

**Independent Review:**

**NGO/Civil Society Participation in the  
Programme Coordinating Board  
of UNAIDS**

**March 2007**

**Abbreviations**

|                 |   |
|-----------------|---|
| ASO             | AIDS service organisation   |
| CCO             | Committee of Cosponsoring Organisations                               |
| CFP             | Communications Focal Point  |
| ECOSOC          | Economic and Social Council   |
| FBO             | Faith based organisation  |
| ILO             | International Labour Organisation                                     |
| The Global Fund | The Global Fund to Fight AIDS, Tuberculosis and Malaria               |
| GIPA            | Greater involvement of people living with and affected by HIV or AIDS |
| GTT             | Global Task Team  |
| NGO             | Nongovernmental organisation  |
| OECD            | Organisation for Economic Cooperation and Development                 |
| PCB             | Programme Coordinating Board  |
| PLHIV           | Person living with HIV or AIDS  |
| RBM Partnership | Roll Back Malaria Partnership   |
| UA              | Universal Access  |
| UNAIDS          | United Nations Joint and Cosponsored Programme on AIDS                |

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## Executive Summary

### Introduction

The Joint and Cosponsored United Nations Programme on AIDS (UNAIDS) was the first UN programme to have civil society formally represented on its governing body, the Programme Coordinating Board (PCB). This 'revolutionary' step helped to lead the way for participation in other international organisations, including the Global Fund to Fight AIDS, Tuberculosis and Malaria (the Global Fund).

As UNAIDS marks its tenth anniversary, an independent Review has been carried out to **assess the current strengths and weaknesses of nongovernmental organisation (NGO)/civil society participation in the PCB and to identify improvements for the future.** The Review responded to the mandate of the 15<sup>th</sup> PCB meeting and the request of the current NGO Delegation. It was implemented by Sarah Middleton-Lee, an independent Consultant.

The Review took place during November 2006 – February 2007. It incorporated views from 88 respondents throughout the world and involved five methodologies:

1. **Literature review.**
2. **'Peer' practice review** - of the governance structures of agencies such as the Global Fund, International Labour Organisation (ILO) and Stop TB Partnership.
3. **Observation** of the current NGO Delegation at the 19<sup>th</sup> PCB meeting, Zambia.
4. **International calls for input**, including one from Peter Piot, Executive Director of UNAIDS - issued in four languages through UNAIDS contacts lists and global networks of NGOs and people living with HIV (PLHIV).
5. **Key informant interviews** with 38 representatives of past and present NGO Delegations to the PCB, wider civil society, the UNAIDS Secretariat, Member States and Cosponsoring Organisations. In addition, a further 29 informal discussions with stakeholders attending the 19<sup>th</sup> PCB meeting.

The findings, conclusions and recommendations presented in this summary and the full 29-page report are those of the independent Consultant. They are based upon the outputs of the methodologies used and guidance received from an international Working Group, with membership from UNAIDS and civil society, including representatives of the current NGO Delegation.

### Background

The PCB acts as the governing body on all issues concerning policy, strategy, finance and monitoring and evaluation of UNAIDS. It holds annual sessions in Geneva and two-yearly sessions elsewhere. Its work is coordinated by a PCB Bureau and its main outcomes are Board decisions and recommendations that are prepared by the UNAIDS Secretariat, refined in a Drafting Group and adopted in Plenary. The PCB is composed of: 22 Member States (voting); 10 UNAIDS Co-sponsoring Organisations (non-voting); and 5 NGOs (non-voting). NGOs and others can also apply to attend the PCB in Observer status.

Following a call for nominations, the NGO Delegates are selected by the existing Delegation and approved by the Board. There is a Main and Alternate Delegate for each of five geographic regions. Delegates have written Terms of Reference and a standard tenure of two years. They are expected to allocate 10% of their time on a voluntary basis.

### Findings

The Review highlighted the strengths, weaknesses, opportunities and threats in relation to five key themes. Examples of the findings include:

## Theme 1: The official structures, processes and roles that relate to NGO/civil society participation in the PCB

- UNAIDS is widely praised as 'ground-breaking' for involving NGOs in its governance. However, many respondents across all sectors are highly concerned about the programme's current **profile and purpose**. There are also specific issues about the PCB – which can seem political, undynamic and inaccessible, with content focused on the *process* rather than *substance* of the AIDS response. As a result, many stakeholders, especially within civil society, feel little engagement with either UNAIDS or its Board.
- All respondents strongly criticise the NGO Delegation's lack of full **voting and speaking rights**. The group is considered to have a key role in the PCB (bringing vibrancy and a 'reality check') and to have made vital interventions (such as language on harm reduction in the Global Prevention Strategy). However, some respondents question if the Delegation has a clear enough identity (as 'diplomat' or 'activist') or a strong enough strategic plan, based on the priority issues of civil society.
- The **NGO Observer** system is welcomed, but is seen as only accessible to groups that commit people and mobilise funds to attend PCB meetings. Observers have provided vital input into the Board, but their 'official' relationship to the NGO Delegation is unclear and their expertise is often not fully utilised by the group.
- Some respondents stress the need for civil society to be included not just in the NGO Delegation, but those of **Member State and Cosponsoring Organisations**.
- Civil society involvement in the PCB is compared with the **governance bodies of other international agencies**. For example: the ILO's tripartite system divides seats among government, employers and workers; the Stop TB Partnership allocates seats to foundations and the private sector; and the Global Fund has Northern NGO, Southern NGO and Affected Communities Delegations, all with a vote.

## Theme 2: The composition, selection criteria and selection processes for the NGO Delegation to the PCB

- Most respondents are satisfied with the **geographic division** of the NGO seats, despite concern with the scale of some regions (such as Latin America and the Caribbean). They also welcome having Main and Alternate Delegates to aid institutional memory.
- One of the largest concerns raised is the **recruitment process** for the NGO Delegates – which, despite improvements, can seem limited and un-transparent. Areas for improvement include engagement of regional NGO/PLHIV networks and administrative independence from UNAIDS.
- Several stakeholders express strong concern over the lack of a **code of conduct and self-regulation** for the NGO Delegation. This, in particular, means that there is no system if problems arise, such as a member not participating in meetings.
- There are issues about how, if defined at its broadest, **all aspects of civil society** – such as women's, youth, faith-based and sex worker groups - 'fit' within the PCB. While a minority advocate for specific seats, most favour increasing diversity *within* the NGO Delegation. There are also questions about how **other non-state sectors** – such as foundations and the private sector – can be better incorporated into the PCB.

## Theme 3: The systems for communication, consultation and accountability among the NGO Delegation to the PCB and with broader civil society

- Many people welcome improved **communication within the NGO Delegation** – which increasingly functions 'as a whole'.
- All respondents question **communication systems** between the NGO Delegation and wider civil society, with particular concerns that some Delegates lack strong links with regional NGO/PLHIV networks and do not actively outreach to other organisations.
- There are even greater questions about **strategic consultation**, such as on key PCB agenda items and themes for the annual NGO Report. Often, few such efforts take place, but equally, any that do tend to receive very little response. This can risk Delegates being unable to represent civil society's vast pool of expertise.

- Many respondents compare the **infrastructure** available to the NGO Delegation for UNAIDS to that of the Global Fund. Many welcome the latter's model of having a Communications Focal Point and Core/ Support Groups for each civil society Delegation, enabling them to be more accountable and informed. Generally, there is also a wish for the two sets of Delegates to work more closely together.

#### **Theme 4: The capacity and resources available and needed for NGO/civil society participation in the PCB**

- The NGO Delegation has little access to **informational, logistical and technical resources**. Members are expected to allocate 10% of their time to the PCB, but 25% may be more realistic. They work as **volunteers**, only funded by UNAIDS for expenses. While some respondents support this (emphasising that any further resources should be mobilised independently), others say it fails to cover the true costs, in terms of time.
- The resources available to NGOs contrast sharply with those for **other Delegations to the PCB** - which benefit from their institutions' considerable financial, policy and administrative support.
- Many NGO Delegates bring exceptional **skills** to the PCB, but others may lack adequate capacity. Some people argue for the selection of stronger candidates, but others emphasise providing mentoring and skills building. Meanwhile, language and logistics (such as internet connectivity) can pose immense challenges to Delegates.
- **Orientation** is a vital and much improved resource for the NGO Delegation, but still requires strengthening in some areas, such as greater emphasis on strategic planning.
- Many respondents praise the support given to the NGO Delegation by the **UNAIDS Partnerships/Governance Units**. There is concern, however, that the assistance is not fully 'institutionalized' within UNAIDS – with it not included in the job description of a permanent member of staff and with few links between Delegates and, for example, regional representatives. Meanwhile, there is also concern that the Secretariat can be *over-involved* in the Delegation – which needs to operate more independently.

#### **Theme 5: The greater involvement of people living with HIV and other marginalized groups within NGO/civil society participation in the PCB**

- Respondents praise the **high profile of PLHIV and marginalised groups** in the NGO Delegation and the invaluable first-hand perspectives that they have brought.
- Several respondents, particularly those living with HIV, feel strongly that the PCB should have a **specific seat for PLHIV**. Others favour the option of having a minimum number of PLHIV within the NGO Delegation as a whole.
- Some respondents are concerned about **tokenism**. For example, some PLHIV can lack appropriate skills and contacts to participate fully – risking speaking on their own behalf, rather than representing the breadth of their constituents.
- Issues of **sustainability and succession** can particularly affect Delegates who are PLHIV or from marginalized groups. They may have to balance their PCB role with many professional demands and personal challenges - such as adherence to treatment - while their absence can represent a particularly large drain on their group.

#### **Conclusions**

Based upon the findings of the Review, the independent Consultant drew six main conclusions:

1. **Much has already been achieved in relation to NGO/civil society participation in the PCB. However, there is still much to be done if participation is to become a more institutionalised, accountable and powerful reality and if UNAIDS is to re-capture its 'revolutionary' reputation.**
2. **The Review was both overdue and timely.** The current 'groundswell' of support for civil society, lessons from the Global Fund and potential re-structuring of the PCB combine to present a unique and exciting opportunity for concrete action.

3. **Many issues raised by the Review went beyond its remit, but may require further attention.** These include: the overall profile and role of UNAIDS; regional-level capacity of civil society; and the involvement of other non-state sectors in the PCB.
4. **Respondents are keen to compare civil society participation in UNAIDS with that of the Global Fund.** It is important to be honest about the different levels of engagement in the organisations, but also to acknowledge that they are different entities that *both* have important lessons for enhancing civil society participation.
5. **The Review highlighted a wide range of views and opinions among respondents. There is, however, broad consensus about the priority areas for action.** These are: the democratic status of the NGO Delegation; the profile of UNAIDS and, especially, the PCB; the institutionalisation of support to the NGO Delegation within UNAIDS; the selection and recruitment processes for the NGO Delegation; and the communications and consultation infrastructure for the NGO Delegation.
6. **To achieve concrete results, action will be required on all of these priority areas and by all relevant stakeholders.** This will necessitate not just good will, but significant resources.

### **Recommendations**

The independent Review led to four key, mutually-reinforcing recommendations:

- Recommendation 1:*** *The PCB should incorporate the recommendations of this Review into the wider assessment of its overall structure. In particular, it should ensure that a strengthened Board gives the NGO Delegation full and equal voting, speaking and chairing rights and provides a more engaging, independent and accountable global governance structure.*
- Recommendation 2:*** *UNAIDS staff at all levels should further institutionalise and strengthen support to civil society participation in the PCB. The Secretariat should also review UNAIDS' overall profile within the global response to AIDS and its involvement of civil society in processes beyond the PCB.*
- Recommendation 3:*** *All relevant stakeholders – including the PCB, UNAIDS Secretariat and international donors - should endorse and mobilise resources for an independent Communication and Consultation Facility and Resource Team to enhance the participation of the NGO Delegation and wider civil society in the PCB.*
- Recommendation 4:*** *All relevant stakeholders – including the PCB, UNAIDS Secretariat and international donors – should support and resource the NGO Delegation and wider civil society to systematise and improve the selection, capacity and working practices of the Delegation and the quality and strategic impact of its interventions.<sup>1</sup>*

Combined, these recommendations could significantly increase and improve the participation of NGOs/civil society in the governance of UNAIDS. Each could be implemented through a series of 'options for action' – a menu of ideas (outlined in the full report of the Review) that should be debated, selected and refined by relevant stakeholders to identify which are the most urgent, feasible and effective.

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<sup>1</sup> A draft form of Recommendation 4 was presented to the NGO Delegation's annual orientation in January 2007. In many cases, the Delegation has already developed strategies to address the suggested actions.

## 1. Introduction to the Review

### 1.1. Rationale and aim

When it was established in 1996, the Joint and Cosponsored United Nations Programme on AIDS (UNAIDS) was the first UN programme to have civil society formally represented on its governing body, the Programme Coordinating Board (PCB). This 'revolutionary' step is widely acknowledged to have helped lead the way for the participation of nongovernmental organisations (NGOs)/civil society in other international organisations, including the Global Fund to Fight AIDS, Tuberculosis and Malaria (the Global Fund).

*"Civil society is now so vital to the United Nations that engaging with it well is a necessity, not an option."*  
Report, Panel of Eminent Persons on United Nations – Civil Society Relations, June 2004

The tenth anniversary of UNAIDS presents a vital opportunity to take a step back and assess what a decade of civil society participation in the PCB has meant in practice.

The Review described in this report was carried out at the mandate of the 15<sup>th</sup> meeting of the PCB and the request of the current NGO Delegation. It aimed to assess the current strengths and weaknesses in relation to NGO/civil society<sup>2</sup> participation<sup>3</sup> in the PCB and to identify potential changes and improvements.

The independent Review presented a unique opportunity to not only build on past experience, but scan the environment within which UNAIDS and civil society now operate and learn from other models of global, multi-sectoral governance. In turn, the process aimed to result in concrete – and potentially, once more, 'revolutionary' – actions to enhance practice in the future.

