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Ms Suzanne Steensen  
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2, rue André-Pascal  
75775 Paris CEDEX 16, France

**Subject: MOPAN Assessment of the Global Fund 2021-2022**

Dear Mr Frutiger and Ms Steensen,

On behalf of the Global Fund, I would like to express our sincere appreciation to MOPAN as well as to the U.S., France and Korea for the great stewardship provided in the role of Institutional Leads for the second MOPAN assessment of the Global Fund for the period from 2017 to 2021. A special thanks to Ms Julia Martin, Mr Gilles Angles and Ms Heesun Shin for their exceptional commitment and support during this process. I would also like to thank the MOPAN Secretariat, particularly Ms Suzanne Steensen and Ms Jolanda Profos, as well as the evaluation team led by Mr Tim Clary for the close collaboration and the significant efforts undertaken to fast-track this exercise.

The MOPAN Assessment was a great opportunity to tease out and analyze the different aspects of the Global Fund's model and gain valuable insights regarding the impact of our partnership. The Global Fund values the results of the assessment and appreciates the constructive consultations that took place throughout the evaluation process. Against the twelve Key Performance Indicators (KPIs), the Global Fund achieved a highly satisfactory rating for two KPIs, and a satisfactory rating for seven of them with an overall satisfactory performance during the period since the previous 2015-2016 MOPAN Assessment. The survey results also indicated a high level of external partner satisfaction, which demonstrates confidence among partners towards the Global Fund's structure, mandate, partnership engagement and overall performance.

For the most part, the areas for improvement identified by MOPAN mirror those that the Global Fund had already identified and aims to address under the new Global Fund Strategy 2023-2028, Fighting Pandemics and Building a Healthier and More Equitable World (the new Strategy). The

findings of the MOPAN Assessment are therefore timely and have aided and will continue to help the Global Fund as we undertake implementation planning, roll-out the recently approved Monitoring & Evaluation (M&E) and KPI Frameworks for the new Strategy and as we work to maximize the impact of Global Fund investments and increase the efficiency and effectiveness of our operations over the next strategy period.

The attached annex outlines some of the ongoing initiatives and steps undertaken towards addressing the areas for improvement identified in the MOPAN Assessment Report since the end of the period covered by the current MOPAN Assessment (2017-2021). Some of these initiatives and updates have also been presented and discussed with the Global Fund Board during their most recent meeting in November 2022. We have also included the timeline for implementing the new Strategy to provide a wider vision of the key decisions and actions to address the areas for improvement as part of the Global Fund's broader approach to strategy implementation planning and roll-out. The Global Fund looks forward to continuing the constructive collaboration and partnership with MOPAN and its Members.

Sincerely,



**Peter Sands**

Executive Director  
The Global Fund

CC:

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# Annex

## **The Global Fund's Management Response to the 2021-2022 MOPAN Assessment to the areas of improvement identified in the MOPAN Assessment Report**

