

EVALUATION PLAN

Additional documents for this item: UNAIDS Evaluation Policy (UNAIDS/PCB (44)/19.17)

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

recall decision 6.6 of the 44th session of the UNAIDS Programme Coordinating Board and *approve* the UNAIDS 2020–2021 Evaluation Plan with annual reporting on implementation by UNAIDS Evaluation Office.

Cost implications for the implementation of the decisions: included in the UNAIDS 2020–2021 workplan and budget approved by the Programme Coordinating Board at its 44th session (decision 10.8).

TABLE OF CONTENTS

| | |
|---|----|
| I. INTRODUCTION | 4 |
| II. MILESTONES AND ACHIEVEMENTS..... | 5 |
| Independent evaluation function | 5 |
| Evaluations carried out in 2019..... | 6 |
| Follow-up to previous evaluations..... | 6 |
| III. 2020–2021 EVALUATION PLAN | 8 |
| Overview of the plan..... | 8 |
| Development of the plan..... | 8 |
| Contents of the plan | 9 |
| Implementation of the plan | 11 |
| ANNEX 1: OVERVIEW OF UNAIDS EVALUATION FUNCTION..... | 12 |
| ANNEX 2: EVALUATIONS TO BE CARRIED OUT IN 2020–2021 | 13 |

I. INTRODUCTION

1. UNAIDS's efforts to lead the collective response to HIV—bringing together the UN system with other partners—has brought remarkable success on many fronts. However, AIDS remains a global challenge and the evaluation of those efforts is critical for helping define the way forward to ensure that the goal of ending AIDS as a public health threat is achieved.
2. The 44th meeting of the UNAIDS Programme Coordinating Board (PCB) approved an evaluation policy [PCB (44) 19.7; decision 6.6] which formalizes the establishment of an independent evaluation function reporting directly to the Board. This is an important milestone in efforts to strengthen accountability, evidence-based decision making and learning in UNAIDS.¹
3. The establishment of an independent evaluation function is the culmination of several years' efforts to increase an emphasis on evaluation. This followed the MOPAN 2015–2016 assessment and other external reviews of UNAIDS, which highlighted the need to strengthen evaluation and the urging of the 38th PCB meeting in June 2016 for “*the further strengthening of performance reporting with independent evaluation and validation*” (decision point 7.3).
4. UNAIDS's new evaluation policy was developed through consultations with Member States, Cosponsors and civil society. It was considered by the PCB working group to strengthen the PCB's monitoring and evaluation role,² revised based on comments, peer reviewed by Cosponsor evaluation offices and then adjusted further before being finalized and presented to the PCB in June 2019.
5. The policy sets out the purpose and use of evaluations; presents definitions, principles and norms for evaluation; and outlines accountabilities and performance standards for evaluation. It also defines the institutional basis, parameters and oversight of the evaluation function. The institutional architecture of the evaluation function presented in the policy is reproduced in Annex 1.
6. The evaluation policy applies to the UNAIDS Secretariat and to the collective efforts of the UN Joint Programme on AIDS, i.e. the HIV-related activities of the 11 Cosponsors and the UNAIDS Secretariat. The policy is aligned with the evaluation policies and practices of the Cosponsor evaluation offices, which cover the work of Cosponsors.
7. With an increased emphasis on coherence as part of UN reform, the policy promotes system-wide and joint evaluations. Where possible and relevant, evaluations are to be conducted jointly with Cosponsors and/or other partners. As and when required to ensure independence, evaluations will be contracted to external consultants or companies.
8. The evaluation policy and its implementation are guided by internationally accepted norms and standards, notably those of the United Nations Evaluation Group (UNEG, 2016) and the principles for the evaluation of development cooperation used by the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD/DAC).³

II. MILESTONES AND ACHIEVEMENTS

Independent evaluation function

9. In approving the UNAIDS evaluation policy at its 44th meeting in June 2019, the PCB approved the establishment of an Expert Advisory Committee on evaluation. The Committee was instituted as an independent, external body which provides advice and guidance on evaluation and reports to the Board (see Annex 1).
10. In order to constitute the Expert Advisory Committee, PCB Member States, the PCB NGO delegation and the Cosponsor Evaluation Group were requested to nominate technical experts with strong experience in the field of evaluation. According to the Committee's terms of reference, it should consist of up to 7 members, to be nominated by Member States (5), PCB NGO delegation (1) and the Cosponsors (1).
11. Once nominations corresponding to the number of seats on the Committee had been received, the PCB Bureau reviewed the nominations to ensure that the Committee had the required technical expertise and that it was geographically representative and gender-balanced. Following this, the PCB Bureau communicated the names of the following experts to the PCB:
 - i. Raymond Yekeye, programme director at the National AIDS Council of Zimbabwe (Africa);
 - ii. Zunyou Wu, chief epidemiologist at the Chinese Centre for Disease Control and Prevention, (Asia-Pacific);
 - iii. Tamara Svetahor, head of prevention department HIV-infection and parenteral viral hepatitis, Belarus (Eastern Europe and central Asia);
 - iv. Elizabeth Moreira dos Santos, researcher and independent consultant, member of the Global Fund's Technical Evaluation Reference Group, Brazil (Latin America and the Caribbean);
 - v. Till Bärnighausen, director of the Heidelberg Institute of Global Health, Germany (Western European and Other Group);
 - vi. Marco Segone, director of the UNFPA Evaluation Office (Cosponsor Evaluation Group); and
 - vii. San Patten, independent research and evaluation consultant (NGO Delegation).
12. Elizabeth Moreira dos Santos was confirmed as Chair by the PCB during the intersessional decision-making process. As one of its first tasks, the Committee reviewed and discussed the UNAIDS 2020–2021 evaluation plan. The Committee endorsed the plan and feedback from the Committee was reflected in the final evaluation plan which was prepared for the approval of the Board at its 45th meeting in December 2019.
13. Throughout the year, close contact was maintained with the evaluation offices of UNAIDS Cosponsors and other members of the UN Evaluation Group (UNEG) to learn from their experience. Among other things, the UNAIDS Evaluation Office contributed to the development of the UNEG Strategy and the development of policy and guidance on system-wide and joint evaluations.
14. A Cosponsor Evaluation Group was established to bring together Cosponsors' directors of evaluation as a sub-group of the UN Evaluation Group. This enabled the UNAIDS Secretariat to draw on and leverage Cosponsor resources on evaluation and expanded its collaboration with UNAIDS Cosponsors beyond their HIV units.

