



GLOBAL REVIEW PANEL

**ON THE FUTURE OF THE UNAIDS JOINT
PROGRAMME MODEL**

TERMS OF REFERENCE

These terms of reference for a Global Review Panel on the UNAIDS Joint Programme Model have been developed in response to PCB Decision Point 6.4 (December 2016), requesting the UNAIDS Executive Director and the UNAIDS Committee of Cosponsoring Organizations (CCO) to:

- Establish a review panel to make recommendations for a sustainable and fit for purpose Joint United Nations Programme on HIV/AIDS by revising and updating the operating model, in particular joint working, financing and accountability, and governance, and have the panel present its recommendations to the CCO;
 - Include in the review panel members from the Secretariat, the Cosponsors and members of the PCB constituencies, as well as independent experts, and organize it in a manner that allows for input from all relevant stakeholders, such as member states, paying specific attention to balanced regional representation, civil society and people living with HIV and AIDS;
 - Convene a multi-stakeholder consultation on potential revisions to the operating model before the end of April 2017, based on the recommendations of the review panel, with input from the CCO;
 - Present a revised operating model to the 40th meeting of the PCB for consideration and approval, taking into account the recommendations of the review panel.
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UNAIDS MODEL IN A NEW ERA OF SUSTAINABLE DEVELOPMENT

The Joint United Nations Programme on HIV/AIDS (UNAIDS) occupies a unique place in the history of both the United Nations (UN) and the global health architecture. Launched in 1996, it was considered an experiment in global and national governance—never before had the UN brought together several organizations in one joint programme, nor invited broad civil society engagement to its board (see Box 1). Many assumed it would not survive its first year. Today, the influence, contributions and achievements of the Joint Programme demonstrate the success of this experiment—one that continues to be heralded as a model of UN reform, particularly for the sustainable development era.

The Joint Programme has become the foremost global authority on the HIV epidemic, its economics and politics, and an influential advocate for a well-resourced, evidence-informed and rights-based response. It has reinforced movements and built partnerships that bridge sectors and respond to the layered and holistic needs of people. By supporting countries to achieve policy coherence across sectors and inspiring greater country ownership, the Programme has contributed to more sustainable AIDS responses. Its innovative approach to multisectoral coordination, decision-making and joint accountability and its commitment to results and inclusiveness are consistently recognized by the international community.

The Joint Programme has played a leadership role in one of the most significant mobilizations of political commitment, solidarity and resources for a global health issue. By elevating the epidemic from the sphere of a single disease to a global human development and security challenge, the Programme and the AIDS response have succeeded in demanding action across a range of structural determinants of vulnerability, such as poverty, human rights, gender equality, violence and intellectual property. The Joint Programme has supported the engagement of civil society, particularly people living with HIV, as a catalyst of change, and successfully collaborated with the private sector, as illustrated by progress made in access to diagnostics and medicines. By putting people at the core of its efforts, the Joint Programme arose as a pathfinder for action across the Millennium Development Goals (MDGs)—building the capacity of civil society, international partners and countries. The Joint Programme introduced new models to structure cooperation, such as joint country teams on AIDS, and the “three ones” (one plan, one coordination authority and one monitoring and evaluation framework). The United Nations Economic and Social Council (ECOSOC) has emphasized the relevance of the Joint Programme model to progress across the MDGs and to the 2030 Agenda for Sustainable Development, particularly as an example of “enhanced strategic coherence, coordination, results-based focus, inclusive governance and country-level impact.”¹ Moving forward, protecting these aspects of the model within the Joint Programme, while also strengthening them across the UN system, will be critical to the longer-term positioning of the UN to achieve the Sustainable Development

1 2015 ECOSOC resolution on the Joint United Nations Programme on HIV/AIDS (E/RES/2015/2)

Goals (SDGs). As articulated in the 2015 Addis Ababa Action Agenda, the international community must strive to strengthen national ownership and leadership over the development activities of the UN system in programme countries, improve coordination and results, including through achieving further progress on “delivering as one”, and improve UN collaboration with relevant stakeholders and partners.

