



UNAIDS PROGRAMME COORDINATING BOARD

UNAIDS/PCB (34)/14.7
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THIRTY-FOURTH MEETING

Date: 1-3 July 2014

Venue: Executive Board Room, WHO, Geneva

Agenda item 5.1

Key findings from external reviews and assessments of UNAIDS 2012- 2013

Overview and summary

Additional documents for this item:

- **Mid-term Review:** UNAIDS/PCB (34)/14.6
- **Country case studies and snapshots of UNAIDS work in high impact countries:** UNAIDS/PCB (34)/14.8

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

Take note of the report and request UNAIDS to continue to look for ways to strengthen performance measurement and reporting.

Cost implications of decisions: None

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PREFACE

1. In 2012–2013, five external reviews and assessments of the United Nations Joint Programme on HIV/AIDS (UNAIDS) were carried out :

• Australian Multilateral Assessment	2012
• MOPAN Organisational Effectiveness Assessment	2012
• Government of Norway Review of Multilateral Organisations	2013
• DFID Multilateral Aid Review Update	2013
• Danish Organisation Strategy for UNAIDS	2014
2. Each of these reviews and assessments had its own distinct purpose, methodology and specific areas of focus (summarized in Table I), albeit with considerable overlap and common reference to the 2nd Independent Evaluation of UNAIDS completed in 2009. The reviews of UNAIDS were undertaken by major donors either individually or (in one case) jointly as part of a series of reviews of their relationships with and support to multilateral organizations.
3. Separate reviews of individual Cosponsors also took place in 2012-2013. As these focused on their specific mandates, rather than the contributions of the Cosponsors to the Joint Programme, they are not presented in this document. A number of reviews of the HIV and AIDS related work of individual Cosponsors and the Secretariat also took place in 2012-2013. However, the scope of this document does not allow for an analysis or synthesis of these individual assessments.
4. The five external reviews and assessments of UNAIDS, the salient findings of which are summarized here, are of particular interest given that they took place progressively as the biennium advanced, providing insights into progress and ongoing challenges.

SUMMARY OF KEY FINDINGS

5. Relative to previous reviews and assessments, particularly the 2nd Independent Evaluation but also the Canadian International Development Agency's 2011 Strategy for Engagement with UNAIDS and the 2011 Multilateral Aid Review of the United Kingdom Government's Department for International Development (DFID), the more recent external reviews and assessments carried out since 2011 commonly found:

[Appreciation for UNAIDS global advocacy and leadership in the AIDS response](#)

6. The Australian Multilateral Assessment noted: "UNAIDS' coordination role extends to leadership and advocacy, coherence and partnership, and mutual accountability. Previously, its complex structure, unclear policies and strategy documents have constrained UNAIDS' effectiveness in this role, but recent reforms in this area show promise."
7. The Multilateral Organisation Performance Assessment Network (MOPAN) Assessment noted: "UNAIDS has demonstrated strategic leadership and a commitment to organisational renewal while also continuing to track the epidemic and provide critical evidence-based guidance."
8. The DFID Multilateral Aid Review update noted: "UNAIDS has a good reputation with government, development partners and civil society for assisting in the major turnaround in the response to HIV and TB in past few years."

9. The Danish Organisation Strategy noted: “UNAIDS has contributed to impressive results in the fight against AIDS ... The Danish multilateral analysis finds that there has been continued progress on key indicators including global advocacy, increased coherence between investments and epidemiological data, integration of HIV/AIDS in the broader health, development and human rights agenda, strengthened country capacity to track and measure progress in the response, mobilizing and leveraging funding for AIDS responses at country level, combating stigma, and enhancing coherence between HIV/AIDS and SRHR.”

Recognition of UNAIDS leadership on gender, rights and stigma reduction

10. The Australian Multilateral Assessment noted: “UNAIDS is strong in mainstreaming gender and human rights into its work in advocating for enabling social and legal environments.”
11. The MOPAN Assessment noted: “UNAIDS is seen to place the strongest emphasis on the promotion of human rights and gender equality.”
12. The Norwegian Review noted that: “In many countries, UNAIDS plays a key role in advancing human rights, particularly for marginalized groups such as injecting drug users, sex workers and men who have sex with men.”
13. The Danish Organisation Strategy noted: “UNAIDS has a strong record in the field of human rights, and the present management team has a very high profile in human rights related fields including SRHR (sexual and reproductive health and rights). UNAIDS is at the forefront of the struggle for human rights, and increasingly influences other UN organisations’ thinking in this field ... As regards the parameters Poverty Reduction, Human Rights-Based Approach, Human Rights and Democracy, and Social Progress, UNAIDS is placed in the highest category (‘best practice’).”

Improved strategic focus

14. The Australian Multilateral Assessment noted: “UNAIDS’ mandate is clear.”
15. The DFID Multilateral Aid Review update noted: “UNAIDS has improved the alignment of its human resources and job profiles with its strategic priorities” while questioning whether there were no further opportunities to focus on high-burden countries.
16. The Danish Organisation Strategy noted: “As part of the strategy UNAIDS has stepped up efforts in a drive for increased efficiency and impact. This implies intensified joint action in 30+ countries which would address inter alia over 70% of new global infections, over 80% of the global gap in treatment, and over 75% of the gap in prevention of vertical transmission (mother-to-child transmission).”

