

UNAIDS REVISED OPERATING MODEL AND UN80

Report prepared by the PCB Bureau

Additional documents for this item: N/A

Action required at this meeting—the Programme Coordinating Board is invited to:

- *Recall and reaffirm* all decision points on the revised operating model of the Joint Programme taken at the 56th PCB meeting in June 2025, including the course of reform and timelines;
- *Reiterate* the importance of integrating the PCB's decisions on reform and transformation into future discussions on UNAIDS of the UN80 Initiative.

Cost implications for the implementation of the decisions: *none*

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Introduction

1. Following the release of the United Nations (UN) Secretary-General's reform proposals in his latest UN80 progress report, "Shifting paradigms: united to deliver", the Programme Coordinating Board (PCB) Bureau agreed to include an agenda item at the Special Session of the PCB on 8 October 2025 on the Joint Programme's revised operating model and UN80. The agenda item will give PCB stakeholders an opportunity to share perspectives on proposals that pertain to UNAIDS in the UN80 progress report, in view of the decisions already taken in this regard by the Board. To support the discussion at the Special Session, this paper, prepared by the PCB Bureau, recalls the process and timeline agreed to by the PCB on the reform of UNAIDS.

Revised operating model of the Joint Programme

2. At the 53rd PCB meeting in December 2023, PCB members requested the Executive Director and Committee of Cosponsoring Organisations (CCO) to revisit the operating model, supported by external expert facilitation and through appropriate consultations, including with the PCB members and participants.¹
3. To that end, the UNAIDS Executive Director and the Director-General of the International Labour Organization (ILO), on behalf of the Joint Programme, convened a high-level panel of diverse stakeholders in the HIV response, which made a set of recommendations to the Joint Programme.² The Panel worked in an inclusive and collaborative manner to produce its recommendations, benefitting from inputs from and discussions with the PCB NGO delegation, UNAIDS Group of Friends, civil society networks, Cosponsor and Secretariat leadership and staff, and other national and global stakeholders.
4. On the basis of those recommendations, the UNAIDS Executive Director and the Director-General of the ILO presented a revised operating model to the Board for its consideration at the 56th PCB meeting in June 2025.³ The revised model sets out a clear, two-phase roadmap for the transformation of UNAIDS, with the first phase to be implemented immediately and the second phase commencing in 2027.

¹ https://www.unaids.org/en/resources/documents/2023/53rdPCB_Decisions

² https://www.unaids.org/sites/default/files/2025-05/high-level-panel-resilient-fit-for-purpose-unaid-report_en.pdf

³ https://www.unaids.org/sites/default/files/2025-06/PCB56_Revised_Operating_Model_rev2.pdf

Figure 1. Current operating model versus new operating model

Summary overview		
Current Operating Model vs New Operating Model		
Operating model areas	Current Operating Model	New Operating Model
Secretariat staff numbers	870	294
Secretariat country footprint	81	54
Secretariat functions	Multiple functions	Reduced to 4 core functions
Number of Cosponsors	11	Up to 6 lead cosponsors
Affiliate Cosponsors	0	At least 5
New affiliate Cosponsors	-	Can be considered
Civil society participation in Joint Teams on AIDS at country/regional level	No	Yes
Joint fundraising with civil society at country and regional level	No	Yes
Resource mobilisation	Reliance on core	Gradual shift to reliance on joint mobilization of non-core
Country envelope allocation to countries	Passes through Cosponsors at global level	Simplified models of transfer being explored
Joint accountability framework; workplan and budget	UBRAF	Simplified framework – lighter planning, monitoring and reporting
Resource allocation	Based on evolving resource mobilization forecasts and proposals to the PCB	Funding scenarios to guide future proposals to the PCB
PCB meetings	2 face-to-face meetings per annum	1 face-to-face meeting and 1 virtual meeting per annum

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Decisions by the PCB and ECOSOC on the revised operating model

5. The proposed revised operating model presented to the PCB by the Executive Director and the Chair of the CCO builds on the recommendations of the high-level panel, which had a diverse stakeholder membership reflecting all aspects of the HIV response. The revised model was agreed upon after through discussions at the PCB, with engagement from all of its members and a diverse range of participants and observers.
6. When Board members endorsed the revised operating model at the 56th PCB meeting in June 2025, it was noted that additional decisions would be taken at the Special Session of the PCB in October 2025 and at subsequent PCB meetings. The PCB has also requested regular updates from the Executive Director on the implementation of the revised operating model until 2027, which would help inform the UN80 debate and decision-making. The following decisions were taken on this topic at the 56th PCB meeting:
 - *Welcomes* the work and recommendations of the High-level panel on a resilient and fit-for-purpose UNAIDS Joint Programme in the context of the sustainability of the HIV response;
 - *Takes note* of the Executive Director and CCO's Report on the recommendations for revisions to the Joint Programme operating model (UNAIDS/PCB(56)25.15);
 - *Welcomes* the clear articulation of the Secretariat's four core functions as (1) leadership and advocacy; (2) convening and coordination; (3) accountability through data, targets, strategy; and (4) community engagement, while requesting that actions to address inequalities are integrated across these four priorities and recalling the guiding principles of UNAIDS's work;
 - *Endorses* the revised operating model of the Joint Programme, as set out in this report (UNAIDS/PCB(56)25.15), noting that additional decisions will be taken on the operating model at the Special Session of the PCB in October 2025 and subsequent PCB meetings in line with future decisions of the UN80 Initiative;

