

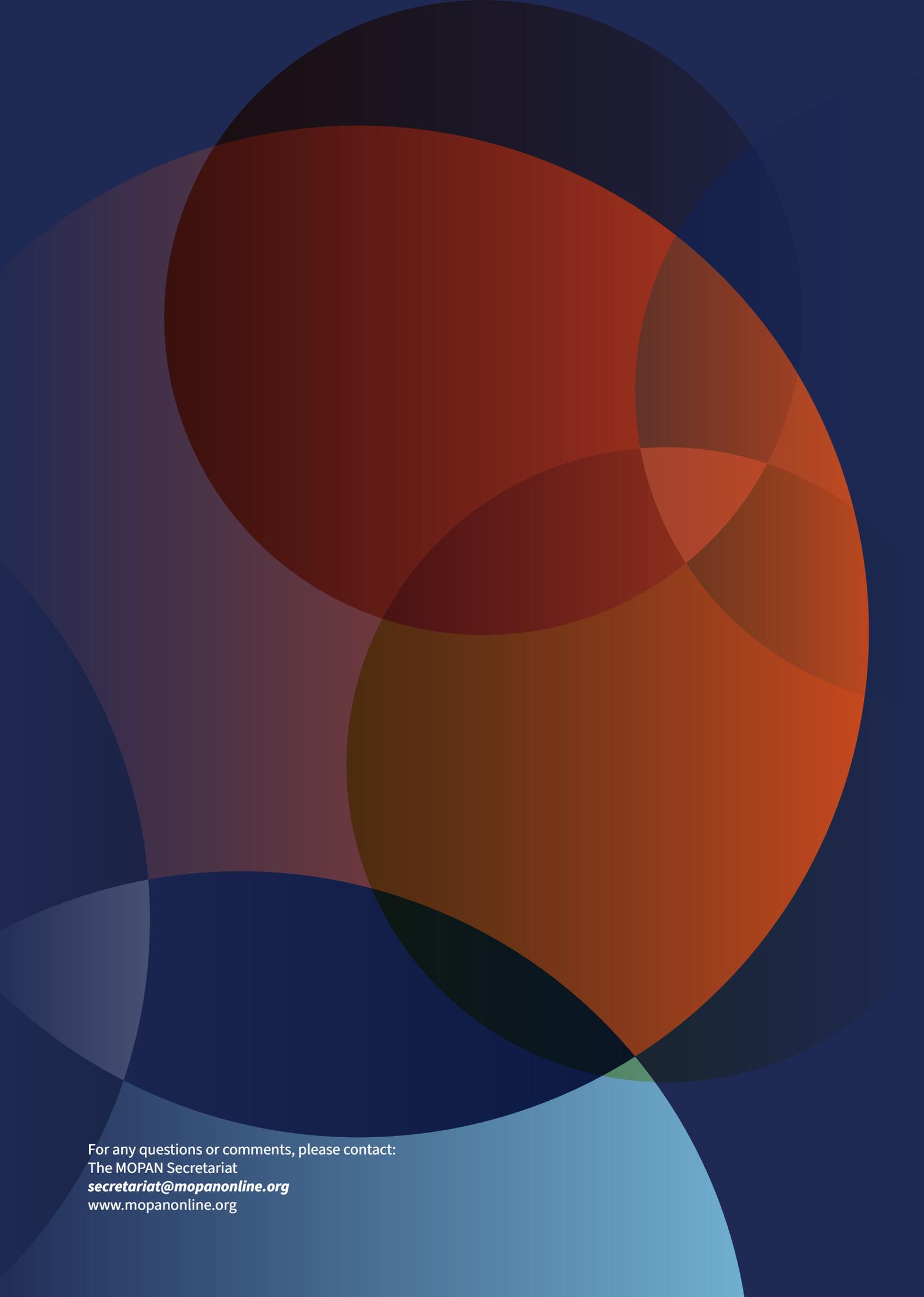
MOPAN ASSESSMENT REPORT

UNAIDS Secretariat

PART I
Analysis Summary

 MOPAN

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2021-22

UNAIDS Secretariat

PART I
Analysis Summary

EXPLANATORY NOTE

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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PREFACE

ABOUT MOPAN

The Multilateral Organisation Performance Assessment Network (MOPAN) comprises 22 members that share a common interest in assessing the performance of the major multilateral organisations (MOs) they fund (see Figure 1).

Through its assessments and analytical work, MOPAN provides comprehensive, independent and credible information on the effectiveness of MOs. On the one hand, this knowledge base contributes to organisational learning within and among the MOs, their direct beneficiaries and partners, and other stakeholders. On the other hand, MOPAN’s work helps Network members meet their own accountability needs and informs their policies and strategic decision making regarding the wider multilateral system.

FIGURE 1: MOPAN MEMBERS

as at 1 July 2023



*New Zealand and Türkiye are observers.
MOPAN also collaborates closely with the European Union.

ABOUT THE ASSESSMENT OF THE UNAIDS SECRETARIAT

This report provides a diagnostic assessment and snapshot of the UNAIDS Secretariat and tells the story of its performance within its mandate as part of the Joint Programme. It is the fourth MOPAN assessment conducted on the UNAIDS Secretariat, following those completed in 2005, 2012 and 2015-16. The standard assessment framework has been developed based on international best practice.

This assessment differs from the previous three in that it uses an adapted version of the MOPAN methodology. The Joint Programme and Secretariat have undergone significant structural and strategic change since 2016, culminating in the adoption of the new Global AIDS Strategy in 2021. The MOPAN Secretariat and the assessment team therefore developed an adapted methodology with a twin purpose:

1. to assess how well the UNAIDS Secretariat has responded to the five areas of improvement suggested in the MOPAN 2015-16 assessment¹
2. to consider the degree to which the UNAIDS Secretariat is fit for purpose from the point of adoption of the Global AIDS Strategy 2021-2026 onwards, based on its five agreed functions.²

The assessment therefore has a backward-looking and a forward-looking component. This contrasts with a conventional MOPAN assessment, which focuses on past performance. Box 1 further outlines the scope of the assessment, and Chapter 4 explains the rationale and adapted methodology more fully.

Box 1: Scope of the assessment

The scope of this MOPAN assessment is the global function of the UNAIDS Secretariat. This means that the focus is on the UNAIDS Secretariat Geneva Office (currently called the global centre) and other UNAIDS Secretariat offices with global functions. Although UNAIDS country offices and UNAIDS regional support offices are part of the UNAIDS Secretariat, their performance is not assessed for this MOPAN assessment. Finally, the performance of the UNAIDS Joint Programme as a whole, i.e. the coalition of Cosponsors and Secretariat, is also out of scope.

The assessment of the UNAIDS Secretariat was conducted through a rigorous process that integrated the perspectives of a wide range of stakeholders. This collaborative approach provides MOs and Network members with a robust source of evidence-based guidance on the areas of improvement to achieve enhanced organisational performance and on the extent to which the UNAIDS Joint Programme and Secretariat are prepared to achieve the aims laid out in the Global AIDS Strategy.

The assessment draws on documentary, survey and interview evidence from sources within and outside the organisation. This allowed the assessment team to validate and triangulate findings across eight key performance indicators (KPIs). These KPIs, broken down into a subset of the relevant MOPAN micro-indicators, address both

1 That is, congruence of organisational architecture with vision and operating model; integration of environmental sustainability and climate change; improve (financial) forward planning; global co-operation and co-ordination; and evaluation (MOPAN 2015-16 assessment of UNAIDS).

2 That is, leadership, advocacy and communication; partnerships, mobilisation and innovation; strategic information; co-ordination, convening and country implementation support; and governance and mutual accountability.

the areas of improvement in the backward-looking component and the agreed functions in the forward-looking component.

The operating principles listed in Box 2 guided the implementation of this assessment. MOPAN's Methodology Manual describes in detail how these principles are realised.

Box 2: Operating principles

MOPAN will generate **credible, fair and accurate** assessments through:

- **implementing** an impartial, systematic and rigorous approach
- **balancing breadth with depth**, adopting an appropriate balance between coverage and depth of information
- **prioritising quality** of information over quantity
- **adopting a systematic approach**, including the use of structured tools for enquiry/analysis
- **providing transparency**, generating an “audit trail” of findings
- **being efficient**, building layers of data, seeking to reduce burdens on organisations
- **ensuring utility**, building organisational learning through an iterative process and accessible reporting
- **being incisive**, through a focused methodology which provides concise reporting to tell the story of an organisation's current performance.

Source: MOPAN (2020), *2020 Assessment Cycle MOPAN Methodology: MOPAN 3.1 Methodology*, http://www.mopanonline.org/ourwork/themopanapproach/MOPAN_3.1_Methodology.pdf.

The assessment report is composed of two parts – the Analysis Summary and the Technical and Statistical Annex. **Part I: Analysis Summary** is structured into four chapters. **Chapter 1** introduces the UNAIDS Secretariat and its context, **Chapter 2** presents a high-level overview of key findings, **Chapter 3** takes a detailed look at findings, and **Chapter 4** provides information about the assessment methodology and its process. **Part II: Technical and Statistical Annex** of the 2022 MOPAN assessment of the UNAIDS Secretariat contains detailed underlying analysis of each score, a list of supporting evidence documents and the summarised results of the external partner survey that fed into this assessment.

ACKNOWLEDGEMENTS

The MOPAN assessment of the UNAIDS Secretariat was conducted under the overall strategic guidance of Suzanne Steensen, Head of the MOPAN Secretariat. It was prepared under the responsibility of Jolanda Profos, who oversaw the assessment process, with support from Camille Hewitt, who helped to finalise the report.

MOPAN is very grateful to Olivia Nete Bebe, Signe Refstrup Skov and Lars Volck Madsen from Denmark and to Julia Martin and Mamadi Yilla from the United States for championing this assessment of the UNAIDS Secretariat on behalf of the MOPAN membership.

The assessment was conducted in co-operation with ITAD Limited/Universalialia. Simon Azariah led the assessment and Paul Janssen is the principal author of the report. A team comprised of Anita Pavic, Catrin Hepworth, Chris Perry, Danielle Freed, Katrina Rojas and Sam McPherson supported the assessment and contributed to the final report. The report also benefited from an external peer review, conducted by Dr Julia Betts, and a review by Moira Reddick of the sections relating to protection from sexual exploitation, abuse and harassment.

The external partner survey was administered by Cristina Serra Vallejo from the MOPAN Secretariat, who together with Corentin Beudaert-Ugolini also supported the implementation and finalisation of the survey.

The report was edited by Catrin Hepworth and Rob Schafer and proofread by Susan Sachs. Baseline Arts Ltd provided the layout and graphic design.

MOPAN would like to convey appreciation to Susan O'Leary and Jason Sigurdson from the UNAIDS Secretariat, who internally co-ordinated the process and provided substantive feedback on the final draft report.

This assessment would not have been possible without the close engagement and valuable contributions of many senior officials and technical staff from the Secretariat and from representatives of UNAIDS regional and country offices, Cosponsors, development partners, country representatives and community representatives who participated in in-depth interviews and the survey.

Finally, MOPAN is grateful to all Steering Committee representatives for supporting the assessment of the UNAIDS Secretariat as well as to its member countries for their financial contributions that made the report possible.

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ABBREVIATIONS AND ACRONYMS

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



UNAIDS
PERFORMANCE AT A GLANCE



UNAIDS: PERFORMANCE AT A GLANCE

ABOUT UNAIDS

The Joint United Nations Programme on HIV/AIDS (UNAIDS) started operations in 1996 based on United Nations Economic and Social Council (ECOSOC) Resolution 1994/24 and with an independent Secretariat based at the World Health Organization (WHO). A 2021 United Nations General Assembly Political Declaration confirms UNAIDS' mandate and mission as “ending inequalities and getting on track to end AIDS by 2030”. This means ending AIDS as a public health threat, with associated targets of zero infections, zero discrimination and zero AIDS-related deaths. The Global AIDS Strategy 2021-2026 and the 2022-26 Unified Budget, Results and Accountability Framework (UBRAF) specify results, activities and budgets. The Programme Coordinating Board (PCB), which has representation from 22 member states, Cosponsors and civil society organisations, is the governing body of UNAIDS.

The UNAIDS Joint Programme brings together 11 Cosponsors supported by an independent Secretariat.¹ They collaborate in a complementary manner in line with an agreed Division of Labour. The Secretariat comprises headquarters in Geneva (referred to as the global centre), 70 country offices and 5 regional offices. Organisation realignment is ongoing. The Secretariat mobilises resources for the Joint Programme with the help of Cosponsors. The 2022-23 UBRAF estimates that the resources needed for the Joint Programme amount to USD 187 million to USD 210 million per year. These “core” resources are unearmarked funds. Cosponsors and the Secretariat are encouraged to raise additional “non-core” or earmarked resources. The core funding aspirations for 2022 were not met, and it is unclear whether they will be met for 2023.

This assessment focuses on the global function of the UNAIDS Secretariat, not on decentralised (regional and country) functions or the performance of UNAIDS Cosponsors. The assessment looks back on progress made by the Secretariat between 2017 and early 2021 in the areas of improvement that the last (2015-16) MOPAN assessment identified. It also looks ahead – from 2021 to 2026, the end of the current five-year workplan – and beyond, examining how fit for purpose the Secretariat is to perform its agreed core functions. Given that the Secretariat is part of the UNAIDS Joint Programme, inevitably some aspects of the UNAIDS Secretariat assessment are inextricably linked to the Joint Programme Cosponsors.

KEY FINDINGS

This MOPAN assessment finds that since the last MOPAN assessment in 2016, the UNAIDS Joint Programme has been the subject of several external reviews that reached largely similar findings and conclusions. These reviews assessed the Joint Programme as a whole, with specific findings and recommendations for the Secretariat and Cosponsors.²

The reviews broadly agree on the core strengths and continued relevance of a United Nations (UN) joint programme on HIV. Even beyond 2030, social determinants of HIV vulnerability will remain, key populations will still be disproportionately affected, and a multisectoral response to HIV will continue to be appropriate and necessary. The UNAIDS Joint Programme has been a trailblazer in terms of both UN joint programming and inclusive governance

¹ The Cosponsors are the WHO, World Bank, United Nations Development Programme, United Nations Population Fund, United Nations Children's Fund, United Nations Entity for Gender Equality and the Empowerment of Women, United Nations Office for Drugs and Crime, World Food Programme, United Nations High Commissioner for Refugees, International Labour Organization, and United Nations Educational, Scientific and Cultural Organization.

² In addition to the 2016 MOPAN assessment, the external reviews were the Global Review Panel on the Future of the UNAIDS Joint Programme Model (2017), the Report of the Joint Inspection Unit on the Management and Administration Review of UNAIDS (2019), the Independent Evaluation of the UN System Response to AIDS in 2016-2019 (2019), and the UNAIDS Joint Programme Capacity Assessment (2022).

at global as well as national levels. Its role in advancing global guidance and norms through technical assistance and policy dialogue with member states is a comparative advantage vis-à-vis other global partners. Cosponsors have integrated HIV into their mandates, programmes and financial frameworks and currently provide HIV technical and programmatic support to countries in their respective mandate areas.

The external reviews also agree on the strengths and achievements of the UNAIDS Secretariat. Jointly, the Secretariat and Cosponsors have maintained a focus on the social determinants of HIV, including human rights, stigma and discrimination, gender, and other inequalities. The Secretariat specifically has provided leadership on global agreements around HIV, setting and monitoring global HIV targets. It has developed a joint UN system accountability framework (UBRAF) and has provided leadership on joint UN responses in priority countries, including technical support for HIV surveillance.

This MOPAN assessment finds that the recommendations made by these other, earlier evaluations of UNAIDS have not been fully addressed and that the identified problems still remain. All reviews identified similar challenges for the Joint Programme, resulting in strikingly similar conclusions and recommendations to the Secretariat. The three main challenges relate to 1) reductions in HIV funding and the inability to fully fund the UBRAF budget, 2) an ongoing dispute between Cosponsors and the Secretariat over the allocation of UBRAF resources to the Secretariat relative to those allocated to Cosponsors, and 3) a lack of Cosponsor confidence in the transparency of decision making across the PCB, the Committee of Cosponsoring Organizations (CCO) and the Secretariat.

This MOPAN assessment finds that despite noteworthy strengths and achievements in areas under the Secretariat's direct control, the UNAIDS Joint Programme and the Secretariat are in a worse situation than in 2016. It concludes that the Secretariat's strained relations with Cosponsor representatives and the challenges associated with fully resourcing the UBRAF have created a vicious circle that threatens the continued effectiveness of the Secretariat as a co-ordinator of the Joint Programme. The inability of the Secretariat to lead the Joint Programme to 2030 and beyond undermines the relevance and effectiveness of the joint and co-sponsored UN response to HIV.

Specifically, the UNAIDS Secretariat has struggled to raise adequate resources and has been unable to fully fund the UBRAF since 2014. Mobilising resources for the biennial UBRAF workplans, jointly with Cosponsors, is one of the Secretariat's core functions, but this task has become challenging in the current financing climate. The 2022-26 resource mobilisation strategy acknowledges a funding crisis. The "core" UBRAF funds are unearmarked funding, preferred by the Secretariat and Cosponsors because such resources offer more flexibility than the earmarked funding that they raise individually to complement their UBRAF allocation. The UBRAF budget covers allocations for the Secretariat, Cosponsors, and joint UN teams on AIDS (referred to as "country envelopes"). Failure to fully resource the UBRAF has resulted in cuts to all allocations: for example, cuts for each Cosponsor from USD 3 million to USD 2 million since 2022 and additional cuts of 30% in 2023 for country envelopes. The agreed reduction in the Secretariat's allocation was proportionately lower (10%) than in the Cosponsor allocation (28%). With the latest resource mobilisation strategy, the Secretariat hopes to sustain current funding levels via accessing new funding sources. The resource mobilisation strategy calls for but does not contain a value proposition of the Joint Programme. While the realignment process includes improving cost-effectiveness to increase financial sustainability, other cost reduction strategies are not evident.

Moreover, the UNAIDS Secretariat also struggles to satisfy the expectations of Cosponsors, which has led to growing tensions in the Joint Programme. The strained relationship between the Secretariat and Cosponsors, especially at global level, jeopardises the future of the Joint Programme. One source of tension is the role of the Secretariat in relation to Cosponsors and the Secretariat's comparatively large workforce and budget. Due to reduced UBRAF allocations, Cosponsors find themselves obliged to rely instead on their corporate HIV resources, which seriously impacts the ability of some Cosponsors to address HIV in light of the global reduction in HIV financing. Another source of tension relates to the Secretariat's role in global advocacy. Many global partners, donors, and Cosponsors express

concern that the Secretariat seems to be expanding the advocacy agenda beyond HIV to include addressing wider inequalities. Many perceive the Secretariat as encroaching on their own roles as it has extended its advocacy and programming into, for example, girls' education and pandemic preparedness and control. They expect razor-sharp focus on the "last mile" for controlling AIDS, and dislike what some call "mission drift" in global advocacy. Many global partners, donors and Cosponsors see this shift by the Secretariat not only as a reflection of the priorities of its senior leadership but also as its attempt to tap into new streams of resources. Many stakeholders feel this has a negative impact on the Joint Programme's focus and relevance. Cosponsors' reservations about the Secretariat also negatively affect the cohesion of the Joint Programme, which is only as strong as the relationship between its members.

Finally, many global partners are looking for leadership from the UNAIDS Secretariat in creating a long-term vision for the post-2030 UN response. With time, there will be even fewer resources for HIV and less unearmarked funding, underscoring the need for a rethink of relations between the Secretariat and Cosponsors. The last mile towards the 2030 goal to end AIDS as a public health threat is around the corner. Many stakeholders consider that it is not too early to start reflecting on what the UN system's response should look like after 2030 based on a critical assessment of HIV epidemic scenarios and needs beyond that horizon. Donors and global partners echoed the recommendation from an earlier review to explore alternative organisational options to co-ordinate joint UN action beyond 2030, recognising that the context has changed in terms of the pandemic itself (e.g. countries achieving epidemic control, while there is no cure or vaccine for HIV) and in terms of the global response (e.g. reduced global HIV funds, and shifts in roles of global players versus UN Cosponsors). Doing so would involve learning from the UNAIDS Joint Programme and other UN joint programmes to reimagine Secretariat functions; redefining "co-sponsorship" with respect to sponsoring a secretariat function; and considering flexible Cosponsor membership. However, Secretariat leadership has expressed reluctance to take the lead in developing such a long-term vision. At the same time, neither the usual mechanisms for Secretariat-Cosponsor co-ordination nor global co-ordinators and the CCO have been able to address earlier recommendations to redefine the Joint Programme operating model.

The UNAIDS Joint Programme governance mechanism, the PCB, may need to step in and to go back to the drawing board to determine the long-term options for a UN joint response. This assessment therefore includes considerations for the UNAIDS governing members.