Evaluations carried out in 2019

15. An evaluation of the Joint Programme's contribution to achievement of the goals and targets in the UNAIDS 2016–2021 Strategy was conceived in 2018 and included in the evaluation plan for 2019. The evaluation, initially envisaged as a mid-term evaluation of the 2016–2021 UBRAF, evolved into a comprehensive and forward-looking evaluation of the UN system response to AIDS in 2016–2019. That exercise is helping identify what needs to be done or changed in the next UNAIDS Strategy to ensure progress towards the 2030 targets.
16. The terms of reference and scope for the evaluation were developed through a consultative approach, including country and regional consultations and a global multi-stakeholder consultation that took place in March 2019 in Geneva, with over 70 participants. A management group and a reference group were established to ensure ownership and joint oversight by the UNAIDS Secretariat and Cosponsors. A competitive bidding process was conducted to select a consultancy company to carry out the evaluation.
17. The evaluation is ongoing. Preliminary findings are expected by the end of 2019 and a final report will be available before the 46th PCB meeting in June 2020. Findings and recommendations from the evaluation are expected to inform UNAIDS's next Strategy and UBRAF, guide efforts to end AIDS as part of Universal Health Coverage and the 2030 Agenda, and help position the Joint Programme within UN reform.
18. A strategic evaluation of the Champions for an AIDS-Free Generation was carried out in the first half of 2019. The Champions for an AIDS-Free Generation is an initiative primarily funded by the United States (U.S.) government, with technical and administrative support from UNAIDS. The evaluation included a document review, as well as structured interviews with UNAIDS staff on the relationship between UNAIDS and the Champions. These were distilled into recommendations and future options for UNAIDS with regard to this initiative.

Follow-up to previous evaluations

19. The UNAIDS Evaluation Office supports the development of management responses to evaluations. Using a standardized template, it follows up on implementation of recommendations with relevant managers.
20. An evaluation of the revised operating model of the Joint Programme and the Joint Programme Action Plan was initiated and completed in 2018. The evaluation report was presented to the 42nd PCB meeting in June 2018. The evaluation confirmed the relevance of the Joint Programme model and demonstrated intensified collaborative action that had resulted from the revised operating model.
21. The evaluation also highlighted the value of the country envelopes (core UBRAF funds allocated to countries, with UN Joint Teams on AIDS at country level deciding on their use). Findings and lessons from the evaluation (e.g. the need for greater engagement with civil society and national stakeholders) were considered in the updated 2019 guidance on joint planning and country envelopes.
22. Recommendations of the independent evaluation of Strengthening Faith Community Partnerships for Fast-Track (Phase I of the PEPFAR-UNAIDS Faith Initiative) were finalized in 2017. They informed the design of Phase II of the Faith-Based Initiative around the need for a better communications strategy; stronger engagement with national responses, partners, and mechanisms; and enhancement of interfaith work.

23. Follow-up to the independent evaluation of UNAIDS Regional Programme Expanded Accelerated AIDS Response towards HLM Targets and Elimination Commitments in Eastern and Southern Africa Region 2013–2017 included a "road map" with specific goals to strengthen advocacy at country and regional levels; a review of the think tank for advancing the women's agenda; continued efforts to establish a regional data hub with clear added value; and stronger results-based framework and monitoring and evaluation for the subsequent Swedish International Development Agency programme.
24. As follow-up to the 2018 independent end-of-programme review of ACT!2030 Phases 1-4: Youth-led, Data-driven Accountability for the Sustainable Development Goals, UNAIDS produced an adolescents and young key populations toolkit specifically aimed at programmers and policymakers. It began a new stream of advocacy aimed at shifting the narrative from youth mobilizing to youth organizing and launched a mentorship module for emerging youth advocates with PACT. It also collaborated with partners to facilitate an innovations dialogues between youth organizations and private sector.
25. The management response to the independent evaluation of the UNAIDS and Global Fund Partnership was instrumental in the development of the new UNAIDS and the Global Fund Framework agreement (2019–2022), which was signed in June 2019. As recommended in the evaluation, the Framework addresses the overall objectives of cooperation and collaboration between the parties, as well as associated actions to achieve the objectives. The Framework also identifies specific areas requiring enhanced collaboration, including global strategic information; sustainable country responses; gender, rights and community engagement; prevention, treatment access and community service delivery; and acceleration of the AIDS response in Western and Central Africa.

III. 2020–2021 EVALUATION PLAN

Overview of the plan

26. Responsibility for the development and implementation of UNAIDS evaluation plan rests with UNAIDS Evaluation Office. Approximately USD 2 million per year is budgeted for implementation of the plan in 2020–2021. This is based on the UNAIDS evaluation policy, approved by the PCB in June 2019, which established that 1% of annual expenditures of resources mobilized by UNAIDS Secretariat should be allocated to evaluation.
27. Staff costs of the Evaluation Office—envisaged as a unit with three staff— represent about 40% of the budget for evaluation. Evaluations to be carried out in 2020–2021 represent about 40% of the budget. Activities to strengthen evaluation culture and capacity, as well as the professionalization of evaluation, stakeholder engagement, participation in the work of the UNEG and operating costs, represent about 10% of the total budget, with 10% retained for possible emerging needs (see paragraph 37 below).

