

REPORT OF THE SPECIAL SESSION OF THE PROGRAMME COORDINATING BOARD

Additional documents for this item: N/A

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

- *Adopt* the report of the Special Session of the Programme Coordinating Board.

Cost implications for the implementation of the decisions: none

1. Opening

1.1 Opening of the meeting and adoption of the agenda

1. The UNAIDS Programme Coordinating Board (the Board or PCB) convened virtually on 8 October 2025 for its Special Session.
2. The PCB Chair, Ambassador Tovar da Silva Nunes, welcomed participants to the meeting. A moment of silence was observed in memory of everyone who had died of AIDS.
3. The Chair said the Board was meeting amid ongoing challenges for HIV responses, including financial constraints, but with ongoing determination to end AIDS as a public health threat by 2030. He said it was reassuring to know that the Joint Programme was at the forefront of reform of the UN system, taking forward-looking decisions and remaining proactive and collaborative within the UN reform process.
4. Morten Ussing, Director of Governance and Multilateral Affairs, UNAIDS, briefed the meeting on logistical arrangements and the conduct of proceedings, and recalled the intersessional decisions adopted by the PCB.
5. The meeting adopted the agenda.

1.2 Consideration of the report of the 56th meeting of the PCB

6. The meeting adopted the report.

2. UNAIDS revised operating model and UN80

7. Ambassador Erika Schouten, Permanent Representative of the Netherlands, introduced the agenda item on behalf of the PCB Bureau. She reminded the meeting that the relevant background documents were available on the UNAIDS website.
8. Following publication of the progress report on the UN80 process on 18 September 2025, Ms Schouten said, the PCB Chair had convened a Bureau meeting to discuss references to UNAIDS in the report. At that meeting, Bureau members expressed their concerns that the report did not reflect previously taken decisions of the PCB and the UN Economic and Social Council (ECOSOC) regarding UNAIDS' reform process and timeline. She explained that a consensually agreed reform path had two phases, the first of which—downsizing the Secretariat—was already underway.
9. The PCB Bureau then decided to add the current agenda item to the Special Session, Ms Schouten said.
10. Ms Schouten reminded the Board that, at its 53rd meeting, it had asked the UNAIDS Executive Director and the Committee of Cosponsoring Organizations (CCO) to revisit UNAIDS' operating model. Based on the subsequent High-Level Panel recommendations, the Executive Director and the Director-General of the International Labour Organization (ILO) presented a proposed new operating model, which entailed two clear implementation phases. The first was underway, and the second was supposed to commence in 2027, she said.
11. Ms Schouten then briefly compared the current and the proposed operating models, highlighting the key structural and governance changes. She also referred to the 2025 decisions of the PCB and ECOSOC regarding the reform process.

12. On 18 September 2025, she continued, the UN Secretary-General published the first progress report on the UN80 initiative. Cluster 3 of that report included a proposal to “sunset” UNAIDS by end-2026, which would entail mainstreaming capacity and expertise into other UN entities in 2027. Other proposals included merging the UN Development Programme (UNDP) with the UN Office for Project Services (UNOPS) and merging the UN Population Fund (UNFPA) with UN Women. She noted that the Secretary-General had emphasized that Member States and governing bodies would determine the way forward for implementing UN80 reforms.
13. Ms Schouten told the PCB that the UNAIDS Executive Director had kept the Secretary-General and the UN80 team fully apprised of the work of the High-Level Panel and the development of the revised operating model of the Joint Programme, including the relevant decisions of the PCB and ECOSOC.
14. She said the PCB Bureau was therefore surprised that those decisions were not reflected in the UN80 progress report. At the urgent meeting convened by the Bureau, its members reaffirmed the consensus decisions taken earlier and emphasized the importance of protecting the integrity of ongoing UNAIDS reforms and of safeguarding the HIV response, referring to the [statement of the Bureau](#) and the [Bureau meeting summary](#). The meeting had also noted that the proposals in the UN80 progress report and the responsibility for determining the way forward lay with the UNAIDS governing bodies.
15. The PCB NGO Delegation, in a statement signed by almost 1,000 nongovernmental organizations (NGOs) worldwide, had also expressed deep alarm at the proposals to “sunset” UNAIDS by end-2026, Ms Schouten said. That statement supported the agreed path for UNAIDS’ transformation.
16. Following its urgent meeting, the PCB Bureau developed a supporting paper for the current PCB session. It released a public statement on September 25 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.
17. Ms Schouten told the Board that the PCB Chair sent a letter to the UN Secretary-General on behalf of the PCB Bureau to share the Board’s recent decisions, indicating that they must be taken into consideration in any UN80 deliberations pertaining to UNAIDS.
18. Next, Winnie Byanyima, Executive Director of UNAIDS, updated the PCB on the Secretariat’s response to the UN80 proposal regarding UNAIDS. She said the transformation of UNAIDS was firmly in line with the UN80 initiative and was guided by decisions of the PCB. She said she had updated the Secretary-General and the UN task team on the situation and had explained to them that the proposal had generated significant concerns and confusion among Board stakeholders.
19. She reminded the meeting that the High-Level Panel had been chaired by three eminent HIV leaders, whose collective wisdom had helped shape the Board’s decisions on a roadmap for the transformation of UNAIDS. They had emphasized that the collective leadership of the Joint Programme remained urgent for the HIV response and that UNAIDS had to safeguard the unique capacities it had built, including for supporting communities and promoting their leadership, and for ensuring that quality data, analysis and monitoring of HIV responses continued.
20. Ms Byanyima said the UN Deputy Secretary-General had met with her subsequently to gain an understanding of the position of the Board and other partners on the proposal

in the UN80 progress report. The Executive Director said she had explained that the decisions taken by the Board in June 2025 were fully aligned with UN80 and responded to the realities of an HIV response that was already under severe strain due to funding cuts and disruptions. The two-phase plan—which the Board had decided on, and which was being implemented—would enable a responsible transition of UNAIDS, she had told the Deputy Secretary-General. Ms Byanyima said that “sunsetting” the Joint Programme by end-2026 was unfeasible organizationally and financially and would jeopardize lives.