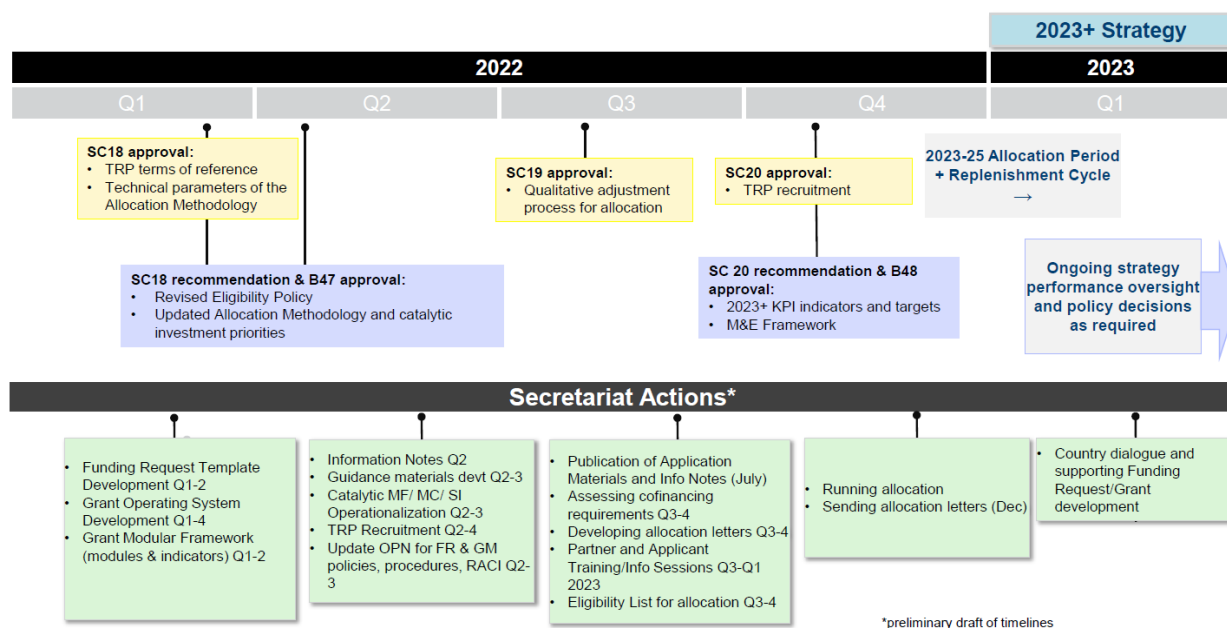
In this Annex, the Global Fund responds to the five areas of improvement highlighted in the MOPAN Assessment Report which include (1) Further defining the Global Fund's role within the context of Universal Health Coverage (UHC) and health systems strengthening; (2) Addressing cross-cutting issues such as human rights, gender equality, and environmental sustainability and climate change; (3) Strengthening The Global Fund's ability to be a learning organization and sharing knowledge generated with all stakeholders; (4) Negotiating the limits of country ownership and achieving both its vision and contributing to global targets and goals; and (5) Distinguishing the organizational approach to preventing sexual exploitation and abuse (SEAH) and sexual harassment (SH) as related but separate issues that require distinct capacities, resources and mechanisms. It should be noted that the responses provided here are part of a broader approach and process to prepare and plan for the delivery of the new Strategy, in particular its operationalization through the next cycle of grants.

Preparations for the implementation of the new Strategy began with heavy engagement of teams across the Secretariat over 2021-2022. The "Strategy Delivery" initiative was launched to ensure that the Secretariat is prepared to implement the new Strategy through defining and aligning on what needs to change, how Global Fund operations need to be refined or adapted to embed these changes, and how to monitor that the expected benefits are realized.

Strategy Delivery has focused planning on the 10 key changes articulated in the new Strategy and will be complemented by the Secretariat's existing annual work planning process to ensure coverage of the broader Strategy. Cross-functional Secretariat Strategy Delivery working groups have been established and tasked with developing operational plans for each key change, leveraging collective experience and expertise. Teams also assessed the potential operational implications, including the impact on policies, people, systems, processes, and operating expenses.

Several recent Board decisions (during the Board's [47<sup>th</sup>](#) and [48<sup>th</sup>](#) Meetings in May and November 2022) are critical for a smooth and timely transition to the new Strategy and the next grant cycle, including decisions on the Eligibility Policy, Allocation Methodology and Catalytic Investments for the 2023-2025 period, the M&E Framework, the Funding Allocations, among others. By the end of 2022, and with the record amount of funding raised for the Seventh Replenishment of USD 15.67 billion, we have determined the amount of funding available for country allocations and are poised to communicate allocation amounts to countries in the coming weeks. We also have in place fit-for-purpose Access to Funding processes and systems to support countries to engage in the development of high-quality funding requests over 2023 to be operationalized into grants that will ultimately deliver on our new Strategy.