Table 1. Overview of evaluation budget in 2020–2021 (USD)

| Main categories | Year | 2020 | 2021 | Total | % |
|------------------|--------------------|------------------|------------------|------------------|-------------|
| Staff costs | | 782 000 | 811 000 | 1 593 000 | 40% |
| Evaluations | | 797 000 | 766 000 | 1 563 000 | 40% |
| Other activities | | 397 000 | 399 000 | 796 000 | 20% |
| | | | | | |
| | Total (USD) | 1 976 000 | 1 976 000 | 3 952 000 | 100% |

Development of the plan

28. The UNAIDS Evaluation Office led the evaluation plan's development, included consultations and inputs from the UNAIDS Secretariat, Cosponsors and key stakeholders. The plan covers two years and has two main sections: (1) Joint Programme evaluations, which are system-wide or joint evaluations with Cosponsors, and; (2) UNAIDS Secretariat evaluations. System-wide and joint evaluations were scoped and defined together with Cosponsors, while Secretariat evaluations were developed with departments and offices of the Secretariat.
29. The evaluation plan was developed based on the guiding principles in UNAIDS evaluation policy (paragraph 13), including the greater meaningful engagement of communities, civil society and people living with HIV, women and youth groups and key populations, and assessing the extent to which the Joint Programme responds to the needs of key and vulnerable populations.
30. The Evaluation Office facilitated an extensive consultation process to identify evaluation topics and define the scope and key questions of the proposed evaluations. Consultations involved all departments at UNAIDS headquarters, all senior managers at regional level and in the Liaison Offices, and Cosponsors' global coordinators and focal points on AIDS.
31. As indicated in the evaluation policy, the following categories were considered while discussing possible evaluation topics:
 - strategic significance of the subject, in relation to Joint Programme and Secretariat priorities, as well as public health, human rights or political priorities, levels of investment, and potential risks, and need for evidence for decision-making;

- importance of the knowledge gap that is to be filled, potential for staff or institutional learning, innovation, potential for replication and scaling-up;
 - feasibility for implementing the evaluation; and
 - organizational requirements.
32. The initial list of potential evaluations was narrowed down through further discussions with relevant programmatic counterparts, with a focus on the relevance and utility of the evaluations. The draft plan was subsequently shared with the Cosponsor Evaluation Group for review and further prioritization, followed by a review by the Expert Advisory Committee on Evaluation. The Committee endorsed the evaluation plan and feedback from the Committee was reflected in the final plan presented for approval to the 45th session of the PCB.

Contents of the plan

33. Table 2 provides a summary of Joint Programme and Secretariat evaluations planned for 2020 and 2021. The plan covers evaluations that are commissioned, managed and at least partly funded by the UNAIDS Evaluation Office. It also includes a provision for regional, intercountry and country evaluations which the Evaluation Office expects to support in 2020–2021. Topics for evaluations that are managed by the Evaluation Office are set at the beginning of each biennium. However, regional, inter-country and country evaluations can be proposed by the relevant offices and can be carried out at any point, with support provided by the Evaluation Office.
34. To ensure learning and accountability, the plan is organized according to the strategic result areas of the UNAIDS 2016–2021 Strategy (SRAs) and the Secretariat core functions, as defined in the 2016–2021 UBRAF. Joint Programme evaluations cover 6 of the 8 SRAs of the UNAIDS Strategy, while Secretariat specific evaluations cover 4 of the 5 Secretariat core functions. Gender equality and human rights are addressed across all evaluations. These are key aspects of the AIDS response, the SDGs and for ensuring that no one is left behind.
35. About two thirds of the budget for evaluations is allocated to evaluations of the Joint Programme. Those evaluations cover the work of Cosponsors and the Secretariat across levels (global, regional, countries) and cover areas where evaluative evidence is needed to support the achievement of the targets in the UNAIDS Strategy and Political Declaration and where the Joint Programme can effectively accelerate progress.

Table 2. Planned evaluations in 2020-2021 and estimated budget (USD)

| Topic | Year | Link to Strategic Result Areas | Budget USD (est.) |
|---|-------------|--------------------------------|-------------------|
| JOINT PROGRAMME EVALUATIONS | | | |
| Evaluation of the Joint Programme's work to prevent and respond to gender-based violence | 2020 | SRA 5 | 240 000 |
| Evaluation of the Joint Programme's work on key populations | 2021 | SRA 3 and 4 | 260 000 |
| Evaluation of the Joint Programme's role on efficiency and sustainability | 2021 | SRA 7 and 8 | 130 000 |
| Completion of the evaluation of the UN system response to AIDS in 2016–2019 (carry-over) | 2020 | All SRAs | 180 000 |
| Cost-sharing of UNDAF evaluations and evaluability assessments as a basis for UN Sustainable Development Cooperation Frameworks (UNSDCF) | 2020 | | 100 000 |
| | 2021 | | 100 000 |
| <i>Estimated total for Joint Programme evaluations</i> | <i>2020</i> | | <i>520 000</i> |
| <i>Estimated total for Joint Programme evaluations</i> | <i>2021</i> | | <i>490 000</i> |
| UNAIDS SECRETARIAT EVALUATIONS | | | |
| Evaluation of UNAIDS Secretariat's work to Fast-Track the HIV response in priority cities | 2020 | SRA 1 | 70 000 |
| Evaluation of UNAIDS Secretariat's support to the situation rooms | 2020 | Core Function 3 | 110 000 |
| Evaluation of UNAIDS Secretariat's work on advocacy and communication | 2021 | Core Function 1 | 80 000 |
| Evaluation of the implementation of the Global Fund/UNAIDS 2019–2022 MOU | 2021 | Core Function 2 | 80 000 |
| Evaluation of the UNAIDS Secretariat Gender Action Plan 2018–2023 | 2021 | Core Function 5 | 26 000 |
| Completion of the evaluation of the CDC-UNAIDS Cooperative Agreement—strengthening public health capacity and strategic information systems | 2020 | Core Function 3 | 27 000 |
| Contribution to regional and country evaluations | 2020 | | 70 000 |
| | 2021 | | 90 000 |
| <i>Estimated total for UNAIDS Secretariat evaluations</i> | <i>2020</i> | | <i>277 000</i> |
| <i>Estimated total for UNAIDS Secretariat evaluations</i> | <i>2021</i> | | <i>276 000</i> |
| ESTIMATED TOTAL | 2020 | | 797 000 |
| ESTIMATED TOTAL | 2021 | | 766 000 |

36. In the context of UN reform and with the aim of linking country evaluations to UN and government planning cycles and the mechanisms established by Member States to review progress towards the SDGs, UNAIDS will support cost-sharing of UNDAF evaluations as a basis for developing UN Sustainable Development Cooperation

Frameworks (UNSDCF) in which the response to AIDS is considered, as well as UNSDCF evaluability reviews.

