

# **Strengthening Women's Engagement with the Global Fund to Champion Gender Equality through the New Funding Model and Beyond**

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Geneva, Switzerland

Organized and facilitated by AIDS Strategy, Advocacy and Policy (ASAP) and the ATHENA Network  
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# Contents

<b>Acronyms and abbreviations .....</b>	<b>2</b>
<b>Executive Summary: Outcomes Statement .....</b>	<b>3</b>
<b>1. Introduction and Overview .....</b>	<b>8</b>
1.1 The Global Fund and gender: setbacks and opportunities .....	8
1.2 About the workshop .....	8
1.3 About this report .....	9
<b>2. The Global Fund Today: Background and Updates .....</b>	<b>10</b>
2.1 Structures and operations .....	10
2.1.1 Global Fund Board and committees .....	10
2.1.2 Board delegations.....	10
2.1.3 Technical Review Panel (TRP).....	11
2.1.4 Women in Global Fund leadership positions.....	12
2.1.5 Fund portfolio managers (FPMs).....	12
2.2 New funding model (NFM) .....	13
2.2.1 Overview and selected concerns noted by participants .....	13
2.2.2 Feedback from Global Fund participants in regards to the NFM .....	15
2.2.3 Experiences from ‘early applicants’: Zimbabwe and Myanmar.....	16
2.2.4 New supportive tool: modules to help identify and measure strategic investments .....	17
2.3 Notable human rights issues and developments .....	18
<b>3. Gender and the Global Fund: Where We Are Now .....</b>	<b>18</b>
3.1 What is ‘gender’? .....	18
3.2 Global Fund’s Gender Equality Strategy (GES).....	19
<b>4. Action Planning: Identification of Priorities and Recommendations .....</b>	<b>22</b>
4.1 Gap analysis and preliminary solutions .....	22
4.2 Priority action steps to influence gender equality within the Global Fund.....	24
4.2.1 Creating preliminary work plans .....	24
4.2.2 Agreeing on key issues to take forward.....	25
4.3 Initial feedback on proposed recommendations .....	26
4.4 Conclusion: next steps .....	28
<b>Annex 1. List of Participants.....</b>	<b>29</b>
<b>Annex 2. Preliminary Action Planning: Comprehensive List .....</b>	<b>33</b>
<b>Annex 3. Workshop Evaluation.....</b>	<b>35</b>

## **Acronyms and abbreviations**

CCM =	country coordinating mechanism
CSS =	community systems strengthening
GAC =	Grant Approvals Committee
GES =	Gender Equality Strategy
Global Fund =	Global Fund to Fight AIDS, Tuberculosis and Malaria
NFM =	new funding model
NGO =	non-governmental organization
NSP =	national strategic plan
SIIC =	Strategy, Investment and Impact Committee
TRP =	Technical Review Panel
UNAIDS =	Joint United Nations Programme on HIV/AIDS

## Executive Summary: Outcomes Statement

From 10-12 July 2013, more than 35 individuals with extensive experience on gender equality, from over 20 countries, met in Geneva to focus on the Global Fund to Fight AIDS, Tuberculosis and Malaria (the Global Fund). Twenty-three of the participants were women's rights advocates working primarily at the community level, with grassroots organizations; over three-quarters of those advocates are openly living with HIV, including several from key populations. They were joined by representatives from the Global Fund and United Nations agencies. The meeting was supported by the Secretariat of the Global Fund, the Joint United Nations Programme on HIV/AIDS (UNAIDS) and the United Nations Development Programme (UNDP), with some additional support from Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ). The overarching aim was to strengthen women's engagement with the Global Fund.

The meeting was organized and facilitated by ASAP (AIDS Strategy, Advocacy and Policy) and the ATHENA Network. The workshop was the launch of a joint initiative to coordinate and strengthen the engagement of women's rights advocates—in particular women living with HIV and TB and affected by malaria—with the Global Fund and its processes, and to provide meaningful and consistent input into decision-making structures. The timing of this first global meeting was designed to inform discussions at the Global Fund's Strategy, Investment and Impact Committee (SIIC) that met in Geneva 16-18 July 2013. What follows is the Outcomes Statement from this workshop, which provides a brief action-oriented summary of the results of the participants' discussions.

### **Problem statement: Despite the existence of the Global Fund's Gender Equality Strategy (GES), women's priorities and challenges are not adequately recognized or responded to throughout all Global Fund structures and processes**

The Global Fund has great potential to be a vital engine for investment in women's health and rights, particularly for women living with and affected by the three diseases. To date, this full potential and impact have yet to be achieved. The Global Fund and many of its stakeholders have failed to prioritize and implement programmes to support women in all their diversity, and they have not taken sufficient steps to address the barriers that prevent women and girls from obtaining the comprehensive, quality services that meet their rights and needs. These programmes are essential to achieve the greatest impact on the three diseases. The failure to respond has particularly dire consequences in sub-Saharan Africa, where some 60 percent of all those newly acquiring HIV are women and girls, often from communities of women who experience stigma and discrimination above and beyond gender-specific vulnerabilities, including female and trans\*<sup>1</sup> sex workers, and women and girls who use drugs.

The lack of effective action persists despite the existence since 2008 of the Global Fund's Gender Equality Strategy (GES). That strategy—commendably progressive on paper, especially in the world of international development—laid out a commitment for all Global Fund stakeholders to take steps to transform the lives of women and girls in implementing countries. However, at least three evaluations of the implementation of the GES to date have shown that it has significantly failed to meet its goals. Implementation of the GES has been limited, has not been adequately costed or budgeted, and no adequate communications strategy has been rolled out to explain or push for it. Therefore, it is not

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<sup>1</sup> *Trans\** is an umbrella term that refers to all of the identities within the gender identity spectrum. It is a term preferred by many people working in and with communities.

surprising that within Global Fund structures—including country coordinating mechanisms (CCMs) and principal recipients (PRs)—many people remain unaware of the existence of the GES and the importance assigned to addressing gender equality through the Global Fund.

Moreover, Global Fund proposals and implementation of approved programmes are rarely assessed for their gender impact. As a result, far too few grant agreements specify or fund gender-sensitive or gender-transformative activities, and where they do progress is not tracked. Few women, and people with gender expertise, are able to participate meaningfully in CCMs and other Global Fund structures. Community-based groups that comprise women and work on behalf of them and their rights rarely receive funding or other support to do this kind of work. The Global Fund Secretariat has just one person, among some 600 total, mandated to focus primarily on gender.

The GES on its own may not fully address these challenges, but implementing and monitoring the 2008 strategy—and strengthening and updating it as needed—is a crucial step that can and should be undertaken immediately. The launch of the new funding model (NFM) is an opportunity to rectify the poor performance of the past in regards to women and advancing gender equality. The Global Fund should seize this opportunity. Leadership at the highest level is needed, with the Global Fund Board and Secretariat working with partners from all sectors to put the GES into action in all countries.

**Key message: Women, particularly those at grassroots level, want and demand change**

Women’s rights advocates around the world find the current situation unacceptable in their own lives and for their families and their communities. Their input and observations for next steps are critical because they work at all levels, from the global to the grassroots, where services are delivered and gender-related obstacles and needs are most acute.

In general, the participants attending the July 2013 workshop highly value the Global Fund. All have seen how it has transformed lives and raised hope among people living with and affected by HIV, TB and malaria. But they want and expect it to be more effective, in particular to overcome gender-related barriers to accessing services and realising rights. In their view, successful efforts in this area are a critical component of strategic investment. The Global Fund can only achieve optimal impact if its overall approach to supporting HIV, TB and malaria responses adequately and proactively addresses gender-related barriers. Those priorities are exactly the ones that the Global Fund itself has identified as part of its 2012-2016 Strategy and the NFM. All Global Fund stakeholders should, therefore, understand that the rights, priorities, needs and visions of women in all their diversity must be better recognized and addressed if the Global Fund is to achieve the goals and objectives it has identified and to have maximum impact on the three diseases.

**Action 1: Priority steps for the Global Fund's SIIC to undertake immediately**

Based on their discussion, participants at the July 2013 global workshop identified several steps that should be taken to address their concerns and, more broadly, the needs of women in all their diversity, including those living with HIV, TB and malaria in countries where the Global Fund is active. The first and most immediate steps focused on influencing discussions at the Global Fund's SIIC, which met in Geneva from 16 July 2013. One participant highlighted that the recommended steps are closely aligned to many of the objectives specified in the Joint Civil Society Action Plan currently being developed with leadership of the three civil society delegations to the Global Fund Board.

*Workshop participants formally present the following priority recommendations to the SIIC.*

**1. In considering the paper discussing implementation of the Gender Equality Strategy (GES), the SIIC should:**

- Require Global Fund reporting to include sex- and age-disaggregated data. Evidence is a main principle of the NFM. A comprehensive data set would include sex- and age-disaggregated data. Therefore, the Global Fund should **require** (not merely recommend) that such data be collected and reported. Collecting and reporting such data provides a key opportunity to track implementation and needs, to ensure that gender-sensitive and gender-transformative activities are supported in Global Fund grants, and to raise awareness of gender-related concerns. The lack of ample or adequate gendered evidence - and the Global Fund not requiring it - are two main reasons why stakeholders at all levels (especially at country level) may overlook and fail to prioritize sufficient activities and funding focused on the needs and priorities of women and girls, and that will deliver gender equality.
- Budget sufficient resources for the Global Fund Secretariat to undertake and monitor implementation of the GES. Implementation of the GES should be costed. That initial step should be followed by the provision of targeted, sufficient resources to implement the GES. This would include action to:
  - i) develop a strong advocacy and communications strategy and then initiate and sustain a campaign that reaches stakeholders at all levels;<sup>2</sup>
  - ii) implement gender equality training for CCMs, PRs and other key stakeholders;
  - iii) provide training on gender to all Secretariat staff; and
  - iv) monitor and evaluate all Global Fund programming to ensure gender-related issues are considered and addressed effectively.

**2. In considering the CCM eligibility paper, the SIIC should:**

- Require gender focal points on all CCMs. There is a need to integrate gender equality in Global Fund programming, implementation and monitoring more thoroughly than is currently underway in most countries. Effective responses to gender-related challenges and concerns require women and men who understand the importance of gender to be involved at all stages of the NFM process, including on the CCM. Inclusion and enhanced awareness on such structures is especially important because CCMs remain a core component of Global Fund programming. Regardless of the extent of gender-sensitive discussion and engagement in country dialogue processes, CCMs remain the gatekeeper of Global Fund proposals. Vital gender-sensitive and -transformative programmes are unlikely to be included adequately in concept notes and thus moved forward through the NFM unless CCMs include trained and monitored gender focal points.

**3. In addition, the SIIC should:**

- Require gender analysis to be a conditionality of the concept note. Currently the NFM processes suggest and recommend to countries that they include gender analysis when developing concept notes. This is a good step forward, but it is not strong enough. The Global Fund should make gender analysis at this stage a requirement and take steps—including through funding and technical support—to enable countries to undertake such analysis. FPMs (fund portfolio managers) and staff from technical partners should be made aware of this requirement and be included in relevant training and technical support, if necessary, so that they are able to provide

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<sup>2</sup> In line with the third area of intervention of the GES, “Develop a robust communications and advocacy strategy”.

the requisite support to countries through NFM processes and in the development and iteration of concept notes. Given the importance, under the NFM, of national strategic plans (NSPs), the Global Fund should also strongly encourage countries to undertake gender analysis when developing NSPs.