PERFORMANCE HIGHLIGHTS AND OPPORTUNITIES

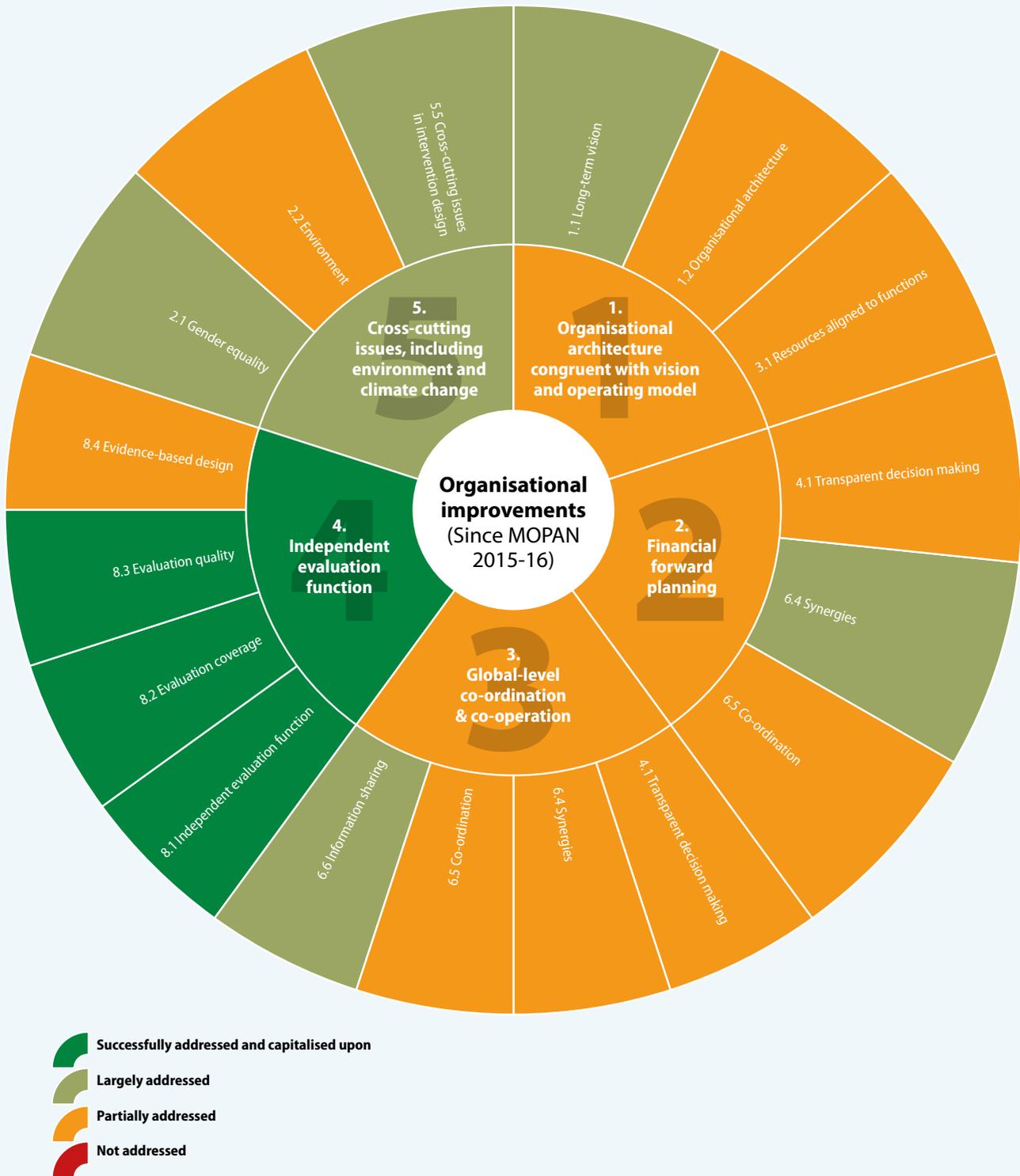
MOPAN finds that over the period from 2016 to March 2021 the UNAIDS Secretariat made progress in most key areas that the last assessment highlighted as requiring improvement³ (see Figure 2). Five areas were identified as needing attention:

1. congruence of organisational architecture with vision and operating model
2. financial forward planning and engagement with Cosponsors for joint resource mobilisation
3. global co-operation and co-ordination and transparency in decision making at the highest level
4. an independent evaluation function
5. cross-cutting issues including environment and climate change.

A key achievement of the UNAIDS Secretariat was the co-ordination of the Global AIDS Strategy 2021-2026 and a Joint Programme operational plan, the 2022-26 UBRAF. It also established an independent, fully functional and quality-assured evaluation function, which allows it to generate more analytical data for programmatic decision making as well as evidence of the Joint Programme's contributions to results. Additionally, the Secretariat integrated gender equality, human rights and environmental sustainability as cross-cutting issues in its strategy and operations.

³ This backward-looking period is covered the 2016-21 UBRAF.

FIGURE 2: **BACKWARD-LOOKING ASSESSMENT: AREAS FOR ATTENTION AND RELEVANT MICRO-INDICATORS**



The assessment finds that the UNAIDS Secretariat made limited progress in areas that involved or depended on its external relationships, especially with Cosponsors. Resource constraints limited financial planning despite development of a resource mobilisation strategy in 2017. While the revised operational model supported country action, it negatively affected global-level co-ordination with Cosponsors. The recent organisational realignment of the Secretariat has raised concerns among staff.

MOPAN finds that, looking forward from March 2021 to 2026 and beyond, the UNAIDS Secretariat is partly fit for purpose to perform the Secretariat functions of the UNAIDS Joint Programme⁴ (see Figure 3). According to the 2018 UNAIDS Joint Programme Division of Labour⁵, the Secretariat is expected to fulfil the following functions:

1. global leadership, advocacy and communication to drive the global AIDS agenda
2. partnerships, mobilisation and innovation to ensure coherence around global initiatives
3. strategic information on the HIV epidemic and response
4. co-ordination, convening and country-level implementation support
5. governance and mutual accountability to co-ordinate with Cosponsors, fully fund the Joint Programme and support its governance model.

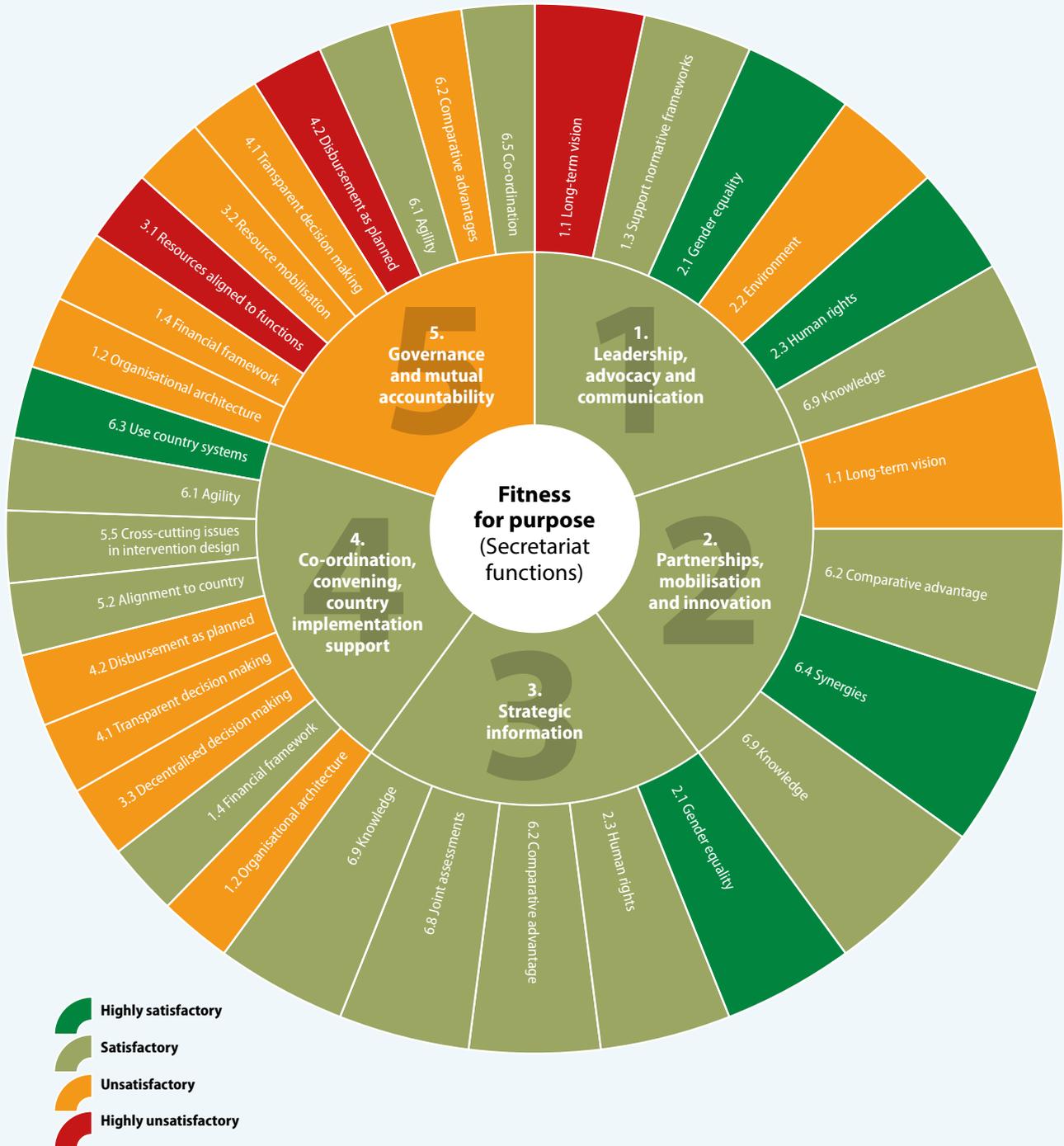
Among these functions, the UNAIDS Secretariat is well equipped to perform its technical functions. The Secretariat's technical "strategic information" function is strong. It provides global partners with critical information for planning and supports countries with HIV surveillance. In its "country implementation support" function, the Secretariat successfully supports national governments and civil society partners through joint UN country teams, technical guidance, dedicated funding envelopes, and a Technical Support Mechanism.

On the other hand, the Secretariat is not sufficiently able to co-ordinate, fund and provide leadership to the UN Joint Programme, including to Cosponsors. Although the Secretariat successfully co-ordinated the development of a new 2022-26 UBRAF, it struggles to co-ordinate the UN Joint Programme partners to implement it. Collaboration with Cosponsors at global level is strained; the UBRAF is only partly funded. Although the Secretariat's function of providing leadership and global advocacy for the HIV response is undisputed, leadership remains to be defined around a long-term vision for the UN response to HIV after the goal of "ending AIDS by 2030".

4 This forward-looking period is covered by the 2022-26 UBRAF.

5 See <https://www.unaids.org/en/resources/documents/2019/UNAIDS-Division-of-Labour>.

FIGURE 3: FORWARD-LOOKING ASSESSMENT: SECRETARIAT FUNCTIONS AND RELEVANT MICRO-INDICATORS



SPOTLIGHT ON SEXUAL MISCONDUCT

A new area in this MOPAN assessment is the UNAIDS Secretariat’s performance in protecting from sexual misconduct (see Figure 4). The Secretariat’s systems around protection from sexual exploitation, abuse and harassment (PSEAH) derive from and build on WHO regulations.⁶ The Secretariat has strengthened PSEAH policies and procedures in the wake of a high-profile sexual harassment case in the UNAIDS Secretariat that affected staff confidence, and WHO again strengthened policies in 2023 in the wake of its cases of sexual exploitation and abuse uncovered in the Democratic Republic of the Congo. Nonetheless, the Secretariat still has a lot of progress to make in this area, including in terms of rolling out and monitoring the implementation of its policies and implementing a victim and survivor-centred approach in line with its commitment. Ensuring that the Secretariat is adequately staffed and resourced to do so will be crucial; the current absence of dedicated resources is a challenge. Only by changing the organisational culture will the Secretariat be able to build staff confidence in the policies and procedures to protect and prevent abusive behaviour.

FIGURE 4: UNAIDS SECRETARIAT PERFORMANCE ON PROTECTION FROM SEXUAL EXPLOITATION, ABUSE AND HARASSMENT

| Micro-indicator | Element | | | | | | | |
|---|----------------|----------------|-----------------------|----------------|----------------|-----------------------|-----------------------|-----------------------|
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| MI 4.7. Prevention of and response to sexual exploitation and abuse | Satisfactory | Unsatisfactory | Highly unsatisfactory | Unsatisfactory | Unsatisfactory | Satisfactory | Highly unsatisfactory | Highly unsatisfactory |
| MI 4.8. Prevention of and response to sexual harassment | Unsatisfactory | Unsatisfactory | Unsatisfactory | Unsatisfactory | Unsatisfactory | Highly unsatisfactory | Satisfactory | |

Legend: ■ Highly satisfactory ■ Satisfactory ■ Unsatisfactory ■ Highly unsatisfactory

⁶ Chapter 3 explains the scoring and rating for PSEAH.

PART I

Analysis Summary

Key findings

Part I: The Analysis Summary presents the key findings of the assessment. It starts by introducing the assessed organisation and its context, then provides a high-level overview of key findings followed by further details. Finally, it outlines the main tenets of the assessment process and methodology.



BACKGROUND TO THE ORGANISATION



INTRODUCING THE UNAIDS JOINT PROGRAMME AND SECRETARIAT

UNAIDS Joint Programme

The Joint United Nations Programme on HIV/AIDS (UNAIDS), henceforth Joint Programme, leads a multisectoral response to the AIDS epidemic at global, regional and country levels. The specific goal is “to end AIDS as a public health threat by 2030” towards the vision of zero new HIV infections, zero discrimination and zero AIDS-related deaths. These are included in the 2030 Agenda for Sustainable Development.

The mandate of the Joint Programme is specified in the United Nations Economic and Social Council (ECOSOC) Resolution 1994/24 (UNAIDS, 1994) and in various subsequent ECOSOC resolutions. The Joint Programme brings together the capacities and mandates of its 11 Cosponsors and the Secretariat (Figure 5). The Cosponsors and the Secretariat contribute to the Joint Programme in a complementary manner, articulated through the Division of Labour (UNAIDS, 2018a).

Two key resolutions refreshed the UNAIDS Joint Programme mandate in June 2021: the 2021 ECOSOC resolution and the UN General Assembly Political Declaration on HIV and AIDS: Ending Inequalities and Getting on Track to End AIDS by 2030 (UNAIDS, 2021a; UNAIDS, 2021b). Both requested the Joint Programme to continue to support Member States, within its mandate, in addressing the social, economic, political and structural drivers of the AIDS epidemic, including through the promotion of gender equality and human rights, by strengthening the capacities of national governments to develop comprehensive national strategies to end AIDS and by advocating for greater global political commitment in responding to the epidemic.

FIGURE 5: COSPONSORS OF THE UNAIDS JOINT PROGRAMME



Source: <https://open.unaids.org/funding-trends>.

UNAIDS Secretariat

The UNAIDS Secretariat provides the following functions, as articulated in the Division of Labour (UNAIDS, 2018a) and provided with more detail in Box 4:

1. leadership, advocacy and communication to drive the global AIDS agenda
2. partnerships, mobilisation and innovation to ensure coherence and mutual reinforcement around global initiatives
3. strategic information to monitor the global AIDS response
4. co-ordination, convening and country implementation support
5. governance and mutual accountability to co-ordinate with Cosponsors, fully fund the Joint Programme and support its governance model.

The Secretariat has offices in 70 countries, with 70% of its staff based in the field. The focus of this assessment is the Secretariat global functions, not UNAIDS regional and country offices and teams.

Governance arrangements

The Secretariat reports to ECOSOC via the UN Secretary-General on behalf of the Joint Programme. The Joint Programme is governed by its Programme Coordinating Board (PCB), which consists of representatives of member states, Cosponsors, and people living with and affected by HIV. This inclusive governance model has been recognised by ECOSOC as good practice for the UN system.

The PCB is tasked with:

1. establishing broad policies and priorities for the Joint Programme
2. reviewing planning and execution of the Joint Programme
3. approving the Unified Budget, Results and Accountability Framework (UBRAF) for each financial period, plans of action and their financial implications, and audited financial statements
4. making recommendations to Cosponsors regarding their activities, including those of mainstreaming
5. reviewing reports on progress of the Joint Programme towards its goals.

The Committee of Cosponsoring Organizations (CCO) consists of the heads of cosponsoring agencies. It facilitates the input of Cosponsors to the strategy, policies and operations of the Joint Programme. The CCO ensures that the Cosponsors' respective boards discuss relevant PCB decisions, and that Cosponsors incorporate relevant objectives into their own results frameworks. Cosponsors report to their respective boards on their work on HIV within their own reporting frameworks. To improve coherence, the Secretariat is invited to participate in relevant discussions of Cosponsor boards. The Cosponsor co-chair and the UNAIDS executive director jointly chair the CCO.

Finances and operations

The 2022-26 UBRAF defines the Joint Programme contribution to the Global AIDS Strategy 2021-2026 (UNAIDS, 2020a). The UBRAF includes a results framework, a workplan and an estimated budget. The five-year UBRAF is broken up into biennial workplans and budgets. The relevant UBRAFs for this assessment are the 2016-21 UBRAF and the 2022-26 UBRAF (UNAIDS, 2015; UNAIDS, 2021c).

The UBRAF budget includes two main categories of funding. *Core funds* are unearmarked funds allocated to the Secretariat to implement core functions and to Cosponsors as predictable, catalytic funding for HIV-related work. *Non-core funds* are earmarked funds mobilised within Cosponsors and the Secretariat for complementary HIV-related activities at country, regional and global levels. The UBRAF accountability framework and reporting indicators cover all Secretariat and Cosponsor activities and outputs from core and non-core funding (see Table 1). The Secretariat,

jointly with Cosponsors, undertakes resource mobilisation for the UBRAF workplan and estimated core central funds. Besides this, the Secretariat and Cosponsors undertake individual fundraising for (non-core) HIV activities.

For the 2016-21 UBRAF, budget estimates were USD 242 million per year (approved by the PCB per biennial workplan and budget). For the 2022-23 UBRAF, the PCB approved a reduced core budget up to a threshold of USD 210 million annually, with clear delineations of allocations of funds for the Cosponsors and the Secretariat. In summary, the USD 210 million annual core allocations would comprise USD 146 million to resource the UNAIDS Secretariat; USD 33 million to all Cosponsors (USD 3 million to each); and USD 31 million to Cosponsors at country level through joint UN country workplans and budgets (so-called country envelopes), described further in section 1.2.

SITUATIONAL ANALYSIS

This section focuses on the situation of the UNAIDS Joint Programme and the Secretariat at the time of assessment, including their internal and external context. Chapters 2 and 3 discuss how the Secretariat responded to these challenges and opportunities.

Internal context

As the 2016-21 UBRAF came to an end, the PCB and the Secretariat commissioned several reviews on the UNAIDS Joint Programme. These reviews included the Global Review Panel on the Future of the UNAIDS Joint Programme Model (UNAIDS, 2017b); the Report of the Joint Inspection Unit on the management and administrative review of UNAIDS (2019b); the Independent Evaluation of the UN System Response to AIDS in 2016-2019 (UNAIDS, 2019a); and the UNAIDS Joint Programme Capacity Assessment (OPM, 2022).

The UNAIDS Joint Programme implemented several changes to its operational arrangements, including a refined operating model for the Joint Programme (UNAIDS, 2017a). This reorganisation was adopted by the PCB based on recommendations of the Global Review Panel in 2017 (UNAIDS, 2017b) to focus support more at country level and to prioritise (fast-track) countries for more impact. This change included a shift in UBRAF resource allocation whereby 50% of the total Cosponsor allocation was allocated as country envelopes to joint UN teams on AIDS at country level. This effectively halved predictable unearmarked core funds at corporate level. The UNAIDS PCB commissioned several reviews of the revised operational model and country envelopes.

The UNAIDS PCB adopted a new Global AIDS Strategy. The Global AIDS Strategy 2021-2026 aims to get every country and every community on track to end AIDS as a public health threat by 2030. The strategy outlines the strategic priorities and actions to be implemented by member states and global and community partners:

1. maximise equitable and equal access to HIV services and solutions
2. break down barriers to achieving HIV outcomes
3. fully resource and sustain efficient HIV responses and integrate them into systems for health, social protection, and humanitarian and pandemic responses.

The Global Aids Strategy 2021-2026 was confirmed in the ECOSEC resolution (UNAIDS, 2021a) and by the UNGA through a Political Declaration (UNAIDS, 2021b).

The UNAIDS PCB agreed the 2022-26 UBRAF for the Joint Programme. The UBRAF makes explicit the contribution of the UN system to the Global AIDS Strategy through a theory of change. It also confirms the Division of Labour within the Joint Programme (including core functions for the Secretariat) and provides specific results, targets and indicators for progress reporting. The first biennial UBRAF workplan, for 2022-23, takes account of the unpredictable funding environment. The Secretariat updated the resource mobilisation strategy, a plan for fully funding the

UBRAF. At the same time, the core budget for 2022-23 was reduced to USD 210 million annually (as opposed to the USD 242 million annually in 2020-21). Yet, as mentioned above and as discussed in this report, resource mobilisation has been disappointing, resulting in only USD 162 million for 2022. This has led to difficult discussions between the Secretariat and Cosponsors about resource allocation.

The UNAIDS Secretariat experienced upheaval around sexual harassment. A high-profile sexual assault case involving the former deputy executive director of the Secretariat caused internal staff unrest and negative publicity relating to the UNAIDS Secretariat. It led to an independent expert panel review, a PCB working group, and a Secretariat management action plan to address prevention of and response to sexual exploitation, abuse and harassment. The executive director, Michel Sidibe, left his post in 2018 after the independent panel reported that he “created a patriarchal culture tolerating harassment and abuse of authority”, and he was criticised for inadequately handling the harassment case.