37. The evaluations in the plan reflect the principles of the 2030 Agenda for Sustainable Development, in particular the pledge to leave no one behind and to first reach those who are farthest behind. Although set within a two-year timeframe, the plan may be adjusted to cover issues that emerge in the course of the implementation of the UNAIDS Strategy and to ensure its consistent relevance to UNAIDS Cosponsors and Secretariat. Any emerging issues or proposed changes to the evaluation plan will be discussed with the Cosponsors Evaluation Group and the Expert Advisory Committee, and the UNAIDS Board will be duly informed.

Implementation of the plan

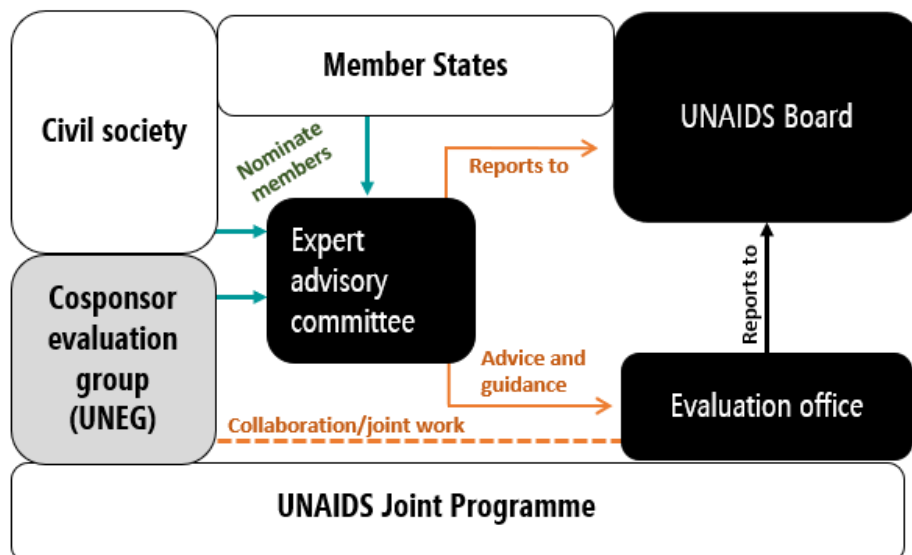
38. The UNAIDS Evaluation Office is responsible for implementation of the UNAIDS evaluation plan. An annual report on implementation is submitted directly to the PCB, a bi-annual update is presented to the PCB Bureau and the CCO is briefed periodically.
39. Evaluation will be done primarily by external consultants. The UNAIDS Evaluation Office will ensure quality through all phases of the evaluations. Joint evaluations undertaken in collaboration with other agencies will require some form of cost sharing and joint management.
40. Evaluations are conducted in a participatory and consultative manner with established reference groups. The director of the Evaluation Office is responsible for ensuring effective utilization of resources; presentation of evaluation findings and recommendations in a manner and format that is easily understood by target audiences and tailored to specific needs, and; dissemination of reports, findings and lessons learned from evaluations.
41. UNAIDS directors at all levels promote and enable evaluations, uphold the norms and standards in the evaluation policy and ensure access to data and information. Concerned managers are required to provide a management response within three months of the completion of an evaluation report and have to ensure the implementation of recommendations. The Evaluation Office facilitates the development and tracking of management responses and supports evaluation capacity development in UNAIDS. A system will be established to track and monitor implementation of evaluation recommendations, modelled on the experience of other UN agencies.
42. UNAIDS will publish final evaluation reports along with the corresponding management responses. It will also maintain a publicly accessible repository of evaluations and management responses.

[Annexes follow]

ANNEX 1: OVERVIEW OF UNAIDS EVALUATION FUNCTION

The institutional architecture of the evaluation function in UNAIDS is presented below.

Figure 1. Institutional architecture of evaluation function



The **Programme Coordinating Board** approves the UNAIDS evaluation policy, the biennial evaluation plan and the budget of the UNAIDS Evaluation Office. It considers annual reports on the implementation of the plan and the status and effectiveness of the evaluation function. The PCB draws on the findings and recommendations of evaluations for the purposes of governing the organization.

The **UNAIDS Executive Director** is responsible for safeguarding the integrity and independence of the evaluation function, guaranteeing the necessary human and financial resources, fostering an enabling environment, promoting a culture of learning and accountability, and ensuring that evaluation recommendations are acted upon.

The **Evaluation Expert Advisory Committee** is an independent, external body which reports to the Board. The Committee provides advice and guidance on the implementation of the UNAIDS evaluation policy and the development and implementation of the UNAIDS evaluation plan.

The **UNAIDS Cosponsor Evaluation Group** brings together representatives of the Cosponsor Evaluation Offices. The Group leverages Cosponsor capacities and resources for evaluation and shares knowledge and experience. It discusses system-wide and joint evaluations to be included in the UNAIDS evaluation plan. One Group member represents the Cosponsors on the UNAIDS Expert Advisory Committee on Evaluation.

