

REPORT ON PROGRESS IN THE IMPLEMENTATION OF THE UNAIDS JOINT PROGRAMME ACTION PLAN

Additional documents for this item: *UNAIDS/PCB (41)17.21*

Action required at this meeting - The Programme Coordinating Board is invited to:

See decisions in paragraphs below:

68. *Take note* of the report on progress in the implementation of the UNAIDS Joint Programme Action Plan and the Strategic Resource Mobilization Plan 2018–2021, and *look forward* to a further update at the 42nd meeting of the Programme Coordinating Board in accordance with decision 5.3 of the 40th meeting of the Programme Coordinating Board.

69. *Encourage* Member States and other stakeholders to make contributions towards the full funding of the core UBRAF, in accordance with decisions 6.5 and 6.6 of the 40th Programme Coordinating Board meeting, and additional contributions in line with the UNAIDS Joint Programme Strategic Resource Mobilization Plan.

I. OVERVIEW

1. The Action Plan is based on the recommendations of the Global Review Panel on the UNAIDS Joint Programme Model and aims to strengthen the coherence and effectiveness of the Joint Programme in implementing the UNAIDS 2016–2021 Strategy. This report has been developed in response to decision point 5.3 of the 40th Meeting of the Programme Coordinating Board (PCB) requesting the Executive Director and the Committee of Cosponsoring Organizations (CCO) “to submit to the 41st and 42nd PCB sessions a report on progress of the implementation of the UNAIDS Joint Programme Action Plan for consideration and future guidance”, and is therefore the first of two reports.

II. BACKGROUND

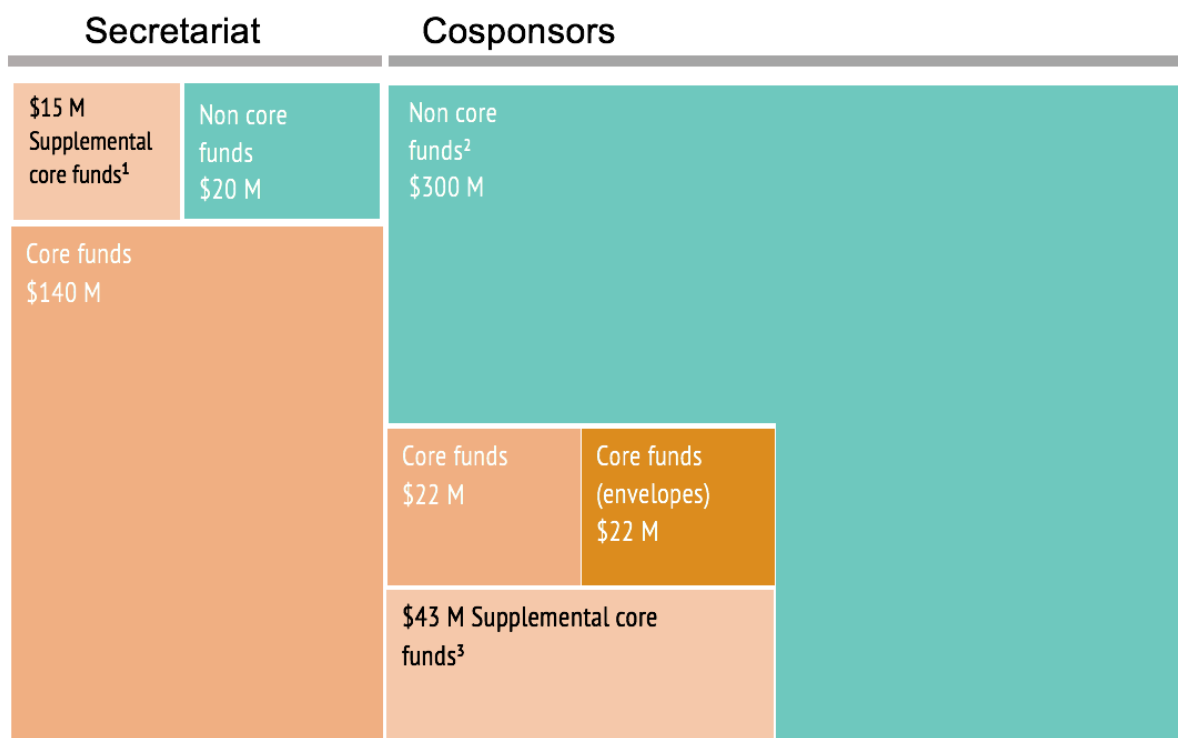
2. We live in an age of remarkable affluence. Globally, extreme poverty is declining rapidly. People are living longer. At the same time, inequality and insecurity are reaching crisis proportions. Conflict, famine and weather-related disasters have forced millions from their homes. With fluctuating poles of global power and growing tension between openness and isolationism, never has the modern world seemed so unpredictable. In this complex and challenging age, the United Nations (UN) becomes ever more crucial.
3. Addressing today’s challenges and achieving the ambitious vision of the 2030 Agenda for Sustainable Development requires systemic reform of the UN development system. The UN Secretary-General is committed to ensuring a system that emphasizes leadership, accountability, collaboration, efficiency, value for money and results.
4. In 2016, for the first time in history, more than half of all people living with HIV had access to life-saving treatment. AIDS-related deaths have nearly halved since 2005, reflecting significant progress on the 90–90–90 targets. However, our task remains unfinished. More than 17.1 million people living with HIV are without treatment, there are 1 million AIDS-related deaths each year, 1.8 million people are newly infected with HIV annually (with a modest decline since 2010), and stigma, discrimination and exclusion continue to drive the HIV epidemic. In 2015, 44% of all new infections were occurring in key populations and their sexual partners. In order to best serve and transform the lives of people in need, empower critical partners—including civil society and most affected communities—and continue leading global efforts to reach the Sustainable Development Goal (SDG) target of ending AIDS, the Joint Programme must evolve.
5. The Political Declaration on Ending AIDS adopted in June 2016 reaffirmed the strategic directions needed to Fast-Track the AIDS response and accelerate progress towards achieving the SDG target of ending AIDS by 2030. The Political Declaration emphasized the need for collaborative, integrated and interconnected approaches of all partners, including the UN System.
6. Refining and reinforcing the Joint Programme model fits within this framework of transformative change at the highest level, and will enable UNAIDS to deliver on the Fast-Track agenda as part of the vision of the 2030 Agenda for Sustainable Development.
7. Amid growing demands for the kind of multisectoral, multistakeholder approaches to health and development embodied by the Joint Programme, the imperative for change provides the space to reinforce its role as an incubator of innovation within the UN system and to contribute to the Secretary-General’s reform agenda. Within this context, the Joint Programme has embraced the opportunity to shape its future.