The UNAIDS Secretariat senior leadership changed in 2019, around the time of developing the Global AIDS Strategy and the 2022-26 UBRAF. In 2019, the PCB appointed a new executive director, Winnie Byanyima, and in 2023, it appointed two deputy executive directors – one for programmes and policy and one for advocacy and knowledge.

Under the leadership of the new executive director, the UNAIDS Secretariat started an internal transformation, including realignment of the organisation and a culture transformation. In 2021, the Secretariat renewed its strategic orientation along four practice areas and reorganised its senior leadership accordingly. The practice areas are 1) equitable financing; 2) equality and rights for all; 3) science, services and systems for all; and 4) data for impact. These four practice areas are at the centre of the Secretariat’s new organisational structure.

The organisational realignment is driven by five objectives related in part to the Joint Programme and in part to the Secretariat specifically. The objectives are that the UNAIDS Secretariat will be 1) aligned with the new Global AIDS Strategy 2021-2026 and achieving its highest impact; 2) financially sustainable and more cost-effective; 3) diverse and inclusive and therefore legitimate and credible; 4) knowledge driven and optimising its worldwide expertise and staff; and 5) aligned with UN reform, principally within its work on pandemic preparedness. The alignment includes further reducing staffing costs through voluntary separations and through the abolition or consolidation of positions. Costs have also been reduced through relocation of some global management services and programmatic support functions to regional hubs in lower-cost locations including Nairobi, Johannesburg, Bonn and Bangkok as well as the reprofiling of some positions from international professionals to national professional officers.

The UNAIDS Secretariat employed 483 professional staff as of 2020, of whom 177 are at the headquarters in Geneva or global centre, 70 at regional offices, and roughly half (236) at UNAIDS country offices. The 2022 External Capacity Assessment found that these 483 professional staff (i.e. excluding administrative and logistical staff), constitute 25.8% of all Joint Programme professional staff and 42.5% of all Joint Programme full-time equivalent, as many Cosponsor staff work part time on HIV-related matters. At the time of the current assessment (as of December 2022), the Cabinet consists of the executive director, two deputy executive directors, the chief of staff, director of management and the director of change management. The Cabinet, in extended format, includes six directors of Regional Support Teams in addition to the above-listed members. Outside the Geneva HQ, three directors oversee Liaison Offices in Addis Ababa (African Union), New York (UN) and Washington, DC (US government)).

External context

Donor funding to the UNAIDS Joint Programme, including through the UBRAF, has continued to decline. Since 2014, the Secretariat and Cosponsors have faced challenges in resource mobilisation for the core UBRAF as well as for non-core additional HIV programme funding. This is largely due to shifting donor priorities towards migration,

COVID-19 and more recently the war in Ukraine and to the improvement in the global HIV situation, with more countries achieving epidemic control. The Joint Programme also lost some of its traditional donors and is unable to hedge against foreign exchange fluctuations due to short-term donor commitments. In response to the reality of reduced donor funding, the current (2022-23) UBRAF has been scaled down from USD 242 million to USD 210 million per year. Despite this adjustment, the UBRAF annual workplans for 2022 and 2023 were still not fully funded. The Secretariat reports core revenue for 2022 of USD 165.5 million, down from USD 171 million in 2021 (against the target of USD 210 million per annum).

Partnerships with the President’s Emergency Plan for AIDS Relief (PEPFAR) and the Global Fund to Fight AIDS, Tuberculosis and Malaria (Global Fund) are increasingly important. The Joint Programme co-ordinates with a range of partners to maximise synergies, particularly PEPFAR and the Global Fund. The Joint Programme supports countries in attracting and implementing Global Fund investments. It also brokers technical support to scale up HIV services, including through a United States-funded Technical Support Mechanism. An evaluation of the co-ordination with the Global Fund took place in 2017, and an evaluation of the Technical Support Mechanisms in 2022 (Universalia, 2017; UNAIDS, 2020c).

COVID-19 had a profound effect on the UNAIDS Joint Programme and the Secretariat and their internal and external context. The pandemic resulted in barriers to access for HIV services, especially for key and vulnerable populations. Domestic health resources and health systems were repurposed from other diseases, including HIV, to COVID-19 services. Also, donors focused on the COVID-19 response, which further reduced funding for the Joint Programme. COVID-19 also influenced the global advocacy agenda of the Secretariat, as discussed further in Chapters 2 and 3.

PREVIOUS ASSESSMENTS

The current assessment is MOPAN’s fourth assessment of the UNAIDS Secretariat. The 2015-16 MOPAN assessment of the UNAIDS Secretariat covered the period of 2014 to mid-2016 (UNAIDS, 2017c). That third assessment of the UNAIDS Secretariat applied the MOPAN methodology 3.0. The current assessment applies an adapted version, MOPAN methodology 3.1, which includes a greater focus on integrated measures related to major agendas on the multilateral system (e.g., the 2030 Agenda; preventing and responding to sexual exploitation, abuse and harassment; and UN Development System reform).

Since the last MOPAN assessment, several external evaluations reviewed, among other issues, the UNAIDS Secretariat organisation and management. The findings of these reviews on organisational issues are consistent:

1. The 2017 **Global Review Panel on the Future of the UNAIDS Joint Programme Model** identified several problems. These included a disconnect between ambitious strategy and financing of the Joint Programme and static resource allocation to Cosponsors and uneven commitment from them. The review also identified growing donor complacency – partly due to insufficient communication of the value add of the Joint Programme – and an evolving AIDS epidemic that demanded engagement with new actors. Recommendations centred around more focus on country-level support, flexible resource allocation to Cosponsors, and accountability for results and for the value proposition.
2. The 2019 **Joint Inspection Unit review** assessed the regulatory frameworks and related practices concerning the management and administration of the UNAIDS Joint Programme. In terms of strategic and operational management, the review found that the Joint Programme faced a different context than at inception in 1996, including reduced funding and strained Cosponsor relations. The review recommended that the Joint Programme develop a long-term strategic vision, that Cosponsors interrogate their continued engagement in

the Joint Programme, and that the Secretariat align structure and reduce staffing as part of an updated long-term strategy and operational plan.

3. The 2020 **Independent Evaluation of the UN System Response to AIDS in 2016-2019** also found decreasing resource availability. This resulted in growing tensions between the Secretariat and Cosponsors as the latter were forced to shed staff with HIV expertise, while Secretariat human resources were relatively spared, and at the same time remaining Cosponsor staff had to spend more time reporting for UBRAF. The evaluation also found that the Joint Programme had good relevance and impact at country level and recommended the UBRAF theory of change to clarify the specific UN contribution to global HIV targets.
4. The 2022 **UNAIDS Joint Programme Capacity Assessment** considered available and necessary Secretariat and Cosponsor human resources to leverage effective action. Its findings confirmed the other reviews' finding that reducing financial resources had resulted in an imbalance between Secretariat staffing and HIV-competent Cosponsor staffing at regional and country levels. The assessment considered that the ongoing Secretariat realignment would be unlikely to correct this imbalance. It recommended various strategies to optimise joint UN country-level support within the reality of fewer staff and to increase resource mobilisation.

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OVERVIEW OF KEY FINDINGS



This chapter describes the key issues that affect the UNAIDS Secretariat’s successful performance in the short and longer term. It does so by analysing the factors underlying past and present performance that are described in more detail in Chapter 3 and in Annex A in Part II. In doing so, it uses the evidence that was collected against the specific performance areas. It also considers documents, survey responses and conversations with a more holistic view of the UNAIDS Secretariat’s fitness for purpose. This chapter then presents considerations for a way forward.

ASSESSMENT SUMMARY

This MOPAN assessment concludes that the role of the UNAIDS Secretariat has evolved within an evolving landscape. A vicious circle exists stemming from the Secretariat’s long-standing strained relations with Cosponsor representatives and from the challenge faced by the Secretariat to resource the Unified Budget, Results and Accountability Framework (UBRAF) fully in the new reality of reduced official development assistance for HIV. This vicious circle threatens the continued effectiveness of the UNAIDS Secretariat as a co-ordinator of the Joint Programme. The mandate for a joint UN response to HIV remains strong, and the Secretariat is unequivocally expected to lead this response. However, its ability to provide a vision towards 2030 – the target date to end AIDS – and beyond, effectively co-ordinate with Cosponsors and mobilise resources is weak and increasingly contested by key partners. The assessment also suggests a way to address this impasse through a high-level review and reaffirmation of the mandate, membership, and *modus operandi* of the joint UN response to HIV.

1. The UNAIDS Secretariat and the UN response then, now and in the future

This assessment has found consensus among global stakeholders on the continued need for a co-ordinated UN response – and thus for a Secretariat function – now and in the future. In 1996, amid an HIV health and development emergency requiring a multisectoral response, UNAIDS started as a joint and cosponsored UN programme, established by a United Nations Economic and Social Council (ECOSOC) resolution in 1994. The Secretariat would provide leadership and support to the Joint Programme. External reviews have identified that the Joint Programme operational and governance model generated important lessons for global co-ordination. Indeed, the model has been replicated beyond the UN in the Global Fund governance model and in pandemic preparedness and response coalitions. The assessment has also found that the future scope and size of the UN response, and thus Secretariat functions, will need to adjust to the opportunities of an HIV epidemic that may no longer be the public health threat it once was. Such a Secretariat will also need to adjust to the evolved capacities and needs of Cosponsors and will need to recognise the roles of other players in the global response, not least countries themselves, the United States’ President’s Emergency Plan for AIDS Relief (PEPFAR) and the Global Fund.

2. The Secretariat’s strained relations with Cosponsor representatives

The relationship between the UNAIDS Secretariat and its Cosponsor representatives is strained by perceived Secretariat overreach in terms of its mandate and staffing and by disputed allocation of ever-scarcer resources. The backward-looking assessment presents relevant findings under “global partner co-ordination” and “financial forward planning”, and the forward-looking assessment presents findings under the Secretariat core function mutual accountability”.

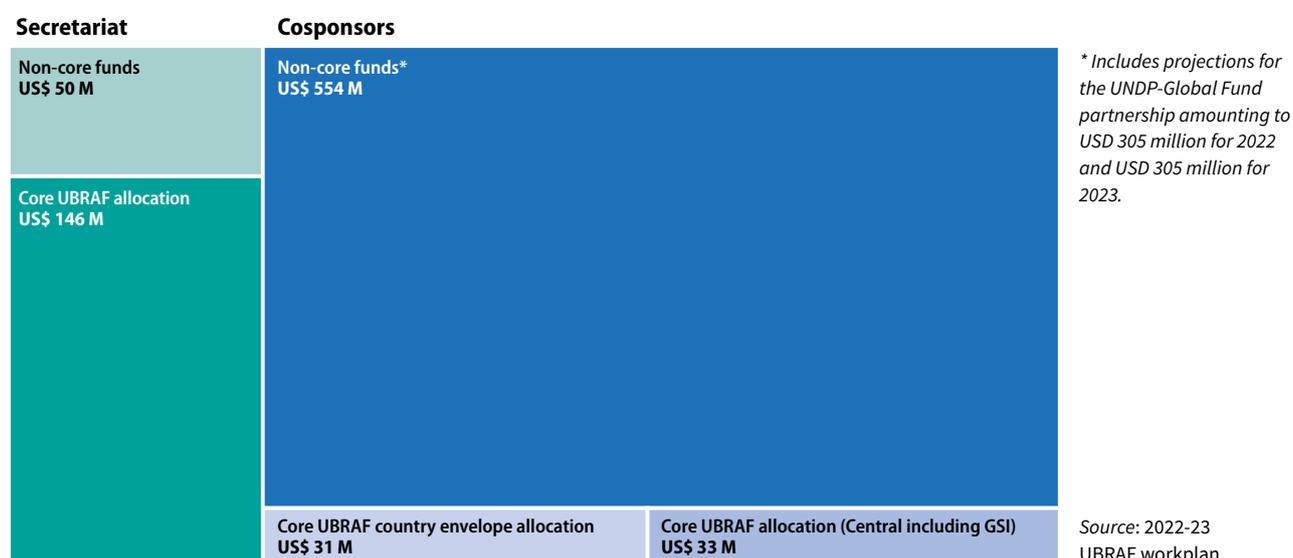
Cosponsors have persistently expressed concerns over Secretariat overreach, seeing the organisation as growing from a Secretariat into a UN agency. Several external evaluations of the UNAIDS Joint Programme confirmed that the Secretariat had overexpanded beyond the agreed Division of Labour, especially in terms of senior staff positions and at headquarters (HQ) level. These evaluations include the 2019 UBRAF evaluation (UNAIDS, 2019a), the Joint Inspection Unit review on the management and administration of UNAIDS (UNAIDS, 2019b), and, most recently, the 2022 Capacity Assessment (OPM, 2022). Interview and survey respondents considered that the expansion of the role of the Secretariat was not aligned with the original ECOSOC resolution on the UNAIDS Joint Programme. The Secretariat’s ongoing realignment exercise, especially reduction of staff positions at the global centre in Geneva

and decentralisation of global functions to regional offices, goes some way to address such concerns. It is too early to objectively assess the impact of the realignment on the Secretariat’s mandate, effectiveness, and resource needs.

Another point of concern, related to the issue of “overreach”, lies in how the Secretariat engages in Cosponsors’ mandated areas. The Secretariat’s proactive global advocacy on inequality related to girls’ education and COVID-19 and pandemic preparedness is perceived as overlapping with the mandates of Cosponsors. Also, the Secretariat’s role in fundraising for and co-ordinating multi-Cosponsor “strategic initiatives” (e.g., Education Plus) has the potential for tensions as the Secretariat could be perceived (or could perceive itself) as the lead organisation, whereas Cosponsors perceive this as falling within their specific mandate. A global-level survey respondent found it difficult to understand why the Education Plus initiative is being prioritised – as other UN agencies are working on this mandate – when the scarcity of UBRAF funding already leads to tensions. This seems to indicate that the roles of the various parties involved in strategic initiatives need to be clarified and redefined. In MOPAN’s partner survey, Education Plus and COVID-19 were given as examples that pull both staff time and fundraising capacity away from the core mandate.

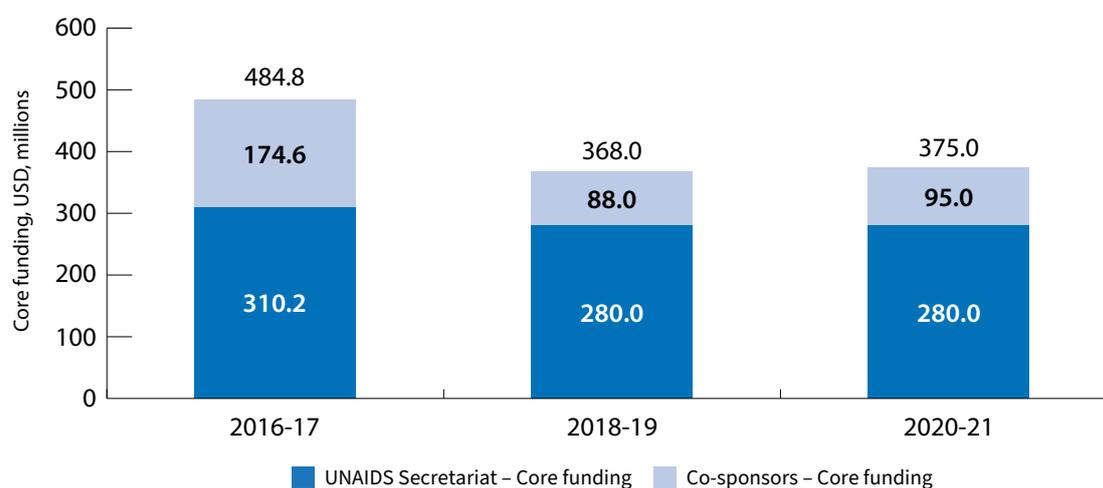
UNAIDS Cosponsors’ most significant concern is that the bulk of the UBRAF budget is allocated to the UNAIDS Secretariat. The UBRAF traditionally includes catalytic funds for Cosponsors to both engage them in the joint response and enable them to integrate HIV in corporate strategies, programmes, and budgets. Currently, about 30% of the annual UBRAF budget is allocated to Cosponsors (the grey and green boxes in Figure 6) and 70% is allocated to the Secretariat (global centre and regional and country offices) (UNAIDS, 2021c). Cosponsors consider this allocation to be out of balance, and they noted that no other UN joint programme or initiative ever had a Secretariat of this size, with posts at such a high level. Importantly, catalytic funding to Cosponsors has decreased further in recent years as a result of the revised “operational model” and funding shortfalls, leading to additional tension. First, since 2018, half of the Cosponsor catalytic funding has been channelled to country-level joint Cosponsor programmes as country envelopes rather than to HQ. While country-level Cosponsor and Secretariat staff welcomed this move, Cosponsor global HIV co-ordinators saw this as reducing agency. Second, as the 2022-23 UBRAF was not fully funded, catalytic funds for Cosponsors – both central and country envelopes – decreased even further. External reviews agree that the resulting funding levels are “below critical” to design and implement HIV programmes, especially for those Cosponsors with little corporate HIV funding such as the United Nations Office for Drugs and Crime (UNAIDS, 2019a; OPM, 2022). Cosponsors argue that in proportional terms, their allocation was cut more than was the Secretariat’s allocation (see Figure 7).

FIGURE 6: ESTIMATED ANNUAL UNIFIED BUDGET, RESULTS AND ACCOUNTABILITY FRAMEWORK CORE AND NON-CORE FUNDS FOR 2022-23



However, the resource allocation for the Joint Programme as a whole is biased in favour of the Cosponsors as it includes resources raised by each agency outside the UBRAF. Cosponsors raise funds for their HIV programming in support of the UBRAF workplan but outside the UBRAF core budget. Total projected non-core funding for HIV programming is USD 1.1 billion for the 2022-23 biennium, raised largely from the same donors that support the UBRAF budget. This is more than ten times the non-core funding that the Secretariat raises, mainly from the US government and earmarked for the Technical Support Mechanism (see Figure 6). This relatively high Cosponsor HIV funding includes the United Nations Development Programme (UNDP) Global Fund partnership funds (USD 610 million) to manage Global Fund programmes at country level. In the context of Cosponsor demands for greater access to UBRAF resources, it is worth noting that in contrast to UN agencies, the Secretariat’s alternatives for receiving funding are very limited. Unlike most Cosponsors, the Secretariat does not receive assessed member state contributions as unearmarked funding.

FIGURE 7: ACTUAL UNIFIED BUDGET, RESULTS AND ACCOUNTABILITY FRAMEWORK FUNDS FOR UNAIDS COSPONSORS AND SECRETARIAT



Source: UNAIDS (2022b), *Joint evaluation of the UN Joint Programme on AIDS’s work on efficient and sustainable financing*.

Cosponsors have unrealistic expectations of the UNAIDS Secretariat and the Joint Programme. Collaboration between the Secretariat and Cosponsors is strained, as confirmed by three external reviews and by clear evidence of funding and staffing challenges. However, some Cosponsors may expect too much from the Secretariat. It is important to note that even if the Secretariat is in charge of developing the UBRAF, it is the Programme Coordinating Board (PCB) and the Committee of Cosponsoring Organizations (CCO), not the Secretariat, that formally approve each UBRAF, including the budget allocation and Division of Labour. Also, some stakeholders question the Cosponsors’ continued need for catalytic funds, which existed and may have been more necessary in the early days of the Joint Programme. There is also a question of varying need for resources among stakeholders and equity of allocation. Currently, the proportion of Cosponsor HIV funding derived from the UBRAF is limited, varying from 0.001% (UNDP) to 42.0% (ILO). This calls into question the principle of equal allocation of UBRAF resources to all 11 Cosponsors as well as the assumptions about their ability to raise resources independently. Indeed, the 2019 Joint Inspection Unit review on the management and administration of UNAIDS urged that a long-term strategy for the Joint Programme is urgently needed to inform a revised modus operandi and that the PCB should lead this strategic planning exercise (UNAIDS, 2019b). For example, the review concluded that the “roles and responsibilities of Cosponsors, once considered as ‘co-owners’ of UNAIDS, need to be revisited and the ‘joint’ nature of UNAIDS needs to be reassessed” and that the Cosponsors “should determine if their participation in UNAIDS is still aligned with their respective mandates, missions and commitments to the 2030 Agenda” (UNAIDS, 2019b). In the MOPAN survey, an observation was made that some

TABLE 1. BUDGET ESTIMATES OF UNIFIED BUDGET, RESULTS AND ACCOUNTABILITY FRAMEWORK CORE AND NON-CORE FUNDS BY ORGANISATION, 2022-23*

| Organisation | Core central funds including Global Strategic Initiatives (US\$) | Non-core funds (US\$) | TOTAL BUDGET |
|-------------------------|--|-----------------------|----------------------|
| UNHCR | 6 000 000 | 75 100 000 | 81 100 000 |
| UNICEF | 6 000 000 | 85 255 800 | 91 255 800 |
| WFP | 6 000 000 | 30 348 000 | 36 348 000 |
| UNDP | 6 000 000 | 12 200 000 | 18 200 000 |
| UNDP GF | | 610 270 000 | 610 270 000 |
| UNFPA | 6 000 000 | 68 600 000 | 74 600 000 |
| UNODC | 6 000 000 | 30 292 200 | 36 292 200 |
| UN WOMEN | 6 000 000 | 30 000 000 | 36 000 000 |
| ILO | 6 000 000 | 8 000 000 | 14 000 000 |
| UNESCO | 6 000 000 | 34 781 000 | 40 781 000 |
| WHO | 6 000 000 | 110 000 000 | 116 000 000 |
| WB | 6 000 000 | 12 840 000 | 18 840 000 |
| Subtotal | 66 000 000 | 1 107 687 000 | 1 173 687 000 |
| Country envelope | 62 000 000 | | 62 000 000 |
| TOTAL COSPONSORS | 128 000 000 | 1 107 687 000 | 1 235 687 000 |
| Secretariat Funds | 292 000 000 | 100 000 000 | 392 000 000 |
| Grand Total | 420 000 000 | 1 207 687 000 | 1 627 687 000 |

Note: *Core central funds were reduced from USD 3 million per year to USD 2 million per year due to resource constraints in 2022.