### 1.2. Themes

The Review focused on five themes:

**Theme 1:** The **official structures, processes and roles** that relate to NGO/civil society participation in the PCB.

**Theme 2:** The **composition, selection criteria and selection processes** for the NGO Delegation to the PCB.

**Theme 3:** The **systems for communication, consultation and accountability** among the NGO Delegation to the PCB and with broader civil society.

**Theme 4:** The **capacity and resources** available and needed for NGO/civil society participation in the PCB.

**Theme 5:** The **greater involvement of people living with HIV and other marginalized groups** within NGO/civil society participation in the PCB.

### 1.3. Implementation and guidance

The independent Review was carried out by Sarah Middleton-Lee, a Consultant with extensive experience in relation to participatory research and civil society involvement in global policy action on AIDS.

<sup>2</sup> In the context of this Review, civil society is defined as: people living with HIV, their groups and networks; AIDS service organisations; community based organisations; NGOs; and faith based organisations.

<sup>3</sup> In the context of this Review, participation is defined as a process by which people are able to have an active and influential hand in shaping the decisions that affect their lives (OECD 1995).

The findings, conclusions and recommendations presented in this report are those of the Consultant. They are based upon the outputs of the methodologies used and guidance received from an international Working Group, with membership from UNAIDS and civil society, including representatives of the current NGO Delegation.<sup>4</sup>

#### **1.4. Timeframe and methodologies**

The Review was carried out during November 2006 – February 2007. It involved five methodologies:

1. **Literature review:** Review of over 40 resources relating to NGO/civil society participation in the UNAIDS PCB and other global decision-making processes on AIDS. Examples included: Terms of Reference; evaluation reports; minutes of meetings; and corporate websites. [See Annex A for a full list of resources].
2. **'Peer' practice review:** Review of NGO/civil society participation in the governance structures of agencies such as: Stop TB Partnership; Roll Back Malaria (RBM) Partnership; International Labour Organisation (ILO); and the Global Fund.
3. **Observation:** Attendance by the Consultant at pre-meeting, meeting and post-meeting sessions of the 19<sup>th</sup> PCB in Zambia, December 2006, to observe the context and work of the current NGO Delegation.
4. **International calls for input:** Issue of two calls for input – one general and one a personal message from Peter Piot, Executive Director of UNAIDS - to global civil society. Disseminated in four languages (English, French, Spanish and Russian) via UNAIDS contacts lists, international list serves and NGO networks, including the International Council of AIDS Service Organisations (ICASO), Ecumenical Advocacy Alliance, World AIDS Campaign (WAC) and International Community of Women Living with HIV (ICW). A total of 21 responses were received, including 7 from Africa, 6 from Asia and 3 from Latin America and the Caribbean. [See Annex B for text of international call for input from Peter Piot].
5. **Interviews with key informants:** Implementation of one-to-one interviews with 38 key informants selected by the Working Group and the Consultant according to agreed criteria. Informants included representatives of: past and present NGO Delegations; wider civil society; UNAIDS Secretariat; UNAIDS Member States; UNAIDS Cosponsoring Organisations; and UNAIDS 'peer' organisations. Carried out in person, over the telephone or via e-mail, based upon a semi-structured format. Complemented by the implementation of 29 informal interviews or 'vox pops' with a range of stakeholders attending the 19<sup>th</sup> PCB in Zambia, particularly African civil society organisations attending the meeting as NGO Observers. [See Annex B and C for guide to key informant interviews and full list of respondents].

In total, the Review incorporated opinions and perspectives from 88 respondents throughout the world.

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<sup>4</sup> Members of the Working Group: Sandra Batista\*, Latin American Harm Reduction Network (RELARD); Samuel Kissi, Youth Coalition; Kieran Daly, International Council of AIDS Service Organisations (ICASO); Michael O'Connor\*, Interagency Coalition on AIDS and Development (ICAD); T. Richard Corcoran\*, Health Global Access Project (Health GAP); Rachel Ong\*, Asia Pacific Network of People Living with HIV/AIDS (APN+); and Sally Smith, UNAIDS. \*Indicates members of the current NGO Delegation to the PCB.

## 2. Overview of the PCB and civil society participation

### 2.1. Overview of the PCB

The establishment of UNAIDS was endorsed by Resolution 1994/24 of the Economic and Social Council (ECOSOC) of the UN, adopted in July 1994. An annex on Organisational Structure specified that the Executive Director of the programme should report directly to a PCB – the group that, according to its Modus Operandi, “acts as the governing body on all programmatic issues concerning policy, strategy, finance, monitoring and evaluation of UNAIDS.”<sup>5</sup>

The PCB incorporates:

- **22 Member States** elected by ECOSOC from the Member States of Cosponsoring Organisations. Seats are allocated according to geographic regions: Western Europe/others (7 seats); Africa (5 seats); Asia and Pacific (5 seats); Latin America and the Caribbean (3 seats); and Eastern Europe/ Commonwealth of Independent States (2 seats). The tenure is three years. Delegations have full rights of participation and can vote.
- **10 UNAIDS Co-Sponsoring Organisations** that, combined, form the Committee of Co-Sponsoring Organisations (COC). Delegations have full rights of participation, but can not vote.
- **5 NGOs** selected by civil society and approved by the PCB. Seats are allocated according to regions: developing countries (3 seats – Africa, Asia and the Pacific, Latin America and the Caribbean); and developed countries or countries with economies in transition (2 seats – Europe, North America). Each region can also have an Alternate Delegate, making a total Delegation of 10 members. The tenure is two years, with a possible extension to three. Delegations have full rights of participation, but “without the right to take part in the formal decision making process and without the right to vote.”<sup>6</sup>

#### Role of the UNAIDS PCB

- To establish broad policies and priorities for the Joint Programme.
- To review and decide upon the Joint Programme’s planning and execution.
- To review longer term plans of action and their financial implications.
- To makes recommendations to Cosponsoring Organisations on activities to support the Joint Programme, including mainstreaming.
- To review reports evaluating the Joint Programme’s progress towards achievement of its goal.

(Reference: *UNAIDS Governance*, Presentation by Helen Frary, External Relations and Governance Unit, UNAIDS, January 2007)

In addition, upon written application, the Executive Director of UNAIDS can grant any Member State, Cosponsoring Organisation, intergovernmental organisation or NGO the status of Observer to the PCB.

The PCB holds regular, annual sessions in Geneva and thematic, two-yearly sessions in another country. Its work is coordinated by a PCB Bureau that comprises of the PCB Chair, Vice-Chair and Rapporteur, as well as the Chair of the CCO and a representative of the NGO Delegation. A provisional agenda for each meeting is drafted by the UNAIDS Secretariat, cleared with the Bureau and adopted by the PCB Plenary. In turn, the main outcomes of PCB meetings are Board decisions and recommendations that are prepared in a Drafting Group – which is open to both members and Observers - and then adopted by the Plenary.

<sup>5</sup> *Modus Operandi of the Programme Coordinating Board of the Joint United Nations Programme on HIV/AIDS (UNAIDS)*, UNAIDS, Revised June 1999.

<sup>6</sup> Resolution 1995/2, Economic and Social Council, United Nations.

## 2.2. Overview of civil society participation in the PCB

An overall commitment to working in partnership with NGOs/civil society was central to the establishment of UNAIDS and has remained so during the programme's ten year evolution. In parallel, the involvement of NGOs/civil society in the PCB has - while having to remain within the mandate of the original ECOSOC resolutions – developed over time.

Over the past decade, the role, practices and contribution of the NGO Delegation has varied enormously, often depending on the individuals involved and the level of resources available to them. However, as of December 2006 and the 19<sup>th</sup> PCB meeting, the functions of the NGO Delegation could be very broadly summarised as:

- Members of the NGO Delegation are **recruited** through a call for nominations issued each year according to the number of vacancies. The call outlines the qualifications and commitments required of candidates. Organisations are nominated, but have to put forward the name, curriculum vitae and personal statement of an individual, alongside a reference from a national or regional AIDS organisation. The call is disseminated via the electronic mailing lists of civil society networks and list-servs, with applications received electronically or in hard copy. The short-listing and selection process is carried out by the current NGO Delegation, with the support of the UNAIDS Secretariat. As of 2006, short-listed candidates were interviewed over the telephone.
- The position of NGO Delegate is unpaid and only receives funding to cover the costs for attending PCB meetings, the Delegation orientation and, where relevant, other specific meetings. The Delegation has detailed **Terms of Reference**. Among other measures, these outline that members are expected to: allocate 10% of their working time to the PCB; actively consult with their constituents; communicate with UNAIDS Focal Points; and participate in all relevant processes. They also outline internal processes for the Delegation, for example for terminating or extending members' tenure.
- The NGO Delegation receives an annual **orientation** hosted by the UNAIDS Secretariat in Geneva. This is usually for two days and involves briefings by UNAIDS staff, alongside opportunities to 'bond' as a group, plan for the year ahead and identify relevant roles and responsibilities.
- **Between PCB meetings**, the NGO Delegation communicates via e-mail and regular conference calls, with more detailed work taken forward by thematic working groups. Members also carry out on-going consultation among their regional constituents – to identify emerging priorities, gather input on items being raised on the PCB agenda and prepare an annual NGO Report. Representatives of the Delegation participate in the PCB Bureau and other relevant UNAIDS committees, such as for the Global Task Team (GTT).

### UNAIDS focus areas

1. Leadership and advocacy for effective action on the epidemic.
2. Strategic information to guide efforts against AIDS worldwide.
3. Tracking, monitoring and evaluation of the epidemic and of the responses to it.
4. **Civil society engagement and partnership development.**
5. Mobilisation of resources to support an effective response.

(Reference: *Overview of UNAIDS*, Purnima Mane, Policy, Evidence and Partnerships Department, UNAIDS, January 2007)

- **Prior to each PCB meeting**, the NGO Delegation meets for about two days of preparatory work. This provides an opportunity to further analyse the agenda items, assess the input that been received from constituents and confirm interventions. It also provides an opportunity to meet with senior staff from the UNAIDS Secretariat and Observer NGOs – some of which provide strategic input into the development of Delegation's positions.
- **During PCB meetings**, the NGO Delegation is seated with the Main Delegates at the table and the Alternate Delegates behind, able to inter-change according to agenda items. The Delegates participate in the plenary sessions, with an opportunity to speak - according to the PCB's working practice – after the interventions of Member States and Co-sponsoring Organisations. During the course of meetings, they also liaise with Member States, Co-sponsoring Organisations and NGO Observers to promote specific positions. In addition, they participate in the Drafting Room – using contributions made during the Plenary or Group sessions to suggest changes to the draft recommendations.
- **After PCB meetings**, the NGO Delegation holds a de-brief on the issues and results that have emerged and identifies any areas requiring immediate follow-up. They also usually produce a feedback report to be disseminated among civil society constituents.

#### Guiding principles for PCB recommendations

The following 'chapeau' – agreed at the 19<sup>th</sup> PCB meeting – aims to guide the work of UNAIDS and the recommendations of the PCB:

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

(Reference: *Decisions, Recommendations and Conclusions*, 19<sup>th</sup> Meeting of the UNAIDS Programme Coordinating Board, Zambia, 6–8 December 2006)

### 3. Findings

#### 3.1. Theme 1: Official structures, processes and roles

This theme of the Review addressed the official structures, processes and roles relating to the NGO Delegation and the UNAIDS PCB. It included areas such as: the role and nature of UNAIDS and the PCB; the official role and contributions of the NGO Delegation; the democratic rights of the NGO Delegation; the NGO Observer system; and the relationship between the NGO Delegation and the other PCB members.

The Review found that the relevant strengths, weaknesses, opportunities and threats include:

**3.1.1. Pioneering role of UNAIDS in civil society participation.** Many of the respondents to the Review praised UNAIDS for being ground-breaking by involving civil society in the governance structure of a UN body and 'blazing a trail' for discussions among its peers. Now, ten years on, the programme retains significant potential to not only enhance its own practice, but to have a multiplier effect - by influencing not only its Co-Sponsoring Organisations, but wider UN reform.

**3.1.2. Profile and role of UNAIDS and the PCB.** Many respondents across all sectors expressed significant concern about the current profile of UNAIDS – a programme that, particularly among wider civil society, can be little known and seem to lack a tangible purpose. In turn, there is even more concern about the PCB - a body that many see as intensely political, while undynamic and inaccessible. The Board can seem especially 'northern' to community-level stakeholders – who question how its decisions are translated to the country context and, as such, feel un-motivated to engage in its processes. Some respondents, including some from Member States and Co-sponsoring Organisations, also feel that the PCB can appear to be operating in a vacuum – lacking structured enough links to, for example, the fiscal measures of the Global Fund and large foundations.

In addition, many respondents – including some who have been involved in the PCB since its inception – are concerned that the content of meetings has come to focus too much on issues of *process* (such as harmonization) rather than *substance*. There have, however, been notable exceptions, such as the development of the Global Prevention Strategy (16<sup>th</sup> and 17<sup>th</sup> PCBs).

#### Viewpoints: UNAIDS, the PCB and civil society

*"There is no longer a need to ask why civil society should be at the table of the PCB. The question is now how to strengthen NGO engagement."* Representative of a UNAIDS Member State

*"Compared to other UN organisations, the PCB is amazing. It's an incredibly important opportunity for civil society to give input."* Member of an NGO Delegation to the PCB

*"Why aren't NGOs interested in the PCB? Because they don't see it as making a difference on the ground. They think members just sit around and talk about policy issues that don't get translated into action."* Representative of a civil society organisation

*"The PCB needs to play the role of an actual Board. The impression is that it is just an advisory, rather than decision-making, body. It's bureaucratic and people can't see any clear impact of the type of long-term decisions it takes."* Representative of a civil society organisation

*"The Global Fund is a global organisation that gives funds. UNAIDS is 'joint', 'co-sponsored' and a 'programme' .... sometimes you lose people just trying to explain what it is."* Representative of a civil society organisation

*"We need the identity of UNAIDS to be more clear, exciting and bold. And we need the PCB to be more dynamic, action orientated and accessible."* Member of staff, UNAIDS Secretariat

**3.1.3. Participation and rights of NGO Delegation.** The Review highlighted a significant level of support - described by more than one respondent as a 'groundswell' - for civil society participation in global initiatives on AIDS. There is a sense among all types of stakeholders that the debate has long moved on from *why* civil society should be involved in a body such as the PCB. It is now about *how* and *to what extent*.