## **Action 2: Other steps agreed by participants**

Participants at the Geneva workshop urged the SIIC to consider the priorities below that fall within its remit, as well as recognizing that many other areas of priority fall to others working at local and global level. They agreed to collaborate moving forward, and involve other stakeholders as necessary, to ensure that the following actions are reflected and responded to in the ***GES implementation paper***:

- Create and monitor key performance indicators (KPIs) in regards to GES implementation
- Create and monitor gender-specific KPIs, including in regards to the implementation of the GES, for FPMs
- Hire and support more Secretariat staff working on gender equality
- Conduct ongoing independent evaluation of GES implementation
- Initiate and sustain a global and national communications strategy regarding the GES specifically, and gender issues more generally

Participants specified the following in regards to the ***CCM eligibility paper***:

- Gender training within CCMs should be required (not simply recommended). All members should be provided with such training upon joining a CCM and all should receive training on a regular basis. The Global Fund should allocate dedicated financial support for such training.
- The Global Fund (through the SIIC) should review the inclusion of “women and girls” in the definition of key populations. Participants raised concerns that such inclusion dilutes and limits efforts to respond to key gender-related issues, which are broadly relevant across all aspects of Global Fund programming.

Workshop participants agreed that ***they and their community-based colleagues would take the following action steps at the global level***:

- Debrief the Global Fund Executive Director on the outcomes of the meeting
- Review the modules being developed by the Global Fund Secretariat to identify, measure and quantify HIV, TB, malaria, and health systems strengthening (HSS) activities
- Include gender in other key papers from the Secretariat, including those related to community systems strengthening (CSS) and the proposal guidelines provided to countries
- Consider joining relevant Global Fund Board delegations, including the Communities and Developing Country NGO delegations
- Apply to join the Global Fund Technical Review Panel (TRP), which is currently seeking new members
- Enhance the documentation of key gender-related data and evidence, and identify research and data gaps
- Ensure gender equality is further prioritized in the mid-term review of the current Global Fund Strategy (2012-2016) and included in the one that follows

Workshop participants agreed that *they and their community-based colleagues would take the following action steps at the regional and national level:*

- Strengthen the capacity of women through national and regional training on the GES and the Global Fund more broadly
- Sensitize Global Fund PRs on the GES and the Global Fund more broadly
- Bring women, in all their diversity, into country dialogues
- Join CCMs and participate fully, including through consulting widely with others and sharing experiences and information
- Establish (or contribute to) a "watchdog" role in regards to the inclusion of gender concerns in all Global Fund structures and processes, at national, regional and global level
- Involve men as agents to advance gender equality in all Global Fund structures and processes

Workshop participants agreed to work with the Global Fund (and demand action, if necessary) to achieve the following *national and regional actions on the part of the Global Fund:*

- Invest in women's leadership, including by providing core funding for women's networks
- Roll out the UNAIDS Gender Assessment Tool for National HIV Responses and ensure that it is understood and used in all relevant Global Fund processes—e.g., development and review of NSPs, country dialogues, concept note development, and CCM decision-making
- Gather gender-related strategic information and evidence at the national level and document it
- Identify data and research gaps, especially at national level
- Influence political leaders in regards to gender-related issues and the need to prioritize them

The conveners of the global workshop, ASAP and the ATHENA Network, pledged to:

- Set up and maintain opportunities for dialogue among workshop participants, through the existing website space and virtual meetings
- Convene two regional workshops to bring together women's rights advocates from Asia and the Pacific—at the time of the International Congress on AIDS in Asia and the Pacific (ICAAP) in November 2013, in Bangkok, Thailand—and from Africa, at the time of the International Conference on AIDS and STIs in Africa (ICASA) in December 2013, in Cape Town, South Africa
- Support actions to strengthen local efforts on gender equality in five of the priority NFM countries
- Strengthen CCMs' work on gender equality through the Global Fund's pilot programme to strengthen engagement in the NFM of people living with and affected by HIV, TB and malaria, and key populations



# 1. Introduction and Overview

## 1.1 The Global Fund and gender: setbacks and opportunities

The Global Fund has transformed lives and raised hope among people living with and affected by HIV, TB and malaria. It has great potential to be a vital engine for investment in women's health and rights. For the past several years, and especially since the launch in 2008 of its Gender Equality Strategy (GES), the Global Fund has been moving toward better mechanisms to integrate and engage women. Yet there remain substantial gaps in regards to gender-responsive and women-centred programmes beyond prevention of mother-to-child transmission (PMTCT).<sup>3</sup> Most notable is the fact that although commendably progressive on paper, the GES has not been implemented.

As a result, the full potential and impact of the GES and other gender-focused efforts within the Global Fund have yet to be achieved. The launch of the Global Fund's new funding model (NFM), which will be fully rolled out in 2014, is an opportunity to rectify the poor performance of the past in regards to women and girls, and advancing gender equality. This should enhance the impact of the Global Fund, in line with the priorities identified in the Global Fund's 2012-2016 Strategy and the main NFM principles.

## 1.2 About the workshop

From 10-12 July 2013, more than 35 individuals with extensive experience in gender equality and HIV, from over 20 countries, met in Geneva to focus on the Global Fund, particularly in regards to strengthening women's engagement at all levels and structures. Twenty-three of the participants were women's rights advocates and activists working primarily at the community level, with grassroots organizations, and over three-quarters are openly living with HIV, including several from key populations. They were joined by gender equality and women's rights specialists and advisers from the Global Fund and United Nations agencies. Annex 1 contains a list of all participants, as well as the specialists who addressed the meeting.

The workshop was organized and facilitated by ASAP (AIDS Strategy, Advocacy and Policy) and the ATHENA Network, which intend to work together to coordinate and build an ongoing process of engagement for women's rights advocates—in particular women living with HIV and TB and affected by malaria—with the Global Fund and its processes, and to provide meaningful and consistent input to decision-making structures. The July gathering was the first major step in this collaborative process.

The timing of the workshop was designed to inform discussions at the Global Fund's Strategy, Investment and Impact Committee (SIIC), which met in Geneva shortly after and discussed the GES. It is also anticipated that this process will support action with the Global Fund processes at national level. Workshop participants expect to also highlight gender issues with the Global Fund at other advocacy opportunities in the near future, such as the 11th International Congress on AIDS in Asia and the Pacific (ICAAP), to be held in November 2013, and the 17th International Conference on AIDS and STIs in Africa (ICASA), scheduled for December 2013.

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<sup>3</sup> ASAP and the ATHENA Network recognize that many women living with HIV raise concerns about the term "PMTCT", preferring instead others such as "comprehensive prevention of vertical transmission" or "virtual elimination". However, for consistency with other reports the term PMTCT is used here.

The main purpose of the workshop was to provide a space for women's rights advocates to consider how they can strategically engage with and influence the Global Fund in regards to the full implementation of the GES and broader gender-related priorities in the context of the NFM. The following objectives were specified at the beginning of the workshop:

- To build the capacity of women's rights advocates to engage with the Global Fund from a gender equality perspective
- To learn from experience to date and begin to strengthen the capacity of partners in NFM focal countries
- To strengthen partnerships and two-way engagement, thereby building mutual capacity in gender and Global Fund processes
- To support the implementation of the GES
- To develop advocacy and action plans to sustain efforts initiated at the workshop

### **1.3 About this report**

This report provides a summary of presentations, discussions and outcomes from the 10-12 July workshop. It is not intended to be an in-depth account of all proceedings and thus does not necessarily discuss all information and resources chronologically or extensively (if at all). Instead, by providing an account of the workshop it aims to support advocacy and decision-making efforts related to the Global Fund and key gender-related concerns and priorities.

This report and the discussions held at the workshop are part of a process designed to be ongoing. It is therefore important to note that the information and summaries throughout the report are based on what was known and discussed as of the dates of the workshop. Subsequent developments regarding the SIIC, the NFM and other Global Fund processes and structures are not reflected, unless specifically stated otherwise.

The report is structured as follows:

- Background information regarding Global Fund structures and processes, including the NFM (Section 2)
- Gender-specific developments at the Global Fund, notably the GES (Section 3)
- Action planning and development of recommendations (Section 4)

The report also contains three annexes:

- Annex 1 contains a list of participants and speakers
- Annex 2 contains a full list of responses provided by participants during a preliminary action planning exercise
- Annex 3 provides a summary of findings from a post-workshop evaluation form filled in by participants

Background material, including the full text of many of the presentations, is available at [www.asapltd.com](http://www.asapltd.com) and [www.athenanetwork.org](http://www.athenanetwork.org). Meeting participants also have access to a dedicated, password protected, on-line dialogue space.

## **2. The Global Fund Today: Background and Updates**

Workshop participants had a range of experience in, and understanding of, Global Fund processes and developments, including recent ones. A substantial part of the gathering therefore focused on ensuring a shared basic level of knowledge and providing information on how community-based and women's advocates can engage with and influence Global Fund processes. Presentations were also provided on key issues and concepts related to gender. The overall goal was to develop a common recognition of gender-related gaps, strategies, priorities and potential entry points for improvement in all aspects and levels of the Global Fund.

This section summarizes some of the main discussion areas associated with these background presentations. The comments and issues are among those stressed by presenters and discussed by participants at the workshop.

### **2.1 Structures and operations**

#### **2.1.1 Global Fund Board and committees**

The Global Fund is technically a financing mechanism, not an implementing entity. Its Secretariat, based in Geneva, puts into action and oversees the decisions of the Board. The Secretariat's main responsibilities are to provide guidance and work with (and support, as needed) country partners that are implementing grant programmes.

Of the Global Fund's 20-member Board, half (10) are part of the "implementer bloc", with the remainder from the "donor bloc". The Global Fund is unique among development entities by having mandated from the beginning that implementers have a governance voice, at least on paper.

The Board has ultimate decision-making power and responsibility. Yet the majority of decisions are taken at committee level and then presented to the Board for approval. The most important of the three main committees for the purposes of the gender workshop is the Strategy, Investment and Impact Committee (SIIC), which provides recommendations for the Global Fund Secretariat to do its work. The other two permanent (or "standing") committees are the Finance and Operational Performance Committee (FOPC) and the Audit and Ethics Committee (AEC). In keeping with the principle of balance, leadership in all committees is divided between the donor and implementer constituencies.

#### **2.1.2 Board delegations**

Seven of the 10 seats in the Board's 10-member "implementer bloc" are reserved for representatives from each of seven regions (e.g., Eastern and Southern Africa). Governments in each region play the major role in determining the holder of those seats, with health ministers the most commonly selected; on occasion, however, representatives are selected from outside the public sector. The other three seats are held by representatives from the following: Developing Country Non-Governmental Organization (NGO) Delegation, Developed Country NGO Delegation, and Communities Delegation. (The Communities Delegation comprises people living with and affected by the three diseases.)

Each delegation has its own rules and policies regarding selection and rotation of Board members and Alternate Board members. Each also has a Communications Focal Point (CFP), an individual who organizes calls and meetings as well as the receipt, distribution and review of the massive amount of documentation flowing from the Global Fund to the delegation. Given their organizations and background, workshop participants are likely to be eligible for membership in at least one of these three delegations. All were encouraged to consider applying to become a delegation member, if they were not already. All three delegations were represented at the workshop.

