



**UNAIDS**  
JOINT UNITED NATIONS PROGRAMME ON HIV/AIDS

UNHCR  
UNICEF  
WFP  
UNDP  
UNFPA  
UNODC  
ILO  
UNESCO  
WHO  
WORLD BANK

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Geneva, Switzerland  
8-10 December 2009

**Second Independent Evaluation of UNAIDS**  
**Compilation of recommendations by PCB sub-agenda item**

## I. INTRODUCTION

1. This document is intended to facilitate the discussion of the Second Independent Evaluation (SIE) of UNAIDS by the Programme Coordinating Board. As such it clusters the recommendations from both the SIE report and the UNAIDS response under each of the three Board sub-agenda items related to this item. The decision points/recommendations will be taken up by the Board following discussion of the relevant sub-agenda item.

## II. How UNAIDS works

2. The Programme Coordinating Board is invited to:

### Division of Labour:

**Recommendation 3** – *request* the Committee of Cosponsoring Organizations to convene a time-limited working group with relevant Cosponsors ~~and the Global Fund, supported by the secretariat, to clarify an ‘operational division of labour regarding the provision and financing of technical support for health systems strengthening’ to be put forward for endorsement by the governing boards of the relevant agencies~~ the Global Fund to fight AIDS, Tuberculosis and Malaria, and other key stakeholders, supported by the Secretariat, to strengthen collaboration and develop a joint agenda on health systems strengthening, including a joint position statement and a work plan with clear deliverables;

**Recommendation 4** - *request* UNAIDS to bring to the 2010 meeting of the CCO, and then the December 2010 Programme Coordinating Board meeting, a concrete proposal on how they will resolve overlaps and duplication (including but not restricted to support to: national planning and strategy development; human rights; gender; key populations; monitoring and evaluation at country level; operations research; and surveillance). This should include:

- how the lead agency concept can be better operationalized at global level; and
- the degree to which these issues can be resolved using the Inter-agency Task Team approach;

*Further requests* UNAIDS to develop a *modus operandi* for Inter-agency Task Teams, drawing on the experience of other mechanisms such as the MERG and Task Team on Travel Restrictions, with requirements for lead agencies to set task-based, time-bound objectives to manage their work with regular reporting back to the PCB on performance;

**Recommendation 14** - *requests* UNAIDS to strengthen its focus on gender and human rights. Specifically to:

- review the division of labour concerning all cross-cutting issues ~~of gender and human rights~~ with a view to ~~the secretariat taking the lead role in coordination in these areas across~~ strengthening the work of the Joint Programme;
- clarify the respective roles of UNIFEM and the Global Coalition of Women on AIDS with regards to work on HIV and gender;
- strengthen the capacity of UN staff in HIV and gender and HIV and human rights;
- support UNDP to take forward its lead role in work on Men who have Sex with Men and transgender populations;
- strengthen global leadership and advocacy with regards to key populations and convene an inter-agency task force involving UNODC, UNDP and UNFPA to ensure policy and programming coherence and effective coordination of work with key populations;
- determine clear overarching global objectives for work on HIV and gender, human rights and key populations and ensure that these objectives are included as a core component of joint team work at country level; gender and human rights analysis should be integral to *'knowing your epidemic'* and to joint programmes of support for national responses; and
- focus UNAIDS' support for countries on translating frameworks and guidance into practical HIV and gender and HIV and human rights programming;

#### Joint Teams:

**Recommendation 6** – ~~request~~ the UNAIDS Executive Director to make proposals to UNDG to develop revised joint team guidelines that are based on principles and support country- or regionally-determined approaches that reflect the needs of the epidemic-recognizing the promulgation of guidelines for Joint UN Programmes and Teams on AIDS in 2008 that advance and support country- and regionally-determined approaches, requests UNAIDS to review Joint Team performance to assess barriers and bottlenecks that impede the effective implementation of the Joint Team concept at country level;

