

Theory and practice of involving non-governmental stakeholders in CCM activities, based on practices in selected countries of Eastern Europe and Central Asia

Analytical Report

Eurasian Harm Reduction Network

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Vilnius, December 2012

Eurasian Harm Reduction Network

The Eurasian Harm Reduction Network (EHRN) is a regional organization whose mission it is to promote humane, evidence-based harm reduction approaches to drug use, with the aim of improving health and protecting human rights at the individual, community and societal level.

EHRN, founded in 1997, currently brings together 340 specialists, activists and organizations working in the field of harm reduction from 29 countries of Central and Eastern Europe and Central Asia (CEECA). EHRN members include drug user communities and people living with HIV – (PLHIV), researchers, experts, drug treatment facilities, HIV service providers and governmental bodies. Activities of the Network are determined by its Steering Committee and the Network Secretariat is based in Vilnius, Lithuania.

EHRN has acquired substantial expertise in the areas of harm reduction in CEECA, drug policy reform, HIV, tuberculosis, hepatitis C and overdose prevention. EHRN's activities include information services, training, advocacy and technical support aimed at assisting the implementation of nondiscriminatory policies towards drug users, as well as improving the range and quality of harm reduction services in the region.

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The author is extremely grateful to all respondents interviewed for this report and everyone who contributed to it in any other way. Most respondents preferred anonymity and therefore, the names of the respondents will not be acknowledged here.

Editor: Gill Bradbury – Clinical/Technical Management Consultant & Trainer – www.gillbradbury.co.uk

Donor: The publication was prepared with financial support from the Global Fund to Fight AIDS, Tuberculosis and Malaria and Open Society Foundations. The views expressed in this publication do not necessarily reflect the donor's official position.

Citation: Ivan Varentsov. Theory and practice of involving non-governmental stakeholders in CCM activities based on practices in selected countries of Eastern Europe and Central Asia. Vilnius: Eurasian Harm Reduction Network (EHRN), 2012.

This publication is available at: www.harm-reduction.org.

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List of Abbreviations and Acronyms

CCM - Country Coordination Mechanism

CSAT - Civil Society Action Team

EECA - Eastern Europe and Central Asia

EHRN - Eurasian Harm Reduction Network

IDU - Injecting Drug User

LGBT - Lesbian, Gay, Bisexual and Transgender

MARPs - Most At Risk Populations

MC - Mandate Commission

MSM - Men who have Sex with Men

NFM - New Funding Model

NGC - Non-Governmental Constituencies

NGO - Non-Governmental Organization

OC - Organizing Committee

OST - Opioid Substitution Therapy

PLHIV - People Living with HIV

PR - Principal Recipient

PUD - People who Use Drugs

SC - Supervisory Commission

SR - Sub-Recipient

SSR - Sub-Sub-Recipient

SW - Sex Workers

TB - Tuberculosis

ToR - Terms of Reference

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Report Summary

The issue of meaningful involvement of non-governmental stakeholders, especially those representing affected communities in Country Coordination Mechanisms (CCM), has received increasing attention over the last few years – both from the Global Fund to Fight AIDS, Tuberculosis and Malaria (Global Fund) and civil society organizations.

Increasingly, non-governmental CCM members are elected from within their constituencies following selection procedures developed by these constituencies and as required by the Global Fund CCM Guidelines.

As a result of this, the opinions of civil society, including people affected by HIV/TB and most-at-risk populations (MARPs) are being expressed within CCMs and their participation in related activities is more effective and valued.

However, clarification is sometimes required with attention to representation of vulnerable groups in CCMs, adherence to the principles of legitimacy, openness and transparency of NGO members' selection, and formal approaches to the selection process. In order to address this, all stakeholders (including the Global Fund' Secretariat, CCM members and civil society groups) should engage in constructive dialogue on these issues to improve current rules pertaining to the functioning of CCMs.

Aims and Objectives

The aim of this report is to provide a summary of approaches to the process of selection (i.e. election) of CCM members representing the non-governmental sector. It also highlights related problems in Eastern Europe and Central Asia (EECA) whilst reviewing potentially effective practices of non-governmental constituencies (NGC) engagement in CCM activities and offering recommendations for improvement.

Firstly, this document is intended for non-governmental actors involved in the implementation of programmes supported by the Global Fund in EECA who, although not being CCM members, are interested in the effective functioning of this mechanism in their country and would benefit from meaningful participation of their legitimate representatives in CCMs. This report may also be a useful tool for current CCM members, including those from international and governmental agencies, as well as the staff of the Global Fund Secretariat.

The information in this report will help civil society groups better understand their rights in relation to effective participation in CCM activities and procedures. It will also outline rules for new members representing various non-governmental constituencies¹ so as they can be legitimately selected to CCMs, and act in a transparent and accountable manner which is clear for those who voted for them. Existing CCM NGC members, in turn, will be more aware of their own rights and responsibilities, including those towards the constituencies that they represent in CCMs.

CCM members representing other sectors could benefit from this report through widening the scope of their knowledge about effective practices of engaging non-governmental actors in CCM activities, whilst acknowledging the need to enforce their rights and enable meaningful participation in CCM work.

The Global Fund Secretariat members will also find information about developments in some countries of the region associated with their adherence to CCM minimum requirements 4 and 5 of the Global Fund.

The report ends with a tangible set of recommendations for CCMs, non-governmental actors and staff of the Global Fund Secretariat.

¹ According to Global Fund terminology, 'non-governmental constituencies' (NGC) applies to any sector except the governmental one, including civil society and the private sector but not multilateral and bilateral partners.

Methods

In order to prepare this report, the author visited several EECA countries, including Moldova, the Kyrgyz Republic and Tajikistan, to meet with representatives of various non-governmental constituencies (such as NGOs, MARPs and PLHIV), who were involved in the implementation of Global Fund projects, but not directly participating in CCMs. A range of interviews was also conducted with CMM members representing the non-state sector, as well as with representatives of governmental and international agencies including the CCM Secretariats. In total, 30 semi-structured interviews were recorded with the informed consent of respondents, and with these being transcribed and further analyzed.

For the purpose of this report, the author reviewed relevant documents of CCMs whose members were interviewed, studied a range of thematic publications issued by international and foreign organizations, and he went through the Global Fund documented procedures (please see the Bibliography Chapter).

Aside from this, as a part of the data collection, the author facilitated the process of organizing and conducting elections of non-governmental members to the CCM in Belarus (and one year earlier, the election of NGO representatives to Kazakhstan's CCM), including the development of selection procedures, which improved his understanding of internal processes related to such elections at the level of a specific country. Examples and references to these countries are also provided in this report.

Introduction

Among the problems associated with the CCMs compliance with the six minimum requirements of the Global Fund, are those related to the dominant positions and opinions of governmental representatives among CCM members, as well as low representation of non-governmental actors.

Moreover, it is often the case that, non-governmental CCM members have not been legitimately selected by their constituencies / sub-sectors and cannot be considered as the official representatives. As a result, bilateral feedback between CCM members and their constituencies has been weakened or is lacking and many constituencies may have limited, if any, information about the role of their 'representatives' in CCMs, while CCM members may also fail to recognize their rights and responsibilities towards their constituencies.

Another problem is related to low representation of communities of people affected by these three diseases and MARPs [1] in CCMs, and their formal participation in this work.

In fact, the need to develop legitimate and transparent procedures to regulate such issues is one of the minimum requirements of the Global Fund towards CCMs. Therefore, it is vital to ensure meaningful involvement of civil society representatives in Global Fund structures, especially in CCMs, as it creates opportunities for active participation in essential debate and decision-making processes which inform development of national policies and strategies aimed at addressing the three diseases at a national level. More importantly, such involvement enables non-governmental representatives to ensure that proposals and decisions give due consideration to the needs and interests of the country's MARPs.

As the Global Fund finalizes its new funding model and is about to announce new opportunities for submitting proposals in 2014, it is especially important to facilitate meaningful involvement of NGO representatives in CCM activities. As soon as the Global Fund publishes new procedures for the preparation, submission and review of grant proposals, all CCMs will have to realign their current proposal-related procedures which were developed to meet the requirements of the old funding model. Therefore, it is crucial to enable participation of civil society groups at all stages of proposal development within the new funding model, including their engagement in the activities of applicable committees and expert or working groups within CCMs.

To achieve this, all CCMs should include quota-defined membership of all relevant civil society groups represented in the country's non-governmental sector. These members should be selected by their constituencies on the basis of well-documented, transparent procedures developed within each constituency. Only in this case, will we have the right to say that proposals created as part of the new funding model enable meaningful participation of civil society.

1. Overview of the Global Fund and its role in EECA

The Global Fund to Fight AIDS, Tuberculosis and Malaria (Global Fund) was established in 2002 following a decision endorsed at the UN General Assembly Special Session (UNGASS). Its' aim is to strengthen responses to these diseases through a very significant increase of financial resources and their subsequent disbursement amongst those countries most in need. With approved funding of US\$ 22.9 billion for more than 1,000 programs in 151 countries, the Global Fund is, today, the key link and a major donor supporting global activities to counteract AIDS, TB and Malaria.

In Eastern Europe and Central Asia, the Global Fund supports programs that are crucial for the scale-up of HIV/TB prevention and treatment activities among vulnerable groups, as well as the provision of psycho-social support services and expansion of low-threshold access to medical care. Without this support, the impact of the HIV epidemic in this region would have reached catastrophic proportions. Over the last decade, the Global Fund has played a unique role in responding to the HIV epidemic among people who use drugs in EECA. From 2002 to 2009, it approved \$263 million for harm reduction in EECA alone - more than all the other international sources combined [2]. This has enabled the steady growth of harm reduction programmes throughout the region. In committing to the principle: 'nothing about us without us', EECA countries must facilitate meaningful participation of MARPs, including people who use drugs (PUD), in the work of CCMs.