ANNEX 2: EVALUATIONS TO BE CARRIED OUT IN 2020–2021

JOINT PROGRAMME EVALUATIONS 2020-2021

Evaluation of the Joint Programme's work on preventing and responding to GBV

2016–2021 UNAIDS Strategy: **SRA 5 – Gender inequality and gender-based violence (GBV)**

UN Leads: UNAIDS Secretariat, UN Women, UNFPA, UNICEF, WHO, UNESCO, UNDP, ILO, WB, UNHCR

Coverage: Global Regional Countries

Time period: 2016–2019 (to be carried out in 2020)

Content and key questions

The evaluation will focus on interlinkages between HIV and gender-based violence (GBV). Focus is on country-level implementation: policies, community prevention/social norms transformation, service delivery—including HIV-SRH-GBV integration in the context of UHC. At global-regional levels, the evaluation should identify gaps in guidance, and roles in supporting countries.

Q1: What concrete contributions has the Joint Programme made in preventing and responding to GBV? Focus is on violence against women, with emphasis on adolescent girls (also within key populations).

Q2: Is the Joint Programme supporting governments and community-based organizations in capacity development and in ensuring alignment with human rights and UN standards and recommendations? Is the Joint Programme supporting scaled up approaches, is it addressing the interlinkages of HIV and GBV?

Q3: What recommendations can the evaluation provide for the way forward?

Strategic significance

Growing research shows that GBV, and in particular intimate partner violence (IPV), hampers progress on the HIV response (i.e. women who suffer abuse are less likely to negotiate condom use, more isolated, lack autonomy to seek services, are challenged on treatment adherence, etc.). One in 3 women in the world have experienced physical and/or sexual violence, mostly from partners—with studies showing that women experiencing IPV have 1.5 times greater risk of acquiring HIV in some regions. Adolescents and young women are especially at risk. Good practices to prevent and reduce IPV and HIV risks exist, but more effective investments and scale-ups are needed. The evaluation will inform the next UNAIDS strategy and UBRAF. It is timely in the context of the Beijing+25 review, with major global events occurring in 2020, including the high-level General Assembly session and conferences convened by France and Mexico—with global reports signaling critical shortfalls in its implementation to advance gender equality.

Risks associated with the subject of the evaluation

The evaluation is a major opportunity to learn and improve implementation and Joint Programme accountability for GBV and gender equality more broadly, ensuring greater effectiveness of investments. Future action should improve in line with evidence, the need for scaling up, and seizing existing entry points in the context of the Joint Programme's work.

Level of investment in the area being evaluated

For 2020–2021, Cosponsors' allocation to SRA5 amounts to USD 53.7 million (7.6% of total Cosponsor core and non-core budget). SRAs are interlinked and funds budgeted under others SRAs can also benefit gender equality and GBV work. An estimate of the Secretariat allocation on gender equality and GBV is not available.

Knowledge gap

There is limited documented evidence (with notable country or project-specific exemptions) of Joint Programme's work, approaches and level of efforts on GBV, and achievements for women and girls, as well as country capacity development. There is a need for guidance on how and where to prioritize interventions. The evaluation will complement a gender mainstreaming assessment of UN health agencies that is underway (2019–2021) by the UN University Global Health Institute.

Feasibility of the evaluation

High. The UBRAF and country joint plans will be the reference framework for the evaluation (although more nuanced indicators are required). The UNAIDS Secretariat is carrying out an internal forward-looking scan and assessment focused on its roles and contributions and this can feed into the evaluation.

Notes

Learning will extend beyond the Joint Programme since GBV is a UN system-wide mandated area of work for all entities. Initial exchanges with women's and key population networks indicate support for the evaluation.

The subject was not previously evaluated in the context of the Joint Programme.

Evaluation of the Joint Programme's work on key populations

2016–2021 UNAIDS Strategy: SRA 4 – HIV prevention among key populations

UN Leads: UNAIDS Secretariat, UNFPA, UNICEF, UNDP, UNODC, ILO, UNESCO, WHO, World Bank

Coverage: Global Regional Countries (a selection)

Time period: 2016–2020 (to be carried out in 2021)

Content and key questions

The evaluation will focus on Joint Programme efforts in the context of broader country responses to HIV and key populations.

Q1: Is Joint Programme support for key populations fit for purpose (capacity, investment, mix and scale of interventions)? What are the gaps, by population group?

Q2: How is the Joint Programme able to influence other key players and leverage resources?

Q3: How is the use of key population HIV implementation tools (SWIT, MSMIT, TRANSIT and IDUIT) promoting effective and rights-based responses for key populations? How to improve country use/ implementation of the tools?

Q4: How is the Joint Programme contributing to national HIV responses for key populations and to the achievement of Fast-Track targets and results for people?

The evaluation will provide actionable recommendations for improving the prioritization and mix of interventions jointly and by organization, with specific analysis by population group.

Strategic significance

Nearly half of new HIV infections globally in 2018 were among key populations and their sexual partners. Despite the Agenda 2030 focus on people left behind and several years into the HIV response, key populations still lack adequate access to HIV services. An evaluation of the Joint Programme efforts for key populations is part of broader efforts to appraise the significance, worth, and quality of the work of the Joint Programme. Work with key populations has implications for a large proportion of the HIV epidemic.

Risks associated with the subject of the evaluation

The 2016 UN Political Declaration has set out the goal to ensure that by 2020 90% of people at higher risk of HIV infection are reached with comprehensive HIV prevention services but there are concerns that the target will be missed in many countries. While the Joint Programme has contributed to community engagement, advocacy and addressing barriers for key populations' access to services. However, support to strengthen systems for service delivery to key populations at scale has been limited.

Level of investment in the area being evaluated

It can be questioned whether the Joint Programme is allocating adequate human and financial resources to support building national programmes for key populations (where this is possible) and address barriers.

Knowledge gap

The evaluation can help understand whether UN agencies at country, regional and global level are adequately equipped in terms of human and financial resources to provide needed support. The evaluation can also provide insights on what drives effective UN support to scale up of programmes.

Feasibility of the evaluation

High. A frame of basics interventions in the area is available, as well as monitoring data (e.g. GAM, NCPI and HIV prevention scorecards)

Notes

UNAIDS five main key population groups: (i) sex workers and their clients, (ii) gay men and other men who have sex with men, (iii) transgender people, (iv) people who inject drugs and (v) prisoners and people in other closed settings. Not all population groups are relevant for all countries.