There is very strong concern, however, that, despite having a 'seat at the table', the NGO Delegation to the PCB lacks full democratic rights. All respondents who expressed a view on the subject feel that, in particular, the lack of voting status is a significant practical, political and symbolic weakness - even though the Board works on a model of consensus. Meanwhile, the majority of respondents are also strongly critical of the PCB's working practice (although not documented procedure) of having the NGO Delegation only speak *after* the interventions of Member States and Co-Sponsoring Organisations.

**3.1.4. Role and influence of NGO Delegation.** The NGO Delegation is viewed by all respondents as having a vital role within the PCB. Many warmly welcome the

vibrancy, passion and 'reality check' that the Delegation can bring. However, others - including some past and present members of NGO Delegations - sense that the group is not always clear about where its role should lie along the diplomat / activist spectrum. Some respondents, particularly those from Member States, feel that the PCB is not a place for protests and that civil society tends to over-emphasise single issue campaigns. However, others, particularly from Co-Sponsoring Organisations and wider civil society, regret that the NGO Delegation can be too 'tame' and does not always assertively hold decision-makers to account.

The NGO Delegation is viewed as having a high profile within all of the core processes of the Board - from the PCB Bureau to the Plenary and Drafting Room. It is also seen as having made many concrete interventions over the years - influencing the outcomes of key debates and decisions, such as those relating to the introduction of treatment programmes, the Global Prevention Strategy and the greater involvement of people living with or affected by HIV or AIDS (GIPA).

**Viewpoints: Rights and role of NGO Delegation**

*"They may say that having NGOs in the PCB is revolutionary. But the revolution will remain incomplete until NGOs have a vote."*  
Representative of a civil society organisation

*"Of course NGOs should have a vote. We shouldn't even be wasting time discussing it."*  
Representative of a UNAIDS Member State

*"NGOs should be able to speak equally to other board members .... otherwise, it demeans them. NGOs are there to represent their constituencies, so they should have a direct say, not a muted voice."* Member of staff, UNAIDS Secretariat

*"Civil society can bring just about everything to governance - a reality check, non-conformity and links to the people who are living the reality of the epidemic day in and day out."* Representative of a UNAIDS Co-Sponsoring Organisation

*"Our role is vital because, despite many Member States coming from developing countries, they don't speak up on behalf of their communities."* Member of an NGO Delegation to the PCB

*"Negotiation is about give and take. Civil society can't win everything. . They can influence all they want, but, if Member States don't buy it, it won't happen."* Representative of a UNAIDS Member State

*"The watchdog role of NGOs is so critical, but it has been sacrificed on the altar of partnership. NGOs and UN/government need to have some area of overlap, but they also need to have their own space. These days, the circles seem to be merging."* Representative of a UNAIDS Co-sponsoring Organisation

*"NGO pressure has undoubtedly influenced key decisions."* Member of staff, UNAIDS Secretariat

Meanwhile, a minority of respondents questioned whether – given the inter-governmental nature of the UN – the NGO Delegation truly has the potential to influence the PCB. Some feel that the involvement of NGOs is merely a symbolic gesture – one that gives a false impression that civil society has power within a programme that is only really managed by governments.

In addition, many respondents expressed concerns about the functioning of some key mechanisms within the PCB and, in turn, their impact on effective and equitable civil society participation. In particular, it was felt that the Drafting Room has, in the words of one respondent, become a “*bun fight*” - where the most vital decisions of PCB meetings are taken, but within a relatively unsystematic and undemocratic process.

**3.1.5. Strategic direction, forward planning and agenda setting of NGO Delegation.**

While recognizing its concrete results, many respondents - including some members of past and present Delegations - are concerned that the NGO Delegation can lack a clear and strong overall direction. For example, some feel that, rather than identifying key issues to highlight within plenary sessions and key texts to modify in the Drafting Room, the Delegates try to influence *all* discussions and *all* wording, even when they have little value added to offer. Such challenges are considered by some to reflect the Delegation's lack of a thorough strategic and work plan – a gap that, combined with the long distance between meetings and the lack of opportunities to meet face-to-face, means that it risks lacking focus and momentum.

There is also concern that, despite investing considerable responsive effort and influencing the final stages of many processes, the NGO Delegation does not significantly impact on the *lead up* to PCB meetings – in terms of setting the agenda and shaping the draft recommendations. They sometimes also do not fully follow up on decisions made by the PCB - in terms of monitoring whether points relating to civil society are acted upon swiftly and effectively.

**3.1.6. System of Observer NGOs.** Many respondents welcome the opportunity presented for any civil society organisation to attend the PCB in the capacity of Observer. For example, at the 19<sup>th</sup> PCB (a thematic meeting held in Zambia), this system enabled some 87 NGO Observers to be present, the majority from Africa and most for the first time.

Overall, however, there is concern that, in practice, the Observer system is only truly accessible to a minority of groups – predominantly international, North-based NGOs - that commit the human resources and mobilise the funds to participate in PCB meetings. These groups – such as the International HIV/AIDS Alliance and the International Secretariat of ICASO – are felt to have both provided vital support to the NGO Delegation and made well-informed, direct contributions to the PCB. It has, however, not always been clear exactly what the 'official' relationship of NGO Observers to the NGO Delegation should be and/or why the Delegation has not always made full use of the expertise that such organisations can offer. It is also not clear why some other key international NGOs have failed to invest the time and energy to attend the PCB and support the NGO Delegation.

**3.1.7. Involvement of civil society in other PCB Delegations.** Several respondents emphasized that the involvement of civil society in the PCB should not be seen as the sole domain of the NGO Delegation. For example, questions were raised about the degree to which Member States and Co-sponsoring Organisations could include civil society colleagues within their Delegations and/or actively consult with such constituents while developing their organisational positions for PCB meetings.

**3.1.8. Comparison to other models of global, multi-sectoral governance.** Many respondents noted that the status of the NGO Delegation to the PCB contrasts – sometimes simply differently, sometimes unfavourably – with that of other international initiatives on AIDS or related subjects. In particular, comparisons are frequently made with the status of the three civil society Delegations (Northern NGOs, Southern NGOs and Affected Communities) to the Board of the Global Fund – which benefit from equal voting and speaking rights.

Meanwhile, some respondents noted that, in proportion to the overall membership, the PCB's allocation of seats to civil society (in its broadest definition) also compares differently to other organisations. These include the International Labour Organisation (ILO) and Stop TB Partnership that, for example, allocate seats to labour organisations, foundations and/or the private sector [see box].

In addition, some respondents noted that some global initiatives use a 'Partnership Forum' *in addition* to their formal Board to ensure input from a wide scale and range of constituents [see box]. While some consider this model to be invaluable in terms of greater transparency and accountability, others question its worth, especially in terms of financial cost.

**Peer practice: Models used for global governance  
– ILO, Stop TB Partnership and RBM Partnership**

**Tripartite governance - International Labour Organisation**

The Governing Body of the ILO is elected by the International Labour Conference and meets three times a year in Geneva. The Body has 56 members and operates a tripartite system, with seats divided among: governments (28); employers organisations (14); and worker members (14)

**Involvement of foundations and private sector - Stop TB Partnership**

The Coordinating Board of the Stop TB Partnership has 34 members:

- High burden countries (4)
- World Health Organisation (WHO), World Bank and the Global Fund (3)
- Another international organisation (1)
- Regional representatives, assuring the inclusion of non-high burden countries (6)
- Working Group Chairpersons representing DOTS Expansion, MDR-TB, TB-HIV, Diagnostics, TB Drug Development, New Vaccines and Advocacy and Communications (7)
- Financial donors (5)
- Foundations (1)
- NGOs and technical agencies, including the International Union Against Lung Diseases (IUATLD) and Centre for Disease Control and Prevention (CDC) as permanent members (3)
- Communities affected by TB (2)
- Chair of the WHO STAG (1)
- Corporate business sector (1)

**Partnership Forum – Roll Back Malaria Partnership**

The RBM Partnership holds a biennial Partnership Forum as an assembly of all of its constituencies. These are: malaria-endemic countries; multilateral development partners; OECD donor countries; private sector; NGOs and community-based organisations; foundations; research and academic institutions; and the Global Fund. The Forum is the ultimate coordinating body of the Partnership – debating, endorsing and adopting its long-term vision and goals and appraising its progress.

The most recent RMB Partnership Forum was held in Yaoundé, Cameroon, in 2005. Under the theme of *'Unite against Malaria to save lives and reduce poverty'*, it took place over two days and involved over 500 participants.

### 3.2. Theme 2: Composition, selection criteria and selection processes

This theme of the Review addressed the composition, selection criteria and selection process for the NGO Delegation to the UNAIDS PCB. It included areas such as: the number of representatives in and composition of the NGO Delegation; the selection criteria for the NGO Delegates; the recruitment process for the NGO Delegates; and self-regulation and accountability within the NGO Delegation.

The Review identified that the relevant strengths, weaknesses, opportunities and threats include:

**3.2.1. Geographical allocation of NGO seats.** On the whole, respondents across the board are satisfied with the geographic division of the seats for the NGO Delegation – a change to which, as one respondent put it, might lose the *“vital specificities of each region”*. However, some people do question the sheer scale and diversity of some of the regions that people are expected to represent. For example, over recent years, it has proved challenging to ensure representation of the Caribbean within the Latin America and Caribbean seat. Meanwhile, there is also a lack of clarity about the role of the North America and Europe Delegates – in terms of whether their main contribution to the PCB should relate to the epidemic in their regions, the international NGOs based in their regions and/or the donor-related issues of their regions.

Many respondents, particularly those from past or present NGO Delegations, welcome the opportunity to have both Main and Alternate Delegates for each region – a mechanism that is seen as vital to fostering appropriate skills, ensuring the handover of responsibilities and maintaining institutional memory.

**3.2.2. North / South balance among voice of NGO Delegation.** There is widespread concern among a variety of respondents that the NGO Delegation can appear to be dominated by Northern NGOs, while Southern voices are sometimes barely heard. It is appreciated that this scenario is by no means unique to the PCB Delegation and that there may be complex reasons behind it, including that representatives from developing countries may lack effective communications infrastructure or opportunities for skills building. However, there is concern that the situation risks both damaging the image of civil society and meaning that vital inputs from the global South are not incorporated into the PCB's debates.

**3.2.3. Level of interest in and nominations for NGO Delegation.** Over the years, the call for nominations for the NGO Delegation has tended to receive a relatively low rate of response from civil society. For example, in 2006, 67 applications were received for the 4 positions being recruited. Some respondents feel that this is largely a reflection of the general lack of interest in the PCB and its operations. However, others feel that it is due to weaknesses in the selection and recruitment process that, at present, does not always mobilise the right number and type of organisations to come forward.

**3.2.4. Recruitment and selection process for NGO Delegates.** One of the most significant concerns to arise from the Review relates to the process through which the members of the NGO Delegation are recruited and selected. It is acknowledged that important improvements have been made in recent years, such as in 2006 when telephone interviews, a scoring sheet and a three-person interview panel (with two consistent members and one from the relevant region) were introduced. Overall, however, there is a sense that the process remains relatively limited and un-transparent, with the pressure to fill spaces sometimes outweighing the ability to recruit high quality Delegates.

More specifically, some of the concerns highlighted by respondents include that the current recruitment process could be strengthened in relation to:

- Participation and, in turn, transparency. For example, at present, new members are selected solely by the existing NGO Delegation, without input from wider civil society.
- Active engagement of regional NGO and PLHIV networks, both in terms of distributing the call for nominations and putting forward candidates.
- Targeting of organisations that are mostly likely to want/ be able to propose suitable candidates, such as those that focus on advocacy.
- Development of an effective way to confirm applicants' personal and professional suitability, such as references from regional networks and face-to-face interviews.
- Refinement of a complete set of administrative tools – such as standard application forms – to facilitate the process.
- Administrative independence from the UNAIDS Secretariat.

At worst, these weaknesses have contributed to the recruitment of some NGO Delegates who, despite being dynamic leaders in their own contexts, have not functioned effectively within the global and highly political environment of the Board.

**Viewpoints: Recruitment and selection**

*“Changes to the selection process could make the biggest difference.”* Member of an NGO Delegation to the PCB

*“I have no idea how the new representative for my region was selected – even though I am very plugged into AIDS and advocacy work and tend to know what’s going on.”* Representative of a civil society organisation

*“It’s a challenge to put Latin America and the Caribbean together as one Delegation. The Caribbean tends to drop off the agenda. But it’s a very complex region – with different languages, politics, dynamics and epidemics - and its civil society has long been neglected.”* Representative of a civil society organisation

*“I didn’t know what I was taking on. I thought the Board would be about bringing issues from the local level and interacting. In a way it is like that, but it’s so much more.”* Member of an NGO Delegation to the PCB

*“We need people with a strong sense of the issues and who are audacious enough to speak out. The Delegation only works to the extent that it is representative of a larger constituency.”* Member of an NGO Delegation to the PCB

*“It is much more powerful when NGO voices come from the South.”* Representative of a UNAIDS Member State

*“We need to market why civil society involvement in the PCB is important. The information needs to be sexy enough to make people want to do it.”* Member of staff, UNAIDS Secretariat

*“Somewhere out there, there are powerful and dynamic NGO representatives who could run rings around us.”* Member of staff, UNAIDS Secretariat

**3.2.5. Skill set within NGO Delegation.** Some respondents, particularly past or present members of NGO Delegations, feel that the focus on recruiting individual candidates can lead to inadequate attention to the *combined* skill set of the NGO Delegation. They sense that there is a broad range of skills - from translating technical information into advocacy messages to wordsmithing recommendations – that, although unrealistic to expect in one person, are vital for the group as a whole if it is to successfully navigate the diverse and complex tasks involved in the PCB. Equally, however, there is the risk that the need to recruit a particular skill to the Delegation can put pressure on the integrity of the recruitment process.