The three delegations have often worked closely together in developing common positions. Together, they comprise a powerful voting bloc on the Global Fund Board given that Board decisions can be blocked by just four total votes. Therefore, if and when the three delegations are united, they need only one additional vote from the other 17 Board members to oppose a resolution successfully. This power can also be used during decision-making processes to ensure that any resolutions reflect the position of the three delegations.

The delegations recently took steps to institutionalize some of their collaborative work. In June, they launched an effort to develop a Joint Civil Society Action Plan, designed to achieve enhanced engagement of civil society and communities in all Global Fund processes and structures. Among the goals will be to improve the quality of data, especially in regards to key populations and communities; increase civil society's effectiveness in the delivery of services; and build the "right" mechanism(s) to facilitate support for civil society and key populations. These and other goals are considered especially important to achieve as the NFM is launched, given that this major change in grantmaking offers a unique opportunity to put in place solutions—such as scaling up community-driven services—that are needed to improve responses to the three diseases. The priorities, needs and rights of women and girls are included in all such efforts because the Global Fund currently considers women and girls to be part of the overall "key populations" definition.

As of July 2013, the delegations had a commitment from the Global Fund executive director to support their proposed civil society high-level action plan. It is expected, therefore, that one will be developed over the next several months, with input welcome from all workshop participants to ensure that it addresses gender equality and GES implementation.

### **2.1.3 Technical Review Panel (TRP)**

The Technical Review Panel (TRP) is an independent body that reviews the technical soundness of proposals on behalf of the Global Fund and makes recommendations for funding decisions including changes, approval/rejection, etc. Under the NFM (see Section 2.2 below), its direct engagement will increase as it reviews concept notes and works with countries to prepare fully fledged (and acceptable) programmes. This represents a change from the past, when the TRP evaluated proposals at one point only and then made recommendations to the Board in regards to approval or rejection of them.

The Global Fund Board almost always approves the TRP's decisions. The panel's impact is therefore substantial. One criticism noted at the workshop is that expertise expected on the TRP is defined relatively narrowly, as the terms of reference (ToR) for TRP members are heavily weighted toward academics and scientists. One requirement, for example, is that all members have advanced academic degrees. Some observers believe that the ToR thus fail to take into account the important value of grassroots/community members, many of whom do not have such degrees but come with experience and a solid understanding of what is needed based on lived reality. This is something that the civil society Board delegations have been trying to address through their roles.

Several participants cited the perceived lack of gender sensitivity on the TRP. To address that gap, many favoured lobbying the SIIC to change the ToR for the TRP in order to increase the likelihood that community members, including those with gender expertise, would be eligible for membership. That approach was viewed as being potentially effective in the medium to long term, but not in regards to the ongoing open call for new TRP members (with a deadline of 31 July 2013). Nevertheless, some participants said they would consider applying or would urge colleagues to do so by that date.

#### **2.1.4 Women in Global Fund leadership positions**

Historically, and to a large extent now, many of the top positions at the Global Fund have been held by men. Some Global Fund representatives said that this fact does not necessarily correlate with lack of comprehensive gender-related interest or advocacy, given that men can also be committed to advancing the rights and needs of women and girls. Nevertheless, as they and other participants noted, the disproportionate number of women has symbolic value and may limit progress. It was noted that in recent months a few more women have been appointed to senior roles in the secretariat, and that—for the first time ever with the exception of a brief period in 2006-2007—the incoming chair and vice-chair of the Global Fund Board are both women.<sup>4</sup>

As noted at the workshop, the Global Fund Secretariat currently has one person, among 600, who is mandated to focus on gender. Workshop participants were concerned that this undermines the Global Fund’s stated commitment to achieving gender equality. Additional dedicated staff members are necessary, they concluded, to better highlight and overcome existing gender-related challenges in Global Fund programming.

#### **2.1.5 Fund portfolio managers (FPMs)**

Fund portfolio managers (FPMs) are a vital component of the Global Fund. They work closely with country partners to monitor and implement grants, and are generally the mostly highly visible Secretariat representative in a country. High-impact countries usually have one dedicated FPM, while others cover multiple countries.

FPMs have considerable leverage in ensuring that what is “on paper” in regards to Global Fund grants actually happens in reality. Generally speaking, they are responsible for ensuring that the will of the Board and the TRP get translated into action on the ground. They are expected, for example, to consider whether elections to country coordinating mechanisms (CCMs) are transparent and open and that the conditions often attached to grants are being responded to effectively. Another example of their responsibilities in some contexts is to help facilitate access to expertise in procurement to ensure that countries get the best advice and support when setting up supply-chain systems and structures.

The roles, responsibilities and expectations associated with FPMs make them the most direct entry point for registering complaints and concerns, including about issues related to gender and women. They have nevertheless faced substantial criticism in the past for being remote and inaccessible, especially for representatives from civil society and communities. One important recommendation from the 2011 High-

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<sup>4</sup> The newly elected chair is Nafsiah Mboi, the Indonesian Minister of Health. The new vice-chair is Mireille Guigaz, Ambassador for the Fight Against HIV and Communicable Diseases, French Ministry of Foreign and European Affairs.

Level Independent Review Panel on Fiduciary Controls and Oversight Mechanism<sup>5</sup> was that FPMs need to spend more time in countries in order to be more accessible and responsive to all stakeholders. Although that recommendation has proved to be more difficult than expected to follow through, Global Fund representatives at the workshop said that access to FPMs was improving and that they should be contacted whenever the need arises. Contact information for FPMs is available on the Global Fund website.<sup>6</sup>

## 2.2 New funding model (NFM)

### 2.2.1 Overview and selected concerns noted by participants

The NFM, officially approved by the Board in November 2012, is the cornerstone of the Global Fund's 2012-2016 Strategy ("Investing for Impact"). Among its key aims are to simplify the grantmaking process, make funding more flexible and predictable for implementing countries, and ensure that the bulk of funding goes to where the needs are greatest (especially countries with high disease burden and low per capita incomes). The Global Fund is currently in the process of "testing" the NFM with a handful of "early applicants" invited to participate in late February 2013. The full roll out is planned for 2014, at which time all eligible countries will have the opportunity to access funding. (See Box 1 for a summary of the NFM roll out process and stages as of July 2013.)

#### **Box 1. Rolling out the NFM: Summary of Different Stages and Applicants**

A total of nine "early applicants" are at various stages of going through the NFM. Six are country applicants, with the other three regional ones. Of those nine, three applicants moved very quickly and signed grants by June 2013: El Salvador, Myanmar and Zimbabwe.

Three other country applicants—the Democratic Republic of the Congo, Kazakhstan and the Philippines—are taking more time, as are the three regional applicants, two of which focus on malaria (one in Latin America and the Caribbean, the other in Southeast Asia) and one on HIV and harm reduction (Eastern Europe and Central Asia). It is expected that these programmes will complete TRP review by October 2013.

Also in 2013, some 60 programmes are categorized as "interim applicants". They are not going through all of the NFM stages and are mostly seeking funds to cover expected shortfalls in essential services such as provision of antiretroviral drugs to those already on treatment. Interim applicants will also be eligible for funding in 2014 when the NFM is fully rolled out, as will all other eligible Global Fund recipients ("standard applicants").

The Global Fund describes the NFM as being a much more coherent process than the former "rounds-based" system in that the new model aims to align more closely with countries' needs and structures. One main point stressed is that countries will now know in advance how much they can ask for over a three-year period; as a result, countries will be able to make more efficient use of funding that is both predictable and flexible. Another point regularly noted is that the Global Fund will not be as "hands off" as it used to be. Through its country teams, the Global Fund now expects to work directly with partners to consider how best to put funds to use. As noted above, the TRP will also be more engaged in back-and-forth discussions to support countries in preparing high-quality proposals.

Despite the Global Fund's assertion that the NFM is a simplified and user-friendly approach, greater clarity is needed in order

<sup>5</sup> The Global Fund commissioned this panel in response to various financial, structural and administrative challenges. Its wide-ranging recommendations served as the basis for the development of the 2012-2016 Strategy, the NFM and other recent changes.

<sup>6</sup> During the workshop, several FPMs and members of country teams made themselves available to meet with workshop participants, including during breaks. These informal meetings were welcomed by participants as a step toward ensuring that their future priorities and needs were better recognized and responded to.

to make it fully accessible to stakeholders and partners in implementing countries. The following are among the NFM-specific concerns raised by participants at the gender workshop:

- **“Centrality” of NSPs.** As part of an effort to increase alignment with country structures, “concept notes” developed for Global Fund proposals should be based on national strategic plans (NSPs). While this appears intuitive and provides an opportunity for greater coherence, workshop participants noted the difficulty in influencing NSPs in many countries, including in regards to ensuring the inclusion of gender-sensitive and gender-transformative activities as well as community systems strengthening (CSS). Several noted, for example, that they had been “intimidated” and told to “shut up” when seeking to engage in developing NSPs. If NSPs do not reflect gender perspectives, the likelihood is that concept notes and final proposals will also fail to take into account and reflect concerns raised by women and other key gender-related priorities. Greater support for the inclusion of gender activities and corresponding budgets in NSPs is therefore an important component of subsequently addressing Global Fund requirements.
- **Impact of new allocation model.** The NFM is based on an allocation system in which countries are grouped according to criteria including disease burden and “ability to pay” (which is based on per capita national income). Some countries, including many in dire need of gender-specific programming—e.g., for highly vulnerable women in middle-income countries who inject drugs—will be eligible for far less support than in the previous system.
- **Country dialogue.** A process called “country dialogue” is a core element of the overall NFM process. It is meant to be an ongoing, multi-stakeholder process that is developed and led at the country level. The aim is to ensure a “robust” country-level discussion at all stages, including in regards to identifying core priorities and needs in a country. Crucially, the process is intended to be broader than the CCM and include extensive representation of communities and civil society.

Workshop participants welcomed the country dialogue concept, but most wanted the Global Fund to better define the process and explain it at country level. Similarly, they expressed concern about its benefits without extensive and effective monitoring. Several noted the fact that guidance for CCMs also stressed the importance of community and civil society influence, but in reality representatives from that sector often have been “shut out” from effective engagement or simply do not have the capacity to engage successfully. Others pointed to situations in the past in which women living with HIV and their advocates were successful in having their priorities noted in a proposal, but then discovered later that the specific activities were not included in the final grants. In their opinion, it is still not clear how such “loss” can be identified and stopped in the NFM.

- **Access to “incentive funding”.** Two main types of funding are available through the NFM: “indicative funding” and “incentive funding”. The former refers to the amount “guaranteed” to a country over a three-year period, as per the NFM’s allocation model. Incentive funding refers to funds that the Global Fund reserves to “reward” good programmes.

Several workshop participants said it was difficult to understand how incentive funding would be determined and allocated. The lack of transparency and openness, they said, could create misunderstandings and resentment—especially since such funds are allocated through “competition” among countries in different categories. Other participants expressed more positive impressions regarding the incentive funding concept in general. They argued that the Global Fund should be strategic in such ways to reward innovation and improved programmes, which should be the ultimate goal of all stakeholders (including communities and women’s advocates). Several also noted that incentive funding—and the plans to find resources to meet “unfunded quality demand”—increase the possibility that countries can have a greater share of their overall needs

met, thus achieving “full expression of demand”.<sup>7</sup>

- **Role of and access to funding for community systems strengthening (CSS).** The Global Fund regularly stresses its ability and inclination to provide funding for CSS. Such funding can be used for supporting community-based organizations (CBOs) in a range of areas often neglected by other donors, including core funding (e.g., for office space and paying salaries) and advocacy. Few countries seek such funding, however. The main bottleneck, according to several workshop participants, is CCMs. CBOs and their allies have little influence on those bodies. Most CCMs therefore either do not understand the concept of CSS or simply refuse to consider applying for such funding. Participants expressed concern that this bottleneck does not appear to be adequately understood or addressed in the NFM.