21. She said UNAIDS was proud to be leading the UN system with its proposed new operating model, which reflected the leadership of the Board and the strength of wider partnerships driving the HIV response. She thanked Board members for their evidence-based decisions; the NGO Delegation for its leadership; donors for their funding support and commitment to a responsible transition that does not jeopardize lives and the progress made to date; the Africa Group for its strong statement that the transition of UNAIDS should not result in a retreat from the mission to end AIDS; and the staff of the Secretariat and Cosponsors for their commitment and hard work in very difficult circumstances.
22. Ms Byanyima then updated the meeting on the transition process. She said the first phase was being implemented and the 55% reduction of staff (from 660 to 294) would be completed by May 2026. Cosponsors had agreed that there would be a smaller operating model, with six “lead” Cosponsors. The Joint Programme was shifting to a smaller, consolidated footprint in 54 countries (with over 80% of people living with HIV) and was moving 40% of UNAIDS Country Directors into UN Resident Coordinator officers (as UNAIDS coordinators). This amounted to integrating UNAIDS deeper into the UN System on the ground, she said. It involved huge changes, office closures, audits, auctioning of assets and more, while taking great care not to harm the HIV response and to continue delivering on the Joint Programme’s mandate.
23. She told the PCB that the next Global AIDS Strategy would be presented at its December 2025 meeting. The process of preparing the Political Declaration on HIV and AIDS for June 2026 would start soon, she added. “Sunsetting” UNAIDS by end-2026 would require issuing termination notices early next year to staff who were doing that work.
24. She said the Joint Programme did not oppose UN reform, nor was it seeking to prolong a necessary transformation. It was defining and implementing a pathway that was responsible and conducive to the continuation of the mission to end AIDS as a public health threat. The stakes were high, she said, and the plan adopted by the Board was designed to carry out reform without putting people’s lives at risk.
25. The Chair recalled the importance of PCB’s decisions being taken into consideration in the wider UN reform process, warning of risks of fragmentation of UNAIDS’ mission. He noted that UNAIDS was one of the few UN bodies working across all three pillars of the United Nations: peace and security, development, and human rights, and reiterated the importance of inclusive decision-making around its reform.
26. Speaking from the floor, members and observers welcomed the UN Secretary-General’s reform effort for the UN System and the intent of the UN80 initiative to renew and enhance the efficiency of the UN. They also welcomed the UN80 progress report and its aim of effective programme realignment within the UN System and said they supported UNAIDS’ proactive engagement with and commitment to the UN80 process.
27. Speakers said they recognized the funding environment, the pressures faced by the UN and many Member States and the necessity for UN reform, as did the UNAIDS Secretariat and Cosponsors. They noted the accelerated timeframe for transitioning

UNAIDS outlined in the UN80 progress report. It was important, they insisted, to not lose sight of the goal of UNAIDS' transition, which was to sustain global progress to end AIDS as public health threat by 2030.

28. Some speakers suggested that while the PCB had already made difficult decisions, the Secretary-General's report indicated a need to reflect further on the timeline for transformation. One observer state supported the proposal to sunset UNAIDS, but questioned plans to integrate its work into Resident Coordinator Offices since that could lead to increases in regular budget expenditures for those offices. It advised that UNAIDS' mandate be transferred to WHO.
29. However, most other speakers warned that an accelerated schedule of change would jeopardize the HIV response, given the crucial roles played by UNAIDS in providing key data, strengthening and consolidating systems, providing technical assistance, and mobilizing resources. They asked that the PCB agreed timelines for UNAIDS' transformation be upheld.
30. Noting that the gains made were fragile, speakers shared strong concerns about the accelerated timeframe for UNAIDS' transformation proposed in the UN80 progress report. They questioned the proposed "sunsetting" of UNAIDS by end-2026, which they said was a risky departure from the decisions taken by PCB and the UN Economic and Social Council. A rushed transition would erode fragile gains and undermine the goal of ending AIDS as a public health threat, they warned.
31. They told the meeting that the HIV response was already under severe strain, due to steep reductions in external funding and other challenges. The proposed "sunsetting" risked adding further disruptions, especially in regions where the pandemic remained acute. It would undermine decades of progress for the global HIV response and jeopardize the hard-won gains and trust of communities, governments and other partners; they warned.
32. Speakers affirmed their commitment to a reform process that preserved the strengths of the global HIV response, and that was inclusive, transparent, and based on the decisions of the Board. They stressed that decisions regarding UNAIDS' structure, mandate, and strategic direction were the purview of the PCB and ECOSOC, as were decisions regarding the Joint Programme's transformation.
33. Speakers recalled the consensus decisions taken at the 56th PCB meeting by Member States, Co-sponsoring organizations and civil society representatives, which had approved a new operating model for the Joint Programme after an extensive and inclusive consultative process. That two-phase transition plan was already being implemented, with the second phase due to begin in 2027. The "sunsetting" proposal in the UN80 report did not reflect the decisions of the bodies that perform oversight over UNAIDS, they said.
34. Members and observers reaffirmed the importance of UNAIDS' leadership in the global HIV response and their support for its ongoing transformation process. The plan agreed by the PCB, they said, would ensure continued support and guidance for national responses as the Joint Programme transitioned and integrated deeper into the rest of the UN System.
35. Noting that UNAIDS was the first and only UN body explicitly earmarked for premature closure, speakers told the meeting that more than 1,000 civil society organizations from all regions had endorsed a call for UNAIDS to be maintained beyond 2026. UNAIDS should be reformed, not disappear, they insisted.
36. They called on all stakeholders to respect the decisions of the PCB and ECOSOC with

respect to the future of UNAIDS and to ensure that any transition process is evidence-informed and responsive to the needs of the countries and populations most affected by the pandemic.