8. To inform those efforts, the Joint Programme convened the Global Review Panel to provide recommendations on refining and reinforcing its model. This was done in the context of the evolving demands of the AIDS epidemic, the financial stabilization of the Joint Programme, and amid calls for greater transparency, efficiency and a results focus.
9. The Panel, which undertook a robust consultative review process, made specific recommendations that were guided by three overarching objectives: to deploy human and financial resources where they are needed most; to reinvigorate country-level joint work and collaborative action; and to reinforce accountability and results for people.
10. In June 2017, the Panel's report and the Action Plan were presented to the UNAIDS PCB. Board members welcomed the swift, robust process of the review and the subsequent development of the Plan. They appreciated the Plan's alignment with the 2016 Quadrennial Comprehensive Policy Review and Agenda 2030, as well as its focus on enhancing country level operations. The Board welcomed the report of the Review Panel, affirmed the Action Plan and requested its implementation.
11. This update presents the concrete actions that have been taken and describes the processes put in place to implement the Action Plan and to achieve its deliverables and results.

III. JOINT WORKING

12. Ten deliverables in the Action Plan respond to the Global Review Panel's request to reinvigorate country-level collaborative action within and beyond the UN system in order to Fast-Track the HIV response.
13. The 40th PCB (decision 6.8), approved the 2018–2019 UNAIDS Unified Budget, Results and Accountability Framework (UBRAF) budget and revised resource mobilization and allocation model (see Figure 1).

Figure 1. Revised resource allocation and mobilization model of the Joint Programme (per year)



1 Supplemental funds to strengthen political advocacy, strategic information and support to civil society.

2 Non-core funds are for the most part earmarked for very specific purposes and cannot easily replace more flexible core funds.

3 Supplemental funds raised through joint resource mobilization efforts.

14. Following the June 2017 PCB meeting, the Joint Programme developed an integrated approach to strengthen joint working at country level. This was based on the new resource allocation model adopted in the UNAIDS 2018–2019 Budget and the way forward agreed to in the Action Plan. The roll-out of the country envelope model has been designed as an integral part of a broader approach that enhances country focus, by reinvigorating country-level joint work and deploying human and financial resources where they are needed most.
15. The Joint Programme champions UN reform through the country envelopes by optimizing UN country presence and funding for flexible, context-specific, result-oriented support. Fast-Track remains at the centre of the country approach, with UN support focused explicitly on priority Fast-Track targets and the reinforcement of accountability and results for people.
16. In order to achieve a more responsive and flexible approach for maximizing the comparative advantage and capacity of Cosponsors and the Secretariat, the Joint Programme is in the process of reviewing and refining its Division of Labour. UN Women, the Committee of Cosponsoring Organizations Chair, convened bilateral discussions with all Cosponsors and the Secretariat at the technical level to brainstorm on the approach to the refinement of the Division of Labour and key issues important for each Cosponsor. The outcomes have been summarized in a discussion paper that was subsequently discussed by the Global Coordinators. There is consensus that the refining of the Division of Labour needs to build on the existing one and factor in the significant changes to the context. A Working Group consisting of WHO, UNFPA, UNESCO and

UNODC was established to work on the refinement of the implementation principles for fulfilling different roles within the Division of Labour.