- *Requests* the Executive Director to provide regular updates on the operationalization of the revised operating model starting at the 57th PCB meeting in December 2025;
 - *Requests* the Executive Director, to define a review process of the revised operating model by the 57th PCB in December 2025, in consultation with the Cosponsors and PCB stakeholders, and undertake that review by June 2027 at the latest to inform the PCB's decision making, subject to ECOSOC decisions, on the further transition of the Joint Programme within the wider UN system to sustain global progress towards ending AIDS as a public health threat.
7. In the context of the informal consultations of the 2025 UN Economic and Social Council (ECOSOC) resolution on the Joint Programme, ECOSOC members and observers consulted on the draft resolution, which represented another opportunity for further discussions amongst Member States on the changes to the operating model. The draft resolution was considered by ECOSOC members and observers in New York on 29 July 2025. ECOSOC adopted the text and formally noted these decisions in consensus Resolution E/RES/2025/20 on the Joint Programme.⁴
 8. Following the 56th PCB meeting in June and the ECOSOC session on 29 July, the UNAIDS Executive Director submitted to the UN Secretary-General the decisions of the PCB, as well as the ECOSOC 2025 resolution on UNAIDS.
 9. In line with the timeline agreed at the 56th PCB meeting, the Board will receive an update on the implementation of the revised operating model of the Joint Programme and its review process at the 57th PCB meeting in December 2025.⁵

Summary of the UN80 Initiatives' proposals on UNAIDS and Cosponsors

10. On 18 September, the UN Secretary-General published his first progress report under the UN80 Initiative, "Shifting paradigms: united to deliver",⁶ which sets out a series of proposed reforms for the UN system.
11. This progress report is the product of intensive, UN System-wide consultations. Following discussion of the UN80 Initiative at the session of the Chief Executives Board in May 2025, all Principals of the UN System were engaged across seven thematic clusters: peace and security; development (Secretariat); development (system); specialized agencies; human rights; humanitarian activities; and training and research. The specific structural recommendations that pertain to the Joint Programme were part of cluster 3.
12. Cluster 3 of the report contains a proposal to "sunset" UNAIDS by the end of 2026, which would entail mainstreaming capacity and expertise into relevant entities of the UN development system in 2027. Other proposals also cover several Cosponsoring organizations. One proposal is to merge the UN Development Programme (UNDP) with the UN Office for Project Services (UNOPS), subject to a thorough assessment of the benefits of the merger, with initial analysis presented to the Executive Board in February 2026. Another proposal is to merge the UN Population Fund (UNFPA) with UN Women, subject to a thorough assessment of the benefits, with initial results presented to Member States in early 2026.

⁴ <https://docs.un.org/en/E/RES/2025/20>

⁵ https://www.unaids.org/sites/default/files/2025-09/PCB57_Draft_Annotated_Agenda.pdf

⁶ https://www.un.org/un80-initiative/sites/default/files/2025-09/UN80_WS3-1_250921_1238.pdf

13. In his introduction of the report, the UN Secretary-General underscored that Member States and governing bodies were to determine the way forward for implementing reforms.
14. The UNAIDS Executive Director has kept the Secretary-General and the UN80 team fully apprised of the work of the high-level pane, and the development of the revised operating model of the Joint Programme, including the Board's consideration of it at its 56th meeting and the relevant decisions taken by the governing bodies, both within the PCB and ECOSOC.

PCB Bureau meeting on 22 September 2025

15. The PCB Bureau convened on 22 September 2025⁷ for an extraordinary meeting to discuss the proposal in the UN80's progress report concerning UNAIDS.
16. Bureau members reaffirmed the consensus decisions taken by the PCB and ECOSOC in June and July 2025, underscoring that these constitute the agreed way forward for the Joint Programme and must therefore guide any UN80 deliberations relating to UNAIDS.
17. Bureau members emphasized the importance of protecting the integrity of the ongoing reform process and avoiding further disruption to the HIV response. They expressed concern that the progress report did not reflect the PCB and ECOSOC decisions, leading to confusion among stakeholders, particularly civil society and donors.
18. The NGO Delegation informed the Bureau of its statement⁸ expressing deep alarm over the proposal to "sunset" UNAIDS and supporting the agreed path for UNAIDS's transformation. The statement, which by 26 September had been signed by more than 900 richly diverse community organizations from across the world, calls on the UN Secretary-General to meet with the NGO Delegation and wider civil society to hear their perspectives directly. The statement also urges all PCB members and observers to oppose the proposal contained in the UN80 progress report.
19. The Bureau recalled that the proposals in the UN80 progress report are non-binding and that it is the responsibility of the governing bodies to determine the way forward, as highlighted by the UN Secretary-General. In this context, the Bureau agreed to add an agenda item on the UNAIDS revised operating model and UN80 to the Special Session of the PCB on 8 October 2025, before the PCB considers the 2026 Workplan and Budget.
20. Further to that meeting, the PCB Bureau developed this paper to support the discussion at the Special Session.

