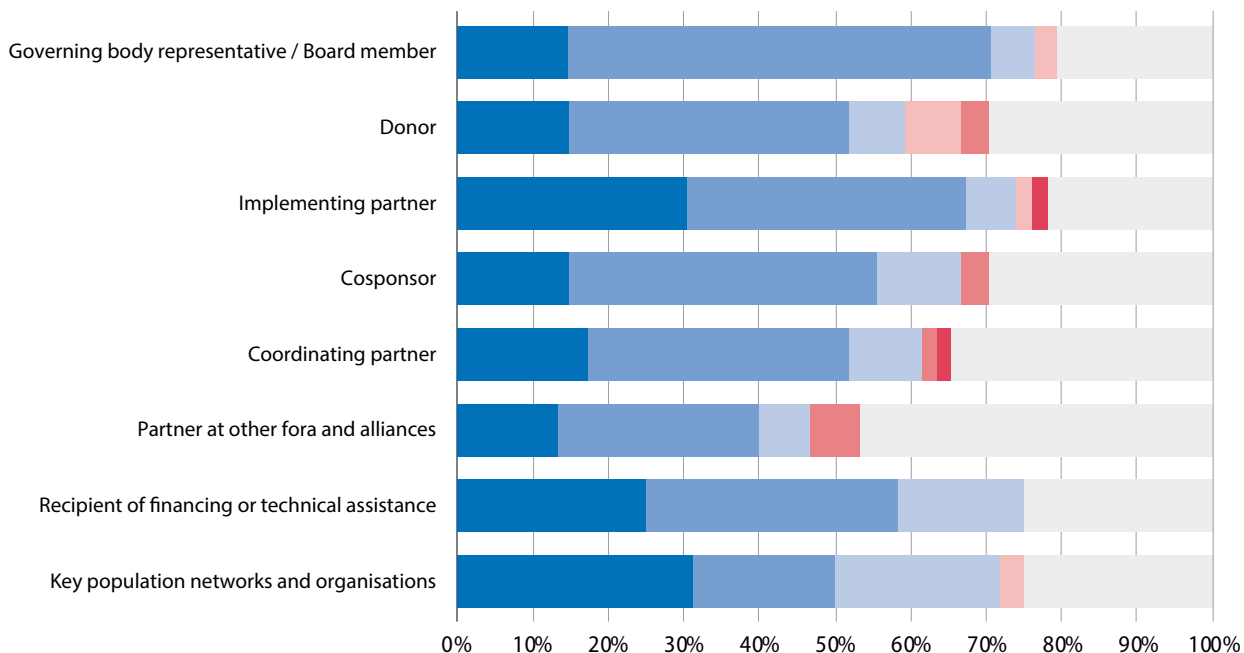


UNAIDS policies and procedures effectively prevent, detect, investigate and sanction cases of fraud, corruption and other financial irregularities by staff.

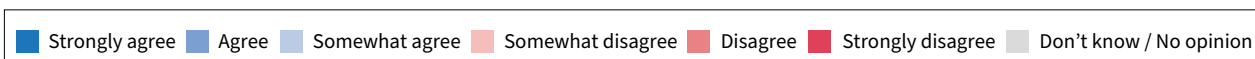
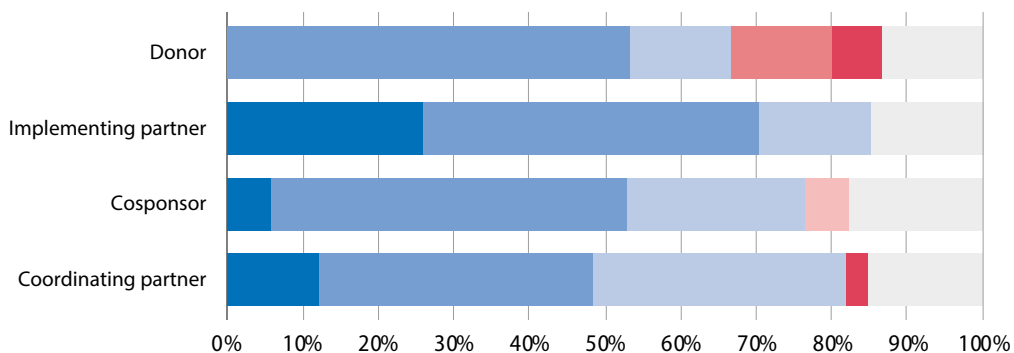




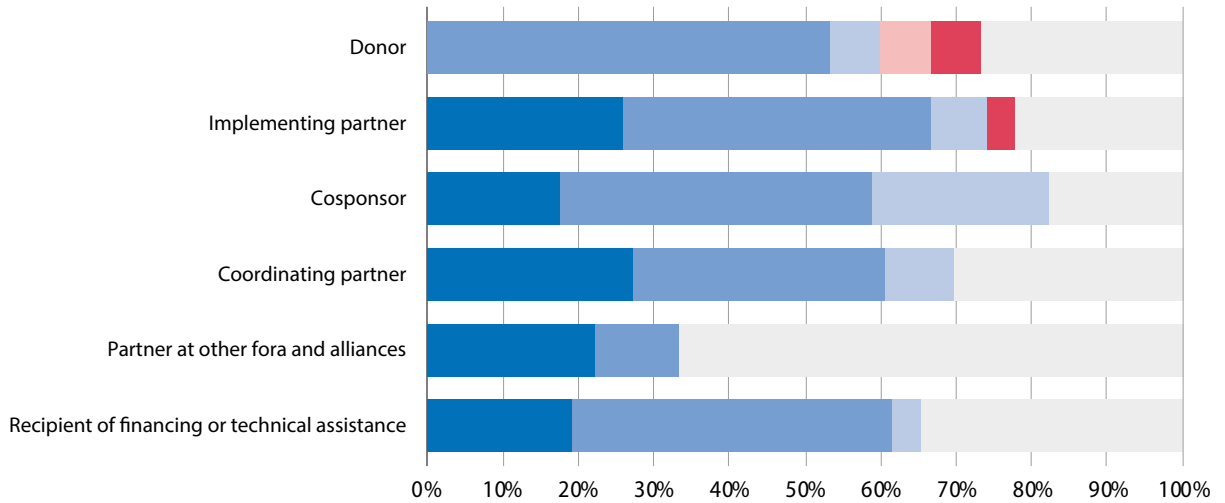
UNAIDS has the mechanisms in place for prevention of and response to sexual harassment (SH) applicable to all categories of staff at HQ and field levels.



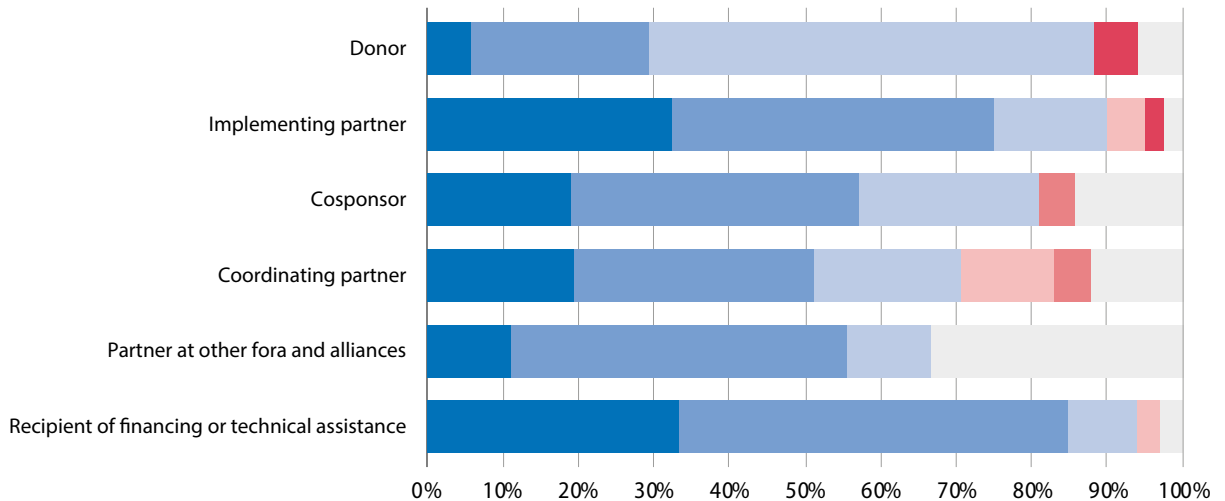
UNAIDS staffing is aligned with, or is being reorganised to meet, requirements set out in the current strategic plan to deliver the intended results.



Mechanisms are in place to regularly track the status of implementation of the UNAIDS policy on SH.

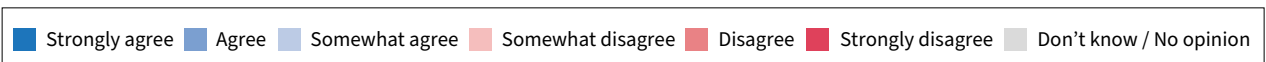
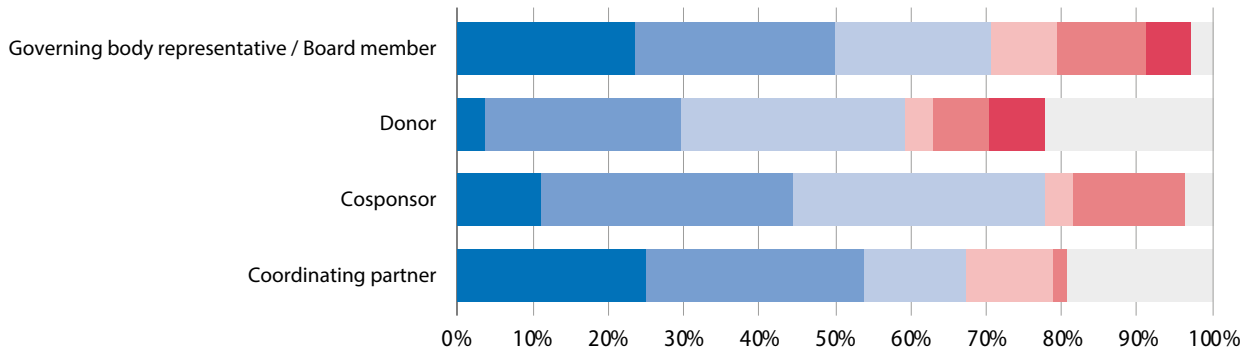


UNAIDS can make resource allocation and/or programming decisions responsive to needs.

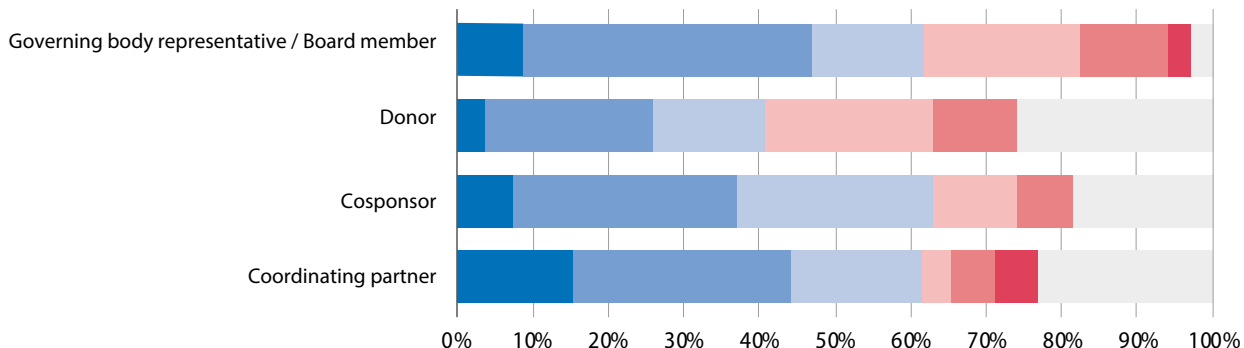


### Managing financial resources

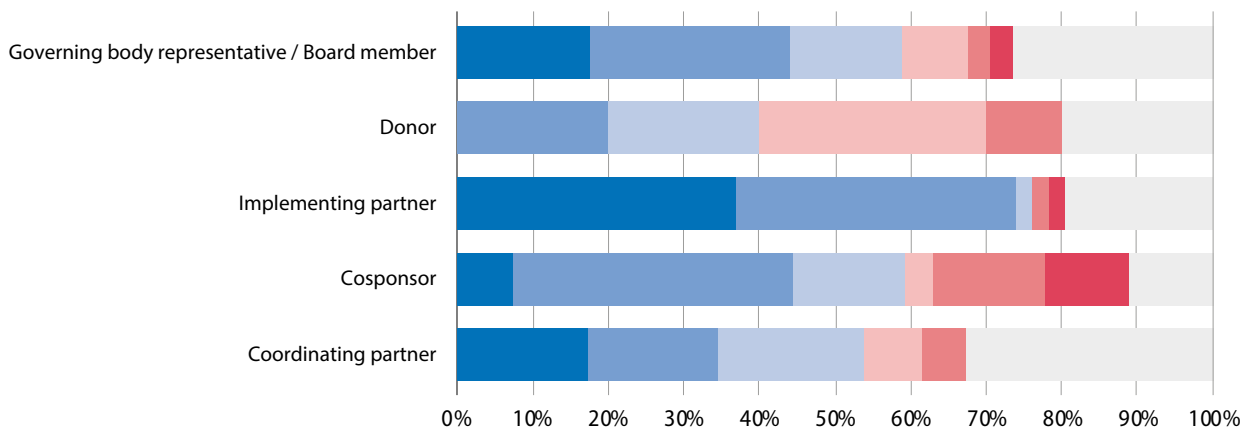
UNAIDS resource mobilisation efforts are consistent with its core mandate and are aligned to its strategic priorities.