17. The Country Capacity Assessments are rapid, inclusive snapshots of HIV-related human, technical and financial capacity of the Joint Programme at country level. The assessments are important given the significant reductions in HIV-related resources of Cosponsors, including country staff funded through core UBRAF funds. The exercise maps programmatic and financial resources by agency and by Strategic Result Area in the UNAIDS Strategy and the Unified Budget, Results and Accountability Framework (UBRAF). Dissemination and online training sessions were organized to help countries complete the exercise. By the end of 2017, 97 Joint UN Teams on AIDS in countries will have finalized the exercise. These are all countries where the Joint Programme operates. The capacity assessments help identify major UN capacity gaps at country level, guide the optimization of UN country presence and, in eligible countries, also inform the use of country envelopes. Country Capacity Assessments also feed into Joint UN Plans on AIDS.
18. An exercise to prepare (or update) Joint UN Plans on AIDS for 2018–2019 in each country has also been rolled out. A key requirement for Joint UN Plans is the alignment to a prioritized set of national targets, in line with the targets presented in the 2018–2019 UBRAF Budget. Joint UN Plans reflect the entirety of UN support to the achievement of national targets at country level.¹ Joint Plans will be uploaded onto a common platform for transparency and availability across the Joint Programme. The Joint Programme Monitoring System is being revised to allow for annual monitoring against UBRAF targets and planned Joint Programme actions.

Country Envelopes

19. In 2018–2019, all Cosponsors will receive a minimum core allocation of US\$ 2 million per year to offer a degree of predictability in funding for global and regional Joint Programme functions. Additional core UBRAF funding will be in the form of country envelopes. Of the overall US\$ 22 million allocation for country envelopes, US\$ 15 million is allocated to Fast-Track countries, while US\$ 7 million is allocated to other priority countries. As illustrated in Figure 1, country envelopes are only a part of the total UBRAF resources. Countries which do not receive an envelope allocation are still benefiting from Secretariat UBRAF resources and non-core contributions from Cosponsors.
20. Country envelope allocations were established through a process involving the UNAIDS Secretariat and Cosponsors:
 - Definition and use of a formula to calculate envelope amounts by country (global level);
 - Review and confirmation of the country envelope amounts (regional level);
 - Identification of gaps and priorities and allocation of amounts by Cosponsor (country level);
 - Review and validation of envelope proposals based on agreed criteria (regional level with support from global level as necessary).

The formula was based on:

- the proportion of new HIV infections and treatment gap in *Fast-Track countries*; and

¹ Not included are Global Fund resources managed by UN agencies.

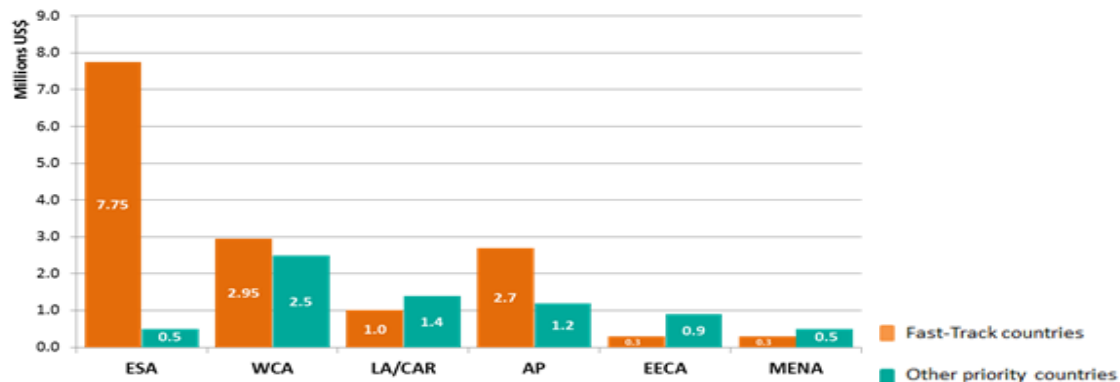
- a threshold of 1 500 new HIV infections and the proportion of new infections and the estimated size of key populations (sex workers, gay and other men who have sex with men, transgender people, people who inject drugs) in *other priority countries*.

21. For all countries, values were adjusted according to country economic capacity (the World Bank classification based on gross national income per capita) with a variance of $\pm 20\%$. For investments to be significant, minimum annual amounts of US\$ 300 000 (for Fast-Track countries) and US\$ 150 000 (for other priority countries) were introduced. To ensure critical funds for all identified countries, no country will receive more than US\$ 1.1 million.

22. Formula-derived amounts were established in August 2017 at the global level and shared with regional teams for a holistic adjustment by consensus. Adjustments (of up to $\pm 20\%$) were evidence-based and covered an agreed list of parameters; trend in new HIV infections, disaggregated by sex and age; HIV prevalence among key populations; gaps in service coverage; human rights barriers, stigma, gender inequalities and gender-based violence; humanitarian emergencies; risk environment; availability of other funds at country level and absorptive capacity, and the relative importance of the Joint UN Team on AIDS to the country response and national capacity.