37. While recognizing the possible need for accelerated planning for the post-2026 period, some speakers said that the process should be planned well in advance and in close coordination with relevant stakeholders, especially community organizations. Failing to do so would risk leaving a dangerous vacuum in global HIV leadership, coordination and accountability.
38. They warned that the proposal to “sunset” the Joint Programme by end-2026 would undermine HIV responses, particularly in countries heavily affected by the pandemic, many of which were also affected by deep funding cuts. They reminded the meeting that Africa was home to 26.5 million of the 40.8 million people living with HIV worldwide and to 4.7 million of the 9.2 million people with HIV who lacked access to HIV treatment. More than half of the new HIV infections each year occur in that region.
39. Those realities, speakers said, underscored the ongoing need for UNAIDS’ leadership, strategic guidance, coordination and technical support; for promoting inclusive, rights-based and accountable programmes; and for maintaining a focus on country-level impact and equity in the face of major financial challenges. No other entity in the UN System was equipped or mandated to perform those roles.
40. Speakers stressed the importance of multilateralism, which they said was under increasing threat worldwide. By uniting multiple UN organizations, governments, civil society and communities around a common effort and providing essential leadership and coordination it had been instrumental in reducing AIDS deaths and HIV infections, empowering communities and promoting health equity on a global level. Not only were the achievements of UNAIDS significant, it remained the only UN body to include civil society in its governance system, the meeting was told.
41. It was imperative to preserve the features that made UNAIDS unique, they said: its convening power, leadership on human rights, engagement with communities, and multisectoral work and coordination across UN agencies to deliver a unified response to HIV. Reforms to UNAIDS and other UN entities should be guided not only by a quest for efficiency, but by a commitment to effectiveness and solidarity.
42. Speakers noted that budgetary constraints had accelerated the transition discussion. However, to preserve the gains made and to ensure that the HIV response was sustained, not weakened, the process should not be rushed, they said. Sustained, continued care and fair access to services were crucial, especially in the context of political instability. UNAIDS’ coordinating role remained vital for integrating HIV across sectors and building technical proficiency, as well as resource mobilization and sustainability planning.
43. Several speakers updated the meeting on the status of their HIV epidemics and described how UNAIDS supported their national HIV responses. They shared examples of its role in generating, validating and sharing strategic information and normative guidance for policymaking and resource allocation; its advocacy and coordination work; its support for transitioning national programmes towards greater self-reliance; and its provision of technical assistance to build country capacities.
44. UNAIDS was not a luxury, but a lifeline, speakers said, especially in countries where the voices of people most affected by HIV are often ignored. It provided strategic guidance, advocated for evidence-based policies, defended the rights of marginalized communities, and kept the HIV response grounded in human rights. They said HIV responses could not afford to lose UNAIDS in face of growing epidemics, over-

stretched health systems, and rampant stigma and discrimination. No other UN entity was equipped to replace UNAIDS' role. They called on partners to refrain from premature actions that would jeopardize their HIV responses.

45. Some speakers also expressed concern about the planned closure of Country Offices in several countries, which they said was not in line with the professed commitment to protect the most vulnerable populations.
46. The central roles of civil society in HIV responses and the Joint Programme were indispensable for inclusive and impactful interventions, and for the credibility of the multilateral system, speakers stressed. In many countries, they said
47. UNAIDS Country Offices were the only entry point for the voices of key and vulnerable populations into the policy and other arenas that shape their lives. Removing the Joint Programme without a reliable and capable replacement would rupture the continuity of care, `weaken the protection of human rights and leave the most marginalized communities behind, speakers warned.
48. Reform was not a problem, but reform without safeguards was reckless, speakers cautioned. The world needed a reformed, fit-for-purpose and resilient UNAIDS, not a dismantled one, they said. They objected to the UN Secretary-General's proposal to "sunset" the Joint Programme in the timeframe contained in the progress report.
49. Premature closure of the only UN global programme with a specific mandate to lead and coordinate the support to the global HIV response would weaken international solidarity, fragment data collection and sharing, and silence institutions that had consistently stood with the most affected communities. This would have devastating consequences, speakers warned, especially in the regions where new HIV infections continued to increase and where the epidemic was concentrated among key populations who faced criminalization, discrimination and multiple barriers to accessing health services.
50. The proposed "sunsetting" of UNAIDS should not equate with "sunsetting" the global HIV response, the meeting was told. A responsible and effective transition of UNAIDS within the wider UN System meant recalibrating and integrating it in a way that maintained the momentum towards ending AIDS, while preserving the Joint Programme's core strengths, including its focus on human rights, protecting key populations and meaningful civil society involvement. The HIV response was not only about systems, but about people, dignity and rights, speakers insisted.
51. It was requested that the decisions taken by the PCB on the future of UNAIDS be conveyed by the Chair immediately to the Secretary-General and that those decisions be taken into account in future deliberations related to the UN80 initiative.
52. There was broad agreement that the PCB, as the Joint Programme's governing body, would have to validate changes to the transformation process. Speakers also agreed that a coherent approach was needed. A well-coordinated and flexible operating model could reduce duplication, leverage comparative advantages and ensure that the Joint Programme continued to deliver maximum value, even in the context of constrained funding. They appealed to the Secretary-General to mandate a timebound "continuity of functions" plan with budgets, named custodians and public reporting.
53. One member updated the meeting on its new Global Health Strategy and said it would continue partnering with countries for global health including HIV, TB malaria, maternal and child health and global health security. Partnership discussions were underway and would likely take the form of multiyear agreements on the use of health funds. This would allow for responsible transitions, where appropriate, to gradually end parallel

systems (especially around supply chains, data systems and human resources for health). UNAIDS was seen as a key partner in that endeavour, the member said.