**Recommendation 7** – ~~calls upon~~ Member States to work with colleagues within their own governments to introduce decisions in the governing bodies of all the cosponsors that performance appraisal of heads of agency at country level include performance of the joint team, and support from the agency, where relevant requests the UNAIDS Executive Director to ask UNDG to provide appropriate incentives, including through performance assessments, to ensure joint UN programming, including harmonization and alignment on HIV;

**Recommendation 8** – ~~requests~~ the Committee of Cosponsoring Organizations to channel funding of HIV work by the UN at country level to support the joint teams rather than being managed bilaterally through individual cosponsors or the secretariat country-office using lessons learnt from existing Joint Programmes of Support and in pilot One UN countries, calls upon the members of the Committee of

Cosponsoring Organizations to implement incentives and eliminate disincentives for quality joint programming; and, support their respective agency's participation in Joint Teams, with strengthened capacity, including development, implementation, and monitoring and evaluation of Joint Programmes of Support. Mechanisms for funding UN HIV work at country level should ensure the most efficient and effective engagement of cosponsors in joint programming around the national response;

### **Financial Architecture:**

**Recommendation 12** – *calls upon* Member States, civil society and UNAIDS to continue the Programme Acceleration Funds facility and improve current operational practice. Changes would include:

- regular reporting on outcomes from utilization of Programme Acceleration Funds to the Programme Coordinating Board through regular reporting mechanisms of the Unified Budget and Workplan; and
- proposals by the Executive Director and Cosponsor heads of agencies at the December 2010 Programme Coordinating Board to achieve cost-reducing efficiency gains in the transmission of funds by the cosponsor agencies;

**Recommendation 18** - *calls upon* all Programme Coordinating Board members and participants to hold the Executive Director accountable for the allocation of funds raised by the Secretariat between the Secretariat and the individual Cosponsors. This would mean:

- future allocation of inter-agency funding should explicitly show the distribution among the Secretariat and Cosponsors;
- allocation of UBW funding raised through the Secretariat should no longer be based on entitlement and pro-rata increases, but on epidemic priorities, the performance of the Cosponsors, and the funds that individual Cosponsors raise at global and regional levels;
- consideration by the major funders of the UN's response at global level of: (i) whether funding through UNAIDS could increase in response to a shift to performance-based allocations; and (ii) the degree to which the Executive Director should take the lead in raising resources for the UN at global level or whether fund-raising should increasingly be a cosponsor responsibility;
- Secretariat and Cosponsor performance should be defined around commitments made on development of UN capacity at country level; this is what the PCB should hold the global coordinators, as the main representatives of their organizations, and the Executive Director (in his or her capacity as head of the secretariat) accountable for and hence should be what is reported against on an annual basis;

**Recommendation 19** – *requests* UNAIDS to revise the role and contents of the Unified Budget and Workplan from 2012 onwards to:

- focus on: (i) showing what capacity individual cosponsors and the secretariat intend to have at country level and (ii) the allocation of funding to ensure that planned capacity is in place;
- include funding to evaluate the degree to which UN capacity established at country level is making a relevant, effective and efficient contribution to the national HIV response;

**Governance:**

**Recommendation 15** – *calls upon* the UNAIDS Executive Director and all UNAIDS Cosponsor Heads of Agency to revitalize the role of the CCO, with ~~one regular~~ at least two formal CCO meetings per annum, supported by:

- revision of the CCO modus operandi to reflect the de facto greater role for the global coordinators;
- greater investment by the global coordinators and Secretariat in preparing the CCO agenda and background briefing material to ensure that deliberations of the heads of agencies are focused on (i) key decisions of the Programme Coordinating Board that need to be discussed with the governing boards of cosponsor agencies and (ii) progress towards the implementation of the new strategy and lessons for division of labour at country level;
- strengthening accountability within the individual cosponsors by revising the CCO MOU to state that the Cosponsors will, to the extent practicable, ensure that the relevant objectives and indicators agreed in UNAIDS global level results frameworks are incorporated in the corporate results framework, or equivalent, of each Cosponsor;
- building on the solid progress that has been made to ensure that HIV is part of the regular agenda for most Cosponsor agencies. The Programme Coordinating Board should work with the Executive Director and Cosponsors to ensure, where possible, that these deliberations consistently include discussion of key Board decisions;