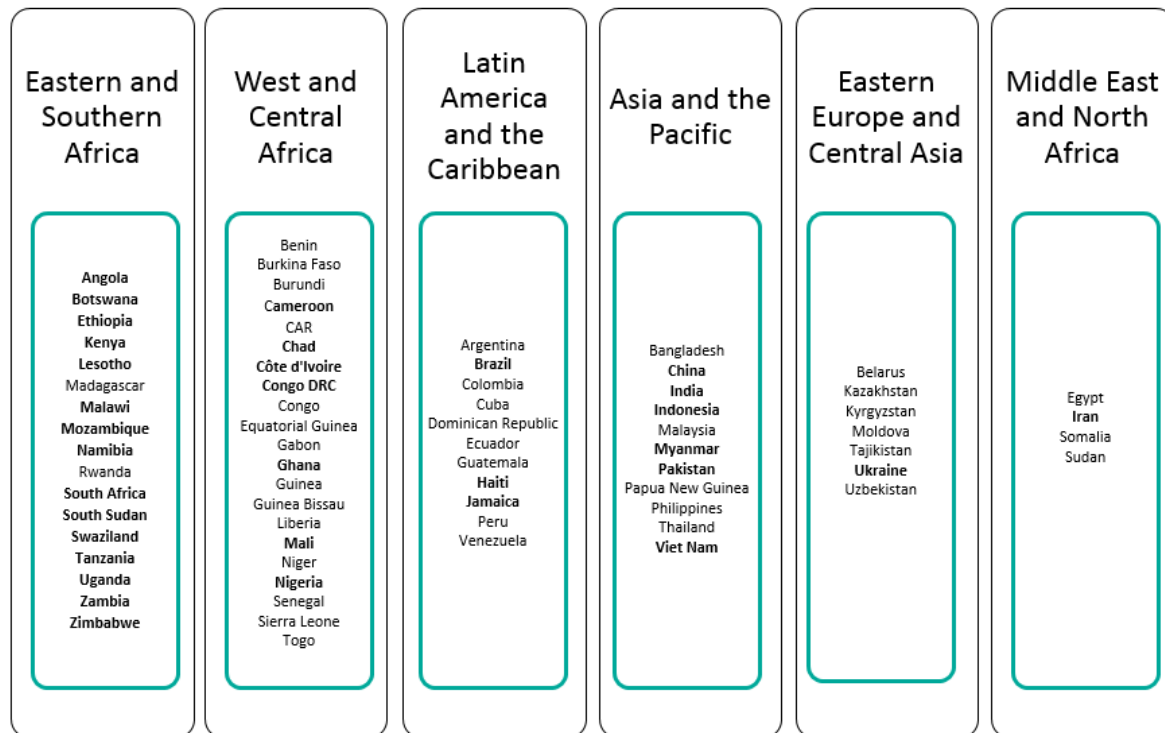
23. Figure 2 shows the final allocation of envelopes by region for one year (same amounts in 2018 and 2019).

Figure 2: Final allocation of country envelopes, by region for one year



24. Countries that will receive funding in the form of envelopes are shown in Figure 3: 33 Fast-Track countries and 38 other priority countries will receive envelopes in 2018–2019.

Figure 3: Countries that will receive funding in the form of country envelopes, 2018–2019



25. Joint UN Teams on AIDS developed country proposals to support the achievement of the country-specific or regional Fast-Track targets identified in the UNAIDS 2018–2019 Budget.
26. In most countries, proposals were developed in consultation with external stakeholders, as an integral part of annual Joint Planning exercises, using a standardized template. Proposals define deliverables, specific actions and budgets using United Nations Development Group harmonized budget categories. To ensure accountability, deliverables, actions and budget lines are provided by Cosponsor. The 2016-2021 UBRAF indicators to assess annual performance on achievement of UBRAF outputs, are used. These indicators monitor changes at country level to which the Joint Programme contributes. Data collected against the indicators in 2017 followed a rigorous process of quality assurance.
27. In addition, as part of a more precise and transparent monitoring and evaluation framework, progress on the achievement of country envelope-specific deliverables will be assessed annually. Deliverables were crafted in respect to SMART categories (specific, measurable, achievable, relevant, time-bound). The UBRAF and the 2018-2019 Budget also foresee additional independent assessment tools to provide a more complete picture of what has been achieved as well as triangulation of results. Renewed attention is given to evaluation.
28. Since the allocation process at country level and the regional reviews were ongoing at the time of preparing this report, we shall describe the allocation of resources by Cosponsor and by component (such as UBRAF Strategic Result Area and gender responsiveness, using the Gender Equality Marker) in the reporting at the 42nd Programme Coordinating Board meeting.

29. As the cases studies show, country Joint Plans were developed with the engagement of external stakeholders, including civil society. In addition, in many instances Cosponsors will transfer envelope funds to civil society and community-based organizations. Several countries report that civil society is fully engaged and will be a key partner in implementation of the envelope activities. The role of civil society in the implementation of activities funded through country envelopes will be monitored (civil society marker) and will form part of country reporting.
30. The data collected through the Country Capacity Assessments and the Joint UN Plans will provide the basis of a differentiated support typology in all countries where the Joint Programme is working.
31. The four case studies below illustrate the processes that were followed at country level and the commitment to Fast-Track targets. They are good examples of joint planning and working, including for the development of the country envelopes proposals.