Source: 2022-23 UBRAF.

Cosponsors were top-heavy and used the majority of UBRAF funds to sustain human resources instead of delivering on strategic priorities.

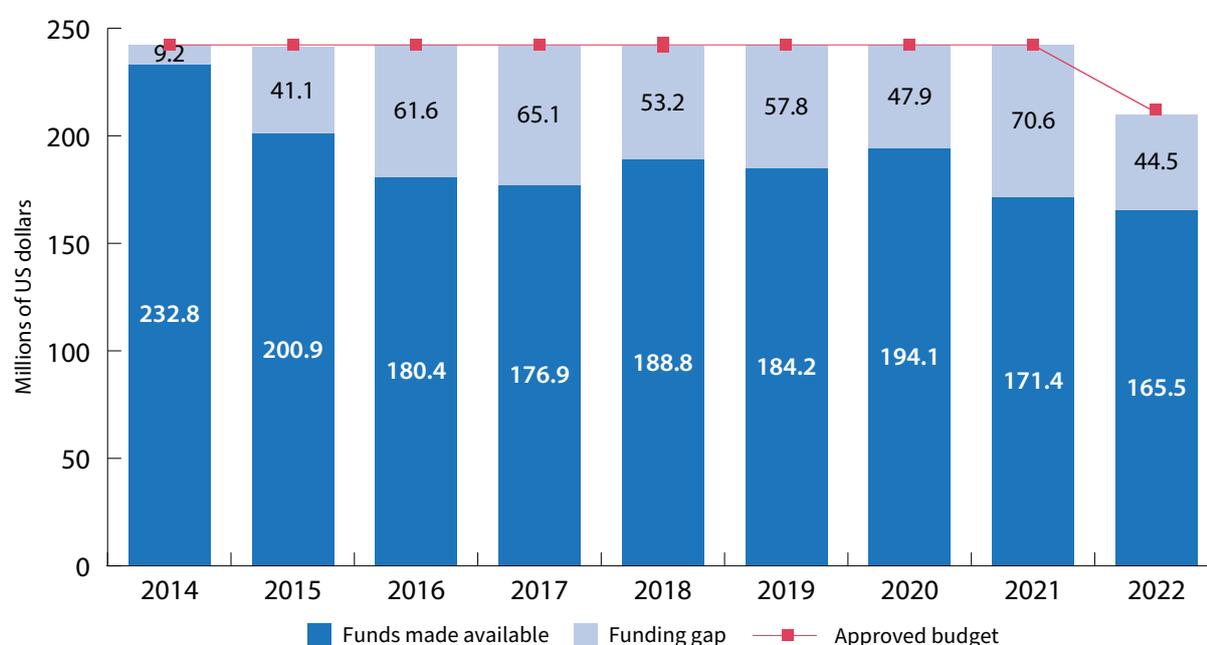
3. The Secretariat's challenge to fully resource the UBRAF and Joint Programme

This sub-section draws on findings from the backward-looking assessment on “improving financial forward planning” and from the forward-looking assessment on the Secretariat “mutual accountability” core function.

The UNAIDS Joint Programme and by extension the Secretariat face long-standing funding shortages. For at least 15 years, donor funding for HIV in general, and for the Joint Programme and the UBRAF in particular has decreased due to competing development priorities and economic crises. Figure 8 below indicates a consistent, significant funding gap for the UBRAF since 2014, resulting in an adjusted annual budget estimate since 2022. The Global Fund and PEPFAR, on the other hand, with their emphasis on country-level service delivery, have seen a significant increase in resources over the same period relative to the Joint Programme (although they too currently face funding challenges).

The UNAIDS Secretariat’s capacity to mobilise resources for the UBRAF is weak, resulting in budget gaps since 2014. Although the Secretariat developed resource mobilisation strategies for the last two UBRAF periods, this function was not fully developed until 2022, when a PCB task team developed recommendations to overcome the funding crisis (UNAIDS, 2018b; UNAIDS 2022a). According to the Division of Labour, a core function of the Secretariat is “to prioritize, together with the Cosponsors, resource mobilization to fully fund the Joint Programme” (UNAIDS, 2018a). Some Cosponsors have significant resource mobilisation capacity, and although they support joint resource mobilisation for the UBRAF to some extent, they prioritise funding their own HIV programmes (as this is what they are supposed to do). The 2022-26 resource mobilisation strategy maintains a target of USD 210 million per year for the UBRAF. It relies on traditional donors to maintain or increase multi-year unearmarked funding and also diversify into earmarked funding for “strategic initiatives”, new partnerships with private philanthropy and the Global Fund, and professionalising the Secretariat resource mobilisation function.

FIGURE 8: UNIFIED BUDGET, RESULTS AND ACCOUNTABILITY FRAMEWORK FUNDING TRENDS, 2014–22



Source: Personal communication from UNAIDS Secretariat of 31 May 2023, referring to *UNAIDS Funding Trends* (database), <https://open.unaids.org/funding-trends>.

In a context where donors move towards results-based funding, there is no longer a compelling investment case to provide unearmarked funding to the UN Joint Programme at global level. When the Secretariat was operationalised in 1996, donor countries were keen to financially support the co-ordination function of the joint response to HIV of the six founding UN Cosponsoring agencies.¹ Presently, even the US government, a traditional donor to the Joint Programme, earmarks a significant part of its funding as non-core funds to the Secretariat for *specific* activities and outcomes. These are often technical functions of the Secretariat such as support for HIV surveillance at country level, technical assistance for national planning and global monitoring. Donors show more interest for specific issues (e.g. mother-to-child transmission), countries, regions or Cosponsor HIV programmes than for providing the *unearmarked* or “core funds”. Yet it is those unearmarked resources that the UBRAF relies on to provide catalytic funds to Cosponsors and to resource Secretariat functions.

¹ The six were the World Health Organization, UNDP, World Bank, UN Population Fund (UNFPA), UN Children’s Fund (UNICEF and UN Educational, Scientific and Cultural Organization (UNESCO).

Recognising the reality of increased earmarking of HIV funding, the UNAIDS Secretariat developed “strategic initiatives” as an innovative resource mobilisation strategy in response. Several joint Cosponsor proposals have recently been developed and funded in recognition of donors’ interest in earmarking funding to specific areas. One example is Education Plus, a joint initiative of the Secretariat, UNESCO, UNFPA, UNICEF, and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) to empower girls in Southern Africa (UNAIDS, 2022a; UNAIDS, 2023). The downside of such earmarked funding is that it does not provide core (unearmarked) funds to the UBRAF, which the Secretariat relies on for most of its operations and which Cosponsors rely on for core funding. Besides, as the Secretariat leads this initiative, Cosponsors have become concerned about the Secretariat overstepping its organisational mandate, as mentioned above.

Insufficient UBRAF funding and resulting budget cuts aggravate pre-existing tensions between Cosponsors and the Secretariat. As mentioned above, Cosponsors challenged the Secretariat over the principles and practice of UBRAF allocation during the 2016-2021 UBRAF period, even though the allocation reflects principles that are, arguably, outdated and even though the UBRAF is formally approved by the PCB and the CCO. Funding challenges persisted into the 2022-26 UBRAF period, and the 2022-23 UBRAF was not fully funded, despite a lower budget estimate. This resulted in further cuts to catalytic Cosponsor funds and to country envelopes. Cosponsors make the Secretariat responsible for this, arguing that it should prioritise resource mobilisation for the Joint Programme. They point to the USD 50 million of earmarked funding allocated to the Secretariat to implement the Technical Support Mechanism. Cosponsors interviewed argue that an honest and open review of the rebalancing of resource allocations across the Joint Programme is much needed and overdue.

The result is a vicious circle that may well discourage current and potential donors from supporting the Joint Programme. At the best of times, it is hard to mobilise resources for the co-ordination function of a joint UN programme on AIDS, compared to HIV services and programmes, as the resource mobilisation strategy recognises. However, it becomes almost impossible to make the investment case for a Secretariat function when Cosponsors publicly express lack of confidence in the Secretariat’s ability to co-ordinate and support the UN system. Various Cosponsors articulated views in interviews and survey responses for this assessment (and earlier evaluations mentioned above) that are well summarized by the statement received from one cosponsor representative, that “investing in a one-way relationship is increasingly a hard sell in even the cosponsors with the deepest history of investment and commitment”. In addition, if donors are more interested in funding specific Secretariat functions rather than providing unearmarked funds for co-ordination and catalytic funding, this could further alienate Cosponsors.

4. The Secretariat’s inability to provide leadership for the longer-term HIV response

This sub-section draws on findings from the forward-looking assessment on the Secretariat core functions “global leadership and advocacy”, “global partnership and co-ordination”, and “mutual accountability and governance”. Box 3 presents findings on the Secretariat’s strengths and areas for attention.

Cosponsors and global partners express concerns about an insufficient focus on HIV in the Secretariat’s advocacy agenda. Even though the Global AIDS Strategy 2021-2026 and the 2022-26 UBRAF are aligned with the Sustainable Development Goals (SDGs), Cosponsors and large global partners have become concerned about mission drift by the Secretariat. Although they recognise the importance of addressing the social determinants of AIDS, as per the current AIDS strategy, they question the broadening of the global advocacy agenda. Many interview and survey respondents explicitly commented that the Secretariat’s global advocacy agenda reflected personal priorities of the Secretariat’s senior leadership (e.g. people’s vaccine, girls’ education). Although they consider these issues to be important, they see a sharper, more explicit focus on HIV and the last mile for HIV control as more appropriate topics for the Secretariat “global leadership and advocacy” function. There was concern from donors that the waning HIV response was compounded by the Secretariat’s advocacy focus on other areas.

Cosponsors and global partners look to the UNAIDS Secretariat for a long-term vision for the Joint Programme, especially beyond 2030, and would like to see the Secretariat step up to its global leadership role in this regard.

The goal of ending AIDS as a public health threat by 2030 is both a critical milestone and an opportunity to develop longer-term vision and modalities for a joint UN response. For the global HIV response, this goal is the relevant target of the SDGs and the longer-term goal of the Global AIDS Strategy 2021-2026 (UNAIDS, 2020a). Many respondents consider that this goal – “end AIDS” – has the potential to galvanise advocacy, fundraising and positive energy around the last-mile needs. They also argue that a post-2030 context may be different in terms of needs – e.g., epidemic control in most countries and a need for global co-operation on vaccine and cure. These are likely to require a radically different joint UN response in terms of organisational architecture, roles, and resources. Various external evaluations have provided suggestions, including but not limited to 1) reducing the number of Cosponsors, 2) reducing the role and size of the Secretariat and handing over technical functions to other entities, 3) redefining co-sponsorship as “paying for Secretariat support” rather than receiving core funds, and 4) integration of UNAIDS country offices and teams into the Resident Coordinator system. The assessment found that the Secretariat, responsible for global leadership and co-ordinating the Joint Programme, has yet to clarify its readiness to engage in a discussion that looks beyond 2030 and to the continued relevance of the UN response.

Box 3. Main strengths and areas for attention for UNAIDS Secretariat

Main strengths

- The Secretariat leads the development of the Global AIDS Strategy effectively and continues to improve the UBRAF as a results framework for the UN contribution to the global response.
- The Secretariat is recognised for its ability to lead an HIV-relevant policy dialogue with member states and for advancing global guidance and norms.
- The Secretariat is a key provider of strategic information. The data on the global AIDS epidemiology and response produced by the Secretariat’s strategic information unit support strategic planning effectively at country level.

Areas for attention for the UNAIDS Secretariat

- The Secretariat is not able to address expectations of the Cosponsors, resulting in loss of confidence of key Cosponsor representatives and affecting its co-ordination function.
- The Secretariat resource mobilisation strategy for the UBRAF has not kept up with the realities of global HIV funding (trending towards less HIV investment and more earmarked funding for specific activities), as it aims to sustain current budget and funding levels.
- The Secretariat leadership pursues an advocacy agenda that deviates from the HIV pandemic, the Joint Programme’s core mandate. This has resulted in criticism of its core function of global leadership and also in accusations of mission creep.
- The Secretariat needs to put appropriate resources, structures and monitoring in place to implement the 2023 WHO policy on sexual misconduct. Ensuring it does so in a victim/survivor-centred way will be essential for building trust as it emerges from a high-profile case of sexual harassment and abuse of power.

THE FUTURE TRAJECTORY OF THE UNAIDS SECRETARIAT AND JOINT PROGRAMME

The 2030 Sustainable Development target “ending AIDS as a public health threat” is a pivotal moment for the joint UN response to HIV. A joint UN response to HIV will remain relevant after 2030, but only if it takes account of: the expected HIV epidemiology (e.g. geographic focus, vulnerable population groups); the global-level and country-level response to HIV (e.g. policies, strategies and services); and global health developments (e.g. universal health coverage, antimicrobial resistance). Importantly, the response also requires a review, and possibly revision, of the comparative advantage of the UN system in relation to other global and local actors and of the original ECOSOC mandate.

This assessment reiterates the conclusion of earlier UNAIDS Joint Programme reviews that the double challenge of internal tensions and a resource shortage provides an opportunity for the Joint Programme to redefine the added value of a joint UN response to HIV up to and beyond 2030. Several survey respondents, among them PCB members, considered that a serious rethink was needed. They argued that the UNAIDS Joint Programme architecture, including the role and size of the Secretariat, created in a crisis, had become too large and complex. They found that it had not kept up with the progress made in the global HIV response and that it was time to imagine something more appropriate to today’s challenges.

As the UNAIDS Joint Programme, including its Secretariat, continues to evolve, the UNAIDS PCB may want to consider the following as opportunities to clarify issues to achieve the end goal of the Joint Programme in 2030, and beyond. Many stakeholders echo the recommendations of earlier reviews for a reset of the Joint Programme and the Secretariat. This is based on a critical assessment of HIV epidemic scenarios and needs beyond 2030, on an assessment of the UN system response to AIDS beyond 2030, and on a review of the necessary operational model. The reset would include:

1. a critical review of the continued relevance and cost-effectiveness of the current constellation of Cosponsors, including redefining “co-sponsorship” to “paying for Secretariat functions” and making co-sponsorship and/or membership flexible;
2. a critical review of the role and size of the Secretariat, including identifying lessons from other UN joint programmes (e.g. the Human Reproduction Programme)² and separating the Secretariat’s technical functions (country support, global HIV monitoring) from the co-ordination functions or finding another home for them;
3. a redefinition of the “investment case” for UBRAF donors as the 2022-26 resource mobilisation strategy calls for recognition of the need to reduce the budget and earmark funding to concrete UBRAF outputs.

This important discussion would be most effective at the UNAIDS governance level, engaging heads of Cosponsor agencies, donors and member states. UNAIDS Secretariat leadership and Cosponsor global HIV co-ordinators have not been able or willing to address these challenges decisively or to develop an effective and sustainable Joint Programme, although these have been recommended by several evaluations since the last MOPAN assessment (UNAIDS, 2017c; UNAIDS 2019a; UNAIDS, 2019b; OPM, 2022).

² The UNDP/UNFPA/UNICEF/WHO/World Bank Special Programme of Research, Development and Research Training in Human Reproduction.

Box 4. Considerations for the UNAIDS Secretariat, the Programme Coordinating Board, member states and Cosponsors

The UNAIDS Secretariat may want to consider the following opportunities to:

- start planning as soon as possible towards the “end of AIDS as a health emergency” in 2030, including a global event to celebrate the success of the global response and recommit to what remains needed at global level (e.g. cure and vaccine) and national level (equitable access to HIV services)
- engage PCB constituencies in post-2030 global HIV scenario planning and needs assessment for the specific UN contribution to the global response to HIV post 2030 (a process aligned with but different in scope than the “end game” planning for 2027-30)
- supplement the UBRAF resource mobilisation strategy 2022-26 with strategies to increase cost efficiency of UNAIDS Secretariat functions and operations and to hand over activities that are currently funded through earmarked funds, e.g., the Technical Support Mechanism and strategic initiatives.

The UNAIDS PCB and member states may want to consider the following opportunities:

- ECOSOC and the UNAIDS PCB may want to consider going back to the drawing board in order to confirm the continued relevance of a UN system response to HIV post 2030 and to revisit its architecture and modus operandi. This might include considering a smaller Joint Programme, with a more focused Secretariat supporting a reduced number of UN agencies, and a reinterpretation of “co-sponsorship” in the Joint Programme.
- The PCB could consider sunsetting elements of the Secretariat towards 2030 (“end of AIDS as a public health threat”) while sustaining critical functions. It could consider handing over functions such as country-level co-ordination (from UNAIDS country offices to a UN Resident Coordinator system), strategic information (e.g., to WHO), the Technical Support Mechanism (e.g., to the private sector) and resource mobilisation (to Cosponsors). Critical functions it may want to sustain are support to joint Cosponsor HIV programmes and global advocacy on behalf of Cosponsors.

UNAIDS Cosponsors may want to consider the following opportunities:

- Given that all the Cosponsors have committed to the Global AIDS Strategy, all Cosponsor agencies (their heads and boards) may want to reappraise their commitment to a Joint Programme and a Secretariat. They may want to assess their expectations of and contribution to a Secretariat. The PCB and ECOSOC may want to define “commitment” as 1) existence of a corporate HIV strategy, programme and budget and including 2) a full-time global HIV co-ordinator and 3) financial contribution to co-sponsor a Joint Programme Secretariat.

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DETAILED LOOK AT FINDINGS



This chapter provides a more detailed assessment of the UNAIDS Secretariat’s performance. It starts by analysing the progress the Secretariat has made across the five areas for attention identified by the last MOPAN assessment. It then summarises how fit for purpose the Secretariat is to exercise its five agreed functions successfully. Finally, the chapter provides an overview of the efforts the Secretariat is undertaking to protect against sexual misconduct.

In analysing progress since the last MOPAN assessment, and in assessing the Secretariat’s fitness for purpose, this report uses micro-indicators (MIs) that relate to each component and rates them. The adjusted MOPAN performance rating scales are shown in Figure 9. (See also Chapter 4 for details on the assessment method for this assessment.)

FIGURE 9: ADJUSTED MOPAN PERFORMANCE SCORING AND RATING SCALES

| Backward-looking | Forward-looking |
|---|-----------------------|
| Successfully addressed and capitalised upon | Highly satisfactory |
| Largely addressed | Satisfactory |
| Partially addressed | Unsatisfactory |
| Not addressed | Highly unsatisfactory |

Assessment findings draw on information from three evidence sources: a document review, interviews and a partner survey (Chapter 4). Part II: Technical and Statistical Annex of the 2022 MOPAN assessment of the UNAIDS Secretariat provides further separate analysis regarding micro-indicator and detailed scoring as well as the full survey results.

BACKWARD-LOOKING ASSESSMENT: PROGRESS IN AREAS FOR ATTENTION

The backward-looking part of this assessment identifies whether and how the UNAIDS Secretariat addressed five areas for attention identified in the 2015-16 MOPAN assessment of UNAIDS. The assessment used relevant MOPAN micro-indicators and elements (see also Annex A in Part II). The areas for attention relate to:

1. congruence of organisational architecture with vision and operating model
2. financial forward planning
3. global co-operation and co-ordination
4. an independent evaluation function
5. cross-cutting issues, including environmental sustainability and climate change.

Key findings of the backward-looking assessment

The UNAIDS Secretariat made most progress in areas for attention that are under its direct control.

The UNAIDS Secretariat established an independent, fully functional and quality-assured evaluation function.

This function allows the Secretariat to assess the effectiveness and impact of the organisation through the use of evaluative and analytical data. This represents a solid improvement since the 2015-16 assessment.

Climate sustainability is increasingly addressed at an operational level and integrated as a cross-cutting HIV priority at an appropriate level, complementing gender and human rights. The Secretariat policies and systems include gender equality and human rights markers; demonstrate compliance with UN System-wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP) indicators (UNAIDS, 2022d); and provide training programmes for staff. Additionally, gender and human rights have been integrated into approval procedures at country level.

A key achievement was co-ordination of the Global AIDS Strategy 2021-2026, including a Unified Budget, Results and Accountability Framework (UBRAF) for 2022-26. After an external review, the Secretariat co-ordinated the revision of the “UNAIDS operating model” with a stronger focus on results at country level in focus countries, redirecting funding through country envelopes and strengthening guidance for joint UN teams on AIDS. The Secretariat was instrumental in getting the Global AIDS Strategy endorsed by member states at the UN Economic and Social Council (ECOSOC) and the UN General Assembly.