Strong partnership behaviour

17. The Australian Multilateral Assessment noted: “UNAIDS works effectively with partners, and is committed to improving these partnerships.”
18. The MOPAN Assessment noted: “UNAIDS is highly valued by its direct partners and the Cosponsors.”
19. The Danish Organisation Strategy noted: “Support for the development of a strong and independent civil society which fights for the most vulnerable and marginalized people

and gives them a voice in the struggle for their rights is at the heart of Denmark's human rights-based approach to development. UNAIDS' interaction with civil society at country level and the unique civil society involvement at board level concurs with this approach."

Major strides made to improve performance management and accountability

20. The Australian Multilateral Assessment noted: "The UBRAF strengthens links between investments by Cosponsors and progress against UNAIDS' strategic goals and paves the way for better reporting on impact..."
21. The MOPAN Assessment noted: "UNAIDS has improved its focus on results and increased its efforts to measure its development effectiveness by developing and implementing the UBRAF."
22. The Norwegian Review noted: "As a result of the introduction of a common budget, results and accountability framework for all the Cosponsors, UNAIDS now has a solid planning and budgeting system."
23. The DFID Multilateral Aid Review update noted: "The introduction of the JPMS provides UNAIDS with an operational tool to collect results and hold Cosponsors accountable. In addition, with the adoption of the 2012–2013 UBRAF, UNAIDS has acquired a stronger conceptual framework to hold Cosponsors accountable programmatically and financially."

Improved resource planning and reporting with opportunities for further refinement

24. The Australian Multilateral Assessment noted: the UBRAF framework "includes a large number of indicators which could create difficulties in implementation".
25. The MOPAN Assessment noted: "UNAIDS has not yet maximized its use of performance information and improvements are still needed in the way results-based management is applied, notably in moving from activity-based to results-based reporting and in the use of performance indicators, baselines and targets to inform its work at the country level."
26. The DFID Multilateral Aid Review update noted: UNAIDS had "improved its financial resource management with the adoption of the UBRAF, which has a stronger results framework both in terms of capturing the combined results of all the Cosponsors and in achieving a clearer results chain, than the UBW". The DFID Multilateral Aid Review also noted: "The JPMS is a major improvement in UNAIDS reporting processes. The JPMS promotes transparency and enables all Cosponsors, national governments and other partners to assess – and look for ways to improve – the effectiveness and efficiency of the work. The analysis and synthesis of results and achievements by Cosponsors presented in the report represents a major improvement in comparison to previous reporting periods." The update highlighted the importance of strengthening "how UNAIDS country offices and Cosponsors feed into the JPMS and the robustness of the information shared" as well as strengthening "the links between impact/outcome, outputs, indicators, resources and joint deliverables".

Strong progress on improving efficiency, cost and value consciousness

27. The Australian Multilateral Assessment noted: "UNAIDS has worked to address high transaction costs associated with its UBW (Unified Budget and Workplan) through the introduction of a clearer Division of Labour, and has considered the performance of its Cosponsors in the allocation of its 2012–13 resources."

28. The MOPAN Assessment noted: “UNAIDS has reviewed its governance structure, strategies, as well as its systems and processes, all with the purpose of improving its capacity and efficiency in delivering a strengthened and more focused response...”
29. The DFID Multilateral Aid Review update noted: “UNAIDS has made 13% efficiency savings on administration costs between 2011 and 2012. Not only does the level of savings exceed our expectations but evidence suggests that UNAIDS has made the changes in a strategic way.”

Continued need for a proactive approach regarding staffing

30. The Australian Multilateral Assessment noted: “Management is implementing a new human resource strategy and has integrated a competency framework into all human resources systems to better monitor and improve staff performance in the future.”
31. The DFID Multilateral Aid Review update noted: “UNAIDS should continue its good work around cost and value consciousness ...”

Continued need to strengthen the coverage, quality and access to evaluations

32. The MOPAN Assessment noted: “There remains room for improvement in the coverage and quality of evaluations.”
33. The Norwegian Review noted: “Whether or not the Cosponsors’ evaluations are published depends on the policy of the individual organization in this area ... the inadequacies in UNAIDS’ ongoing evaluation procedures and thus the opportunities for following up on its evaluation are a weakness in this respect.”
34. The DFID Multilateral Aid Review update noted: “The UBRAF peer review process involves Cosponsors and the Secretariat in a two-stage mutual evaluation of progress and performance ... the in-depth assessments of the Joint Programmes of Support at country level are central to the oversight of performance and the determination of subsequent financial allocations.”

Need to strengthen accountability of Cosponsors further

35. The Australian Multilateral Assessment “did not find evidence that UNAIDS had been able to successfully challenge its Cosponsors on value for money in the past”, and that “there is less evidence that UNAIDS promotes transparency among these partners and is able to hold them accountable for results”.
36. The DFID Multilateral Aid Review update noted: UNAIDS will need to “ensure it is holding Cosponsors accountable for value for money”.