Nigeria

Nigeria is home to an estimated 3.2 million people living with HIV, and accounts for more than half of all people living with HIV in western and central Africa and about 60% of new infections in that region.

Led by the UNAIDS Country Director, the allocation of the envelope funds was decided through a consultative process that was based on country Fast-Track priorities and targets (as presented in the UBRAF Budget document); existing gaps; and the comparative advantage of each Cosponsor within the Joint Programme's Division of Labour. All Cosponsors were actively engaged in the process. Findings from the country capacity assessment on UN resources were also considered. The envelope provided an opportunity for the UN to leverage its capacities as efficiently as possible, in particular to strengthen the delivery of decentralized and differentiated models of care at state level. More than 25% of the envelope allocation goes towards strengthening the human resources of Cosponsors.

As part of the joint planning process, the Joint UN Team on AIDS: defined a clear result framework; prioritized Strategic Result Areas in line with the Sustainable Development Partnership Framework 2018–2022 for Nigeria; agreed on specific deliverables for 2019; assigned lead agencies; and established joint technical UN groups according to the area of work.

Joint UN Team members report that the envelope allocation to Nigeria is already helping catalyze Nigeria's HIV response, with UN support complementing that of other partners (notably the Global Fund to fight AIDS, Tuberculosis and Malaria, and the U.S. President's Emergency Programme for AIDS Relief). Civil society will be a key partner in implementation. The envelope funds complement non-core UBRAF funds mobilized by Cosponsors. The UNAIDS Secretariat, as part of its broader strategic information role, will support the monitoring of agreed deliverables, performance assessments and progress reporting.

Indonesia

In Indonesia, the Joint UN Team on AIDS reviewed and validated priority technical support needs for the next two years, working with the Ministry of Health, development partners and

networks of key populations and people living with HIV. All stakeholders and programme partners agreed that technical assistance had to contribute to programmatic impact in line with the national Fast-Track targets.

The Joint UN Team held discussions about prioritization and choices for allocating funds from the country envelope and reached consensus on strategic technical support areas where the UN has a comparative advantage or where other partners are not providing support.

Those areas include strengthening data systems and cascade analysis to assess gaps; policy guidance; optimizing prevention of mother-to-child transmission and early infant diagnosis procedures; and technical support for research into innovative programmes such as unsupervised self-testing, pre-exposure prophylaxis and virtual outreach. All the areas identified have huge potential to unblock barriers currently impeding Indonesia's HIV response. For instance, the use of social media to reach key populations (such as gay and other men who have sex with men, and female sex workers) would tap into Indonesia's wide use of smartphone and mobile applications (85% of the entire population own mobile phones and 43% carry smartphones).

The renewed attention to SMART prioritized deliverables and close monitoring of performance of the envelope model will be of great help. The UNAIDS Secretariat will continue to provide coordinating support for the joint work, ensuring that the deliverables are monitored and in line with the priorities highlighted by the Government, civil society and other development partners.

Swaziland

In Swaziland, the country with the highest adult HIV prevalence in the world (27% in 2016), the Government, civil society, communities and development partners are working hard to ensure that interventions have the greatest possible impact.

The Resident Coordinator, the UNAIDS Country Director and the Heads of Cosponsors agreed on priority targets drawn from the country's National Strategic Plan on HIV. Based on those targets, the Joint UN Team on AIDS led a consultative process to conduct a country capacity assessment and reallocate human and financial resources to focus support where it is most needed.

The Joint UN Team on AIDS identified implementation blockages, such as need for stronger coordination of efforts to improve HIV prevention among adolescent girls and young women, and capacity gaps in monitoring implementation of the HIV treatment guidelines in a context a high staff turnover. The update of the Joint Plan was an opportunity to adopt a more coherent approach to Fast-Track work, prioritizing areas where the UN adds substantial value, including technical support and the collection and use of evidence for programming.

The new envelope model allowed funding of catalytic, targeted actions within the Joint Plan, in synergy with key partners, including civil society. Actions include scaling up comprehensive sexuality education programmes to cover in- and out-of-school youth; integration of sexual and reproductive health and rights and social protection for adolescent girls and young women as part of the HIV response; a roll out of the "test and start" approach to reach more children, adolescents, young people and key populations; and on-site mentoring and capacity building for health workers to support the management of viral load results. Preliminary analysis shows that about 70% of funds allocations will significantly contribute to gender equality and/or the empowerment of women and girls.

Ecuador

The Joint UN Team on AIDS in Ecuador is implementing its third UN Joint Plan of Support to the national HIV response (2015–2018), based on the UNAIDS Division of Labour and combining resident and non-resident UN agency contributions. A healthy relationship with national authorities and other stakeholders has ensured that national priorities are aligned with the Fast-Track strategy and the Agenda 2030 commitments.

Based on analysis of Ecuador's low burden HIV epidemic, the social context and gaps in the current national response, as well as priorities set by the Ministry of Health and other key stakeholders, the Joint UN Team on AIDS identified areas where the UN can have the greatest impact.