For more detailed information about the history of the Global Fund's goals, principles and structure - Please see the Aidspace publication: 'A Beginner's Guide to the Global Fund - Second edition' [3] and [the Global Fund website](#).

2. Structure of the Global Fund and the place of CCM in it

The structure of the Global Fund is divided into global and country levels (See Appendix 1 for a detailed Global Fund structure chart). Country Coordination Mechanisms are the pillars of the Global Fund architecture at the **country level** (although officially, CCMs are not part of the Global Fund but are established as **national** mechanisms of public-private partnerships to manage national responses to the diseases). The CCM's role is to prepare, review and submit grant proposals to the Global Fund, and to monitor and supervise the country's grant implementation processes to ensure that they effectively reach the objectives set and meet all GF requirements. For more information about CCM's goals, objectives, functions and structure, please see [Guidelines and Requirements for Country Coordinating Mechanisms](#) [4] and [The Global Fund Operations Policy Manual](#) [5].

3. Global Fund requirements to CCMs

According to the CCM Guidelines, revised by the Global Fund in May 2011, to be eligible for funding by the Global Fund the CCMs should comply with six essential requirements. Failure to meet just one of them may lead to rejected applications. These requirements represent minimum standards of effective leadership applicable to all CCMs. Please find below brief descriptions of the six requirements.

1. CCMs should coordinate the development of all funding applications through transparent, well-documented processes, which engage a broad range of stakeholders and clearly record efforts to engage vulnerable groups in the development of funding applications, including MARPs.
2. CCMs are to nominate one or more principal recipients (PRs) when submitting a funding application and must document a transparent process for the nomination.
3. CCMs should submit and follow an oversight plan for all financing approved by the Global Fund.
4. CCMs are required to show evidence of membership of people living with or affected by one of the three diseases.
5. All CCM members representing non-government constituencies should be selected by their own constituencies based on a documented, transparent process, developed within each constituency.
6. CCMs should develop and publish a policy to manage any conflict of interest, which applies to all CCM members, across all CCM functions.

Three of the six requirements guide CCM composition and functioning, while the other three inform proposal development processes. For the purpose of this report and in the context of ensuring engagement of NGOs and affected communities in CCMs, requirements 4 and, especially, 5 are of most interest to us.

Requirement 5 can be divided into the following components:

- CCM members representing certain non-governmental constituencies should be selected by their own constituencies.
- The selection procedure should be developed and endorsed individually within each constituency.
- The selection process and procedure should be properly documented.
- The selection process and procedure should be as transparent as possible, and clear to all stakeholders.

Requirement 5:

The Global Fund requires all CCM members representing non-governmental constituencies to be selected by their own constituencies based on a well-documented, transparent process, which is developed within each constituency.

This requirement applies to all non-government members including those members representing people living with or affected by the three diseases, but not to multilateral and bilateral partners.

CCMs and their secretariats are only required to **evaluate** compliance with these processes and they should be able to say whether this minimum requirement is met or not.

Neither secretariats or members of CCMs have the right to interfere and influence selection of non-governmental representatives – they can only assist when asked, although not all CCM secretariats and governmental members are aware of this. For example, the CCM secretary in one EECA country believes that the secretariat should initiate and supervise selection of non-governmental actors to CCM, and this is the current practice of the country in question.

CCM Secretary: NGOs here are not so well developed as in other countries. They cannot organize elections on their own... Someone must show initiative and mobilize people... In time, perhaps, they'll be better organized and able to arrange it on their own. However, at the moment, I can't see who would show such initiative and if the secretariat doesn't then no one will...

4. Non-governmental stakeholders in CCMs

In the Global Fund Guidelines and Requirements for CCMs [4], the following categories of non-governmental constituencies are defined:

- Academia.
- Watchdog organizations (non-governmental and non-profit organizations not involved in Global Fund programme implementation).
- Women's organizations.
- Children and young people.
- Experienced international NGOs working with HIV/AIDS, TB and/or Malaria.
- Experienced national NGOs working with HIV/AIDS, TB and/or Malaria.
- Other charitable organizations (including those which are religious and faith-based).
- Key Population Groups - (MARPs, including people living with/affected by HIV/AIDS, TB and/or Malaria).

Appendix 1 of the Guidelines presents a detailed description of these categories. This list, however, is not exhaustive. CCMs can and should decide (individually) which groups to include, taking into account the epidemiological situation of the country, amongst other factors.

The Global Fund also requires that membership of CCMs should comprise a minimum of 40% representation of the non-government constituencies (multilateral and bilateral partners are not counted within this 40%).

a. Membership of People Living with/affected by HIV/AIDS, TB and Malaria

The Global Fund requires that all CCMs to show evidence of membership of people living with and/or affected by the three diseases. Efforts to engage key populations should be clearly documented. For detailed information on how to document membership please see Guidance Note: CCM requirements [6].

CCMs should guarantee that, all relevant groups and individuals affected by or living with the three diseases are fairly represented in Country Coordination Mechanisms and that, their experiences and competencies are taken into account when making key decisions.

CCM members living with HIV or TB should be supported in their voluntary intention to disclose their status, and if such decisions are considered safe. However, the Global Fund recognizes that stigma and discrimination may be a problem, so if a person wishes to preserve anonymity in this respect, it is enough for the CCM to confirm that it includes a person living with or affected by the disease(s). Conversely, if a person is unable to speak openly about their (HIV and / or TB) status, it would be difficult for him/her to represent the community in an official capacity.

A separate issue is the membership of people affected by TB, since the interests of this group are currently under-represented in most CCMs in EECA.

Requirement 4:

The Global Fund requires all CCMs to show evidence of membership of people living with HIV and people affected by TB or Malaria (where funding is requested or has previously been approved for the respective disease). People affected by TB or Malaria include people who have lived with these diseases in the past or who come from communities where these diseases are endemic.

CCM Member (Moldova): We don't have any organizations in Moldova which represents patients and people affected by TB... Not a single organization! Therefore, our CCM doesn't have anyone who can speak for the needs of this community...

Indeed, most countries in the region do not have an active community of people affected by TB. In those countries which do, the levels of activism cannot be compared with that of the communities of PLHIV. One reason for this may be that, a person with an open form of TB cannot attend meetings due to the state of their health and infectivity; whereas those who have been cured may no longer be interested in TB related issues.

A possible solution to this problem is to select CCM members representing the community of people affected by TB from the constituency of PLHIV and affected by TB. It is also a fact that, TB remains the leading cause of death amongst PLHIV in our region [7], so if such an approach is adopted, this issue won't be ignored. Moreover, it will help bring attention of TB to civil society groups working in the field of HIV.

b. Membership of Most At Risk Populations (MARPs)

In its guidance documents, the Global Fund requires that, CCMs ensure representation of key affected populations [4] besides the membership of people living with and/or affected by the three diseases. As such, the Global Fund strongly encourages CCMs to review all possibilities to improve representation and engagement of all relevant MARPs, taking into account the degree of the three diseases and the situation with key affected groups in the national context.

Whilst the participation of people living with/affected by HIV, TB and Malaria is a mandatory requirement for CCMs (Requirement 4), and a lack of compliance with this can be the reason for rejection of the country's grant application, there is no such requirement in relation to groups most vulnerable to these epidemics, e.g. injecting drug users (IDUs), sex workers (SW), men who have sex with men (MSM) and other key populations. This results in poor representation of specific vulnerable groups in CCMs, who either don't have a voice in CCMs at all, or are represented as a part of other sub-sectors (for instance, MSM or IDU community representatives can be a CCM member on behalf of PLHIV because of their status but this doesn't mean that they represent the communities of MSM or IDUs directly). It should be noted, when asked which groups were least represented in CCMs, the survey participants named migrants and MSM more often than any other groups. This is especially relevant for Central Asia, due to the cultural, national and customary characteristics of these countries.

***CCM Member (Kyrgyz Republic):* No, MSM are not represented – this is Asia! I’m not sure about other countries in the region – in some of them it may be even worse, as you can’t even discuss or say these things out loud... Here, we can at least talk about it but we’d rather represent the interests of MSM ourselves because in such cases, it is perceived better if we talk about this group in the context of the epidemic.**

It’s important to ensure that the voice of vulnerable groups is heard equally at CCM meetings, since these groups of people have unique experiences and are able to provide valuable input into the development of national strategies which address these three diseases.

Several years ago, just as CCMs were established and the first grants approved, some countries invited representatives of vulnerable groups, including PLHIV, into CCMs so as they were able to declare that key affected populations were actively engaged in decision-making. Yet in reality, despite being official CCM members, these individuals had no formal influence whatsoever.

This issue was repeatedly highlighted by the Global Fund and at the national level, as well as by the key communities themselves; the situation has generally improved somewhat now. Many respondents from the non-governmental sector interviewed for this report noted that, in recent years, non-state actors have had more opportunities to engage in active collaboration within CCMs, and that the voices of key affected communities and vulnerable groups are better heard and taken into account.

For example, the CCM in Belarus elected fully-fledged members representing MSM, SW and OST patients, as well as selecting one representative of the TB community and later, a member of the PLHIV constituency was elected as Deputy Chair of the country’s CCM. In the Kyrgyz Republic, the influence of CCM members representing non-governmental stakeholders is particularly strong. When asked what factors had helped the country to improve the situation, many reported it was due to open and transparent member selection procedures.

***NGO Representative (Kyrgyz Republic):* Yes, it’s much, much different now...compared to what we had before 2010. The clear and transparent election procedures played a definitive role here, of course.**

However, some problems remain, especially in those countries with authoritarian regimes (although Belarus has managed to succeed in many ways recently). In these countries, key decision-making is not informed by non-governmental constituencies as they are not sufficiently represented in CCMs. At the time of writing this report, Tajikistan’s CCM had only one formal member representing the PLHIV community. None of the respondents in Tajikistan could explain the principles of representative quota allocation for various non-governmental constituencies, or the actual numbers behind the quotas - (analysis of documents shared by the local CCM Secretariat showed that these were not helpful either). Moldova also reported vague quota allocation procedures.