**3.2.6. Self-regulation and accountability within NGO Delegation.** Several respondents – particularly those that have been in or worked closely with past or present NGO Delegations – expressed strong concern about the lack of an agreed code of conduct and system of self-regulation for the Delegation.

This scenario is seen to present a challenge to the on-going functioning of the group, but, especially, to mean that there are no reference points when problems arise. For example, without some form of signed 'contract' or agreed appraisal procedure, there is little that can be done if a member routinely fails to participate in conference calls or meetings.

**3.2.7. Period of tenure and succession planning for NGO Delegation.**

There are differences of opinion among respondents about whether the two-year tenure of NGO Delegates (with a possible extension to three) is appropriate. While some feel that it ensures a healthy turnover of people, others feel that it is too short – especially considering the steep learning curve required for the PCB. Meanwhile, some respondents question issues of transition and succession within the Delegation. Some related practices have improved significantly over recent years, such as in 2006 which saw the participation, for some geographic areas, of all of the incoming, current and outgoing Delegates at the thematic PCB in Zambia. However, generally, there remains a sense that there is little systematic exchange of knowledge between different 'generations' of NGO Delegations – and that, too often, routine processes have to almost start from scratch due to lack of institutional systems and memory.

**3.2.8. Pathway for input from other sectors of civil society.**

Many respondents noted that, if civil society is defined at its broadest, many issues remain about how to involve all aspects of the sector within the PCB. For example, stakeholders – particularly within wider civil society – are unclear about where organisations representing specific groups of stakeholders 'fit' within the NGO Delegation. Examples include women's, youth, sex worker, injecting drug user, prisoner, transgender and faith-based organisations. While a minority of stakeholders advocate for the allocation of specific seats, the majority favour developing approaches to increase and foster diversity *within* the existing form of NGO Delegation.

Meanwhile, there are also questions about how other non-state sectors – such as foundations, the private sector and labour groups – can be better and more systematically incorporated into the PCB.

**Viewpoints: Self-regulation and succession**

*"The NGO Delegation needs some basic rules about what is acceptable and what is not. It's a loss for everyone if a Delegation is not accountable. With the right to be at the table also come responsibilities."* Member of staff, UNAIDS Secretariat

*"Individuals must have a sense of responsibility – to arrive on time for meetings, to participate, to not use excuses to go away, to be prepared, to read the papers in advance, etc. If people don't do this, how are the Member States and their constituents in the field ever going to take the Delegation seriously?"* Member of an NGO Delegation to the PCB

*"We need to groom people to be able to take on a global role."* Representative of a civil society organisation

*"It took me two years to understand the whole process and then I had to go. People should be able to stay on longer, but only if they go through the nomination process and are re-elected."* Member of an NGO Delegation to the PCB

*"There needs to be a process – where people get trained, can participate, raise their profile and then eventually stand for a seat."* Member of an NGO Delegation to the PCB

*"The control of these types of mechanisms lies in the hands of the North. The higher up you get, the more you feel it. They're very intimidating – and deliberately so. As a result, we need to have a system to 'expose' members of civil society – so that they can learn about these environments and feel empowered to speak, bringing new insight into hackneyed issues that have become so abstracted in the policy world."* Representative of a civil society organisation

**3.2.9. Comparison to model of Global Fund Delegations.** A large number of respondents were keen to compare the composition of the civil society Delegation to the PCB with those to the Board of the Global Fund [see box]. Stakeholders qualify their comparisons by emphasising that the two organisations are, as a representative of a Member State put it, “*very different animals.*” However, there is, overall, a strong sense – particularly among those with direct experience of both groups – that the NGO Delegation to the PCB could benefit considerably from the lessons of their peers, particularly in terms of engaging a wider group of civil society stakeholders in their debates and decision-making.

**Peer practice: Composition of civil society Delegations  
-The Global Fund**

The Board of the Global Fund meets at least twice a year and is responsible for the overall governance of the organisation, including the approval of grants. It has 20 voting members from donor and recipient governments, NGOs, affected communities and the private sector (including businesses and foundations). It also has 4 ex-officio, non-voting members, including the Executive Director of UNAIDS.

The civil society representatives to the Board are divided into three Delegations: Northern NGOs; Southern NGOs; and Affected Communities. Each of these has a full Board Member, Alternate Member and Communications Focal Point. The full Board Member has a tenure of 18 months. The Alternate is selected by the Support Delegation and must serve for a year on that group before being chosen. In turn, they must also serve at least 18 months as an Alternate before becoming the full Member.

The composition and practices of the three Delegations vary. However, in the case of Affected Communities, it aims to incorporate:

- Core Delegation: A group of 10 people living with or affected by the three diseases, with attention to geographic and gender balance. Role of providing continuation and developing institutional memory. Selected from the Support Delegation, with a staggered two-year tenure.
- Support Delegation: A group of 10-20 people living with or affected by the three diseases, with attention to geographic and gender balance. Role of engaging in Global Fund processes and providing technical and policy support. Selected by a committee of members of the Core Delegation and the Northern and Southern NGO Delegations.
- Advisory Group: Ad hoc group of individuals and organisations, including past members of the Core and Support Delegations. Role of providing advice, guidance and input. No specific tenure.

The Board Member, Alternate and Communications Focal Point are funded by the Global Fund to attend Board meetings. Their additional costs – as well as those of some other members of the Delegations – are raised from independent sources, such as foundations.

(References: Interviews with key informants; [www.theglobalfund.org/en/about/board/](http://www.theglobalfund.org/en/about/board/); *The Communities Living with HIV, TB and Affected by Malaria Delegation: A New Selection Process – Strengthening the Institutional Memory and Impact of Communities*, January 2007).

### 3.3. Theme 3: Systems for communication, consultation and accountability

This theme of the Review addressed the systems for communication, consultation and accountability in relation to NGO/civil society participation in the UNAIDS PCB. It included areas such as: internal communication within the NGO Delegation; systems for communication and consultation with broader civil society; and systems for constituency representation and accountability in relation broader civil society.

The Review identified that the relevant strengths, weaknesses, opportunities and threats include:

**3.3.1. Internal communication within the NGO Delegation.** Many respondents – particularly members of past or present NGO Delegations and members of staff of the UNAIDS Secretariat – welcome the trend over recent years towards improved communication within the NGO Delegation. The group increasingly functions 'as a whole' and many members have developed strong and effective working relations. The Delegation is also making increasing use of practical tools to support its communications work, such as a yahoo group and a template to develop interventions for PCB agenda items. Some respondents do, however, note that, in past years, there have been some internal tensions within the NGO Delegation – often reflecting wider tensions within global civil society. For example, there have been instances of Delegates from 'recipient' regions feeling uncomfortable about criticisms levelled at donor countries by their colleagues from North America.

**3.3.2. Communication between NGO Delegation and wider civil society.**

All respondents question the efficacy of two-way communication between the NGO Delegation and wider civil society. There is a sense that, in some regions, beyond a few key NGO Observers that proactively get involved, little information goes to/from the Delegation and constituents. In some cases, key people within NGOs – even some working in regional-level AIDS advocacy – know little about the PCB and can not name their NGO Delegates. In particular, questions are asked about the weak links between some Delegates and their regional NGO and PLHIV networks – bodies that are crucial facilitators of consultation and consensus-building.

**3.3.3. Strategic consultation between NGO Delegation and wider civil society.**

There is also significant concern about systematic efforts by the NGO Delegation to outreach to wider civil society and draw in their expertise for key, strategic agenda items of the PCB. This situation relates to both on-going discussions being held within the NGO Delegation and processes around PCB meetings when, for example, the expertise of NGO Observers is often not fully utilised.

**Viewpoints: Communication and consultation**

*"The problems are less about individuals and more about infrastructure in civil society."*  
Representative of a civil society organisation

*"Someone's personal perspective is interesting. But it's so much more powerful if a Delegate can say that their contribution is based on consulting with 40 other NGOs."*  
Member of staff, UNAIDS Secretariat

*"The key is to actively reach out to broader civil society networks. The Delegates need to formalize their relationships and not rely on personal contacts."* Representative of a civil society organisation

*"At the PCB, we need to bring in a select group of people as Observers – to offer relevant input and expertise. We need to actively seek people out and mobilise them."*  
Representative of a civil society organisation

*"Huge communications machinery needs to be put in place to support the NGO Delegation. There's no way that just one Delegate can do it for a whole region, especially if they are based in a developing country."* Representative of a civil society organisation

Equally, however, consultation efforts that do take place – for example via e-mail - often receive little acknowledgement. Many people understand this to be an indication of both civil society's lack of engagement in the PCB and the weakness of the sector's infrastructure at the regional level (for example, with some networks lacking the systems to distribute 'calls for input' in an effective or timely manner). However, some respondents fear that the situation inevitably leads to some NGO Delegates speaking on their own behalf, rather than representing their wider constituencies. It can also mean, more generally, that the Delegation is unable to fully tap into the vast pool of expertise that has evolved from civil society's over two decades of responding AIDS. As a result, there is concern both about the quality and validity of some interventions and about the true accountability of some Delegates to their constituents.

**3.3.4. Production of NGO Report.** In particular, the consultation process and end product of the NGO Report – an annual resource presented to the PCB each June - is felt by some respondents to be problematic. For example, in some regions, the information appears to be based upon little comprehensive input and analysis from those outside of the NGO Delegation. Meanwhile, the lack of support available to the Delegates to pull the publication together means that it risks becoming a last minute process, with the product sometimes not ready in time for other members of the PCB to review before the meeting.

**3.3.5. Communications infrastructure of and links to Global Fund Delegations.** Once more, a large number of respondents were keen to draw comparisons with the civil society Delegations to the Board of the Global Fund and, especially, the infrastructure that they have developed to assist their communications and consultation. In particular, many people feel that the Communications Focal Point is a useful model – one that forms a vital part of enabling Delegates to be both better informed and more accountable to their constituents [see box].

There is also a widespread desire for the civil society Delegations to UNAIDS and the Global Fund to communicate more closely and systematically. This could not only increase mutual understanding and joint strategizing among civil society stakeholders, but potentially pave the way for better collaboration among some other players within both organisations.

**Peer practice: Communications Focal Points  
- The Global Fund**

Each of the three civil society Delegations to the Board of the Global Fund has a Communications Focal Point (CFP). Each CFP is based within an NGO and provides a secretariat for their Delegation. Among other roles, they coordinate communication between the Board Member, Alternate Member, wider civil society and the Global Fund Secretariat. They also develop mechanisms to ensure knowledge management and build institutional memory.

Each CFP has formal Terms of Reference and a tenure of 2 years, with a possible extension of one further term. They are selected through a call for nominations and an open recruitment processes. The CFP is an individual, although institutional support is critical. The position is voluntary and does not receive payment from the Global Fund, although funds can be mobilised through other independent sources. It is estimated to demand up to 25% of a person's time. The CFP is assessed on an annual basis, based on an agreed set of performance indicators.

(References: Interviews with key informants; *The Communities Living with HIV, TB and Affected by Malaria Delegation: A New Selection Process – Strengthening the Institutional Memory and Impact of Communities*, January 2007; *Call for Nominations for the Communities Living with AIDS, TB and Malaria Communications Focal Point to the Global Fund Board*, 2006).

### 3.4. Theme 4: Capacity and resources

This theme of the Review addressed the capacity and resources needed and available to NGO/civil society participation in the UNAIDS PCB. It included areas such as: orientation for members of the NGO Delegation; on-going support for the NGO Delegation, including from the UNAIDS Secretariat; capacity building and resources (money, expertise, logistics, etc) needed and available to the NGO Delegation; and the sustainability of knowledge and institutional memory within the NGO Delegation.

The Review identified that the relevant strengths, weaknesses, opportunities and threats include:

- 3.4.1. Time allocation and opportunities to meet for NGO Delegation.** According to their Terms of Reference, members of the NGO Delegation should allocate 10% of their working time to their involvement in the PCB. In practice, however, many members of past and present Delegations have found that this is inadequate and that, particularly during busy periods, 25% may be more realistic. This situation particularly affects Delegates whose organisations do not, as stipulated in the Terms of Reference, officially allow for their PCB involvement in their job descriptions – a situation that leads to people doing their UNAIDS work *on top of* full time employment.

In addition, several respondents – again particularly members of past and present NGO Delegations – note the Delegation has very few opportunities to meet in person, apart from their orientation and the period immediately before PCB meetings. This situation not only limits members' potential to 'bond' as a group, but gives them little chance for face-to-face joint planning.

- 3.4.2. Administrative, informational and technical support to NGO Delegation.** One of the major findings of the Review relates to the lack of comprehensive resources available to the NGO Delegation to the PCB. Apart from support from the UNAIDS Secretariat, the members lack comprehensive infrastructure to assist them with the considerable and complex roles that they must fulfil. They are, for example, expected to keep abreast of – and consult with broader civil society about – the multiple initiatives being developed by UNAIDS, without any support for developing materials, maintaining databases, carrying out research, etc.

Several respondents from across the sectors specifically noted that the resources available to the NGO Delegation contrast sharply with those for other Delegations to the PCB – which have significant policy, financial and administrative support at their disposal.

