



FAST- FORWARD:

**refining the operating model
of the UNAIDS Joint
Programme for Agenda 2030**



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SUMMARY

The UNAIDS Joint Programme binds agencies together to deliver results for people by working horizontally across problems that cause vulnerability, fragmentation and inequality and pushes the United Nations to connect the dots and collaborate in new ways. Given the rapidly changing global context, and informed by the findings of the Global Review Panel on the UNAIDS operating model, the Joint Programme is refining its approach to more effectively lead the global response to end AIDS and reinforce its role as a pathfinder in broader United Nations reform.

TRANS



Just as our founders looked well into the future, when they shaped and adopted the Charter of the United Nations, so do we have a collective responsibility to invest in the United Nations of tomorrow—and the world we want to see in 2030 and beyond.

António Guterres

United Nations Secretary-General

Repositioning the UN development system to deliver on the 2030 Agenda
– Ensuring a Better Future for All, Report of the Secretary-General

We live in an age of remarkable affluence. Globally, extreme poverty is declining rapidly. People are living longer. Nevertheless, inequality and insecurity are reaching crisis proportions. Conflict, famine and weather-related disasters have forced millions from their homes. With fluctuating poles of global power and growing tension between openness and isolationism, never has the modern world seemed so unpredictable. In this complex and challenging age, the United Nations becomes ever more crucial.

Addressing today's challenges and achieving the ambitious vision of the 2030 Agenda for Sustainable Development requires systemic reform of the UN development system. The UN Secretary-General is committed to ensuring a system that emphasizes leadership, accountability, collaboration, efficiency, value for money and results.

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17
MILLION
PEOPLE

living with HIV remain
without treatment

FORMATIVE TIMES



1.8

**MILLION
PEOPLE**

are newly infected each year, and stigma, discrimination and exclusion continue to drive the HIV epidemic

In 2016, for the first time in history, over half of all people living with HIV had access to life-saving treatment. AIDS-related deaths have nearly halved since 2005, reflecting significant progress on the 90–90–90 targets. However, our work remains unfinished. More than 17 million people living with HIV remain without treatment, 1.8 million people are newly infected with HIV each year, and stigma, discrimination and exclusion continue to drive the HIV epidemic. In order to best serve and transform the lives of people in need, empower critical partners—including civil society and most affected communities—and continue leading global efforts to reach the Sustainable Development Goal (SDG) target of ending AIDS, the Joint Programme must evolve. Amid growing demands for the kind of multisectoral, multistakeholder approaches to health and development embodied by the Joint Programme, the imperative for change provides the space to reinforce its role as an incubator of innovation within the UN system and to contribute to the Secretary-General’s reform agenda. Rather than fear the future, the Joint Programme has embraced the opportunity to shape it.

REFLECTIVE REFINEMENT AND RENEWAL

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UNAIDS is much more than simply a joint budget. It is a joint vision. What the Joint Programme offers is not how to divide problems among ourselves, but how we can serve as a vehicle to support communities and countries in walking the SDG talk and improving the way to produce results together.

Michel Sidibé
UNAIDS Executive Director



ON, IT

Financial Stabilization

The field/
headquarters
ratio is
maintained at

70/30

With the SDG target to end AIDS by 2030 and the UNAIDS Programme Coordinating Board's (PCB) adoption of the UNAIDS 2016–2021 Strategy to Fast-Track the global AIDS response, the level of ambition in the AIDS response is unprecedented. At the time of its adoption, multistakeholder support for the UNAIDS Strategy had never been higher; the gaps to close and obstacles to surmount were clear. Yet this forceful forward momentum was sideswiped when, in 2015, several major donors reduced—and in some cases ceased—their contributions to the Joint Programme. As a result, in 2016, no more than 75% of the core budget of US\$ 242 million was raised, straining the Joint Programme's ability to deliver on its Strategy and stoking uncertainty about its future.

In a rapidly changing context and in response to the disconnect between the high ambitions and expectations in the AIDS response and the inadequate financing of the organization that guides both the United Nations' and the global response, the Joint Programme urgently laid a path towards refinement and renewal.