In some countries, respondents (including those from international organizations) noted the generally low level of activity and interest of civil society groups in CCM processes. This was attributed to an under-developed civil society in these countries, plus poor networking and a lack of proactive NGOs and/or individuals strong enough to stand up for their rights, especially at high-level governmental meetings.

***CCM Member, NGO Representative (Moldova):* One must admit that the non-governmental sector in Moldova is yet to be developed and has just started to shape up...**

***CCM Member (Tajikistan):* The problem is not just the CCMs... NGOs themselves have not been active enough or willing to engage... The non-governmental community is not strong enough yet - they don’t stand up for each other and need more sustainability.**

c. Communication of CCM members with their Constituencies

Since the Global Fund requires that CCM members representing the non-governmental sector should be selected on the basis of legitimate and transparent procedures developed by their constituencies, all non-governmental members of the CCM and designated representatives should realize that they’re expected to represent the interests of their constituency, and not their own or those of their organizations.

For all CCM members to have a clear understanding about how they should represent their constituencies, other than it being based upon their own experience, all non-governmental CCM members should have a **Terms of Reference (ToR)** or similar document, defining their roles and responsibilities as a CCM member and specifying the term of appointment and procedure for rotation. All CCMs have statutes [8] and/or operational manuals [9] regulating CCM membership and their functions in general, regardless of sub-sector member representation. Nevertheless, these documents rarely suggest clear lines of communication between CCM members and their constituencies. The rules and procedures for such collaboration should be developed within each constituency at the same time as when procedures are developed for representative selection to CCMs.

For example, the internal CCM statute in the Kyrgyz Republic [10] states that ‘the process of election of candidates, identification of CCM members and their alternates representing the non-governmental sector must be documented in order to demonstrate how these individuals and organizations were selected and how they will report to their constituencies on their activities within CCM’. Moreover, the requirement to have a ToR for CCM members representing non-governmental actors is also specified in the Global Fund’s Guidelines and Requirements for CCMs².

It should be noted that, apart from establishing election procedures, each constituency should develop criteria for their CCM candidates. For example, the following criteria may apply to the election of a representative from the community of PLHIV:

- Membership in a national PLHIV network.
- Experience, reliability and commitment to network activities.
- Good communication and advocacy skills.
- Specific geographical representation.
- Leadership qualities.
- Relevant technical skills.
- Being an expert in a specified area.

The Terms of Reference (ToR) will enable CCM candidates to understand:

- What their constituency expects from them prior to elections.
- Who they should report to as CCM members and what the procedure is.
- How they are supposed to formulate their position on certain issues when representing their constituency.
- What kind of support from the constituency they can expect, etc.

Members of constituencies will also benefit from such a document, as they will have a better understanding of the whole process: what can they demand from their representative? How can they share information about their needs? How can they obtain information?

In the event that the CCM member continuously fails to comply with agreed requirements, then they have the right to re-elect him/her, by following the clearly defined procedure in the ToR.

Thus, this document, duly prepared and signed, will help formulate and endorse the procedure of the **ongoing double-end feedback** between CCM members and their constituencies. The document should be easily accessible and available to all stakeholders.

In order for this to be designated a practical tool for non-governmental CCM members, it should be submitted to the CCM Secretariat and registered as an official document within the relevant non-governmental constituencies. As such, the newly elected CCM members will have a formalized ToR, which defines their roles and responsibilities towards (their) constituencies and will guide their activities until the next election. Following the vote, the CCM Secretariat should send these documents to the Global Fund Secretariat to evidence CCM compliance with the GF requirements.

² ‘CCMs should publish membership details and constituencies should develop **Terms of Reference** for their members, and review member performance to ensure accountability to the constituency’. Guidelines and Requirements for Country Coordination Mechanisms, Paragraph 50, p. 20.

Actual Situation

Unfortunately, almost all the non-governmental CCM members interviewed for this report, stated that they had not heard anything about the ToR or any other such document which defined their roles and responsibilities towards their constituencies, or they said that the document was not finalized.

CCM Member (Moldova): No, I don't know anything about such a document.

CCM Member (Kyrgyz Republic): We started developing a ToR before the Forum and made a draft, but to be honest, there was no follow-up on it.

CCM Member (Tajikistan): No, I haven't heard anything about such a paper...

When asked about methods used to enable mutual feedback within their constituencies, many CCM members said they weren't sure, or gave some examples whilst admitting that such an interaction is only occasional and most often one-sided, since they rarely receive advocacy appeals, suggestions or requests from their constituencies. Feedback is mostly arranged by responsible CCM members who periodically distribute information through thematic list-serves. However, this process is not outlined in any official documents.

CCM Member (Kyrgyz Republic): Mutual feedback within sub-sectors? There is no formalized procedure to share our perceptions on a regular basis... Rather, it is a chaotic, spontaneous process...

CCM Member (Moldova): It's not written anywhere that I am to initiate communications within my sub-sector... I think the need for mutual feedback should be mentioned in my CCM member profile, otherwise who is going to arrange that? There should be a policy and procedure which describes the communication process... No one checks whether I inform people or not, although I always do inform them.

In most countries (even where official elections have been held), constituencies report the lack of an integrated document regulating the previous and future elections of CCM members for relevant non-government sub-sectors (or the non-governmental sector in general). This means that the elections were either nominal (see Chapter 5 of this report), or that constituency representatives were excluded from the process of organizing and holding elections (for example, when a CCM secretariat took on this role).

NGO Representative: We received information about re-election of CCM members representing NGOs, so we organized an 'internal' selection procedure by sending a letter to all NGOs with a request to nominate representatives to the CCM. So, the process started and we were about to select nominees... but soon after I received a very critical letter from our CCM Secretariat. I was accused of taking on the role of the CCM Secretariat when I 'didn't have any right to distribute information of that kind'. I tried to explain that we didn't misappropriate the responsibilities of the CCM Secretariat... that our elections were internal, like they should be, open, transparent and democratic... Since our NGOs are very dependent on funding, they're afraid of losing donor support and so they stopped sending any responses... When we observed how passive and unwilling the NGOs were, we stepped aside too.

In the Kyrgyz Republic where the recent NGO elections were open and inclusive for all stakeholders, separate documents were developed for different stages of the process, yet it didn't result in any integrated election regulations that would be officially approved. The same is true for the NGO sub-sector elections in Kazakhstan.

Belarus is the exception, and from January to April 2012, the elections of new CCM members (representatives of non-governmental sector) took place. As a result of the concerted efforts of various non-governmental constituencies and with support from EHRN CSAT, a unified document: 'Terms of Reference for communication of the Belarus CCM non-governmental sector representatives with the Global Fund to Fight AIDS, Tuberculosis and Malaria' was developed. This document lists the roles, responsibilities and requirements for CCM members, and defines procedures and the stages of elections.

5. Electing CCM members representing the non-governmental sector

As mentioned earlier, the Global Fund requires all CCM members representing non-governmental constituencies to be selected by these constituencies on the basis of well-documented, transparent procedures which have been developed within each constituency.

In those countries of the region where the recent CCM elections can be considered open and transparent, one of two election models were used: on-site elections (through a special forum to select CCM members, similar to the one held in the Kyrgyz Republic) and online (Internet-based) elections (held in Belarus and Kazakhstan). Other countries used a formalized approach to select CCM members, which in most cases, couldn't be called open and transparent.

'Open' selection procedures imply that all interested stakeholders representing the relevant constituencies are provided with opportunities to take part in the elections, with respective information being widely distributed in a timely way via accessible lines of communication. 'Transparent' involves the clarity and transparency of all processes related to the lead-up of activities, including preparation of documents, making them available to interested stakeholders, inviting independent experts to the various commissions (supervisory committee, mandate commission, counting board, etc.), and publishing the preliminary and final results through open-access sources.

Depending on allocated quotas, the countries used either the proportional election system³ or the majoritarian electoral system⁴ (if only one member per constituency was to be elected). In many countries these independent elections were held for the first time and because some sub-sectors showed low levels of participation, a threshold (i.e. minimum number of votes cast for a candidate to pass through) was not imposed in most cases.

The two election models (online and on-site elections) will be described in detail below, with the main stages of preparing and running elections in each case.

a. Online (Internet-based) Elections

As is clear from the name of this model, all processes and procedures of online elections can be held remotely, including the voting itself and the activities of supervisory, mandate and other commissions. Experience shows that the Organizing Committee (or any other body responsible for the procedure of selecting non-governmental CCM representatives) should conduct several meetings, at least at the initial stage of approving the supporting documentation - (i.e. voting regulations, terms of reference, forms, etc.). This should be taken into account when an election budget is developed.

Please find below a description of the key stages of online elections to CCMs (based on elections in Belarus and Kazakhstan), including comments and observations about each stage.

1. Establishing the Organizing Committee

The Organizing Committee (OC) should include a majority (preferably 100%) of non-governmental representatives – or, if elections are held in one constituency, such as PLHIV, then a majority of representatives from this group. The OC is an administrative unit responsible for the coordination of elections at all stages as described in the election regulations. They are also tasked with attracting the necessary funding for the elections. OC members are not involved in any decision-making related to the composition of election constituencies, registration of CCM candidates and election results – these are the functions of an independent Mandate Commission (MC). Theoretically, OC members can participate in elections at all stages, including as CCM candidates (unlike members of the MC), as was the case in Belarus and Kazakhstan.

³ A proportional election system means that mandates are distributed within lists of candidates in proportion to the votes cast for the lists (if the candidates pass the election threshold).

⁴ In the majoritarian electoral system, a candidate is considered elected to an assembly or as an official if s/he receives the majority of votes in their electoral district or within a constituency.

