Making the money work for young people: a participation tool for the Global Fund to Fight AIDS, Tuberculosis and Malaria

For Country Coordinating Mechanism members and other Global Fund actors









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ACRONYMS AND ABBREVIATIONS

ARV antiretrovirals

CCM Country Coordinating Mechanism

CSS community systems strengthening

FAQ frequently asked questions

FBO faith-based organization

GAC Global Fund Grant Approvals Committee

Global Fund Global Fund to Fight AIDS, Tuberculosis and Malaria

GNI gross national income

HSS health systems strengthening

LFA local fund agent

M&E monitoring and evaluation

NFM new funding model

NGO non-governmental organization

NSP national strategic plan

PLHIV people living with HIV

PR Principal Recipient

RCM Regional Coordinating Mechanism

RO Regional organization

SR sub-recipient

SSR sub-sub-recipient

TB Tuberculosis

TRP technical review panel

UN United Nations

UNAIDS Joint United Nations Programme on HIV/AIDS

UNDP United Nations Development Program

UNICEF United Nations Children's Fund

YPLHIV young people living with HIV

WHO World Health Organization

Key age-related terms

The UN uses the following definitions. For the purposes of measuring youth participation, many youth organizations define young people as being aged 15–30, while some governments define youths as up to age 35.

Child: up to 18 years

Adolescent: 10-19 years

Young people: 10-24 years

Youth: 15-24 years

This tool has been developed in collaboration between the PACT—a global alliance of 25 youth organizations working on HIV—UNAIDS and the Global Fund Secretariat.

A LETTER FROM THE PACT TO COUNTRY COORDINATING MECHANISM MEMBERS AND OTHER ACTORS

Youth participation makes Global Fund investments more effective

The PACT is a strategic alliance of 25 global, regional and national youth organizations working on HIV and health issues. We formed the PACT in 2013 to advocate collectively for a more effective HIV response for young people.

Young people represent one of the age groups most affected by the HIV, tuberculosis and malaria epidemics. According to UNAIDS, almost 40% of all new HIV infections globally occur among young people, and 5 million young people are living with HIV. Recent UNAIDS estimates show that adolescents aged 10–19 are the only age group where AIDS-related deaths have been increasing over the past few years.² Tuberculosis and malaria also heavily affect younger people. Most malaria deaths occur among children living in Africa, where a child dies every minute from malaria. According to the World Health Organization, there were an estimated 530 000 TB cases among children (under 15) and 74 000 TB deaths among HIV-negative children in 2012. While TB and HIV coinfection is a growing problem in many countries, the estimated number of TB deaths among children who are HIV-positive is not yet available.³

Since the Global Fund's inception, young people have been involved in decision-making and grant implementation, and dozens of Country Coordinating Mechanisms (CCMs) have included youth representatives. Many other CCMs lack youth representatives, and we often lack analysis of whether Global Fund grant money is having an impact for young people affected by HIV, tuberculosis and malaria at the country level. We urgently need young people to participate in national responses to the three diseases, and one way to encourage this is to ensure that they are engaged in all Global Fund processes.

The Global Fund's new funding model presents an opportunity for increased youth engagement that cannot be missed. That's why we want to partner with you as a CCM member. As the key entity that directs national Global Fund processes, the CCM is crucial to supporting meaningful youth engagement in the fight against HIV, tuberculosis and malaria. We need your support to make sure young people are fully involved.

This tool offers guidance for how to involve young people in all Global Fund processes, including the development or review of national strategic plans (and/or investment cases), the management of the ongoing country dialogue, the creation of the concept note, the composition of Country Coordinating Mechanisms, and the implementation of Global Fund supported programs. We welcome your feedback and are available to answer any questions you have about implementing this tool. You can contact us at PACT-GlobalFund@gmail.com.

Sincerely,

The PACT

¹ To learn more about the PACT, please visit www.crowdoutaids.org/wordpresshelp-strengthen-and-connect-the-hiv-youth-movement/

² Thematic segment: HIV, adolescents and youth. Background note. Geneva: UNAIDS, 2013 (available from http://www.unaids.org/en/media/unaids/contentassets/documents/pcb/2013/pcb33/agendaitems/20131121_Thematic-segment-HIV-%20youth-adolescents%20.pdf, accessed 27 June 2014).