### 2.2.2 Feedback from Global Fund participants in regards to the NFM

Global Fund representatives at the workshop stressed that in many ways the NFM is a “work in progress”. Therefore, many issues are likely to be reviewed carefully, with changes and revisions undertaken, before the model is fully rolled out. These issues include:

- allocation methods, including in regards to country eligibility and how incentive funding will be distributed;
- how to structure and respond to regional proposals covering countries with varying incomes and disease burdens; and
- how to ensure that gender is recognized as important, prioritized in proposal development, and reflected in implementation.

One potentially useful step is the creation, as part of the NFM, of the Grant Approvals Committee (GAC) within the Secretariat. That committee offers the Secretariat some leverage for two main reasons: i) it determines the level and access to incentive funding that countries might receive through the NFM, and ii) it reviews all proposals at the final step before they are sent to the Board, thus after the TRP has finished its work and there has been intensive dialogue at country level. Through the GAC, the Secretariat has the opportunity of halting the progress of a proposal by, for example, going back to the country and saying, “You have not taken into account X,Y,Z [key populations], etc...”<sup>8</sup>

Global Fund representatives noted that in regards to monitoring and evaluation (M&E), concept notes will be reviewed to ensure that they include everything that is required. They acknowledged, though, that applicants currently are “strongly encouraged”—not required—to include a gender perspective and analysis in the concept note. Participants felt that this weakened the likelihood of final concept notes including gender responsive programming. In the workshop’s outcome statement they made the recommendation that inclusion of a gender perspective should be made a requirement.

At various points during the workshop, Global Fund representatives stressed that all such efforts noted above require them to undertake a careful balancing act. On the one hand, they want to ensure that CCMs,

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<sup>7</sup> The concept of “full expression of demand” refers to countries drafting Global Fund proposals that seek funding and support to meet **all** their disease-related priorities (e.g., ensuring that all in need are able to access antiretroviral treatment and supporting a wide range of community groups). The Global Fund does not currently have sufficient funds to meet such needs in all countries. But according to its supporters, the NFM offers opportunities such as incentive funding and the steps envisaged to support “unfunded quality demand” for countries to move closer to meeting their overall needs. They note as well that by encouraging countries to develop innovative and strategic programmes, donors should be more inclined to provide additional support over time to the Global Fund—thereby providing additional opportunities for more support.

<sup>8</sup> The GAC includes technical partners and at least one civil society representative. The current member from civil society, as of July 2013, is David Traynor. Based in Thailand, he is a member of the Communities Delegation to the Global Fund Board.



country dialogues and all other Global Fund processes and structures are broadly open to and influenced by all stakeholders. Yet at the same time, there are concerns about being too “prescriptive” in regards to country dialogues because contexts are so different. Many Global Fund decision-makers and advisers also believe that adding, monitoring and enforcing a large number of “conditions” dilutes or even violates the principle of country ownership, and creates push-back from countries.

### 2.2.3 Experiences from ‘early applicants’: Zimbabwe and Myanmar

Workshop participants from two of the NFM “early applicants”, Zimbabwe and Myanmar, discussed their experiences with the process in their countries. Both countries moved quickly to draft, submit and revise concept notes that were approved by the Global Fund Board in June 2013. Myanmar’s proposal covered all three diseases; Zimbabwe’s focused on HIV. (The Board at the same time approved a proposal from another early applicant, El Salvador. The overall process will be lengthier for the other six early applicants.)

Participants from **Zimbabwe** noted the existence of many useful guidelines from the Global Fund as well as the World Health Organization (WHO) and UNAIDS. Efforts to engage women’s groups comprehensively in country dialogue were largely unsuccessful, however: for example, only 12 of 30 invitees attended an initial meeting convened by the National AIDS Council to discuss needs and priorities for the proposal. Moreover, the writing team for the concept note did not include anyone willing and able to push strongly for key gender-related priorities. As a result, although the concept note did address the three main priorities of women’s advocates—a community-based strategy for treatment adherence, addressing loss to follow up, and community mobilization—the note did not reflect those priorities as extensively as the advocates had hoped.

One key challenge was the fact that the process moved extremely rapidly, with the concept note drafted in just three days. Another was lack of capacity among women’s groups. A third challenge, from the perspective of the Zimbabwe participants, was the lack of relevant technical expertise in regards to gender, communities and CSS in the concept note writing team. An important lesson learnt is the need to undertake sufficient preparation within constituencies and then identify ways to ensure voices are heard and needs recognized in a fully representative country dialogue. There was far too little time to undertake such efforts during the rushed process recently in Zimbabwe.

Other observations—primarily from a government perspective—regarding the NFM process in Zimbabwe have also been articulated in a report released in June 2013 by the country’s CCM and Ministry of Health and Child Welfare. That report was made available to participants in advance of the workshop and at it.<sup>9</sup>

Community groups in **Myanmar** reported similar challenges. Many were not informed of the country dialogue process or invited to participate. According to a workshop participant from the country, the only sex worker representative in the country dialogue was “tokenistic” and did not speak up. As a result, groups working with and for sex workers were not able to advocate for the identification and removal of activities that result in human rights abuses such as forced HIV testing and forced treatment for sexually transmitted infections (STIs).

Other challenges were related to the fact that community groups had little time to meet in advance and develop shared objectives and strategies. Their ability to engage throughout the process was further limited by the fact that most documents, including drafts of the concept note, were written in English. The overall result was that women were either directly or indirectly excluded from the entire process.

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<sup>9</sup> *The Experience of Zimbabwe with the Global Fund’s New Funding Model.*

The workshop participant from Myanmar offered the following suggestions based on her experiences:

*To ensure that country dialogues are effective, the Global Fund country team would need to be involved at the country level, bringing in human rights experts from local or regional levels, and encouraging a frank discussion about human rights interventions that the country team then helps to ensure go into the grantmaking process. While this may involve cutting across existing interests on the CCM and may create tensions at the country level, from our perspective something needs to be done to ensure that funds for CSS and human rights monitoring are not kept out of reach of unfavoured or too politically active communities and networks but are instead directed into community networks that can and do speak out about human rights abuses.*

#### **2.2.4 New supportive tool: modules to help identify and measure strategic investments**

As part of the NFM roll-out process, the Global Fund is updating partner guidance on strategic investments for HIV programmes. The document will highlight and reflect core principles of the NFM, including the priority of targeting investments on interventions and populations where they will have the maximum impact. It aims to encourage countries to apply strategic investment thinking in the development and review of NSPs and, consequently, in their concept notes. To that end, the information note, which was developed in conjunction with technical advisers, is expected to be particularly relevant throughout ongoing country dialogue.

The information note and partner guidance rely closely on analysis and findings underpinning the Strategic Investment Framework published in *The Lancet* in 2011.<sup>10</sup> That framework generally has been described as a useful tool for countries and other stakeholders. Its language, conclusions and highlighted interventions have been supported not only by the Global Fund but also by most of its technical and civil society partners as well as an increasing number of its donor and government ones. The framework outlines six “basic programme activities”, including focusing on key populations at higher risk, that should be prioritized when distributing HIV funding and support in order to achieve the greatest impact at the lowest cost. It also includes discussion of the critical enablers and synergies (including action to advance gender equality) that are necessary to make the programme activities most effective. The model also specifies how and by whom programmes are most efficiently and effectively provided; among the relevant conclusions for workshop participants is that community-centred design and delivery, and community mobilization, are among the most important.

The Strategic Investment Framework is useful as an overarching tool, but it does not provide context-specific guidance on what countries should prioritize in their Global Fund concept notes. The Global Fund is seeking to address that challenge by developing a modular tool, currently called a “measurement framework”, which countries can use to identify different activities that could be included under each intervention and then more easily measure their impact. The idea is that countries identify specific actions (potential “interventions”) that are grouped as part of more general priority areas (“programme goals”). The Web-based approach is also intended to help the Global Fund capture information and simplify and standardize what it supports through grants.

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<sup>10</sup> Schwartländer, et al., *Towards an improved investment approach for an effective response to HIV/AIDS*. Published online at [www.thelancet.com](http://www.thelancet.com), 3 June 2011, DOI:10.1016/S0140-6736(11)60702-2. A discussion of the Strategic Investment Framework from a civil society perspective may be found on the website of the Asia Pacific Council of AIDS Service Organisations (APCASO): [www.apcaso.org/v2/?p=944](http://www.apcaso.org/v2/?p=944).

The HIV module was still being tested as of the July 2013 workshop, according to Global Fund representatives. Workshop participants were invited to review and send comments to the Secretariat. The current goal is to have all tools—for HIV, malaria, TB, and health systems strengthening (HSS)—completed by the end of 2013.

## **2.3 Notable human rights issues and developments**

Several Global Fund representatives at the workshop highlighted the importance of human rights in the Global Fund 2012-2016 Strategy and noted the growing understanding that reaching and working with key populations—a category that, in Global Fund terminology, currently includes women and girls—is an important component of a rights-based approach. One expected outcome is the development of tools, policies and mechanisms to ensure the integration of human rights into all Global Fund processes. A priority objective is identifying ways to ensure that neither existing programmes nor proposed activities violate human rights. A newly created Human Rights Reference Group, which includes individuals with expertise in gender issues, will support the Global Fund in this regard. Members of that group are expected to be helpful in considering ways to successfully undertake the often-difficult task of measuring and identifying human rights violations.

The involvement and engagement of civil society at all levels is essential to ensure the overall approach devised is comprehensive and effective. The Global Fund is willing to make funding available to (for example) support law and policy reform; build capacity and training (e.g., for police officers); and promote access to justice (e.g., by supporting ombudspersons and complaints mechanisms). Community groups and other NGOs will be priority recipients of funds to undertake and monitor such efforts.

Also, the Global Fund is proposing to pilot a project which will seek to strengthen engagement of key populations and people living with the diseases in the NFM. Ten countries will participate in this pilot, with a report to be presented to the Board in November 2013. Community representatives, including ATHENA members and associates, are involved in discussions regarding this pilot. If successful it is currently anticipated that large-scale roll-out will occur in 2014.

The initiative is linked to another project that aims to ensure that members of these populations, including people living with and affected by the diseases, are included on CCMs and are effective in their roles. This effort, which the Global Fund calls a priority, aims to build better, more inclusive CCMs. The SIIC reportedly is also considering ways to prompt change and improvement on CCMs if needed.

## **3. Gender and the Global Fund: Where We Are Now**

### **3.1 What is ‘gender’?**

As noted in Section 2.3 above, ‘gender’ has been identified as a main priority in all Global Fund human rights work. Increasingly, gender-related issues are seen as worthy of targeted attention and focus. Approaching and addressing such issues effectively relies to some extent on a clear understanding of how gender is best defined.

In a presentation at the workshop, it was discussed that many specialists in the field agree that, in most societies, social roles are distinct and separate: women should be feminine, men should be masculine, and

there should be nothing in between. Such definitions and limitations translate into marginalization and discrimination for those who do not fit into those roles. Strict definitions also essentially deny the existence of trans\*.