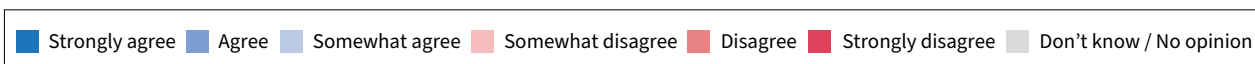
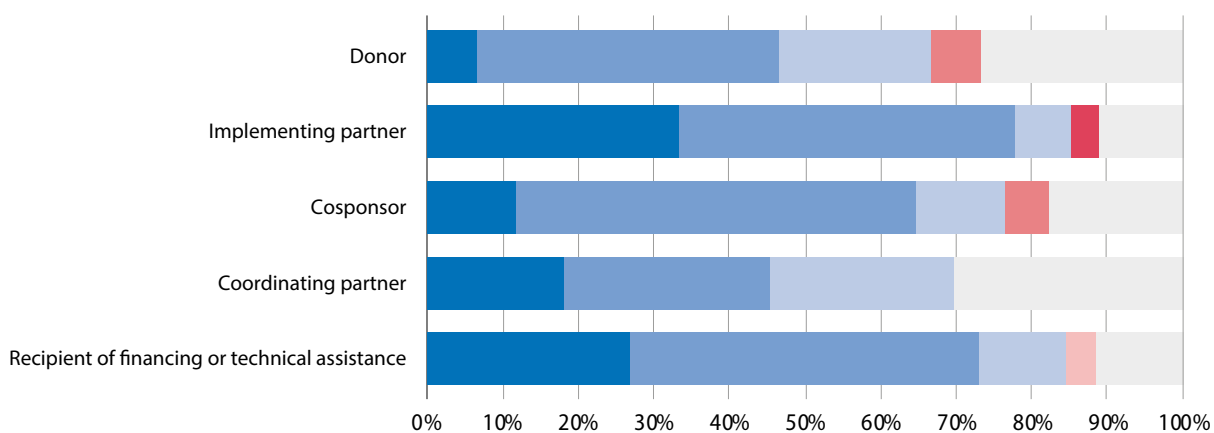
UNAIDS resource mobilisation strategy prioritises raising domestic resources from partner countries/institutions, and is aligned to the strategic/relevant plan.



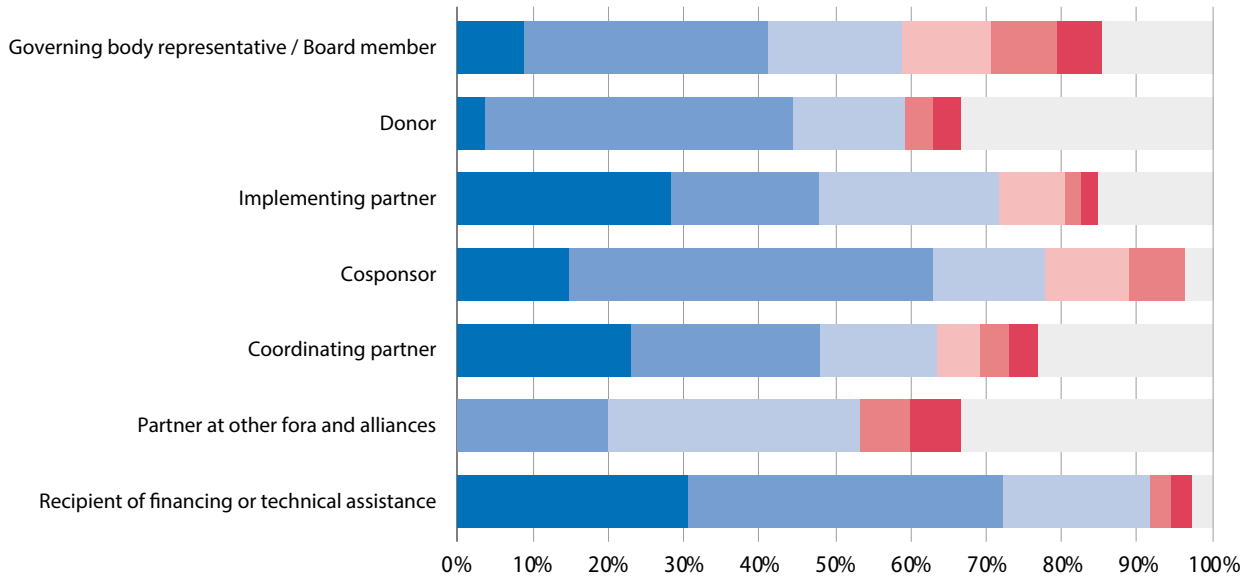
UNAIDS has an explicit statement or policy available that clearly defines criteria for allocating resources to partners.



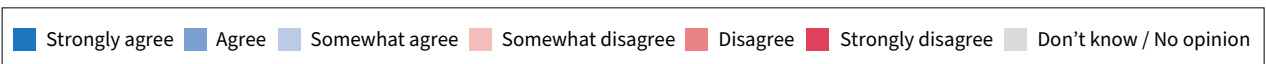
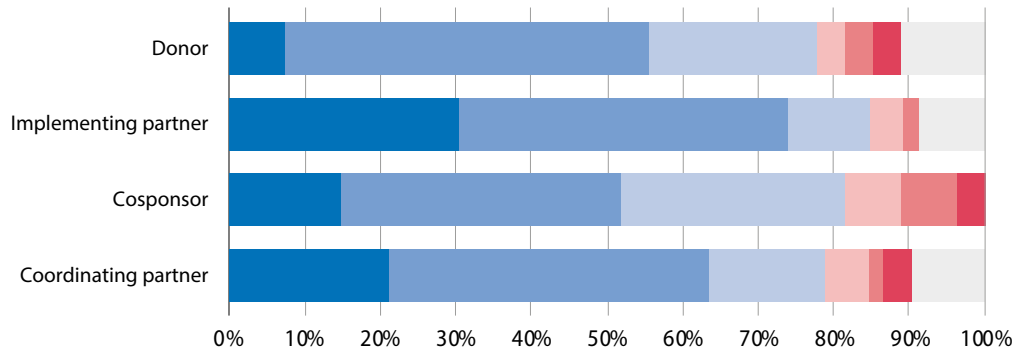
UNAIDS provides clear explanations for changes in context or any variance against planned financial allocations and disbursement.



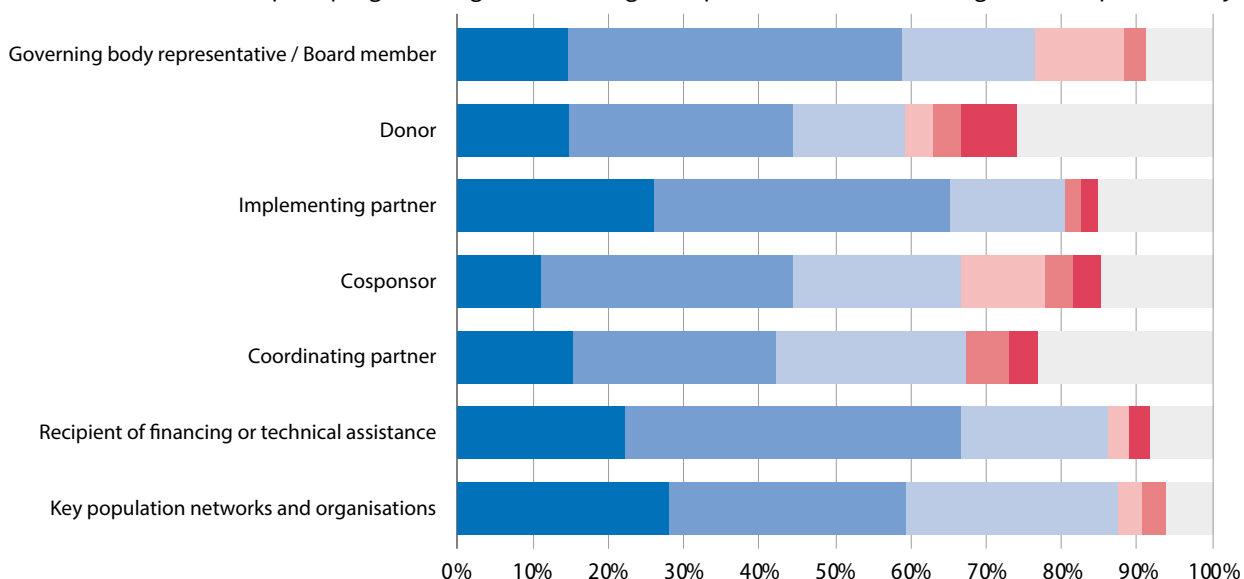
UNAIDS allocated resources are disbursed to partners as planned.



UNAIDS' strategies or designs address synergies with development partners to encourage leverage/catalytic use of resources and avoid fragmentation in relation to 2030 Agenda implementation.

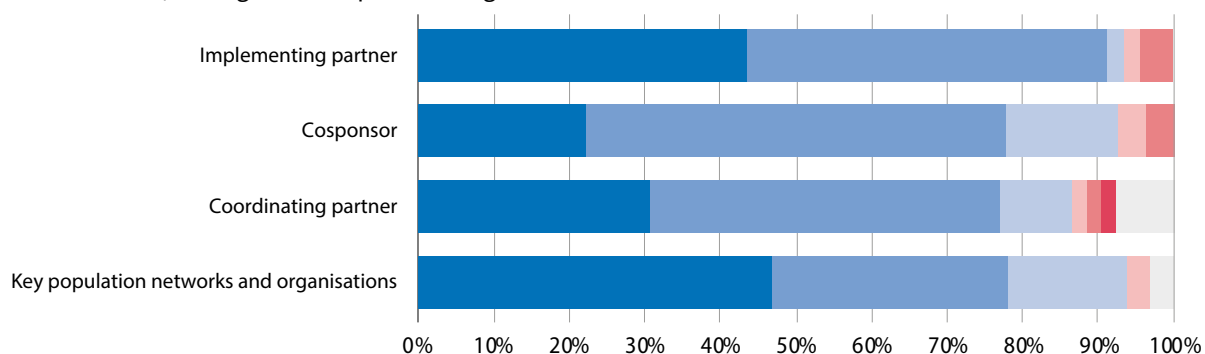


UNAIDS has been able to adapt its programming and financing to respond to COVID-19 in an agile and responsive way.

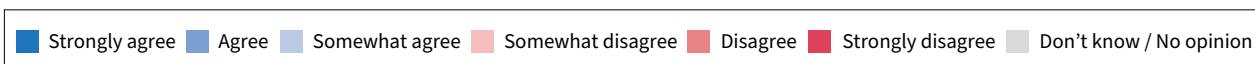
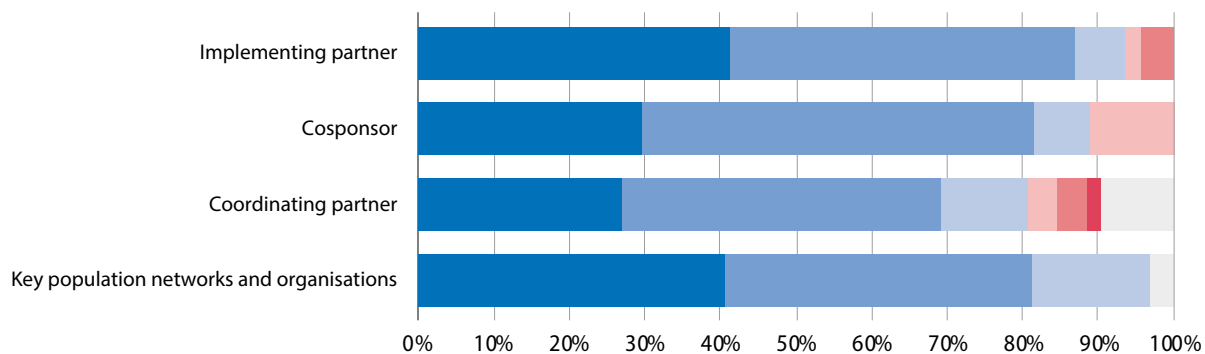


### Interventions

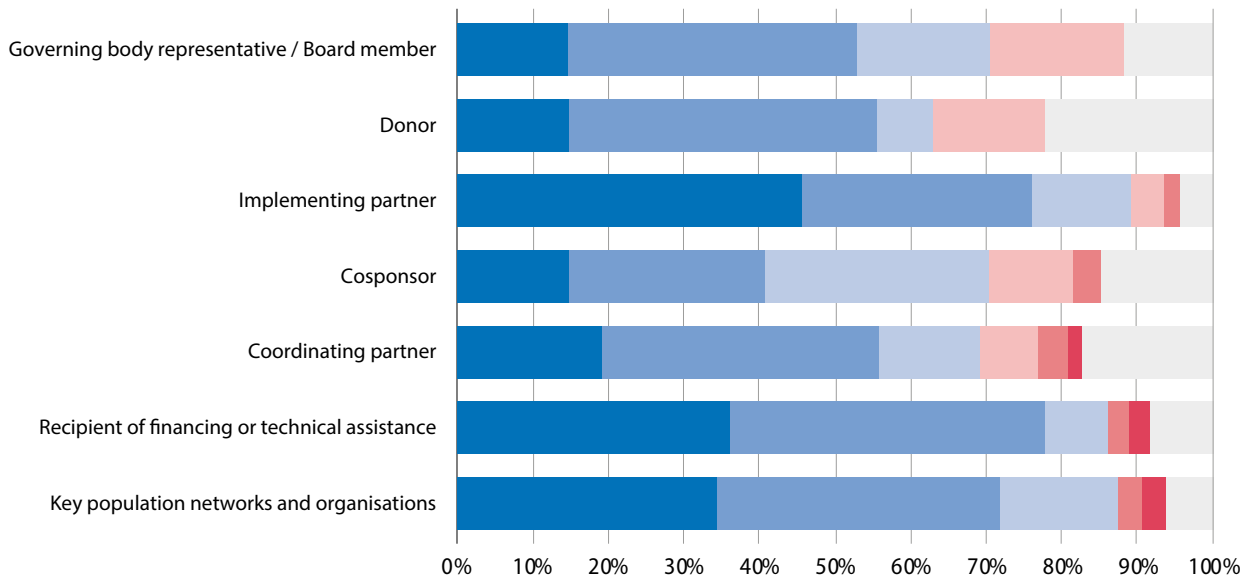
UNAIDS' interventions/strategies are required to align to the needs of beneficiaries.