All interested representatives of the constituency (or several constituencies, when it concerns general non-governmental sector elections) should have the opportunity to become OC members but must meet the minimum requirements. That is to say, they should have the ability to represent the constituency; the capacity to spend designated periods of time on OC activities and regular access to the Internet, etc. The limit for the number of OC members should be clearly defined (for example, not more than 10 people) and should then not be exceeded.

2. Developing and approving elections regulations / ToR for CCM members and other documents

The Election Regulations is the main document which should describe everything that concerns the preparation and conducting of elections, as well as further activities of CCM members (including the ToR for a CCM member). Please see **Appendix 2** for a draft of such regulations, based on a similar document developed by non-governmental representatives in Belarus [11].

To develop such a document, OC members can commission an external expert (related costs could be covered within the CCM Secretariat operational budget, and should be accounted for in advance), along with utilizing technical support from relevant international organizations and UN agencies. To promote transparency, a wide network of stakeholders should be given the opportunity to comment on the draft. For example, in Belarus, the Election Regulations draft was distributed through the local list-serves with a deadline, whereby comments were required within one week. It is practical to develop other supporting documents at this time, such as voting forms, the elections announcement, etc.

Examples of these templates are available in the Appendices to this report.

To support OC members, a Supervisory Commission (SC) was established in Kazakhstan at this stage. The SC provided guidance in preparing elections and drafting documents, monitoring the election process and summarizing it in a report which verified legitimacy of the elections. The commission was comprised of independent experts from other countries working on a voluntary basis.

3. Announcing the start of elections

It is important to announce the elections as extensively as possible, reaching out to all constituencies involved. For example, if elections are also held for constituencies such as commercial organizations or non-governmental educational institutions, these groups should receive notification of the start of the elections, their opportunities to contribute and designated places for their representatives to participate in the CCM.

The same regard should be accorded the MARPs – it's vital to devise a strategy of distributing information about elections and providing them with participatory opportunities.

For example, the OC in Belarus developed a special announcement for MARPs that was sent to all organizations working with IDUs, SW and MSM with a request to disseminate this information widely amongst their clients, including during outreach work and in self-help groups. Organizations were asked to provide the representatives of MARPs with access to the Internet in their offices and to assist them in completing all the necessary documents.

4. Creating a Mandate Commission / Committee

You can find detailed information about the Mandate Commission (MC) in Appendix 2 of this report. The MC, apart from its main task of checking documents and registering election candidates – can help in counting the votes, as was done in Belarus.

However, in Kazakhstan, this function was given to a separate Counting Board. The MC can also be composed of international/foreign experts working on a voluntary basis as per Belarus and Kazakhstan.

5. Accepting documents from CCM constituencies and candidates

In order to collate documents and applications from candidates, one can create a special e-mail address which can only be accessed by members of the MC.

If necessary, this stage may be divided into two separate processes:

- 1) Registration of all participants.
- 2) Registration of CCM candidates only.

6. Checking the documents against the set criteria, registering participants and approving the list in the Organizing Committee

All documents should be checked by the MC, which submits its protocol to the OC, specifying reasons for rejected registrations (if any). After the OC approves the protocol, it informs prospective candidates that their registration was rejected, using a separate OC email address to avoid dispute between candidates and the MC about its decisions.

7. Publishing the list of CCM candidates

Lists of CCM candidates per constituency should be published and distributed along the same communication lines that were used for announcing elections, to enable maximum coverage to all constituencies. At this point, the start of elections should be announced.

8. Voting

Voting results are documented in a special protocol to be approved by the Organizing Committee.

9. Publishing voting results

The OC should inform the CCM's secretariat and management about voting results. The secretariat, chairperson, deputy or anyone else involved, should not approve voting results, influence them, or deny membership of elected representatives.

Experience in Belarus and Kazakhstan showed that the election process can take from 3 to 4 months.

The above procedure describes a simplified version of online elections in resource-limited settings. To increase efficacy and quality, one can create a special website⁵ with important information about elections, registration tools for constituents and candidates, and a voting mechanism. Unfortunately, this is not feasible in most of the countries surveyed.

It should be noted that online elections might not be an option for all constituencies/countries. This model implies wide use of the Internet by the population and in particular, by related constituencies. Therefore, it is probably not an option for countries such as Tajikistan, where the electric supply is erratic, the Internet is quite expensive and the Internet access index is not higher than 9.3% (as of 2010)⁶.

Equally, online elections are not appropriate for Turkmenistan, with its 25 Internet-centers across the whole country and a 1.6% Internet access index (2010)⁷. For such countries, on-site elections are preferable.

b. On-site Elections

On-site elections are described here on the basis of non-governmental CCM member elections in the Kyrgyz Republic, as this is the only country which applied this mode from the countries surveyed. According to respondents, on-site elections were also planned in Tajikistan during the National Forum of AIDS-Service Organizations in 2009 but this attempt failed.

Preparation and implementation stages for on-site elections are similar to those of online elections but are concluded by all stakeholders (representatives of constituencies or their selected delegates) assembling to select CCM members at a formal meeting organized for this purpose. Thus, the stages of appointing candidates, selecting members of the Counting Board and Supervisory Commission, voting and announcing results are coordinated simultaneously during a joint meeting.

⁵ Example of election website: <http://election.cvk2012.org/>

⁶ Source: International Telecommunication Union (ITU), <http://soobshchestvo.telecentre.org/group/Tajikistan>

⁷ Source: ITU

On-site elections may involve one or several constituencies. It is prudent to jointly develop procedures, organize the event and raise funds to save time, effort and money. Donors are more likely to support one big national event and sub-sectors should work together in partnership and elect their representatives during a consolidated meeting. In 2011 in the Kyrgyz Republic, non-governmental CCM members were selected as part of the National NGO Forum, while communities of PLHIV and TB selected their representatives during the National Forum for people living with HIV and TB.

1. Similar to online elections, the first stage of on-site elections is to select members of the Organizing Committee. The OC can be created as part of a national body that engages non-governmental stakeholders. In the Kyrgyz Republic, the OC was accommodated by the NGO Coordination Council representing, amongst others, vulnerable populations and regional organizations. A special announcement was mailed out to invite all interested representatives of constituencies. This Coordination Council was also the driver behind the National NGO Forum which hosted the elections.
2. On-site elections require considerable fundraising efforts in advance. While online elections may be held with minimum resources that could be allocated to the CCM Secretariat's budget, on-site elections involve substantial costs (travel and accommodation expenses for dozens of people, renting a venue, refreshments, etc.) which necessitate efforts to attract donor funding. Therefore, a better option may be to integrate elections with a national event (e.g. a network meeting, strategic planning conference, national NGO forum, etc.), which has more likelihood of being funded. It is also more efficient in terms of time and resources, with participants arriving from distant cities and regions.
3. Similarly, with online elections, the OC needs to develop supporting documentation, including the ToR for CCM members (if one doesn't exist yet). To avoid overloading OC members, external experts could be involved, with technical support offered by partner organizations. In the Kyrgyz Republic such support was provided by the CCM Secretariat. To inform the process of developing procedures for organizing and conducting elections, whilst enabling their openness and transparency, broad consultations with constituencies should be held. These should be guided by good practice and the experiences of other countries that may already have all the necessary documents.
4. As soon as all the documents have been developed and approved, the dates set and the funds raised, a call for applications to take part in the elections should be distributed. Such an announcement must be sent through all available channels to reach the majority of representatives within participating constituencies. Sometimes, the initial election dates will have to be extended or changed. This may be due to various reasons, most often because of an incomplete pool of candidates. This happened in the Kyrgyz Republic, in Kazakhstan and in Belarus. In this event, to avoid any confusion, it's important to update the target audience about the new terms.
5. When needed, a special Mandate Commission should be established, comprised of members who are not part of the constituency, and who do not represent stakeholders or participate in the elections. This will enable a non-discriminatory and fair process. This task may also be assigned to an existing body: for example, in the Kyrgyz Republic applications were reviewed and selected by the OC.
6. At this stage, organizers should bear in mind that, owing to budget restrictions, it might not be feasible to invite all stakeholders representing different parts of the country; this highlights the need to impose geographical quotas for some constituencies. For example, in the Kyrgyz Republic, potential participants of the NGO Forum were offered 8 seats per region. Yet, some regions sent more than 8 applications, so the OC members went there to meet local NGOs and select delegates for the Forum. These legitimately selected candidates took part in elections and voted on behalf of their communities.
7. The next stage, following selection and registration of nominees, is the event itself. To enable transparency and legitimacy of elections, experts from other sub-sectors could be invited as observers, as was done in the Kyrgyz Republic during the CCM elections amongst HIV/TB constituencies. An option for observers is to form a Supervisory Commission (SC) which would sign the final election protocols. A Chair of Elections can be assigned (or selected from OC members) to facilitate the process.

8. The OC should develop requirements for CCM candidates and alternate representatives, and approve them at a meeting before elections. Each candidate should be properly informed in advance about the expected role of a CCM member; they should confirm that they are able to make a commitment to these responsibilities. The candidate and alternate members' nomination procedure (self-nomination, nomination by constituency or combined nomination), may also be approved directly at the Forum. In the Kyrgyz Republic, each candidate or alternate CCM member gave a speech about their activities and future input as a CCM member. Another option for the self-election model is to register candidates in advance and prepare short biographical print-outs for their constituencies.

Elections can be open or closed and the best method should be decided by the Forum. In any case, an adequate number of ballot papers should be printed. A special Counting Board may be established for the purpose of counting the voting results; this could be composed of observers.

Selection principles for alternate members should be specified before the start of voting – i.e. whether separate elections will be held to select them, or for those candidates who came second in the voting, whether they will automatically be pronounced alternates. In the Kyrgyz Republic, an additional restriction was imposed before the start of voting: from five new CCM members, at least three had to represent regional constituencies with only two permitted from the capital city, Bishkek. Thus, the regional NGOs had a chance to acquire proper representation in the CCM.