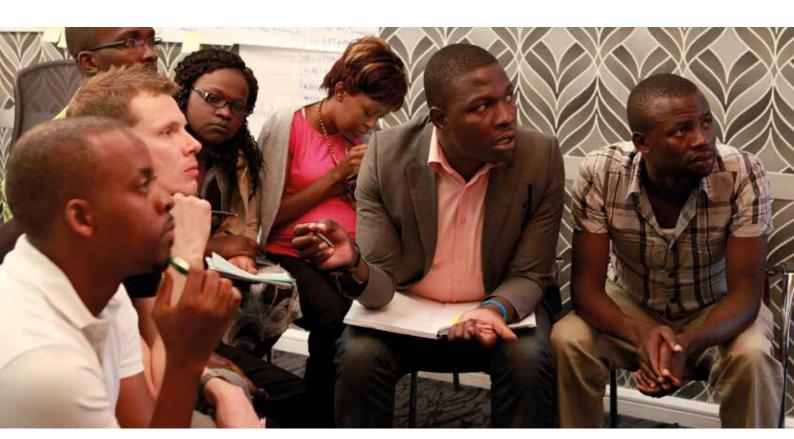
³ WHO (2013) Global tuberculosis report 2013 http://apps.who.int/iris/bitstream/10665/91355/1/9789241564656_eng.pdf?ua=1

1. CHECKLIST FOR EFFECTIVE YOUTH PARTICIPATION IN GLOBAL FUND PROCESSES

The following checklist provides useful tips for how to incorporate meaningful youth participation into Global Fund processes, from a country dialogue or national strategic plan (NSP) review, to a CCM meeting during grant implementation.

Check	Before the meeting or process	
	Develop a transparent selection process for the young people you invite. Be sure to include young people from groups that are most affected by HIV (based on your country's epidemic scenario).	
	Discuss with the young people you have invited what support they may need before and during the process. This is important for building trust with young people and increasing their confidence so that they feel comfortable speaking up during the meeting.	
	Share all relevant documents with youth participants well in advance. This includes the meeting or process format and the rules of engagement.	
	Encourage youth participants to consult with a wide constituency of youth organizations and young people, and to represent the diverse perspectives of this constituency.	
	Provide financial support in advance to young people who are required to travel to attend the meeting. Young people are unlikely to have the resources to pay first and be reimbursed later.	
	Organize a youth briefing the day before the meeting to ensure participants are fully informed, and/or invite young people to briefings that take place with civil society.	
	Institute a simple mentoring scheme by introducing or pairing youth organizations with more experienced civil society organizations.	
	During the meeting or process	
	Ensure the atmosphere is welcoming to young people by stressing that all contributions, particularly the experience of civil society, are valuable and will be taken into consideration	
	Try to keep the atmosphere relaxed and friendly. Youth participants may not always know the jargon, but this does not mean they are unable to contribute. It's important to create an atmosphere that allows for different style in language for meeting interventions.	
	Make sure technical concepts and terms are well explained, and ensure participants have opportunities to ask for explanations.	

	After the meeting or process
	Make sure minutes are circulated in a timely fashion. Include specific reference to instances where the input of young people had an impact on decisions. This is an important way to stay accountable to youth.
۰	Follow up on issues. If there has been an action point, ensure follow-up in a timely and transparent manner.
٥	Ask for feedback from the youth participants to improve your approach to involving young people in the NSP process, CCM meetings and country dialogue. Be sure to ask the following simple questions: • What worked well? • What didn't work well? • What do you suggest we change for next time?
	Keep communications channels open and share information about next steps in the process. Emphasize how the contributions of young people are making a difference.



2. THE CRITICAL ROLE OF CCM MEMBERS IN FACILITATING YOUTH PARTICIPATION ACROSS THE GLOBAL FUND

Civil society engagement has been a guiding principle since the Global Fund's inception. The CCM, which reserves seats for civil society members, is key to realizing this principle. In addition to supporting civil society engagement on the CCM, the Global Fund also recognizes that meaningful civil society involvement requires engaging with actors beyond the CCM through the ongoing country dialogues. The Global Fund specifies that people affected by HIV, tuberculosis (TB) and malaria—as well as key populations⁴—should participate fully in this dialogue.