While evaluations on HIV and key populations are available (i.e. the Global Fund-supported 65-country study on key population programmes), the contribution of the Joint Programme was not previously evaluated.

Evaluation of the Joint Programme's role on efficiency and sustainability

2016–2021 UNAIDS Strategy: SRA 7 – Investment and efficiency; and SRA 8 – HIV and health services integration (output 8.1)

UN Leads: UNAIDS Secretariat, UNDP, World Bank, WHO

Coverage: Global Regional Countries (about 10 countries across the six regions)

Time period: 2018–2020 (to be carried out in 2021)

Content and key questions

Under sustainability, the evaluation will look at efficiency, integration and innovation.

Q1: What contribution has the Joint Programme provided to maximize equity and impact of resource allocation and implementation (i.e. effective decision making, allocative and technical efficiency)?

Q2: What the progress in supporting countries on multisectoral sustainable financing (i.e. increasing equitable domestic spending including for community delivery)?

Q3: How has the Joint Programme supported countries to feature the HIV response in the Universal Health Coverage (UHC) country strategy, ensuring that no one is left behind? This is about synergies between HIV and UHC and specific elements like equitable health financing and eliminating user fees.

Strategic significance

In December 2018 the UNAIDS PCB endorsed the **Joint Programme framework for sustainability of the AIDS response**. By 2021, two years of implementation will have passed, which is an opportune timing for a forward-looking assessment. In addition, the new AIDS response targets and resource needs will be launched in 2021. This will require the Joint Programme to support countries strengthen mechanisms to secure long-term resources to achieve these targets in a comprehensive UHC and SDGs agenda.

Risks associated with the subject of the evaluation

Equitable domestic spending for the AIDS response (i.e. spending for human rights, actions against stigma, key populations, gender equality) is highly dependant on political choices. For instance, some middle-income countries have sufficient resources, but are reluctant to invest in human rights and key populations. While donors are reorienting their resources to low income context, these middle-income contexts need non-traditional solutions and broad dialogue between governments and donors. The Joint Programme is well-positioned to influence choices, but it needs a clear assessment of its own comparative advantage and potential for action. Another risk is competitive health investment and the perception that the HIV response is well funded (and AIDS is less of a priority). The evaluation should help examine the implications for a sustainable response (in term of Joint Programme role).

Level of investment in the area being evaluated

Although UBRAF resources allocated to this area are only a small percentage of the overall total, it is crucial that all Cosponsors embed sustainability perspectives in their sectoral work.

Knowledge gap

While this area is highly prioritized by the UNAIDS PCB, there is still a lack evidence in terms of increasing efficiency of delivery, equitable integration of services and financing into government systems.

With the exclusion of allocative efficiency and decision making, these are emerging areas of support. Learning from the evaluation in 10 countries will benefit scale up of future country-tailored solutions.

Feasibility of the evaluation

High

Notes

The Joint Programme framework for sustainability of the AIDS response presented to the PCB foresees regular reporting on implementation at country level. The evaluation will strengthen the quality and depth of this reporting.
The subject was not previously evaluated.

UNAIDS SECRETARIAT-SPECIFIC EVALUATIONS 2020-2021

Evaluation of the Secretariat's work to Fast-Track the HIV response in priority cities

2016–2021 UNAIDS Strategy: **SRA 1 – HIV testing and treatment in Fast-Track cities**

Coverage: Global Regional Countries (15 cities in 14 Fast-Track countries: two cities are in South Africa)

Time period: (to be carried out in 2020)

Content and key questions

The evaluation will assess the programme: Fast-tracking the response to the HIV epidemic in priority cities to attain the 90-90-90 treatment, zero stigma and quality of care targets by 2020.

The evaluation will assess progress, challenges and bottlenecks of the Fast-Track cities programme and assess the effects that it has had on the HIV responses in cities.

Results of the evaluation should inform decisions on the way forward for the Fast-Track cities initiative. In addition to UNAIDS, IAPAC and USAID (partners in the programme), the evaluation should also benefit other HIV stakeholders, such as city health departments.

The evaluation will highlight good practices and examples of barriers as well as characteristics of the context linked to progress. Possible questions include:

Q1: To what extent is UNAIDS and IAPAC support consistent with the needs of Fast-Track cities and complementary to other stakeholders' efforts?

Q2: To what extent has the project made a difference (e.g. on coordination, political commitment, resource mobilization, strategic information/ city level AIDS data, capacity building, other)?

Q3: What is the level of partners coordination, including civil society, and how UNAIDS played its convening role?

Q4: What is the longer-term sustainability of the approach?

Strategic significance

Cities are important because they account for a large burden of the HIV epidemic. Success at the city level may also determine success at the national level.

Discussion is ongoing on the sustainability of the Fast-Track cities approach in general, and the lessons learned from the programme will influence the future of the larger city initiative.

This evaluation is timely since the programme ends in 2020.

Risks associated with the subject of the evaluation

300 Cities have signed the 2014 Paris Declaration and joined the Fast-Track Cities initiative, as of mid-2019. There is a high level of mobilization with related reputational and effectiveness risks attached.

Level of investment in the area being evaluated

This is a USD 10 million programme and a significant investment in relation to UNAIDS portfolio. Half of these funds are managed by the International Association of Providers of AIDS Care (IAPAC).

Knowledge gap

There are knowledge gaps on the challenges in the implementation of the Cities Initiative broadly.

The sample of cities covered by the programme should help highlight those challenges, along with the positive effects of the focus on cities in addressing the AIDS epidemic.

Findings of the evaluation will inform decisions on scaling up the programme to other cities (and investing additional resources), with support from USAID (as for the current programme) or other donors.

Feasibility of the evaluation

High. There is a clear Theory of Change for the intervention model, log frames, indicators with baselines and quality and regular reporting from the 15 cities that are covered by the programme. The evaluation will benefit from solid monitoring data.