**Recommendation 16** – *calls upon* all Programme Coordinating Board members and participants to take effective responsibility for oversight of UNAIDS, by refocusing the work of the Board on ensuring:

- Cosponsor and Secretariat plans for provision of support at country level are based on epidemic priorities and the comparative advantages of the UN;
- decisions of the Executive Director on the allocation of Unified Budget and Workplan money between the 11 organizations (ten cosponsors and Secretariat) are based on epidemic priorities and the comparative advantages of the UN;
- future plans reflect the previous performance of the Secretariat and Cosponsors;

- commitments made by the 11 organizations on building relevant UN capacity at country level are met and taken into account in considering future roles and funding allocations;
- the Secretariat does not assume roles that could be carried out by a cosponsor;
- the efficiency and effectiveness of the Secretariat;

**Recommendation 17** - *calls upon* all Programme Coordinating Board members and participants to take effective responsibility for oversight of UNAIDS, by revising the working practices of the Board to improve the effectiveness of its meetings. ~~Changes would include the following:~~ Consideration of the changes listed below should be delegated to the Working Group a.i. on Working Methods of the Programme Coordinating Board for inclusion in the terms of reference for that group:

- maintain the role of the PCB Bureau strictly as a coordination body and examine lessons from previous experience with inter-sessional working groups, as a precursor for increasing the use of such groups;
- review the present ‘hub and spoke’ model by which the secretariat briefs separate constituencies before Programme Coordinating Board meetings, with a view to greater investment in forging links and communication between constituencies before Programme Coordinating Board meetings;
- revise the current Programme Coordinating Board modus operandi to formalise how Board meetings are chaired and, while maintaining adequate voice across all major groups of participants, focus meetings on rapid and effective decision making;
- at the December 2010 Programme Coordinating Board meeting, assess the effectiveness of the 2008 changes in the Programme Coordinating Board modus operandi, and identify further modifications that will strengthen the efficiency and effectiveness of working practices. In particular this should assess the effectiveness of changes in how the Drafting Group operates;
- convene an annual meeting of the Chairs of the Programme Coordinating Board and the 10 Cosponsor Boards to UNAIDS activities and programmes;

#### **Organizational arrangements:**

**Recommendation 5** – *request* the UNAIDS Executive Director to adjust the size, staffing and organizational arrangement of Secretariat offices at country level to reflect national needs and the implications of recommendation 1;

**Recommendation 20** – *request* UNAIDS to initiate a capacity needs assessment with the aim of taking stock and producing recommendations across the whole Joint Programme - Secretariat and all Cosponsors - for a collective rationalization of staff at global, regional country and levels linked to the strategy from Recommendation 1, taking account of the different regional needs of the epidemic;

**Recommendation 21** - While affirming the role of the Secretariat as providing coordination support within the Joint Programme, and possibly the Organization to fill gaps that cannot be filled by the cosponsors, *request* the Executive Director with presenting recommendations on what the roles and staff complement should be over the medium term and how this would be delivered, at the June 2010 Programme Coordinating Board;

#### **Organization of the Secretariat:**

**Recommendation 22** - ~~Assuming that the WHO enterprise system is fully functional by end 2010,~~ *request* the Executive Director to commission a review in early 2011 on the costs and benefits of moving to using the ERP of either UNDP or WHO for all administration across the ~~organization~~ UNAIDS Secretariat;