A series of discussions and technical meetings led to agreement on the following priorities for the 2018–2019 envelope: addressing political and technical barriers to health-care services for HIV-exposed children; building capacities on HIV combination prevention and the elimination of mother-to-child transmission of HIV; and providing technical support to community-based organizations and civil society to mobilize resources and deliver evidence- and rights-based HIV services.

The Cosponsors with a comparative advantage in those areas were identified, and funds were allocated and linked to measurable country deliverables. The clear lines of accountability, the consultative process and the strategic and result-based allocation of envelope funds are expected to help accelerate progress towards the national Fast-Track targets.

32. Regional Joint UN Teams on AIDS were reviewing and endorsing country envelope proposals while this report was prepared and finalized (mid-November 2017). The Committee of Cosponsoring Organizations was briefed on the country envelope process at its November 2017 meeting.
33. Letters of Agreement by Cosponsor at the global level are expected to be signed by end-December 2017. Continued funding in 2019 will be tied to quality and timely reporting against budgets and deliverables.
34. The PCB will receive annual updates on implementation and achievements against agreed milestones and deliverables through the annual Performance Monitoring Report to PCB, data for which is collected by the Joint Programme Monitoring System.

Lessons Learned from the Country Capacity Assessments, Joint UN Plans on AIDS and Country Envelope Process

35. Several Joint UN Teams on AIDS reported that the regional and country Fast-Track priorities in the UNAIDS 2018–2019 Budget were key for joint planning and strategically prioritizing the envelope allocations. The short timeframe within which to carry out the Country Capacity Assessments, update the UN Joint Plans on AIDS and develop the envelope proposals constituted a challenge in some countries. However, the joint work has also reinvigorated the Joint Programme and Joint Teams in countries through what has been described as a good collaborative exercise. The use of an integrated approach provided overall coherence and improvements to the monitoring system.
36. A flexible and open approach was maintained throughout. As the process unfolded some adjustments were made to country guidance, based on feedback received from stakeholders. The process brought important advantages. For example, it ensured that all deliverables in the envelope allocations are linked to deliverables defined in the Joint

Plan, and are aligned with the country Fast-Track targets. Another advantage is the opportunity to use the process as an overarching basis for articulating and providing technical support, and for mobilizing additional resources across the Joint Programme.

37. In completing the Joint Plans, there was a requirement for SMART Joint Programme deliverables that could be used to assess progress during 2018 and 2019. For many Joint UN Teams on AIDS, defining deliverables at the right level was a challenging process that required close review at the regional level. This was particularly so for work areas that involve many stakeholders, since attribution can then become a challenge. It is therefore recognized that improvements to the overall cohesiveness, quality and focus of Joint Plans will be an ongoing process. The introduction of a Gender Equality Marker, by deliverable, was appreciated since it allows for systematic consideration of gender issues and gender-sensitive financial reporting.
38. Regional Joint Teams reported that the integrated process is already making a difference to partnerships. It will be important to gather and share additional lessons as the process evolves. The process, tools and lessons are already benefiting ongoing UN reform discussions, offering a rich source of material and learning to inform results-based joint planning and adding to the value the UN brings in countries.

IV. UNAIDS STRATEGIC RESOURCE MOBILIZATION PLAN 2018–2021

39. The UNAIDS Joint Programme Strategic Resource Mobilization Plan 2018–2021 is presented to the PCB in document UNAIDS/PCB (41)/17.21.
40. Four deliverables in the Action Plan address the recommendation from the Global Review Panel to put money where it is most needed through dynamic resource mobilization and allocation.
41. The Action Plan calls for enhanced joint resource mobilization efforts. In this context, at its 40th meeting the PCB requested the Executive Director and the Committee of Cosponsoring Organizations to report back on resource mobilization developments at the 41st PCB meeting, by presenting a joint comprehensive resource mobilization plan for a fully funded UBRAF. This plan is the first of its kind, bringing together in a coordinated manner efforts towards enhanced resource mobilization from across the Joint Programme.
42. The Secretariat's recent realignment has strengthened the programmatic linkages for funding advocacy and enabling support to fundraising while bringing a number of dispersed work areas under one department. In addition, it responds to increasing calls from donors to transition from classic donor-recipient relationships to partnerships.
43. The UNAIDS Joint Programme Strategic Resource Mobilization Plan 2018–2021 was developed as a joint effort with the Secretariat and the Cosponsors. The meeting of the UNAIDS Global Coordinators in early September 2017 was an important opportunity to discuss the key elements of joint resource mobilization as a Joint Programme. The discussion and group work that ensued helped shape the outline of the Resource Mobilization Plan.
44. The Cosponsors have been involved at every step of the Plan's development, with the Secretariat taking a leading and coordinating role. The Joint Programme has worked together to explore the potential of the different funding streams and to refine the messaging of the plan.