The UNAIDS Secretariat made progress towards improving human resources management. In 2019, the Secretariat proposed a “management action plan” for a healthy, equitable and enabling workplace for all Secretariat staff covering a range of human resources issues. This management action plan addresses recommendations from earlier external review reports – e.g., on inconsistent (over)grading of positions, insufficient training, and lack of transparency in human resources processes – and was a direct management response to the findings of an external independent review on abuse of power and sexual harassment in the Secretariat. Under the new executive director and leadership in 2019, the action plan was broadened further based on feminist principles. In 2021, an organisational realignment process started to increase the cost-effectiveness of human resources management. However, it may be too early to assess impact of the management action plan and alignment process. Staff reactions were mainly negative in an interim assessment of the alignment process (UNAIDS, 2020b). In addition, annual staff surveys in 2020 and 2022 indicate continued staff concerns in the areas of change management and realignment, communication, and overall Cabinet leadership, (noting that the management action plan received more negative reactions from headquarters staff than it did from regional and country office staff). Many MOPAN survey respondents expressed particular concern that continued reorganisations and prolonged uncertainty are negatively affecting the culture and people’s capacity to perform.

In areas of improvement involving external relationships, especially with Cosponsors, the Secretariat did not show encouraging progress, i.e. “co-ordination with global-level partners” and “forward financial planning” for a fully funded UN response. Problems remained in joint planning and joint resource mobilisation at global level. These problems were chiefly 1) a persistent shortage of resources, 2) misaligned expectations between Cosponsors and the Secretariat regarding joint fundraising and resource allocation, and 3) the perception among Cosponsors that the Secretariat’s mandate now competes with their own. Cosponsors expressed concerns regarding the Secretariat going beyond its mandate and behaving as a stand-alone agency at global level. On the other hand, joint planning with Cosponsors worked well at country level.

Table 2 lists the five areas identified as requiring improvement by the last MOPAN assessment and relevant micro-indicators selected from the MOPAN framework. The numbering of each micro-indicator is kept consistent with its numbering in the MOPAN framework.

TABLE 2. BACKWARD-LOOKING ASSESSMENT: AREAS FOR ATTENTION AND RELEVANT MICRO-INDICATORS

| | |
|--|--|
| 1. Congruence of organisational architecture with vision and operating model | Partially addressed |
| 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 |
| 2. Improved financial forward planning | Partially addressed |
| 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 |
| 3. Global-level co-operation and co-ordination | Partially addressed |
| MI 4.1. Transparent decision-making [sic] 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 (global) partners | Partially addressed |
| MI 6.6. Key information (analysis, budgeting, management, results, etc.) shared with strategic partners on an on-going [sic] basis | Largely addressed |
| 4. Independent evaluation function | Successfully addressed and capitalised upon |
| 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 |
| 5. Integration of cross-cutting issues, including environmental sustainability and climate change | Largely addressed |
| 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 |

Overview of specific findings

1. Congruence of organisational architecture with vision and operating model (Partially addressed)

The previous MOPAN assessment recommended that the Joint Programme and Secretariat 1) ensure that the organisational architecture of UNAIDS is congruent with its vision and operating model, 2) integrate cross-cutting issues consistently, and 3) address issues relating to staffing and decision making so that there is a collective approach to implementation and mutual accountability for results. To assess progress, the assessment focused on three relevant micro-indicators: long-term vision (1.1), organisational architecture (1.2) and alignment of resources with functions (3.1). The analysis also includes elements 2.1.2 and 2.2.2 related to cross-cutting issues (see Annex A in Part II).

TABLE 3. AREA FOR ATTENTION 1 AND RELEVANT MICRO-INDICATORS

| 1. Congruence of organisational architecture with vision and operating model | Partially addressed |
|---|---------------------|
| 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 |

The UNAIDS Secretariat co-ordinated the development of the Global AIDS Strategy 2016-2021, based on the long-term vision of ending AIDS as a public health threat by 2030, and the development of the 2016-21 UBRAF, including an analysis of comparative advantages of the Secretariat and Cosponsors. The Secretariat co-ordinated the development of the subsequent Global AIDS Strategy 2021-2026, which provides intermediate goals and targets towards the 2030 goal to “end AIDS as a public health threat”. ECOSOC and the UN General Assembly confirmed that implementing the Global AIDS Strategy is the responsibility of UN member states. To clarify the UN system support to the Global AIDS Strategy, the Secretariat co-ordinated the development of a corporate operational plan for the UN Joint Programme – the 2022-26 UBRAF. As part of this exercise, the Secretariat and Cosponsors reaffirmed the revised Division of Labour (UNAIDS, 2018a). The 2022-26 UBRAF does mention the comparative advantage of the UN system and contains a theory of change as recommended by the 2019 external UBRAF evaluation (UNAIDS, 2019a). Some partners that responded to the MOPAN survey argued, however, that the 2022-26 UBRAF remains mainly operational and not strategic; they argue that it lacks focus on covering the operational mandate of each Cosponsor and falls short of providing a post-2030 vision for the Joint Programme. Such a vision should have defined the future role and constellation of UN Cosponsors and Secretariat, as recommended by the Joint Inspection Unit review (UNAIDS, 2019b) and the UBRAF evaluation.

The UNAIDS Secretariat ensured integration of cross-cutting issues in the UNAIDS Joint Programme and in its own systems and operations as part of the Sustainable Development agenda. Traditionally the Secretariat has focused strongly on human rights, gender equality and community engagement, as confirmed in the last MOPAN assessment. The Secretariat continued to apply gender-responsive actions consistently across all aspects of the Secretariat’s operations, although there is no stand-alone gender policy. The Secretariat integrated gender quality perspectives in strategic planning, budgeting, evaluation processes and human resource development through implementing gender equality markers. The Secretariat complies with UN-SWAP indicators and use of tools such as the Gender Assessment Tool and the Gender Equality Marker (GEM). The GEM is a resource tracking mechanism based on a coding system and is intended to measure the extent to which Joint Programme activities contribute to the promotion of gender equality and women’s empowerment (UNAIDS, 2018c). In the assessment period, the Secretariat also introduced human rights and civil society markers for planning and reporting.

The UNAIDS Secretariat’s role in the Joint Programme organisational architecture remained negatively affected by lack of clarity and agreement on Secretariat and Cosponsor functions. “Organisational architecture” includes roles and relations, interactions, resources, and “who does and decides what”, i.e., the Secretariat’s role and function in co-ordinating the Joint Programme. Despite a revision of the Division of Labour in 2018 based on the recommendations of the Global Review Panel review and the revised operational model, this assessment has found continuing debate among Joint Programme partners. As long as relationships between the Secretariat and Cosponsors are unclear and disputed, the architecture is not congruent with the long-term vision and associated operating model. The Independent Evaluation of the UN System Response to AIDS in 2016-2019 found that Cosponsor and Secretariat outputs were not specified in each strategic result area in the 2016-21 UBRAF, affecting mutual accountability for results; (this is better addressed in the 2022-26 UBRAF). The same evaluation found lack of clarity in roles, impeding the collaborative effort of the Secretariat and Cosponsors that is a prerequisite for achievement of the long-term vision. Multiple respondents argued that too often, the Secretariat acts like a technical UN agency instead of relying on the technical leadership of Cosponsors.

The UNAIDS Secretariat was not able to allocate UBRAF financial resources (and therefore human resources) in the most efficient manner across the UBRAF workplan, resulting in tensions with Cosponsors. In the 2016-21 UBRAF period, tensions with Cosponsors crystallised around allocation of UBRAF resources. The budget for catalytic, unearmarked funding for Cosponsors is relatively small compared to the budget for Secretariat functions. The larger part of most Cosponsors’ HIV funds comes from their corporate HIV budget. Since 2017, the Secretariat co-ordinated a revision of the “operating model” of the Joint Programme to better support country-level programming. The revised operating model meant that Cosponsor funding for global programming was halved to pay for “country envelope” funding for country-level Joint UN workplans on AIDS. This shift increased tensions with Cosponsor global HIV co-ordinators, who felt they lost agency over global and national allocation decisions. However, *country-level* Cosponsor staff did not express dissatisfaction. External factors such as ongoing resource constraints also challenged relations between the Secretariat and the Cosponsors.

Internally, the UNAIDS Secretariat made some progress towards improving human resources management. The Secretariat proposed a management action plan for a healthy, equitable and enabling workplace for all Secretariat staff, covering a range of human resources issues. This 2019 action plan responded to external reports on abuse of power and sexual harassment, but also addressed earlier external recommendations regarding inconsistent (over) grading of positions, insufficient training and lack of transparency in human resources processes. Under the new executive director and leadership in 2019, the management action plan was redesigned based on feminist principles and was broadened in scope. In 2021, an organisational realignment process started to increase the cost-effectiveness of human resources management. However, it may be too early to assess impact of the realignment. The 2018 Staff Association Report noted an open and proactive approach to addressing staffing issues, including transparency in recruitment, mobility and promotions (UNAIDS, 2021e), but subsequent annual staff surveys in 2020 and 2022 indicated limited confidence in prevention and response measures against abusive behaviour (see also section 3.3 on preventing and responding to sexual misconduct). Many MOPAN survey respondents expressed particular concern that continued reorganisations and prolonged uncertainty are negatively affecting culture and staff capacity to perform.

2. Improve financial forward planning (Partially addressed)

The previous MOPAN assessment suggested that the Secretariat improve forward planning and explore engaging with the Cosponsors in joint planning and joint resource mobilisation, although it recognised that the difficult financial context put at risk its ability to implement the UBRAF. To assess progress, the assessment focused on three relevant micro-indicators: agility of internal partnerships (6.1), synergies with internal and external partners (6.4), and co-ordination with partners (6.5).

TABLE 4. AREA FOR ATTENTION 2 AND RELEVANT MICRO-INDICATORS

| 2. Improved financial forward planning | Partially addressed |
|--|---------------------|
| 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 |

Joint resource mobilisation was not successful, despite the Secretariat’s efforts to develop a resource mobilisation strategy and engage with Cosponsors to co-ordinate planning, programming and implementation.

The Secretariat and Cosponsors jointly developed and agreed the 2016-21 UBRAF, including biennial budgets through a consultative process. The Secretariat remained engaged with Cosponsors in implementing the UBRAF. In practice, UBRAF resource mobilisation is mainly the responsibility of the Secretariat, despite being in theory a joint undertaking. Cosponsors focus largely on their own resource mobilisation for HIV programming.

The UNAIDS Secretariat developed a resource mobilisation strategy, but UBRAF funding decreased over time.

In 2017, the Programme Coordinating Board (PCB) approved the 2018-21 UNAIDS Resource Mobilisation Strategy (UNAIDS, 2018b). This strategy focused on mobilising increased resources for the core UBRAF. The UBRAF funds Secretariat core functions and provides catalytic funding for Cosponsors. The intention was to sustain and expand existing funding by leveraging other partnerships and new innovative financing. However, success remained limited due to such factors as a decline in donor funding, delays in disbursement, and COVID-19’s impact on funding and operations. Several respondents pointed out that the response to the need for more proactive resource mobilisation came late and that management should have taken action earlier in the face of recurrent funding issues. Others pointed out that donor relations probably suffered most between 2018 and 2021, partly due to the Secretariat’s response to the high-profile sexual harassment case.

Not only did the UBRAF funding decrease, but corporate HIV funding for Cosponsors also decreased significantly, as has been confirmed most recently in the 2022 UNAIDS Capacity Assessment Report and the report of the PCB Bureau to provide recommendations to the Bureau on the UNAIDS funding situation (UNAIDS, 2022e).

Cosponsors mobilise their own resources for HIV programming, supported partly by catalytic funds from the UBRAF. Total Cosponsor HIV budgets decreased from USD 3,33 million in 2016-17 to USD 706 million in 2018-19; and USD 322 million for the single year of 2020 (UNAIDS, 2021h). There is a certain competition for funding between Cosponsors on one hand and the Secretariat and the UBRAF on the other due to the constrained funding environment. Cosponsors are keen to maintain the level of catalytic UBRAF funding as it is unearmarked. The assessment did not find much evidence on how they use catalytic funds to generate additional corporate HIV funding, other than technical support for their country staff to include their agency in the country envelope or in applications for grants from the Global Fund.

The UNAIDS Secretariat had mixed success in co-ordinating planning, design, monitoring, implementation and reporting with Cosponsors and partners for an effective UNAIDS Joint Programme.

As mentioned under organisational architecture, there was a lack of clarity of roles in the 2016-21 UBRAF, which lumped together Cosponsor roles without specifics on individual outputs. For example, Output 1.1 (“innovative and targeted HIV testing and counselling programmes introduced”) identifies the United Nations Children’s Fund, World Food Programme (WFP), UN Office on Drugs and Crime, International Labour Organization, World Health Organization, and the World Bank (UNAIDS, 2015). In addition, Cosponsor interviewees complained that unclear roles and responsibilities of the

Cosponsors vis-à-vis the Secretariat contributed to tensions. It should be noted that the current UBRAF (2022-26) outlines the roles in a more objective manner (UNAIDS, 2021c).

3. Global-level co-operation and co-ordination (Partially addressed)

The previous MOPAN assessment recommended that the Secretariat improve co-operation and co-ordination with Cosponsors *at global level* to mirror their more successful co-ordination at country level. To assess progress, the assessment focused on four relevant micro-indicators: transparent decision making for resource allocation (4.1), synergies with partners (6.4), co-ordination with relevant partners (6.5) and information sharing with partners (6.6).

TABLE 5. AREA FOR ATTENTION 3 AND RELEVANT MICRO-INDICATORS

| 3. Global-level co-operation and co-ordination | Partially addressed |
|--|---------------------|
| 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 |

The UNAIDS Secretariat was not successful in improving global co-ordination and co-operation or in making decision making more transparent with Cosponsors and global partners at the highest level. The Secretariat has made consistent efforts at a procedural level to improve global co-ordination and co-operation. For example, it conducted meetings and implemented processes to ensure good co-ordination and collaboration related to the development of the Global AIDS Strategy and the UBRAF. It also developed a Memorandum of Understanding with the Global Fund and explicitly engaged community representatives and civil society in design, implementation, and evaluation. However, survey respondents and key informants representing global partners, Cosponsors and civil society considered these efforts insufficient. For example, community representatives criticised what they saw as a reduced focus on advocacy for key populations from Secretariat leadership.

The UNAIDS Secretariat was unable to resolve a critical financial issue: to find mutual agreement on how UBRAF resources should be allocated to Cosponsors. Central disagreements on resource allocations and complaints about decision making were not resolved at the end of the 2016-2021 UBRAF period. Also, the Independent Evaluation of the UN System Response to AIDS in 2016-2019 noted that while the UBRAF guides operational planning at all levels, it did not serve as a resource allocation tool as intended (UNAIDS, 2019a). Most Cosponsor respondents mentioned that the resource allocation policy and principles have been persistently unclear and inconsistent and that a serious look at the model is in order. They also reported tension within the Joint Programme and a perceived loss of Cosponsor control (over how and how much will be allocated). Cosponsors considered the allocation of UBRAF core resources biased towards the Secretariat and argued that the Secretariat has a larger role in the actual allocation of resources than the PCB and the Committee of Cosponsoring Organizations (CCO).

The UNAIDS Secretariat is strong at sharing information on Joint Programme and global response achievements with partners. The Secretariat responded to the recommendation of the Global Review Panel to improve reporting on Joint Programme results. The UNAIDS transparency portal features not only country-level information but also UBRAF financial reporting, donor contributions, indicator trends and detailed information on the achievements of

the Cosponsors (UNAIDS, 2023b). The Secretariat’s Differentiated Service Delivery Taskforce facilitates information sharing, knowledge management, technical support, and strategic information generation and analysis.

4. Independent evaluation function (Successfully addressed and capitalised upon)

The previous MOPAN assessment recommended that the UNAIDS Secretariat urgently establish an independent evaluation function and redress the absence of evaluations and evidence of UNAIDS Joint Programme contributions to relevant, inclusive and sustainable results. To assess progress, the assessment focused on four relevant micro-indicators: a corporate independent evaluation function (8.1), independent evaluation of results (8.2), quality assurance of evaluations (8.3) and mandatory evidence for interventions (8.4).

TABLE 6. AREA FOR ATTENTION 4 AND RELEVANT MICRO-INDICATORS

| 4. Independent evaluation function | Successfully addressed and capitalised upon |
|--|---|
| 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 |

Since the last MOPAN assessment, the UNAIDS Secretariat has established an independent, fully functional, quality-assured mechanism for evaluation. The Secretariat now uses evaluative and analytical data to demonstrate solid evidence of effectiveness and impact. As one external stakeholder noted in the survey, the UNAIDS Joint Programme evaluation function seems to be on a solid footing and has improved markedly in recent years.

The UNAIDS Secretariat has established an independent mechanism for evaluating results that follows the norms and standards of the UN Evaluation Group 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 Secretariat core resources. The 2019 Evaluation Policy endorses the independence of the evaluation function for credibility. This policy outlines a quality assurance process that covers the entire evaluation process and includes guidance, tools and standard checklists to ensure consistency and quality (UNAIDS, 2019c).

The 2019 UNAIDS Evaluation Policy recognises the importance of evaluative evidence to inform planning, programming, budgeting, implementation and reporting. However, the assessment found no feedback loops to enable lessons to be fed into the design of new interventions. It should be noted that the Secretariat does not design or implement interventions per se but co-ordinates and distributes evidence based on technical guidance.

5. Integration of cross-cutting issues, including environmental sustainability and climate change (Largely addressed)

The previous MOPAN assessment recommended that the UNAIDS Secretariat integrate environmental sustainability and climate change into its strategy and corporate objectives and put into place guidance and mechanisms to ensure consistent progress against cross-cutting issues at all levels. To assess progress, the assessment focused on three relevant micro-indicators: gender responsiveness (2.1); responsiveness to normative frameworks for environmental sustainability and climate change (2.2); and gender and climate responsive intervention design (5.5).

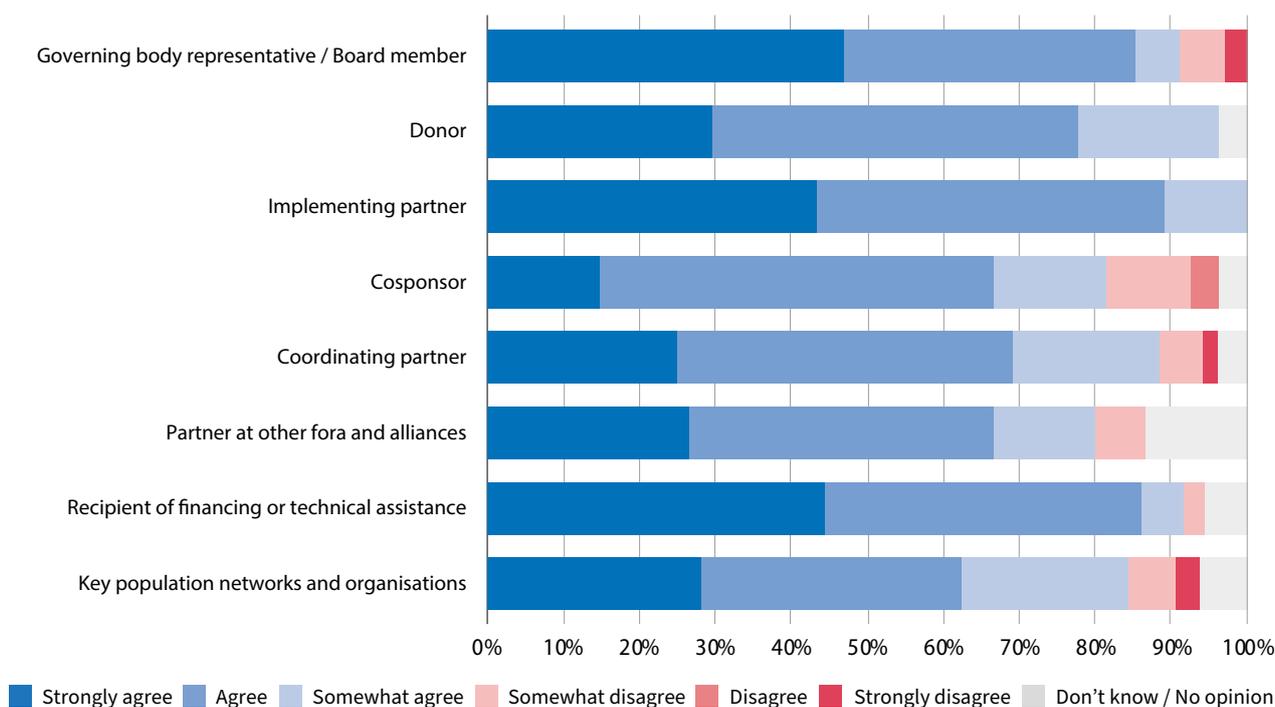
TABLE 7. AREA FOR ATTENTION 5 AND RELEVANT MICRO-INDICATORS

| | |
|--|--------------------------|
| 5. Integration of cross-cutting issues, including environmental sustainability and climate change | Largely addressed |
| 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 |

The UNAIDS Secretariat has not integrated environmental sustainability and climate change into its strategy and corporate objectives. The UNAIDS Strategy 2016-2021 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 the UNAIDS Joint Programme or Secretariat utilised resources to achieve its corporate environmental sustainability goals, despite its participation in the UN-wide Greening the Blue initiative and implementation of sustainable management practices¹. However, the assessment recognises that due to its scope and mandate, the Secretariat may not be best suited to address environmental issues. Other cross-cutting issues, such as gender equality and human rights, take priority over environmental sustainability and climate change based on the Secretariat's scope of work (UNAIDS, 1994; UNAIDS, 2018a; UNAIDS, 2015).