If elections are held in several sub-sectors simultaneously, it is important to ensure that they will result in each sub-sector having appropriate representation within the CCM, in accordance with pre-set quotas.

9. The voting results are documented in a protocol which should be signed by the Chair of Elections and members of the Supervisory Commission (or other designated representatives). The election results should then be submitted to the CCM Secretariat for its information.

The on-site election model has one significant drawback since only a limited number of candidates will be able to attend the meeting due to financial restrictions, in which case legitimacy of these elections might be questioned. This is especially relevant when selecting CCM members representing communities of people living with the three diseases and/or MARPs.

In 2011, the National Forum of PLHIV and TB in the Kyrgyz Republic served as a platform to choose CCM members from this constituency. They invited 39 candidates who met the criteria for election [12]. This drawback is directly related to financial resources available for elections. Compared with online elections, on-site elections are significantly more costly but if integrated with important national events, costs could be reduced and procedures simplified.

c. Tokenistic Approach to Elections

As mentioned above, some countries demonstrated less democratic and tokenistic approaches to selecting CCM members representing non-governmental constituencies. This could, in some cases, be explained by a lack of finances to conduct comprehensive elections, a vague understanding of roles and responsibilities amongst governmental actors and rigid attitudes of the CCM Secretariat and National Networks (of PLHIV, NGOs and communities) towards the Global Fund's requirements.

For example, CCM members are sometimes selected as follows: as the deadline to submit proposals for the new round of Global Fund grants approaches, the CCM Secretariat informs the National Network of PLHIV that the CCM composition should be aligned with the Global Fund requirements. This means that, the representation of PLHIV must be legitimately selected by the community, this process being documented. What often happens in practice is, the National Network of PLHIV discusses this issue at their next board meeting and arranges an on-the-spot election or re-election of CCM members representing PLHIV, then documents the procedure in their official protocol. Thus, formally, the representation requirement has been met. However, this approach significantly limits participatory opportunities for those network members who were not present at the meeting and for PLHIV and community-based organizations which are not formal members of this network.

As a result of such backstage elections, one country in the region, at the board meeting of the local PLHIV network delegated a PLHIV representative who is HIV-negative to become a CCM member.

Moreover this male person was also entitled to speak for the community of SW, although to date, his candidacy in the CCM has not been affirmed.

Another common situation is when CCMs, eager to show compliance with Global Fund requirements, take over all the organizing and coordinating functions to select NGO representatives, instead of just providing the non-government sector with the necessary technical support to do it themselves. In such cases, constituencies are excluded from the processes of procedural development and preparation of elections, which may have a negative impact on the results of elections. For example, a CCM sends out invitations to take part in on-site elections on a certain day. Theoretically, all interested stakeholders could attend and elect their representatives to the CCM. Yet, reimbursement of travel expenses for people from other cities/regions is not provided (or is offered to only one or two people) – hence, many candidates are excluded for financial reasons. Some respondents have also complained that the election announcement is circulated at very short notice, and many stakeholders don't have time to rearrange their schedules.

NGO Representative: Here is a letter from the CCM addressed to NGOs announcing the election of non-governmental representatives. It is dated 10th August and the elections are to be held on 12th August - in two days! All local NGOs are invited, but no travel expenses are offered... Such an approach limits participatory opportunities of non-governmental stakeholders.

Sometimes such elections follow scenarios prepared by the CCM Secretariat and although an NGO representative may chair the event, the whole procedure is pre-defined/pre-determined. Final results are submitted by the CCM Secretariat for review at the next CCM meeting, so there is a possibility that election results will be modified afterwards.

CCM Secretary: ...And then I usually send the final documents to the CCM members for review, and the CCM approves them, but you never know, they might also withhold someone's membership, because it's in their power to do so... Although this has never happened so far.

Regardless of the model chosen for elections, it is important to understand that, if a constituency is not ready to conduct elections of CCM candidates on its own, a tokenistic approach to the election procedure should not be applied, nor dismissal of group representatives from the organizational process. If certain groups need assistance with the election process, relevant agencies can be requested to provide technical support – the list of such organizations can be requested from the Global Fund Secretariat including the Country Portfolio Manager - Belarus and Kazakhstan successfully used this opportunity. Another option is to request technical support from CCMs and communities in countries which have demonstrated best practice in electing their non-governmental stakeholders.

6. Effective practices of involving non-governmental sector representatives in CCM activities

Strengthening meaningful involvement of the non-governmental sector in CCM activities requires the creation of enabling conditions, first of all, within the CCMs.

With this aim, the following successful practices may prove useful:

Thematic (technical) Working Groups within CCMs

An interesting and effective approach, as evaluated by respondents from different countries, is to create thematic working groups within CCMs whose role it is, is to fulfill the tasks as identified by CCMs in various areas. Such groups summarize the results of their work, provide recommendations at CCM meetings and report on their activities to CCM members [10]. Although the working groups are not entitled to make decisions, they provide a platform from which to discuss and propose suggestions on a range of issues and their recommendations may be formally approved by CCM members upon review.

In the context of engaging non-governmental constituencies in CCM activities, it's important that working groups are comprised of a wider circle of experts, including those representing the NGO sector. Traditionally, such groups have around 15 participants or more and their meetings are usually held frequently, between CCM meetings. Each group works within their specific area of expertise, such as:

- HIV/TB/Malaria treatment.
- Work with vulnerable groups.
- Program monitoring and evaluation.
- Prevention issues, etc.

Such practice is common in Moldova, Tajikistan and the Kyrgyz Republic. In the Kyrgyz Republic the groups are part of special-purpose committee and Moldova has more than 12 thematic working groups. According to respondents, this practice works and is quite effective. The fact that working groups represent various constituencies and include not just CCM members, offers increased prospects for NGO representatives to participate and influence decision-making related to the implementation of the Global Fund programs.

Special-Purpose Committees within CCMs

To succeed in their core functions of coordination of the development of proposals and supervision of the grant implementation, etc., some CCMs create special-purpose committees. For example, the CCM in the Kyrgyz Republic has two committees: the Oversight Committee and Proposal Development, Resource Mobilization and Harmonization Committee. Such committees are usually made up of CCM members who have dependable expertise and knowledge and who are engaged on a voluntary basis. It's important that these committees involve CCM members representing non-governmental constituencies, especially MARPs and communities of people living with the three diseases. Whenever possible, the respective ToR should specifically outline the involvement of these vulnerable populations.

Alternate CCM Members

According to the Global Fund's Guidelines and Requirements for CCMs, 'each constituency should select an alternate member for each seat, to increase transparency and to facilitate quorum at CCM meetings'. This recommendation is fundamental to strengthening NGO involvement as it officially allows double representation of this sector in the CCM.

Whilst only CCM members have the authority to vote, their alternate members can participate in meetings (if approved) and they have a consultative vote. If a CCM member has a legitimate excuse not to be present, then the alternate member can replace them and they have the same authority, rights and obligations as a CCM member.

Unfortunately, very few of the countries surveyed use this model of choosing alternates for CCM membership and in most cases non-governmental representatives in CCMs don't have officially elected alternates for their seats.

CCM Member (Moldova): An alternate or a deputy CCM member? No, I've never even heard of such a position...

Only in the Kyrgyz Republic and Belarus were the alternate members elected together with CCM members. However, in Belarus only 2 alternates were chosen (as opposed to 10 elected CCM members) and despite recommendations from the local Mandate Commission, additional elections were not held⁸.

Other Issues

Meaningful involvement and understanding by civil society representatives of CCM processes depends upon broad, timely and regular distribution of information about CCM activities and participatory opportunities for civil society. To achieve this, several methods could be used:

- To issue periodic newsletters highlighting CCM activities, as is the practice in Moldova, although respondents commented that the Moldovan newsletter is mostly distributed amongst CCM members and doesn't reach a wider audience but this is a technical issue, which can be rectified.
- To create a CCM website that is properly maintained and updated without delay (otherwise the resource will lose effectiveness). Local non-government representatives in Tajikistan report that

⁸ Respective decision was published here: <http://www.belaid.net/news/2012/369>

there are significant delays in publishing documents such as meeting protocols, etc., and in updating on important CCM activities; this is clearly not conducive to the website being a functional resource. It is also pertinent to send regular updates through the national thematic mailing lists.

- For CCM members - to conduct regular meetings and widespread consultations with their constituencies in order to update them about CCM activities and encourage feedback on key issues.
- To employ someone who is responsible to the CCM Secretariat and whose role it is to update all those concerned with CCM activities (non-governmental stakeholders), as was done in Tajikistan. This individual was employed by an international organization, not the CCM and this approach proved to be very effective.

7. Recommendations on involving community members in CCM activities

To the Global Fund Secretariat

- To recommend that CCMs submitting funding requests to the Global Fund Secretariat, include budget costs for electing non-governmental representatives to the CCM, with the aim of engaging all constituencies, in particular civil society and the private sector in program governance and as consistent with the Global Fund Guidelines for CCM Funding [13].
- To strengthen technical support provided to CCMs in the context of assessing compliance with the six minimum requirements of the Global Fund, and aligning CCMs to meet these requirements (as was done in Belarus, as part of the 2011 Framework Agreement between WHO/Global Fund and the Curatio International Foundation [14] and also through technical assistance provided by EHRN CSAT to support the election of non-governmental representatives to the CCM in 2012).
- Portfolio Managers, as a strategic point of contact for CCMs within the Global Fund Secretariat's new structure, should conduct regular reviews of relevant documents which define CCM rules and procedures, and provide recommendations for improvement and further development, with the aim of promoting meaningful and comprehensive involvement of non-governmental stakeholders in CCM activities.
- The Global Fund's Portfolio Managers should encourage enabling conditions for the participation of non-governmental constituencies in CCMs, including the process of developing and submitting proposals within the New Funding Model as soon as it is endorsed.
- To create an improved understanding of national situations in the context of program implementation and CCM activities, the Portfolio Managers should collaborate not only with principal recipients and CCM members, but also with sub- and sub-sub-recipients of the Global Fund grants, particularly those representing NGOs and community-based organizations.
- To recommend to CCMs that they ensure the non-governmental representatives have Terms of Reference which cover their rights and responsibilities to the sub-sectors (given that the ToR is developed internally by members of these sub-sectors).
- To develop a strategy and plan for effective collaboration between the Portfolio Managers and civil society groups in particular. This is crucial given the ongoing restructuring of the Secretariat and since several key positions (which previously supervised such cooperation) were downsized.
- The action plan should be developed in close partnership with civil society representatives. This will help non-governmental constituencies effectively advocate for their needs in CCMs and on the Secretariat level after the new funding model (NFM) is introduced.