Gender equality programming was described as seeking to eliminate these ingrained and enforced social distinctions and the accompanying discrimination so that all people have equal, non-judgmental and comprehensive access to all the services and support they need. At a minimum, the baseline of “do no harm” must be achieved—i.e., do not directly or indirectly support restrictive ideas of what men and women should be or do and/or “cancel out” the existence of trans\*.

Gender analyses<sup>11</sup> are usually required to determine where activities, programmes, projects, etc. fall on a continuum of impact, ranging from unacceptable (from the perspective of “do no harm”) to gold standard:

- **A gender-negative, blind or neutral intervention** aggravates or reinforces existing gender inequalities and norms and/or does not acknowledge the different needs or realities of women and men.
- **A gender-sensitive intervention** takes into account these differences and attempts to ensure that women and girls will benefit from the intervention, despite acknowledged gender dynamics. An example is promotion of female condoms - a “female-initiated” technology which may require less negotiation with male partners than male condoms.
- **A gender-transformative** intervention explicitly seeks to redefine and transform gender norms and relationships, and change power dynamics, in order to overcome existing inequalities. An example would be interventions that directly address sexuality norms and inequities that make it difficult for women to negotiate condom use.

### 3.2 Global Fund’s Gender Equality Strategy (GES)

The Global Fund’s major gender-related step was the adoption in 2008 of its Gender Equality Strategy (GES). An overall goal of the strategy, which had long been advocated for by civil society groups, is to ensure that Global Fund programmes address women’s and girls’ vulnerabilities to the three diseases, and that their vulnerabilities are not increased by these programmes. As specified in the strategy, achieving that goal requires i) funding proposals that scale-up services that reduce gender-related risks and ii) addressing structural inequalities and discrimination, among others.

The strategy discusses four strategic objectives (or “focus areas of intervention”) for the first four years of the GES (2009-2012) to:

- Ensure that the Global Fund’s policies, procedures and structures—including CCMs and the TRP—effectively support programmes that address gender inequalities.
- Establish and strengthen partnerships that effectively support the development and implementation of programmes that address gender inequalities and reduce women’s and girls’ vulnerabilities, provide quality technical assistance, and build the capacity of groups who are not currently participating in Global Fund processes but should be.
- Develop a robust communications and advocacy strategy that promotes the GES and encourages programming for women and girls, and men and boys.
- Provide leadership, internally and externally, by supporting, advancing, and giving voice to the GES.

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<sup>11</sup> Definitions of key terminology related to gender can be found in the GES.

Specific key outcomes were listed under each focus area, as were indicators of progress. According to Global Fund representatives and other observers, few of those outcomes have been achieved. The lack of progress was first highlighted in a two-year evaluation, released in 2011.<sup>12</sup> The evaluation concluded that the GES itself was a good and potentially groundbreaking strategy, but that implementation had been weak. In response, the Secretariat in 2011 declared that it would prioritize the GES at all levels and in all its programming. It announced priority strategy areas, beginning with PMTCT and maternal and newborn child health (MNCH)<sup>13</sup>, and followed by addressing gender-based violence and reaching female populations at greatest risk (e.g., sex workers and women who use drugs).

To date, though, these pledges have mostly been hollow: implementation remains limited, as has been demonstrated by subsequent evaluations and assessments.<sup>14</sup> Nevertheless, the launch of the NFM offers numerous opportunities for maximizing gender programming. One important step, already completed, is the mainstreaming of gender in NFM tools such as the concept note and guidance. The related UNAIDS Gender Assessment Tool for National HIV Responses, recently finalized (see Box 2), is a critical step in the effort to mobilize UN and civil society partners to undertake robust gender analysis prior to and during country dialogue processes.

Global Fund staff at the workshop provided other comments about different proposed outcomes and progress with the GES:

- Gender guidelines (information note) for applicants are currently being revised and will be completed by the end of 2013.
- Adequate technical support to countries in regards to gender, in proposal development, remains limited. Workshop participants were urged to support the Global Fund and its technical partners in providing and/or arranging such support.
- Tools aimed at helping promote the GES have yet to be created.
- Leadership has been lacking to forcefully drive the GES.
- CCMs for the most part remain oblivious and unresponsive to gender equality, and it is clear that having or adding women does not by itself lead to change.
- Countries are not required (but are encouraged) to include sex- and age-disaggregated data and “evidence-based gender analysis” in their concept notes.

The persistence of the gaps noted above underscores the difficulties in identifying “what went wrong” in recent years in regards to implementation of the GES. Despite the opportunities offered by the NFM, concerns remain about how and to what extent women’s rights and needs will be fully addressed in country dialogues and then reflected in concept notes.

Such gaps are among those intended to be addressed by an ongoing GES implementation plan timed to be reflected in the full roll out of the NFM in 2014. An initial consultation was held in June 2013 with key United Nations and civil society partners; that was followed in July by additional consultations with important current and potential advocates, with this 10-12 July workshop serving as an opportunity to hear from grassroots women’s advocates and to receive feedback and suggestions. A series of additional consultations, including with donors, Board members and implementing partners, is planned for August.

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<sup>12</sup> This independent formative evaluation was conducted by the Pangaea Global AIDS Foundation. Information about it is available at <http://tip.populationaction.org/articles/global-fund-presents-findings-from-evaluation-of-gender-equality-and-sexual-orientation-and-gender-identities-strategies/>.

<sup>13</sup> To note, a number of participants raised concerns that PMTCT and MNCH programming are not necessarily gender-sensitive, and are rarely gender-transformative, programmes

<sup>14</sup> These include reviews by the Global Coalition on Women and AIDS, and by ASAP (see [www.asapltd.com](http://www.asapltd.com)).

The implementation plan itself is expected to be finalized in September 2013 before being sent to the SIIC for review and (ideally) approval. The Secretariat formally updated the SIIC on progress with the implementation plan in mid-July.

### **Box 2. Entry points for engagement: technical partners**

In many respects, the Global Fund is best thought of as a bank. It provides money, but it does not have the mandate or capacity to provide much support at country level. Partners are therefore essential to provide Global Fund-related technical and financial support to communities and other civil society groups, including in regards to gender-related challenges and opportunities.

**UNAIDS** offers a range of support aimed at increasing civil society access to and engagement in Global Fund processes. Of particular interest to workshop participants is UNAIDS' new *Gender Assessment Tool for National HIV Responses*. The tool helps users identify gender dimensions of the epidemic and key gender gaps, and then helps identify priority gender interventions based on those gaps. This can be useful in a range of areas, from assessing the degree to which NSPs and national HIV responses are addressing the often-neglected needs of women and girls—including trans\*, sex workers and other key populations—to evaluating the way gender norms and dynamics create barriers and disadvantages for men and boys. By using the tool, advocates and policy makers can better understand obstacles and devise solutions to overcome them in regards to, for example, development of NSPs and Global Fund concept notes.

Money to undertake a gender assessment can be obtained through the CCM, which must request it from the Global Fund Secretariat. Additional funding is also available from the Global Fund for supporting civil society involvement in initiating gender assessments. If CCMs are unhelpful or obstructive, civil society and community groups should contact UNAIDS or the Global Fund Secretariat (its gender staff or relevant FPM) directly.

The **United Nations Development Programme (UNDP)** also has extensive experience in Global Fund processes, including by serving as principal recipient (PR) in dozens of countries at various points. The agency also has HIV and gender specialists in most countries who can be contacted to discuss support options. Among the notable gender-related tools within UNDP is its “*gender marker*”, which is used to rate projects indicating their contribution toward the achievement of gender equality and allows users to track what UNDP is spending on gender equality. The tool can help evaluate where such activities lie on a range from ineffective to gender-transformative. UNDP also has a “road map” for integrating gender into national HIV strategies and plans that can be adapted for use for Global Fund proposals, grant agreements and implementation plans.

Most workshop participants agreed with the 2011 evaluation that the GES is “good enough” and thus does not need to be re-written, although some updating to account for new procedures may be necessary. As currently drafted, it provides a fine strategy to rally around. They also acknowledged the fact that words alone are insufficient: the GES urgently needs to be implemented. Participants were reminded they can play an important role by highlighting to the Secretariat country-level gaps; identifying what should go into proposals at country level; and providing suggestions and support at this workshop and beyond.

Participants were also informed that the Secretariat has dedicated budget funds to address challenges at local level, including by arranging for gender specialists to train CCMs upon request.

## 4. Action Planning: Identification of Priorities and Recommendations

A main objective of the workshop was to provide an opportunity for participants to influence change. (Creating space for such opportunities is a core component of the overall process being initiated at the gathering.) Therefore, a large amount of time was spent in “gap analysis”—considering how and why gender-related priorities had not successfully advanced at the Global Fund—and developing recommendations to overcome the obstacles.

Many of these discussions were initially undertaken through a series of working groups. Sections 4.1 and 4.2 provide summaries of two key rounds of working group discussions. The first round, discussed in Section 4.1, centred on identifying gaps and brainstorming about possible ways to address them. The discussions laid the groundwork for the second round of working groups, which focused on the development of an action plan. As noted in Section 4.2, participants agreed on a series of targeted action points aimed at fully implementing the GES and addressing other gender-related challenges in Global Fund processes and structures.

Participants then presented their action points to a panel of “invited guests” including representatives from the Secretariat, technical partners, and members of the SIIC. Feedback from panellists is summarized in Section 4.3, and Section 4.4 contains a brief overview of concluding workshop discussions.

### 4.1 Gap analysis and preliminary solutions

The initial set of working groups focused on a gap analysis. Participants were asked to consider “what has gone wrong” in the past several years in regards to gender and the Global Fund at the global, regional and local levels. Among the major overarching questions were: Why has the GES not been implemented? Why is money not getting to where it is needed? What are the barriers?

Summary findings from the overall exercise were as follows:

- Gender is not a priority at any Global Fund level or process (Secretariat, Board, among most FPMs, CCMs, NSPs, etc.), with insufficient resources to hire people in the Secretariat.
- Gender-related priorities, and what is meant by gender, are not coordinated or clear (e.g., across the UN and other partners).
- There is not enough concrete evidence of issues and barriers affecting women and girls, or of successful programmes from a gender perspective. Moreover, the data that do exist are not being tracked or communicated.
- The GES and gender priorities more generally are not communicated and not enough information is disseminated or available. As a result, people at all Global Fund levels, from communities and other country-level stakeholders to the Secretariat, know too little or nothing about them.
- Insufficient resources exist for programmes at country and regional levels.
- The “right” people are not pushing this agenda in the right places (e.g., women's networks at the international level and on CCMs).
- Gender is seen as a “siloed” issue (i.e., not connected to other issues).
- PMTCT is often thought to be gender programming, and sufficient on its own.
- At community level:
  - there is rarely gender-specific training for women
  - not enough information is disseminated; as a result, people do not know about the GES or key gender issues
  - self-stigma and fear prevents many women and girls from being involved

- translation to local languages is limited; as such it is hard for women at community level to understand and communicate
- there is a lack of collective mobilization

Based on issues highlighted in the gap analysis, participants were then asked to consider what to do moving forward: how to address the Global Fund’s gender-related challenges and to ensure improved country-level services from a gender perspective. Listed below are some of the main comments and areas of focus identified in response to these questions:

- Targeted and informed advocacy at the grassroots and national level, including by women’s and other community groups and networks, is needed to increase awareness of the gaps and promote strategies and policies to overcome them.
- The Global Fund should require gender-disaggregated data. This should be undertaken as part of a broader effort to identify and support evidence-based models.
- Support should be provided for gender capacity building in CCMs, with training and orientation on gender mandated for all CCM members
- More information on the GES and gender-related priorities in general is needed at the grassroots level. This is important as part of a broader effort to get local communities to work more closely on such issues.
- Gender analysis should be required for concept notes. Greater oversight should be ensured for gender analysis by having the Global Fund provide relevant tools.
- The Global Fund’s capacity on gender should be increased in order to implement the policy, communicate it effectively, and increase transparency and accountability.
- The GES implementation plan should include costing and expectation that it will be fully funded.
- The communications capacity of civil society members on CCMs should be enhanced, including by providing them safe spaces where they can discuss issues without interference.

