

Non-CCM Global Fund Grants:

A Briefing for Venezuelan Civil Society

INTRODUCTION

After eliminating malaria in the 1960s, Venezuela was responsible for 53% of cases (519,109) and 80% of deaths (456) from the disease in Latin America and the Caribbean in 2017.¹ Recent estimates for 2018 show a 1260% increase in the number of malaria cases in Venezuela compared to the year 2000. As of August 2019, Venezuela's malaria disease burden now makes it eligible to receive malaria grants from the Global Fund to fight AIDS, Tuberculosis and Malaria (hereafter referred to as the Global Fund)—despite its upper middle-income status.

This is the first time Venezuela has been eligible for Global Fund funding. Ordinarily, Global Fund grants are overseen by multi-stakeholder, democratic, decision-making bodies called Country Coordinating Mechanisms (CCMs). However, due to Venezuela's ongoing political, economic and humanitarian crisis, it is possible that malaria funding to Venezuela may be managed as a “non-CCM” grant.

The purpose of this briefing is to provide information to Venezuelan civil society organizations, affected communities, and their allies, on what to expect with regard to governance, decision-making and oversight of a possible non-CCM Global Fund grant. In particular, it focuses on what flexibilities might be available, and how civil society and community groups can be meaningfully engaged.

¹ ICASO (2019). Triple Threat Update. Online at <http://icaso.org/wp-content/uploads/2019/05/Triple-Threat-update-may-2019.pdf>

When are non-CCMs permitted?

While a formal CCM is the preferred model for the Global Fund, coordinating mechanisms can also be other structures that are functioning in the country.

According to the Global Fund's CCM policy², non-CCM grants are permitted in:

- i. Countries without a legitimate government;
- ii. Countries in conflict, facing natural disasters, or in complex emergency situations (identified by the Global Fund through reference to international declarations such as those of the United Nations Office for the Coordination of Humanitarian Affairs); or
- iii. Countries that suppress or have not established partnerships with civil society and nongovernmental organizations. These circumstances include a CCM's failure or refusal to consider a civil society or non-governmental organization proposal, particularly those targeting highly marginalized and/or criminalized groups.

² Global Fund (2018). Country Coordinating Mechanism Policy Including Principles and Requirements. Online at https://www.theglobalfund.org/media/7421/ccm_countrycoordinatingmechanism_policy_en.pdf

Which countries have had non-CCM grants?



In Rounds 3, 4 and 5, the Global Fund approved proposals from non-governmental organizations (NGOs). The country was classified as non-CCM because at the time, it clearly fell under the criteria of countries in conflict as defined by United Nations Office for the Coordination of Humanitarian Affairs (OCHA).



The country used to have a well-functioning CCM. In 2015, an Office of the Inspector General (OIG) investigation found misuse of funds and ineligible expenses. An agreement could not be reached between the Global Fund and the Principal Recipient (PR) (which was the government at the time) and grant-making was terminated.³ For the 2017-2019 funding cycle, a non-CCM TB/HIV funding request was submitted by the United Nations (UN) Resident Coordinator on behalf of the UN. The United Nations Development Program (UNDP) was proposed as the PR. In April 2019, the \$2 million non-CCM grant was signed by UNDP. Because of the way the grant will be implemented – by UNDP in collaboration with the Ministry of Health (but with UNDP as PR) – there will be a multi-sectoral 'Independent Oversight Committee', which will operate much like a CCM. The Independent Oversight Committee will have a Secretariat housed within UNAIDS. The Global Fund Country Team is currently supporting the establishment of this Committee.

³ Garmaise, D. (2019). Global Fund Board approves a small 18th batch of grants from 2017-2019 allocations. *Global Fund Observer*, Issue 353. Aidspan: Kenya. Online at http://www.aidspace.org/gfo_article/global-fund-board-approves-small-18th-batch-grants-2017-2019-allocations



MADAGASCAR

In Round 2, two proposals were approved from NGOs in Madagascar where, at the time, there was no CCM in existence. However, because a CCM was being formed in Madagascar when the proposals were being submitted, the Global Fund stipulated in its grant agreements for these programs that once the CCM was formed, the CCM must oversee the implementation of the programs.⁴



MYANMAR

In the past, Myanmar was classified as a non-CCM by the Global Fund due to limited civil society engagement in decision-making. Instead, Myanmar had a 'Multilateral Organizing Committee', which was composed mostly of UN groups based in Yangon. Over time, civil society's engagement strengthened, and the Committee began to behave more like a formal CCM. However, the tense political relationship between the United States – the Global Fund's largest donor – and Myanmar, further complicated matters. Maintaining it as a non-CCM had advantages in this context.