While people affected by the three diseases include large numbers of young people, they are not always included in existing civil society groups or adequately represented in the design, implementation and monitoring of national responses to the diseases. There are several reasons young people are currently not meaningfully engaged in the Global Fund; this tools focuses on solutions to overcome the challenges, rather than dwelling on the barriers. The tool was designed based on a literature review of key documents related to the Global Fund, as well as youth participation tools, key informant interviews with eight young people who have been involved in the Global Fund in different capacities, and a global survey for former or current youth CCM members.

Why engage young people? All people have the right to participate in decisions that affect them. Young people's right to participate is stated in the almost universally ratified Convention on the Rights of the Child (CRC) and the International Conference on Population and Development (ICPD) Programme of Action. The Global Fund also recognizes this right in its guiding principles and grantmaking policies.

⁴ According to the Global Fund, "developing a common definition of key populations across the spectrum of the three diseases is not possible as the diseases have very different impacts. A group is considered to be a key population if all three of the following factors apply:

^{1.} Epidemiologically, the population faces increased risk, vulnerability and/or burden of at least one of the three diseases—due to a combination of biological, socio-economic and structural factors.

^{2.} Access to relevant services is significantly lower than for the rest of the population—meaning that dedicated efforts and strategic investments are required to expand coverage, equity and accessibility.

^{3.} The population faces frequent human rights violations, systematic disenfranchisement, social and economic marginalization and criminalization—which increases vulnerability and risk as well as reducing access to essential services." Global Fund key populations action plan (KPAP) 2014–2017. Global Fund. Available at http://www.theglobalfund.org/en/publications/

In addition, the Global Fund Board adopted the following decision point in Addis Ababa in November 2009:

Decision Point GF/B20/DP325:

The Board emphasizes the urgency of providing more room for youth leadership and involvement in the response to HIV/AIDS, tuberculosis and malaria. The Board recognizes the diversity and special needs of young people and stresses the importance of protecting young people's health and human rights, especially for the 5.4 million young people who are living with HIV and the millions who are at risk, in particular young women and girls; but also those who are marginalized, including but not limited to young sex workers and people who use drugs; lesbian, gay, bisexual and transgender youth; and young migrants. The Board asks constituencies and the Secretariat to consider how they can better include young people, facilitate youth-led action at global and national level and ensure that their ideas and perspectives are better reflected in the work of the Global Fund and the Board and report back to the Board within 2 years.

Why is youth participation in the Global Fund important? In many low- and middle-income countries, young people comprise a significant proportion of new HIV infections, and they can provide valuable insight and expertise on what works to reduce new infections and support young people living with HIV to access and adhere to treatment. In addition, understanding the realities and experiences of young people from key populations—including young people living with HIV, young men who have sex with men (MSM), young people who use drugs, young people who sell sex, and young transgender people—are key to ensuring their specific needs are addressed in Global Fund program design and implementation. Younger people also are severely affected by TB and malaria, and in some cases, services do not exist or are not tailored to meet their unique needs (such as being offered in the right locations, at convenient times, or delivered by providers free from judgment). Policies or laws that prevent young people from accessing HIV testing or other medical services without parental consent also impede their access to health services.

Effective youth participation in health programs, policies and funding streams results in programmes that work better for young people (as well as other age groups). Youth participation can ensure Global Fund grants are created and administered to achieve the greatest impact.

The CCM is the main body at the country level leading the Global Fund application process and grant oversight, including managing the country dialogue, drafting and submitting the concept note, selecting the principal recipient, and monitoring implementation. As a result, the CCM is uniquely positioned to ensure young people affected by HIV are meaningfully involved in Global Fund decision-making. Furthermore, the country dialogue process provides a meaningfully way to involve young people on an ongoing basis. Other stakeholders and partners can join the CCM in this effort to promote youth participation, but the CCM should lead the way.

⁵ The Global Fund Twentieth Board meeting, Addis Ababa, Ethiopia 9-11 November 2009 file:///C:/Users/hildebrandm/ Downloads/BM20_BoardMeeting_Decisions_en.pdf

2.1 What is meaningful youth participation?

One way to consider youth participation is through a three-lens approach that proposes that all development work, including health programmes, should be done for the benefit of working for youth (who are beneficiaries of programs), engaging youth as partners and supporting youth as leaders.