Today, the global AIDS agenda is more ambitious than ever before, guided by the UNAIDS Joint Programme 2016–2021 Strategy, the 2016 UN General Assembly Political Declaration on Ending AIDS and the SDG target to end the epidemic by 2030. At the same time, the Joint Programme faces increasingly challenging budget constraints. In June 2016 revenue for the Joint Programme in 2016 was projected to fall nearly one-third short of the Board-approved budget. This budget shortfall represents a crisis that is severely impacting the capacity of Cosponsors and the Secretariat to deliver the level of support described within the UNAIDS Strategy. The Joint Programme must position itself to lead a global Fast-Track

response towards ending AIDS while identifying new ways of mobilizing resources and demonstrating its added value. To do so, it needs to both reinforce the features that have contributed to its success and continue to innovate—strengthening its governance, enhancing joint working to maximize comparative advantages of UN agencies, and ensuring UN expertise and structures are strategically financed, accountable and capable of the rapid response necessary for a Fast-Track response. These challenges raise key questions on the future of the Joint Programme’s model.

Issues of this kind were explored by the General Assembly in the context of the Quadrennial Comprehensive Policy Review (QCPR) of the UN system’s operational development activities. Topics included multistakeholder approaches, horizontal working, and pooling capacities of different UN entities through joint planning, financing, monitoring and accountability. In this context, the work of the Panel will be directly relevant to addressing QCPR implementation challenges.

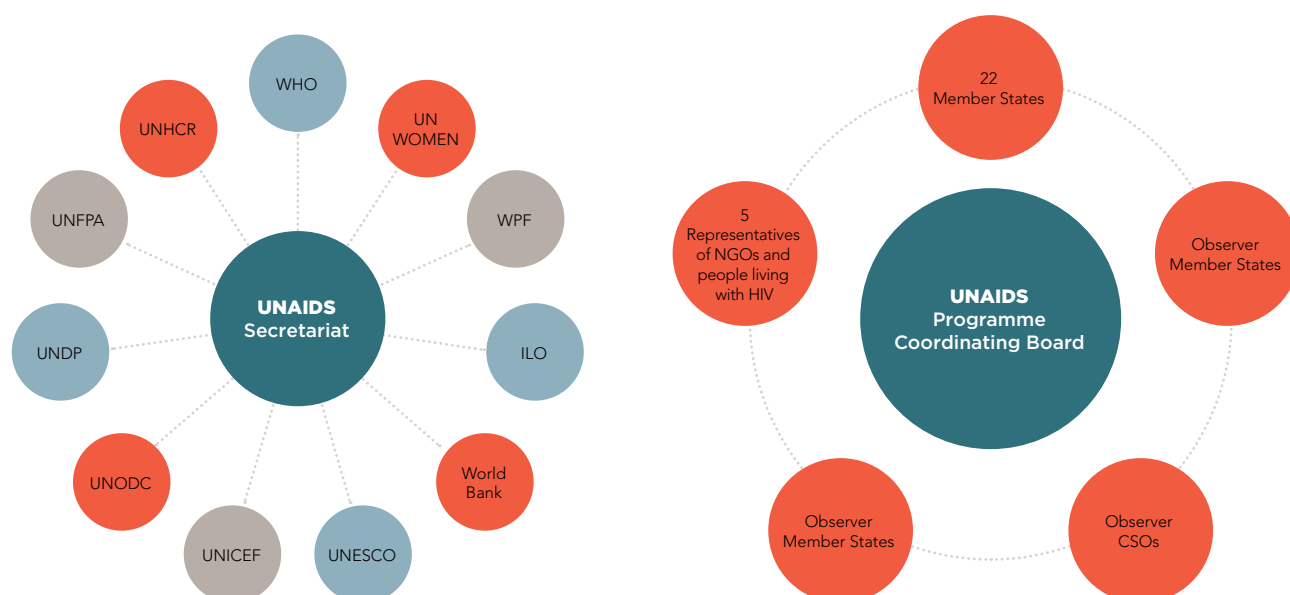
UNAIDS in brief

The Joint Programme leads and inspires the world to achieve its shared vision of zero new HIV infections, zero discrimination and zero AIDS-related deaths, and works closely with global and national partners towards ending the AIDS epidemic by 2030 as part of the Sustainable Development Goals.