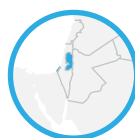
NEPAL

Nepal used to have a very strong CCM, but after 3-4 Round of funding it became clear that civil society's engagement was not as free and fair as it should be. The country then became non-CCM. Civil society always had a voice, but the country went through a very disruptive period. As of March 2015, the CCM has been reconstituted and measures have been put in place to ensure meaningful engagement of civil society and key population members.



NORTH KOREA

North Korea had a non-CCM when it was eligible for Global Fund grants. This body was made up of government, UNDP and UNICEF, with little or no civil society engagement. The political situation in the country made civil society participation extremely difficult, even in a non-CCM set-up.



PALESTINE

Palestine used to have a non-CCM, but no longer does. There are no longer any active national Global Fund grants there, just a regional grant (the Middle East Response 2). When Palestine did have a non-CCM, there were (unsuccessful) efforts made by country partners to try and meet the requirements to be considered a CCM by the Global Fund. There is a sense of legitimacy which comes with a CCM classification, which may have had additional political benefits for the country.



SOMALIA

This country has been functioning as a non-CCM for a long time. For all intents and purposes, it is functioning as a CCM would, though it is called a "Steering Committee". Civil society still meets, gathers and makes decisions. They have three civil society representatives on the Steering Committee, representing three zones in the country. Its classification as non-CCM is linked to the country's unique needs and preferences for how it wants to manage grants amid the ongoing civil war. In Somalia, the Steering Committee functions as a national mechanism for health in general. Due to insecurity in Somalia, this Steering Committee sits in Nairobi, Kenya, with the International Organization for Migration (IOM) acting as its Secretariat.

4 Rivers, B. (2006). Deciding Whether to Consider Submitting a Non-CCM Proposal. Global Fund Observer, Issue 58. Aidspan: Kenya. Online at: http://aidspan.org/gfo_article/deciding-whether-consider-submitting-non-ccm-proposal-0



In Round 3 and Round 5, Russia had two non-CCM grants, both submitted by NGOs (the Open Health Institute and the Russian Harm Reduction Network) and both for harm reduction programming among people who inject drugs (PWID). Previous proposals from the CCM in that country had not targeted PWID and the Technical Review Panel (TRP) agreed that the non-CCM proposals met “a clear and compelling need.” These grants were extended in 2012 during the Transitional Funding Mechanism. Since July 2018, Russia does not have any active Global Fund grants. However, it maintains a non-CCM body called a “Coordinating Committee”, which has all the same functions and responsibilities in terms of oversight, coordination, selection of PR, etc. The only difference is it is purely civil society based, with no government involvement. Russia’s Coordinating Committee receives funding from the CCM Hub at the Global Fund, the same way as other CCMs do. Due to increased disease burden, Russia is hoping to get an HIV allocation from the Global Fund for the 2020-2022 funding cycle. If it does, the Coordinating Committee will submit a funding request.⁵



In Round 3, the Raks Thai Foundation submitted a non-CCM proposal, despite the country having a functioning CCM. At the time, the Thai government was not funding prevention activities targeting PWID, and there was a military and police crackdown on drug users underway. Raks Thai said that it had been informed that some members of the CCM would not support any proposal that included prevention programs for injection drug users. Subsequently, the TRP recommended to the Board to approve the proposal without requiring Raks Thai to obtain CCM endorsement.

What are non-CCM’s called?

Different countries call their non-CCMs different things.

- ▶ **In Egypt**, it’s currently called an ‘**Independent Oversight Committee**’
- ▶ **In Myanmar**, it was previously called a ‘**Multilateral Organizing Committee**’
- ▶ **In Russia**, it’s currently called a ‘**Coordinating Committee**’
- ▶ **In Somalia**, it’s currently called a ‘**Steering Committee**’

How do non-CCMs submit funding requests?