To CCMs and their Members

- The CCM Secretariat and CCM members representing other sectors should not influence the process of electing non-governmental constituencies to the CCM and should instead provide adequate technical support, whenever it is requested.
- The CCM regulations should officially document options to select alternate CCM members, if other efforts to implement this concept in practice prove futile.
- CCM members representing the non-governmental sector should regularly update their constituencies, both verbally and in writing, regarding their activities within the CCM. They should submit reports and seek advice from the constituencies on their engagement in the CCM.
- CCM members representing the non-governmental sector should improve the quality and effectiveness of their work by establishing advisory groups comprised of constituency representatives (if possible, at least 10) and they should seek feedback about CCM activities. A similar collaboration model is now used by some Global Fund Board Delegations, including the Communities Delegation.
- The CCM Secretariat's applications for funding should include budget costs covering the scheduled re-election of CCM members from non-governmental constituencies for subsequent years (in consultation with the NGO sector).
- CCMs should rotate non-governmental and governmental representatives taking the positions of CCM chair and vice-chair.
- The CCMs should ensure that their plans and meeting agendas are informed by advice from members representing the NGO sector. CCM members including the NGO sector representatives and their alternate members, should receive regular and timely updates about the CCM meeting agenda (at least 5 working days before the meeting), in order to discuss it with the constituencies and prepare accordingly.
- PLHIV should comprise at least 10% of the CCM membership so as the CCMs are represented by at least two members from the community of PLHIV.
- The CCM should officially engage representatives of MARPs, as reflected by the local epidemiological context.
- CCMs should distribute updates in language that is accessible to the target population (especially in countries like Moldova and Tajikistan, where two main languages are used although many people only know one).
- The CCM secretariat should ensure that they have a functional website and must regularly update it, uploading information about any relevant activities. CCM members representing different constituencies should collaborate and in doing so, advocate for their mutual needs. They should harmonize respective activities and try to find common ground on key topics, so as they are able to effectively promote or campaign about the issue concerned.
- CCM members representing the NGO sector should actively participate in thematic committees and/or working groups established as part of the CCM.
- CCM members representing the NGO sector should be engaged in CCM oversight activities (15) and as such, participate in their respective special-purpose committees.
- CCM members representing the NGO sector should be actively involved in the process of proposal-writing and be included in respective special-purpose committees.

To Representatives of Non-Governmental Constituencies

- Representatives of non-governmental constituencies should be selected by their own constituencies; based on a well-documented, transparent process, developed within each constituency, whilst also enabling participation of a wide circle of specialists (not just members of a local network or coalition).

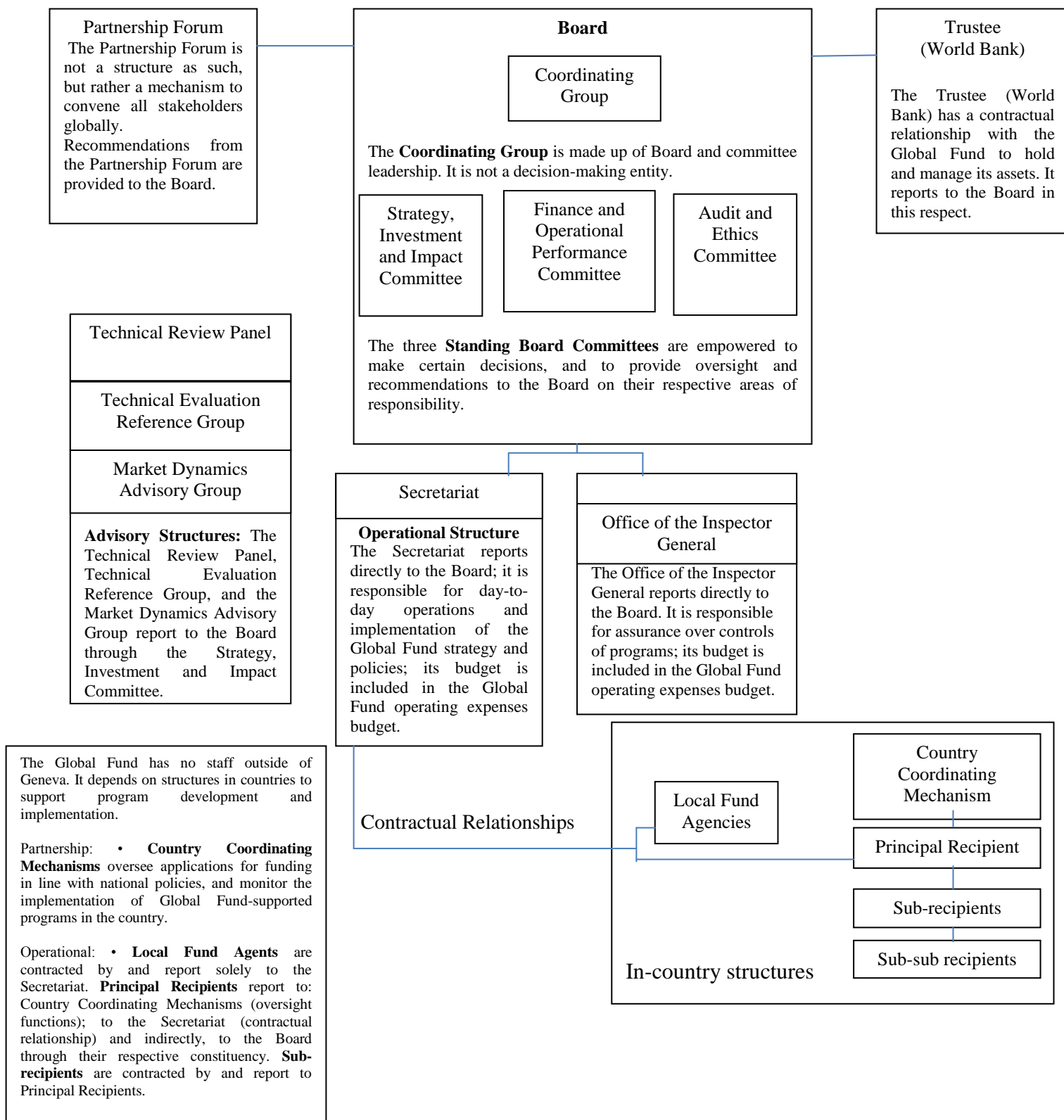
- Representatives of each constituency (or all constituencies together) should develop a ToR for their CCM members and alternates. The ToR should provide a clear mechanism for two-way feedback between members and constituencies. Each decision should be discussed inside a constituency prior to its submission to the CCM. Constituencies should consolidate efforts, develop a joint position and agree on back-up measures. Decision-making processes should be informed by group discussions and must be based on a consensus.
- During CCM elections, alternate CCM members should be chosen along with regular members representing a constituency.
- Through their CCM members, non-governmental constituencies should ensure that CCM elections within the NGO sector are accounted for in the CCM Secretariat's budget.
- Best practice of other countries in the region should be used to develop election procedures and documents, whilst technical support can be requested from UN agencies (UNAIDS in particular), the CCM Secretariat and the Global Fund Secretariat (via the Portfolio Manager).
- Constituency representatives should know their CCM members and share information with them. They should provide feedback about their performance and the activity of the CCM in general. This should be used as an advocacy resource and tool to strengthen responses to the three diseases at a national level.
- NGO representatives should be active members of any thematic working groups employed by their CCM.

Some of the recommendations provided are directly correlated with the recommendations of the Global Network of People living with HIV/AIDS (GNP+) to improve CCM performance by strengthening PLHIV involvement in its activities [16], as well as being linked with recommendations developed during the Regional CCM Meeting organized by the Global Fund in 2005 in Lusaka, Zambia [17].

8. Literature

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The Global Fund Organization Structure



Sample 'Terms of Reference' for representatives of the non-governmental sector in the Country Coordinating Mechanism (CCM)

1. Rights, responsibilities and accountability of a representative of the non-governmental sector in a CCM

Each CCM member and alternate CCM member representing the non-governmental sector should understand that they represent the interests of their constituencies (in the broadest sense), rather than their own interests or those of their organization.

Members and alternate CCM members should openly exchange information with their constituencies and communities in a timely manner and respond to requests for additional information.

CCM members should regularly provide feedback to their constituencies/communities through 6-monthly reports on their work in the CCM. These reports should be widely distributed and available for the public to read.

CCM members should conduct regular consultations (before every CCM meeting - in person or via thematic internet groups and mailing lists) with their constituencies in order to fully represent the viewpoints and interests of the groups at CCM meetings. Equally, the constituencies must be involved in the decision making process and should be informed of CCM meeting results.

CCM members should be rotated and every CCM should have an alternate who can participate in CCM meetings in the absence of the CCM member (or as agreed). An alternate CCM member has the same mandate, rights and responsibilities as a CCM member.

Conflicts of Interest

A 'conflict of interest' is a situation whereby a representative of the non-governmental sector (NGS) in a CCM (or the alternate member), are able to use their position to advance personal ambitions or interests, or the interests of their organization; or where they act in the interests of a family member, partners or significant others, thereby compromising the interests of the project beneficiaries or general public, and thus limiting the capacity of other CCM members.