45. In parallel, the Secretariat has undertaken a comprehensive analysis of the development and AIDS funding landscape, including opportunities for expanded and new sources of funding, as well as strategic opportunities for UNAIDS to enhance its resource mobilization. This included the development and updating of individual donor roadmaps, with targeted messaging to demonstrate UNAIDS' added value.
46. A PCB working group with representatives of the various PCB constituencies was set up to support the Plan's development and was central to the entire process. The group met three times to review the Plan's outline and contents, while engagement through remote review also occurred beyond the formal meetings. The group's thorough discussions and comments helped ensure that the Plan reflects a variety of perspectives and lays out a clear path towards increased funding for the UBRAF.
47. The Plan focuses on the specific areas of refinement and reform that can enable a fully funded UBRAF. It aims to mobilize US\$ 242 million in core funding annually for 2018–2021, and includes three broad pillars that are underpinned by strengthened joint resource mobilization by the Joint Programme:
1. Sustain, strengthen and engage government donor funding;
 2. Expand private sector funding (foundations, corporations and individual giving); and
 3. Leverage other partnerships and innovative financing.
48. Under the Resource Mobilization Plan effort and among other tools and mechanisms, UNAIDS will develop an Investment Book, which will describe areas where opportunities are available for investment and partnership, including articulating the impact such investments could have on progress towards the SDGs. The Investment Book will be a dynamic tool and will include investment opportunities at the global, regional and country levels, and will also be presented thematically around areas of interest to specific donors.
49. Going forward, in addition to securing funds required to support treatment scale-up adequate resource mobilization for HIV prevention will also be critical for ensuring an effective response. While the 90–90–90 initiative has provided impetus for improved diagnosis and treatment, the newly formed Global Prevention Coalition is yet to achieve adequate focus on resources for prevention. Ending AIDS as a public health threat by 2030 requires stronger focus and political will directed towards evidence-informed, rights-based, combination prevention programming, especially for key populations.
50. The Chairs of the PCB and the Global Fund Board will meet to discuss strengthened collaboration between the Joint Programme and the Global Fund, as well as enhanced collaboration between the two Boards. Topics of discussion will include joint efforts for a fully-funded global HIV response, with the Global Fund replenishment in 2019 a critical milestone. The replenishment in 2019 will take place in a very crowded funding environment: GAVI and the Global Financing Facility are scheduled to host their replenishments at the same time.
51. The Chairs will also discuss issues around funding for the UNAIDS Joint Programme. There has been a dramatic shift in the funding landscape since 2002, when the Global Fund was established. The Global Fund was created as a funding mechanism that relied on the technical partners to provide strategic information and technical support for the grants. There has been rapid growth in funding channelled through the Global Fund, which has facilitated major progress. However, funding for many technical partners, including several within the Joint Programme, has not kept pace with the increased demands to provide the technical assistance that is needed to make the money work.

52. For example, the Global Fund in 2005 disbursed approximately US\$ 457 million in HIV grants. The Joint Programme supported the development and implementation of those grants, working with an annual core UBRAF budget of US\$ 133 million. In 2016, the Global Fund disbursed US\$ 1.5 billion through its HIV grants. The Joint Programme supported conceptualization and implementation of those grants working with the US\$ 180 million mobilized against the core UBRAF budget. Some Cosponsors also mobilized considerable non-core resources in support of Global Fund grants.
53. The need for robust, well-funded technical partners is central to the effective functioning and sustainability of the Global Fund model. The meeting between the Chairs of the PCB and Global Fund Board will help address the need for the respective Boards to review the overall partnership and funding landscape and, where appropriate, propose greater coherence across policy and financing between the Global Fund and the Joint Programme. UNAIDS Secretariat and the Global Fund Secretariat are also discussing a Memorandum of Understanding in consultation with Cosponsors. The external independent review of the partnership between the Global Fund and the UNAIDS Secretariat will help shape the key areas of collaboration.

V. IMPROVING GOVERNANCE MECHANISMS

54. Six deliverables in the Action Plan respond to the Global Review Panel's request to reinforce accountability and results for people and to strengthen UNAIDS' governance.
55. The UN Secretary-General's report on UN Reform highlights the drawbacks of the multiple reporting lines embodied in the various organizations' Boards and the lack of linkages between them: "Entity by entity reporting to respective governing bodies continues, nonetheless, to be the norm. Principal organs have limited ability to hold individual entities accountable for implementation of system-wide mandates" (article 106).
56. The PCB is comprised of 11 UN agencies alongside Member States and an NGO delegation. The refined operating model of UNAIDS aims at significantly enhancing cross-Board participation and discussion, and improving monitoring of Cosponsor Board coherence. The UNAIDS Secretariat is invited to participate in relevant discussions of Cosponsor Boards.
57. Following the 40th meeting of the PCB, the UNAIDS Deputy Executive Director participated in the UNDP/UNFPA Board discussion on the HIV-related work of the two organizations and follow-up to PCB decisions. UNDP and UNFPA worked with the Secretariat to ensure that outreach and support were provided to Member States with seats at the PCB as well as in the Joint UNDP/UNFPA Board. This supports the consistency of positions and contributions across the Cosponsors' Executive Boards and the PCB. In similar vein, the UNAIDS Deputy Executive Director expressed support for the WHO *Global health sector strategy on HIV* at the 69th World Health Assembly.
58. These endeavours are in line with the Secretary-General's vision to "progressively merge the governing boards of New York-based funds and programmes, building on the current practice of joint Board meetings. [...] The merger would place focus on the horizontal governance of the system, with increased strategic guidance and oversight by Member States and emphasis on joint strategy, planning and results to better deliver on one agenda." (article 107 (b)).
59. The Secretary-General's report also notes that "the governance architecture of the development system, in its current form, is unlikely to provide the level of oversight

required to ensure more cohesive development system support for the implementation of the 2030 Agenda. Not only is governance fragmented across individual governing bodies, with limited interaction among those bodies and with the Economic and Social Council, but it is also increasingly challenged by a growing share of non-core resources being allocated to a myriad of small-scale projects, which are negotiated outside the scope of governing bodies” (article 103).