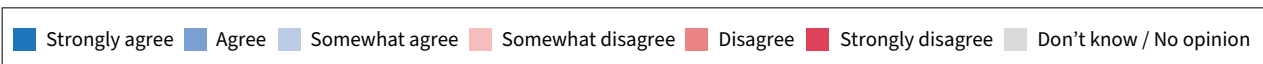
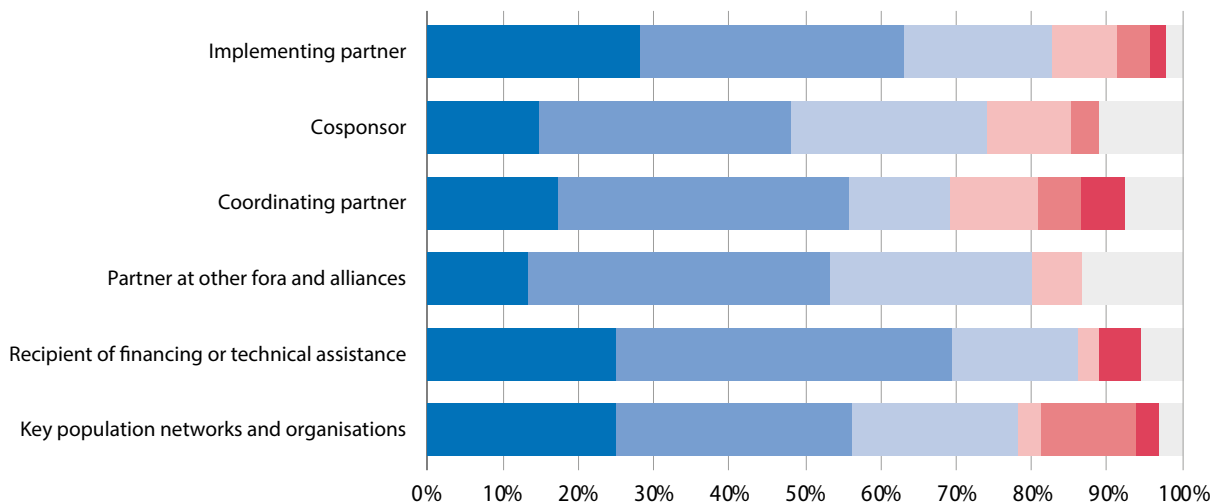
UNAIDS' interventions/strategies are required to align to regional/national priorities and intended results.



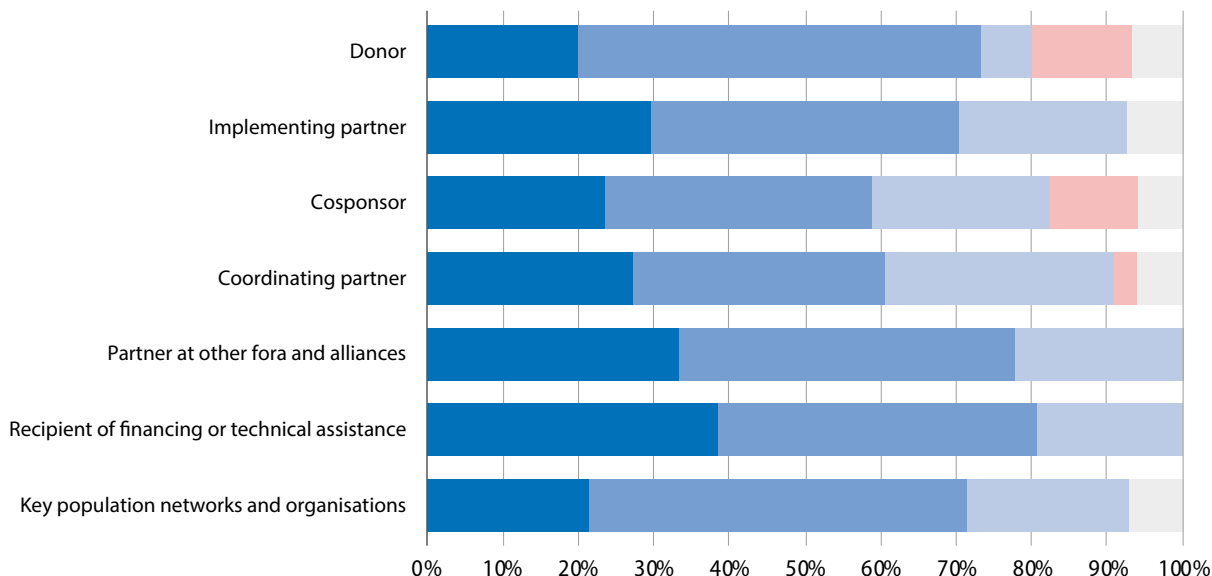
UNAIDS implements clear standards and procedures for accountability to beneficiaries.



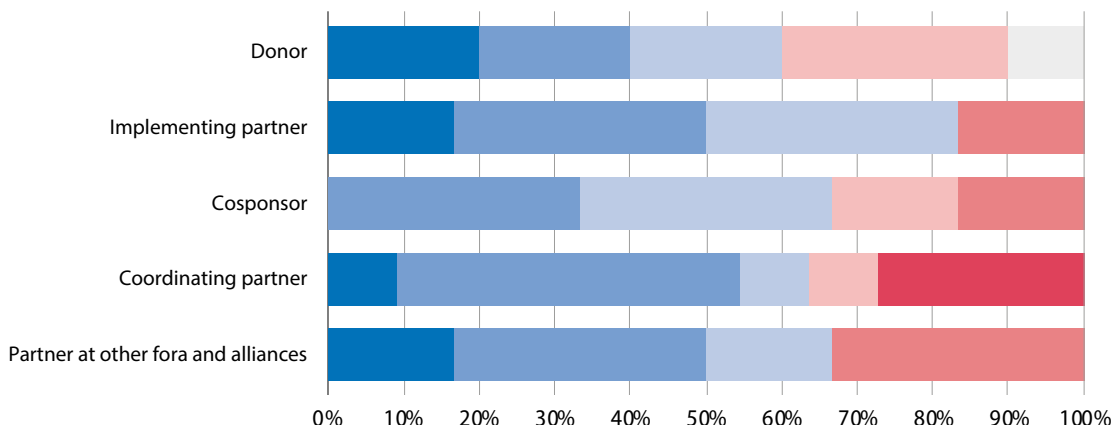
UNAIDS institutional procedures support speed of implementation and responsiveness to local context and needs.



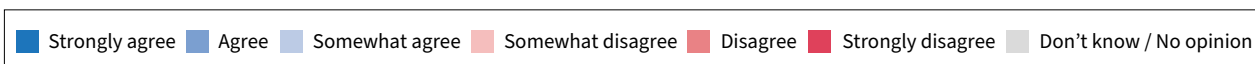
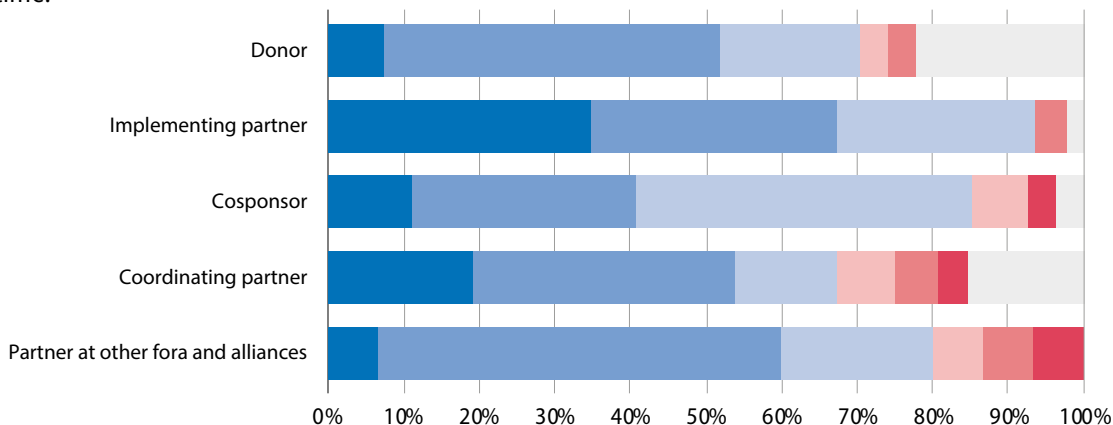
UNAIDS adapts its work as the context changes.



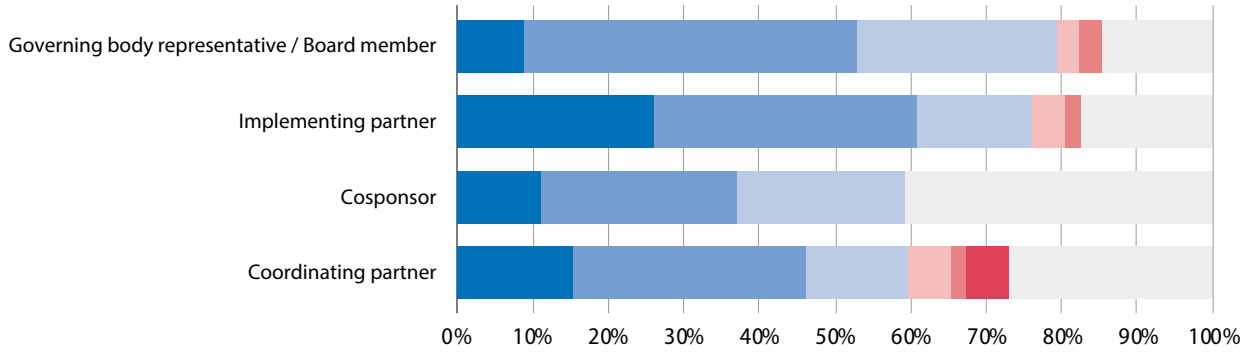
UNAIDS's partnerships with Global stakeholders are based on an explicit statement of comparative/collaborative advantage i.e., technical knowledge, policy dialogue, etc.



UNAIDS designs its intervention including detailed, realistic measures to ensure that their effects and impact can be sustained over time.