Notes

USAID is requesting the evaluation. Since it is the first time that they are funding the Cities programme, it is important to assess whether the programme is bringing value for money, what its impact has been and whether it should continue.

The subject was not previously evaluated.

Evaluation of UNAIDS Secretariat's support to the situation rooms

2016–2021 UNAIDS Strategy: **Core function 3: Strategic Information**

Coverage: Global Regional Countries (11 countries where the situation room was implemented)
Time period: 2016-2019 (to be carried out in 2020)

Content and key questions

The **situation room** programme, on data synthesis, visualization and use, started in 2015 as a pilot, in Kenya. Currently, the programme is co-managed by the Strategic Information and Evaluation (SIE) (oversight, analytics) and the IT Departments (the technical architecture and solution design). There is a Steering Committee with members from different sections of the organization, including RSTs and countries. The programme covers 11 countries in eastern and southern Africa, and it is extending to western and central Africa. Solutions are targeted to country needs and also cover health issues beyond HIV. The evaluation will assess the relevance and results of the programme and how it is set-up and managed. Possible questions:

Q1: Is the situation room programme relevant to UNAIDS mandate and priorities?

Q2: How does the situation room support the Fast-Track targets (focus on population and location)?

Q3: Is the programme delivering results as expected? What is the value added at the country level?

Q4: How does the current structure deliver and how it can be improved? This should cover issues such as division of work between headquarters, regional and country level; country selection and technical skills requirements; partnership with other stakeholders such as the Global Fund; use of UNAIDS's leveraging power.

Q5: How does the programme contribute to working better across departments? Does it help deliver technically improved information (business intelligence side, country analytics side)?

Q6: What are the lessons for future programmatic decisions at country level?

Q7: To what extent is the programme sustainable, and can it be made sustainable if scaled-up? This should cover internal and external resources as, well as issues of synergies/integration.

Strategic significance

The evaluation is timely to inform the development of the next UNAIDS Strategy and UBRAF. After five years of implementation it is important to assess the initiative and make informed decisions for the future (for instance, on scaling the programme up or down and the process for country selection).

Risks associated with the subject of the evaluation

It is about providing the right type of support on strategic information in an effective and efficient manner, and having the right lines of responsibility/ownership/liability with countries. There are risks of not making the most out of the investment (in the context of scarce resources), as well as potential reputational risks if the programme does not deliver as expected, due to its high visibility.

Level of investment in the area being evaluated

The programme is funded with extra-budgetary funds, raised by SIE, plus the cost of staff, which is funded from the core UBRAF budget. Support on strategic information is one of the key functions of the Secretariat. In implementing countries, situation rooms are accounting for a substantial part of UNAIDS work: in terms of staff time at headquarters and regional levels, as well as proximity support by SIE advisers at country level.

Knowledge gap

Decisions on future commitments to 2025 should be evidence-informed. The evaluation will provide needed information on what was delivered by the programme and if that was done in a way that is organizationally meaningful (across SIE headquarters, regions, countries). Knowledge on synergies with other areas of strategic information and possible additional uses of the situation rooms can inform the integration agenda that is becoming key in the HIV response.

Feasibility of the evaluation

High. A timeline of what was invested in the programme since 2015 is available, as well as a wide array of programme documents and monitoring data.

Notes

A quick assessment of the programme was carried out in 2019 by PAMCH (WHO) to gather lessons learned ahead of 2019 planning. This showed the need for a wider scope evaluation.

Evaluation of UNAIDS Secretariat's work on advocacy and communication

2016–2021 UNAIDS Strategy: **Core function 1: Leadership, advocacy and communication**

Coverage: Global Regional Countries

Time period: 2020 (to be carried out in 2021)

Content and key questions

The evaluation will assess what is working, what is not, what are the effects (e.g. on the target audience and potential effects of campaigns, press stories, articles, web stories, and other initiatives), and what should be improved in the advocacy and communication work of the Secretariat?

The focus is on the UNAIDS Communications and Global Advocacy Department at HQ (CGA).

The aim of the evaluation is to contribute to shaping the work of CGA Department going forward.

The CGA Department is developing a Strategy and Plan on advocacy and communication for UNAIDS, starting 2020, to articulate the work of the Department in a shared and measurable way and to improve accountability. The evaluation should therefore cover 2020, which is the first year of implementation of the new Strategy and Plan, and should be based on the planned actions and targets/results, as well as on an explicit Theory of Change.

Strategic significance

"Leadership, advocacy and communication" is one of the five main areas of work of the Secretariat. The work of the CGA Department influences and has "multiplier" effects on the capacity of the full organization to deliver on advocacy and communication efforts.

Risks associated with the subject of the evaluation

Since advocacy and communication is one of the main functions of the Secretariat, there are risks linked to how effectively UNAIDS is fulfilling its mandate.

Level of investment in the area being evaluated

The CGA Department is mandated with advocacy and communication, but the UNAIDS work in the area is not vested only in the Department (e.g. the Executive Director has a strong advocacy agenda). In some cases, the CGA leads efforts on advocacy and communication; in others it provides support or is not involved. However, the Department still provides an overall framework to the organization's communication and advocacy work. Therefore, assessing the results of the work of CGA and how to better assure its coordination role is key to provide more structure and to improve/systematize the advocacy and communication approach across UNAIDS.

Knowledge gap

Currently there is no evidence/study on the effects of the work of the Secretariat on communication and advocacy, and if it is making a difference. No formal articulation of a Theory of Change on advocacy and communication work exists.

Feasibility of the evaluation

To increase evaluability, the UNAIDS Office of Evaluation may provide support at the time of the development of the Advocacy and Communication Strategy and Plan of the CGA Department (end-2019). The support should cover the development of a Theory of Change, a clear formulation of results, and indicators.

Following the evaluation of the work of the Department, there might be need and use for a broader evaluation of the advocacy and communication function of the Secretariat across levels and countries.

Notes

The subject was not previously evaluated.