Figure 1. Overview of key Governance (Board and Strategy Committee) decisions and Secretariat actions in 2022 for the launch of the first cycle of grants under the new Strategy:



Source: *The Global Fund, Update on Strategy Implementation Preparations, 47th Board Meeting, May 2022, page 14.*

### 1) Further defining the Global Fund’s role within the context of Universal Health Coverage (UHC) and health systems strengthening

Over the 2021-2023 funding cycle, the Global Fund is investing US\$4.9 billion, or US\$1.5 billion a year, in formal and community health systems through our grants and our COVID-19 response – about one-third of our total investments. Investments in Resilient and Sustainable Systems for Health (RSSH) include improving procurement and supply chains; laboratory system strengthening, data systems and data use; building an adequate health workforce; strengthening community responses and systems; health sector governance and planning, financial management and promoting more integrated service delivery so people can receive comprehensive care throughout their lives.

The new Strategy aims to build on and enhance our support to health and community systems strengthening. Under the mutually reinforcing contributory objective “Maximizing People-centered Integrated Systems for Health to Deliver Impact, Resilience and Sustainability”, the Global Fund will support countries to strengthen formal and community health systems to catalyze sustainable HIV, TB, malaria and broader health outcomes and in support of UHC by supporting countries and communities to:

- Deliver integrated, people-centered quality services;
- Strengthen and reinforce community systems and community-led programming (both community health workers and community-based/led organizations), integrated within national health and social systems;
- Strengthen human resources for health (HRH) through investments that combine workforce planning, trainings, integrated supportive supervision, and quality improvement activities.

- Strengthen generation and use of quality, timely, transparent, and disaggregated digital and secure data at all levels, aligned with human rights principles;
- Strengthen the ecosystem of quality supply chains to improve the end-to-end management of national health products and laboratory services;
- Access quality health products through innovation, partnership, and promoting sustainable sourcing and supply chains at global, national and community levels through NextGen market shaping;
- Better engage and harness the private sector to improve the scale, quality, efficiency and affordability of services wherever patients seek it, as part of Global Fund efforts to strengthen country oversight of the overall health system; and
- Deepen partnerships between governments and non-public sector actors to enhance sustainability, transition-readiness and reach of services, including through social contracting.

To deliver on the new Strategy, the Global Fund is currently planning for implementation, recently finalized the M&E framework and KPIs, including for the above health systems-related strategic objective and sub-objectives. An [update on the current thinking on the implementation of the RSSH-focused objective under the new Strategy](#) was presented to the Board in May 2022. Based on lessons from previous grant implementation cycles, the Global Fund’s vision for RSSH in the next grant cycle will:

- Have a more deliberate focus on the key health systems functions for HIV, TB, malaria as well as pandemic preparedness to accelerate impact (community, lab, data, HRH, supply chain, and health financing systems, harnessing the private sector) to facilitate integrated, people-centered quality services. In addition, as part of its contribution to pandemic preparedness, the Global Fund is building an approach to support end-to-end early warning and response system in countries that leverage its existing strengths in supporting community event-based surveillance, HRH, and laboratory-based surveillance.
- Strengthen RSSH investments through a set of complementary changes in policy/system incentives, country dialogue and engagement, strengthened partnerships and technical support.
- Strengthen measurement of RSSH to assess results, contributions to HIV, TB, malaria as well as pandemic preparedness and vice versa.

This bold vision for RSSH implies: (1) ensuring policy/systems incentives better consider and integrate RSSH priorities; (2) facilitating country engagement focused on National Strategic Plans (NSPs), senior government leadership support, representation of Country Coordinating Mechanisms (CCMs) and Principal Recipients (PRs) with joint partner engagement; and (3) providing technical support through targeted specialist Technical Assistance (TA), including the specialized RSSH team within the Secretariat.