#### Viewpoints: Resources for NGO Delegation

*"The TORs stress that you have to be superman and have all these amazing qualities. Yet there is no support. Yes, being in the PCB is a privilege. But it's also a hell of a lot of work."* Member of an NGO Delegation to the PCB

*"Other Delegations on the PCB have assistants, advisers and researchers behind them. For NGOs, there's just one Delegate and one Alternate for each region who have to figure out everything for themselves. They may not even know the rules of the game .... and it can be terrifying."* Member of an NGO Delegation to the PCB

*"There needs to be adequate support for translation. Otherwise, the whole issue of participation is just lip service."* Representative of a civil society organisation

*"Civil society's time is valuable and it shouldn't be free."* Representative of a UNAIDS Co-Sponsoring Organisation

**3.4.3. Financial support for NGO Delegation.** The members of the NGO Delegation work on a voluntary basis, currently receiving funding from UNAIDS only for their flights, accommodation and per diem to attend PCB meetings, their orientation and, where appropriate, specific additional meetings. Many respondents - including some past and present members of NGO Delegations - feel that this is appropriate and argue strongly for any additional funding to be mobilised by wider civil society from independent sources. However, others highlight that an 'expenses only' approach fails to meet the true, full costs to individuals and organisations, for example in terms of time.

In the past, there have been some specific questions about equity of financial support, for example with a lack of clarity about whether NGO Delegates were given the same class of airfares as other PCB members. There have also been questions around the degree to which NGO Delegates receive a full package of insurance, especially in terms of covering health-related costs. More recently, many of these issues have been addressed through the development of clearer policies and procedures by the UNAIDS Secretariat.

**3.4.4. Skills and capacity of NGO Delegation.** While many NGO Delegates bring exceptional skills to their role within the PCB, others are considered by some respondents to lack adequate capacity to perform the job at hand. Some people feel that the solution to this challenge lies in revising the selection criteria for the Delegates – so that 'weak' candidates are not recruited in the first place. However, others emphasise that, if a person has the potential to play a useful role, they should be provided with mentoring and skills building to enhance their capacity over time, particularly in terms of how to operate within the specialised environment of the UN. Generally, there is a sense – particularly among past and present members of the NGO Delegation – that, despite good will to build the capacity of Delegates, there has been a significant lack of resources and a plan to make it a reality.

**Viewpoints: Capacity of NGO Delegation**

*"Like any other group of people, the NGO Delegation is only as strong as its weakest link."*  
Member of an NGO Delegation to the PCB

*"We've fought hard to get civil society places at the table. So, it's not good enough if someone sits there and doesn't speak."*  
Representative of a UNAIDS 'peer' organisation

*"Among NGOs, there's a lack of knowledge about how the wonderful world of the UN really works."* Representative of a UNAIDS Member State

*"It's a learning process, but the NGO Delegates are in an unequal position because they don't know the language, policies or processes. If you want civil society's full involvement, you have to be fair enough to invest in it."* Representative of a civil society organisation

**3.4.5. Provision of orientation for NGO Delegation.** Induction is seen as a vital resource for the NGO Delegation and an area that has improved considerably in recent years. It is now becoming standard practice to hold an annual orientation for the benefit of not only new, but existing, Delegates. The process aims to enable the members to learn both the basics and the detail of their work with UNAIDS, particularly in terms of how to participate in a global governance structure such as the PCB. The orientation still, however – according to some respondents – requires strengthening in some areas. For example, it tends to predominantly focus on information-provision (through briefings by UNAIDS staff) and would benefit from more attention to the development of the Delegation's code of conduct and strategic plan. It would also greatly benefit from being guided by a paid, trained facilitator.

**3.4.6. Language and logistical challenges for NGO Delegation.** Many respondents, particularly those from developing countries, emphasized that the challenges of language and logistics should not be underestimated in relation to the functioning of the NGO Delegation. For example, many people – particularly those from West Africa and Latin America – highlighted how language continues to present a very significant barrier. While few debate the pre-requisite of NGO Delegates being able to work in English, the language of the PCB is felt to be particularly complex. They also noted that, even if Delegates can themselves function in English, many of their constituents can not – creating a significant demand for translation of materials that leads to extra workload.

Meanwhile, it is also noted that logistical issues, such as access to a high speed internet connection or a fully functional phone line, can severely limit Delegates' contributions.

**3.4.7. Support from UNAIDS Secretariat to NGO Delegation.** Many respondents, particularly members of recent NGO Delegations, praise the support that the UNAIDS Partnerships and Governance Units have provided to the NGO Delegation. In particular, Delegates welcome the opportunity to liaise with colleagues who 'speak their language' in terms of issues relating to civil society and living with HIV. Over the years, the assistance offered by the Units has included key administrative and information functions, from coordinating conference calls to arranging orientation sessions and providing updates on UNAIDS initiatives. It has also included facilitating access to high level staff within UNAIDS, including the Executive Director.

**Viewpoints: Support from UNAIDS Secretariat**

*"The question is to what extent should the Delegation be managed by UNAIDS or be independent? At the moment, it is too dependent on the Secretariat – which is problematic for their legitimacy."*  
Representative of a civil society organisation

*"Over the years, support from the Secretariat has gone from sketchy to very decent. The challenge is that it's dependent on the personality and their skill set, rather than being institutionalized."* Member of an NGO Delegation to the PCB

*"We need to see more of a chain of civil society involvement at all levels of UNAIDS, not just the PCB."* Representative of a civil society organisation

There is concern, however, that the support from the Secretariat is not fully institutionalized within the 'mind set' of UNAIDS as an organisation. This is demonstrated, some argue, by the fact that assistance to the NGO Delegation is not within the job description of a permanent member of staff and, instead, is subject to temporary contracts and, as such, vulnerable to staff turnover. Similarly, there appears to be what one NGO Delegate described as *"an annual battle"* to secure adequate financial support for the basic functions of the Delegation, such as a sufficient number of conference calls and the attendance of incoming Delegates at PCB meetings. Meanwhile, there is also some concern - expressed particularly by UNAIDS staff themselves, as well as representatives of wider civil society – that the Secretariat is sometimes *overly* involved with the NGO Delegation and that the latter should operate more independently.

**3.4.8. Links between other UNAIDS structures and NGO Delegation.** On a broader basis, the Review highlighted concerns about a lack of systematic and consistent links between the NGO Delegation and other UNAIDS staff and structures. For example, there are often poor links between NGO Delegates and their regional UNAIDS offices, leading to scenarios whereby, for example, regional meetings are held without Delegates being notified or invited.

### 3.5. Theme 5: Greater involvement of people living with HIV and other marginalized groups

This theme of the Review addressed the greater involvement of people living with and affected by HIV or AIDS (GIPA) and other marginalized groups in the UNAIDS PCB. It included areas such as: the number and capacity of representatives of PLHIV and other marginalized groups in the NGO Delegation; and the systems for PLHIV and other marginalized groups to communicate their views with and through the NGO Delegation.

The Review identified that the relevant strengths, weaknesses, opportunities and threats include:

**3.5.1. Inclusion of PLHIV and marginalized groups in NGO Delegation.** The majority of respondents to the Review praised the high profile of PLHIV within the NGO Delegation to the PCB over the past decade. The Delegation has always included at least one – but, more often, several – PLHIV among its members. Many respondents feel that this has contributed a unique dimension, bringing to the Board an invaluable first hand perspective on living with HIV.

Similarly, since its inception, the NGO Delegation has facilitated the involvement of many marginalized communities that are key to the global response to AIDS. For example, members have included people with extensive knowledge of issues relating to sex work, injecting drug use and men who have sex with men. In some cases, however, there has been concern that such Delegates have not always played an active role in the PCB and also that some have been representatives (speaking *on behalf of* marginalized groups) rather than people with a personal, lived experience.

#### Viewpoints: Involvement of PLHIV and marginalized groups

*“PLHIV and their family members must have the loudest voice. We must constantly and consistently listen to their voice and we do not have the right to develop programmes without doing so. It’s non-negotiable.”* Representative of a UNAIDS Co-sponsoring Organisation

*“There are people who advocate about AIDS and people who live with it. The latter are fighting for their lives and bring a different perspective.”* Representative of a UNAIDS Member State

*“The current obsession with the involvement of PLHIV is not very healthy. The NGO response to AIDS is not just from PLHIV and it is not just their responsibility to take things forward, for example in relation to access to treatment.”* Member of an NGO Delegation to the PCB

*“PLHIV should not just be window dressing. They should be people with substance to contribute to policy formulation in the global context.”* Representative of a civil society organisation

**3.5.2. Allocation of a ‘PLHIV seat.’** Several respondents – particularly those living with HIV and/or representing PLHIV organisations – feel strongly that any global governance body such as the PCB should have a seat specifically assigned to PLHIV. The Global Fund – which has a Delegation for Affected Communities – was cited as a useful model that not only promotes, but guarantees and institutionalizes such involvement. Meanwhile, some respondents suggested that an alternative or additional step would be to set a quota – in terms of a minimum number of NGO Delegates that should be living with HIV.

**3.5.3. Capacity of PLHIV Delegates and links with networks.** Many respondents noted that, throughout its evolution, the NGO Delegation has included many highly knowledgeable, skilled and articulate PLHIV.

However, several respondents also fear that, when someone is directly affected by HIV or marginalisation, there can be a greater risk of them not making the links between local concerns and the PCB's global agenda and/or of speaking on a personal basis rather representing a wider constituency. For example, it is felt that any PLHIV should have a good understanding of the needs and challenges faced by others living with HIV who are of a different gender, age, treatment access, etc, to themselves.

In addition, some respondents feel that the relatively unsystematic links between the NGO Delegation and NGO networks can be more extreme in relation to representatives of PLHIV and

marginalized groups. There is a sense that those links are too dependent on individuals, rather than being institutionalized, and that poor infrastructure within some of the relevant networks can compound attempts to consult among constituents about needs and messages.

- 3.5.4. Challenges of poor health, succession and resources.** Several respondents – particularly members of past and present NGO Delegations – noted that the issues of sustainability and succession that affect the NGO Delegation in general can particularly apply to those who are PLHIV or from marginalized groups. Over the past decade, many such representatives have struggled to maintain their vital contribution to the PCB while balancing multiple professional demands, combined with personal challenges (such as ill health and adherence to treatment while travelling through different time zones). Sometimes, these issues have been exacerbated by a lack of practical or financial foresight, for example with NGO Delegates being expected to go straight into meetings on arrival at a PCB, without adequate time to rest.

Similarly, issues around the constraints of financial resources can sometimes, but certainly not always, particularly affect NGO Delegates who are living with HIV or from marginalized groups. As one representative of a PLHIV organisation noted, when PLHIV are representatives on Boards, they are subsidized for their flights and accommodation, but not for their time – which is actually the most valuable commodity to their organisation, with their absence representing a significant drain on resources.

**Viewpoints: Consultation and representation**

*"Many PLHIV have simply never heard of UNAIDS."* Representative of a civil society organisation

*"At the moment, there's the presumption that PLHIV will be involved, but it's not mandated. We need a structure to guarantee PLHIV involvement."* Member of staff, UNAIDS Secretariat

*"Years back, it was easy to speak with a PWA label and call it GIPA. But now people living with HIV are so diverse. It's not just about having a virus in your blood, it's about all the other things that make you up as a person. The only way that we can find out what people want is to ask them. But the mechanisms are not in place to do that."* Representative of a civil society organisation

*"If a person living with HIV is talking, they should be talking from a network, not just from their own perspective."* Representative of a UNAIDS Member State

## 4. Conclusions

Based upon the findings shared in the previous pages, the independent Consultant drew six main conclusions from the Review:

- 4.1. **Much has already been achieved in relation to NGO/civil society participation in the PCB. However, there is still much to be done if participation is to become a more institutionalised, accountable and powerful reality and if UNAIDS is to re-capture its 'revolutionary' reputation.** Over the past decade, many people from throughout the world and across all stakeholder groups have given considerable time, energy, talent and good will to enhance NGO/civil society participation in the PCB. This has resulted in many concrete achievements – the supportive language contained in the UNAIDS Global Prevention Strategy being just one example. However, despite such results, action is still needed at all levels if participation is to become more significant and influential.
- 4.2. **The Review was both overdue and timely.** A Review has been needed, and called for, for many years. However, the eventual timing was highly opportune – with the 'groundswell' of support for civil society, the wealth of lessons from the Global Fund and the potential re-structuring of the PCB combining to present a unique and exciting opportunity to strengthen UNAIDS' practice.
- 4.3. **Many issues raised by the Review went beyond its remit, but may require further attention.** For example, the Review revealed significant concerns among a wide variety of respondents about the current profile of UNAIDS, as well as weaknesses within the regional-level infrastructure of civil society. It also raised questions about how other non-state sectors – such as foundations, the private sector and labour groups – could be better involved in the PCB. Such issues are not addressed in detail within the following recommendations, but they may require further, specific attention within their own right.
- 4.4. **Respondents are keen to compare civil society participation in UNAIDS with that of the Global Fund.** It is necessary to be honest about the different levels of engagement currently experienced by the two organisations. However, it is also important to acknowledge that they are two very different institutions, with different mandates and at different stages in their evolution. It is also important to turn any comparisons into opportunities – in terms of the potential for both organisations to share and learn lessons about building civil society participation in global decision-making on AIDS.
- 4.5. **The Review highlighted a wide range of views and opinions among respondents. There is, however, broad consensus about the priority areas for action.** These relate to how to strengthen:
  - The democratic status of the NGO Delegation to the PCB.
  - The profile of UNAIDS and, especially, the PCB.
  - The institutionalisation of support to the NGO Delegation within UNAIDS.
  - The selection and recruitment processes for the NGO Delegation.
  - The communications and consultation infrastructure for the NGO Delegation.
- 4.6. **To achieve concrete results, action will be required on all of the priority areas and by all relevant stakeholders. This will necessitate not just good will, but significant resources.** Funding will be required to, among many other areas, build a Communications Facility and Resource Team for the NGO Delegation, hold regional NGO caucuses and support capacity building for Delegates.