54. In reply, Ms Byanyima said the comments showed continuing, overwhelming support for the mandate of ending the AIDS pandemic, for the Joint Programme's unique role in achieving that goal, and for the commitment to transform the Joint Programme in a manner that does no harm to the global HIV response.
55. She thanked speakers for their solidarity, the PCB Bureau for its leadership in responding to the UN80 report proposal, and the NGO Delegation for its swift response. She cited comments made by several speakers underscoring the value and necessity of UNAIDS' work.
56. The Executive Director agreed with the view that "sunsetting" the Joint Programme was not the same as "sunsetting" the mission of ending AIDS. Tens of millions of people would continue to depend on life-saving treatment for many years to come, she noted. The High-Level Panel had carefully examined and made recommendations on how the role of the Joint Programme could be transferred to communities, countries and other parts of the UN, she said.
57. She reiterated UNAIDS's leadership role in relation to accountability (through collecting data, setting targets); shaping strategies and mobilizing the world to commit to them; engaging with communities to defend their rights and shape the services they need; and marshalling and supporting multistakeholder responses. A careful transition was needed to preserve those capacities and assets and to transfer them to capable hands, she said.
58. The Executive Director said she welcomed the prospect of continued partnerships with donor partners. She said they were important for supporting continuity and sustainability. UNAIDS would seek to help countries integrate programmes and transition towards self-financing their HIV responses, while building sustainability and capacities, she said.
59. Referring to remarks about the need to ensure that new technologies reach everyone who needs them, Ms Byanyima said the Joint Programme was working hard to achieve this through the use of data and other evidence. She cited as an example the reduced prices announced for long-acting PrEP, which would help ensure that cost was not a barrier for people at risk of HIV infection.
60. She affirmed that UNAIDS was committed to the reform process approved by the PCB in June 2025, a transformation that would safeguard the gains made by the Joint Programme, especially in Africa, which was still disproportionately impacted by the pandemic.
61. She noted members' insistence that there be no forced closure of UNAIDS without safeguards for the HIV response and that "sunsetting" the Joint Programme in 2026 was premature. She also referred to calls for the UN leadership to engage with the NGO Delegation and to open the UN80 process broadly to civil society.
62. Ms Byanyima reiterated that UNAIDS was firmly on the UN80 path and that it had started on that reform path before other UN entities because circumstances had forced it to act earlier. She noted requests to present to the December 2025 PCB meeting an update on implementation of the new operating model so that possible adjustments could be considered.
63. She told the Board that UNAIDS welcomed a suggestion that it might be necessary to revisit the timelines for its transition, adding that the new operating model agreed to by the PCB in June 2025 allowed for adjustments. She also acknowledged calls for a

timebound “continuity of functions” plan with indicative budgets, named custodians and public reporting of data and targets, community-led responses, human rights and the legal environment, effective convening and coordination, and integration across clinical and nonclinical settings. She noted that the Board had created a pathway with checkpoints to review progress and make necessary adjustments.

64. Regarding UNAIDS’s country presence, Ms Byanyima said it no longer had the resources to maintain a presence in all countries. However, in some cases, governments were contributing funding and services to maintain Country Offices. She said she was willing to discuss with affected countries the decisions to close certain Country Offices.
65. Responding to another concern, she explained that UNAIDS would fundraise to cover the costs of locating UNAIDS staff in Resident Coordinator’s Offices until those Offices could absorb the cost of integration. This was part of the process of transitioning into the rest of the UN System, she said.
66. In conclusion, Ms Byanyima thanked a major donor for releasing noncore funding that had been committed previously. She also announced that the UN Secretary-General had reappointed Angeli Achrekar as Deputy Executive Director of UNAIDS and that Christine Stegling would continue to serve in a new role. She said Tim Martineau, Director for Management at UNAIDS, would retire at the end of 2025, as would Berthilde Gahongayire, UNAIDS Regional Director for western and central Africa. Susan Kasedde, UNAIDS Country Director in the Democratic Republic of Congo, would take up the latter post.
67. The decision points were adopted.

3. 2026 Workplan and Budget

68. Ms Byanyima introduced the 2026 Workplan and Budget, describing it as well-prioritized and streamlined, with a clear set of results to support countries and communities. The Workplan and Budget was premised on there being fewer resources, with a lower level budget pegged at US\$ 63 million and a higher level set at US\$ 80 million if additional resources are raised. That compared with a budget of US\$ 150 million for 2025. This did not amount to a mere pared-down plan, she said. It was a focused, strategic proposal aimed at supporting countries to lead country-owned, inclusive, multisectoral HIV responses that put people at the centre and protect the gains made against the AIDS pandemic.
69. 2026 would be crucial, Ms Byanyima said. The new Global AIDS Strategy scheduled for adoption in December 2025 would start being implemented and the next UN General Assembly High-Level Meeting on AIDS would be held. Many national HIV responses would still be adjusting to the massive decline in external donor support and trying to transition to increased domestic funding. Cosponsors and the Secretariat were also restructuring. She assured the Board that the Joint Programme would continue delivering on its mandate and asked it to approve the Workplan and Budget and support its resourcing and implementation.
70. After thanking donors, especially those who had made multi-year commitments, the Executive Director encouraged all donors to make their contributions as early as possible. She welcomed the United Kingdom’s confirmation of its contribution for 2025 and its offer of an early contribution for 2026. She also thanked Brazil, Kenya and Netherlands for their financial contributions, China for the agreements supporting country-level activities, and several countries that were contributing to the costs of maintaining UNAIDS Country Offices.