Annex 2 contains a full list of all responses and comments from this two-part working group exercise.

Following the presentation of the groups’ work, participants were asked in plenary to consider whether anything was “missing” or “surprising” in the lengthy list. Among the responses to that question were the following (presented as close to verbatim as possible):

- We are quite silent about NSPs. Yet from what we have learnt, NSPs will be the foundation for our applications.
- I am concerned that if we don't talk about women specifically, language and discussions related to women in all their diversity will be lost in the broader gender rhetoric.
- We have all said there should be more training for CCM members. However, I have a feeling that we don't have this very well formulated so far—for example, in regards to how all gender-related concerns are related to Global Fund programming and how gender perceptions are “stuck”.
- Perhaps we don’t adequately consider our own responsibilities. At country level, it’s important that we take the initiative to influence governments because they are the most influential in setting policies and programming.
- I am concerned we do not really address issues of solidarity and weakness in the women's movement. We are potentially so powerful, but what are we not doing right?



- I always hear there's not enough research. But maybe it's that people don't share. There's a lot of information already on shelves, but different stakeholders don't always share or translate into easy-to-understand material.

## 4.2 Priority action steps to influence gender equality within the Global Fund

### 4.2.1 Creating preliminary work plans

The gaps and suggested responses outlined in Section 4.1 served as the basis for an action planning exercise in a second round of working groups. Participants were provided a planning template based on the following question: *What do you want to influence around gender equality within the Global Fund?*

Participants were asked to identify a small number of priority issues in response to the overarching question. For each issue, they were asked to indicate *how* the issue would be addressed; the *entry point* (who or what should be responsible, at least initially, for fulfilling the request); the *opportunities* for the issue to be raised or prioritized; the responsible actor(s) among workshop participants and/or other advocates (*who does it*); and *by when* it should be done.

The full text of the filled-in templates is available on the ASAP website for participants to review and revise. Broadly speaking, the key issues identified during this exercise can be grouped in the following categories, each of which is followed by some examples from the templates:

***Awareness-raising and advocacy.*** For example:

- Share information about the GES and gender priorities, including the information and outcomes of this meeting, with women in country as well as other key stakeholders such as CCMs, National AIDS Councils, program review bodies, etc.
- Sensitize political leaders, principal recipients, CCM members and other organizations on gender priorities, and push them to fund gender-sensitive programmes

***Improving/reforming/monitoring the Global Fund in general, and the NFM specifically.*** For example:

- Provide gender training for CCMs
- Review all aspects and processes of the NFM, including the modules in development, in terms of gender sensitization
- Ask the SIIC for i) a costed and resourced plan to implement the GES, and ii) commitment to implement it at the highest level

***Monitoring and tracking.*** For example:

- Use UNAIDS' new Gender Assessment Tool and other tools to influence NSPs and to track gender responses and costing
- Put in place key performance indicators (KPIs) on gender for FPMs, and in regards to the implementation of the GES

***Data and evidence.*** For example:

- Find out where the gaps are in research and programmatic data
- Collect strategic information through research, use of the Stigma Index, etc.
- Collect sex- and age-disaggregated data

***Workshop attendees' participation.*** For example:

- Apply to join the Communities Delegation

- Apply to join the TRP

Some of these key issues were associated with indications of who might be responsible both to respond to the request (entry points) and move the effort forward (among workshop participants). Among the entry points noted were a range of Global Fund structures—including the Secretariat (in general), the SIIC, CCMs and FPMs—and other stakeholders such as National AIDS Councils. Proposed deadlines and timelines were also associated with some of the key issues.

#### 4.2.2 Agreeing on key issues to take forward

Participants worked together to identify a list of agreed-upon action steps, building on the exercises described above. That list is presented below, grouped into four separate sets of requests and recommendations.

**The first set is directed to the SIIC, which was to meet shortly after this workshop took place and would be discussing the GES.** That committee was urged to ensure the following in regards to the *GES implementation paper*:

- Require Global Fund reporting to include sex- and age-disaggregated data
- Create KPIs on GES implementation, including KPIs on gender for FPMs
- Establish a budget for GES implementation
- Hire and support more staff in the Secretariat working on gender
- Conduct ongoing independent evaluation of GES implementation
- Launch a global and national communications strategy related to the GES

The SIIC was urged to ensure the following in regards to the *CCM eligibility paper*:

- Require gender focal points on all CCMs
- Gender training of CCMs should be a requirement, not a recommendation
- Review the inclusion of “women and girls” in the definition of key populations

In regards to the *NFM specifically*, the SIIC was urged to make gender analysis a conditionality of the concept note.

A second set of action steps referred to what **workshop participants pledged to do**, working with their community-based colleagues, **at the global level**:

- Debrief the Global Fund executive director on outcomes of this workshop
- Review the HIV, TB, malaria, and HSS modules currently in development by the Secretariat
- Include gender in other key papers developed by the Secretariat, including those related to CSS
- Consider joining Global Fund delegations
- Apply to the TRP
- Enhance the documentation of gender-related data, and identify research and data gaps
- Ensure gender equality is included the next Global Fund Strategy

A third set of action steps referred to what **workshop participants pledged to do**, working with their community-based colleagues, at the **regional and national level**:

- Strengthen the capacity of women through national and regional training on the GES and the Global Fund
- Sensitize principal recipients (PRs) and the UN on the Global Fund and the GES
- Bring women into country dialogues

- Join CCMs, participate fully on them, and consult regularly with colleagues
- Establish (or contribute to) a “watchdog” role regarding gender in Global Fund processes
- Involve men as agents to advance gender equality in the Global Fund

A fourth set of action steps referred to workshop participants’ desire to collaborate with the Global Fund to achieve the following **national and regional actions on the part of the Global Fund**:

- Invest in women’s leadership, including core funding of women’s networks
- Roll out UNAIDS Gender Assessment Tool for National HIV Responses and contribute to new NSPs and the development of Global Fund concept notes through it
- Gather strategic information and evidence and document it
- Identify data and research gaps
- Influence political leaders

The four sets of action steps listed above were presented to the panel of “invited guests” discussed in Section 4.3 below. Following the workshop’s conclusion, an outcomes statement was prepared in which the action steps were listed. That document—which serves as the Executive Summary of this report—refines the wording of many of the recommendations/action steps; adds background information and rationales to many of the action steps, in particular those submitted to the SIIC; and re-organizes items slightly differently to indicate priority.

### **4.3 Initial feedback on proposed recommendations**

A core objective of the workshop was for participants to understand, engage with and influence Global Fund policy-making in regards to gender equality and gender-sensitive and -transformative programming. The initial opportunity to do this directly occurred during a panel discussion near the end of the workshop, at which participants formally presented their list of agreed action steps (summarized in Section 4.2.2) to representatives from the Secretariat, members of the SIIC and Global Board delegations, as well as representatives from UNAIDS and UNDP.

The session was geared as a two-way dialogue in which the invited guests could hear the results of the workshop and also comment on what they heard. Summaries of some of the key points and issues raised are provided below.

#### ***Comments and observations regarding the recommendations presented***

In general, panellists welcomed the recommendations and expressed support for the overall objectives of workshop participants. Several offered suggestions aimed at increasing the recommendations’ impact when presented to the SIIC (these suggestions may also be helpful for related advocacy initiatives):

- Many of the recommendations are process-related. It would be helpful to be more concrete and specific.
- It is difficult, when reviewing a list of bullet points, to see the reasons, passion and urgency behind them. Efforts to deliver change are likely to be more successful if these are communicated more clearly and directly.
- There are too many recommendations; their collective and individual power is thus diluted. One way to address this concern is to group them under specific themes and then specify clear outcomes, including what you want to achieve. For example, it might be worth noting that some

Global Fund structures, including the Communities Delegation, require training and guidance regarding gender. There is therefore precedent for the larger entity to act similarly in a broad sense, including at country level (e.g., regarding CCMs).

- The recommendations should be as strategic and bold as possible. For example, the recommendation around having more staff in the Secretariat working on gender is an important one, but alone it may not go far enough. Having just one senior adviser on gender is certainly not sufficient, but it is not immediately clear that having 10 or 20 or more will make a difference. It's more important, for instance, to challenge the culture and behaviour of all 600 people at the Secretariat to understand gender and include KPIs in appraisals.
- The recommendation regarding influencing political leaders could be broadened in scope. Often those who ignore or obstruct progress on gender—and who are ultimately responsible for human rights violations among women—are cultural, traditional and religious leaders.

#### *Other comments raised by panellists and discussed with participants*

- The issue of developing **capacity of civil society organizations** (CSOs) to be implementers of grants should be focused on. More sub-recipients (SRs) and sub-sub-recipients (SSRs) should be involved. The problem, however, is that many SRs and SSRs are international NGOs that are not really country-driven and/or up to speed on the needs and priorities of the country, including those regarding gender. It is an excuse to claim that local groups do not have the capacity to deliver Global Fund programmes. Among the results of such claims and assumptions is that the participation of many CSOs with awareness of gender priorities is limited.
- Global Fund documentation, including **proposal guidelines**, could and should include more detailed and specific information regarding gender-related expectations. The inclusion of such guidance, which should be reflected in the new modules being developed by the Secretariat, will help advocates at country level hold other stakeholders accountable for recognizing their priorities.
- It may be worthwhile thinking of **gender as an “investment”** and thus a return that can be measured, especially given the Global Fund’s focus on investing more strategically. Identifying the investments in gender that can be documented and show “better uptake or outcome of services” is thus a good strategy. Advocates will be more likely to have success in such efforts when they show finance ministers how to save money and get a better return on investments.
- **The launch and roll out of the NFM is a great opportunity.** The new model is more “hands on” than the previous approach in engaging the Secretariat and TRP in the detail of developing programmes. The Board and Secretariat may thus respond more openly and effectively on a broad scale in regards to gender, thus increasing the likelihood that the priorities of women and girls are better recognized. NFM-related benefits may also result from better impact and planning at country level due to the fact that NSPs are supposed to be the basis for Global Fund proposals. Yet there are downsides: governments could be too influential (even more so than now), which could make it difficult for gender priorities to be raised and integrated in Global Fund processes.
- Another notable opportunity is related to the **Joint Civil Society Action Plan** recently proposed by the civil society delegations. What comes out of this gender workshop should feed into that plan, in which gender issues are a defined priority. The more voices that are raised, the greater the likelihood that positive reform will follow.