## 5. Recommendations

### 5.1. Key recommendations

Based upon the findings and conclusions outlined in this report, the independent Review led to four key, mutually-reinforcing recommendations that, if appropriately supported and resourced, could significantly enhance the participation of NGOs/civil society in the governance of UNAIDS:

**Recommendation 1:** *The PCB should incorporate the recommendations of this Review into the wider assessment of its overall structure. In particular, it should ensure that a strengthened Board gives the NGO Delegation full and equal voting, speaking and chairing rights and provides a more engaging, independent and accountable global governance structure.*

**Recommendation 2:** *UNAIDS staff at all levels should further institutionalise and strengthen support to civil society participation in the PCB. The Secretariat should also review UNAIDS' overall profile within the global response to AIDS and its involvement of civil society in processes beyond the PCB.*

**Recommendation 3:** *All relevant stakeholders – including the PCB, UNAIDS Secretariat and international donors – should endorse and mobilise resources for an independent Communication and Consultation Facility and Resource Team to enhance the participation of the NGO Delegation and wider civil society in the PCB.*

**Recommendation 4:** *All relevant stakeholders – including the PCB, UNAIDS Secretariat and international donors – should support and resource the NGO Delegation and wider civil society to systematise and improve the selection, capacity and working practices of the Delegation and the quality and strategic impact of its interventions.*

### 5.2. Options for action

The key recommendations outlined above represent broad, complementary areas that respondents to the Review identified as priorities. In turn, each of the recommendations could be implemented by a series of 'options for action' – a menu of ideas that should be debated, selected and refined by relevant stakeholders in order to identify which are the most urgent, feasible and effective:

**Recommendation 1:** *The PCB should incorporate the recommendations of this Review into the wider assessment of its overall structure. In particular, it should ensure that a strengthened Board gives the NGO Delegation full and equal voting, speaking and chairing rights and provides a more engaging, independent and accountable global governance structure.*

The PCB could ensure that a strengthened Board:

- 1.1. Gives the NGO Delegation a full and equitable role in all aspects of the PCB, including by:**
- 1.1.1. Providing NGO Delegates with equal voting and speaking rights.
  - 1.1.2. Maintaining the geographic division of the NGO Delegation and at least its current proportion of seats (in relation to the total PCB membership).
  - 1.1.3. Considering allocating an additional seat specifically for PLHIV and/or specifying a minimum representation of PLHIV within the NGO Delegation as a whole.
  - 1.1.4. Ending the system whereby new members of the NGO Delegation have to be formally 'approved' by the PCB.
  - 1.1.5. Modifying the selection process for the Chair and Vice Chair of the PCB to enable all sectors of the Board, including civil society, to hold the positions in rotation.
  - 1.1.6. Re-visiting the modus operandi for the PCB Drafting Room to ensure that it: operates in a more regulated and systematic way; and has more limited, but equitable participation, including by representatives of the NGO Delegation and developing country Member States.
  - 1.1.7. Committing to supporting a further Review of NGO/civil society participation in the PCB in no more than five years time.
- 1.2. Endeavours to be an engaging, independent and accountable global governance structure, including by:**
- 1.2.1. Making proactive changes to ensure that the processes of PCB meetings are as dynamic and accessible as possible and the content reflects the substantive issues faced by communities.
  - 1.2.2. Building, promoting and funding the NGO Observer system. Ensuring that it is known about and open to all relevant civil society stakeholders. Also, specifically using it to enable potential future Delegates to be 'exposed' to a global advocacy body and to facilitate the participation of members of the NGO Delegation's Resource Team [see Recommendation 3].
  - 1.2.3. Encouraging Member States and Co-sponsoring Organisations to include representatives of civil society in their Delegations and to actively consult with community constituents on relevant issues prior to each PCB meeting.
  - 1.2.4. Developing a clearer and more formal mechanism – potentially including specific seats – to facilitate the involvement of other types of non-state sectors, such as foundations, the private sector and labour groups.
  - 1.2.5. Ensuring that the PCB is truly independent of the UNAIDS Secretariat and, as such, can play a fully critiquing and strategic role for the programme.
  - 1.2.6. Developing an independent 'ombudsman' for the PCB that incorporates input from all relevant stakeholders, including the NGO Delegation and wider civil society.

***Recommendation 2: UNAIDS staff at all levels should further institutionalise and strengthen support to civil society participation in the PCB. The Secretariat should also review UNAIDS' overall profile within the global response to AIDS and its involvement of civil society in processes beyond the PCB.***

The relevant staff of UNAIDS could take concrete steps to:

- 2.1. Institutionalize and strengthen Secretariat-level commitment and support to the participation of civil society in the PCB, including by:**

- 2.1.1. Ensuring that support to the NGO Delegation is included in the formal job description of a permanent, core staff position – to facilitate continuity of support and maintain institutional memory.
- 2.1.2. Supporting the NGO Delegation to transition to an independent Communication and Consultation Facility [see Recommendation 3], while gradually reducing the Secretariat's support over a period of time.
- 2.1.3. Supporting the NGO Delegation to have a more strategic impact on the PCB, through facilitating tactical opportunities to shape agenda items, influence draft texts and meet with high level members of staff.
- 2.1.4. Ensuring that all key PCB materials are available in the four main UN languages well in advance of meetings and, where possible, in summarized and more user-friendly formats (such as graphics that show how PCB decisions should be translated to the country level).
- 2.1.5. Providing an adequate and equitable 'core' financial and logistical package to support all NGO Delegates (in-coming, current and out-going) at PCB meetings and the annual orientation. This should include: flights of the same class as other Delegates; adequate time to rest before meetings; and comprehensive health insurance.

**2.2. Review, clarify and strengthen the involvement of civil society in UNAIDS processes that are not directly related to the PCB, including by:**

- 2.2.1. Clarifying the Secretariat's relationship to the NGO Delegation compared to wider civil society, including key global advocacy NGOs. For example, identifying when/why it collaborates with the NGO Delegation or a wider group of constituents.
- 2.2.2. Commissioning a Review of the participation of civil society in all aspects and levels of UNAIDS' work that goes beyond – or is only partially linked to – the PCB. Examples include country-level coordination efforts and global-level policy development.

**2.3. Institutionalize and strengthen country and regional-level commitment and support to the participation of civil society in the PCB, including by:**

- 2.3.1. Facilitating high-level, formal introductions between in-coming NGO Delegates and key UNAIDS contacts in their country and region.
- 2.3.2. Institutionalising the involvement of NGO Delegates in relevant regional UNAIDS initiatives, such as regional meetings, the development of Unified Budgets and Workplans and visits by high level UNAIDS representatives.
- 2.3.3. Systematising the relationship between NGO Delegates and their regional UNAIDS contacts. For example through: a monthly teleconference; mutual inclusion on mailing lists; meeting face-to-face at least once a year; and collaborating to organize annual regional NGO caucuses [see Recommendations 3 and 4].

**2.4. Review, clarify and strengthen the overall identity and strategic advantage of UNAIDS, including by:**

- 2.4.1. Commissioning a Review of the overall profile and impact of UNAIDS in the 'modern day' global response to AIDS, including its strategic advantage compared to the Global Fund and others. Resulting in recommendations about possible institutional and strategic changes and, among other measures, ideas about how to re-invigorate civil society engagement.
- 2.4.2. Following the Review, implementing an energetic and sustained communications and mobilisation drive to inform key stakeholders, including within civil society, about the nature, work and vital importance of UNAIDS and, in turn, the PCB.

***Recommendation 3: All relevant stakeholders – including the PCB, UNAIDS Secretariat and international donors - should endorse and mobilise resources for an independent Communication and Consultation Facility and Resource Team to enhance the participation of the NGO Delegation and wider civil society in the PCB.***

All relevant stakeholders could endorse and mobilise comprehensive resources for an independent Communication and Consultation Facility that:

**3.1 Serves as an independent, administrative Secretariat for the NGO Delegation, including by:**

- 3.1.1. Being managed by and for the NGO Delegation.
- 3.1.2. Being funded by independent, non-UNAIDS sources. Collaborating with wider civil society to actively mobilise comprehensive and independent financial resources to ensure that the NGO Delegation can play a strong and autonomous role in the decision-making of the PCB.
- 3.1.3. Providing stable infrastructure and developing a corporate identity for the NGO Delegation.
- 3.1.4. Having a full-time, paid position, based in an appropriate civil society organisation and selected through an open and transparent process.
- 3.1.5. Having formal Terms of Reference and a system for performance appraisal.
- 3.1.6. Coordinating routine administrative procedures for the NGO Delegation. For example: hosting teleconferences; taking minutes of meetings; maintaining databases; facilitating strategic planning; coordinating recruitment of Delegates; arranging pre-PCB meetings; and developing resources and tools.
- 3.1.7. Having, in particular, significant capacity and budget for translation and communications systems.
- 3.1.8. Being able to hire-in technical support (such as for the development of a self-appraisal system) and/or contract out specific pieces of work (such as the writing of the annual NGO Report).

**3.2 Provides communications and consultation functions within the NGO Delegation and with wider civil society, including by:**

- 3.2.1. Coordinating internal communications and research for the NGO Delegation. For example: disseminating materials; summarizing UNAIDS documents; tracking policy initiatives; doing research on specific themes; and developing a presentation about the NGO Delegation.
- 3.2.2. Coordinating communication and consultation with wider civil society. For example: managing an NGO Delegation website; building relationships with regional and international NGO and PLHIV networks; contributing to listservs and e-forums; disseminating Delegation updates; publicizing the NGO Observer system; and facilitating consultations on specific themes.
- 3.2.3. Having particular responsibility for: managing the annual NGO Report; supporting Delegates to develop effective communications with their regional NGO and PLHIV networks; and supporting the coordination of annual regional NGO caucuses [see Recommendation 4].

**3.3 Hosts the development of a Resource Team to support the NGO Delegation, including by:**

- 3.3.1. Building a 'pool' of approx. 20 representatives of civil society who are committed to providing technical, advocacy and moral support to the NGO Delegation on a voluntary basis.

- 3.3.2. Developing clear Terms of Reference for the Team, focused on both supporting the NGO Delegation (perhaps for a minimum period of two years) and holding it to account.
- 3.3.3. Ensuring a range of experience and perspectives within the Team in terms of geography, HIV status, gender, age, resource settings, etc. Also ensuring a diversity of constituents, such as sex workers, men who have sex with men, injecting drug users, women, youth and faith groups.
- 3.3.4. Ensuring the involvement of the Team in discussions between PCB meetings – by actively sharing information and facilitating members' involvement in the review of documents and agenda items.
- 3.3.5. Facilitating the participation of Team members in preparatory sessions and actual PCB meetings.
- 3.3.6. Ensuring a selection process for the Team that is open and transparent, potentially formalising the involvement of key NGO Observers to the PCB, while also broadening out participation to others.
- 3.3.7. Serving as a mechanism for succession planning – where future Delegates can learn about the PCB and build relevant skills and experience.

**3.4 Builds institutional memory and succession planning for the Delegation and coordinates a programme of mentoring and capacity building for existing and potential Delegates, including by:**

- 3.4.1. Building systems for knowledge management to ensure that processes and information are not lost when NGO Delegates leave at the end of their tenure.
- 3.4.2. Coordinating the identification of the capacity building needs of NGO Delegates. Then mobilising resources and expertise for a 'tailor-made' package of support combining mentoring with practical skills building, focused on how to work effectively in the global environment of the PCB.
- 3.4.3. Fostering succession planning. For example, facilitating opportunities for potential future NGO Delegates to be 'exposed' to the PCB (such as by attending as NGO Observers) and to build their knowledge and engagement over time (such as by participating in the Resource Team).

**3.5 Builds links between the NGO Delegation to the PCB and those of other international AIDS initiatives, particularly the Global Fund, including by:**

- 3.5.1. Building a collaborative relationship with the Communications Focal Points of the three civil society Delegations to the Global Fund, including mutual sharing emerging issues and timetables.
- 3.5.2. Co-organising an annual meeting between the civil society Delegations to the PCB and the Global Fund – to foster mutual understanding, identify common ground and develop complementary interventions.

***Recommendation 4: All relevant stakeholders – including the PCB, UNAIDS Secretariat and international donors – should support and resource the NGO Delegation and wider civil society to systematise and improve the selection, capacity and working practices of the Delegation and the quality and strategic impact of its interventions.***<sup>7</sup>

All relevant stakeholders could support and resource the NGO Delegation and wider civil society to:

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<sup>7</sup> A draft form of Recommendation 4 was presented to the NGO Delegation's annual orientation in January 2007. In many cases, the Delegation has already developed strategies to address the suggested actions.

**4.1. Systematise and improve the recruitment and selection of the members of the NGO Delegation, including by:**

4.1.1. Ensuring that, within an agreed period of time, the recruitment and selection process is managed by civil society itself and administrated by the NGO Delegation's Communications Facility, rather than the UNAIDS Secretariat.

4.1.2. Building transparency and accountability by ensuring that the recruitment and selection process involves representatives of wider civil society, as well as past and/or present members of the NGO Delegation.

4.1.3. Strengthening the selection criteria for Delegates, including by identifying essential criteria that all candidates must meet (such as contacts with regional networks and experience of a multi-sectoral global policy body).

4.1.4. Ensuring that the recruitment and selection process is as far-reaching, efficient and effective as possible. For example by: starting with a 'PR' drive to mobilise interest; issuing an open call for candidates as widely as possible (especially via regional NGO and PLHIV networks); refining a set of administrative tools (such as a standardised on-line application); implementing the process solely on-line; and specifically targeting groups with appropriate expertise (such as regional networks and advocacy NGOs).

4.1.5. Strengthening the interviewing and references of candidates. For example by: having interview panels that include wider civil society; carrying out interviews at least over the phone and, if possible, in person; insisting on two references, with at least one from a regional stakeholder; and developing a standardized reference form, focused on identifying if nominees meet the essential criteria.

4.1.6. Communicating the results of selection processes, including by disseminating Delegate's names and contact details widely and regularly to constituents.