71. Ms Achrekar, Deputy Executive Director at UNAIDS, presented the transitional 2026 Workplan and Budget. Noting the achievements of the HIV response to date, she said that, although it had been clear that 2026 would be a transitional year for UNAIDS, the extent to which the entire context for the global HIV response would change could not have been foreseen. She described some of the changes and the crises triggered in many national AIDS programmes and how the context for 2026 was a mix of risk and hopes.
72. After referring to UNAIDS convening and brokering roles and its transformative power of enabling environments to save lives, Ms Achrekar said the overarching priority of the Joint Programme, through its 2026 Workplan and Budget, was to support governments and communities to lead sustainable, inclusive and multisectoral national HIV responses. The necessary programmatic and organization shifts for doing so were embedded in a clear strategic direction, she told the Board. The Workplan was also informed by the evolving epidemics, new health technologies and more integrated approaches, increased national capacities in many countries, remaining gaps, and the sudden, large cuts in international funding for HIV.
73. She said the Workplan entailed a sharper programmatic focus on supporting governments and communities to save lives and protect people's rights by putting people at the centre, with an emphasis on community-led efforts, innovations, accountability and country ownership. UNAIDS remained highly concerned about growing opposition to efforts to uphold human rights and increase equality, which was jeopardizing the gains of HIV responses, she said.
74. The Workplan also involved a shift to a transformed Joint Programme by way of the revised operating model, which includes a streamlined Secretariat with a smaller budget, a significantly reduced country footprint, and differentiated support that is tailored for country contexts. The Workplan had a lighter framework and a streamlined set of results and milestones for reporting, she added.
75. Marie-Odile Emond, Senior Advisor for Programme Planning and Field Support at UNAIDS, continued the presentation. She said the Workplan and Budget remained aligned with the UBRAF results structure but had been updated to align with the directions of the annotated outline of the new Global AIDS Strategy (as discussed and agreed at the June 2025 PCB). Focusing on SDG 3.3, UNAIDS would continue to support countries to reach the global AIDS targets along three outcomes, which were aligned with the strategic priorities in the Global AIDS Strategy's annotated outline. After briefly describing each of the outcomes, she said the Joint Programme would achieve them by advancing seven interlinked result areas and four supporting functions for the HIV response. Each of the results areas was aligned with Global AIDS Strategy's annotated outline.
76. The results areas were: sustainable financing; integration of HIV into broader health systems and non-health sectors; essential information systems and data collection; scaled-up HIV prevention; quality HIV treatment and care; ending stigma and discrimination and upholding human rights and gender equality in the HIV response; and community leadership across services and systems.
77. Although the Workplan and Budget covered one year only, Ms Emond said, the intended results were framed within the medium-term results chain to show UNAIDS' contribution to high-level changes. In line with PCB requests, the Workplan defined specific outputs, highlighting the added value of the Joint Programme for each of the result areas and functions.
78. The Secretariat would focus on four functions, she said: leadership and advocacy; convening and coordination (with focus on sustainability and prevention);

accountability (data, monitoring, target and strategy); and community engagement.

79. Ms Emond told the Board that the key deliverables for 2026 would be: the new Global AIDS Strategy; the UN General Assembly High-Level Meeting in June 2026; sustainability roadmaps for countries; essential data to guide investments and report on progress towards the targets; implementation support, especially at country level, for investments and rolling out innovations such as long-acting PrEP; and community engagement and essential human rights activities. This would be complemented by the work of Cosponsors in the seven results areas, using their own resources and, in the case of the “lead” Cosponsors, catalytic funding. Clear performance milestones for 2026 had also been identified for the Secretariat.
80. Kofi Amekudzi, Senior Technical Specialist on HIV/AIDS at ILO and Chair of the CCO, referred to the results chain and said the mandate was to achieve SDG 3.3 (ending AIDS as a public health threat). He explained that the three outcomes were aligned with the new Global AIDS Strategy’s annotated outline and were related to seven results areas and four functions, each of which had key priority actions.
81. He reminded the meeting that each Cosponsor had comparative advantages which they would draw on as they mainstreamed HIV into their strategic plans and operations. He illustrated this by referring to specific HIV-related advantages of ILO, UNESCO and WHO.
82. He then described the proposed differentiated Cosponsor arrangement under the Joint Programme new operational model, which would involve “lead” and “affiliate” Cosponsors, each of which would contribute to sets of results areas. The five proposed “lead” Cosponsors were: WHO, UNICEF, UNFPA, UNDP and UNODC. The proposed “affiliated” Cosponsors were: UNHCR, WFP, ILO, UN Women, UNESCO and the World Bank. He added that there was a desire to add a sixth “lead” Cosponsor, which would be identified soon.
83. The “lead” Cosponsors would lead in their thematic areas of work, receive catalytic resources from the Secretariat and attend PCB meetings and the CCO (attendance would be optional for “affiliate” Cosponsors), he explained. He then used results area 3 (prevention) to illustrate how Cosponsors would focus their efforts—for example, through prioritizing the work of the Global HIV Prevention Coalition; the roll-out of PrEP; triple elimination of vertical transmission of HIV, syphilis and hepatitis B; integrated combination prevention with sexual and reproductive health and family planning; condom distribution through integrated supply chains; the removal of harmful norms and structural barriers; and generating demand for HIV testing. Each results area would be approached in a multisectoral manner.
84. Continuing the presentation, Ms Emond told the PCB that the differentiated support of the Joint Programme would be focused on the countries with the most need, high dependence on external funding and where stigma and discrimination were major barriers. Priority actions would be tailored and adapted for the specific needs and contexts of different countries and regions with the aim of achieving inclusive, sustainable and impactful responses. National capacities would be reinforced through a range of partnerships with governments, communities (including national and regional networks of people living with HIV), regional entities and other partners (e.g. the Global Fund and PEPFAR).
85. Sam Kambarami, UNAIDS Director of Finance and Accountability, presented the Budget. He said it reflected that core contributions had decreased by 7% in 2024 – compared to 2023 and by 58% in 2025 compared to 2024.
86. . He summarized the Joint Programme’s response to the funding challenges, including