Cosponsors and the Secretariat have taken significant steps to enhance their systems to better demonstrate value for money and to deliver greater impact in cost-effective ways, including by differentiating and tailoring programmatic efforts in countries to better align with the size of the epidemic and gaps in the response. Cosponsors have enhanced their efforts to mobilize more resources for AIDS while continuing to mainstream and integrate AIDS into their country, regional and global programmes that support the achievement of various SDGs. The UNAIDS Secretariat has initiated a repositioning for maximum impact, with an organizational design that reflects a coherent structure, efficient systems and business processes, and strong internal capacity to provide quality support. Staff reorganization has focused on strengthening Fast-Track country capacity and maintaining the field-to-headquarters ratio at 70/30 while ensuring more women in leadership positions (48% of UNAIDS country directors are women, up from 27% in 2013) and engaging young people by preserving positions at the P2 and P3 levels.

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of UNAIDS
country directors
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up from 27% in
2013.

2015
OCTOBER

The 37th PCB adopts the UNAIDS 2016–2021 Strategy, which sets ambitious Fast-Track targets for 2020 and puts the global response on a trajectory to end the epidemic by 2030

2016
JANUARY

Due to severe funding shortfalls, Cosponsors receive budget allocations of US\$ 44 million, representing an unprecedented 50% cut to the budget

Global Review Panel

To accelerate efforts to reposition the Joint Programme in accordance with its 2016–2021 Strategy and Agenda 2030, UNAIDS' leadership called for an independent review of the Joint Programme model.

Co-convened by Helen Clark, UNDP Administrator, and Michel Sidibé, UNAIDS Executive Director, and co-chaired by Awa Coll-Seck, Minister of Health, Senegal and Lennarth Hjelmåker, Ambassador for Global Health, Sweden, the Global Review Panel (GRP) was established to provide recommendations for a sustainable and fit-for-purpose Joint Programme. Characterized by its rigor and inclusiveness of representatives across regions and constituencies, including people living with HIV, the panel delivered its final report and recommendations in less than five months. This success was derived through its committed co-chairs, a small, diverse group of independent and highly experienced panellists, strategic points of in-person and virtual engagement; and a clear, focused mandate.

2016
JUNE

The UN General Assembly adopts the 2016 Political Declaration on ending AIDS, which reaffirms the critical role of UNAIDS and strengthens elements of the UNAIDS 2016–2021 Strategy

The UNAIDS Financing Dialogue is held, at which time just US\$ 100 million had been mobilized against a planned Joint Programme budget of US\$ 242 million



As UNDP Administrator, I was pleased to co-convene the Panel. I hope that implementing its recommendations will enable the Joint Programme to continue its exemplary work in leading global advocacy on gender equality and human rights to ensure the prevention of HIV and accessible treatment and services for all.

Helen Clark

Co-Chair, Global Review Panel; and former UNDP Administrator and Chair, United Nations Development Group

The Panel's report validates the added value and fundamental elements of the unique coalition of United Nations agencies, and reinforces its multisectoral approach and central role within the global health architecture, including as a critical partner to the Global Fund to Fight AIDS, Tuberculosis and Malaria and the United States President's Emergency Plan for AIDS Relief (PEPFAR). The report further proposes solutions to redefining how the Joint Programme works to deliver results. The recommendations place strong emphasis on reinvigorating country-level joint work and collaborative action.



2016
SEPTEMBER

A successful Global Fund Fifth Replenishment Conference mobilizes US\$ 12.9 billion for 2017–2019

Key findings of the Global Review Panel on the Joint Programme partnership approach:

- 1.** an inclusive governance structure ensures civil society engagement in decision-making
- 2.** multisectoral capacity to improve health and well-being facilitated through diverse mandates of several UN organizations
- 3.** UN partners are committed to explicit principles of cosponsorship
- 4.** formal division of labour emphasizes comparative advantages and minimizes duplication
- 5.** the unique budget and accountability system unites the efforts of 12 entities into a single framework

2016
DECEMBER

Following stabilization efforts and intensified resource mobilization efforts, an additional US\$ 75 million is mobilized against the 2016 budget

The 39th PCB requests the Executive Director and the Committee of Cosponsoring Organizations to establish a review panel to make recommendations for a sustainable and fit-for-purpose Joint Programme and to present a revised operating model to the 40th PCB



The reason PEPFAR is successful is because we have strong political leadership in the countries in which we work, and this is not by chance. It also involves people like Michel Sidibé and UNAIDS and country personnel driving the vision, pushing the science, engaging communities and going to the highest levels of government to show what is possible and show that translation of strategy into an effective program can turn the tide of this epidemic forever.