- Evidence was discussed regularly during the workshop. In many ways, multilateral entities are part of the problems associated with lack of useful data and information because they are unwilling to be aggressive and direct about **specific evidence-based interventions** or they neglect gender. For example, WHO's recent technical guidance on harm reduction (some 100 pages long), is not specific about gender-sensitive harm reduction. The document therefore is far less useful to many advocates and service providers than it should or could be.

#### 4.4 Conclusion: next steps

The workshop concluded with a discussion of next steps on the part of participants and the organizing team from ASAP and ATHENA. The immediate priority was the SIIC meeting that began 16 July 2013. Participants agreed to make a formal submission to the SIIC with a list of targeted recommendations selected from the larger group discussed in Section 4.2. They also agreed to provide additional information with the main recommendations, including rationales and expression of need, as suggested during the panel discussion with invited guests.

The full text of those priority recommendations is included in the Executive Summary, which has also been circulated as an Outcomes Statement. That document also contains all other previously identified action steps as well as background information on the workshop, including why it was convened and the main objectives of a larger initiative to better integrate gender into all Global Fund structures and processes. ASAP and the ATHENA Network identified specific pledges in this regard, including the organization of two regional workshops for women's advocates, in Asia and Africa, at two regional meetings by the end of 2013.

The outcomes statement was disseminated widely within two weeks of the workshop, and can be found online, with other publicly available documents from the workshop, at [www.asapltd.com](http://www.asapltd.com)

At the very end of the workshop, participants were asked to consider concrete steps that they would take to advance the goals and objectives of the workshop and their own priority needs. Four deadlines were suggested: i) by the end of July 2013; ii) before the end of September 2013; iii) before the end of 2013; and iv) in 2014.

Most of the commitments made focused on the following:

- getting more involved at the global level (e.g., in the Communities Delegation);
- raising awareness and soliciting support at the country (e.g., by holding meetings on the GES with women's groups and networks);
- presenting the outcomes and priorities of this workshop to relevant national-level structures (e.g., CCMs); and
- developing plans and strategies to deliver technical support on gender to key Global Fund stakeholders (e.g., those involved in country dialogue, CCM members, community groups, etc.).

## Annex 1. List of Participants

The following individuals attended all or part of the 10-12 July 2013 workshop on gender and the Global Fund in Geneva. They are listed in alphabetical order within the following categories: civil society/communities, technical partners, organizers, and individuals who participated remotely at different parts of the workshop.

For participants from the civil society/communities category, the country listed is the home country of the individual. That country may not reflect where she currently is based, however. For other categories, the country listed is where the individual is currently based. The majority of technical partner participants are based in Geneva.

In the affiliations category, titles are provided in some but not all cases. Participants from the civil society and communities category were given the opportunity to add, remove or alter such information during the meeting; what is listed below was recognized and accepted as of the formal end of the meeting on 12 July.

### Civil society and communities

Name	Country	Affiliation	Email
Nukshinaro Ao	India	Women of Asia-Pacific Plus (WAP+); Asia Pacific Network of People Living with HIV (ANP+)	naro@apnplus.org
Annie Banda	Malawi	Coalition of Women Living with HIV and AIDS (COWLHA)	anniefwa@gmail.com
Angeline Chiwetani	Zimbabwe	Director, Widows Fountain of Life (WfoL)	a.chiwetani@gmail.com
Olive Edwards	Jamaica	Jamaica Community of Positive Women	olive_edwards@yahoo.com
Nagadya Hajjarah	Uganda	Young woman activist	hajjarah@yahoo.com
Mariana Iacano	Argentina	Argentina Network of Women Living with HIV/AIDS	independencia008@gmail.com
Johanna Kehler	South Africa	National Executive Director, AIDS Legal Network; ATHENA	jkebler@icon.co.za
Mmapaseka "Steve" Letsike	South Africa	Deputy Chair, South African National AIDS Council (SANAC); ATHENA	msletsike@gmail.com
Tendai Mhaka	Zimbabwe	Programme & Training Manager, Zimbabwe National Network of People Living with HIV and AIDS (ZNNP+)	tfmhaka@yahoo.co.uk

<b>Name</b>	<b>Country</b>	<b>Affiliation</b>	<b>Email</b>
Marian Munyinda	Zambia	Zambia NGO Coordinating Council	gotomcm@yahoo.com
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Zelda Nhlabatsi	Swaziland	Executive Director, Family Life Association of Swaziland (FLAS)	znhlabatsi@flas.org.sz zeldadlamini@yahoo.com
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Diana Ondato	Kenya	Youth Alive Arise, Network of young people living with HIV	ondatodiana@yahoo.com
Rina (Elisha Kor)	Malaysia	Pink Triangle; Asia Pacific Network of Sex Workers (APNSW)	rina@ptfmalaysia.org
Baby Rivona	Indonesia	Indonesian Positive Women Network	babyrivona@gmail.com
Tingting Shen	China	Advocacy Director, Asia Catalyst; Global Fund NGO Developing Board Delegation	tshen@asiacatalyst.org
Hanna Shevchenko	Ukraine	Global Fund NGO Developing Board Delegation	hanna@network.org.ua
Suksma Ratri	Indonesia	General Operating Director, Inspirasi Indonesia; Global Fund Communities Delegation	ratri75@gmail.com
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Anna Zakowicz	Poland	Chair, Global Network of People living with HIV/AIDS (GNP+)	anna.zakowicz@gmail.com

### Technical partners

<b>Global partners attending full meeting*</b>		
<b>Name</b>	<b>Affiliation</b>	<b>Email</b>
Claudia Ahumada	Technical Officer, Gender Equality and Diversity Division (UNAIDS)	ahumadac@unaids.org

<b>Global partners attending full meeting*</b>		
<b>Name</b>	<b>Affiliation</b>	<b>Email</b>
Susana Fried	Senior Gender/HIV Adviser (UNDP)	susana.fried@undp.org
Jantine Jacobi	Chief, Gender Equality and Diversity Division (UNAIDS)	jacobij@unaids.org
Milena Prvulovic	Programme Specialist (UNDP)	milena.prvulovic@undp.org
Motoko Seko	Gender Specialist (Global Fund)	Motoko.Seko@theglobalfund.org
Kate Thomson	Chief, Community Mobilization (UNAIDS); Incoming Coordinator, Civil Society Hub and Head, Gender, Rights and CSS (Global Fund)	thomsonk@unaids.org

\*In addition to attending the full meeting, these participants also delivered presentations.

<b>Global partners attending part of the meeting*</b>		
<b>Name</b>	<b>Title</b>	<b>Email</b>
Lee Abdefadil	HIV Specialist (Global Fund)	lee.abdefadil@theglobalfund.org
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Linda Mafu	Head, Political and Civil Society Advocacy (Global Fund)	linda.mafu@theglobalfund.org
Abigail Moreland	Head, Transition Team (Global Fund)	Abigail.moreland@theglobalfund.org
Bernhard Schwartländer	Director for Evidence, Strategy and Results (UNAIDS); representative to the SIIC	SchwartlanderB@unaids.org
Gail Steckley	Fund Portfolio Manager (FPM) Indonesia (Global Fund)	Gail.Steckley@theglobalfund.org

\*Individuals in this group attended part of the meeting only, primarily to deliver presentations and respond to questions about them raised by participants.



## Organizers

Name	Country	Affiliation	Email
Sophie Dilmitis	Zimbabwe	Associate, ASAP	sophie@asapltd.com
Robin Gorna	UK	Facilitator; Director, ASAP	robin@asapltd.com
Rachel Ong	Singapore	Co-Facilitator; Associate, ASAP	rachel.ong.gfatm@gmail.com
Luisa Orza	UK	ATHENA	luisa.orza@gmail.com
Rachel Yassky	USA	ATHENA	ryassky@optonline.net

## Remote participants\*

Name	Country	Affiliation	Email
Shaun Mellors	UK	Associate Director for Africa, International HIV/AIDS Alliance; Vice Chair of Global Fund's Strategy, Investment and Impact Committee (SIIC); Communities Delegation	<a href="mailto:mellorsshaun@gmail.com">mellorsshaun@gmail.com</a>
Asia Russell	Uganda	Director of International Policy, Health Global Access Project (Health GAP); Developed Country NGO Delegation, attending July SIIC	<a href="mailto:Asia@healthgap.org">Asia@healthgap.org</a>
David Traynor	Thailand	Asia Pacific Network of People Living with HIV (APN+); incoming (as of July 2013) member of SIIC; Communities Delegation	<a href="mailto:david@citechange.com">david@citechange.com</a>

\*Individuals who participated remotely, by Skype, during one session of the overall meeting.

## **Annex 2. Preliminary Action Planning: Comprehensive List**

This annex provides a full list of responses provided by participants in working groups summarized in Section 4.1. The initial set of working groups focused on a gap analysis. Participants were asked to consider “what has gone wrong” in the past several years in regards to gender and the Global Fund at the global, regional and local levels. Among the major overarching questions were: Why has the GES not been implemented? Why is money not getting to where it is needed? What are the barriers?

Based on what they highlighted in the gap analysis, participants were then asked to consider what to do moving forward. What is needed to address the Global Fund’s gender-related challenges and ensure improved country-level services from a gender perspective?

A full list of responses is provided below, in verbatim language and form whenever possible. They are not grouped in any particular priority order. As the items below were listed during working groups, not all were discussed or agreed to by the full group of participants.

### ***Part 1: What has gone wrong?***

- The GES was not costed. That is one likely reason resources have not been allocated to implement it.
- The GES did not promote evidence-based models as to what would be gender-transformative.
- The Global Fund has not requested disaggregated data; similarly, weak M&E systems mean that relevant data are not collected
- Lack of action from the Secretariat, even though it has a gender specialist on staff
- Lack of knowledge on gender on the TRP
- Not all FPMs prioritized gender
- There is both a very narrow and vague understanding of gender at all levels of the Global Fund, including among those with decision-making influence at country level. Partly as a result, there is little understanding at all levels of the Global Fund as to why gender is so important to addressing HIV, TB and malaria
- The Global Fund NGO and Communities delegations did not prioritize gender
- There is a disconnect between what has been produced on gender by UNAIDS and other partners. Many documents and tools are similar, but there is not a lot of connection overall.
- Lack of cohesiveness among women's movements, which have moved separately instead of moving collectively
- Gender [equality] is not acknowledged as a priority at country level; as a result, few country strategic plans exist on gender and gender is not discussed adequately in NSPs.
- Women are not represented, or barely represented, on CCMs. This situation contributes to (but is not the only reason for) the lack of expertise, such as gender-aware advocates, on CCMs.
- There has not been sufficient capacity to prioritize gender issues at all levels of the Global Fund. Thus there is a lack of capacity at country level to engage in Global Fund processes from a gender perspective.
- PMTCT is “thought to be enough” in regards to gender responses.
  