## **2) Addressing cross-cutting issues such as human rights, gender equality, and environmental sustainability and climate change**

The Global Fund recognizes that our efforts to end epidemics can only succeed if we promote and protect **human rights**, achieve greater **gender equality**, and address the challenges faced by **key and vulnerable populations**. The Global Fund Strategy 2017-2022 established the “promot(ion)

and protect(ion) of human rights and gender equality” as a corporate priority (Strategic Objective (SO) 3) with five operational sub-objectives. In addition, human rights and gender are recognized and integrated throughout the Strategy’s other three strategic objectives. Progress made in strengthening Community responses and engagement, Human Rights and Gender Equality (CRG) are reported annually to the Board, in addition to routine reporting on related indicators as part of the Strategic KPI Framework.

The latest [CRG Annual Report](#) (May 2022) notes that steady progress has been made on addressing gender inequalities. Investments in programs geared towards Adolescent Girls and Young women (AGYW) in generalized HIV epidemics have increased significantly. The US\$ 8 million AGYW Strategic Initiative (AGYW SI) began implementation in 2021 in the Global Fund’s 13 AGYW priority countries with implementation support provided by the University of Cape Town, WHO and UNICEF ESARO. Additionally, US\$ 56 million in AGYW matching funds have been made available to these 13 priority countries. As an example of the work the AGYW SI is supporting, the Global Fund catalyzed a partnership between the Ministry of Education of Mozambique and the private sector to support comprehensive sexuality education (CSE) and a menstrual hygiene program.

The new Strategy underscores the imperative for the Global Fund partnership to take a more deliberate approach to advancing Sexual and Reproductive Health Rights (SRHR) globally by strengthening its integration and HIV services. This renewed focus on SRHR will build upon the foundation being laid by current investments, primarily in the 13 AGYW priority countries. Results from monitoring and assessments conducted in 2021 to inform AGYW program revisions suggested that there is need to strengthen uptake of Prep-exposure Prophylaxis (PrEP), increase targeted HIV testing in high burden settings, and address issues of accessibility of family planning commodities.

Recognizing that addressing human rights-related barriers to health services is required to increase the impact of Global Fund grants, in 2021 an emphasis was placed on making deeper inroads on reducing barriers, including stigma and discrimination and punitive policies, laws and practices, and on forging new partnerships and proactively addressing the human rights challenges that were exacerbated by COVID-19.

In the current funding cycle, funding allocated to programs to reduce human rights-related barriers to HIV and TB services has continued to increase significantly. However, the level of investment in countries not part of the Breaking Down Barriers (BDB) initiative remains far below target.

To specifically strengthen capacity to identify human rights and gender gaps in the context of malaria control and elimination, the RBM Partnership to End Malaria’s pool of TA providers was expanded to include new CRG-focused consultants. With respect to TB, BDB baseline assessments and continuing support for CRG Assessments undertaken by the Stop TB Partnership have been instrumental in making practical recommendations about how these barriers can be overcome, emanating from community consultations.

In the final year of the current strategy period and as we prepare to implement the new Strategy, key community, human rights, equity, and gender related opportunities should be leveraged and lessons applied to increase the quality, focus and impact of Global Fund investments in these areas. In addressing CRG-related challenges through community resilience and resolve and the

application of an intensified focus across the organization, the responsiveness, agility and flexibility of the Global Fund was demonstrated over the last twelve months. These qualities are now actively being factored into how the Global Fund will operationalize the new Strategy by:

- Implementing a bold vision and necessary changes to support a Secretariat and Partnership-wide focus on scaling up investments in community-led and community-based responses.
- Advancing a practical and programmatic approach to equity.
- Improving safety and security for HIV key population communities and implementers.
- Leveraging the effectiveness of catalytic investments to make further progress on challenging CRG priorities in the new Strategy.
- Increasing leadership and competency on gender equality across the Secretariat.
- Updating key indicators to better measure outcomes and impact of programs for key and vulnerable populations.
- Continuing to prioritize reaching AGYW in all their diversity with appropriate HIV prevention in Eastern and Southern Africa.
- Harmonizing the approach towards the provision of TA to and delivered by communities and civil society across the organization, as well as technical and bilateral partners
- Further strengthening and investing in social accountability mechanisms like community-led monitoring.