Funding of non-CCM funding requests would come from the country allocation. Some non-CCM funding requests are submitted directly by NGOs. Others are submitted by other multi-stakeholder coordination bodies. In Egypt, the most recent non-CCM funding request was submitted by the UN Resident Coordinator on behalf of the UN.

Non-CCM funding requests *do not* need to be supported by the government. In the absence of a CCM, it is possible that multiple organizations, individuals, or Government Ministries may seize the opportunity to develop and submit non-CCM funding requests to the Global Fund. It is important to clearly communicate with the Global Fund about which organizations or coordination bodies will be submitting.

Who manages grant funds in non-CCMs?

Typically, grant funding in non-CCMs is managed and distributed by a multilateral organization, often a UN body. This preference is mostly for safeguarding the transparency of the spending of the money. The grant structure needs to be able to flexibly redistribute funds, especially if it is in a country with an ongoing crisis.

For example, in Egypt’s non-CCM grant, the PR is the United Nations Development Programme (UNDP) (in partnership with the Ministry of Health). In Somalia’s non-CCM grant, the PR is the United Nations Children’s Fund (UNICEF).

⁵ For more information on Russia’s Coordinating Committee, see <http://rusaids.net/ru/>

CASE EXAMPLE:

Multiple non-CCM proposals from Russia in Round 3

In Round 3, at the time of submission, there was no official CCM in Russia. Yet, the Global Fund received a proposal under the identity of a CCM, from the Russian Academy of Medical Sciences. Meanwhile, another CCM group was established under the authority of the Deputy Minister of Health, with full participation of all relevant partners. The Secretariat consulted with UNAIDS and WHO in Moscow, who verified that the Russian Academy of Medical Sciences did not represent the CCM.

The new Russian CCM later clarified that the Russian Academy of Medical Sciences

proposal was the official proposal of the CCM. At the same time, the Global Fund received another proposal from Russia, from Tomsk, representing itself as a sub-CCM, in the absence of a national CCM.

Amid this confusion, the Global Fund Secretariat decided to maintain its earlier decision of screening in all the proposals received from the Russian Federation, to be reviewed by the TRP, to ensure that all applicants receive fair and equal chance for funding.⁶

6 The Global Fund (2004). An Examination of the issue of non-CCM proposals already approved by the Board that may be against the criteria for non CCM proposals. Online at https://www.theglobalfund.org/media/3368/bm07_07gpcreportannex6_annex_en.pdf?u=637001819110000000

CASE EXAMPLE:

Collaboration in managing Egypt's new non-CCM TB/HIV grant

Egypt is an interesting example of multi-stakeholder collaboration in the management and oversight of a non-CCM grant. UNDP as the PR is working in collaboration with the Ministry of Health to manage the grant.

The Ministry has agreed to to purchase TB and HIV medicines directly. In addition, the National AIDS Program (NAP) plays the coordinating role for the new grant (signed in April 2019), including engaging civil society and communities.

UNAIDS hosts the Secretariat of the multi-stakeholder Independent Oversight Committee for the grant.

How are non-CCMs composed?

For non-CCMs, Global Fund Country Teams play a significant role guiding the country on how to set up an oversight committee.

Composition structure varies among different non-CCMs. North Korea's non-CCM was made up of government, UNDP and UNICEF, with little to no civil society participation. By contract, in Russia, their non-CCM Coordinating Committee is made up entirely of civil society. In Somalia, their non-CCM Steering Committee it is very multi-stakeholder; civil society has three seats that represent the country's geographies.

In challenging operating environments (COEs) with functioning CCMs, the Global Fund recommends CCMs having at least one observer member from humanitarian partners such as the United Nations Human Rights Council (UNHRC) or the International Committee of the Red Cross (ICRC). Whether Venezuela ends up having a CCM or a non-CCM, this recommendation may still be useful, given the complex political, economic and humanitarian crisis in the country.

Who coordinates non-CCMs?

Different non-CCMs are coordinated in different ways. In Somalia, the non-CCM has a headquarters at the IOM in Nairobi, Kenya. In Egypt, UNAIDS hosts the Secretariat of the Independent Oversight Committee.

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