the introduction of a new operating model; relocation of staff to lower-cost duty stations (e.g. Bonn, Johannesburg and Nairobi); a reduced number of Country Offices (85 to 54); the nationalization of some staff positions; and a reduction of core budget-funded staff positions (from over 600 to 294). He highlighted that the proposed budget for 2026 compared to 2025 reduces staff costs by US\$ 46 million, operational costs by US\$ 8 million, and activity costs by US\$ 6.4 million.

87. Two scenarios had been considered in the Budget proposals, he said. The base scenario was for US\$ 63 million, with US\$ 60 million for the Secretariat and US\$ 3 million for the “lead” Cosponsors. The more ambitious scenario envisaged US\$ 80 million in 2026, with US\$ 68 million for the Secretariat and US\$ 12 million for the “lead” Cosponsors.
88. Mr Kambarami then described the Secretariat’s proposed core budget for 2026, which was 50% lower than for 2025 (US\$ 60 million compared with US\$ 120 million) supplemented by a core specified budget of US\$ 6.3 million. Projected non-core contributions for 2026 were estimated at US\$ 132.3 million, with US\$ 31 million coming from the Secretariat and US\$ 101.3 million mobilized by all Cosponsors. This came to a total integrated budget of US\$ 201.6 million for the Joint Programme.
89. For the “ambitious” scenario, he said, the US\$ 80 million would entail US\$ 68 million for the Secretariat, US\$ 12 million for “lead” Cosponsors. Estimated core specified resources of US\$ 6.3 million were projected. He explained the proposed core unspecified budget allocation, including the breakdown for the different budget levels between US\$63 and 80 million, that had been agreed between the Secretariat and lead Cosponsors for 2026. The non-core estimate was the same as for scenario 1: US\$ 132.3 million. The total integrated budget came to US\$ 218.6 million for scenario 2.
90. Turning to the financial outlook, Mr Kambarami told the PCB that confirmed pledges (before the United Kingdom 2026 contribution had been announced) were estimated at US\$ 53 million, which was US\$ 10 million short of the US\$ 63 million for scenario 1. He stated that the gap could be funded with US\$ 4 million from Programme Support Cost revenue leaving US\$ 6 million to be mobilized. However, the announced United Kingdom 2026 contribution had reduced the gap for additional resource mobilization to US\$ 0.6 million of core resources.
91. He informed the Board that risk mitigation would be achieved by strengthening non-core resource mobilization, drawing on funding from the net fund balance, using the operating reserve fund if needed, and through further staff reductions should the other mitigation strategies not suffice.
92. After thanking donors for the commitments made, Mr Kambarami appealed to Board stakeholders to provide predictable funding and to ensure early payment of core contributions towards the 2026 budget, along with multi-year commitments of indicative level of funding, where possible.
93. Continuing the presentation, Ms Achrekar said that reporting for 2026 would be streamlined significantly, as requested by the PCB, with full transparency and accountability. The 2026 Performance Monitoring Report would be shorter and would focus on the main programmatic results against a smaller set of specific outputs and milestones. Duplication with other PCB reports would be avoided. “Lead” Cosponsors receiving catalytic funding would report results as part of the UNAIDS reporting process, while “affiliate” Cosponsors would report solely to their respective Boards, though voluntary reporting to the PCB would also be welcomed to sustain visibility. She also referred to UNAIDS Results & Transparency Portal as important sources of information on UNAIDS results and investment.

94. Ms Achrekar stressed that the AIDS pandemic was far from over and that the Joint Programme's multisectoral role remained as pivotal as ever. The overarching priority was to support countries to lead sustainable, inclusive and multisectoral national HIV responses, she said. The Joint Programme would maintain agility, flexibility and efficiency to best respond to communities' and countries' needs and it would continue its transition to a new operating model. However, results could only be achieved if the necessary funding was available, she emphasized. She thanked donors and other partners for all resources contributed to the Joint Programme and the HIV response.
95. Speaking from the floor, members and observers thanked the Joint Programme for the comprehensive presentation. They welcomed the proposed transitional Workplan and Budget for 2026 and said they appreciated the effort to align the priority actions and Secretariat functions with the reduced funding, based on two budget scenarios. They also welcomed the Workplan's clear prioritization with trade-offs well-articulated, updated and simplified performance milestones and streamlined reporting, all of which was commensurate with a reduced budget. There was wide support for the focus on community-led HIV responses and sustainability of national HIV responses.
96. Speakers said they recognized the strain the reductions in resources were placing on Secretariat and Cosponsor staff. Praising the Secretariat's efforts to achieve consensus with Cosponsors, they emphasized the importance of ongoing, strong coordination between the Secretariat and Cosponsors. The world needed a Joint Programme that could bring together governments, communities and UN agencies to turn evidence into policy, and commitments into practices and results, they said.
97. Speakers acknowledged the need for continued flexibility in using the Operating Reserve Fund so that UNAIDS Secretariat could provide support to Cosponsors and meet the obligations incurred in its ongoing restructuring process. They welcomed the catalytic funding for Cosponsors and asked the Secretariat to commit to transferring those funds to Cosponsors in early 2026 so they could start implementation at the onset of the year.
98. However, there were concerns about a lack of clarity regarding the specific contributions of Cosponsors. Speakers asked why relevant milestones were not defined for results areas that were being led by Cosponsors. Further clarification was also requested about the differentiated roles and contributions of the "lead" and "affiliate" Cosponsors and how this might affect programmatic governance and accountability. Board members called for the selection of the sixth "lead" Cosponsor to be confirmed as soon as possible.
99. Emphasizing that the current and complex situation required new ways of working, speakers highlighted the importance of flexibly adapting implementation of the Workplan and Budget to possible changes in the operating environment. They asked how the PCB would be informed of and engaged in decisions if a budget shortfall affected implementation of the new operating model.
100. Noting that the Workplan and Budget showed a commitment to adapt to resource constraints, speakers said they understood the need to balance expectations with reduced funding. They warned, however, that accountability should not be compromised, both in financial accounting and in demonstrating results. Clarity and visibility were vital. Accountability required transparent decision-making, inclusive review processes and responsiveness to emerging challenges, the Board was told. UNAIDS was asked to work closely with internal and external auditors when implementing the Workplan.
101. Concerns were also raised that the shift to seven results areas carried a risk of obscuring priorities related to community-led responses, human rights and gender