The Global Fund is very aware of the impact that the programs we support can have on **climate and the environment** and in this next strategy period we are looking at ways to comprehensively address environmental sustainability and climate change (ESCC) issues at the Secretariat-level, within our health product sourcing and procurement, and within the programs we support. Although ESCC issues were not explicitly addressed in the Global Fund Strategy 2017-2022, they are included in the new Strategy which notes the importance of addressing the threat and impact of climate change.

As early as 2017, the Global Fund has taken several steps to incorporate ESCC considerations in its operations and programs, and many of these have been mentioned and acknowledged in the MOPAN Assessment report. Our statement on climate change and environmental sustainability issued in December 2021 outlines the steps we are taking and areas we will continue to work on across the Global Fund partnership over the next strategy period to address the multi-faceted threats to human health arising from climate and environmental changes.

While the Global Fund will not become a major or primary climate financier, as our mission is to end HIV, TB and malaria and build sustainable systems for health and there are large gaps in financing for these needs, we will be encouraging countries to consider investments in climate and environmentally sensitive approaches for our support in the next strategy period. This includes One Health approaches, ameliorating the environmental impact of health programs, and looking to further bolster our support for healthcare waste management, improving supply chain management, health facilities adaptations (for example solarization).

### 3) Strengthening The Global Fund's ability to be a learning organization and sharing knowledge generated with all stakeholders

The Global Fund believes that learning is a fundamental driver of organizational performance and effectiveness. Learning has long been a priority for the Global Fund's Human Resources function and deeply embedded across all the steps of our funding model – from allocation, independent technical review, grant-making and throughout grant implementation. Over the years, the independent evaluation body as well as the Secretariat's internal monitoring and evaluation capacity and functions have been strengthened. Additionally, the role of the Office of the Inspector General, through audits, investigations, and consultancy work, also promotes good practice and learning across the partnership.

The People Strategy 2017-2022 laid out the Management Executive Committee's approach to creating an environment in which the Secretariat can deliver on the Global Fund Strategy 2017-2022, by empowering management and staff with the organizational tools and culture to perform at their best for the organization. As we develop the next people strategy ("People and Organization Ambition") for 2023-2028, underpinning the Global Fund Strategy, we continue to be deliberate about learning and development with an emphasis on empowering leaders to embed and role modelling good practice. The success of the people and organization ambition rests on the ability of organization leaders to sustainably own and support people goals within their teams, in partnership with a strengthened Human Resources function

The Global Fund requires funding applications to demonstrate how lessons learned from past interventions have been considered in the design of new funding requests (see [OPN on "Design and Review of Funding Requests"](#) pages 19 and 38). Additionally, in the [instructions to Funding Request forms](#) (page 9), applicants are requested to demonstrate that funding requests consider experience of the current and former grant(s). Lessons learned that have informed program design may draw from wider program reviews, evaluations, and other donor programs. Applicants are encouraged to take advantage of technical assistance provided by partners to assist them in their reflection on lessons learned.

The Global Fund shares [a variety of resources on its external website](#), among which are case studies and country experiences from previous cycles, thematic reviews, best practices and frequently asked questions. Through these resources, the Global Fund shares knowledge, and lessons from previous cycles to guide applicants in developing and submitting improved funding requests. In the context of Global Fund senior management's oversight of the grant portfolio, a mechanism called the "Country Portfolio Review (CPR)" validates country portfolio risks and identify issues where additional support, flexibilities and/or innovation are needed. CPRs identify common issues, lessons learned and good practices across countries and regions so they can be reapplied and guides Country Teams in defining priorities for overseeing their respective grant portfolios.