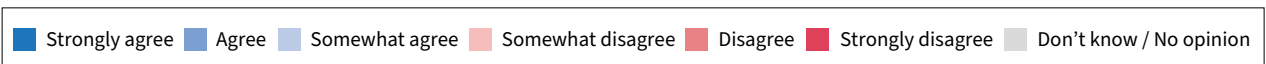
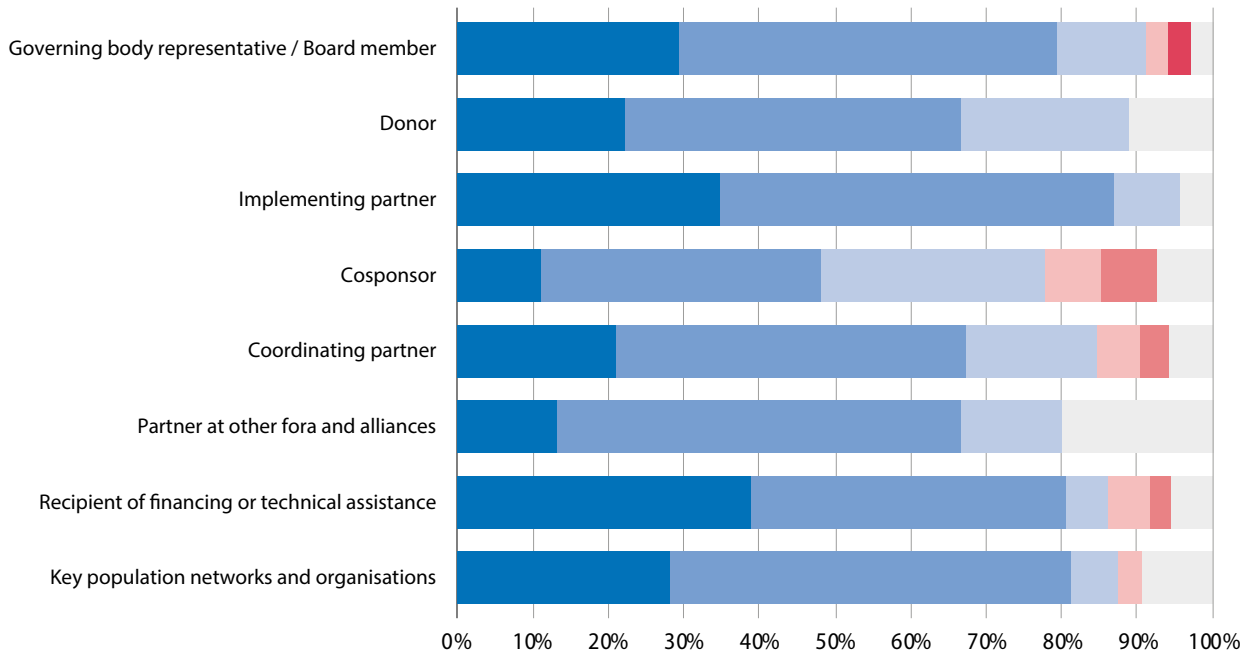


UNAIDS has detailed risk management strategies to ensure the identification, mitigation, monitoring and reporting of risks.



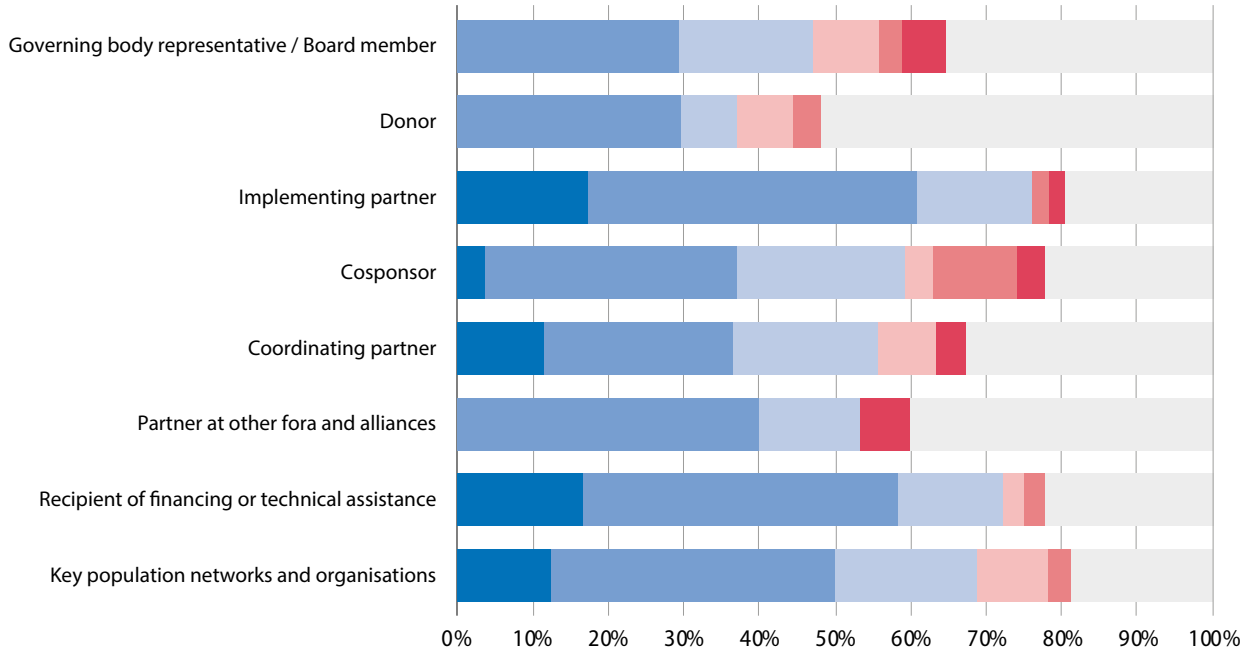
### Cross-cutting issues

UNAIDS has the mechanisms in place for prevention of and response to sexual harassment (SH) applicable to all categories of staff at HQ and field levels.

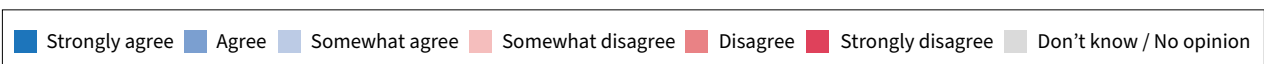
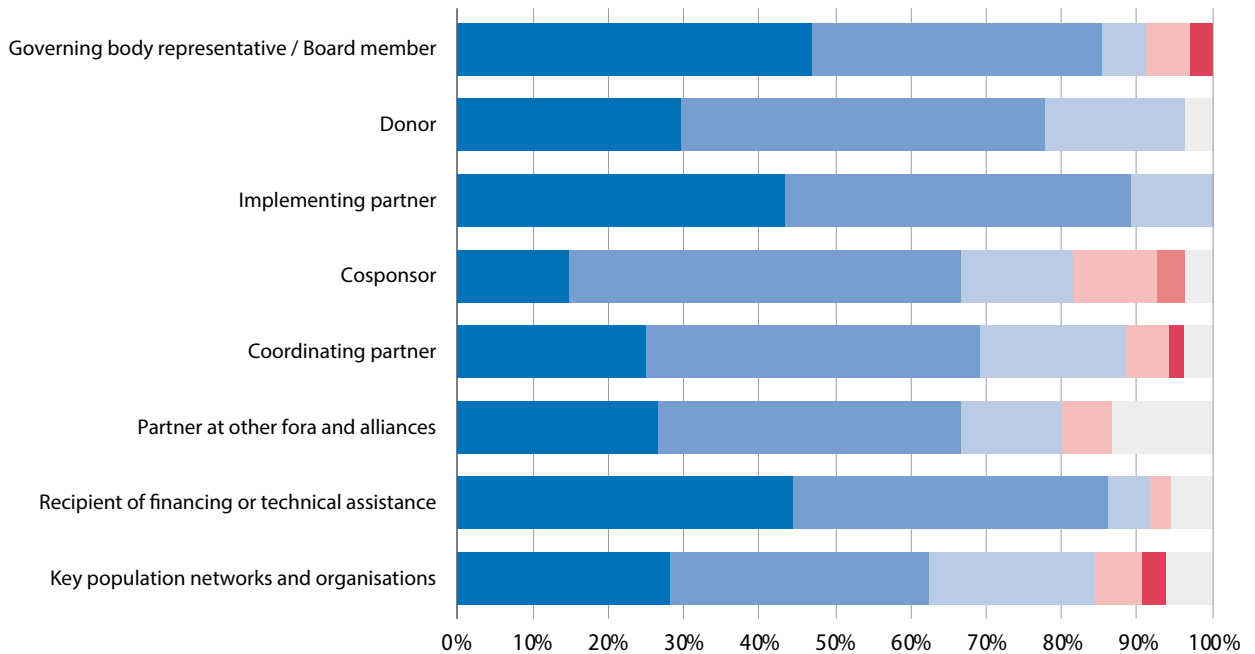




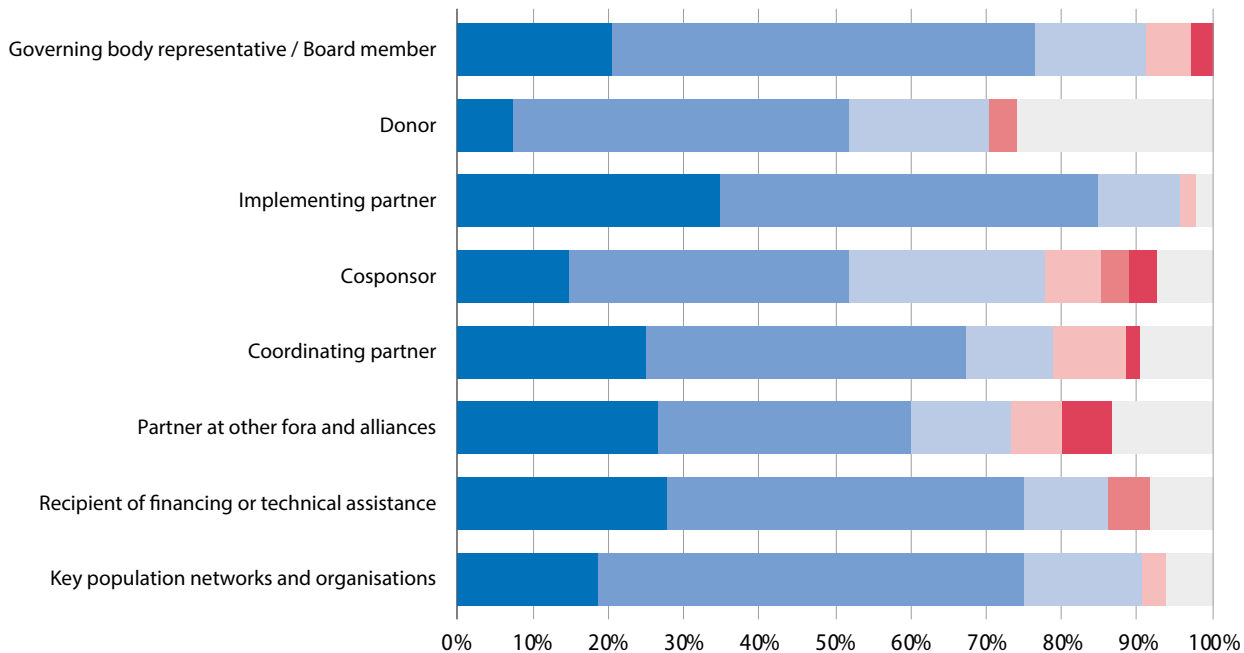
UNAIDS strategies at all levels respond to/reflect the intended results of normative frameworks for environmental sustainability and climate change.



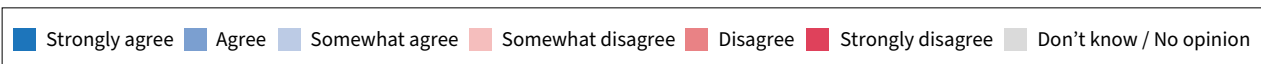
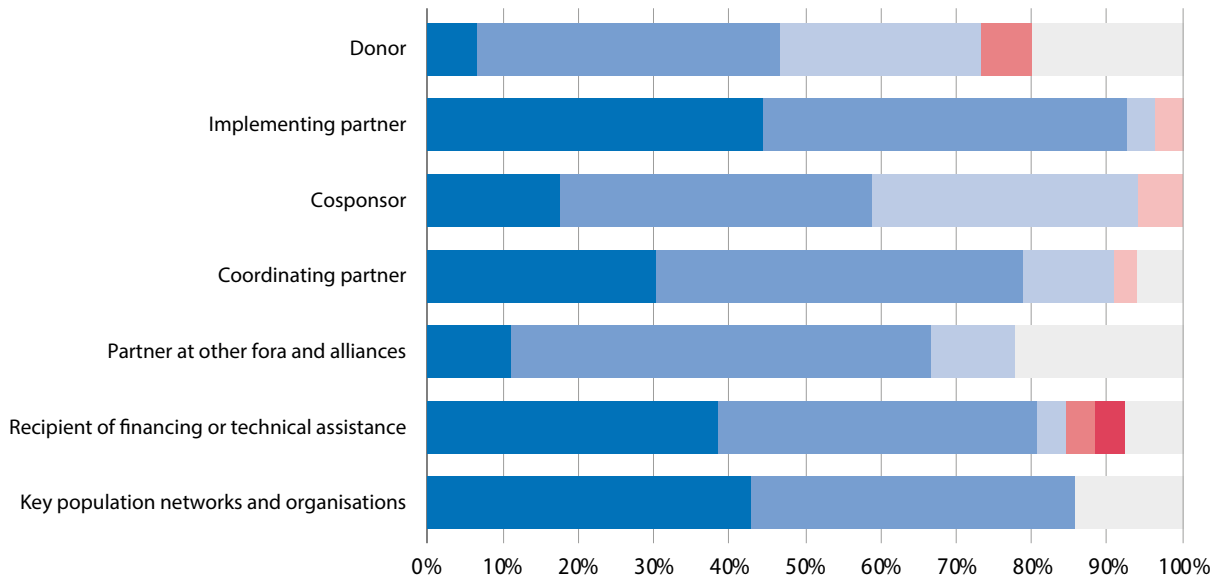
UNAIDS strategies at all levels respond to/reflect the intended results of normative frameworks for equality and human rights including protection of vulnerable, poor, marginalised and hard to reach people.