60. Through its Action Plan, UNAIDS has made notable progress in responding to such challenges. Building on the Executive Director’s report to the PCB, which details the priority issues and outcomes of CCO discussions, the Executive Director now prepares and submits a report for the Secretary-General on Committee of Cosponsoring Organizations conclusions, as a contribution to UN reform and in line with the Quadrennial Comprehensive Policy Review directions. Furthermore, as a regular agenda item, the Committee systematically engages in strategic, in-depth discussions on the result areas of the UNAIDS Strategy, led by the convening Cosponsor Head of Agency. Heads of Agencies are expected to report back to their respective Boards on these strategic discussions. Finally, to create an enabling environment for accountability, the UNAIDS Executive Director co-chairs Committee meetings and jointly manages the Committee agenda with the Cosponsor Co-Chair.
61. The Secretary-General’s report regularly underlines the need to create and maintain a stronger relationship between Agency Boards and the Economic and Social Council: “Other entities, including specialized agencies, could maintain their individual bodies, but with a stronger linkage with the Economic and Social Council” (article 107 (b)). In that regard, UNAIDS had already led the way with its practice of reporting to the Economic and Social Council on a biannual basis. Building on this practice and with the aim of fostering further coherence, UNAIDS has strengthened its monitoring of AIDS-related policy decisions that are made at the PCB and brought for substantive discussion in Cosponsor Boards, with findings to be reported to the Economic and Social Council.
62. At the November 2017 meeting of the Committee of Cosponsoring Organizations, HIV prevention and particularly the Global Prevention Coalition was at the centre of the thematic discussion. The Executive Directors of UNAIDS and UNFPA, the two co-conveners of the Prevention Coalition, introduced the discussion. There was a strong focus on the contribution of the Cosponsors’ broader development work to HIV prevention and on ensuring implementation of the Prevention Coalition roadmap. Strategies need to be identified to ensure further, sustained and better-directed emphasis on HIV prevention over the course of the Agenda 2030 period.
63. During the meeting of the Committee of Cosponsoring Organizations, the Heads of Agency discussed and were supportive of the new resource allocation model and progress in the country envelopes and joint resource mobilization.
64. The Committee of Cosponsoring Organizations is in many ways a unique forum in the UN system. Twice a year it brings together the Executive Heads of 12 UN system organizations for a strategic discussion of their contributions and leadership roles in the HIV response of the UN system. It ensures a focus on HIV at the highest level of Cosponsors and allows for a joint approach to the most strategic issues in the HIV response. In line with the recommendations of the Global Review Panel, the Executive Director of UNAIDS will now also present the Committee’ conclusions to the Secretary-General.
65. The Secretary-General submits to the Economic and Social Council a biannual report of the Executive Director of UNAIDS on the work of the Joint Programme. The presentation of the report in July 2017 and the Joint UNDP/UNFPA Executive Board were also

opportunities to draw the attention of Member States to the new allocation model and its implications for the HIV work of Cosponsors and their resource mobilization needs.

66. Discussions take place with Member State representatives in Geneva who participate in the PCB to draw their attention to the timing of Cosponsor Board meetings in New York, Paris, Rome, Vienna and Washington. This allows them to engage with counterparts representing their respective countries on those meetings. The UNAIDS website provides links to the relevant Cosponsor Board papers, discussions and decisions.
67. The PCB Bureau prepares the agenda for all PCB meetings. During its deliberations in September, Bureau members agreed that the agenda for the 41st meeting was particularly full and that a discussion on “Progress in the AIDS response” would take place in 2018. It was noted that the Executive Director would cover the broader developments in the HIV response in his report to the PCB. However, it was also noted that it would be important in the future for the PCB to have a dedicated agenda item on progress in the HIV response, based on UNAIDS global reports.

VI. RECOMMENDATIONS

The Programme Coordinating Board is invited to:

68. *Take note* of the report on implementation of the UNAIDS Joint Programme Action Plan and the UNAIDS Joint Programme Strategic Resource Mobilization Plan 2018–2021, and *look forward* to a further update at the 42nd meeting of the Programme Coordinating Board in accordance with decision 5.3 of the 40th meeting of the Programme Coordinating Board.
69. *Encourage* Member States and other stakeholders to make contributions towards the full funding of the core UBRAF, in accordance with decisions 6.5 and 6.6 of the 40th Programme Coordinating Board meeting, and additional contributions in line with the UNAIDS Joint Programme Strategic Resource Mobilization Plan.

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