Types of conflict of interest:

1. Financial interests – Monetary benefits that representatives of organizations or communities acting as a CCM Chair, Vice-Chair or member can gain directly or indirectly as a result of a CCM decision.
2. Program interests – Direct non-monetary benefits for a program or department of the healthcare sector, civil society or private sector and obtained by lobbying for certain activities, levels of funding, or funding distribution.
3. Administrative interests – Gaining benefits by being the CCM Chair, Vice-Chair or any other CCM member through advocating for a certain CCM decision or putting pressure on the CCM by using decisions, orders or other by-laws that regulate activities of organizations or communities represented in a CCM but which, are not by-laws regulating CCM activities.
4. Benefits gained with support of family or colleagues – Gaining benefits (career advancement or a financial benefit) from a relative or colleague of a CCM member or its alternate, as a result of a certain CCM decision.

All CCM members or alternate members should honestly announce a conflict of interest if one of the afore-mentioned situations arises (or if any other situation occurs that may be considered a conflict of interest). As such, any decisions should be deferred until the matter of the conflict of interest is resolved. Failure to do so will result in exclusion from the CCM in accordance with the procedure described below or by a CCM majority vote.

Procedure of Recalling a CCM Member by Constituencies

Recalling a CCM member representing the NGS can take place for the following reasons:

- When a NGS representative in the CCM or the alternate member does not fulfill their responsibilities (and more than three incidents have been documented).
- When a NGS representative in the CCM or the alternate fail to announce a conflict of interest, therefore violating their contractual obligations.
- When a NGS representative in the CCM or the alternate exceeds their authority and remit (with more than three incidents being documented).

The recall procedure is based on investigation of the documented facts which are presented to the members of the constituency group that was formed prior to the elections. A vote is then taken on whether to recall the CCM representative.

While making the decision on recalling a CCM representative, a vacancy is announced and elections are arranged. Once a new representative is elected, the constituency group notifies the CCM about the replacement.

2. Representing the interests of the non-governmental sector in a CCM

Within the non-governmental sector in [a country] actively involved in HIV/AIDS and TB, the next main sub-sectors could be identified thus:

1. Non-profit (community) organizations.
2. Communities of individuals:
 - a. People living with HIV and/or affected by TB.
 - b. Representatives of the populations most vulnerable to these infections: IDUs, SW, MSM (or other vulnerable groups according to official prevalence statistics).
3. Religious organizations.
4. Non-governmental educational institutions.
5. Commercial organizations.

All other non-governmental sector entities can be attributed to one of the above mentioned categories.

According to the Global Fund recommendations, non-governmental sector representatives should represent not less than 40 % of all CCM members.

Each sub-sector listed above has the right to be represented in a CCM, and for each sub-sector the quotas of their CCM representation are set as follows (in accordance with the representation of each sub-sector in the response to the epidemics within a country):

1. Non-profit (community) organizations = 40%
2. Communities of individuals = 40%
 - a) People living with HIV and/or affected by TB = 20% (with at least 1 person representing the interests of people affected by tuberculosis and 1 person representing the interests of PLHIV or of both communities).
 - b) Representatives of most at risk populations: PUD/IDUs (as well as OST clients), SW and MSM = 20%
3. Religious organizations = 10% (at least 1 person)
4. Non-governmental educational institutions = 5% (at least 1 person)
5. Commercial organizations = 5% (at least 1 person)

In order to apply to be a representative, organizations and individuals from each sub-sector listed above should express their intent to participate in the elections to the OC by submitting a standard application form. This expression of intent should be submitted by the closing date and should follow a standard procedure as described in this document. The organizations and individuals that have submitted timely applications to the OC, form the constituency groups whose members have the right to participate in the next stages of the elections.

In the event that, one or more of the last three sub-sectors don't nominate a representative for the elections by the closing-date, then the allocated CCM seats will be shared between the first and second sub-sectors (one seat for each sub-sector and in the event of a second sub-sector, this seat can be taken by PLHIV and/or affected by TB), or if a seat is vacant it is allocated to NGOs. If all three seats are vacant, two are given to NGOs and one is allocated to PLHIV and/or affected by TB. In the absence of candidates representing the interests of people affected by TB, the place is given to a representative of the PLHIV community.

Each group should also elect an alternate CCM member to improve transparency and ensure quorum at the CCM meetings⁹ (see the description of the procedure on p. 11).

All organizations and individuals who submitted applications to participate in the elections will form constituency groups (with a maximum of 6 people) for each sub-sector.

Requirements to Legal Entities

Legal entities can be included in the composition of constituency groups; these legal entities should meet at least one of the following requirements:

1. The organization is implementing HIV prevention programs (projects) which target young people, women, MARPs and PLHIV (and should have been doing so for the last 5 years), as well as TB prevention programs.
2. To protect relevant rights and interests, the organization unites people living with HIV and their partners, people affected by TB, or representatives of the following groups that are most at risk of contracting HIV (for community organizations) and their partners:
 - People using injecting drugs, including OST program clients.
 - Sex workers.
 - Lesbian, gay, bisexual and transgender - (LGBT) communities.
 - Prisoners and those who have previously been incarcerated.
3. The organization provides the following HIV and TB-related services to PLHIV and/or affected by TB, as well as to populations most at risk of contracting HIV and their partners:
 - Individual counselling, information and advice.
 - Psycho-social and legal interventions.
 - Access to condoms, injecting equipment and other means of prevention.
 - Providing access to HIV and/or TB related care - medical examination, testing and treatment, including palliative care.
 - Case management and social support, including advocacy.

The organization is a network of civil society organizations working in the field of HIV and registered as a legal entity.

Requirements for Individuals

For PLHIV and/or affected by TB: they should be willing to be open about their HIV status and/or experience of living with TB - ("individuals affected by tuberculosis" refers to people who have lived with tuberculosis in the past)¹⁰.

For representatives of vulnerable populations: one should belong to one of the following vulnerable groups – sex workers, injecting drug users (or clients of OST programs) and/or men who have sex with men.

⁹ Global Fund document. Information Note: CCM requirements. June 2011: p. 12

¹⁰ The Global Fund Newsletter "Important information for all candidates in the Round 11: CCM right to submit an application"

A Common Requirement for all Individuals representing any Sub-Sector:

- Being able to participate in CCM meetings at least four times a year.
- Excellent interpersonal and communication skills.
- Ability to use the Internet, along with computer skills (in Word, Excel and PowerPoint), and experience of producing documents.

3. Procedures for the election of non-governmental sector CCM representatives

CCM members and alternate members are elected through open elections in each constituency group of the non-governmental sector, in accordance with the clause on elections for a two year term.

At least two months prior to the end of the term of their membership, CCM members and alternate members should initiate new elections within their constituency groups or within the non-governmental sector overall; they should also facilitate a hand-over of all the issues to new members.

The Organizing Committee

The Elections Organizing Committee is a body responsible for organizing and conducting elections of the non-governmental sector representatives to the CCM. The OC should be comprised of representatives from the non-governmental sector and the number of committee members should not exceed 10 people.

The duties of the OC include the operational management of all phases of the election as described in this document. The members of the OC do not make any decisions regarding the formation of constituency groups, registration of candidates or results of CCM elections – this is a function of the independent Mandate Committee (MC). Therefore, members of the OC may also be involved in all stages of the election (as opposed to the members of the MC).

Since the time of the first election (2011-2012) and following consultation with a wide range of representatives, from the non-governmental sector and communities of vulnerable populations, the responsibility of developing the ToR by the Initiative Group has been extended to now being within the remit of the Steering Committee. This has been approved by the NGO Working Group for the improvement of the CCM functioning. In future, a new OC can be formed by organizing a transparent recruitment process of representatives from the non-governmental sector by the CCM Secretariat (or CCM members - NGS representatives).

Election of non-governmental sector representatives to the CCM should be organized every two years and must begin at least three months before the end of the mandate of active CCM members representing the non-governmental sector who are elected for a two-year term.

The composition of the Organizing Committee is shown in the relevant Appendix to this ToR.

The list of election stages of CCM non-governmental sector representatives is provided in the relevant Appendix to this ToR.

Announcement of the Election

Calls for applications from organizations and individuals who intend to participate in the election of CCM members from the NGS sector, is published by the OC on the official websites of the Ministry of Health, National AIDS Center, organizations which are members of the OC and other NGOs, as well as via social and electronic media and in newspapers.

The announcement should offer clear information regarding each stage of the elections and the deadlines, as well as contact details, a description of the NGS subsectors entitled to representation in the CCM, and the criteria and requirements for nomination. The announcement must be accompanied by the application form for participation in the first phase of the election - forming constituency groups and nominating candidates.

Procedure of Registering Organizations and Individuals in the Constituency Groups and for Nominating CCM Member Candidates

For a legal entity to participate in the election as a representative of one of the four constituency groups representing the respective sub-sectors, the organization must send the following documents to the email address xxxx@gmail.com before the closing date: xx/xx/xx

- A completed application which identifies one of the sub-sectors to which the organization belongs.
- A copy of the registration certificate in accordance with the laws of the country.
- Documents' including annual reports, strategic plans and descriptions of program activities which prove affiliation with one of the four afore-mentioned sub-sectors.

When applying for a place in a constituency group, each organization can state its intent to nominate itself as a candidate to represent its sub-sector. To be considered for this nomination, the organization should provide notes from the meeting of its governing body, which show that the decision was made to nominate a particular person - a representative of the organization - as a member of the CCM from that sub-sector.

Comment: Legal entities – branches of a single NGO can submit applications to participate in elections, be part of a relevant constituency group and take part in the vote. However, only one candidate from this organization and all its branches can be nominated as a CCM member.