- At community level:
  - there is no gender-specific training for women

- not enough information is disseminated; as a result, people do not know about the GES or key gender issues
- self-stigma and fear prevents women from being involved
- translation to local languages is limited; as such it is hard for women at community level to understand
- lack of collective mobilization among communities

## ***Part 2: Moving ahead***

- There is a need to simplify both the Global Fund’s and our language in regards to gender and priorities.
- Advocacy should be undertaken to get the Global Fund to require disaggregated data. This should be undertaken as part of a broader effort to promote evidence-based models.
- Demand needs to be created, which can result from training more women on key gender issues.
- Support should be provided for gender capacity building in CCMs, with training and orientation on gender mandated for all CCM members.
- Diversity of representation is needed on CCMs. One woman alone should not be representing sex workers, people who use drugs and all other populations that would benefit from improved gender-specific support.
- We need to be “less nice” and “start making more noise”.
- More information on the GES and gender-related priorities in general is needed at the grassroots level. This is important as part of a broader effort to get local communities to work more closely on such issues.
- Key performance indicators (KPIs) and more gender expertise are need on the TRP.
- Clear and transparent strategies should be developed to monitor GES implementation and document changes arising from the implementation.
- The Global Fund should consider delinking women as one of the larger group of key populations. This might be helpful because women’s issues are folded into key population issues, and priority attention goes to people who use drugs, sex workers, etc. and not to women more generally or holistically.
- A “gender-transformative reference group” should be created across all technical partners and the Global Fund. The goal should be to develop one clear strategy across all important stakeholders in the UN family as well as the Global Fund. Achieving this goal would help with understanding and planning at country level, including in regards to ensuring more and better gender-related Global Fund programming.
- Gender analysis should be required for concept notes. Greater oversight should be ensured for gender analysis by having the Global Fund provide relevant tools.
- Women’s groups need to participate better in technical working groups, including those associated with country dialogue and drafting concept notes. Mobilization to successfully participate is thus needed.
- Advocacy should be undertaken to ensure that women are full CCM members, not just alternate ones to men.
- In many protocols signed by governments, including members of the Southern African Development Community (SADC), there are requirements that women’s representation be at least 50 percent. Such protocols should be in place everywhere; we as women’s advocates should push for them.
- The Global Fund’s capacity on gender should be increased in order to implement the policy, communicate it effectively, and increase transparency and accountability.
- The GES implementation plan should include costing and expectation that it will be fully funded.
- The communications capacity of civil society members on CCMs should be enhanced, including by providing them safe spaces where they can discuss issues without interference.

## Annex 3. Workshop Evaluation

At the conclusion of the workshop, participants were given an evaluation form and asked to fill it in as thoroughly as possible. This annex contains a summary of the findings. A more comprehensive analysis is available at [www.asapltd.com](http://www.asapltd.com) alongside this report and other outcomes of the meeting.

### 1. Learning objectives

#### Day 1 focused on learning about the Global Fund, to:

- ◆ Orient participants to the purpose of the initiative
- ◆ Exchange information and build common levels of understanding about the Global Fund and its processes at local and global levels
- ◆ Build awareness of the NFM and its importance for women

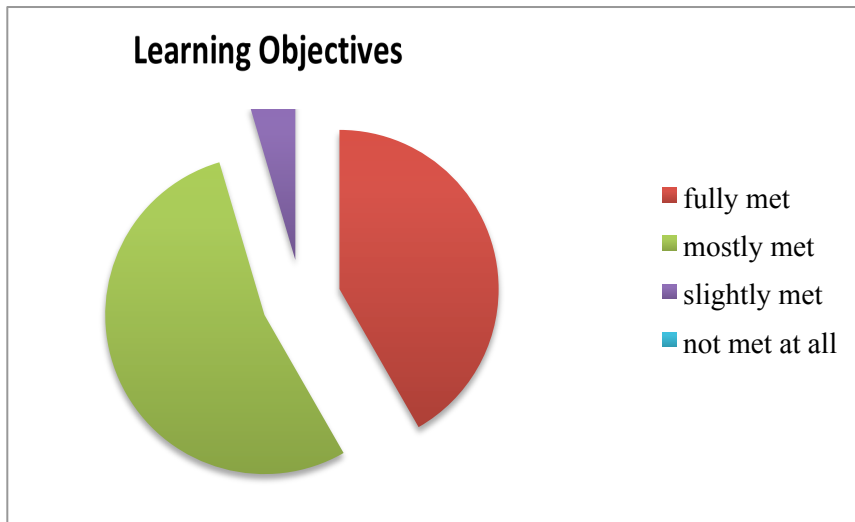
#### Day 2 focused on considering what gender is and why it matters for the Global Fund, to:

- ◆ Understand the Global Fund's GES
- ◆ Build awareness of gender equality, including the distinctions between gender-sensitive, gender-neutral, gender-blind and gender-transformative programming
- ◆ Think strategically about priorities on gender, where gender sits in the Global Fund and entry points on gender

#### Day 3 focused on planning influencing activities around gender equality within the Global Fund, to:

- ◆ Plan next steps on gender and implementation of the Global Fund's GES
- ◆ Engage in dialogue with Global Fund Secretariat and UN partners about women's priorities

#### Overall, how well did we meet our learning objectives?

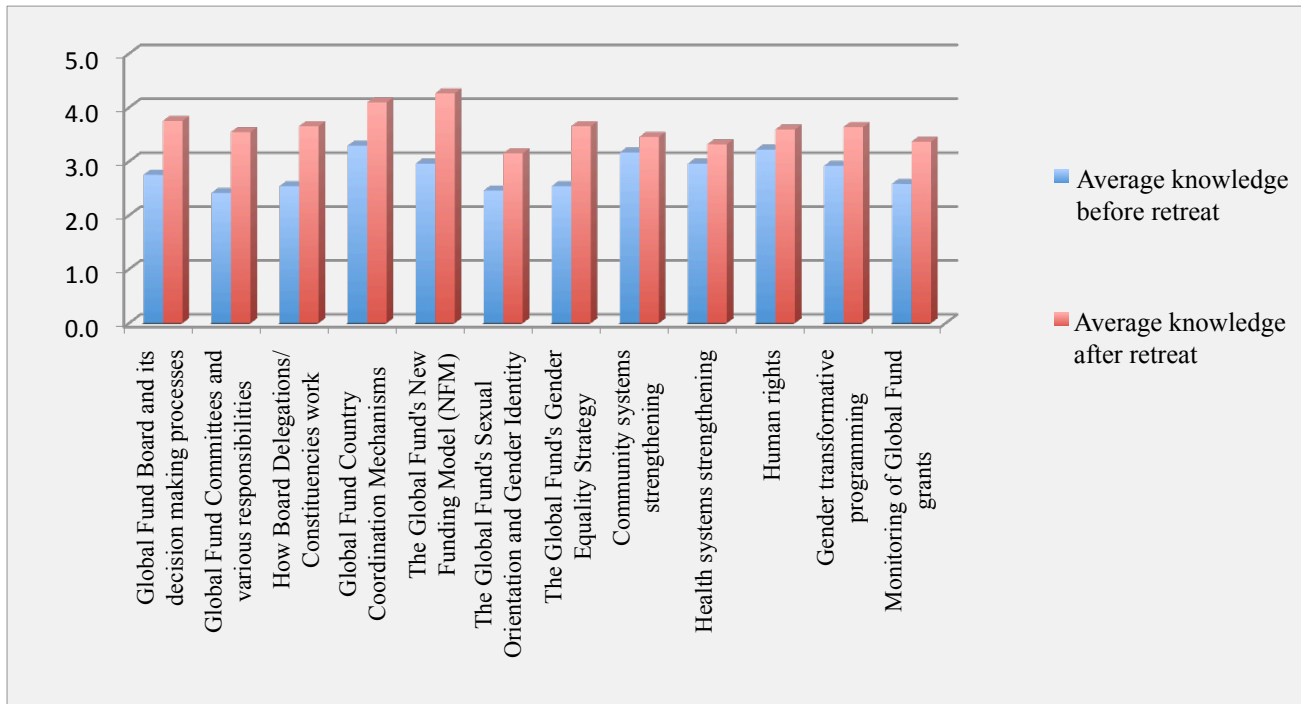


### 2. Increased knowledge and understanding of Global Fund structures and processes

Participants were asked to score their knowledge on a range of Global Fund processes and structures in a pre-workshop survey, and again in the workshop evaluation. A scale of 1 to 5 was used where 1 = very little or no knowledge; and 5 = expert knowledge.

The graph shows the increase in average knowledge from before (blue bars) to after (red bars) the

## workshop:



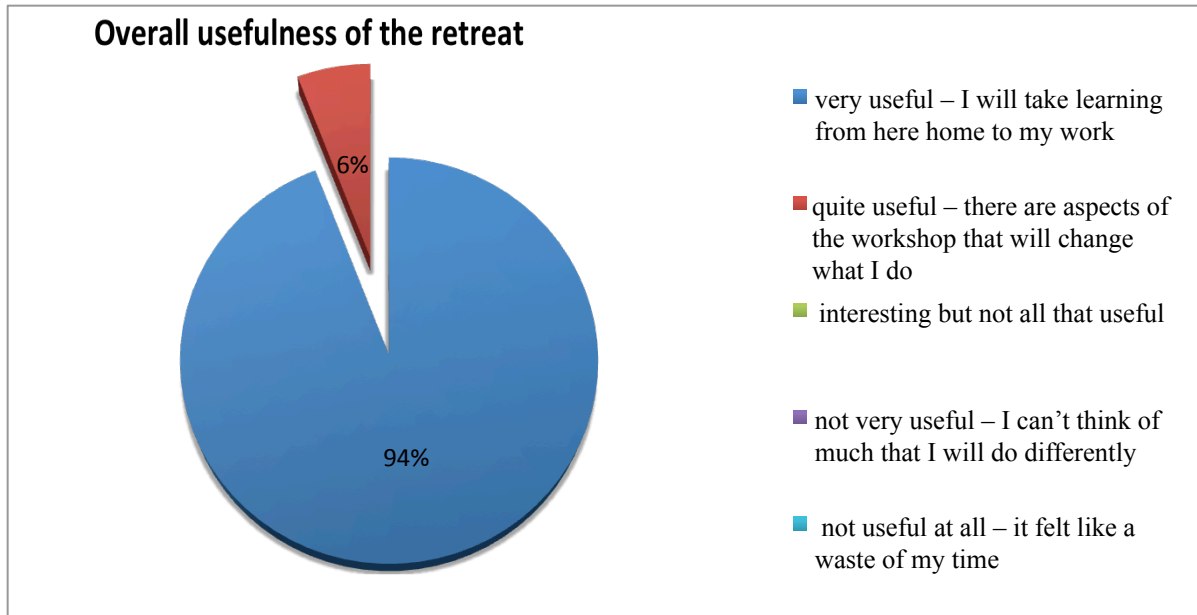
### 3. Usefulness and relevance of the workshop

Areas of greatest learning, understanding and perceived usefulness identified by the participants were:

- ◆ Understanding the NFM and how it is possible for communities to engage with it
- ◆ Learning about the GES and understanding how communities can support its implementation
- ◆ Learning about Global Fund structure and the functions of (e.g.) CCMs, Board, and committees
- ◆ Gender equality and HIV programming
- ◆ Making recommendations directly to the members of the SIIC

Areas that participants would have liked to learn more about included

- ◆ Gender and gender equality, including models of gender-transformative programming and implementation of the GES
- ◆ Application of the Strategic Investment Framework
- ◆ The Global Fund Strategy on sexual orientation and gender identity (SOGI)
- ◆ Monitoring and evaluation of GF programmes, including modules



#### 4. Participant experiences of the workshop

In a pre-workshop questionnaire, participants were asked to identify their main hopes, fears and expectations for the workshop. In the evaluation they were asked questions which asked them to score against these issues, to assess how well they were met or addressed; this was on a scale of 1 to 5, where 1 = not at all, and 5 = completely.