CONCLUSION

37. UNAIDS was widely assessed as:

- **Strong** in its (i) global advocacy and leadership of the AIDS response, (ii) partnership behaviour, and (iii) promotion of gender, rights and stigma reduction.

- The assessments **recognize important progress** in (i) **performance** management and results reporting, (ii) efficiency, cost and value consciousness, and (iii) strategic focus. The UBRAF and JPMS are recognized as a significant step forward, with further streamlining of indicators, strengthened results-based reporting and better linking of resources with outcomes, outputs and indicators.
- Areas that were seen as **opportunities for further improvement** were (i) further sharpening UNAIDS' strategic focus, (ii) strengthening the coverage, quality and access to evaluations, and (iii) holding Cosponsors accountable. Proactively managing staff quality, number and cost will also require continued attention.

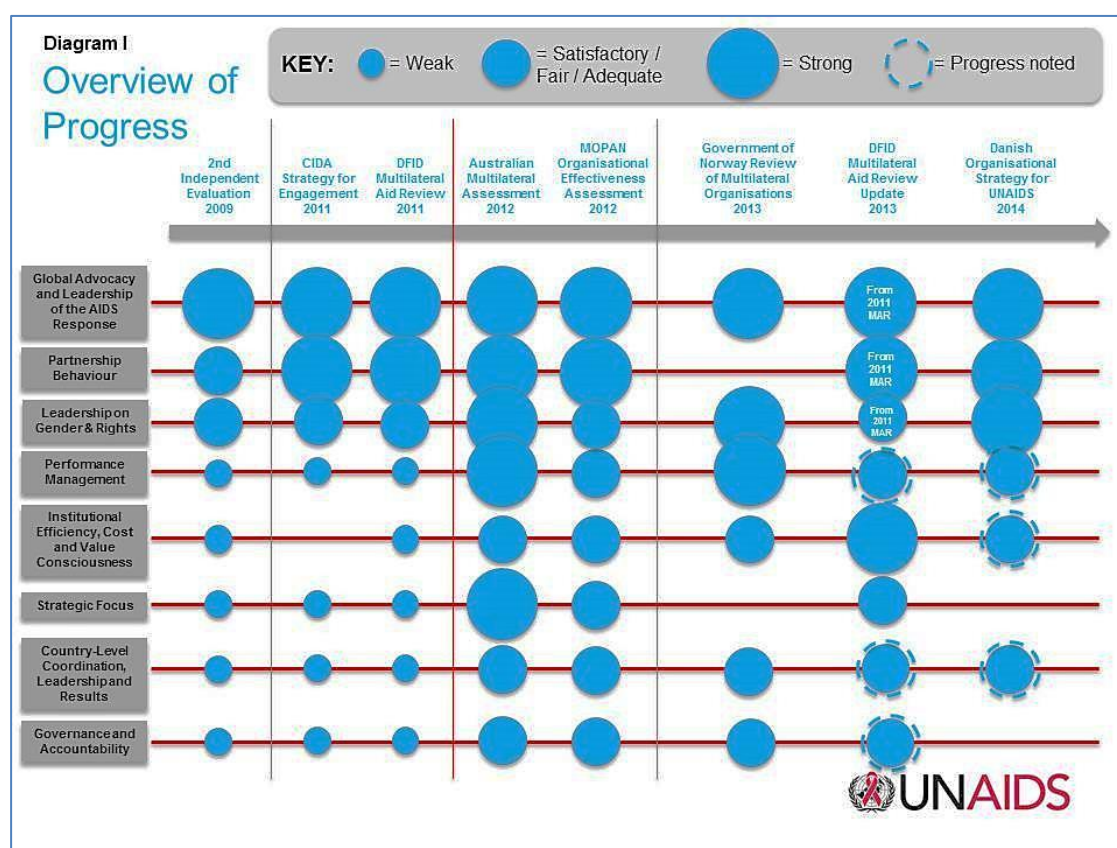


TABLE I

Name of assessment or review	Australian Multilateral Assessment	MOPAN Organisational Effectiveness Assessment	Government of Norway Review of Multilateral Organisations	DFID – Multilateral Aid Review Update	Danish Organisation Strategy for UNAIDS
Year published	2012	2012	2013	2013	2014
Review or assessment carried out on behalf of	Australian Government	Network of 17 donor countries with a "Common Approach" to a joint, annual assessment of a set of multilateral organisations.	Government of Norway	Government of the United Kingdom	Government of Denmark
Purpose	Provides comprehensive evidence of the effectiveness of the Australian aid program's multilateral partners and their relevance to Australia's interests.	Intended to assist MOPAN members in meeting domestic accountability requirements and promote dialogue between MOPAN members, multilateral organisations and their direct partners.	Intended to set policy, support domestic accountability requirements and promote dialogue with multilateral organisations.	The Multilateral Aid Review was commissioned to assess the value for money for UK aid of funding through multilateral organisations.	Intended to set policy, support domestic accountability requirements and support dialogue with UNAIDS.
Methodology	The evidence base include wide-ranging consultations, internal and publicly available reporting, recent assessments and reviews conducted by Australia and other donors, submissions from members of the public, and field visits.	MOPAN collects data through a survey, a review of documents published by the multilateral organisations and consultations with staff members from the multilateral organisations under review.	The review of the organisations is based on experience gained from cooperation with them, as well as key governing documents and other documentation, such as evaluations and joint donor assessments.	The evidence base includes wide-ranging consultations, internal and publicly available reporting, recent assessments and reviews conducted by other donors, submissions from civil society, and field visits.	n/a
Areas of focus	Structured around 7 categories (delivering results, alignment with national policy, broader contribution, strategic management and performance, cost and value consciousness, partnership behaviour, and transparency and accountability)	Structured around 4 dimensions of organisational effectiveness (strategic management, operational management, relationship management, and knowledge management)	Structured around 7 parameters (ability to document results; relevance in relation to Norway's political priorities; systems for planning, budgeting and results reporting; systems for internal audit and anti-corruption work; contributions to national capacity and institutional development, and national ownership; opportunities to influence the organisation as a whole; and willingness to take concrete steps to implement reform)	Structured around criteria related to UK development & humanitarian objectives (playing a critical role in line with their mandate, results achieved on the ground, focus on girls and women, ability to work in fragile states, attention to climate change and environmental sustainability, and focus on poor countries) and the organisations' behaviours and values (transparency, cost and value consciousness, ambition for results, sound management and accountability systems, partnership with others, and financial resource management systems and instruments).	The concept note was structured around relevance of UNAIDS, background and lessons learned, intended results of Danish support, budget, monitoring and reporting, risks and assumptions.

[Annex follows]

ANNEX - SYNTHESIS OF ASSESSMENTS AND REVIEWS

The following summaries have been condensed from the full reviews and assessments. Highlighting/bolding of key findings has been added to enhance readability.