The mandate of the Programme, as articulated by ECOSOC Resolution 1994/24, is to: (a) Provide global leadership in the response; (b) Achieve and promote global consensus on policy and programmatic approaches; (c) Strengthen the capacity of the UN system to monitor trends and ensure that appropriate and effective policies and strategies are implemented at the country level; (d) Strengthen the capacity of governments to develop comprehensive national strategies and implement effective HIV activities; (e) Promote broad-based political and social mobilization to prevent and respond to HIV within countries, ensuring that national responses involve a wide range of sectors and institutions; (f) Advocate greater political commitment in responding to the epidemic at the global and country levels, including the mobilization and allocation of adequate resources.

UNAIDS is the first and so far only cosponsored joint programme of the UN system and brings together a dedicated secretariat and 11 system organizations. The Programme is led by a unique governance structure with representatives of Member States, Cosponsors and civil society as members of its Programme Coordinating Board.

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



WHAT DO THE SDGs DEMAND OF THE JOINT PROGRAMME, AND HOW CAN UNAIDS CONTRIBUTE TO A MORE EFFECTIVE UN OVERALL?

In the 20 years since the Joint Programme was established, it has evolved significantly to take into account progress made and the dynamic context of the epidemic. To lead the next phase of the AIDS response, the Joint Programme will need to determine what reforms to its model and partnerships are required to deliver on ending the epidemic. Addressing this challenge can further inform solutions and new models to respond to complex issues beyond the AIDS response.

In exploring opportunities for enhancement, lessons can be gleaned from where the Joint Programme has succeeded in mounting focused, results-based, accountable collaboration, and from emerging best practices in innovative partnerships across the development spectrum. A review of the lessons learned and opportunities to strengthen the Joint Programme model will also be valuable to inform mounting calls for similar multistakeholder, multisector approaches in global health, such as The Lancet–University of Oslo Commission's Multistakeholder Platform on Governance for Health,² UN Health,³ and a UN High-Level Coordinating Mechanism on Antimicrobial Resistance,⁴ as well as for efforts for broader development, rights and gender-related outcomes across the SDGs.

SCOPE OF WORK: GLOBAL REVIEW PANEL ON THE UNAIDS JOINT PROGRAMME MODEL

JOINT WORKING

Over time, the UNAIDS Cosponsors and Secretariat have amassed considerable expertise across the multisector response with specialized staff in more than 80 countries supported by Regional Teams. Each cosponsoring organization also contributes the comparative advantage and mandate of its entire institution to complement the Joint Programme's role in ending AIDS.

To strengthen joint working, the Joint Programme has made great strides in being more efficient and results-oriented. Actions have included defining a set of focused global results, introducing and refining a Division of Labour, using Inter-Agency Task Teams (IATTs), and developing and enhancing

a unique joint planning, budget, results and accountability instrument (UBRAF), and a joint monitoring system (JPMS).

While priorities have been set, the Joint Programme's processes to plan and work collectively with enhanced oversight may need to be updated to drive implementation and delivery of results. The Global Plan to eliminate new HIV infections among children and keep their mothers alive provides a number of lessons in successful collaboration. Key aspects worth noting include: a specific, time-limited plan and a focus on a limited number of countries acting with a sense of urgency; national ownership; a multistakeholder, hands-on governance structure that maximized engagement including of the private sector; use of an IATT as an instrument for technical support coordination under the direction of an inclusive Steering Committee; clarity on leadership (a Cosponsor, a donor and the Secretariat) and; reporting results to the Board.