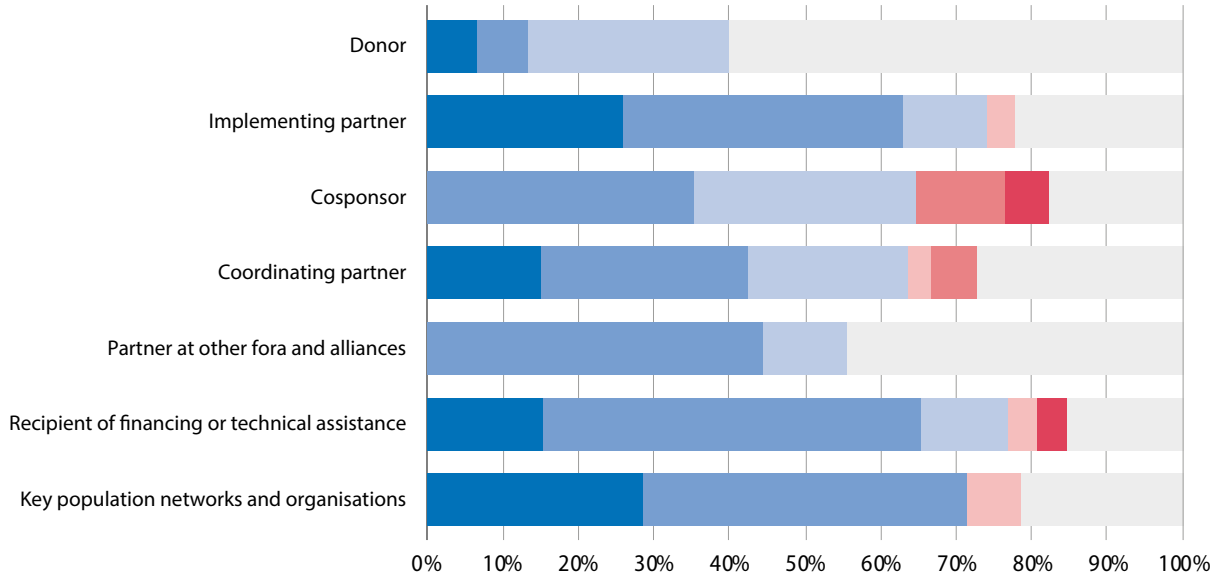
UNAIDS intervention designs require inclusion of analysis of cross-cutting issues.



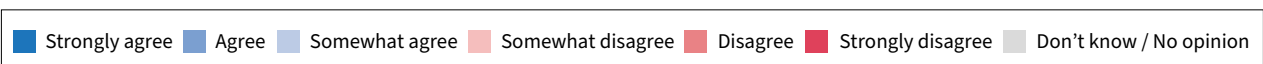
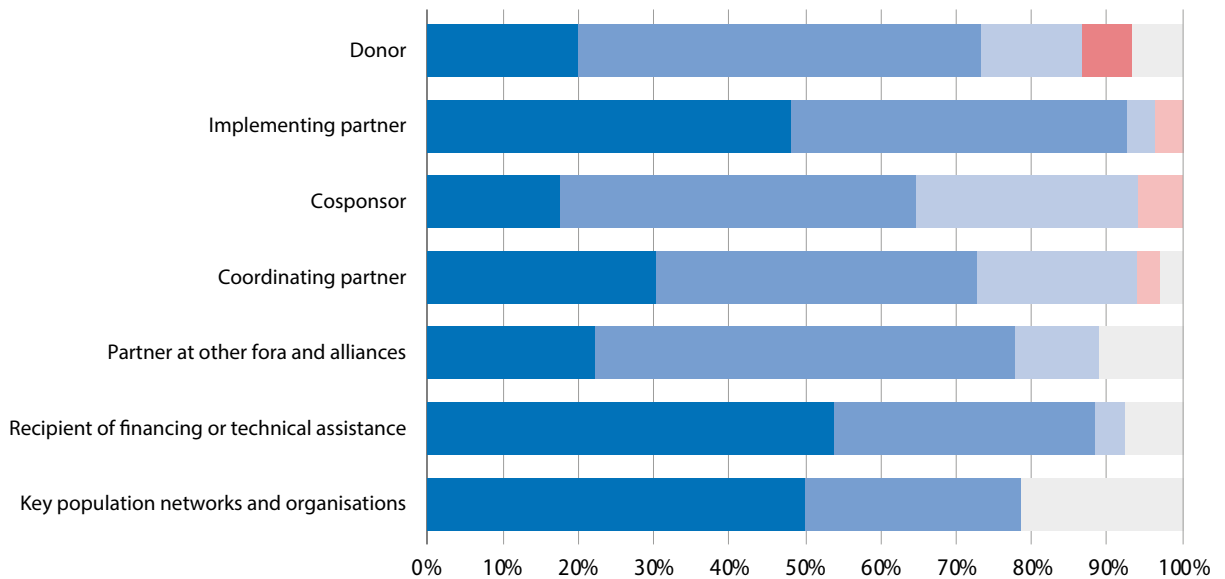
UNAIDS strategies in {COUNTRY} respond to/reflect the intended results of normative frameworks for gender equality and women ´s empowerment.



UNAIDS strategies in {COUNTRY} respond to/reflect the intended results of normative frameworks for environmental sustainability and climate change.

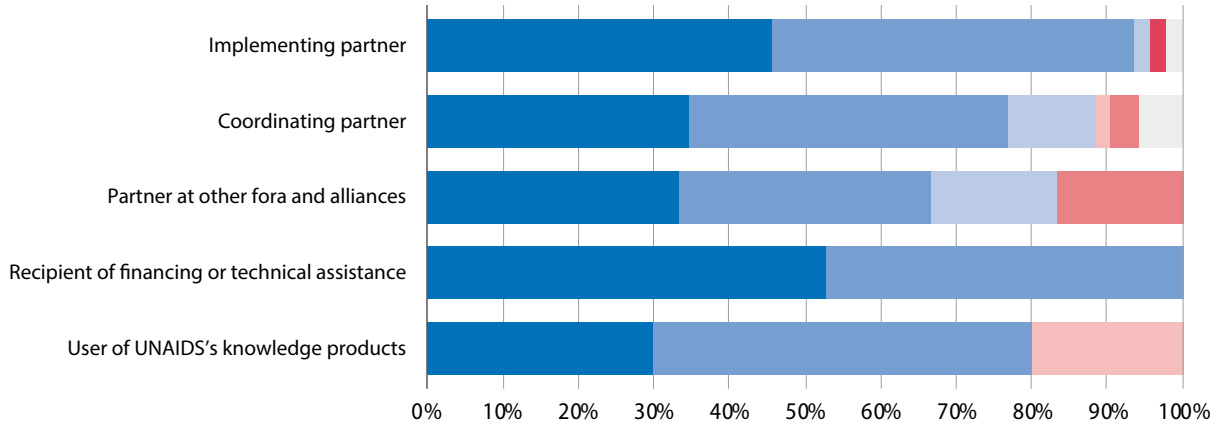


UNAIDS strategies in {COUNTRY} respond to/reflect the intended results of normative frameworks for equality and human rights including protection of vulnerable, poor, marginalised and hard to reach people.

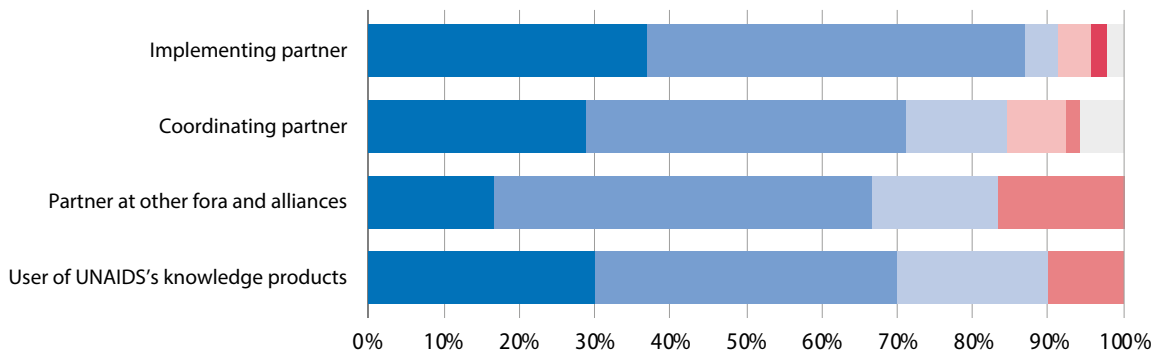


### Managing Relationships

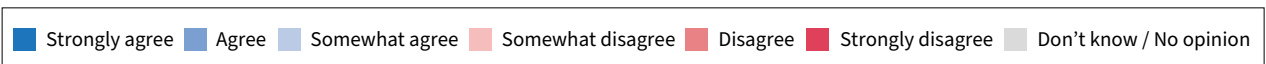
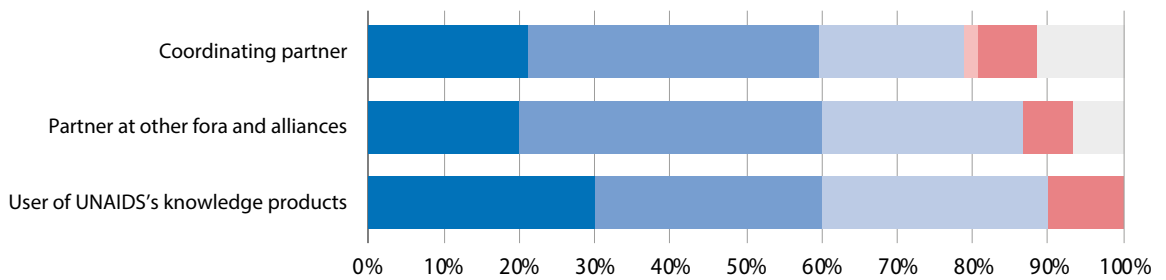
UNAIDS' knowledge products are useful for my policy dialogue and advocacy work.



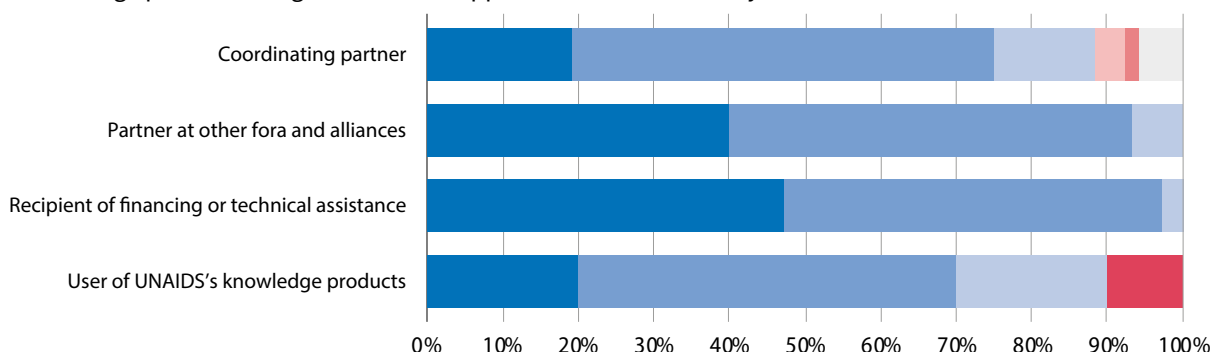
UNAIDS 's knowledge products are provided in a format that makes them easy to use by partners.



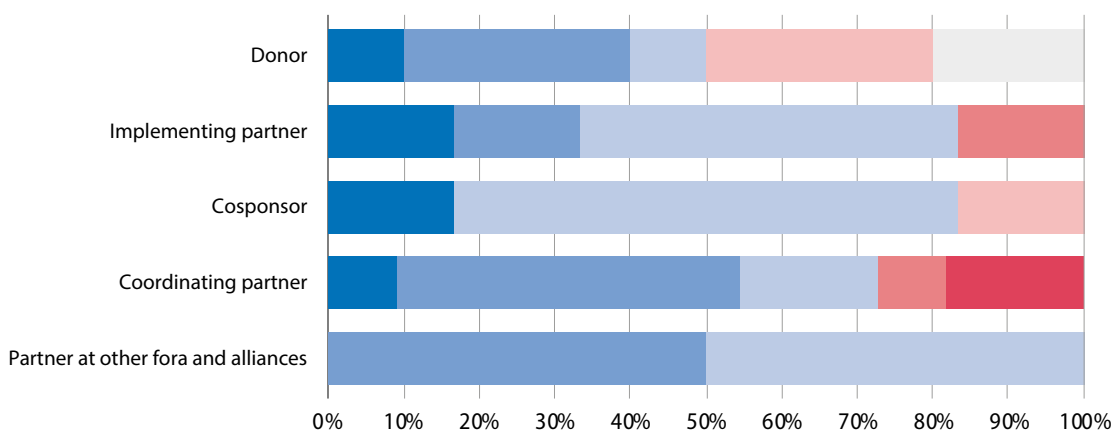
UNAIDS 's knowledge products are timely/perceived as timely.