Deborah Birx

Ambassador, United States Special Representative for Global Health Diplomacy and Global Review Panel member

**2017
JANUARY**

António Guterres assumes office as UN Secretary-General, having run on a platform of UN reform and revitalization. Within the first few weeks of his tenure, he puts in place several review processes to inform reform efforts

The Global Review Panel is established, with two Co-Chairs and 16 panellists acting in their personal capacity, and begins an intensive period of analysis, consultation and discussion



The report was presented to the heads of the Joint Programme's 11 Cosponsors, who collectively agreed with the UNAIDS Executive Director to build on its recommendations to develop an action plan to implement a series of adjustments.

The Panel's report was also the subject of a multistakeholder consultation that gathered representatives of more than 50 constituencies, including Member States, nongovernmental organizations and UNAIDS Cosponsors. Participants welcomed the review process and the report, particularly its country focus and its positioning of the Joint Programme as a frontrunner in the broader reform of the UN development system. The Joint Programme's unique, multisectoral approach was identified as a model for work across the SDGs. Participants encouraged the Joint Programme to embrace the opportunity to effect meaningful change and develop an ambitious, concrete plan of action.

The Global Review Panel submits its final report to the UNAIDS Committee of Cosponsoring Organizations. A multistakeholder consultation is held on the recommendations of the Global Review Panel and to build consensus on a way forward

The Joint Programme begins to develop an Action Plan in response to the report of the Global Review Panel.

2017
APRIL



UNAIDS must revive and reinforce its political role as part of the UN system, in working with communities and the populations it serves, which is to make Member States accountable to its commitments. That is the value of UNAIDS, and that is the UNAIDS we need.

Jeffry Acaba

Education and Advocacy Lead, Asia-Pacific Network of Young Key Populations (Youth LEAD) and Global Review Panel member

**2017
JUNE**

The Global Review Panel report, Action Plan and 2018–2019 budget are presented to the 40th PCB; the PCB welcomes the Panel report, affirms the Action Plan and requests its implementation.

Joint Programme Action Plan



The Joint Programme is a rare example of a coordinated, comprehensive and highly integrated response to a health and development issue across the entire UN system. Despite reduced resources, the Joint Programme remains highly committed to the vision of ending AIDS by 2030 and will continue to prioritize joint work. Only together will we win against AIDS and bring justice, gender equality and human rights to all.

Phumzile Mlambo-Ngcuka

Executive Director, UN Women and Chair, UNAIDS Committee of Cosponsoring Organizations

The UN Secretary-General delivers remarks on Repositioning the UN development system to Deliver on the 2030 Agenda. The Secretary-General highlights several principles to guide repositioning which are inherent to the Joint Programme and Action Plan, including: multistakeholder partnerships; multisectoral, integrated and joint work; people- and result-oriented processes; and cohesive, flexible, leaner and more efficient country teams tailored to country needs.

2017
JULY

The Joint Programme embraced the recommendations of the Global Review Panel and took them forward through an Action Plan. The Action Plan, rapidly developed by the Joint Programme, seeks to build on its strengths and shape a more cohesive, integrated and effective partnership. The Plan presents a set of near-term actions and deliverables while emphasizing flexibility, differentiation, prioritization and inclusiveness.


The Action Plan is guided by three overarching objectives:

- to deploy human and financial resources where they are needed most;
- to reinvigorate country-level joint work and collaborative action, and;
- to reinforce accountability and results for people.