A. Australian Multilateral Assessment, 2012

In March 2012, Australian AID published an assessment of UNAIDS as part of the Australian Multilateral Assessment of 42 multilateral organizations. The main observations and conclusions are summarized below:

Delivering results on poverty and sustainable development in line with mandate - satisfactory

UNAIDS reports clearly on the outputs of its work but has struggled to measure and report on the development impact of its work. The UBRAF strengthens links between investments by Cosponsors and progress against UNAIDS' strategic goals, and paves the way for better reporting on impact, although it includes a large number of indicators, which could create difficulties in implementation.

Alignment with Australia's aid priorities and national interests – strong

UNAIDS is strong in mainstreaming gender and human rights into its work in advocating for enabling social and legal environments. This is supported by its action plan for gender equality, which has improved gender disaggregated reporting and increased the involvement of women in national planning. However, the proportion of the UNAIDS budget allocated to gender-specific activities remains low.

The Regional Support Team for Asia and the Pacific (RST-AP) has improved its focus on populations at higher risk, enhanced its technical assistance and supported countries to remove punitive laws hindering effective HIV responses. In the Asia-Pacific region, this has translated into more than three times as many people receiving antiretroviral treatment than in 2006.

UNAIDS' focus on high-impact, priority countries makes fragile states a de facto focus.

Contribution to the wider multilateral development system – strong

UNAIDS' coordination role extends to leadership and advocacy, coherence and partnership, and mutual accountability. Previously, its complex structure, unclear policies and strategy documents have constrained UNAIDS' effectiveness in this role, but recent reforms show promise. In 2010, the Division of Labour was revised and there are early indications this new approach is improving coordination. Feedback from India, for example, suggests coordination among Cosponsors has improved since the new Division of Labour was developed.

UNAIDS contributes to the development of normative frameworks and guidelines, in collaboration with WHO, across a range of areas, including antiretroviral treatments, HIV and tuberculosis and infant feeding. However, UNAIDS can do more to ensure guidance is relevant to concentrated and low-level epidemics. UNAIDS has also played a catalytic role in increasing financing for HIV. UNAIDS has played a leading role in generating and sharing strategic information on AIDS.

Strategic management and performance – strong

UNAIDS' mandate is clear: to provide assistance to build country and community capacity, and to mobilize political and social support to prevent and respond to the threat of HIV.

The Programme Coordinating Board (PCB) is generally effective in overseeing strategic direction and holding management to account for performance.

UNAIDS has shifted to a four-year planning cycle, enabling it to plan and measure achievements over longer time frames. The UBRAF and 2010 Division of Labour requires each Cosponsor to measure and evaluate its own programmes according to a series of well-defined indicators linked to the achievement of its strategy goals, with UNAIDS collecting and synthesizing data to track progress. The UBRAF also includes an annual performance review process. It is, therefore, reasonable to expect that UNAIDS monitoring and evaluation practices will improve in the near future.

Human resource management is improving with the merger of the dual administrative systems. The 2nd Independent Evaluation concluded that UNAIDS' administrative systems were complex and reduced the efficiency of financial and resource management. The evaluation found that staff numbers had increased without adherence to good human resources practices. In response, management is implementing a new Human Resource Strategy and has integrated a Competency Framework into all human resources systems to better monitor and improve staff performance in the future.

Cost and value consciousness – satisfactory

UNAIDS has worked to address high transaction costs associated with its Unified Budget and Workplan through the introduction of a clearer Division of Labour, and has considered the performance of its Cosponsors in allocating its 2012–13 resources. Attempts to improve the cost–effectiveness of partners include establishing criteria for demonstrating comparative advantage, and collaboratively developing new lower-cost treatments.