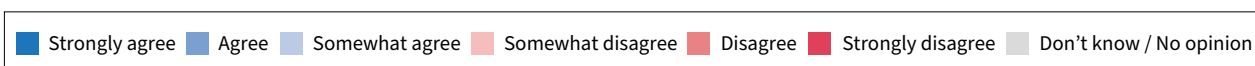
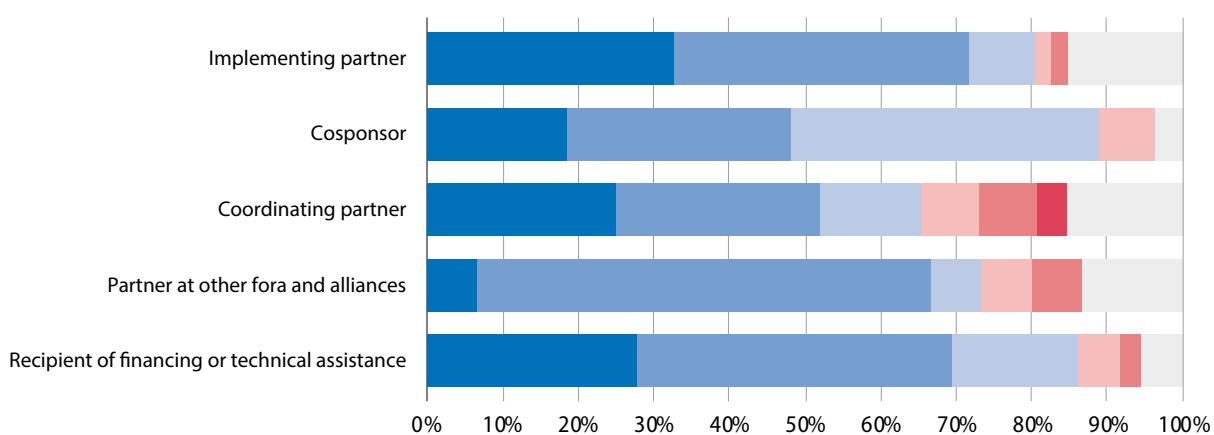
UNAIDS knowledge products are generated and applied to inform advocacy where relevant.



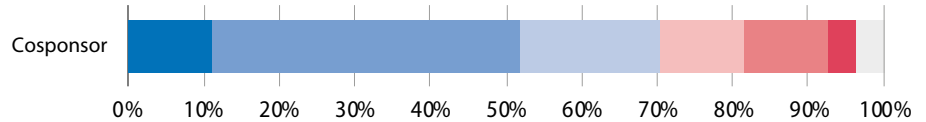
UNAIDS' key business practices (planning, design, implementation, M&E and reporting) are coordinated with relevant Global Partners.



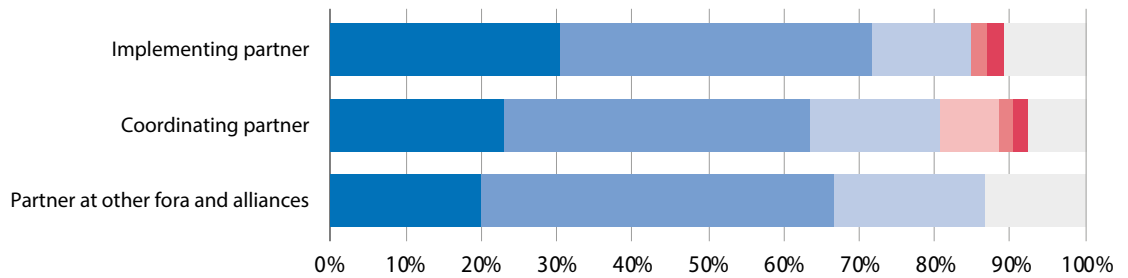
UNAIDS shares key information (analysis, budgeting, management, results) with strategic partners on an ongoing basis.



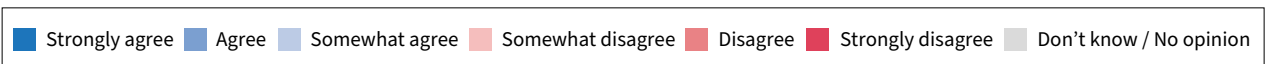
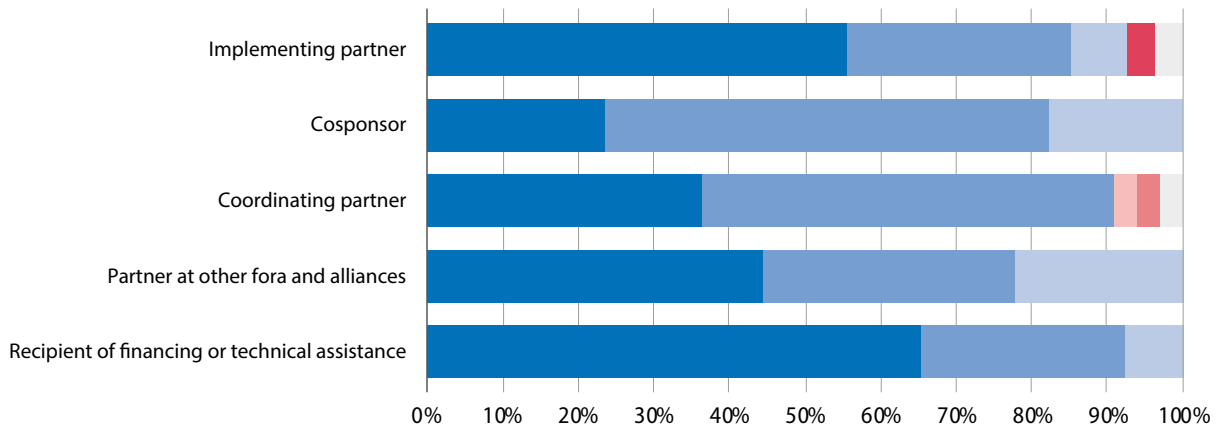
UNAIDS planning, programming and approval procedures make partnership (with cosponsors) more agile when conditions change.



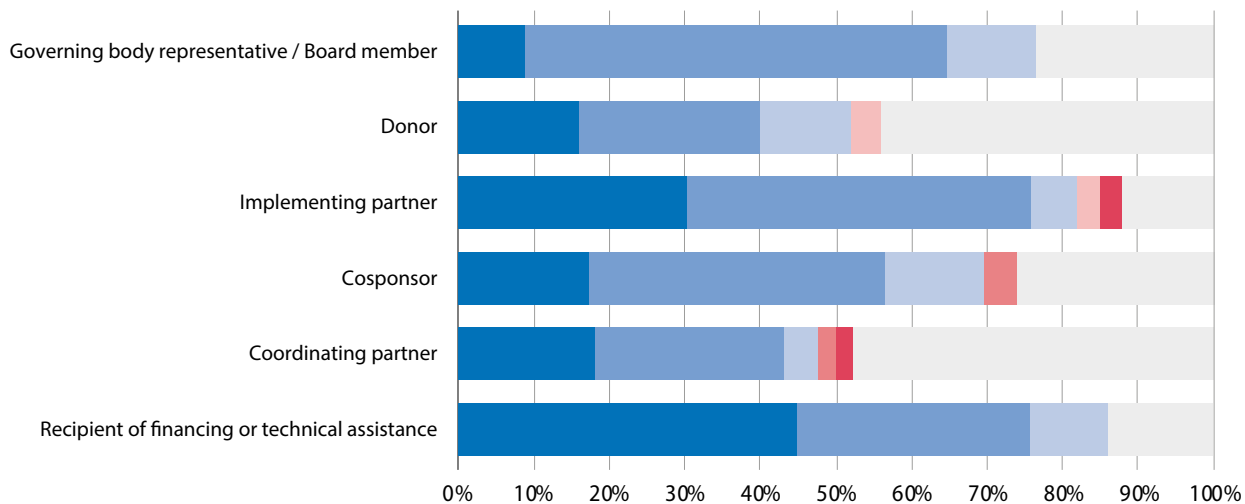
UNAIDS demonstrates commitment to furthering development partnerships for countries (i.e. south-south cooperation, triangular arrangements and the use of country systems).



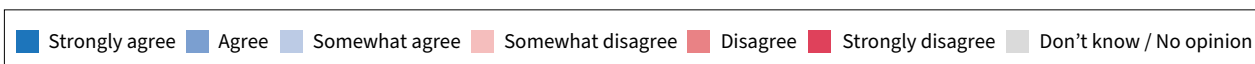
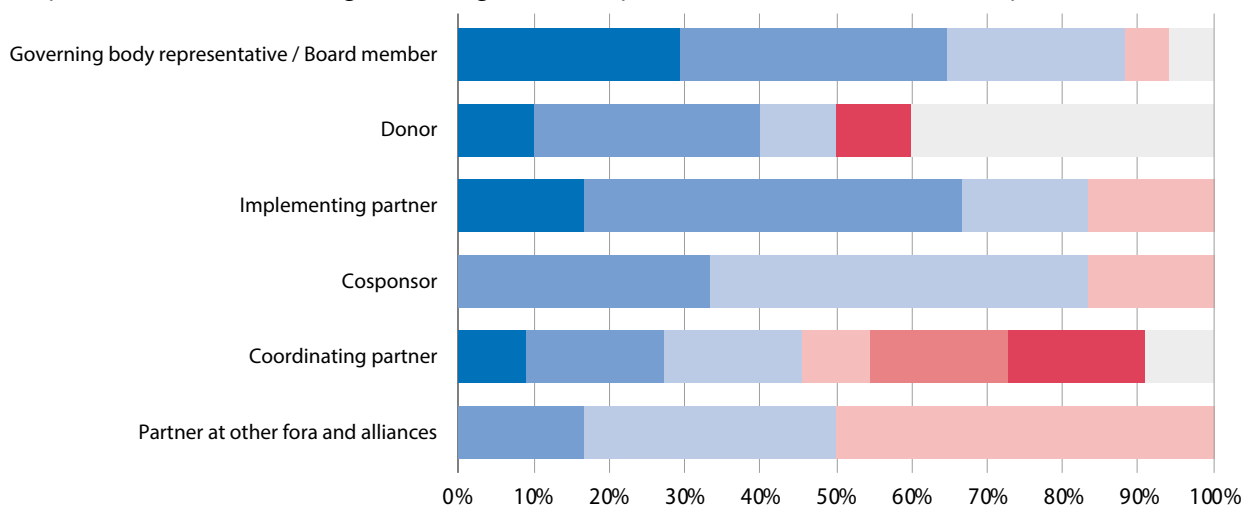
UNAIDS promotes and supports coordination with national and other partners in assessing progress in implementing national HIV response.



UNAIDS has clear standards and due diligence processes in place to ensure that implementing partners prevent and respond to sexual exploitation and abuse (SEA).

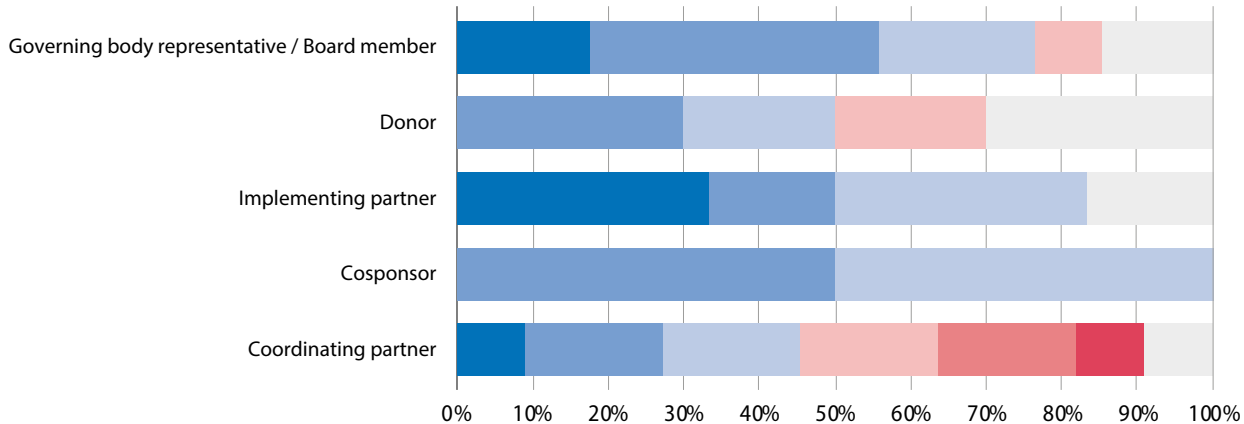


UNAIDS provides relevant knowledge and thought leadership in the context of the COVID-19 response.