The new model presented by the Plan focuses on tailored country presence, smarter investments at the country level, greater prominence and attention to the drivers and incentives for joint work and strengthening the strategic focus of the Joint Programme's governance mechanisms. Because the AIDS response has no one-size-fits-all solutions, the Plan emphasizes forward-looking, flexible approaches custom-built for each unique country context and led by diverse teams—enabling the Joint Programme to innovate and solve problems quickly as they arise in the field.

2017
DECEMBER

The Executive Director and the Committee of Cosponsoring Organizations are expected to submit the first report on progress in implementing the Action Plan to the 41st PCB



The Plan was prepared as a living, dynamic document. It focuses on immediate action while laying the foundation for long-term, transformative change in the way the Joint Programme works, particularly in its support to countries. Given the rapidly evolving context in which the Plan is being implemented—in terms of the epidemic, funding of the Joint Programme and broader UN reform—the Plan will be continually monitored and updated.



As a partnership, the Global Fund relies on UNAIDS and other in-country partners to support countries in mobilizing and effectively using Global Fund investments for maximum impact. The Global Fund is committed to advocating for full funding of the global AIDS response, including a holistic approach to funding the global AIDS architecture.


Marijke Wijnroks

Interim Executive Director, The Global Fund to Fight AIDS, Tuberculosis and Malaria

Snapshot of selective innovations to the work of the Joint Programme

Inspired by the Global Review Panel and implemented through the Action Plan

- **Country presence reconfiguration:** The Joint Programme is putting systems in place to ensure its optimal presence given the current financial reality for the delivery of coordinated and coherent support. Diverse and flexible models of support, including in-country, regional and virtual assistance within the framework of the Resident Coordinator system will be explored. Reconfiguration will be informed by rapid, light-touch assessments, and the first set will be carried out by the end of 2017. Assessments will consider country epidemics, priorities and the needs of people living with and affected by HIV as well as the comparative advantage and capacity of Cosponsors and the Secretariat.
- **Differentiated resource allocation model:** A dynamic and differentiated resource allocation model is being put in place to apportion resources directly to the country level, with a strong focus on Fast-Track countries and key populations with a core package of support provided to all countries. A minimum allocation of core funding will be provided to Cosponsors, with additional funding provided through country envelopes to leverage



joint action. Country envelopes represent a small yet catalytic proportion of the overall Joint Programme budget. They reflect a new way of working, incentivizing programmatic prioritization in countries, with a focus on expanding human resource capacity through innovative, context-specific problem solving.

- **More transparent and precise framework for monitoring and evaluation:** A simplified framework will hold Cosponsors and the Secretariat accountable for individual and joint results, show the impact of those results for people living with, at risk of and affected by HIV; and capture the entirety of the financing and performance of the Joint Programme. The independent evaluation function of the Joint Programme will be strengthened.
- **Investment book:** In order to encourage mobilization of supplemental funds for the Secretariat and Cosponsors to address particular epidemic and country contexts, an investment book will present specific financing proposals that support the implementation of the UNAIDS Strategy.
- **Governance coherence:** Mechanisms will be put in place to improve coherence between Cosponsor Boards and the PCB and, more broadly, to ensure that HIV remains mainstreamed across board discussions. This includes Joint Programme support to Member States to encourage consistency in their positions and contributions across Boards, as well as Member State advocacy for continued visibility of the AIDS response.



We need to be forward-looking by designing and implementing a new fundraising strategy that includes innovative mechanisms and models combining public and private resources as a means to achieve a fully funded Unified Budget, Results and Accountability Framework and a sustainable UNAIDS in the years to come. And civil society must be part of this process.

Alessandra Nilo

Executive Director, Gestos and Global Review Panel member

Presenting the Global Review Panel report and Action Plan to UNAIDS Board

In June 2017, the Global Review Panel's report and the Action Plan were presented to the UNAIDS PCB. Board members welcomed the swift, robust process of the review and the subsequent development of the Plan. They appreciated the Plan's alignment with the 2016 Quadrennial Comprehensive Policy Review and Agenda 2030, as well as its focus on enhancing country level operations. The Board welcomed the report of the Review Panel, affirmed the Action Plan and requested its implementation.