**4.2. Systematise and improve the orientation of the NGO Delegation, including by:**

4.2.1. Ensuring that the orientation is a core annual activity and, where possible, includes in-coming, current and out-going Delegates.

4.2.2. Enhancing the quality of the orientation by ensuring that it is managed by the NGO Delegation itself (in collaboration with the UNAIDS Secretariat) and facilitated by a paid, professional facilitator.

4.2.3. Developing an NGO Delegates' manual to form the basis of the orientation.

4.2.4. Ensuring that the content of the induction involves: the NGO Delegates getting to know each other both personally and professionally; starting from the basics (such as '*what is the UN?*') and building upwards; and mapping individual and combined skills and knowledge.

4.2.5. Ensuring that, in particular, the orientation emphasizes: deciding how the NGO Delegation will work together (including its values and code of conduct); and carrying out thorough forward, strategic and work planning for the following year – based on the identified priority issues of civil society and followed by the division of roles and responsibilities.

**4.3. Develop or strengthen the Terms of Reference, code of conduct and self-regulation of the NGO Delegation, including by:**

4.3.1. Accessing expertise – such as a specialist consultant - for the development of human resources systems.

**4.3.2.** Re-writing the Terms of Reference for the NGO Delegation in the form of a more clear and succinct 'job description'. In particular, clarifying areas of current confusion (such as whether Delegates stand as individuals or organisations and how/why tenure is extended) and considering increasing the expected allocation of a Delegate's working time to 25%.

**4.3.3.** Developing a strong vision, principles and code of conduct for the NGO Delegation that is formally signed up to by all members and re-visited at every orientation. In particular, ensuring that these complement the *Code of Good Practice for NGOs Responding to HIV/AIDS*.<sup>8</sup>

**4.3.4.** Building on the vision, principles and code of conduct by developing and implementing a formal system of performance appraisal for NGO Delegates. Outlining, for example, action to be taken if a Delegate does not consult with their constituents or actively participate in PCB meetings.

**4.4. Systematise and improve the preparation and implementation of the NGO Delegation's interventions at PCB meetings, including by:**

**4.4.1.** Carrying out thorough strategic and forward planning at least once a year to identify the NGO Delegation's direction and ensure that it is responding to the identified priorities of civil society.

**4.4.2.** Actively monitoring the development of PCB agenda items to identify key opportunities to shape evolving positions and texts.

**4.4.3.** Reviewing past PCB recommendations relating to civil society – to identify issues that require follow-up in forthcoming meetings.

**4.4.4.** Immediately before each PCB meeting, continuing to hold an at least two-day preparatory session, involving:

- o Participation by, where possible, all in-coming, current and out-going Delegates, as well as invited members of the Resource Team.
- o Linking with Observer NGOs, especially to gain their strategic input into agenda items.
- o The use of templates and tools to plan specific interventions for each agenda item.
- o The harmonization of 'primary' and 'back-up' positions, as well as the preparation of key phrases to insert into recommendations.
- o Agreeing exactly who will do what within the PCB meeting.

**4.4.5.** Holding pre-PCB briefing sessions with both UNAIDS Secretariat staff and the Committee of Cosponsoring Organisations to share views and strategies in relation to agenda items.

**4.4.6.** During PCB meetings, working more strategically, including by:

- o Proactively working with Member States and Co-sponsoring Organisations to promote positions on behalf of civil society.
- o Making specific, strategic and succinct interventions within the Plenary.
- o Participating fully, but strategically, in the Drafting Room – selecting and enhancing key texts to ensure their beneficial impact on civil society.

**4.4.7.** After each PCB meeting:

- o Producing and widely disseminating a summary report of the meeting, the interventions made by the NGO Delegation and the results of relevance to civil society.
- o Planning who and how the NGO Delegation will track recommendations from the meeting, particularly those most directly related to civil society.
- o Immediately engaging in the preparations for the next PCB meeting.

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<sup>8</sup> *Renewing Our Voice: Code of Good Practice for NGOs Responding to HIV/AIDS*, Oxfam Publishing, 2004.

**4.5. Systematise and improve the evidence base and accountability of the NGO Delegation's positions and interventions at the PCB, including by:**

**4.5.1.** Ensuring that each regional team within the NGO Delegation builds strong links with a core group – perhaps with at least 10 contacts – of networks for NGOs, PLHIV and key constituencies (such as marginalized groups, women and young people) in their region. Involving: learning about the networks' membership; holding a meeting/teleconference at least twice a year; and mapping out key national-level stakeholders (such as civil society representatives on National AIDS Committees and Country Coordinating Mechanisms).

**4.5.2.** In particular, ensuring that Delegates from areas with diverse geographies and constituencies (such as Latin America and the Caribbean) take proactive steps to work with stakeholders *throughout* their region.

**4.5.3.** Ensuring that each of the Delegation's regional teams and the Communications Facility – with the support of UNAIDS regional staff and resources from donors - coordinate an annual regional NGO caucus in the lead up to each PCB meeting. Alternate years and where appropriate, this could be held as part of the international or regional AIDS conference.

**4.5.4.** Systematically linking with civil society representatives appointed to non-PCB initiatives of UNAIDS, such as the GTT and Universal Access (UA) – to keep abreast of developments and ensure complementary strategies.

**4.5.5.** Thoroughly analyzing draft PCB agendas well in advance to identify where wider consultation is necessary, how it should be carried out and, in particular, what role the Resource Team could play.

**4.5.6.** Maximising all on-going opportunities, such as regional UNAIDS meetings, to both raise the profile of the NGO Delegation and consult with constituents.

**4.5.7.** Writing and disseminating regular, brief updates to inform regional constituents of the NGO Delegation's work and to encourage their engagement.

**Summary: 10 steps to enhance NGO Delegation / regional civil society communication**

The NGO Delegation 'team' for each region (i.e. Main and Alternate Delegate) could enhance communications with regional civil society by:

1. Building strong relations with at least 10 key contacts, especially NGO, PLHIV and marginalised community networks.
2. Holding a meeting/teleconference with the key contacts at least twice a year.
3. Collaborating with the networks to build practical systems (e.g. databases) to communicate with wider civil society.
4. Collaborating with the networks to map out country-level civil society leaders.
5. Involving the networks in the selection of NGO Delegates and encouraging them to nominate candidates.
6. Mobilising resources/coordinating an annual regional NGO caucus.
7. Ensuring representation of the region in the NGO Delegation's Resource Team.
8. Including regional updates in the NGO Delegation's website, PCB reports, etc.
9. Building strong relations with regional UNAIDS staff - enabling civil society to 'tap into' relevant opportunities.
10. Advertising their contact details widely and being accessible to constituents.

## Annex A: List of resources for literature review

1. *Terms of Reference of the NGO Liaison Committee of the UNAIDS Programme Coordinating Board* (current), UNAIDS / NGO Liaison Committee.
2. *Terms of Reference of the NGO Liaison Committee: Mandate, Nomination, Selection, Confirmation Process and Cessation of Appointment* (old version), UNAIDS / NGO Liaison Committee.
3. *Modus Operandi of the Programme Coordinating Board of the Joint United Nations Programme on HIV/AIDS (UNAIDS)*, UNAIDS, June 19991.
4. *Strengthening Civil Society Participation and Gender Expertise: Recommendations and Action Points*, Dr Nata Duwury, Helen Comman and Carolyn Long, International Centre for Research on Women for the Global Fund to Fight AIDS, Tuberculosis and Malaria, 2005.
5. *Briefing Paper for NGO Observers to the UNAIDS Programme Coordinating Board (PCB) Meetings*, NGO Delegation to the PCB, November 2006.
6. *UNAIDS Programme Coordinating Board Call for Nominations for NGO Delegates 2007-2008*, UNAIDS, February 2006.
7. *Joint United Nations Programme on HIV/AIDS, Composition of the Programme Coordinating Board (PCB)*, UNAIDS, 11 May 2006.
8. *UNAIDS and Nongovernmental Organisations*, UNAIDS, June 1999.
9. *United Nations: The Relationship Between Member States and Civil Society, including Non-Governmental Organisations, Report to the President of the 60<sup>th</sup> General Assembly*, United Nations, July 2005.
10. *Composition of the Programme Coordinating Board*, UNAIDS, 11 May 2006.
11. *Questions for Interview with Candidates for NGO Delegation to the PCB*, NGO Delegation to the PCB, 2006.
12. *Note for the Record: Programme Coordinating Board (PCB) Nongovernmental Organisation (NGO) Delegation Conference Cal*, NGO Delegation to the PCB: 5 February 2006; 3 March 2006; 7 April 2006; 5 May 2006; 11 May 2006; 19 May 2006; 6 September 2006 ; 4 October 2006; 8 November 2006; 11 November 2006.
13. *Concept Paper for Discussion: Review of Civil Society Participation in UNAIDS Programme Coordinating Board*, UNAIDS, 2006.
14. *Note for the Record: 18<sup>th</sup> PCB Meeting: PCB NGO Pre-Meeting*, NGO Delegation to the PCB, June 2006.
15. *Follow up to Civil Society-Related Decisions from 15<sup>th</sup>, 16<sup>th</sup>, 17<sup>th</sup> and 18<sup>th</sup> Meetings of the PCB*, UNAIDS.
16. *PCB NGO Orientation Meeting Report*, NGO Delegation to the PCB, February 2006
17. *NGO Delegation: Global Report on HIV/AIDS: To the 18<sup>th</sup> Meeting of the UNAIDS Programme Coordinating Board (PCB)*, Geneva, Switzerland, June 2006.
18. *PCB NGO Work Plan 2006*, NGO Delegation, 2006.
19. *Celebrating Successes and Overcoming Challenges: Report of the Global Fund Partnership Forum 2006*, The Global Fund to Fight AIDS, Tuberculosis and Malaria, July 2006.
20. *We the People: Civil Society, the United Nations and Global Governance: Report of the Panel of Eminent Persons on United Nations – Civil Society Relations* (the 'Cardoso Report'), June 2004.
21. *Report of Roundtable on Strengthening African Civil Society Participation in the UNAIDS Programme Coordination Board (PCB)*, ICASA, December 2005.
22. *Partnership and Collaboration for Health: Policies and Principles of WHO Engagement*, World Health Organisation, November 2006.
23. *Understanding the UNAIDS PCB: Making it Work For African Civil Society*, Omolulu Falobi and Asunta Wagura, December 2005.
24. *360° Stakeholder Assessment: Perceptions and Opinions of Stakeholders of the Global Fund*, The Global Fund to Fight AIDS, Tuberculosis and Malaria, September 2006.
25. *The Communities Living with HIV, TB and Affected by Malaria Delegation: A New Selection Process – Strengthening the Institutional Memory and Impact of Communities*, Communications Focal Point for Communities Living with HIV, TB and Affected by Malaria Delegation to the Global Fund to Fight AIDS, Tuberculosis and Malaria, January 2007.
26. *Three Generations of United Nations – Civil Society Relations: A Quick Sketch*, United Nations Non-Governmental Liaison Service, November 2006.
27. *UNAIDS and Civil Society*, Presentation to Greentree NGO Forum, Peter Piot, UNAIDS, November 2006.
28. *From 'Lead Agency' to 'Integrated Programming': The Global Response to AIDS in the Third World*, Christer Jönsson, Green Globe Year Book, 1996.
29. *People Living with HIV/AIDS and Achieving Universal Access to AIDS Treatment, Care and Prevention by 2010*, Donor Consortium Conference, March 2006.
30. *The Greater Involvement of People Infected and Affected by HIV/AIDS: GIPA*, NGO Delegation to the PCB.
31. *Challenging, Changing and Mobilising: A Guide to PLHIV Involvement in Country Coordinating Mechanisms*, Global Network of People Living with HIV/AIDS, 2005.
32. *Global Fund – World Bank HIV/AIDS Programs Comparative Advantage Study*, Alexander Shakow, January 2006.
33. *UNAIDS Governance*, Presentation by Helen Fray, External Relations and Governance Unit, UNAIDS, January 2007.

34. *Civil Society Options Paper on Leveraging Integrated Community System Strengthening and Civil Society Participation*, Brook K. Baker, Health GAP for the Global Fund to Fight AIDS, Tuberculosis and Malaria, December 2006.
35. *Background Document: Leveraging Civil Society Involvement in the Global Fund: A Summary of Research, Discussions and Recommendations*, Global Fund to Fight AIDS, Tuberculosis and Malaria.
36. *Improving the Effective Involvement of Civil Society Within the Global Fund: A Framework for Action*, Global Fund to Fight AIDS, Tuberculosis and Malaria, August 2006.
37. *Options Paper on Leveraging Civil Society and the Private Sector*, 5<sup>th</sup> Policy and Strategy Committee Meeting, Global Fund to Fight AIDS, Tuberculosis and Malaria, July 2006.
38. *Challenging, Changing and Mobilising: A Guide to PLHIV Involvement in Country Coordinating Mechanisms*, Global Network of People Living with HIV, POLICY and GTZ, 2005.
39. UNAIDS website: [www.unaids.org](http://www.unaids.org).
40. Global Fund to Fight AIDS, Tuberculosis and Malaria website: [www.theglobalfund.org](http://www.theglobalfund.org).
41. International Labour Organisation website: [www.ilo.org](http://www.ilo.org).
42. Stop TB Partnership website: [www.stoptb.org](http://www.stoptb.org).
43. Roll Back Malaria Partnership website: [www.rbm.who.int](http://www.rbm.who.int).
44. The Global Network of People Living with HIV website: [www.gnpplus.net](http://www.gnpplus.net).

**Annex B: Text of international call for input from Peter Piot, Executive Director of UNAIDS**

Dear Friends and Colleagues

When UNAIDS was established a decade ago, it was the first United Nations programme to have formal representation of civil society on its governing body – the Programme Coordinating Board (PCB).