The PCB and management regularly scrutinize budget allocations, costs and source priorities, and efficiency targets are one of the considerations of the UBRAF. The Australian Multilateral Assessment did not find evidence that UNAIDS had been able to successfully challenge its Cosponsors on value for money in the past. Efforts are being made to address this by embedding efficiency and value for money throughout UNAIDS' strategy, for example.

Partnership behaviour – strong

UNAIDS works effectively with partners and is committed to improving these partnerships. To ensure more targeted technical support is available, UNAIDS needs greater resourcing in some countries (such as Papua New Guinea) and for these staff to have appropriate levels of technical expertise.

UNAIDS provides a voice for stakeholders at the institutional level, but is less consultative at programme level. Nongovernmental organizations and people living with HIV are represented on UNAIDS' governing board, and it brings together a wide range of stakeholders from community, government and donors. Stakeholders generally view UNAIDS' partnership behaviour as appropriate. **The five-year evaluation of the Global Fund, for example, found its partnership with UNAIDS was the closest and most effective.**

UNAIDS provides technical and financial support to representatives of community organizations and national partners to participate in key national, regional and international forums, though there is potential to achieve more in this area. UNAIDS incorporates partner views and feedback into its operations, providing stakeholders direct access to key decision-making bodies. People living with HIV (PLHIV) and civil society are represented on UNAIDS' governing board, although they do not have voting rights.

Transparency and accountability – satisfactory

UNAIDS makes available a wide range of documents on its website, including Board papers, policy documents, performance monitoring reports and budget information. However, it lacks a formal information disclosure policy, and is not a signatory to the International Aid Transparency Initiative.

UNAIDS has appropriate financial management policies in place and has adopted the International Public Sector Accounting Standards for financial management. **Through its Division of Labour and the new strategic framework, UNAIDS has embedded a robust accountability framework for the work of its partners.** There is less evidence that UNAIDS promotes transparency among these partners and is able to hold them accountable for results.

B. MOPAN Organisational Effectiveness Assessment, 2012

In December 2012, the Multilateral Organisation Performance Assessment Network (MOPAN) published an assessment of UNAIDS organizational effectiveness based on a survey of stakeholders, review of documents, and interviews with headquarters-based staff. The MOPAN assessment drew upon the 2nd Independent Evaluation in reviewing progress against four aspects of organizational effectiveness (strategic management, operational management, relationship management and knowledge management). The main observations and conclusions are summarized below:

UNAIDS is highly valued by its direct partners and the Cosponsors. In the four key performance areas examined in the MOPAN 2012 assessment, UNAIDS's direct partners and Cosponsors were consistent in providing ratings of adequate or above, and often rated UNAIDS as strong or very strong.

UNAIDS' commitment to organizational development has brought positive changes, although it is too early to assess the full effects of the process. In recent years, UNAIDS has demonstrated strategic leadership and a commitment to organizational renewal while also continuing to track the epidemic and provide critical evidence-based guidance. Taking the recommendations from the 2nd Independent Evaluation and other operational reviews as the basis for this organizational development process, UNAIDS has reviewed its governance structure and strategies, as well as its systems and processes, all with the purpose of improving its capacity and efficiency in delivering a strengthened and more focused HIV response. UNAIDS has revised its human resources policies to better address performance management and fully align them with the organizational strategy.

Although UNAIDS has made substantial progress in becoming a more performance-oriented and accountable organization, there is room for improvement in its ability to measure its own performance. UNAIDS has improved its focus on results and increased its efforts to measure its development effectiveness by implementing the UBRAF. Survey respondents were positive about UNAIDS' new tools and processes for achieving results and the document review noted improvements in the structure and content of the organization's results frameworks. Nevertheless, UNAIDS has not yet maximized its use of performance information, and improvements are still needed in the way results-based

management is applied, notably in moving from activity-based to results-based reporting and in the use of performance indicators, baselines and targets to inform its work at the country level.

UNAIDS' financial accountability practices, in areas such as audit, anti-corruption and procurement, are viewed as appropriate. UNAIDS has taken steps to improve the independence of its evaluation function. The new Economics and Evaluation Division, as well as the Monitoring and Evaluation Reference Group (MERG), will strengthen guidance at all levels of the organization. There remains room for improvement in: (i) the coverage and quality of evaluations; (ii) development of an organization-wide risk management framework; and (iii) reporting on Paris Declaration on Aid Effectiveness commitments using indicators and targets.

The UNAIDS Secretariat is valued for its technical expertise, evidence-based advocacy and influence in policy setting. The technical expertise of UNAIDS' country-based staff, as well as the use of this expertise for evidence-based advocacy, are highly valued by stakeholders on the ground. UNAIDS' contributions to policy dialogue received the highest score of all key performance indicators in the survey. When asked to describe UNAIDS' strengths, many country-based respondents cited its expertise and technical support, as well as the effectiveness of UNAIDS' influence on HIV-related policy setting. Among the cross-cutting priorities assessed by MOPAN, **UNAIDS is seen to place the strongest emphasis on promoting human rights and gender equality.** **UNAIDS' highly consultative approach is crucial to achieving its mandate and its 'Getting to Zero' strategy.** UNAIDS is seen by direct partners and Cosponsors as highly consultative and inclusive. UNAIDS could nevertheless be more strategic in its use of consultations.