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I am grateful to the Global Review Panel and look forward to working with fellow Board members and all partners to implement the commitments in the UNAIDS Action Plan for a stronger Joint Programme, including through more coherent and inclusive governance and empowering the PCB to exercise greater strategic oversight of the global AIDS response.

H.E. Mr Kwaku Agyeman-manu
Minister of Health of Ghana & Chair
UNAIDS Programme Coordinating Board

THE UPSHOTS OF THE REVIEW

- In response to the funding crisis, the Joint Programme put in place a fluid and rapid process of external review and exercised leadership to foster organizational change.
- A number of innovative refinements are being made to the Joint Programme model, particularly the establishment of a differentiated and dynamic model of support to countries.
- Consensus was generated among stakeholders, including Member States, civil society and international partners, that a holistic approach to funding the global AIDS architecture is critical to ensure that the AIDS ecosystem is equipped to Fast-Track the response and end the epidemic.
- Through the process of review and refinement, stakeholders validated the unique model of joint planning, working and reporting. The process has reinforced the Joint Programme's position at the forefront of global efforts to employ multisectoral approaches to improve health and well-being at a time when such approaches are increasingly appreciated as critical to the wider achievement of Agenda 2030.



HOT VIEW

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The Global Review Panel concluded that the multisectoral and inclusive partnership approach of the Joint Programme is more relevant than ever. With the implementation of its recommendations, UNAIDS can provide an important model for the UN to work collaboratively under Agenda 2030.

Lennarth Hjelmaker

Co-Chair, Global Review Panel and Ambassador for Global Health, Sweden

Global Review Panel members

Mr Jeffry Acaba, Education and Advocacy Lead, Asia Pacific Network of Young Key Populations (Youth LEAD)

Professor Isaac Adewole, Minister of Health, Federal Republic of Nigeria

H.E. Ms Maria Nazareth Farani Azevêdo, Ambassador and Permanent Representative of Brazil to the United Nations Office and other international organizations in Geneva

H.E. Dr Deborah Birx, Ambassador, U.S. Special Representative for Global Health Diplomacy

Ms Ertharin Cousin, Executive Director, World Food Programme

Mr Kieran Daly, Deputy Director, Global Policy and Advocacy: HIV, TB, Malaria and the Global Fund, Bill & Melinda Gates Foundation

H.E. Ms Susan Eckey, Ambassador of Norway to the Republic of Uganda

H.E. Mr Sammie Pesky Eddico, Ambassador and Permanent Representative of the Republic of Ghana to the European offices of the UN, the World Trade Organization and other international organizations in Geneva and Vienna

Mr Daniel Graymore, Head, Global Funds Department and Senior United Kingdom Department for International Development Representative, Geneva

Dr Nduku Kilonzo, Director, National AIDS Control Council, the Republic of Kenya

Professor Smail Mesbah, Director-General of Prevention and Health Promotion, Ministry of Health, People's Democratic Republic of Algeria

Ms Phumzile Mlambo-Ngcuka, Executive Director, UN Women

Ms Alessandra Nilo, Executive Director, Gestos

Dr Dmitry Pinevich, Deputy Minister of Health of the Republic of Belarus

Ms Kate Thomson, Head, Community, Rights and Gender, Global Fund to Fight AIDS, Tuberculosis and Malaria