1. Source: <https://www.greeningtheblue.org/entities/unaidss>, accessed in March 2023.

FIGURE 10: 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



Source: 2023 MOPAN Partner Survey supporting the UNAIDS Secretariat Assessment

The UNAIDS Secretariat is now much better equipped to address gender equality and human rights issues. The Secretariat successfully addressed gender and human rights as priority cross-cutting issues (UNAIDS, 2019d; UNADS, 2021f). Survey respondents overwhelmingly supported the statement that Joint Programme strategies respond to normative frameworks for equality and human rights. There was strong agreement from 33% of respondents (90 of 269) overall and from 40% (16 of 34) of governing body representatives and implementing partners who responded to the survey (see Figure 10). Clear guidance and systems have been put in place for gender equality and human rights (e.g. UNAIDS, 2017e; UNAIDS, 2018c; UNAIDS, 2018d). The Secretariat has implemented various measures to support gender equality such as using gender equality markers, ensuring compliance with UN-SWAP indicators, and establishing training programmes for staff (UNAIDS, 2018c; UNAIDS, 2022d). Cross-cutting issues related to gender and human rights have been integrated into approval procedures at country level. Some stakeholders and the UBRAF 2016-19 external review consider that there remains room for improvement in gender guidance tools, including broadening the concept of “gender” beyond women and girls (UNAIDS, 2019a).

FORWARD-LOOKING ASSESSMENT: UNAIDS SECRETARIAT FUNCTIONS

The forward-looking assessment considers the extent to which the UNAIDS Secretariat is fit for purpose. To make this assessment, the analysis focuses on the five core functions agreed in the 2018 Division of Labour (UNAIDS, 2018a), detailed in Box 5, and their application in the 2021-26 Global AIDS Strategy. The core functions, confirmed, and appropriately worded in each UBRAF, are summarised as follows:

1. global leadership, advocacy and communication to drive the global AIDS agenda
2. partnerships, mobilisation and innovation to ensure coherence around global initiatives
3. strategic information on the HIV epidemic and response
4. co-ordination, convening and country-level implementation support
5. governance and mutual accountability to co-ordinate with Cosponsors and fully fund the Joint Programme and support its governance model.

Key findings of the forward-looking assessment

The UNAIDS Secretariat implements its strategic information function with considerable success. Joint Programme data and reports produced by the Secretariat are valued for their rigour and are used for monitoring and reporting of the global AIDS epidemic and response. Technical assistance for country-level surveillance benefits not only countries but also global partners such as the President’s Emergency Plan for AIDS Relief (PEPFAR) and the Global Fund in planning their responses.

The co-ordination, convening and country implementation support function is appreciated by country-level stakeholders, including Cosponsor staff. Catalytic “country envelope” funding is available to joint UN teams on AIDS for joint UN programming in support of national strategies. However, Cosponsor headquarters staff perceive a lack of agency over resources and resent the influence of the Secretariat over the allocation of “country envelope” funding in relation to individual Cosponsor agencies.

The UNAIDS Secretariat has mixed capacity in playing a leadership, advocacy and communication role. The presumption that the UNAIDS Secretariat will lead on the global AIDS response is under pressure due to shifting advocacy priorities towards broader inequalities and pandemic preparedness and also due to the reluctance of Secretariat leadership to discuss post-2030 (end of AIDS) scenarios for the Joint Programme. This latter issue adversely

affects relationships with global partners, notably PEPFAR and the Global Fund, and with global civil society networks due to perceived mission drift of the Secretariat, which in turn compromises the “partnerships, mobilisation and innovation” function.

Under the core function “Joint Programme governance and mutual accountability”, MOPAN has looked at the Secretariat’s performance in co-ordinating the Joint Programme partners and has found that it has been unsuccessful in this role. This is due to persistent tensions between the Secretariat and Cosponsors, reflecting the lack of progress since the last MOPAN assessment. The Secretariat’s inability to fully fund the 2022-23 UBRAF resulted in further cuts to Cosponsor budgets. This has led to a breakdown of confidence in the Secretariat to co-ordinate the Joint Programme.

In conclusion, the UNAIDS Secretariat is strong in technical functions but weak in resource mobilisation and Cosponsor co-ordination.

Box 5. Secretariat functions as per the UNAIDS Division of Labour

The UNAIDS Secretariat maintains overall responsibility for ensuring strategic focus, functioning and accountability across all Joint Programme work on the following:

- 1. Leadership, advocacy and communication.** 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.
- 2. Partnerships, mobilisation and innovation.** 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.
- 3. Strategic information.** Monitor the implementation of the 2016 UN 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.
- 4. Co-ordination, convening and country implementation support.** Ensure implementation support, effective Joint Programme support and full integration into the UN Development Assistance Framework/ UN Partnership Framework and other sustainable development priorities.
- 5. Governance and mutual accountability.** 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 2017-20 Quadrennial Comprehensive Policy Review; reinforce accountability; and continue to spearhead efforts to demonstrate the contribution of the Joint Programme to system-wide UN reform.

Source: UNAIDS (2018a), *UNAIDS Joint Programme Division of Labour - Guidance Note 2018*.

TABLE 8. FORWARD-LOOKING ASSESSMENT: SECRETARIAT FUNCTIONS AND RELEVANT MICRO-INDICATORS

| | |
|---|-----------------------|
| 1. Leadership, advocacy and communication | Satisfactory |
| 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 |
| 2. Partnerships, mobilisation and innovation | Satisfactory |
| 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 |
| 3. Strategic information | 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 2.3. 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 |

TABLE 8. FORWARD-LOOKING ASSESSMENT: SECRETARIAT FUNCTIONS AND RELEVANT MICRO-INDICATORS *continued*

| | |
|---|-----------------------|
| 4. Co-ordination, convening and country implementation | Satisfactory |
| 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 |
| 5. Governance and mutual accountability | Unsatisfactory |
| 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 [<i>sic</i>] 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 | Satisfactory |

Overview of specific findings

1. Leadership, advocacy and communication (Satisfactory)

This Secretariat function entails driving the global AIDS agenda; advancing inclusion, human rights and social justice; leveraging global and regional mechanisms for the rights of people; and advocating for taking AIDS out of isolation. The six relevant MOPAN micro-indicators assessed are a clear long-term vision and analysis of comparative advantage for the UNAIDS Joint Programme strategy (1.1), a strategy in support of global commitments (1.3), normative frameworks for gender equality in the strategy (2.1), normative frameworks for environmental sustainability in the strategy (2.2), normative frameworks for equality and human rights in the strategy (2.3), and evidence-based policy dialogue and advocacy (6.9).

TABLE 9. SECRETARIAT FUNCTION 1 AND RELEVANT MICRO-INDICATORS

| 1. Leadership, advocacy and communication | Satisfactory |
|--|-----------------------|
| 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 |

The UNAIDS Secretariat has a clear mandate and comparative advantage to provide global leadership on HIV, including consideration of social determinants through a multisectoral response. This reflects the mandate of the joint UN system, as confirmed and appreciated by global partners such as the Global Fund and PEPFAR, which see the Secretariat's ability to lead an HIV-relevant policy dialogue with member states and to advance global guidance and norms as complementing their own support at country level. With Cosponsor support, the Secretariat drives UN declarations. These in turn add to the effectiveness of the joint UN response and more broadly the global response. The Secretariat also supports UNAIDS country offices in providing leadership and advocacy in co-ordination with the joint UN teams and the Resident Coordinator system. Finally, policy positions and technical guidance produced by the Secretariat are broadly recognised as evidence based and knowledge based and are therefore seen as authoritative. Cross-cutting strengths of the Secretariat for this function are the strong alignment between the Global AIDS Strategy, the UBRAF and Sustainable Development Goal (SDG) principles and normative frameworks, including gender and human rights, and an increased focus on evidence and evaluation. Survey respondents appreciated that the Secretariat's global advocacy function has been built over decades and has the potential to do good.

Cosponsors and global partners express concerns that the Secretariat's advocacy agenda does not have sufficient focus on HIV but instead covers topics where others already engage in advocacy. The current Global AIDS Strategy broadens the scope of the Joint Programme policy advocacy beyond HIV into inequalities more broadly. The Secretariat's global advocacy work has broadened in consequence, for example, into COVID-19 response and pandemic preparedness. Even though the Global AIDS Strategy 2021-2026 and the 2022-26 UBRAF are aligned with the SDGs, key informants from Cosponsors and large global partners expressed concern about mission drift by the Secretariat in its Joint Programme advocacy role. Although they recognise the importance of addressing the social determinants of AIDS, as per the current AIDS strategy, many interview and survey respondents explicitly commented

that the Secretariat’s global advocacy agenda reflects personal priorities of the Secretariat leadership (e.g. people’s vaccine, girls’ education). Although they consider these issues to be important, they see a sharper, more explicit focus on HIV and the last mile for HIV control as more appropriate topics for the Secretariat’s global leadership and advocacy function. Besides, some respondents argued that advocacy on pandemic preparedness beyond HIV, and on girls’ education in general, is the role of relevant Cosponsors, not of the Secretariat. Respondents mentioned that successful advocacy relies not only on making headlines but also on forging and maintaining partnerships, and they expressed concern about the HIV response waning and the Secretariat’s focus on other areas that detracts from the HIV response. They emphasised that the Secretariat should instead focus on its unique value add.

Fundamental concerns exist about the Secretariat not taking the lead in developing a long-term mission and vision for the Joint Programme. Cosponsors and global partners look to UNAIDS for a long-term vision, especially beyond 2030, and would like to see the UNAIDS Secretariat step up to its global leadership role in this regard. The 2030 goal of ending AIDS as a public health threat is a critical milestone and an opportunity to develop a longer-term vision and modalities for a joint UN response. For the global HIV response, this goal is the relevant target of the SDGs and the longer-term goal of the Global AIDS Strategy 2021-2026 (UNAIDS, 2020a). Many respondents consider that this goal, “end AIDS”, has the potential to galvanise advocacy, fundraising and positive energy around the last mile needs. They also argue that a post-2030 context may be different in terms of needs – epidemic control in most countries and a need for global co-operation on vaccine and cure. These are likely to require a radically different joint UN response in terms of organisational architecture, roles and resources. The assessment found that the Secretariat senior leadership, though responsible for global leadership and co-ordinating the Joint Programme, appears reluctant to engage in this discussion or to provide strategic leadership in responding to the challenge of maintaining the relevance of the UN response. A survey respondent expressed this as the Secretariat “having lost its way”.

2. Partnerships, mobilisation and innovation (Satisfactory)

This Secretariat function entails ensuring financing of the AIDS response² and sustainability; fostering and expanding core programmatic partnerships;³ and galvanising momentum around shared AIDS global initiatives while ensuring coherence and mutual reinforcement in their implementation and seamless integration in regional and country programmes and processes. The four relevant MOPAN micro-indicators assessed are long-term vision and analysis of comparative advantage for the Global AIDS Strategy (1.1); partnerships are based on an explicit statement of comparative or collaborative advantage (6.2); synergies with development partners to encourage catalytic use of resources and avoid fragmentation (6.4); and knowledge-based advocacy (6.9).

TABLE 10. SECRETARIAT FUNCTION 2 AND RELEVANT MICRO-INDICATORS

| 2. Partnerships, mobilisation and innovation | Satisfactory |
|--|---------------------|
| 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 |

2. Funding the UNAIDS Joint Programme is part of and is discussed under “mutual accountability and governance”.

3. Partnership with Cosponsors is part of and is discussed under “mutual accountability and governance”.

The UNAIDS Secretariat function “partnerships, mobilisation and innovation” overlaps significantly with other functions. It is defined more broadly in the 2022-23 UBRAF than in the Division of Labour 2018. This assessment focuses on the relationship with PEPFAR, the Global Fund and global civil society networks.⁴

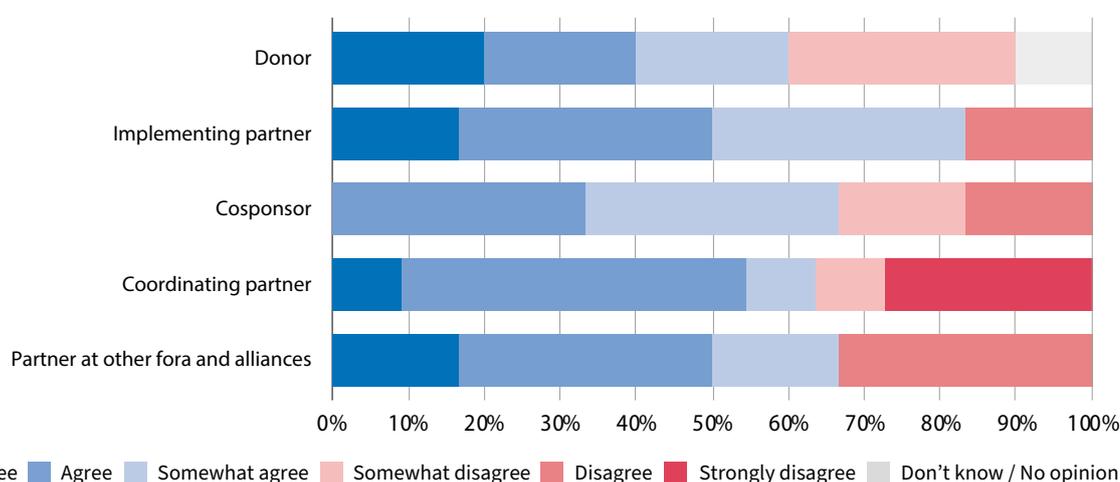
The Global AIDS Strategy and the UBRAF lay out firm commitments to working jointly with governments, civil society, communities and the private sector and in synergy with global, regional and national partners. The Secretariat developed various specific global-level partnership agreements, for example with the Global Fund. There are various informal partnerships, for example with PEPFAR and global key population networks. While many of these global partners are formally represented in governance (the PCB), operational modalities of many collaborations (e.g. joint planning, management, reporting) are not always specified (Universalia, 2017). As mentioned under the Secretariat’s strategic information function, global partners consider UNAIDS policy and technical guidance produced by the Secretariat to be evidence based. Although most survey respondents agreed that the Joint Programme’s global partnerships are based on explicit statements of comparative advantage, 3 out of 11 representatives from “co-ordinating partners” *strongly* disagreed, as shown in Figure 11; (this respondent group included senior UN and government officials).

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. Representatives from both organisations commented on the complementary role of the UN, Cosponsors and the Secretariat to engage in HIV-relevant policy dialogue with member states. It is from that perspective that respondents expressed concern about mission drift in the Secretariat and a reduced focus on HIV-specific policy issues. Survey respondents mentioned that as the technical role of the Global Fund and PEPFAR increases (besides resource mobilisation in support of national HIV responses), the Secretariat needs to ensure continued relevance of the Joint Programme vis-à-vis global partners, for example by “deepening their technical offering”.

Global civil society interviewees appreciated the partnership but identified challenges in meaningful engagement and support for resource mobilisation. Survey respondents suggested a more reasonable balance between supporting national governments and civil society, including resource allocation and technical support for community-based organisations.

4. Advocacy for resourcing the global response is included in “global leadership”.

FIGURE 11: UNAIDS GLOBAL PARTNERSHIPS ARE BASED ON EXPLICIT STATEMENTS OF COMPARATIVE ADVANTAGE



Source: 2023 MOPAN Partner Survey supporting the UNAIDS Secretariat Assessment

3. Strategic information (Satisfactory)

This Secretariat function entails monitoring the implementation of the 2021 UN General Assembly Political Declaration on Ending AIDS and target setting; leading processes for the generation of AIDS-related data; and promoting the integration of AIDS information into wider disease monitoring and surveillance systems in collaboration with Cosponsors, including new visualisation and dissemination tools. The five relevant MOPAN micro-indicators assessed are strategies responsive to frameworks for gender equality (2.1); strategies responsive to frameworks for equality and human rights (2.3); partnerships are based on comparative advantage (6.2); support to co-ordination with national and other partners in assessing progress in national HIV response (6.8); and use of knowledge to support policy dialogue and advocacy (6.9).

TABLE 11. SECRETARIAT FUNCTION 3 AND RELEVANT MICRO-INDICATORS

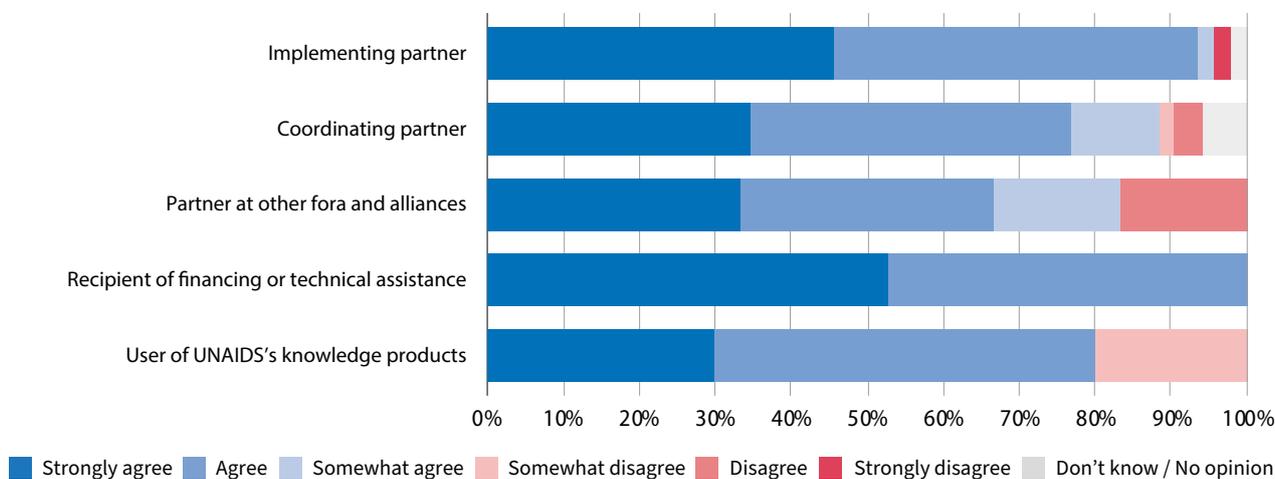
| 3. Strategic information | Satisfactory |
|--|---------------------|
| MI 2.1. Corporate/sectoral and (sample) country strategies respond to and/or reflect the intended results of normative frameworks for gender equality and women's empowerment | Highly satisfactory |
| MI 2.3. Corporate/sectoral and 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 |

Overall, the UNAIDS Secretariat appears to be largely successful in performing its function on co-ordinating strategic information. This function relates to technical work for member states, rather than monitoring of the Joint Programme implementation (covered under "mutual accountability" below). Survey respondents highlighted that this function is invaluable to partners at global and country level as they use the Secretariat Strategic Information Unit's data, analytics, modelling and information portals.

First, 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 by the Secretariat. UNAIDS Joint Programme reports, produced by the Secretariat, are considered authoritative and are therefore an important input for global policy advocacy. Data systems include Global AIDS Monitoring, the UBRAF and the Joint Programme Monitoring System (JPMS). Over 80% of all survey respondents agreed that UNAIDS knowledge products help them with their policy work, and more than 50% (19 of 36) of financial and/or technical assistance recipients and 45% (21 of 46) of implementing partners *strongly* agreed (see Figure 12).

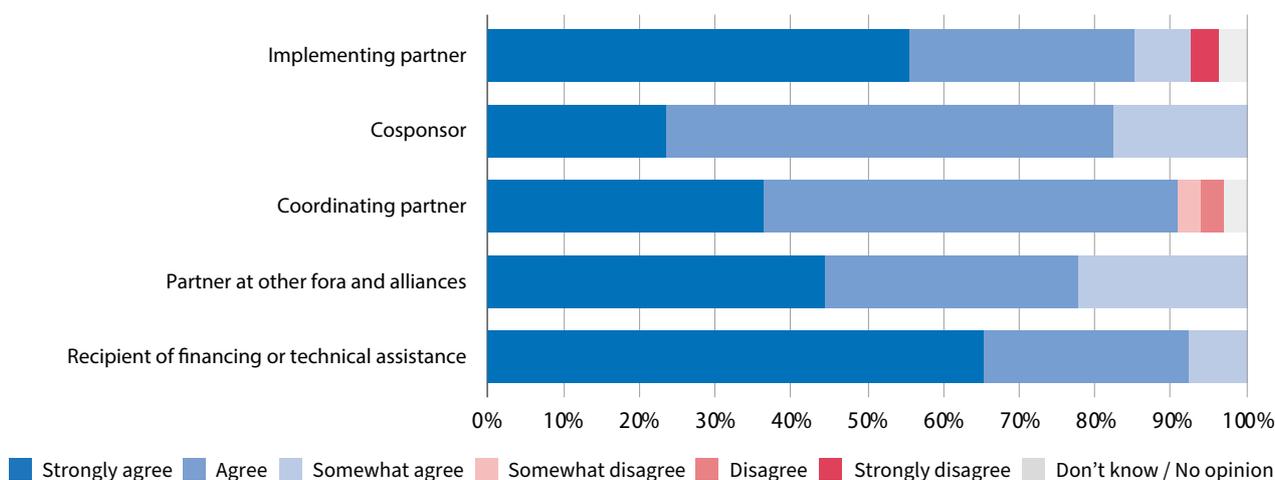
Second, the UNAIDS Secretariat supports individual countries to strengthen HIV surveillance so that they can improve planning, implementation and reporting on the HIV response towards the 2021 UN General Assembly Political Declaration and the SDGs. UNAIDS country offices and Cosponsors (e.g. WHO) support this function. Global partners such as the Global Fund and PEPFAR value the improved quality of HIV data as they rely on these for their own programming. Country representatives interviewed appreciated this technical assistance. The vast majority of survey respondents agreed that UNAIDS promotes and supports co-ordination with national and other partners in assessing progress in national HIV response. More than half of survey respondents from implementing partners (55%, or 15 of 27) and recipients of financial or technical supported (65%, 17 of 26) *strongly* agreed (see Figure 13).