UNAIDS' effectiveness in building partnerships is highly valued and recognized by stakeholders as one of its strengths. UNAIDS works to leverage existing partnerships and create new ones with various stakeholders, including social movements, alliances, coalitions, networks, faith-based organizations, the private sector and other development partners. The importance UNAIDS places on meaningful, valued relationships with other organizations strengthens the UN's capacity to meet its global targets and commitments. UNAIDS is seen to perform adequately or better across all key performance indicators in relationship management, with high marks for its contribution to policy dialogue, in particular. Feedback from MOPAN in-country donors was not as positive on UNAIDS' ability to adjust its procedures to local conditions and capacities.

UNAIDS' unique organizational structure presents both opportunities and challenges. UNAIDS' structure encourages collaboration and teamwork within the UN family in the HIV response. Some stakeholders perceived inefficiencies in the operations of the Joint Programme, while others commended UNAIDS for its added value in coordinating the HIV response. Significant challenges remain to ensure defined roles of the Cosponsors and the Secretariat are respected at all levels of the Joint Programme.

[C. Government of Norway Review of Multilateral Organisations, 2013](#)

The Government of Norway, Ministry of Foreign Affairs, undertook a review of 29 multilateral organizations in 2013, including UNAIDS. The main observations and conclusions are summarized below:

[Key results in 2012](#)

Measures to reduce mother to child transmission are reaching more women. The number of HIV-positive children was reduced by 24% from 2009 to 2011. Of 22 focus

countries in UNAIDS' Global Plan, 17 countries have finalized nationally funded plans to prevent mother to child transmission with UNAIDS expert guidance. The number of HIV-positive women receiving antiretroviral therapy rose from 48% in 2010 to 64% in 2012.

Reduction in discriminatory legislation. In 2012, UNAIDS reviewed draft HIV-related legislation to ensure it effectively supported the national HIV response in a number of countries, including Norway. In 2012, the number of countries, territories and areas with HIV-related restrictions on entry, stay and residence fell from 47 to 44.

Young people. In 2011 young people still accounted for 40% of all new adult infections. In 2012, UNAIDS strengthened its youth-related work, with efforts intensified to increase national capacity for comprehensive sexual education, and special WHO guidelines drawn up on HIV testing and treatment for teenagers. In 2012 UNAIDS presented its own youth strategy.

Increased HIV in risk groups. UNAIDS continues to work with risk groups, such as men who have sex with men, sex workers and transgender persons. The use of condoms in risk groups is increasing but the number of infected persons is also increasing.

Small reduction of HIV among people who inject drugs. The proportion of HIV-positive persons in this group has fallen, from 8% in 2010 to 7% in 2012. The number of countries with programmes addressing this issue has increased, from 51% in 2011, to 57% in 2012. There has also been a small increase in the number of countries with legislation and regulations that prevent an adequate response to this problem. In 2012, UNAIDS coordinated a joint statement against the internment of persons who inject drugs and of sex workers. Action to prevent infections among prisoners and persons in closed institutions increased in several countries, including Egypt, Iran, Libya and Morocco.

Shared responsibility. 2011 was the first year in which national responses to HIV surpassed international finance initiatives in low- and middle-income countries. In 2012 the African Union (AU) adopted a Roadmap on Shared Responsibility and Global Solidarity for AIDS, TB and Malaria Responses in Africa.

Strengthened integration. UNAIDS continues its efforts to strengthen integration of the HIV response into overall global health and development work. In 2012, more than 20 countries drew up new or revised HIV strategies based on the global HIV goals, and such strategies are being prepared in a further 36 countries.

Planning and budgeting systems

In response to independent evaluation recommendations, UNAIDS drew up a new strategy for 2011–2015 and adopted a Unified Budget, Results and Accountability Framework (UBRAF) for all its Cosponsors. As a result of the introduction of a common budget, results and accountability framework for all the Cosponsors, **UNAIDS now has a solid planning and budgeting system.** The results and accountability framework is a good tool for planning and targeting the global HIV response through the activities of UNAIDS and its Cosponsors, and their dialogue with competent national authorities and civil society. UNAIDS has adopted the International Public Sector Accounting Standards (IPSAS). The monitoring and evaluation functions were also strengthened by the introduction of the UBRAF, through the reorganization of the independent Monitoring and Evaluation Reference Group (MERG). Whether or not the Cosponsors' evaluations are published depends on the policy of the individual organization in this area. A Cosponsor Evaluation Working Group has been established and the reorganization of MERG was also aimed at improving the coordination of the different evaluation functions.

Oversight systems and anti-corruption

UNAIDS uses WHO's audit services. Internal audits are conducted by WHO's Office of Internal Oversight Services (IOS), which is also responsible for investigating suspected cases of fraud and other irregularities.