The Technical Review Panel (TRP) also plays an important role in ensuring lessons learned and best practices inform strategy and policy development as well as grant implementation/ programming. While conducting reviews of funding requests, the TRP engages closely with the Secretariat and technical partners to ensure lessons learned inform and shape Global Fund investments and grant implementation. Per the TRP's Terms of Reference (2022), the TRP has the responsibility to share lessons learned, particularly those with broader policy and financial



implications. Recommendations resulting from the TRP's reviews are distilled and disseminated through [periodic lessons learned reports](#) which are widely shared internally and externally through publication on the Global Fund website. The TRP also raises country-specific issues and recommendations for improvements to programming that need to be addressed during grant-making and/or implementation in Review and Recommendation Forms, which are shared with CCMs.

Since its establishment in 2003, the Technical Evaluation Reference Group (TERG) - the independent evaluation advisory group accountable to the Global Fund Board through its Strategy Committee for ensuring independent evaluation of the Global Fund business model, investments and impact - has contributed significantly to organizational learning through its various evaluations including strategic reviews, thematic reviews and prospective country evaluations which are widely disseminated and published in [the TERG section of the Global Fund website](#). Following an Independent Assessment of the TERG (2019) and Review of Global Fund M&E Functions (2020), it was recognized that there was a need to strengthen areas of the current evaluation model to improve relevance, utility and learning from evaluation evidence. A new model for independent evaluation was proposed and designed to address the “pain points” identified with the current approach and that is unique to the Global Fund. The new model is based on insights from benchmarking how other organizations approach independent evaluation and is the result of extensive consultations with key stakeholders.

[The new model was approved by the Board in November 2021](#). In this model, the implementation of the evaluation function is a shared responsibility between Governance bodies and the Secretariat. Independent evaluation is delivered by two structures (1) a new Evaluation and Learning Office, to be established by the Secretariat in the Office of the Executive Director and responsible for executing the multi-year evaluation calendar approved by the Board; and (2) an Independent Evaluation Panel (IEP), an advisory group, independent from the Secretariat and accountable to the Board through the Strategy Committee. The IEP, which has now been established, provides assurance on the quality and independence of Global Fund evaluation activities, and supports the Board and Strategy Committee in fulfilling oversight responsibilities with respect to the independent evaluation function.

The new structures replace the TERG and the TERG Secretariat, which will remain in place until year-end to complete the 2022 workplan. The new evaluation function is designed to address key learning priorities aligned to the 2023-2028 Strategy. It also puts in place a clearer monitoring-to-evaluation pipeline, working with various Secretariat teams including the newly formed Performance Monitoring Department to flag evaluation topics that can inform longer-term strategic and systemic changes for the organization. On 1 October, John Grove took up his post as the Global Fund's first Chief Evaluation and Learning Officer (CELO). Other internal vacancies for the Evaluation Unit announced in mid-June 2022 have also been finalized.

Alongside the establishment of the new independent evaluation function, the Global Fund Board has also approved the M&E Framework for the new Strategy. The main thrust of the new M&E Framework is to facilitate continuous learning, accountability, and improved decision-making through provision of relevant, useful, reliable, and timely information to improve efficiency, effectiveness, quality and impact of Global Fund investments.

#### 4) Negotiating the limits of country ownership and achieving both its vision and contributing to global targets and goals

The Global Fund emphasizes the principle of country ownership in the design and implementation of grants. Participation and accountability are described as critical elements necessary for effective grant implementation. Therefore, country ownership remains a core principle and we consider it as a core strength of our model. At the Global Fund, we believe that countries are responsible for meeting their challenges head on and we strive to give them the necessary support and appropriate tools.

Ensuring that we adhere to the principle of country ownership in the relevant areas of our work is not without its challenges. The MOPAN Assessment report points to some of these challenges and tensions and suggests that revisiting the approach is both timely and warranted by the current context and the Global Fund's ambition to contribute to the broader SDG agenda.