FIGURE 12: UNAIDS’ KNOWLEDGE PRODUCTS ARE USEFUL FOR MY POLICY DIALOGUE/ADVOCACY WORK



Source: 2023 MOPAN Partner Survey supporting the UNAIDS Secretariat Assessment

FIGURE 13: UNAIDS PROMOTES AND SUPPORTS CO-ORDINATION WITH NATIONAL AND OTHER PARTNERS IN ASSESSING PROGRESS IN IMPLEMENTING NATIONAL HIV RESPONSE



Source: 2023 MOPAN Partner Survey supporting the UNAIDS Secretariat Assessment

The UNAIDS Joint Programme’s clear strategy, including a results and reporting framework (the UBRAF) that aligns with global response indicators, is a cross-cutting strength for the strategic information function. Cross-cutting challenges include reduced availability of resources for the Joint Programme and the uncertainty regarding the Secretariat realignment. That said, the Secretariat has been able to raise earmarked resources for the “strategic information” function, notably from the US government.

4. Co-ordination, convening and country implementation support (Satisfactory)

This Secretariat function entails ensuring country-level implementation support, Joint Programme support and integration into the UN Sustainable Development Cooperation Framework and national sustainable development priorities. The nine relevant MOPAN micro-indicators assessed are organisational architecture congruent with long-term vision and operating strategy (1.2); supportive finances (1.4); decentralised resource reallocation/programming

(3.3); transparent and adaptable resource allocation (4.1); resource disbursement as planned (4.2); interventions responsive to country and community needs (5.1); intervention designs include equity, gender, rights and environment (5.5); agile partnership and planning when conditions change (6.1): and commitment to South-South collaboration, triangular arrangements, and use of country systems (6.3).

TABLE 12. SECRETARIAT FUNCTION 4 AND RELEVANT MICRO-INDICATORS

| 4. Co-ordination, convening and country implementation | Satisfactory |
|---|---------------------|
| 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 |

The UNAIDS Secretariat introduced a “new operating model” in 2018 to strengthen country-level co-ordination, convening and implementation support (UNAIDS, 2017a). An essential component was to use 50% of 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 were generally supportive of this model. However, Cosponsor global co-ordinators interviewed mourned the loss of catalytic funds at corporate level and the loss of agency to influence their HIV programming.

The UNAIDS Secretariat supports joint UN country teams effectively with guidance notes and through UNAIDS country offices. Joint UN teams on AIDS develop joint UN support plans in line with UBRAF priorities and based on country needs assessments. The UNAIDS country office reports on progress through UBRAF systems (the JPMS), and this is consolidated at Secretariat level. Cosponsor staff and national counterparts generally perceive country support plans as useful. These plans generally align 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, as reported by Global Fund and PEPFAR informants. Other survey respondents highlighted that the situation varies per country, largely depending on the staff capacity at the UNAIDS country office and within Cosponsor organisations. Limited resources for support are a barrier.

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. In the second year of the 2022-23 biennial UBRAF, the funding crisis necessitated cuts in allocations for priority countries, i.e. funds for implementation of joint UN support plans. Survey respondents confirmed that limited resources for country-level support are a barrier.

The UNAIDS Secretariat receives additional funds for technical support to countries. The Technical Support Mechanism⁵ (TSM), largely funded by the US Agency for International Development, provides technical assistance for national strategic planning and for developing proposals for the Global Fund. The TSM is managed by the Secretariat, with an international consulting firm contracting technical experts. TSM funding is earmarked (non-core) funding to the Secretariat. Some Cosponsors express resentment that TSM funding does not sufficiently support their technical assistance role in countries at a time when it is hard to raise HIV resources. This resentment fuels ongoing debate about the Joint Programme internal collaboration and resource allocation.

5. Governance and mutual accountability (Unsatisfactory)

This Secretariat function entails prioritising and resource mobilisation, together with the Cosponsors, to fully fund the Joint Programme; supporting the Joint Programme’s inclusive governance model; leading efforts to effectively align the Joint Programme with the Quadrennial Comprehensive Policy Review; reinforcing accountability; and spearheading efforts to demonstrate the contribution of the Joint Programme to system-wide UN reform. The nine relevant MOPAN micro-indicators assessed are organisational architecture congruent with long-term vision and operating system (1.2); supportive financial framework (1.4); human and financial resources aligned to key functions (3.1); resource mobilisation consistent with mandate and priorities (3.2); transparent and adaptable decision making for resource allocation (4.1); allocated resources disbursed as planned (4.2); partnerships with Cosponsors agile when conditions change (6.1); partnerships based on comparative advantage (6.2); and co-ordinated planning, design, implementation, monitoring and reporting with Cosponsors (6.5).

TABLE 13. SECRETARIAT FUNCTION 5 AND RELEVANT MICRO-INDICATORS

| 5. Governance and mutual accountability | Unsatisfactory |
|--|-----------------------|
| 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 [<i>sic</i>] 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 | Satisfactory |

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. The Joint Programme procedures and business practices, for example the UBRAF, allow agility in the partnerships as conditions change. However, Cosponsor dissatisfaction with the Secretariat is evident at global level, especially among the global co-ordinators and the CCO. Cosponsor interviewees were more

5. The TSM is a continuation of the Technical Support Facility managed by the Secretariat from 2005 to 2017.

satisfied with co-ordination at country level. The root of the conflict is the perception that the Secretariat behaves more as a UN agency than a Secretariat for UN Cosponsors. Some survey respondents questioned the commitment of the Secretariat's management to the principles of the cosponsored Joint Programme. The Joint Programme Division of Labour that aims to define the comparative and collaborative advantages is unable to resolve this conflict.

Cosponsors interviewed do not perceive the allocation of core resources through the UBRAF as transparent. They also consider that it favours the Secretariat over Cosponsors. External assessments before 2022 also found that some Cosponsors were indeed struggling to implement their HIV mandate due to below-critical levels of HIV expert staff, while they described the Secretariat as being well endowed with human resources (using the words “overstaffed” and “overgraded”) (UNAIDS, 2019a; UNAIDS, 2019b; OPM, 2022). Survey respondents commented that the new organigram of the Secretariat needed to ensure that functions and mandate of the Secretariat remains supportive to the functioning of the Joint Programme rather than duplicate efforts of the cosponsoring organisations.

The UNAIDS Secretariat has not been able to raise the minimum funding required to implement the UBRAF since 2014, including the 2022-23 UBRAF. This is due to disappointing resource mobilisation in an already difficult funding environment, resulting in lower disbursement than planned. Survey respondents, including PCB members, remarked that the Secretariat has not prioritised resource mobilisation sufficiently for years, and that in recent years priorities less central to the mandate of the Joint Programme have too often taken centre stage, distracting senior leadership from reaching out to the donor base. In late 2022, the Secretariat updated its resource mobilisation strategy, and respondents welcomed the arrival of the new lead for resource mobilisation. However, the 2022-26 resource mobilisation plan came too late for the first biennium. This resulted in painful cuts in core funds for Cosponsors since 2022 (painful because core funds are meant to catalyse additional Cosponsor resources for HIV) and in cuts in 2023 for country envelopes, which support joint programming at country level.

Recent budget cuts added to the dissatisfaction that Cosponsors reported in relation to the Secretariat and to the lack of confidence in the Secretariat to co-ordinate the Joint Programme effectively, resulting in a vicious circle. The allocation system of UBRAF resources across Cosponsors has not been updated in the current UBRAF and remains equal (each Cosponsor receives the same allocation) rather than equitable (allocation based on need). Several external reports, survey respondents and key informants (including donors) called for a review of the Joint Programme principles and constellation in order 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 (OPM, 2022; UNAIDS, 2019a; UNAIDS, 2019b).

The Secretariat manages the Joint Programme's inclusive governance model effectively through regular PCB meetings and reports.⁶ Cross-cutting Secretariat strengths for this function are the strong alignment between the Global AIDS Strategy, the UBRAF and SDG principles and normative frameworks and an increased focus on evidence and evaluation.

PREVENTING AND RESPONDING TO SEXUAL MISCONDUCT

This section provides an assessment of the organisation's performance in protecting staff and beneficiaries from sexual misconduct, using standard MOPAN scoring and rating (see Figure 14) and Table 14. See Chapter 4 for full details of the methodology.

6. Joint Programme governance is not within the scope of this MOPAN assessment but is mentioned here because the Secretariat's core function is “governance and mutual accountability”.

FIGURE 14. MOPAN 3.1 PERFORMANCE SCORING AND RATING SCALE USED FOR ASSESSING PROTECTION FROM SEXUAL EXPLOITATION, ABUSE AND HARASSMENT

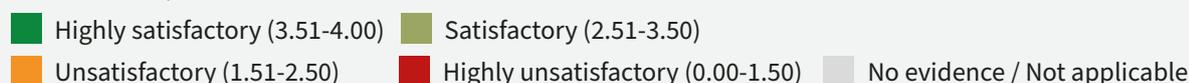


TABLE 14. PROTECTION FROM SEXUAL EXPLOITATION, ABUSE AND HARASSMENT SCORE AND RATING OVERVIEW

| Micro-indicator | Element | | | | | | | |
|--|------------------------------|------------------------------|------------------------------|------------------------------|------------------------------|------------------------------|------------------------------|------------------------------|
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| MI 4.7. Prevention of and response to sexual exploitation and abuse | Satisfactory | Unsatisfactory | Highly unsatisfactory | Unsatisfactory | Unsatisfactory | Satisfactory | Highly unsatisfactory | Highly unsatisfactory |
| MI 4.8. Prevention of and response to sexual harassment | Unsatisfactory | Unsatisfactory | Unsatisfactory | Unsatisfactory | Unsatisfactory | Highly unsatisfactory | Satisfactory | No evidence / Not applicable |
| MI 5.4. Element 5: Intervention design is based on contextual analysis, including of potential risks of sexual abuse and other misconduct with respect to host populations | No evidence / Not applicable |

Legend: ■ Highly satisfactory ■ Satisfactory ■ Unsatisfactory ■ Highly unsatisfactory

The Secretariat has strengthened policies and procedures around sexual exploitation and abuse (SEA) and sexual harassment (SH) in the wake of a high-profile sexual harassment case that affected staff confidence. However, the Secretariat still has a lot of progress to make in this area. This includes rolling out and monitoring the implementation of its policies, ensuring it is adequately staffed and resourced to do so, and implementing a victim/survivor-centred approach in line with its commitment. Only by changing the organisational culture will the Secretariat be able to build staff confidence in the policies and procedures against abusive behaviours.

TABLE 15. MICRO-INDICATOR 4.7: PREVENTION OF AND RESPONSE TO SEXUAL EXPLOITATION AND ABUSE (UNSATISFACTORY)

| MI 4.7. Prevention of and response to sexual exploitation and abuse | Unsatisfactory 1.9 |
|--|-----------------------|
| Element 1: 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 |
| Element 2: Mechanisms are in place to regularly track the status of implementation of the SEA policy at HQ and at field levels. | 2 |
| Element 3: 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 |
| Element 4: Quality training of personnel/awareness raising on SEA policies is conducted with adequate frequency. | 2 |
| Element 5: The organisation has clear standards and due diligence processes in place to ensure that implementing partners prevent and respond to SEA. | 2 |
| Element 6: 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 |
| Element 7: Actions taken on SEA allegations are timely and their number related to basic information and actions taken/reported publicly. | 1 |
| Element 8: The multilateral organisation (MO) adopts a victim-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. | 1 |

This micro-indicator relates to the prevention of and response to sexual exploitation of people outside the organisation by UNAIDS Secretariat staff and contractors. The assessment found that the Secretariat, apart from country offices and Cosponsors, does not typically implement interventions with beneficiary populations. That said, safeguarding systems are relevant for the Secretariat because it engages intensively with representatives of some of the most vulnerable populations for sexual exploitation including sex workers, transgender people, people who use drugs, men who have sex with men, women, and adolescents - in their roles as board members, implementers, consultants and UNAIDS staff.

The UNAIDS Secretariat uses the WHO Policy Directive on Protection from Sexual Exploitation and Abuse (2021). This policy (updated as of March 2023, which is beyond the scope of this assessment) is aligned to international standards and is applicable to all categories of personnel in Secretariat including in global, regional and country offices (WHO, 2021a). The UNAIDS Secretariat has developed due diligence processes since 2021 to ensure that implementing partners prevent and respond to SEA. It has done so through clauses in model contracts and inclusion of protection from sexual exploitation, abuse and harassment (PSEAH) questions in the implementing partner capacity self-assessment tool. However, it is not clear how the latter is enforced. No dedicated resources or structures specifically for protection from sexual exploitation and abuse (PSEA) are in place as PSEA is integrated with SH systems (see MI 4.8).

The UNAIDS Secretariat Ethics Office at the global centre is responsible for operationalisation and, since 2019, develops annual PSEAH action plans based on the UN Model Template. The Secretariat relies on its Ethics Office (consisting of one person) for co-ordination and training on SEA and on WHO systems, such as the Office of Internal Oversight Services and a confidential hotline, for following up allegations, investigations and reporting on SEA. The Secretariat contributes to inter-agency efforts to prevent and respond to SEA at field level and participates in SEA policy and best practice co-ordination fora at headquarters. Training and awareness raising on SEA policies are mandatory and conducted for all staff as part of broader ethics and integrity training. The Secretariat is committed to a victim-centred approach to SEA and has started to map out resources available for victim assistance, in-house or through partnership arrangements, as part of generic mental health and well-being services.

Mechanisms are being put into place to track the status of implementation of the PSEA systems at global and field levels. Monitoring of progress is informal and only at the UNAIDS global centre; there is no evidence of tracking and reporting PSEAH efforts at regional or country offices.

In line with UN standards for reporting, the UNAIDS Secretariat reports SEA allegations to iReport, a database for all SEA allegations for the UN system. It publishes them in various reports (e.g. the annual IOS report and annual human resources report to the PCB). This reporting includes the number, basic information and actions taken in investigations, but these are not clearly disaggregated for SEA and/or SH cases versus other misconduct. The Secretariat reports allegations to the UN system at country level, to the WHO Office of Internal Oversight Services (IOS). Reportedly, actions taken on SEA allegations have been slow and are dependent on WHO systems.

TABLE 16. MICRO-INDICATOR 4.8: PREVENTION OF AND RESPONSE TO SEXUAL HARASSMENT (UNSATISFACTORY)

| MI 4.8. Prevention of and response to sexual harassment | Unsatisfactory |
|--|----------------|
| Element 1: 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 |
| Element 2: Mechanisms are in place to regularly track the status of implementation of the policy on SH at HQ and at field levels. | 2 |
| Element 3: 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 co-ordinating the response, and clear responsibilities for following up with victims. | 2 |
| Element 4: 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 |
| Element 5: Multiple mechanisms can be accessed to seek advice, pursue informal resolution, or formally report SH allegations. | 2 |
| Element 6: The organisation ensures that it acts in a timely manner on formal complaints of SH allegations. | 1 |
| Element 7: 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 |

This micro-indicator relates to the prevention of and response to sexual harassment of UNAIDS Secretariat personnel by people inside the organisation.

The UNAIDS Secretariat does not have its own sexual harassment policy but uses the WHO policy. The WHO policy of 2021 on both SEA and SH is aligned to international standards and is applicable to all categories of personnel. Mechanisms are in place in WHO to review the sexual harassment policy regularly. The policy was under review during the assessment, with a new policy on sexual misconduct published in March 2023 (WHO, 2021a; WHO, 2021b).

The UNAIDS Secretariat currently has identifiable roles and structures in place for implementing the policy and procedures on sexual harassment. The Secretariat’s Ethics Office is responsible for the implementation of the policy but refers to the WHO IOS for follow-up. However, there are limited support channels for victims, and responsibilities for following up with victims are unclear. Multiple mechanisms exist for advice, for pursuing informal resolution, or for formally reporting sexual harassment allegations. Staff awareness of these mechanisms is high, as evidenced by staff surveys (UNAIDS, 2021e; UNAIDS, 2022c). The Secretariat cannot ensure that it acts in a timely manner on formal complaints of sexual harassment allegations, however, as it relies on WHO systems. The Secretariat reports the number and nature of actions taken in response to sexual harassment in public reports to the PCB and feeds outcomes into the UN ClearCheck mechanism to avoid rehiring of perpetrators.

Since the last MOPAN review, a highly publicised sexual harassment case involving senior staff highlighted the failing of earlier procedures. 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 2018 Independent Expert Panel report concluded that “leadership of UNAIDS are responsible for a culture of impunity for abuse of office, bullying, and harassment, including sexual harassment” and recommended a comprehensive set of prioritised measures on leadership, governance, management and procedures; among these were to establish accountability of the executive director; recondition the leadership team and create a Memorandum of Understanding (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 independent external redress system with one entry point; and expand protection

(UNAIDS, 2018f). The Secretariat’s management response to the investigation, entitled “an agenda for eliminating all forms of harassment and upholding dignity, accountability and well-being in the workplace” (UNAIDS, 2018g), took on board all recommendations and promised a “management action plan”.

The Secretariat has developed action plans and mechanisms for PSEAH since 2019 and reported on these, but staff confidence and willingness to use new reporting systems remain low. In March 2019, senior management presented the promised “management action plan for a healthy, equitable and enabling workplace for all UNAIDS staff”. The plan is not PSEAH specific but a wider organisational culture agenda, with two relevant action items: PSEAH policies and systems and collaboration with the WHO IOS. An update on implementation progress towards the action plan outputs happened in the December 2019 PCB; since then, the management action plan areas of change are discussed in “strategic human resource updates” to the PCB, but not PSEAH. Meanwhile, the strengthened Ethics Office became in charge of PSEAH, developed annual “entity level” PSEAH action plans (per standard UN format) since 2019, reports to the UN Special Coordinator on SEA on these annual plans. Besides, Ethics Office reports to the PCB include text on PSEAH since June 2022. Progress reported in these reports includes PSEAH modules in staff and consultant agreements and in assessments of implementing partners, PSEAH focal points in all UNAIDS offices, compulsory training for all staff, a #Respect campaign and a hotline for safe reporting. Despite these efforts, 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% of respondents agreed that they would feel safe reporting a case of discrimination, abuse of authority, ill treatment and sexual harassment in UNAIDS, which is a 10% improvement since the 2020 survey but remains 7% below the UN benchmark. Similarly, only 32% of the 77% (65) of staff who experienced any type of harassment or abuse did actually report this (UNAIDS, 2021e; UNAIDS, 2022c). MOPAN survey respondents confirmed that despite the policies and improvements, the staff still complain about fear of retaliation, which jeopardises their well-being.

TABLE 17. MICRO-INDICATOR 5.4. (ELEMENT 5): INTERVENTION DESIGN IS BASED ON CONTEXTUAL ANALYSIS, INCLUDING OF POTENTIAL RISKS OF SEXUAL ABUSE AND OTHER MISCONDUCT WITH RESPECT TO HOST POPULATIONS (NOT APPLICABLE)

| | |
|--|-----|
| MI 5.4. Element 5: Intervention design is based on contextual analysis, including of potential risks of sexual abuse and other misconduct with respect to host populations. | N/A |
| Assessment: The UNAIDS Secretariat is not engaged in direct implementation/interventions with host populations. | |

According to the Division of Labour in the UN Joint Programme on AIDS, the UNAIDS Secretariat does not undertake or support interventions directly. This is the role of Cosponsors. UNAIDS country offices may contract with implementing partners, but UNAIDS country offices are beyond the scope of the MOPAN review.

There is no documentary evidence of guidance for UNAIDS country offices and joint UN teams regarding specific PSEAH risk assessment. One of the five core functions of the Secretariat is to support country responses through joint UN teams on AIDS and UNAIDS country offices, including their contractors. Ethics Office staff report increased awareness of SEA and SH risks across the project cycle and confirm that clauses are included in relevant agreements. However, there is no guidance or risk assessment matrix at design or risk monitoring during implementation either for use by UNAIDS country offices or for joint UN programmes on AIDS. Cosponsors are responsible for preventing and responding to sexual abuse and other misconduct of their own staff and contractors.