UNAIDS' external auditor, chosen from among the supreme audit authorities of WHO Member States, reports to the World Health Assembly and to UNAIDS' Programme Coordinating Board (PCB) and is also responsible for reporting on the follow-up of recommendations. The external auditor's reports are available on the UNAIDS website. UNAIDS follows WHO's rules for combating corruption and fraud.

Institution-building and national ownership

UNAIDS carries out analyses and provides guidance and technical support to assist countries in developing and implementing knowledge-based national AIDS plans. Great emphasis is placed on developing methodology tools and using research-based results to strengthen national capacities for effective coordination, management and assessment of responses. It is emphasized that national ownership is crucial to ensuring sustainability. **In many countries, UNAIDS plays a key role in advancing human rights, particularly for marginalized groups, such as injecting drug users, sex workers and men who have sex with men.**

Willingness to learn and change

UNAIDS demonstrates a willingness to learn and change. As a rule, Board decisions are followed up and follow-up action is reported to the PCB. Since the organization's launch in 1996, UNAIDS has conducted two independent external evaluations. The evaluations' recommendations served as the basis for the preparation of UNAIDS' new strategy and also led to a functional review of the Secretariat and activities at country and regional level. However, the inadequacies in UNAIDS' ongoing evaluation procedures and the opportunities for following up on its evaluations are a weakness.

D. DFID – Multilateral Aid Review Update, 2013

In November 2013, the UK Department for International Development published an update of its 2011 review of UNAIDS as part of its Multilateral Aid Review. The review concluded that there had been "strong progress on administration cost savings [and] progress on financial resource management and on explaining how they achieve results, but [there was a] need to ensure results are shared more widely. Progress was sufficient to improve the overall value for money assessment to good". UNAIDS was the only multilateral organization to have its overall rating improve.

Contribution to results – reasonable progress

UNAIDS has improved the alignment of its human resources and job profiles with its strategic priorities. More than 80 staff have been redeployed to the seven Regional Support Teams and the more than 30 high-impact countries. In addition, UNAIDS eliminated a management layer to ensure teams were more flexible to respond to country demands.

However, **we question whether UNAIDS has gone far enough in prioritizing resources to the highest burden countries**, recognizing the difficulty of agreeing a higher degree of geographical prioritization within an organization governed by Member States. DFID country feedback supports the pivotal role of UNAIDS in South Africa through its work in championing a more decentralized approach to responding to HIV and HIV-related

tuberculosis in line with the new national strategy and in supporting capacity development of nongovernmental organizations. **UNAIDS has a good reputation with governments, development partners and civil society for assisting in the major turnaround in the response to HIV and TB in past few years.**

Since 2011, the introduction of the JPMS has provided UNAIDS with an operational tool to collect results and hold Cosponsors accountable. In addition, with the adoption of the 2012–2013 UBRAF, UNAIDS has acquired a stronger conceptual framework to hold Cosponsors accountable programmatically and financially.

UNAIDS has shown progress as the recognized “entry point for technical support to the national response”, specifically through its work with the Global Fund. UNAIDS not only offers support to countries at each stage of the application process but also provides support on effective and efficient grant implementation in-country. DFID country feedback supports evidence that UNAIDS has strengthened its technical support relating to the Global Fund, with all countries surveyed mentioning the quality of this input in ensuring grant applications are evidence-based, results-oriented and provide assistance in filling critical technical data and analytical gaps.

UNAIDS will need to:

- increase its openness and transparency around results;
- strengthen how UNAIDS country offices and Cosponsors feed into the JPMS and the robustness of the information shared; and
- ensure the Unified Budget, Results and Accountability Framework (UBRAF), along with the JPMS, are being implemented at all levels.

Strategic and performance management – reasonable progress

There is strong evidence that since the Multilateral Aid Review assessment in 2011:

- UNAIDS improved the results framework included in its UBRAF and added a clearer results chain in comparison to its previous Unified Budget and Workplan (UBW);
- UNAIDS has developed a web-based tool (JPMS) through which for 2012 they collected the results of all the Cosponsors for the first time;
- the UNAIDS 2012 performance report represents an improvement over previous years in analysis and synthesis of results.

This suggests **UNAIDS has made reasonable progress on this reform priority**, especially because it is the result of negotiations between UNAIDS and its 11 Cosponsors. The JPMS is a good first step and its potential to be a useful tool for capturing and analysing country-level data over the long term is high. By 2015, UNAIDS will need to:

- streamline the operational framework and have targets for all UBRAF indicators;
- ensure the links between impact/outcome, outputs, indicators, resources and joint deliverables are logical and transparent;
- enhance reporting to show clearly, and in one document, the level of achievement against the level of expectation;
- strengthen country offices.

Financial resource management – reasonable progress

By the end of 2012, **a single administrative system was put in place** for the UNAIDS Secretariat, which has brought considerable benefits in staffing and financial management. **Since the last Multilateral Aid Review, measurement of Cosponsor performance has become more explicit under the UBRAF.** The Cosponsor Evaluation Working Group (CEWG) agreed to three main criteria for evaluating performance in financial

implementation, resource allocation and leverage, as well as quality and timeliness of reporting. Cosponsors receive individual feedback and comments on their performance based on these criteria. Allocations across the biennium are determined through regular reviews of performance, which take into account results and achievements against targets, indicators and benchmarks used to measure progress, in-depth reviews, assessments, case studies and evaluations. Resources are released on the basis of implementation and progress against approved budgets and workplans.