equality. Simplified reporting systems should still provide clear, measurable information that allowed the Board and other stakeholders to track results, the meeting was told. Also noted was the need for a clear risk and mitigation framework in the Workplan and Budget to protect the most affected populations against service disruptions and widening inequalities.

102. There was strong support for the continued emphasis on supporting communities and human rights for effective HIV responses, with speakers encouraging the provision of predictable funding for civil society organizations, key population networks and community-led activities, including community-led monitoring. Speakers noted that community-led HIV responses were still severely underfunded. Strengthening social contracting mechanisms and creating long-term financing for community organizations were vital, they said.
103. The Board was urged to continue to reflect on how to safeguard the HIV work of communities. Speakers called on all parties, especially the “lead” Cosponsors, to engage actively with civil society to develop a shared vision for integrating civil society fully into the UN-wide response to AIDS.
104. Speakers welcomed the inclusion of a results area addressing HIV integration and prevention, which they said was vital for a comprehensive HIV response. However, there were concerns that multisectoral aspects were not sufficiently reflected in the Workplan and Budget. The meeting was reminded that a broad multisectoral approach was necessary for addressing the social, economic and structural aspects of HIV vulnerability.
105. UNAIDS was commended for supporting the development of HIV sustainability roadmaps, which showed a determination to achieve more sustainable national HIV responses. However, some speakers noted that the roadmap process was incomplete in several countries with large AIDS epidemics and that a loss of data collection and management capacities due to external funding cuts posed a risk to programming and monitoring. They said this underscored the Joint Programme's vital role for providing technical and strategic support, and for ensuring that governments are accountable to their citizens and the international community.
106. Speakers welcomed the commitment to support the decriminalization efforts of affected communities and to do so in partnership with UNODC through country dialogues and guidance. They said it was important to recognize that decriminalization was a public health measure, which can save lives, reduce harm and help governments meet SDGs and reach their AIDS targets.
107. There was a request to reflect adolescent girls and young women more prominently in the 2026 Workplan and Budget, for example by making them a defined target population in the UBRAF. It was suggested that more funding and technical support be channeled to organizations led by young women and that this work be integrated across all relevant sectors, including sexual and reproductive health, and mental health.
108. While appreciating the priority given to supporting the introduction and scale up of Lenacapavir and collaboration to maximize Global Fund and PEPFAR investments in countries, speakers said they would welcome information on collaboration with other partners working on expanding access to medicines and tools. They cited as an example Unitaid, which had played a critical role in an agreement to make Lenacapavir available at more affordable prices.
109. One observer Member State expressed concern about a decline in the quality of UNAIDS accountability and referred to a decision to shorten the next Performance

Monitoring Report. Also cited was the apparent disregard for a request made at the 52nd meeting of the PCB to include in the Workplan and Budget a breakdown of staff posts and positions by category and grade. The speaker suggested that the next Workplan and Budget include proposals for integrating the UNAIDS mandate into that of a “sister organization”, such as WHO.

110. Several speakers noted the importance of UNAIDS’ sustained engagement in their respective countries. Two donors confirmed their commitment to transfer their contributions for 2026 early. An observer asked that interpretation of PCB meetings be provided in all official UN languages despite financial constraints.
111. In reply, Ms Achrekar thanked speakers for their reflections, suggestions and queries and said she appreciated the support for a Workplan and Budget that catered for flexibility. She welcomed the emphasis on maintaining a multisectoral approach.
112. Mr Amekudzi said the sixth “lead” Cosponsor would be decided as soon as possible. Regarding community leadership and engagement, he said result area 8 focused specifically on communities and on strengthening their networks. Responding to concerns about accountability, he said previous UBRAFs had been very detailed, though he acknowledged there may now be a risk of oversimplification. He said ongoing work included strengthening the accountability framework and mapping in which countries (besides the 54 where UNAIDS Secretariat aimed to maintain a presence) Cosponsors would focus their HIV work on.
113. Ms Achrekar assured the meeting that UNAIDS would ensure clear transparency regarding changes in the Joint Programme’s finances and in reporting how resources were allocated and spent. She said UNAIDS was committed to continue working closely with a wider range of partners such as Unitaids, including at regional and country levels. Referring to comments from civil society representatives about the need for strong accountability for and to community-led responses, she said this lay at the heart of the HIV response. UNAIDS remained fully committed to communities and to sustaining their crucial roles into the future, she assured the meeting.
114. Mr Martineau said UNAIDS would report to the 57th PCB meeting on fundraising and donor contributions. Regarding transfer of core UBRAF resources to “Lead” Cosponsors, it would seek to have letters of agreement ready by the end of 2025 so that funding could be released to Cosponsors as soon as possible. Regarding the request for a breakdown of staffing by category in the Workplan and Budget he said it had not yet been possible to do so due to the profound changes in the Secretariat with more than half of the positions being abolished, a process which would continue into 2026. He referred the observer to the presentation on human resource management at the June 2025 PCB meeting, which indicated where staff would be posted geographically.
115. Ms Byanyima thanked the Board members and observers for their reflections and advice.
116. The decision points were adopted.