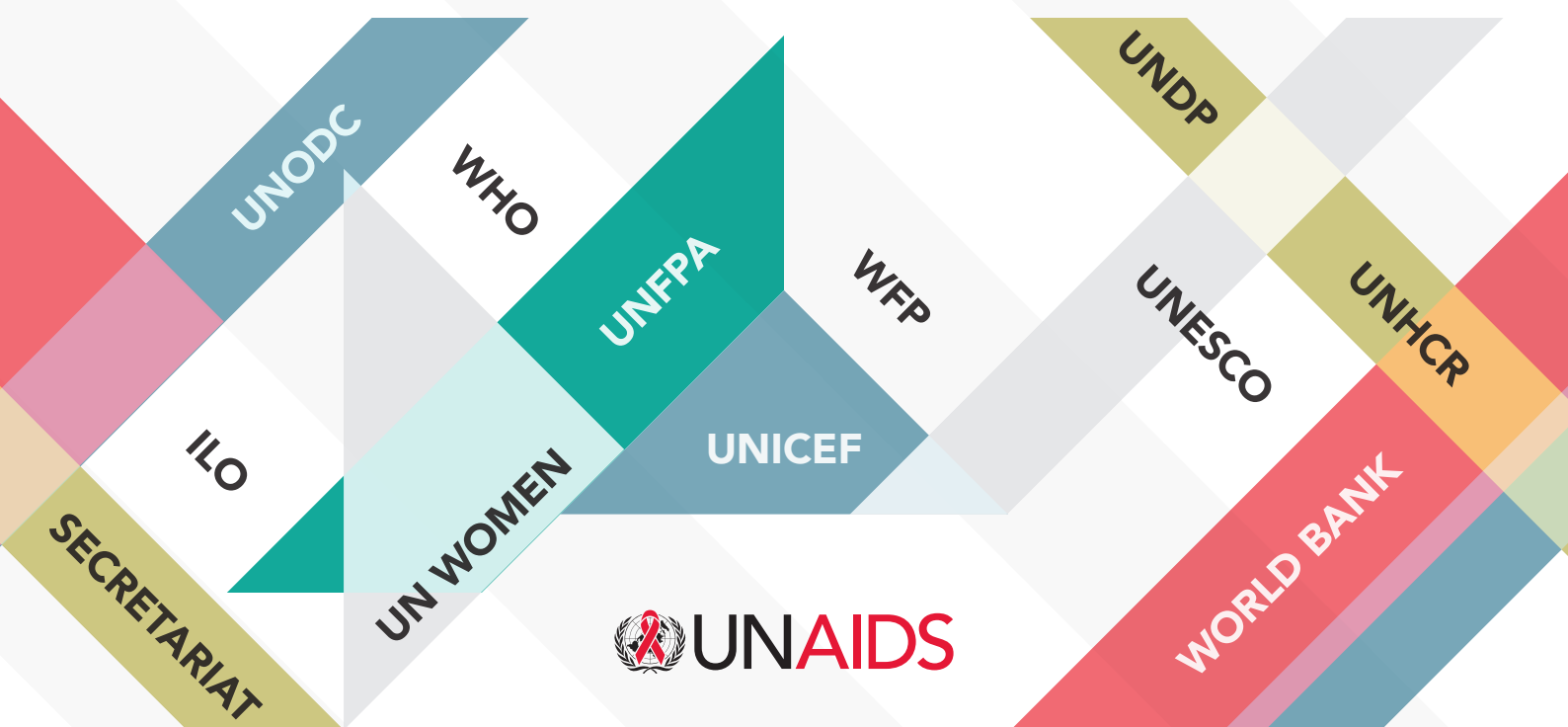
Dr Suwit Wibulpolprasert, Advisor to the Permanent Secretary, Ministry of Public Health, Kingdom of Thailand

What is the UNAIDS Joint Programme?

UNAIDS is the first and only cosponsored joint programme of the UN system. It brings together a dedicated Secretariat and 11 UN system organizations that each contribute to different aspects of the AIDS response based on their comparative advantages. The Joint Programme is led by an innovative governance structure with representatives of Member States, Cosponsors and civil society as members of its Programme Coordinating Board.

The Joint Programme plays a lead role in advocating for an effective and adequately funded global response to HIV and contributing to the significant scale-up of country HIV programmes. It is a platform for engaging top political leadership, gathering the best evidence, deploying world-class technical expertise, overcoming barriers to HIV services and enhancing coordination so that resources have the greatest possible impact.

The Joint Programme is currently implementing its 2016–2021 Strategy, which maps out the Fast-Track approach to accelerate the AIDS response by 2020, and set the trajectory towards ending the epidemic by 2030. It is an urgent call to front-load investments, reach the 90–90–90 targets and drastically reduce the number of people acquiring HIV each year.





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