We continue to be committed to country ownership and this is evidenced by the evolving approach to CCMs, namely:

- a) **CCM Evolution Strategic Initiative** – this is a significant additional investment to CCMs which allows for both supplementary internal resourcing to guide CCMs more comprehensively and supports CCMs directly through technical assistance and increased operational funds. The methodology uses a highly collaborative process; it is driven in part by what CCMs determine are opportunities for improvement and their priorities. Three of the four core areas directly enhance Country Ownership, that is, (1) Oversight – allows countries to effectively oversee their programs, (2) Positioning – fosters alignment with national structures, and (3) Engagement – ensures participation of all national stakeholders in the health response. The fourth core area of Operations strengthens the internal governance of the CCM, safeguarding the decisions made at country-level.
- b) **COVID-19 Response Mechanism (C19RM)** – the way in which C19RM funds are distributed leverages the principle of country ownership and allows countries that are currently receiving funding from the Global Fund to apply to this new funding. The requirement of having a complete CCM endorsement of C19RM funding requests clearly shows the determination of the Global Fund to let countries decide on all aspects of grant interventions, even in emergency situations. Furthermore, the inclusion of national COVID-19 response coordinating bodies ensured high-level decision-makers in country were an integrated part of the funding application. This approach continues in terms of how we manage emerging health challenges, such as the involvement of relevant stakeholders for dialogue on pandemic preparedness and decision-making on priorities.
- c) **Overall role of CCMs and within the Global Fund Strategy** - in keeping with the principle of country ownership, the [Global Fund's policy and approach with relation to CCMs](#) remain grounded in the core principles of good governance outlined in the Global Fund Framework Document and express a commitment to country-led and driven programs that ensure participation of multiple interested stakeholders. These guidelines support national ownership, respect the central role of government, and encourage coordination with, and building upon, existing structures wherever possible.

CCMs will continue to play an important role in delivering the priorities of the new Global Fund Strategy. In fact, activities supporting the new Strategy are a core part of CCM Evolution and already underway, for example:

- Reviewing and realigning CCM membership and composition to ensure communities, Key Vulnerable Populations, TB/Malaria and key RSSH areas are represented;
- Mapping national health governance landscapes to determine the optimum place for the CCM in local health governance systems, including reviewing the CCM's relationship with entities working on pandemic preparedness and supporting active alignment;
- Supporting more effective representation and participation from key populations, civil society and people living with the diseases on CCMs through preparation, use of data and by promoting inclusive decision-making; and
- Promoting community led monitoring and the role of Community-Based Organizations/Community-Led Organizations, such as, promoting the use of community data in CCM Oversight discussions.

#### **5) Distinguishing the organizational approach to preventing SEA and SH as related but separate issues that require distinct capacities, resources and mechanisms**

Since 2018, the Global Fund has committed to a victim/survivor-centered approach to sexual exploitation, abuse, and harassment (SEAH) and has been building the necessary structures and capacity to roll-out and embed this approach at the Secretariat and at country level.

While the Office of the Inspector General (OIG) and the Ethics Office use the terms “SEA” and “SH” and victim/survivor designation for purposes of internal response accountability, SEAH is grouped by design in the Global Fund’s strategic documents. The Global Fund views sexual misconduct as a spectrum of abuses of differential power and does not define the same exploitative act (e.g., sex for jobs) with different terminology based on victim/survivor designation (staff vs. beneficiary). In our view, therefore, treating SEAH as related forms of abuse emphasizes the underlying imbalances of power that drive all forms of sexual misconduct.

Since we do not view SEAH as “related but separate issues”, we believe capacities to address the spectrum of behaviors that make up SEAH should be built on a solid understanding of the imbalances of power that drive *all* forms of sexual misconduct, regardless of severity or victim/survivor designation. Our work in this area must therefore focus on supporting education and capacity scale-up in our implementers’ prevention and response activities. The same resources can and should be brought to bear in all SEAH prevention and response activities, with individually tailored mechanisms designed to meet specific contextual needs.