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ABOUT THE ASSESSMENT



THE ASSESSMENT APPROACH

The approach to MOPAN assessments has evolved over time to adjust to the needs of the multilateral system. The MOPAN 3.1 methodology is the latest iteration (MOPAN, 2020). Starting in 2020, all assessments, including this one, have used the MOPAN 3.1 methodology, which was endorsed by MOPAN members in early 2020. The MOPAN framework draws on international standards and reference points, as described in the MOPAN 3.1 methodology manual. The approach differs from the previous (3.0) approach (used in assessments since 2015) in the following ways:

- Integration of the principles of the 2030 Sustainable Development Agenda into the framework.
- Two new micro-indicators relating to prevention and response to sexual exploitation and abuse and sexual harassment.
- The incorporation of elements measuring key dimensions of reform of the United Nations Development System.
- A reshaped relationship management performance area, with updated and clearer key performance indicators (KPIs) 5 and 6, which better reflect coherence and focus on how partnerships operate on the ground in support of partner countries (KPI 5) and how global partnerships are managed to leverage the organisation's resources (KPI 6).
- A refocused and streamlined results component.
- A change to how ratings (and their corresponding colours) are applied based on scores defined for indicators. Compared to the previous assessments conducted under MOPAN 3.0, the threshold for a rating has been raised to reflect the increasing demands for organisational performance in the multilateral system. The underlying scores and approach to scoring are unaffected. This approach was already implemented in MOPAN 3.0* (2019 cycle).

MOPAN conducted Annual Surveys from 2003 to 2008 and used a methodology called the MOPAN Common Approach during 2009-14. The MOPAN 3.0 approach was first adopted for the 2015-16 cycle of assessments.

In 2019, MOPAN 3.0 was relabelled as MOPAN 3.0* to acknowledge a change in the way in which ratings (and their corresponding colours) were aligned with the scores defined for indicators.

APPLYING MOPAN 3.1 TO THE UNAIDS SECRETARIAT

This MOPAN assessment of the UNAIDS Secretariat uses an adapted version of the MOPAN 3.1 framework, taking both a backward-looking and a forward-looking perspective. The decision to take an adapted approach was endorsed by the MOPAN Steering Committee in October 2021. The reason for this change was the recognition that a (conventional) MOPAN assessment looking back on UNAIDS' performance, based on the previous UNAIDS strategy, would no longer be relevant. It would be onerous and duplicative for the UNAIDS Secretariat, adding little value for members and the organisation. At the time of assessment, it was still not possible to undertake a MOPAN assessment checking performance against the newly adopted strategy. The UNAIDS Joint Programme and the Secretariat were still in transition, adapting and aligning themselves to the requirements of the new strategy. It was also agreed that since there were no evaluations against the 2022-26 UBRAF, results against the new strategy could not be assessed. This means that KPIs 9-12 are out of scope for this assessment.

With this in mind, MOPAN decided that the objective of the assessment would be twofold: first, to assess for the remaining period of the 2016-21 UBRAF (i.e. January 2017-March 2021) on whether the MOPAN findings from 2017-18 have been successfully addressed and second, to assess how fit for purpose the Secretariat is to perform the core

TABLE 18. PERFORMANCE AREAS AND KEY PERFORMANCE INDICATORS

| Aspect | Performance area | Key performance indicator (KPI) |
|--|-------------------------|--|
| Organisational effectiveness | Strategic management | KPI 1: Organisational architecture and financial framework enable mandate implementation and achievement of expected results |
| | | KPI 2: Structures and mechanisms support the implementation of global frameworks for cross-cutting issues at all levels in line with the 2030 Sustainable Development Agenda principles |
| | Operational management | KPI 3: Operating model and human and financial resources support relevance and agility |
| | | KPI 4: Organisational systems are cost- and value-conscious and enable financial transparency and accountability |
| | Relationship management | KPI 5: Operational planning and intervention design tools support relevance and agility in partnerships |
| | | KPI 6: Working in coherent partnerships directed at leveraging and catalysing the use of resources |
| | Performance management | KPI 7: Strong and transparent results focus, explicitly geared towards function |
| | | KPI 8: Evidence-based planning and programming applied |
| Development / humanitarian effectiveness | Results | KPI 9: Development and humanitarian objectives are achieved, and results contribute to normative and cross-cutting goals |
| | | KPI 10: Interventions are relevant to the needs and priorities of partner countries and beneficiaries, as the organisation works towards results in areas within its mandate |
| | | KPI 11: Results are delivered efficiently |
| | | KPI 12: Results are sustainable |

Source: MOPAN (2020), 2020 Assessment Cycle MOPAN Methodology: MOPAN 3.1 Methodology, http://www.mopanonline.org/ourwork/themopanapproach/MOPAN_3.1_Methodology.pdf

functions agreed in UNAIDS' Division of Labour for 2022-26, the period of the Global AIDS Strategy and the 2022-26 UBRAF.

The backward-looking component assesses the five areas for attention, summarised as follows:

1. congruence of organisational architecture with vision and operating model
2. financial forward planning
3. global co-operation and co-ordination
4. an independent evaluation function
5. cross-cutting issues, including environmental sustainability and climate change.

The forward-looking component assesses the five Secretariat functions, summarized as follows:

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.

For each component, the assessment team agreed a purposive selection of relevant MOPAN micro-indicators in discussion with MOPAN and the UNAIDS Secretariat. During the data analysis phase, the team agreed a further refinement in consultation with UNAIDS Secretariat focal points, based on the experience of implementing the adapted methodology to the evidence base. This both ensured a sufficiently large number of micro-indicators for each area of attention and Secretariat function and improved the validity and utility of the assessment. Where a micro-indicator is used several times, it is assessed in relation to the area under consideration so it is not duplicative. Therefore, the rating can differ depending on the angle taken. Since KPIs 9-12 (related to results) are out of scope, the final selection of micro-indicators is from MOPAN KPIs 1-8 only (see Table 19).

TABLE 19. KEY PERFORMANCE INDICATORS AND MICRO-INDICATORS INCLUDED IN BACKWARD-LOOKING AND FORWARD-LOOKING ASSESSMENTS

| KPIs | Backward-looking | Forward-looking |
|--|------------------|-----------------|
| KPI 1: Organisational architecture and financial framework enable mandate implementation and achievement of expected results | 1.1 | 1.1 |
| | 1.2 | 1.2 |
| | 1.3 | 1.3 |
| | 1.4 | 1.4 |
| KPI 2: Structures and mechanisms support the implementation of global frameworks for cross-cutting issues at all levels in line with the 2030 Sustainable Development Agenda principles | 2.1 | 2.1 |
| | 2.2 | 2.2 |
| | 2.3 | 2.3 |
| | 2.4 | 2.4 |
| KPI 3: Operating model and human and financial resources support relevance and agility | 3.1 | 3.1 |
| | 3.2 | 3.2 |
| | 3.3 | 3.3 |
| | 3.4 | 3.4 |
| KPI 4: Organisational systems are cost- and value-conscious and enable financial transparency and accountability | 4.1 | 4.1 |
| | 4.2 | 4.2 |
| | 4.3 | 4.3 |
| | 4.4 | 4.4 |
| | 4.5 | 4.5 |
| | 4.6 | 4.6 |
| | 4.7 | 4.7 |
| | 4.8 | 4.8 |
| KPI 5: Operational planning and intervention design tools support relevance and agility in partnerships | 5.1 | 5.1 |
| | 5.2 | 5.2 |
| | 5.3 | 5.3 |
| | 5.4 | 5.4 |
| | 5.5 | 5.5 |
| | 5.6 | 5.6 |
| | 5.7 | 5.7 |

The scope of the assessment includes only the UNAIDS Secretariat and global systems. This means that the assessment of the Joint Programme as a whole is out of scope because Cosponsors have their own MOPAN assessments. Similarly, the performance and systems of UNAIDS Regional Support Teams and UNAIDS country offices are out of scope. Their role is considered only where relevant, e.g. in the assessment of the Secretariat functions that play out at country level such as under the “country support”, “strategic information” and “global partnership” functions.

TABLE 19. KEY PERFORMANCE INDICATORS AND MICRO-INDICATORS INCLUDED IN BACKWARD-LOOKING AND FORWARD-LOOKING ASSESSMENTS *continued*

| KPIs | Backward-looking | Forward-looking |
|---|------------------|-----------------|
| KPI 6: Working in coherent partnerships directed at leveraging and catalysing the use of resources | 6.1 | 6.1 |
| | 6.2 | 6.2 |
| | 6.4 | 6.4 |
| | 6.4 | 6.4 |
| | 6.5 | 6.5 |
| | 6.6 | 6.6 |
| | 6.7 | 6.7 |
| | 6.8 | 6.8 |
| | 6.9 | 6.9 |
| KPI 7: Strong and transparent results focus, explicitly geared towards function | 7.1 | 7.1 |
| | 7.2 | 7.2 |
| | 7.3 | 7.3 |
| | 7.4 | 7.4 |
| | 7.5 | 7.5 |
| KPI 8: Evidence-based planning and programming applied | 8.1 | 8.1 |
| | 8.2 | 8.2 |
| | 8.3 | 8.3 |
| | 8.4 | 8.4 |
| | 8.5 | 8.5 |
| | 8.6 | 8.6 |
| | 8.7 | 8.7 |
| KPI 9-12: Results | 9-12 | 9-12 |

Legend: ■ Included ■ Not included

TABLE 20. SELECTION OF MICRO-INDICATORS FOR THE BACKWARD-LOOKING ASSESSMENT

| Relevant micro-indicators* | Areas for attention | | | | |
|--|-----------------------------|--------------------|----------------------|---------------------|------------------------------|
| | Organisational architecture | Financial Planning | Global co-ordination | Evaluation Function | Environmental Sustainability |
| 1.1. Strategic plan and intended results based on a clear long-term vision | X | | | | |
| 1.2. Organisational architecture congruent with a clear long-term vision | X | | | | |
| 2.1. Strategy responds to gender equality | | | | | X |
| 2.2. Strategies respond to climate change | | | | | X |
| 3.1. Resources align to key functions | X | | | | |
| 4.1. Resource allocation, adaptable to context | | | X | | |
| 5.5. Intervention based on normative context analysis | | | | | X |
| 6.1. Procedures make partnerships (with Cosponsors) more agile | | X | | | |
| 6.4. Synergies with development partners | | X | X | | |
| 6.5. Co-ordination with relevant partners | | X | X | | |
| 6.6. Key information shared with strategic partners on ongoing basis | | | X | | |
| 8.1. A corporate independent evaluation function exists | | | | X | |
| 8.2. Consistent, independent evaluation of results | | | | X | |
| 8.3. Systems applied to ensure the quality of evaluations | | | | X | |
| 8.4. Mandatory demonstration of evidence for new interventions | | | | X | |

Micro-indicators selected for assessment are marked with X.

* MI descriptions are shortened for clarity; each MI contains more detail, including five additional elements.

TABLE 21. SELECTION OF MICRO-INDICATORS FOR THE FORWARD-LOOKING ASSESSMENT

| Relevant micro-indicators* | Secretariat functions | | | | |
|--|-----------------------|---------------------|----------------|-----------------|-----------------------|
| | Leadership | Global Partnerships | Strategic info | Country Support | Mutual Accountability |
| 1.1. Strategic plan based on a clear, long-term vision | X | X | | | |
| 1.2. Organisational architecture congruent with strategy | | | | X | X |
| 1.3. Strategy supports SDGs | X | | | | |
| 1.4. Budget follows strategy | | | | X | X |
| 2.1. Strategy responds to gender equality | X | | X | | |
| 2.2. Strategies respond to climate change | X | | | | |
| 2.3. Strategies respond to vulnerable people | X | | X | | |
| 3.1. Human/financial resources align to key functions | | | | | X |
| 3.2. Resource mobilisation aligns with priorities | | | | | X |
| 3.3. Resource reallocation / programming decisions are decentralised | | | | X | |
| 4.1. Resource allocation adaptable to context | | | | X | X |
| 4.2. Allocated resources disbursed as planned | | | | X | X |
| 5.1. Strategies must be responsive to beneficiaries | | | | X | |
| 5.5. Intervention based on normative context analysis | | | | X | |
| 6.1. Procedures make partnerships more agile | | | | X | X |
| 6.2. Partnerships based on comparative advantage | | X | X | | X |
| 6.3. Alignment to country systems | | | | X | |
| 6.4. Synergies with development partners | | X | | | |
| 6.5. Co-ordination with relevant partners | | | | | X |
| 6.8. Co-ordinated monitoring with national partners | | | X | | |
| 6.9. Knowledge base used for policy dialogue | X | X | X | | |

Micro-indicators selected for assessment are marked with X.

* MI descriptions are shortened for clarity; each MI contains more detail, including five additional elements.

Lines of evidence

This assessment relies on three lines of evidence: a document review, a partner survey, and stakeholder interviews and consultations. The assessment team collected and reviewed a significant body of evidence.

The document review included 196 publicly available documents published between 2017 and 2022 as well as guidelines and policies that are “current and in force”. These were limited to those in final form, recognised by management and available in English. The document review included five evaluations. In consultation with UNAIDS focal points, an initial set of core documents was identified. During the inception interviews, the assessment team further updated the list to add relevant documents identified by key informants.

A total of 291 partners responded to the survey, representing a 26.3% response rate. Partners surveyed fall into the following categories: Programme Coordinating Board (PCB) members, donors, direct partners, implementing partners, Cosponsors, co-ordinating partners, partners at other fora and alliances, recipients of financing of technical assistance, users of UNAIDS data and other knowledge products, and key population networks. The survey was conducted from 12 December 2022 to 26 January 2023. For more details, see Part II: Technical and Statistical Annex of the 2022 MOPAN assessment of the UNAIDS Secretariat.

Interviews and consultations took place virtually between October 2022 and January 2023. Fifty key informant interviews were held with several members of the UNAIDS Secretariat Executive Office; regional directors; members of the Technical Management team; UNAIDS country directors; global and country representatives from several Cosponsors; the Committee of Cosponsoring Organizations, key population groups and the protection from sexual exploitation, abuse and harassment (PSEAH) management team (group consultations); civil society; representatives of UNAIDS global partners; and global experts.

METHODOLOGY FOR SCORING AND RATING

The rating and scoring for the UNAIDS Secretariat were modified in the inception phase to suit the purpose of the assessment. The standard approach to scoring and rating under MOPAN 3.1 is described in the 2020 methodology manual (MOPAN, 2020). Since this assessment uses an adapted methodology and takes an advisory angle, it uses a qualitative approach to rating. Ratings are built on judgement criteria rather than using the standard MOPAN quantitative scoring. They have been slightly reworded from the standard MOPAN wording to reflect these.

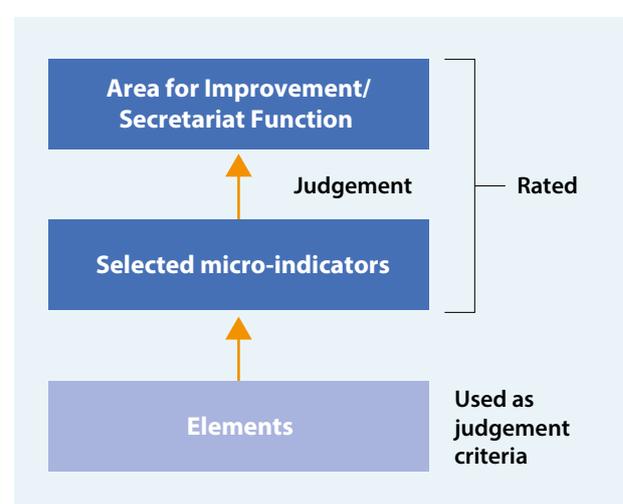
FIGURE 15: RATING CATEGORIES APPLIED IN BACKWARD-LOOKING AND FORWARD-LOOKING ASSESSMENTS

| 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 |

During the analysis, the assessment team made qualitative judgements on the various elements of relevant micro-indicators. These gave a qualitative rating for each area for attention or Secretariat function. Figure 16 summarises this upward flow of assessment.

When assessing the micro-indicators relating to PSEAH, however, we have maintained the standard MOPAN scoring and rating approach to ensure consistency with other assessments. MOPAN's micro-indicators 4.7 and 4.8, with 15 associated elements, as well as element 5.4.5, have therefore been assessed in line with MOPAN's scoring and rating scale (see Figure 17 and Figure 18). Elements are averaged to constitute the micro-indicator score. The PSEAH component is analysed and rated separately from the forward-looking and backward-looking components.

FIGURE 16: MOPAN RATING APPROACH FOR UNAIDS SECRETARIAT ASSESSMENT



Source: MOPAN

FIGURE 17: RATING CATEGORIES APPLIED IN PROTECTION FROM SEXUAL EXPLOITATION, ABUSE AND HARASSMENT ASSESSMENT AT ELEMENT LEVEL

| Score | | Description |
|-------|----------------------------------|---|
| 4 | Exceeds conditions/Good practice | Element is fully implemented/implemented in all cases. This is representative of international good practice. |
| 3 | Meets conditions | Element is substantially implemented/implemented in the majority of cases |
| 2 | Approaches conditions | Element is partially implemented/implemented in some cases |
| 1 | Partially meets conditions | Element is present but not implemented/implemented in zero cases. |
| 0 | Does not meet conditions | The element is relevant but not present |
| N/A | Not applicable | Element does not apply to the MO's mandate and context |
| N/E | No evidence | Not possible to assess the element as no evidence is available. |

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

FIGURE 18: RATING CATEGORIES APPLIED IN ASSESSING PROTECTION FROM SEXUAL EXPLOITATION, ABUSE AND HARASSMENT AT MICRO-INDICATOR 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/themopanapproach/MOPAN_3.1_Methodology.pdf.

ASSESSMENT PROCESS

TABLE 22. ASSESSMENT PHASES AND ACTIVITIES

| ASSESSMENT PHASE | Pre-inception July 2021 – January 2022 | Inception February 2022 – October 2022 | Evidence collection October 2022 – January 2023 | Analysis January 2023 – April 2023 | Reporting May 2023 – August 2023 |
|--------------------------------|---|--|--|--|--|
| Key activities | <ul style="list-style-type: none"> Development of options for assessment Steering Committee | <ul style="list-style-type: none"> Adaptation of indicator framework Preparation of evidence collection – survey partners, key informants and key documents | <ul style="list-style-type: none"> Key informant interviews Document review Partner survey | <ul style="list-style-type: none"> Triangulation Learning sessions Evidence documentation | <ul style="list-style-type: none"> Report drafting Quality assurance Presentations |
| Key activities timeline | <ul style="list-style-type: none"> Kick-off discussions with UNAIDS <i>July-September 2021</i> MOPAN Steering Committee Meeting endorsement <i>October 2021</i> | <ul style="list-style-type: none"> Scoping interviews <i>June 2022</i> Draft Inception Report <i>July 2022</i> Final Inception Report <i>October 2022</i> | <ul style="list-style-type: none"> Key informant interviews <i>October 2022-January 2023</i> Document review <i>October 2022-January 2023</i> Partner survey launch and closure <i>December 2022-January 2023</i> | <ul style="list-style-type: none"> Evidence file to MOPAN Secretariat <i>February 2022</i> Summary Analysis Table (Annex A in Part II) to MOPAN Secretariat <i>March 2022</i> Preliminary findings to UNAIDS Secretariat <i>April 2022</i> Feedback received from UNAIDS <i>May 2023</i> | <ul style="list-style-type: none"> Quality assurance of Draft Assessment Report by MOPAN Secretariat <i>May 2023</i> Fact-check of Draft Assessment Report by UNAIDS and Institutional Leads <i>June 2023</i> Final Assessment Report <i>July-August 2023</i> |

LIMITATIONS

The limitations specific to this assessment of the UNAIDS Secretariat and the impact on the confidence that can be ascribed to the findings are summarised in the following list:

1. Although we are confident that the documents reviewed for this assessment give a broadly adequate picture, we had to limit ourselves to just over 200 documents.
2. 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. Also, survey respondents assigned themselves to sub-groups, which may have led to confusion as sub-groups overlap.
3. 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.
4. The backward-looking component required key informants to reflect on how the UNAIDS Secretariat had addressed various aspects of organisational effectiveness in the 2016-21 period. In most instances, however, 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.
5. The forward-looking assessment identified early on that this MOPAN assessment happened at a time when the UNAIDS Secretariat is confronting several serious challenges. To increase the utility of this MOPAN assessment for the UNAIDS Secretariat and the PCB, the selection of KPIs and micro-indicators in the forward-looking assessment was further targeted to these key issues. The trade-off is that this MOPAN assessment may be biased towards a limited set of problematic areas and does not highlight certain unproblematic organisational policies and practices.
6. There is a certain disconnect between the language and content of MOPAN 3.1 micro-indicators and elements and the issues explored in the backward-looking and forward-looking assessments, as was anticipated during the inception report. During the analysis phase, the assessment team, in consultation with the UNAIDS Secretariat and MOPAN, proposed revision and alignment of the selection of micro-indicators, thus improving the validity and reliability of the assessment.
7. Finally, general strengths and limitations of the MOPAN 3.1 methodology, which are laid out in Section 8 of MOPAN 3.1, apply to this assessment, too.

REFERENCES

MOPAN (2020), *2020 Assessment Cycle MOPAN Methodology: MOPAN 3.1 Methodology*, http://www.mopanonline.org/ourwork/themopanapproach/MOPAN_3.1_Methodology.pdf.