The PCB plays a vital role in shaping the response to AIDS – making decisions that influence key global policies, strategies and finances. The Board includes an NGO Delegation alongside Member States and UNAIDS Co-sponsoring agencies. The NGO Delegation has one representative and one alternate for five geographical regions, with candidates selected by civil society and including people living with HIV.

NGO involvement at UNAIDS helped lead the way for civil society inclusion in other international organisations including the Global Fund to Fight AIDS, Tuberculosis and Malaria. Now, 10 years on, we are carrying out a Review with the aim of strengthening the involvement of civil society in UNAIDS' governance and Board decision making processes.

This Review is an important and exciting opportunity to 'have your say', increase civil society influence on the direction of the global AIDS response and bring about real change. I am writing to ask for your input. This personal request follows up on a previous call for input which was posted on our website.

I would, in particular, welcome your thoughts on the following questions:

1. **Have you or your organisation had any involvement in the governance or Board-level decision making of UNAIDS to date? If not, why is that? If yes, how have you been involved and how useful or successful has that involvement been?**
2. **In what ways could civil society participation in the UNAIDS Board be increased and improved in the future?**
3. **What might motivate you - or your organisation - to increase your involvement in the UNAIDS Board in the future?**

The Review is being carried out by an independent consultant and all information will be treated in confidence. I encourage you to express yourself freely and to suggest new and creative ideas.

Please send your response to [ngopcbreview@middletonlee.com](mailto:ngopcbreview@middletonlee.com). The deadline for input is **5<sup>th</sup> February 2007**. A final report will be available at the end of March 2007.

Many thanks for your contribution.

Peter Piot  
Executive Director, UNAIDS

Note: For more information about the PCB and the current NGO Delegation, please see:  
<http://www.unaids.org/en/AboutUNAIDS/Governance/default.asp> and  
[http://www.unaids.org/un aids\\_resources/images/UNGASS/20060306\\_PCB\\_NGOTORs.pdf](http://www.unaids.org/un aids_resources/images/UNGASS/20060306_PCB_NGOTORs.pdf)

## Annex C: Guide to key informant interviews

1. In what **capacity** – and over what period of time - have you experienced NGO/civil society participation in the UNAIDS Programme Coordinating Board (PCB)?

For example, have you:

- Been part of an NGO Delegation?
- Worked alongside an NGO Delegation as a member of the PCB?
- Been involved in supporting or communicating with an NGO Delegation as part of broader civil society?

2. What are the key existing strengths and weaknesses of the **official structure and processes of the PCB** in relation to NGO/civil society participation? How could things be improved in the future?

For example, what are your opinions and ideas about:

- The official role of the NGO Delegation within the PCB?
- The non-voting status of the NGO Delegation within the PCB?
- The relationship between the NGO Delegation and the other members of the PCB?
- The relationship between the NGO Delegation and the UNAIDS secretariat?

3. What are the key existing strengths and weaknesses of the **composition, selection criteria and selection process** for the NGO Delegation on the UNAIDS PCB? How could things be improved in the future?

For example, what are your opinions and ideas about:

- The number of representatives in the NGO Delegation?
- The type of NGOs that can be part of the NGO Delegation (according to the ECOSOC resolution)?
- The composition of the NGO Delegation (i.e. the balance in terms of geography, gender, HIV status, experience, age, constituency representation (especially marginalized groups), etc)?
- The selection criteria for the members of the NGO Delegation?
- The selection process for the members of the NGO Delegation?
- How the NGO Delegates communicate among themselves and work 'as a whole'?

4. What are the key existing strengths and weaknesses of the systems for **communication, consultation and accountability** between the NGO Delegation on the UNAIDS PCB and broader civil society? How could things be improved in the future?

For example, what are your opinions and ideas about:

- The systems for general communication from the NGO Delegation to broader civil society?
- The systems for general communication from broader civil society to the NGO Delegation?
- The systems for consultation and constituency representation between the NGO Delegation and broader civil society on key strategic issues?
- The systems for accountability between the NGO Delegation and broader civil society?

5. What are the key existing strengths and weaknesses in relation to the **capacity and resources** for NGO/civil society participation in the UNAIDS PCB? How could things be improved in the future?

For example, what are your opinions and ideas about:

- The orientation available to new member of the NGO Delegation?
- The on-going support available to the NGO Delegation, including from the UNAIDS secretariat?
- The capacity building available to the NGO Delegation?
- The resources (money, expertise, logistics, etc) needed and available to the NGO Delegation?
- The sustainability of knowledge and 'institutional memory' for the NGO Delegation?

6. In particular, what are the key strengths and weaknesses in relation to the **greater involvement of people living with or affected by HIV or AIDS (GIPA)** and other marginalized groups in NGO/civil society participation in the UNAIDS PCB? How could things be improved in the future?

For example, what are your opinions and ideas about:

- The systems for people living with HIV and other marginalized groups to have a direct voice within the UNAIDS PCB?
- The systems for people living with HIV and other marginalized groups to communicate their views with and through the NGO Delegation on the UNAIDS PCB?

7. In summary, what are the 2-3 **priority actions** that should be taken to improve NGO/civil society participation in the UNAIDS PCB in the future? Who should take these actions?

## Annex D: List of respondents to Review

### Breakdown of respondents to Review according to main geographic area of knowledge/comments

| Respondent's main area of geographic knowledge/comments | Key informant interviews | Additional interviews / 'vox pops' at 19 <sup>th</sup> PCB | Responses to international call for input | Responses to Peter Piot's call for input | Total     |
|---|--------------------------|--|---|--|-----------|
| Latin America and Caribbean                             | 5                        | 4  | -   | 3  | 12        |
| Asia  | 7                        | -  | 4   | 2  | 10        |
| Africa  | 9                        | 15   | 5   | 2  | 31        |
| Europe  | 3                        | -  | -   | 2  | 5         |
| North America   | 2                        | 1  | -   | 2  | 5         |
| Global  | 12                       | 9  | -   | 1  | 22        |
| <b>Total</b>  | <b>38</b>                | <b>29</b>  | <b>9</b>                                  | <b>12</b>                                | <b>88</b> |

### List of key informants, additional interviews and 'vox pops' for Review

| Name  | Current organisation and country  | Main area of geographic knowledge / comments |
|---|---|--|
| <b>Former / Current NGO Delegates to PCB</b>          |   |  |
| <b>a. Key informant interviews</b>                    |   |  |
| Kim Nichols   | African Services Committee, USA   | North America                                |
| Javier Hourcade Bellocq                               | International HIV/AIDS Alliance, UK   | Latin America and Caribbean                  |
| Rachel Ong  | Asia Pacific Network of People Living with HIV/AIDS (APN+), China                 | Asia   |
| Mary Balikungeri                                      | Rwanda Women's Network, Rwanda  | Africa                                       |
| T Richard Corcoran                                    | Health Global Access Project (Health GAP), USA                                    | North America                                |
| Rubén Mayorga   | UNAIDS, Peru  | Latin America and Caribbean                  |
| O.C Lin   | Hong Kong AIDS Foundation (HKAF), Hong Kong                                       | Asia   |
| Bai Bagasao   | UNAIDS, Thailand  | Asia   |
| Alena Peryshkina                                      | AIDS Infoshare, Russia  | Europe                                       |
| Gracia Violeta Ross                                   | Red Boliviana de PVVS (REDBOL)  | Latin America and Caribbean                  |
| <b>b. Additional interviews and 'vox pops'</b>        |   |  |
| Sandra Batista  | Rede Latinoamericana de Redução de Danos (RELARD), Brazil                         | Latin America and Caribbean                  |
| Michael O'Connor                                      | Interagency Coalition on AIDS and Development (ICAD), Canada                      | North America                                |
| <b>NGO Observers to the PCB / wider civil society</b> |   |  |
| <b>a. Key informant interviews</b>                    |   |  |
| Kieran Daly   | International Council of AIDS Service Organisations (ICASO), Canada               | Global                                       |
| Robert J Vitillo                                      | Caritas Internationalis, Geneva   | Global                                       |
| Kevin Moody   | Global Network of People Living with HIV (GNP+), The Netherlands                  | Global                                       |
| Abdelkader Bacha                                      | International HIV/AIDS Alliance, UK   | Africa                                       |
| Bobby John  | Centre for Health and Sustainable Development, India                              | Asia   |
| Alex Coutinho   | The AIDS Service Organisation (TASO), Uganda                                      | Africa                                       |
| Susan Chong   | (Formerly) Asia Pacific Council of AIDS Service Organisations (APCASO), Australia | Asia   |
| Peter Okaalet   | MAP International, Kenya  | Africa                                       |
| Olayide Akanni  | Journalists Against AIDS (JAA), Nigeria   | Africa                                       |
| Cheick Tidiane Tall                                   | African Council of AIDS Service Organisations (AfriCASO), Senegal                 | Africa                                       |
| Jacob Gayle   | Ford Foundation, USA  | Global                                       |
| Musimbi Kanyoro                                       | World Young Women's Christian Association (YWCA), Geneva                          | Africa                                       |
| Sisonke Msimang                                       | Open Society Initiative for Southern Africa (OSISA), South Africa                 | Africa                                       |
| Elizabeth Mataka                                      | Zambia National AIDS Network (ZANAN), Zambia                                      | Africa                                       |
| Robert Carr   | Caribbean Vulnerable Communities Coalition  | Latin America and Caribbean                  |
| <b>b. Additional interviews and 'vox pops'</b>        |   |  |
| -   | Zambian NGO (NGO Observer at PCB)   | Africa                                       |

|   |   |                             |
|---|---|-----------------------------|
| -   | Zambian NGO (NGO Observer at PCB)   | Africa                      |
| -   | Zambian NGO (NGO Observer at PCB)   | Africa                      |
| -   | Zambian NGO (NGO Observer at PCB)   | Africa                      |
| -   | Zambian NGO (NGO Observer at PCB)   | Africa                      |
| -   | Zambian NGO (NGO Observer at PCB)   | Africa                      |
| -   | Zambian NGO (NGO Observer at PCB)   | Africa                      |
| -   | Zambian NGO (NGO Observer at PCB)   | Africa                      |
| Carol Nawina Nyirenda                                   | UNITAID, Zambia   | Africa                      |
| Marcel van Soes   | World AIDS Campaign (WAC), The Netherlands  | Global                      |
| Baba Goumbala   | International HIV/AIDS Alliance, Senegal  | Africa                      |
| Jacqueline Bataringaya                                  | International AIDS Society (IAS), Geneva  | Global                      |
| -   | Elizabeth Glaser Paediatric AIDS Foundation, Zambia   | Africa                      |
| Carl Stecker  | Catholic Relief Services (CRS), USA   | Global                      |
| -   | Regional AIDS Training Programme, Kenya   | Africa                      |
| -   | Southern Africa Network of AIDS Service Organisations (SANASO), Zimbabwe                    | Africa                      |
| Patrick Couteau   | International Federation of the Red Cross (IFRC), Zimbabwe                                  | Africa                      |
| Edgar Carrasco  | Latin America Council of AIDS Service Organisations (LACASO), Venezuela                     | Latin America and Caribbean |
| Samuel Kissi  | Youth Coalition, Ghana  | Africa                      |
| <b>PCB Member States and Cosponsoring Organisations</b> |   |                             |
| <b>a. Key informant interviews</b>                      |   |                             |
| Suwit Wilbulpolprasert                                  | Ministry of Public Health, Thailand   | Asia                        |
| Marieangela Batista Galvão Simão                        | Ministry of Health, Brazil  | Latin America and Caribbean |
| Elhadj Amadou Sy  | United Nations Development Programme (UNDP), USA  | Global                      |
| Robin Jackson   | World Food Programme (WFP), Italy   | Global                      |
| Sue Leather   | International Labour Organisation (ILO), Geneva   | Global                      |
| Carole Presern  | UK Mission to the United Nations, Geneva  | Europe                      |
| Sigrun Mogedal  | Ministry of Foreign Affairs, Norway   | Europe                      |
| <b>b. Additional interviews and 'vox pops'</b>          |   |                             |
| Ann David Antoine                                       | Ministry of Health, Grenada   | Latin America and Caribbean |
| Elizabeth Benomar                                       | United Nations Population Fund (UNFPA), USA   | Global                      |
| Steve Krauss  | United Nations Population Fund (UNFPA), USA   | Global                      |
| Teguest Guerma  | World Health Organisation (WHO), Geneva   | Global                      |
| Carlos André Passarelli                                 | Ministry of Health, Brazil  | Latin America and Caribbean |
| Christopher Castle                                      | United Nations Educational, Scientific and Cultural Organisation (UNESCO), France           | Global                      |
| <b>Staff of UNAIDS Secretariat</b>                      |   |                             |
| <b>a. Key informant interviews</b>                      |   |                             |
| Peter Piot  | United Nations Joint and Cosponsored Programme on AIDS (UNAIDS), Geneva                     | Global                      |
| Eamonn Murphy   | United Nations Joint and Cosponsored Programme on AIDS (UNAIDS), Geneva                     | Global                      |
| Sally Smith   | United Nations Joint and Cosponsored Programme on AIDS (UNAIDS), Geneva                     | Global                      |
| Kate Thomson  | United Nations Joint and Cosponsored Programme on AIDS (UNAIDS), Geneva                     | Global                      |
| <b>b. Additional interviews and 'vox pops'</b>          |   |                             |
| Andy Seale  | United Nations Joint and Cosponsored Programme on AIDS (UNAIDS), Geneva                     | Global                      |
| Calle Almedal   | United Nations Joint and Cosponsored Programme on AIDS (UNAIDS), Geneva                     | Global                      |
| <b>'Peer' organisations</b>                             |   |                             |
| <b>a. Key informant interviews</b>                      |   |                             |
| Anandi Yuvraj   | (Formerly) India AIDS Alliance / Global Fund to Fight AIDS, Tuberculosis and Malaria, India | Asia                        |
| Mick Mathews  | Global Fund to Fight AIDS, Tuberculosis and Malaria, Geneva                                 | Global                      |