PCB Bureau statement

21. On 25 September, the PCB Bureau released a public statement,⁹ acknowledging UNAIDS's commitment to a transparent, inclusive and responsible transformation, adhering to the decisions of its governing bodies, aligned with the broader objectives of UN80 reform and towards achieving the goal of ending AIDS as a public health threat by 2030.

⁷ https://www.unaids.org/en/resources/documents/2025/Summary_PCB_Bureau_Meeting_220925

⁸ <https://unaidspcbngo.org/news/with-the-hiv-response-in-crisis-unaids-must-not-be-sunset-in-2026/>

⁹ https://www.unaids.org/en/resources/documents/2025/UNAIDS_PCB_Bureau_Statement_25092025

Letter to the UN Secretary-General

22. The PCB Bureau also agreed that the PCB Chair would send a communication, on behalf of the PCB, to the UN Secretary-General to:
- share the Board's recent decisions on UNAIDS's reform process and their relevance to the UN80 Initiative; and
 - encourage that the ongoing reforms of UNAIDS, as decided by the PCB, be duly reflected in future deliberations on UN80.
23. The text of the letter was agreed by the PCB Bureau and subsequently shared with PCB members on a no-objection basis. The letter was sent by the PCB Chair to the Secretary-General on 1 October 2025. (See annex)

Proposed decision points

24. The Programme Coordinating Board is invited to:
- *Recall and reaffirm* all decision points on the revised operating model of the Joint Programme taken at the 56th PCB meeting in June 2025, including the course of reform and timelines;
 - *Reiterate* the importance of integrating the PCB's decisions on reform and transformation into future discussions on UNAIDS of the UN80 Initiative.

[End of document]



Excellency,

In the progress report on the UN80 Initiative published on 18 September, a recommendation was made pertaining to UNAIDS.

For that reason, Brazil, as the 2025 Chair of the UNAIDS PCB, called an exceptional meeting of the Board Bureau to discuss the proposal related to UNAIDS. For your information, the UNAIDS Board Bureau includes The Netherlands as Vice-Chair, Kenya as Rapporteur, representatives of the Board NGO Delegation and the ILO, who chairs the Committee of Cosponsoring Organizations (CCO) as members.

As a multi-stakeholder Board responsible for the oversight of the Joint Programme, we have been leading the transformation of UNAIDS and making it fit for purpose to achieve the goal of ending AIDS as a public health threat by 2030.

In this context, the UNAIDS Board Bureau wishes to draw your attention to recent consensual decisions of the Board, as well as ECOSOC, in June and July 2025, which must be taken into consideration in any UN80 deliberations pertaining to UNAIDS.

The decisions of the Board have been based on an inclusive process involving diverse stakeholders in the AIDS response, kicked off by the UNAIDS Board in December 2023 at its 53rd meeting, where the Board requested the Executive Director and the CCO to revisit the operating model for the Joint Programme.

To that end, the UNAIDS Executive Director and the ILO Director General, on behalf of the Joint Programme, convened a High-Level Panel (HLP). The Panel, led by three co-chairs, brought together diverse stakeholders in the HIV response, working in an inclusive and collaborative manner, and made a set of recommendations to the Joint Programme.

On the basis of these recommendations, the Executive Director and the Director-General of the ILO presented a revised operating model with very significant reforms to the Board for its consideration. The Board decided, among other things, to endorse the revised operating model of the Joint Programme, noting that additional decisions would be taken on the operating model at the Special Session of the PCB in October 2025 and subsequent PCB meetings in line with future decisions of the UN80 Initiative.

The PCB Bureau has agreed to include an agenda item for the October Special Session of the Board on "UNAIDS revised operating model and UN80". It is an important opportunity for all Board stakeholders to reflect on the further transition of the Joint Programme, within the wider UN system to sustain global progress towards ending AIDS as a public health threat, based on the decisions from the governing bodies and the wider UN80 context.

All relevant documents about this process, including the report of the 22 September PCB Bureau Meeting, are following as annex to this letter.

We look forward to updating you on future decisions by the Board at the upcoming sessions, including the 8 October Special Session, to inform discussions related to UNAIDS in the context of the UN80 Initiative and in the interest of a sustainable UNAIDS transition.

Brazil, as PCB Chair, avails itself of this opportunity to renew to you, Excellency, the assurances of its highest consideration.

PCB Chair, on behalf of the PCB Bureau

Geneva, September 30, 2025