Evaluation of the implementation of the Global Fund/UNAIDS 2019-2022 MOU

2016-2021 UNAIDS Strategy: Core Function 2: Partnerships, mobilization and innovation

Coverage: Global Regional Countries

Time period: 2019–2020 (to be carried out in 2021)

Content and key questions

The evaluation covers the implementation of the Global Fund to Fight AIDS, Tuberculosis and Malaria and UNAIDS 2019–2022 Memorandum of Understanding (MOU), as well as an assessment of the role of the Joint Programme constituency in Global Fund governance.

The evaluation should be carried out end of 2021 to inform the renewal of the MOU in 2022.

Q1: How well has the partnership between UNAIDS and the Global Fund worked and what are the results?

Q2: Was the MOU effective? What changes has the MOU brought and what should be improved in the next iteration? The evaluation should cover the agreed areas of collaboration at the global and regional levels.

Q3: What is the purpose of the UNAIDS constituency on the Global Fund Board and how can the constituency be strengthened to achieve its purpose?

Strategic significance

The timing of the evaluation is key to be able to inform the next MOU between UNAIDS and the Global Fund. The current MOU followed an evaluation of the previous one which had recommended that the respective roles of the two organizations be clarified. The current MOU identifies specific areas of collaboration and includes a result matrix that should help to measure progress. The evaluation will assess whether the current MOU is indeed a more effective basis for engagement in the partnership.

Risks associated with the subject of the evaluation

The Global Fund is a key partner in the AIDS response and the global community is unlikely to reach Fast-Track targets and ending AIDS without the Global Fund investment. UNAIDS is a key partner in ensuring that Global Fund resources are used effectively at country level. The evaluation will assess results of the areas of collaboration between UNAIDS and the Global Fund and how the partnership is supporting countries to achieve their goals.

Level of investment in the area being evaluated

The investment in the partnership is substantial at all levels. The Global Fund relies on UNAIDS for political advocacy, technical assistance and support to countries, including in the areas of policy and strategic information.

Knowledge gap

The evaluation will inform UNAIDS and the Global Fund, as well as interested stakeholders, on progress made and further opportunities to strengthen cooperation and collaboration.

Feasibility of the evaluation

The evaluation should cross-reference the one carried out in 2017 and focus on the innovative aspects of the current MOU. As with the previous evaluation, it could be co-funded by the Global Fund.

The result matrix and indicators on the MOU (in the annexes) contribute to evaluability and provide a baseline for the evaluation.

Notes

The need for an evaluation is mentioned in the MOU itself (although not in a mandatory way). The evaluation should be managed jointly with the Global Fund.

An **independent evaluation of the partnership between UNAIDS and the Global Fund** was carried out in 2017. The findings and recommendations informed the development of the current MOU.

Evaluation of the UNAIDS Secretariat Gender Action Plan 2018-2023

2016–2021 UNAIDS Strategy: **Core Function 5: Governance and Mutual Accountability**

Coverage: Global Regional Countries

Time period: 2018–2020 (to be carried out in 2021)

Content and key questions

This is a midterm evaluation of the Secretariat **Gender Action Plan**. Possible evaluation questions:

Q1: What is the progress and trends in key targets and, given the trajectory of change, what are the chances of achieving the targets by 2020?

Q2: Is the Gender Action Plan relevant to the UNAIDS Secretariat workforce?

Q3: What needs to be changed in the remaining period up to 2023?

Strategic significance

Gender equality is at the core of the 2030 Agenda for Sustainable Development. It is both a goal and a critical enabler for progress toward that entire agenda. UN agencies should lead by example. Evaluating the Plan and progress towards its implementation in 2020/2021 would coincide with the mid-term and inform an update until June 2023.

The Secretariat has been praised for being a front runner of gender equality and diversity in the UN system and has attempted to develop and implement a bold plan. At the mid-term is important to have an unbiased assessment on whether the investment delivered on the targets. Conducting an evaluation on the Gender Action Plan would furthermore allow the Secretariat to improve its UN-SWAP assessment from "meets requirements" to "exceeds requirements" under the Performance Indicator on Evaluation.

Risks associated with the subject of the evaluation

Issues in implementing the Gender Action Plan could entail reputational risk for UNAIDS, diminishing trust between the Secretariat and key stakeholders, such as women rights and human rights networks. Internally, not achieving the targets would result in reduced trust in the ability of senior management to deliver on ambitious action plans, demotivation of staff and a decrease in staff engagement.

Level of investment in the area being evaluated

There is no separate budget attached to the Gender Action Plan. Some activities implemented under the Plan are part of budgets such as Human Resource Management. However, the process to develop and implement the Plan requires enormous commitment by staff at every level.

Knowledge gap

The evaluation will contribute to clarify issues, such as the linkage between the internal UNAIDS Secretariat Gender Action Plan and the Joint Programme's commitment to gender equality and women empowerment (SRA 5 in the UNAIDS Strategy). Do staff perceive the linkages and reinforcement between the two and, if not, how could it be made more relevant or more explicit?

The evaluation can provide substantive inputs into a possible revision of the Plan, including on the targets for the remainder of the validity period and its continuation. Having an independent evaluation will be key to providing a credible assessment of progress, avoiding the pitfalls of assessing one's own work on such a sensitive issue.

Feasibility of the evaluation

The Gender Action Plan has a monitoring commitment: every three months an update on progress and challenges is made available to all UNAIDS staff. This will enable and facilitate the evaluation. The evaluation will be small scale.

Notes

The UN SWAP performance indicators framework (endorsed by the Chief Executive Board) requires an independent evaluation of an entity's gender action plan to be conducted (every 5 to 8 years) in order to exceed requirements of PI performance indicators for evaluation.

There has been no formal evaluation yet. However, the previous Gender Action Plan had a mid-term review carried out internally.

¹ See https://www.unaids.org/en/resources/documents/2019/PCB44_19.7

² See https://www.unaids.org/en/resources/documents/2019/PCB44_19.5

³ See <https://www.oecd.org/dac/evaluation/50584880.pdf>

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