The UBRAF peer review process involves Cosponsors and the Secretariat in a two-stage mutual evaluation of progress and performance in the current biennium, and workplans and budgets for the next biennium. The in-depth assessments of the Joint Programmes of Support at country level are central to the oversight of performance and determining subsequent financial allocations. There is evidence that there was some variation in the Cosponsor allocations in 2012–13 compared with 2010–2011. By 2015, UNAIDS will need to ensure it is holding Cosponsors accountable for value for money.

Cost and value consciousness – significant progress

The 2012 Audited Financial Report provides strong evidence that **UNAIDS has made 13% efficiency savings on administration costs between 2011 and 2012. Not only does the level of savings exceed our expectations but evidence suggests UNAIDS has made the changes in a strategic way.**

The Strategic Investment Framework and the tool developed by UNAIDS, **Investing for Results. Results for People**, help countries set investment priorities that are cost-effective, efficient and produce maximum impact. **The investment approach appears to have had a significant influence** on the extent to which countries are conducting fundamental analytic work, and they are doing so with a view to using this evidence for decision-making processes to enhance investment in their national responses to HIV.

Country-focus evidence found UNAIDS has a good awareness of value for money, with reports of:

- having proportionate administrative costs to its programme budget and careful monitoring and restrictions on travel;
- developing national coherence through contributions to a strategic plan;
- holding partners to account for their cost effectiveness and efficiency through the UBRAF and the Social Innovation Fund;
- being instrumental in negotiating down the cost of antiretroviral treatment.

The core budget of UNAIDS has remained constant in nominal terms since 2008; in real terms UNAIDS had less funding while the share of the Cosponsors' budget has increased every biennium. This has been achieved by decreasing the budget managed by the UNAIDS Secretariat and allocating the corresponding amounts to the Cosponsors. The UNAIDS Secretariat has, therefore, not only subsumed the decrease in real terms due to the zero nominal growth in the budget but has further reduced its own budget to ensure that Cosponsors' funds increase (e.g. there has been a reduction of the contractual costs by more than 40% from 2011 to 2012).

The UNAIDS Secretariat implemented a strategic realignment in 2012 to ensure its financial and human resources are aligned with UNAIDS' vision and the Secretariat can deliver on its strategic role, while maximizing value for money. **The realignment has resulted in the reduction of the Secretariat's total staffing numbers from 904 in mid-2011 to 819 on 1 April 2013.** UNAIDS should continue its good work around cost and value consciousness to make sure all decisions are good value for money.

E. Danish Organisation Strategy for UNAIDS, 2014

The Danish Multilateral Development Cooperation Analysis of April 2013 finds that UNAIDS is highly relevant to Danish priorities (score, 5 out of 6). As regards the parameters poverty reduction, human rights-based approach, human rights and democracy, and social progress, UNAIDS is placed in the highest category ("best practice").

Background and lessons learned

The main role of UNAIDS is to ensure coherence and coordination among the Cosponsors. This is done by mobilizing support and resources, collecting and distributing data, establishing global strategies, and rendering technical assistance. **In so doing, UNAIDS has contributed to impressive results in the response to HIV and AIDS.**

The Danish multilateral analysis finds that there has been continued progress on key indicators, including global advocacy, increased coherence between investments and epidemiological data, integration of HIV and AIDS in the broader health, development and human rights agenda, strengthened country capacity to track and measure progress in the response, mobilizing and leveraging funding for AIDS responses at country level, combating stigma, and enhancing coherence between the HIV response and SRHR.

Relevance and justification of future Danish support

Support to UNAIDS is directly in line with The Right to a Better Life, the strategy for Denmark's development cooperation, which aims to place Denmark at the forefront of international efforts to promote sexual and reproductive health and rights (SRHR), including the HIV and AIDS response.

UNAIDS has a strong record in the field of human rights, and the present management team has a high profile in human rights-related fields, including SRHR. UNAIDS is at the forefront of the struggle for human rights, and increasingly influences other UN organizations' thinking in this field.

As part of the strategy **UNAIDS has stepped up efforts for increased efficiency and impact**. This implies intensified joint action in 30+ countries, which would address, among other things, more than 70% of new global infections, more than 80% of the global gap in treatment, and more than 75% of the gap in prevention of vertical transmission (mother to child).

Support for the development of a strong and independent civil society that fights for the most vulnerable and marginalized people and gives them a voice in the struggle for their rights is at the heart of Denmark's human rights-based approach to development. **UNAIDS' interaction with civil society at country level and the unique civil society involvement at board level concurs with this approach.**

UNAIDS is a strong advocate for HIV and AIDS as a catalyst for combating discrimination. Sensitive issues such as sexual and reproductive rights and the most vulnerable groups, including men who have sex with men, sex workers and drug users, are successfully being confronted and debated. UNAIDS conducts high-level advocacy with African leaders around social inclusion, equal access to health care, the rights of vulnerable populations and lesbian, gay, bisexual and transgender persons.

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