The Joint Programme is committed to Fast-Tracking the response, while the indivisible nature of the SDGs demands that the UN break down silos, challenging the Joint Programme to strengthen its joint working mechanisms in order to best respond to the needs of countries.

Issues for the Panel to consider could include:

- The current Division of Labour among the Cosponsors and Secretariat, within the mandate of the Joint Programme, as articulated by ECOSOC.
- How to maximize comparative advantages and better avoid duplication between the Secretariat and Cosponsors at headquarters and regional levels, while ensuring the Joint UN Teams are provided adequate political and technical support for Fast-Track.
- Strategies for the optimal deployment of staff and resources to support the achievement of the Fast-Track targets of the UNAIDS Strategy and the 2016 Political Declaration on Ending AIDS.
- Mechanisms for ensuring the effectiveness of Joint Teams on AIDS at country level, especially in situations where Cosponsors and/or the Secretariat do not have sufficient staff or financial resources in country to fulfil their role within the Division of Labour.

GOVERNANCE

Key mechanisms of UNAIDS governance include ECOSOC, its Board and the Committee of Cosponsoring Organizations (CCO). The UNAIDS Programme Coordinating Board (PCB) is recognized as a leading example of inclusive, multistakeholder governance. The PCB bridges the interests of governments and

2 [http://www.thelancet.com/journals/lancet/article/PIIS0140-6736\(13\)62407-1/fulltext?_eventId=login](http://www.thelancet.com/journals/lancet/article/PIIS0140-6736(13)62407-1/fulltext?_eventId=login)

3 <http://globalhealth.thelancet.com/2013/06/25/changing-perspective-disease-control-healthy-people>

4 [http://www.thelancet.com/journals/lancet/article/PIIS0140-6736\(16\)31079-0/fulltext?rss=yes](http://www.thelancet.com/journals/lancet/article/PIIS0140-6736(16)31079-0/fulltext?rss=yes)

civil society, and provides a critical space to ensure that the voices of people most affected are incorporated into UNAIDS policies. The Board has succeeded in adopting increasingly ambitious strategies – not just for UNAIDS but for the global AIDS response as a whole.

Today however, 20 years after the establishment of the PCB, UNAIDS may need to assess whether its Board composition still allows for representation of the most relevant actors. The indivisibility of the SDGs and the inherent linkages of the AIDS response across the SDGs suggest that the range of UN agencies collaboratively engaged in the response could be wider. Moreover, it may be worth considering the benefits of more formal engagement of other partners to further promote synergy and reduce duplication and siloed approaches, e.g. international organizations such as Stop TB and the Global Fund, other non-state actors including foundations, young people, the private sector and the scientific community, and other UN agencies such as IOM and OHCHR. A formal seat on the Board could be allocated to UN organizations.

It may also be useful to review the coordination and steering role of the CCO to ensure that the added value of the collective response is more than the sum of its parts—and to explore how the entire UN family can be more substantively engaged in policy and strategy concerning the global AIDS response.

At country level, the effectiveness of AIDS governance mechanisms, including national AIDS councils, the Global Fund's Country Coordinating Mechanisms and Joint UN Teams on AIDS, may be improved if their mandate were expanded to AIDS, tuberculosis and malaria or even health more broadly.

Broadly speaking:

- Whether the composition of the Board includes the most relevant actors for Fast-Track and ending AIDS.
- Whether the range of UN organizations currently serving as Cosponsors is aligned to the needs of the AIDS response and its inherent linkages across the SDGs
- How to promote synergy and reduce duplication and siloed approaches across relevant international organizations and programmes—such as Stop TB and the Global Fund—and other non-state actors including foundations, civil society, workers' and employers' organizations, the private sector and the scientific community, and other UN organizations such as the International Organization for Migration (IOM) and the Office of the United Nations High Commissioner for Human Rights (OHCHR).
- How to strengthen the relationship between Cosponsor Boards and the PCB and more substantively engage the entire UN family in policy and strategy concerning the global AIDS response.