4. Any other business

117. The Special Session of the Board was adjourned.

[Annexes follow]

PROGRAMME COORDINATING BOARD

UNAIDS/PCB (EM)/5.1.rev1

Issue date: 24 September 2025

VIRTUAL SPECIAL SESSION

DATE: 8 October 2025

TIME: 13:00–18:00 (CET)

Agenda

WEDNESDAY, 8 OCTOBER 2025

- | | |
|--------------------|--|
| 13:00–13:30 | 1. Opening

1.1 Opening of the meeting and adoption of the agenda
<i>Presentation and discussion</i>
<u>Documents:</u> UNAIDS/PCB (EM)/5.1; UNAIDS/PCB (EM)/5.2

1.2. Consideration of the report of the 56th PCB meeting
<i>Presentation and discussion</i>
<u>Document:</u> UNAIDS/PCB (56)/25.25 |
| 13:30–14:30 | 2. UNAIDS revised operating model and UN80
<i>Presentation and discussion</i>
<u>Document:</u> UNAIDS/PCB (EM)/5.3 |
| 14:30–17:30 | 3. Unified Budget, Results and Accountability Framework (UBRAF) 2022–2026: Workplan and Budget 2026
<i>Presentation and discussion</i>
<u>Document:</u> UNAIDS/PCB (EM)/5.4 |
| 14:45–15:00 | <i>Coffee break</i> |
| 17:30–17:45 | 4. Any other business |
| 17:45–18:00 | 5. Closing of the meeting |

[End of document]

08 October 2025

**Virtual Special Session of the UNAIDS Programme Coordinating Board
Geneva, Switzerland**

8 October 2025

Decisions

The UNAIDS Programme Coordinating Board,

Recalling that all aspects of UNAIDS work are directed by the following guiding principles:

- Aligned to national stakeholders' priorities;
- Based on the meaningful and measurable involvement of civil society, especially people living with HIV and populations most at risk of HIV infection;
- Based on human rights and gender equality;
- Based on the best available scientific evidence and technical knowledge;
- Promoting comprehensive responses to AIDS that integrate prevention, treatment, care and support; and
- Based on the principle of non-discrimination;

Intersessional decisions

Recalling that, it has decided through the intersessional procedure (see decisions in UNAIDS/PCB (EM)/5.2:

- *Recalls* decision point 6.16 from the 56th PCB meeting;
- *Agrees* on the modalities and rules of procedure set out in the paper, Modalities and procedures for the virtual Special Session of the PCB in 2025 (UNAIDS/PCB(EM)/5.2), for the virtual 2025 PCB meeting and its preparations.

Agenda item 1.1: Opening of the meeting and adoption of the agenda

1. *Adopts* the agenda;

Agenda item 1.2: Consideration of the report of the 56th PCB meeting

2. *Adopts* the report of the 56th meeting of the Programme Coordinating Board;

Agenda item 2: UNAIDS revised operating model and UN80

- 3.1 *Recalls and reaffirms* all decision points pertaining to the revised operating model of the Joint Programme taken under agenda item 6 at the 56th PCB meeting in June 2025 to ensure the further transition of the Joint Programme within the wider UN system to sustain global progress towards ending AIDS as a public health threat;
- 3.2 *Reiterates* the importance of actively seeking coherence between the PCB's decisions on reform and transition and the ongoing discussions on the UN80 Initiative, as well as of engaging all stakeholders, including communities of people living with, affected by, or most at risk of HIV, impacted by UNAIDS reform in this process, while considering ongoing discussions on reform of the global health and development ecosystem;

Agenda item 3: 2026 Workplan and Budget

- 4.1 *Approves* the 2026 Workplan and Budget, including the simplified performance milestones and reporting for 2026, which supersedes the UBRAF indicator matrix (UNAIDS/PCB(EM)/5.4);
- 4.2 *Approves* the core budget for 2026 and the budget allocations as outlined in the 2026 Workplan and Budget (UNAIDS/PCB(EM)/5.4);
- 4.3 *Encourages* governments to make multiyear contributions and to release, as soon as possible, their annual contributions towards the 2026 Workplan and Budget;
- 4.4 *Appreciates* donors who have already contributed to the 2024–2025 Workplan and Budget and *encourages* governments who are still to contribute to release, as soon as possible, their contributions towards the 2025 budget;
- 4.5 *Reaffirms* the decision to request an update on the methodology used for reporting on the resources invested in community-led HIV responses and sustainable HIV responses, strengthening accountability in the new 2026 Workplan and Budget as part of the financial reporting at the 58th PCB meeting in June 2026;
- 4.6 *Requests* an update on the balances of the Fund Balance and Operating Reserve Fund be provided to the Programme Coordinating Board at its 57th meeting in December 2025;
- 4.7 *Requests* the inclusion of a narrative summary of the UNAIDS Secretariat's assets and liabilities as part of the financial reporting at the 58th PCB meeting in June 2026.

[End of document]