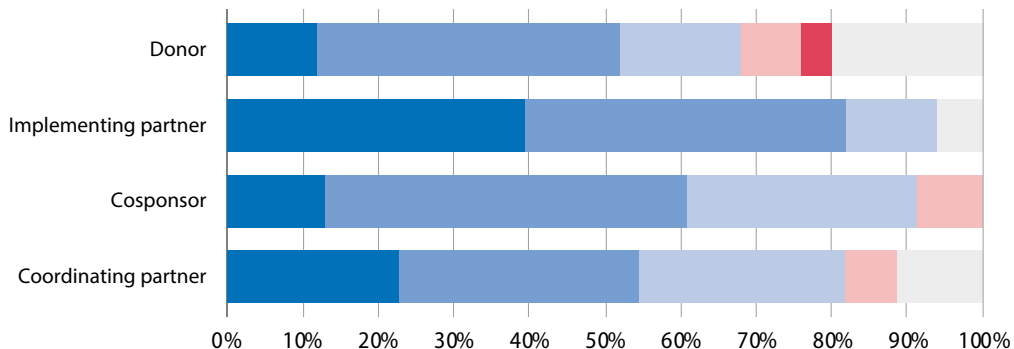


### Performance management

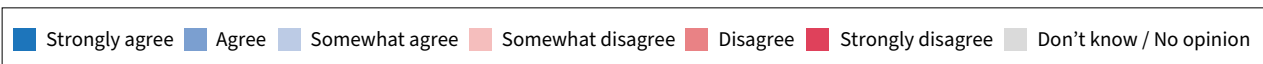
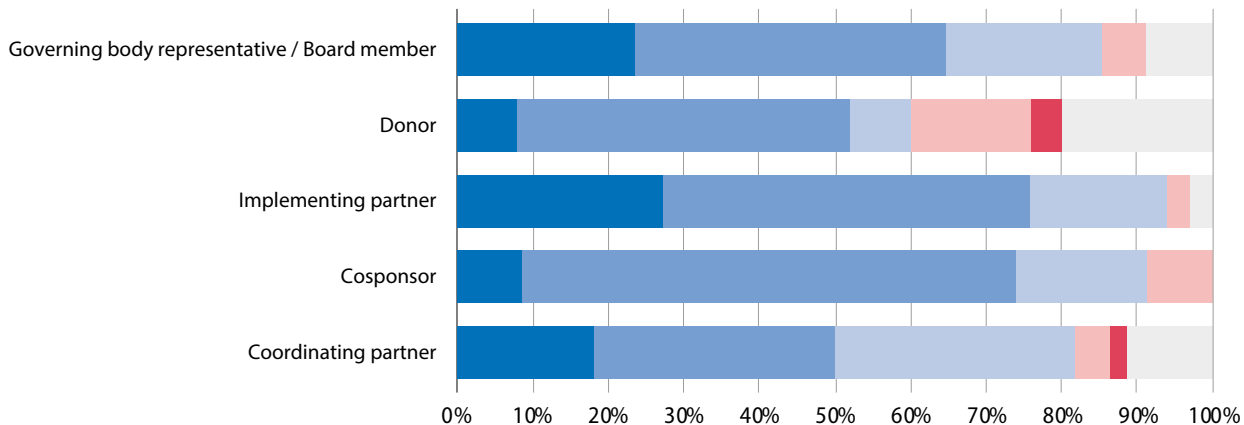
UNAIDS leadership ensures application of an organisation-wide results-based management approach.



UNAIDS' corporate strategies, including country strategies, focus on results, and are based on sound logic.

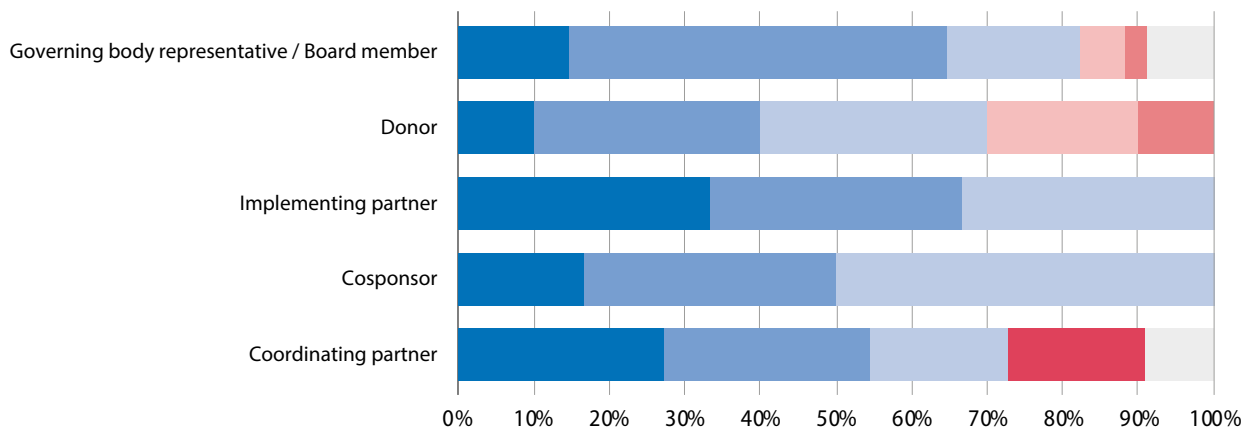


UNAIDS sets results targets that are founded on sound evidence and logic, and that are consulted with beneficiaries.

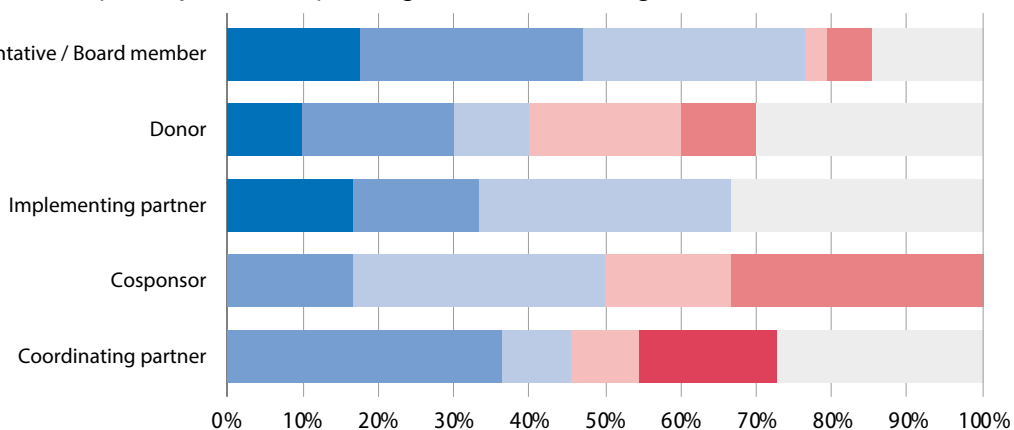




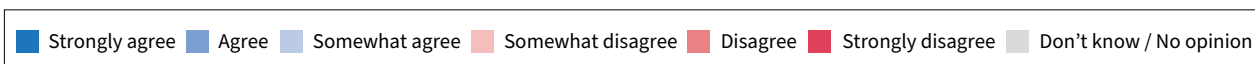
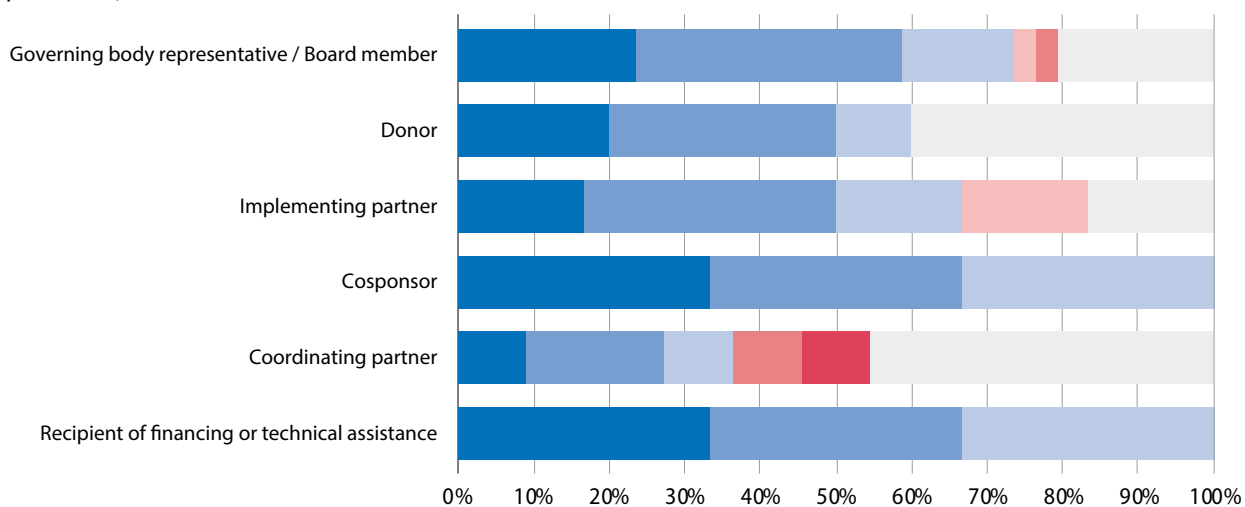
UNAIDS monitoring systems generate high-quality, useful performance data in response to strategic priorities.



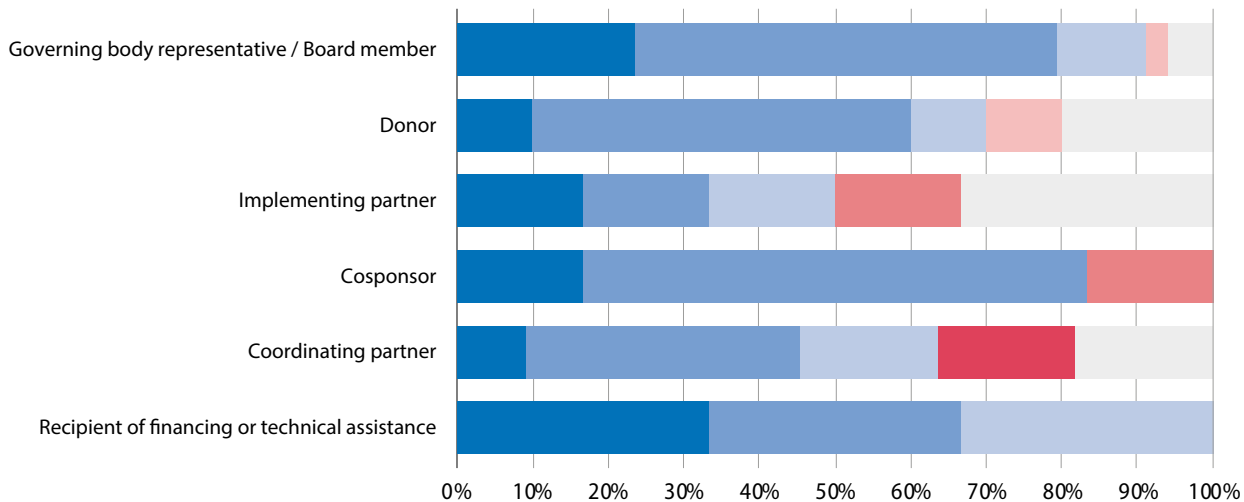
Performance data is applied transparently in UNAIDS planning and decision making.



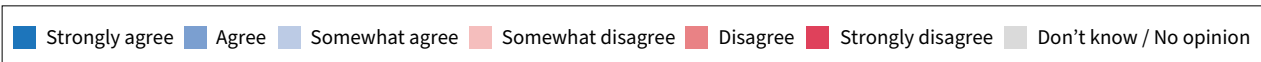
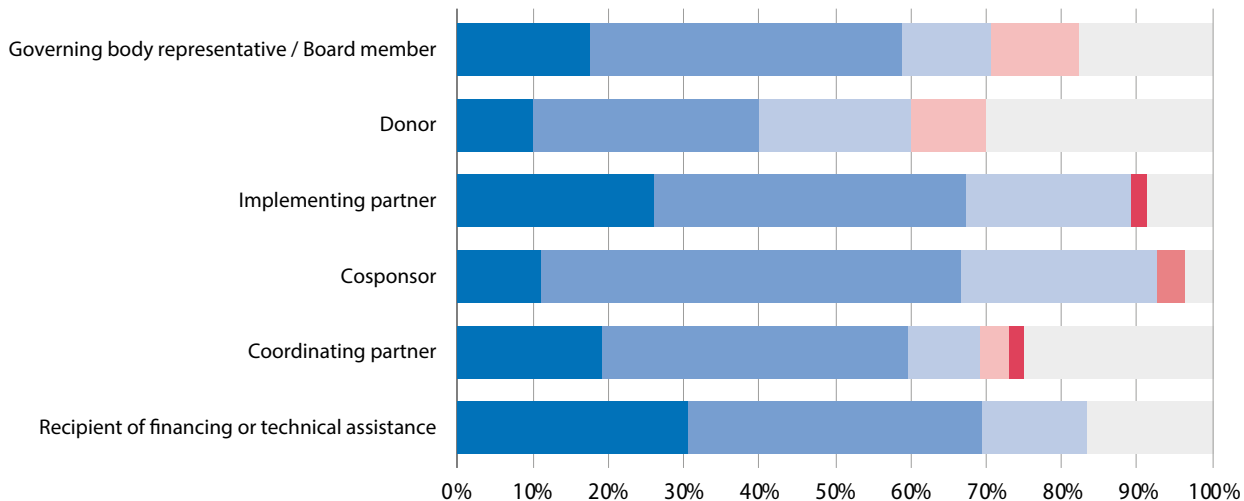
The evaluation function in UNAIDS is independent from other management functions (operational and financial independence).