FINANCING AND ACCOUNTABILITY

Despite continued international support to the Joint Programme, its resource mobilization model is under strain. Projected income for 2016 and 2017 falls significantly short of the Board-approved budget—raising concerns around the long-term sustainability of the model. The current Joint Programme approach relies chiefly on core funds raised by the Secretariat. Core funds—those resources reflected in the UBRAF—play a catalytic role in Cosponsors' ability to mobilize additional non-core funds for the Joint Programme, and catalyze financing for the AIDS response more broadly.

The Unified Budget, Results and Accountability Framework (UBRAF) is UNAIDS instrument to operationalize the UNAIDS Strategy and achieve the vision of ending AIDS. It outlines the role, expected results and budget of the Joint Programme and is designed to maximize coherence and impact of the work of the UN system on AIDS. The UBRAF is a unique instrument, the only one of its kind in the UN system, bringing together efforts of 12 organizations into one framework. It reflects calls under the SDGs for issue-based coalitions, joint programming, joint teams and attribution to collective results. Refinement of the UBRAF or the establishment of additional mechanisms may be required to better ensure the Joint Programme delivers the level of quality support countries need for Fast-Track.

Issues for the Panel to consider could include:

- How to ensure that sufficient resources are mobilized and channelled to capacitate the range of UN organizations working toward the targets in the UNAIDS Strategy, and how to ensure accountability for results to the PCB.
- As a critical partner to the Global Fund, and following its successful replenishment, what opportunities exist to finance UNAIDS and the UN system in effectively leveraging its unique contributions to optimize the effectiveness of the Fund investments, while protecting the intergovernmental nature of the Joint Programme?
- How to determine the optimal distribution of resources between the Secretariat and among the Cosponsors through a differentiated approach in order to deliver the best outcomes and added value.
- How to strengthen country planning and reporting processes, including improved metrics for measuring results, aligned to wider efforts for planning and reporting joint UN action on the SDGs.
- How to better demonstrate and report on the added value of Joint Programme activities/spending as well as that of individual Cosponsors and the Secretariat?

GLOBAL REVIEW PANEL: STRUCTURE AND TIMELINE

LEAN AND EFFICIENT

Helen Clark, UNDP Administrator, and Michel Sidibé, UNAIDS Executive Director, will convene the Global Review Panel. Established with active engagement of the CCO Heads of Agencies, the Panel will be co-chaired by Awa Coll-Seck, Minister of Health, Senegal and Lennarth Hjelmåker, Ambassador for Global Health, Sweden. The Panel will gather a limited number (approx. 15) of highly experienced and technical members with a deep knowledge of the Programme and the evolving development landscape, including PCB chairs and a mix of partner countries and civil society.

CRITERIA FOR PANEL SELECTION

Panel selection will ensure diversity in terms of geographical representation, communities represented and areas of technical expertise. Defining criteria in the selection of panel members:

- representative of a key stakeholder or country in the HIV response and/or in the global health/development landscape;
- capacity and time to engage constructively throughout the duration of the Panel;
- clear understanding and deep knowledge of the Joint Programme.

PROPOSED PANEL COMPOSITION

The panel will include representation from:

- PCB Chair (1)
- UNAIDS CCO Heads of Agency (2)
- Other Member States (9)
- Civil Society/Foundation (4)

ROLES AND RESPONSIBILITIES

Role of Co-Convenors:

- Prepare and sign off on Panel Terms of Reference
- Select, invite and appoint panel members, in agreement with Co-Chairs
- Convene meetings of the Panel and multistakeholder consultations

- Organize communication with CCO
- Review & sign off on the Final Report & Recommendations, in agreement with Co-Chairs
- Present recommendation on revised model, based on Panel report, to the PCB

Role of Co-Chairs:

- Prepare and sign off on Background Paper
- Chair the Panel meetings
- Chair the virtual multistakeholder consultation
- Play leadership role in the second multistakeholder consultation
- Prepare and sign off on Panel meeting reports and multistakeholder meeting
- Prepare and sign off on Final Report & Recommendations, in agreement with Co-Convenors

Role of Panelists:

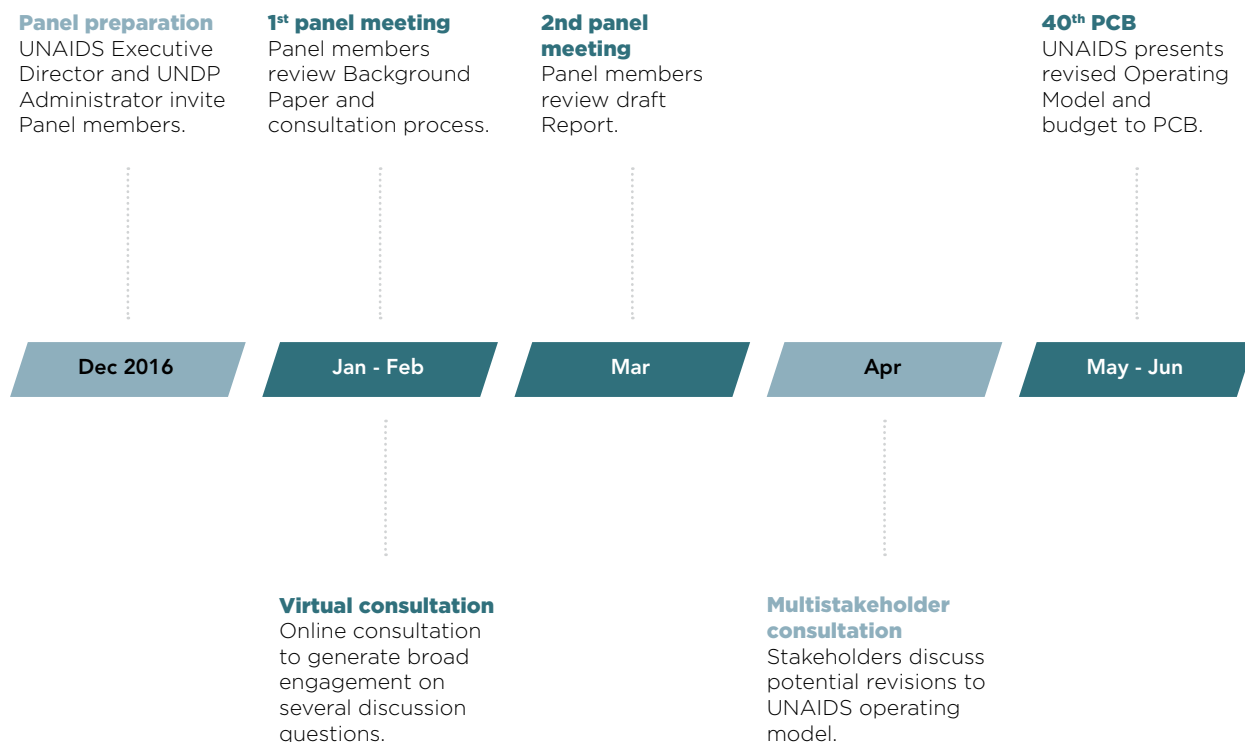
- Attend two Panel meetings, and second multistakeholder consultation
- Provide substantive contributions in the development of the Panel Background Paper and Final Report & Recommendations
- Endorse Final Report & Recommendations
- Disseminate findings and recommendations of Final Report through personal/professional networks

MILESTONES

It is anticipated that two in-person meetings of the Panel will be held in Geneva in early 2017. As inputs to the Panel's work, two multistakeholder consultations will also be held, with participation of CCO senior representatives, members of the Panel, civil society, implementers, the private sector and other global, regional and national leaders. The first of these multistakeholder consultations will be conducted virtually.

The Panel will present a Final Report and Recommendations to the UNAIDS Joint Programme leadership in March 2017. The UNAIDS Executive Director and CCO will then present a revised operating model, taking into account the recommendations of the Panel, to the 40th meeting of the PCB.

PROPOSED TIMELINE



PROPOSED PANEL STRUCTURE



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