When registering individuals to one of the sub-groups of constituency group №2, competencies and affiliation (with these groups) should be proven and all individuals must provide the following documents:

- A completed application confirming the applicant's affiliation with one of the two sub-groups of the constituency group №2.
- A letter outlining the applicant's motivation for being nominated.

Every individual who has registered in a constituency group, should **specifically state in their application that s/he intends to participate in the CCM member elections and in this case they must describe their plans of working as a CCM member.**

Comment: Organizations and individuals must always use the e-mail address that they provided in their application form – (for nominating candidates, voting and other communications with the Organizing Committee and the Mandate Committee). Communications from other email addresses might not be considered.

Comment: Organizations and candidates can participate in the election of candidates from only one sub-sector. For example, an organization involved in the selection of CCM members representing religious organizations cannot take part in the election of candidates representing the NGO sub-sector. In addition to this, one candidate cannot be nominated by two sub-sectors simultaneously.

The Voting Procedure

Following the election application process, a list of registered constituency group members who expressed their intent to be nominated for CCM membership is openly published to inform non-governmental sector representatives about the list. This also enables community representatives to participate in the decision-making process by voting within those organizations which represent their interests. A list of constituency group members representing communities of PLHIV/TB, PUD/ OST clients, MSM and SW who **did not express their intent to be nominated** to the CCM **will not be published** and their details will only be available to the MC and the OC. Thus, their confidentiality will be respected.

Constituency group representatives should cast their vote for one of the candidates before the established deadline by sending an email (from the email address provided in their application form) to the Organizing Committee: xxxx@gmail.com

The special Mandate Committee is responsible for the registration of organizations and individuals in the constituency groups, registration of candidates for the CCM and for counting the votes.

The End of an Election and Announcement of its Results

Candidates from each group with the highest number of votes are elected CCM members and representatives of their sub-sector. Candidates who received fewer votes may also become CCM members or alternate members dependent upon the quotas for each constituency group otherwise they are not elected to the CCM. Alternate candidates should have received at least one vote but fewer votes than those candidates who were elected to the CCM (counting is done in descending order of the votes).

Upon completion of vote counting by the MC, the OC will then receive a protocol on the voting process and results from the MC. With the assistance of the CCM Secretariat, the OC disseminates the results of the election (of representatives of the non-governmental sector) to the CCM.

As with the election announcements, the results are published on the official websites of the Ministry of Health, National AIDS Center and other NGOs, as well as via other electronic social media and in newspapers.

4. The Mandate Commission for Election of non-governmental sector Representatives to the CCM

The Mandate Commission (MC) is formed by the Organizing Committee for the period of the elections. The MC consists of at least three members. CCM members and those individuals nominated as CCM member candidates from the non-governmental sector cannot become MC members.

The MC shall consist of international experts from the fields of HIV and TB; they should meet the following criteria:

- International level HIV prevention expert.
- At least 5 years work experience (including in Global Fund projects).
- Familiarity with the principles of CCM work.
- No contracts with local organizations at the time of elections.
- No personal interest in the results of the election process (as confirmed by the expert).

Candidates for election to the MC (as well as their alternates) are nominated by the members of the Elections Organizing Committee. These nominations are approved by the general Organizing Committee.

Any MC member or alternate member must declare any conflict of interest - (see the section: Conflicts of interest) and should leave the Mandate Commission.

MC members act in a voluntary capacity; their work is guided by this document as well as by the decisions of the OC.

MC members have access to the email address xxxx@gmail.com where registration forms are sent by the candidates. The same e-mail address is used to organize voting and the counting of votes.

Objectives and Stages of Work of the Mandate Commission

The work of the MC will be performed in four stages as the MC fulfills the functions of the counting commission. The first and second stages take place simultaneously:

First Stage:

Analysis of documents sent to the election mail box from organizations and individuals representing communities, as well as their registration in relation to each constituency group. MC members can request any missing or additional information necessary for completion of tasks.

Second Stage:

Control the process of the CCM member candidates' registration.

During the second stage the MC analyzes (and later monitors) candidates from the NGS sector to make sure they respond appropriately to the requirements outlined in the relevant sections of this document.

If a candidate does not meet the specified criteria and requirements, the MC prohibits further participation in the election process.

Third Stage:

Receiving letters from members of constituency groups stating which candidate is being voted for. Information about the preferred candidate should be sent from the given email address, as indicated in the registration form.

An authorized representative acting on behalf of the organization can have power of attorney signed by the head of the organization and authenticated with the seal of the organization. A copy of the power of attorney should be submitted to the MC via email at the voting stage.

Fourth Stage:

Counting votes and identifying CCM members in accordance with quotas is based upon candidates who receive the largest number of votes and their alternates.

Results of the Work of the Mandate Commission

When work on the first and second stages is completed, the MC (within an agreed period and according to the Election Plan) submits a protocol to the OC showing the registration results of organizations and individual candidates.

The Protocol contains the following information:

- A list of the organizations and individuals who submitted registration forms before the deadline, with the distribution of candidates amongst the five constituency groups.
- A list of individuals (including representatives of organizations) registered as CCM member candidates from each constituency group.
- A list of organizations / individuals / candidate CCM members who were not registered, with valid reasons for not registering them.

If any of those above were not registered, then the MC must substantiate its decision and inform the OC about it.

Upon completion of the third and fourth stages, the MC announces the results to the OC within the stipulated time frame. This serves to inform the public and the results are published as afore-mentioned (on the websites of the appropriate organizations) and via mailing lists.

Within two weeks, following the announcement of the election results, the MC provides a final report on the work undertaken to the OC. The report may also include recommendations for improving the election process and the work to be taken into account for the next election.

**Sample Nomination Form for NGO Representatives -
(engaged in country level HIV/AIDS and TB activities) for election of members to the CCM.**

Name of Organization:	
Legal Address of Organization:	
Registration number and date of registration	
Organizational e-mail address*	
Which sub-sector does the organisation represent ***	<input type="checkbox"/> Non-commercial organizations <input type="checkbox"/> Religious institutions <input type="checkbox"/> Non-government educational institutions <input type="checkbox"/> Commercial structures
List of documents submitted with application	1. 2. 3. 4.
Does the organization approve of its representative becoming a CCM member and representing the relevant non-government sub-sector **	<input type="checkbox"/> YES <input type="checkbox"/> NO

IMPORTANT! From ToR for representatives of the non-governmental sector in CCM:

For a legal entity to be nominated as a representative of one of the four constituency groups representing the sub-sectors, the organization must send the following documents to: xxxx@gmail.com before the closing date: xx/xx/xx

- A completed application which identifies the sub-sector to which it belongs.
- A copy of the registration certificate in accordance with the laws of the country.
- Documents’ including annual reports, strategic plans and a description of program activities to prove which of the four afore-mentioned sub-sectors the organization belongs.

* Organizations and individuals must always use the email address that they provided in their application form – (for nominating candidates, voting and other communications with the Organizing Committee and the Mandate Committee). Communications from other email addresses might not be considered.

** When applying to be elected for a place in a constituency group, each organization can state its intent to nominate itself as a candidate to represent its sub-sector. To be considered for this nomination the organization should provide notes from the meeting of its governing body, which show that a decision was made to nominate that representative of the organization as a member of the CCM from that sub-sector.

*** Legal entities – branches of a single NGO can submit applications to participate in elections, be part of a relevant constituency group and cast a vote. However, only one candidate from such an organization and all its branches can be nominated as a CCM member.

Appendix 4

Sample Nomination Form for Individual Representatives of HIV/AIDS and TB affected Communities for Election as CCM members – Representatives of the non-government sector

Full Name:	
Personal e-mail address * (to be used for all future correspondence)	
I represent a vulnerable group – please tick the box	<input type="checkbox"/> People living with HIV and/or affected by TB If you represent the community of people affected by TB (or both communities) – please indicate it: _____ <input type="checkbox"/> Representative of one of the following vulnerable groups: IDU/OST client, SW, MSM If you wish you may specify which group you represent: _____
List of supporting documents submitted with the application	1. 2. 3. 4.
I nominate myself to become a CCM member representing the interests of my group **	<input type="checkbox"/> YES <input type="checkbox"/> NO

IMPORTANT! From the ToR for representatives of the non-governmental sector in CCM:

Requirements for Individuals

PLHIV and/or affected by TB must be willing to be open about their HIV status and/or experience of living with TB - (“individuals affected by tuberculosis” refers to people who lived with TB in the past).

Representatives of vulnerable groups must belong to one of the following MARPs – SW, IDUs / OST client or MSM.

When registering individuals to represent one of the sub-groups of the constituency group №2, they must have their competencies endorsed and prove affiliation with these groups. As such, all individuals shall provide the following documents:

- A completed application which identifies the applicant’s affiliation with one of the two sub-groups of the constituency group №2.
- A letter outlining the applicant’s motivation for nomination.

Each individual who has registered in a constituency group must specifically state in their application their intention to participate in the CCM member elections. In this case, they should describe their plans and what they can offer as a CCM member.

* Organizations and individuals must use the e-mail address provided in their application forms for nominating candidates, voting and any other correspondence with the OC and MC. Communications from another email addresses may not be considered.

** If you marked YES in this column, you thereby declare that you are nominating yourself to become a CCM member representing the interests of your constituency. In that, you will declare your affiliation to this constituency (for example, if you represent the PLHIV community it means that you are willing to be open about your HIV positive status).

Following the election application process, a list of registered constituency group members who expressed their intent to be nominated for CCM membership, is widely published to inform non-governmental sector representatives of the list. This also enables the community representatives to participate in the decision-making process by voting within those organizations which represent their interests.

A list of constituency group members representing communities of PLHIV/TB, IDU/PUD/OST clients, SW and MSM, who did not express their intent to be nominated to the CCM (i.e. they marked NO on the nomination form) will not be published and these details will only be available to the MC and the OC. Thus, their confidentiality will be respected.