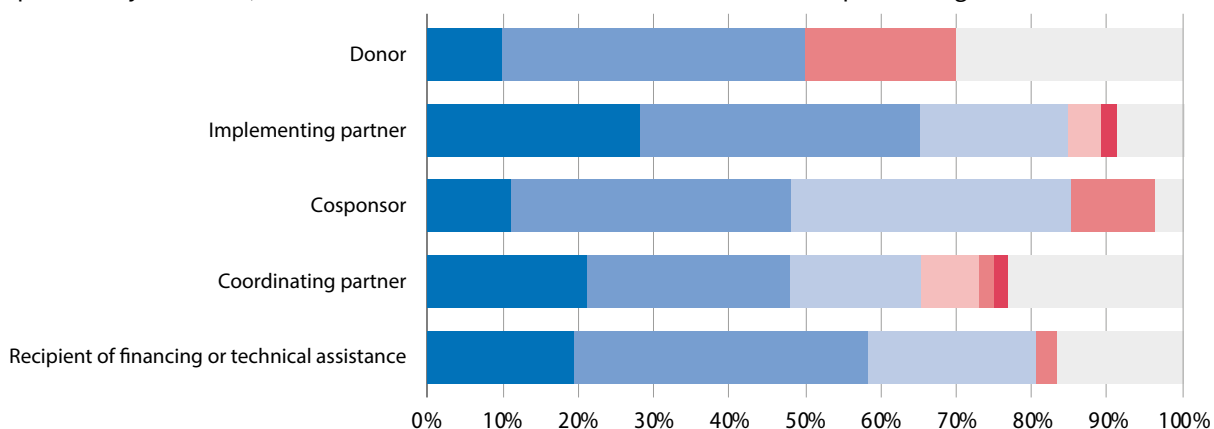
UNAIDS applies appropriate systems to ensure the quality of evaluations.



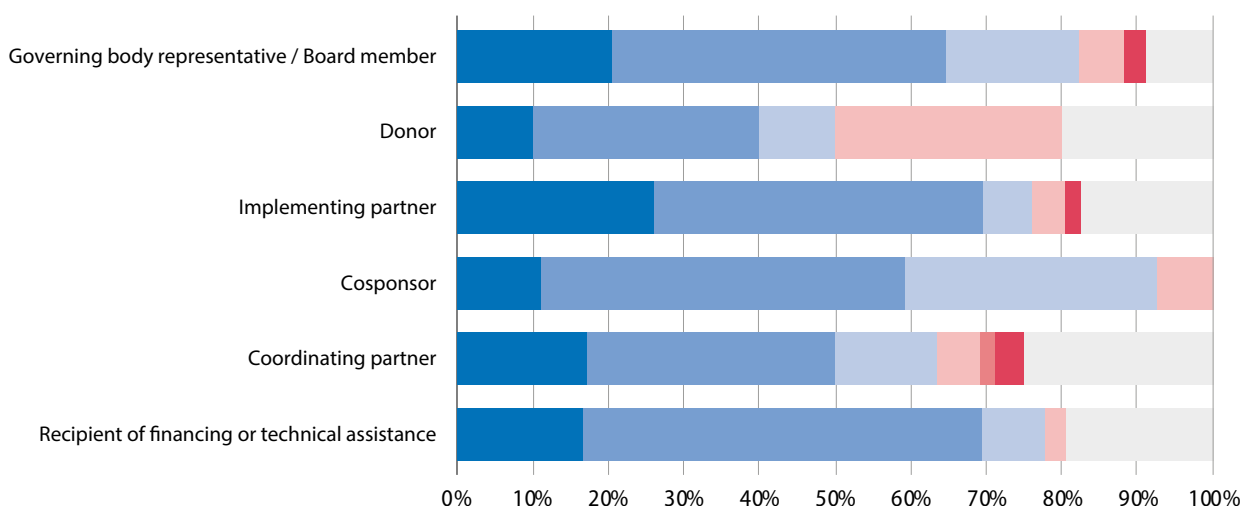
UNAIDS has formal requirements to demonstrate how the evidence from past intervention lessons is used to design new interventions.



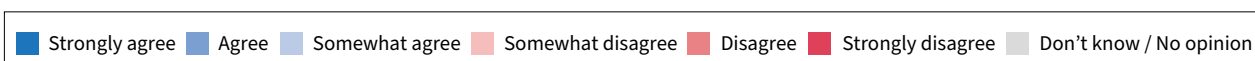
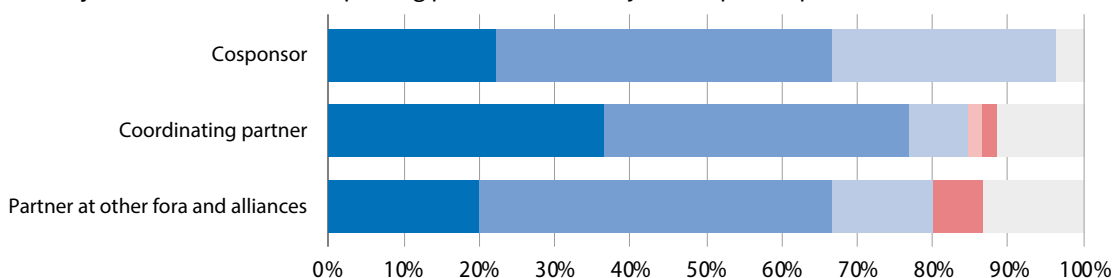
UNAIDS proactively identifies, tracks and addresses which interventions are under-performing.



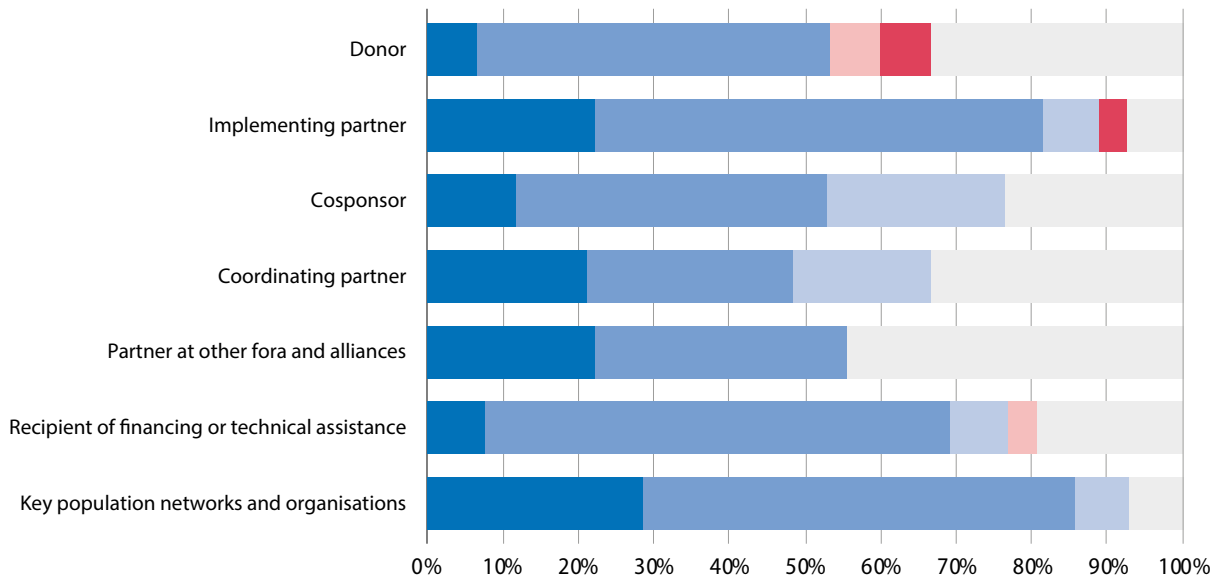
UNAIDS has a clear accountability system that ensures that management responds to, uses, and follows up on evaluation recommendations.



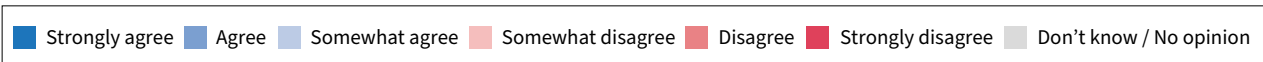
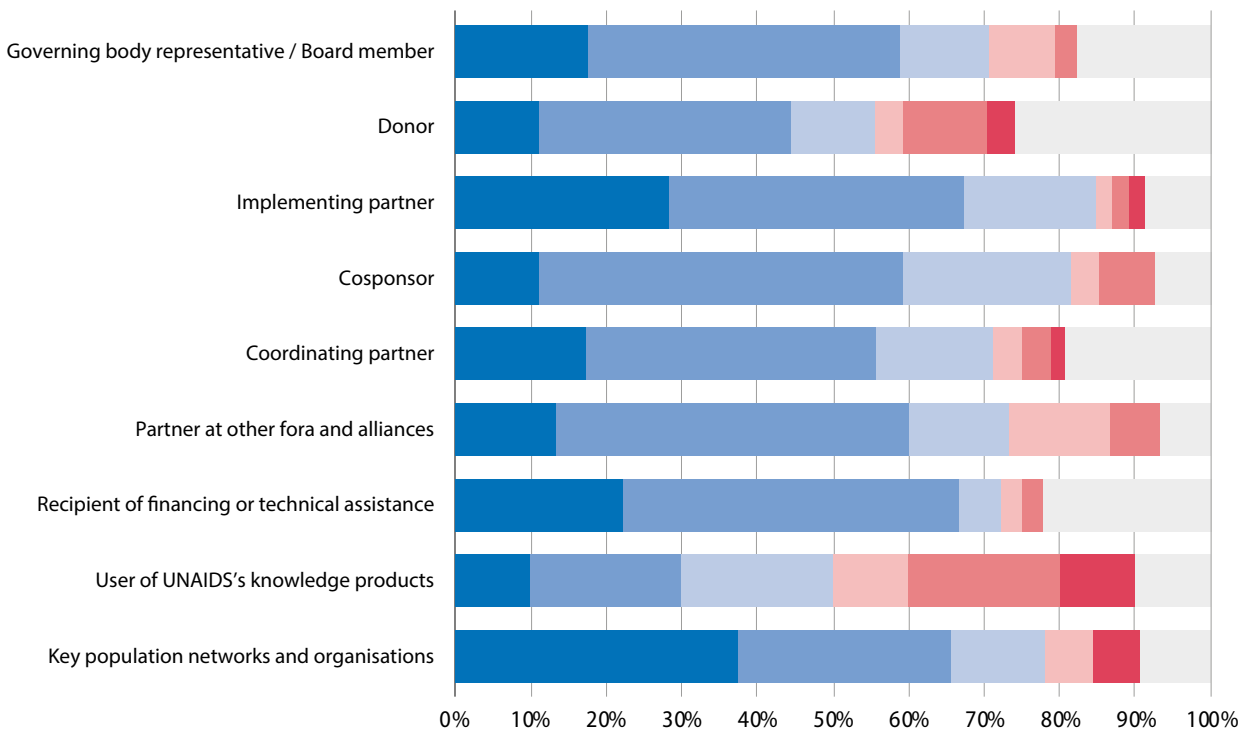
UNAIDS participates in joint evaluations and reporting processes with key development partners.



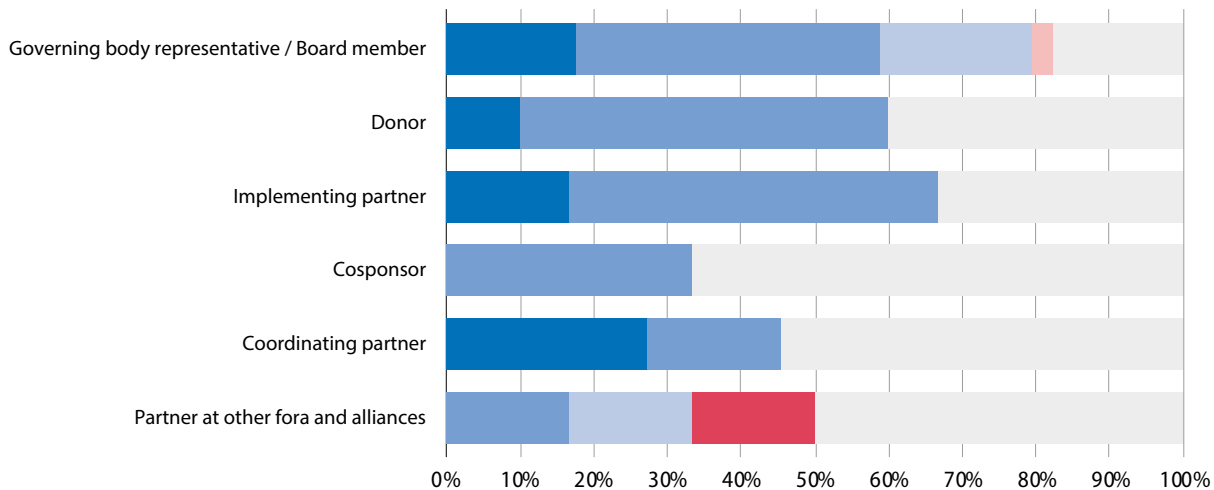
Where interventions are required to be evaluated, UNAIDS implements its evaluation policy.



UNAIDS learned lessons and best practices from evaluations, rather than repeating the same mistakes.



UNAIDS contributes to joint / inter-agency efforts to prevent and respond to SEA policy/best practice coordination fora at HQ.



UNAIDS contributes to joint / inter-agency efforts to prevent and respond to SEA at field level.