**Recommendation 23** – *request* the Executive Director to present a report to the Programme Coordinating Board at the December 2010 meeting presenting evidence of the extent to which financial and Human Resource systems and policies have (i) been fully developed; (ii) are operational; and (iii) are being consistently and effectively used as intended by managers across the Organization;

**Recommendation 24** - *request* that the Executive Director to: (i) work to clarify a robust competency framework for these roles; (ii) ensure that all present staff are assessed against the competency framework; and (iii) report back to the Programme Coordinating Board at its December 2010 meeting with detailed actions to ensure that the cadre of country staff have the required competencies;

### **III. How UNAIDS has addressed key issues**

3. The Programme Coordinating Board is invited to:

#### **Support mechanisms:**

**Recommendation 11** – *call upon* UNAIDS to strengthen arrangements for technical support through finalization and implementation of an updated Technical Support Strategy, specifically to:

- clarify the comparative advantages and respective roles of the UN, UNAIDS-related technical support mechanisms and other technical support providers in provision of short-term technical support and of longer-term capacity building support at country level;
- determine the role of UNAIDS in Global Fund-related technical support;
- strengthen planning and coordination of UNAIDS technical support at country level, including ensuring that this reflects country needs and priorities rather than the agendas and mandates of UN agencies;

- rationalize support for monitoring and evaluation between the UNAIDS Secretariat, World Bank GAMET and WHO;
- consolidate technical support mechanisms established by UNAIDS as joint programme providers;
- introduce systematic monitoring and evaluation of technical support provided by UNAIDS and UNAIDS-related technical support providers at country level;

**Recommendation 13** – *call upon* the UNAIDS Executive Director to task the Regional Support Teams with: (i) ensuring that HIV is included in the deliberations of the developing Regional Directors Teams; (ii) focusing on supporting development of UN capacity at country level that reflects a tailored response to the epidemic; (iii) building on the experience of the Regional Support Team, Eastern and Southern Africa, and promoting the use of gap analysis and '*know your epidemic*'; and (iv) being configured to support all Cosponsors, not just the Secretariat;

#### **Knowledge management:**

**Recommendation 9** – *request* UNAIDS to strengthen joint work on research, resource tracking and knowledge management, with particular emphasis on information to support the '*know your epidemic*' approach and improve evidence-based decision-making at country level;

**Recommendation 10** – *request* the UNAIDS Secretariat to strengthen evaluation at global and country levels, specifically to:

- convene a working group (~~possibly under the auspices of the MERG~~) of relevant HIV and evaluation staff from the Secretariat, Cosponsors and the Global Fund to develop a coherent joint global evaluation plan structured around the priority areas of the epidemic;
- plan, manage and budget evaluations jointly at country level, under the auspices of the joint team and working in collaboration with the Global Fund, other donors and national partners in accordance with the Paris Declaration commitments;
- cease further investment in or continuation of CRIS beyond its current use as a format for reporting;
- make adequate provision for reporting on, dissemination of and policy engagement concerning evaluation findings;

## **IV. Performance of UNAIDS and Future Directions**

### 4. The Programme Coordinating Board is invited to:

**Recommendation 1** – *request* UNAIDS to develop a new mission statement with measurable and time-bound objectives supported by a new strategic plan which clarifies how the joint programme will position itself to re-focus support at regional and country level to reflect the epidemic context and country needs;

**Recommendation 2** – *request* the UNAIDS Secretariat to work with Cosponsors to develop an overarching partnership strategy with clear and measurable objectives, including explicit provisions for working in partnership with the Global Fund and PEPFAR.

Subsidiary recommendations are to:

- develop a shared vision of the potential and expected benefits from civil society and People Living with HIV involvement, a clear set of objectives and a more systematic approach to documenting outcomes;
- develop a common approach across the secretariat and cosponsors to engagement with and capacity -building support for civil society and organizations of People Living with HIV;
- increase support at global and country levels for empowerment and participation of key populations;
- strengthen efforts to engage with the private sector, including addressing the respective roles of the secretariat and ILO;

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