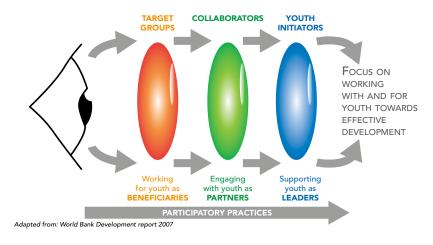


Figure 1. The three lens approach to youth participation adapted by Youth Working Group of the DFID - Civil Society Children and Youth Network from the World Bank Development Report 2007.

Working with youth as **beneficiaries**, means that programs, policies and funding streams are designed for them, recognizing and addressing their specific needs. That focus also requires that strategic and operational data is disaggregated by sex and age so that evidence exists on how young people are affected by the three diseases. Within the Global Fund, ensuring youth are beneficiaries may (depending on your country context) mean including young people living with HIV as a prioritized population for treatment and related care in the NSP and/or investment case. Young people living with HIV also might be included as the main beneficiaries of a new sexual and reproductive health program supported by the Global Fund.

Engaging youth as **partners** means that young people are invited to collaborate on the design, implementation, monitoring and evaluation of programs, policies and interventions that affect them. Within the Global Fund, this could include ensuring that youth networks that represent young people affected by the three diseases are involved in the ongoing country dialogues, and that at least one youth constituency is given a seat on the CCM.

Supporting youth as **leaders** means enabling young people to initiate and direct their own interventions. This is in line with the Global Fund's community systems strengthening (CSS) approach, which recognizes the value of communities delivering services, supporting marginalized people to access services and conducting advocacy for improved health systems. Supporting young people as leaders could mean funding youth-led organizations to deliver services as implementers of a Global Fund grant.

Meaningful youth participation requires programmes to use a combination of these three lenses.

2.2 Common barriers affecting youth participation

Among the most common barriers preventing meaningful youth participation are attitudes and social norms that do not value young people as productive members of society. In addition, some actors simply lack experience working with young people, and youth organizations may lack the funding, connections or networks to advocate for their own involvement. Also, if youth representatives are new to a process, they may need extra mentoring or coaching to participate effectively.

These barriers can be overcome by adapting a few simple practices, as outlined below.

Effective youth participation is NOT:	Effective youth participation IS:
Inviting any young person or youth organization to sit at the decision-making table.	Inviting a young person who works for a network or organization that represents a broader youth constituency, or inviting a youth organization that adheres to good governance and accountability principles, including involving young people at the highest level of decision-making.
Assuming young people are inexperienced and subsequently providing them with fewer opportunities to participate.	Recognizing young people as equal partners who bring knowledge and expertise to the table, and who should have equal opportunities to participate.
Inviting a young person to participate at the last minute, without adequate time to prepare.	Inviting a young person in advance so that they have adequate time to prepare, ideally with an offer for additional support or mentorship so that they feel welcome and can participate effectively.
Inviting the <i>same</i> young person to all opportunities to participate, and doing so through a non-transparent and non-democratic process.	Sharing opportunities to participate, ideally by giving youth organizations a say in how participation should be determined. For example, organizations may want to elect someone to represent them.
Working with individuals instead of youth organizations.	Collaborating with a young person who represents an organization, as they are better positioned to effect change.
Assuming all young people are adequately represented by national youth organizations.	Understanding that young people are not a homogeneous group: they are unique, with diverse needs, and one organization cannot represent all young people. Young key populations and young women need special attention due to their specific needs and high prevalence of HIV.
Speaking in acronyms or developmental jargon during meetings.	Using clear language and avoiding acronyms so that someone new to the process can understand discussions.

Key resources

- Youth participation in development: a guide for development agencies and policy makers. London: DFID-CSO Youth Working Group, 2010 (available from http://restlessdevelopment.org/file/youth-participation-in-development-pdf).
- Setting standards for youth participation. London: International Planned Parenthood Federation, 2004 (available from http://www.youthcoalition.org/wp-content/uploads/ IPPF-YOUTH-GUIDE.pdf).
- Youth participation guide: assessment, planning and implementation. Youth Net/ FHI/Advocates for Youth, 2005 (available from http://www.advocatesforyouth.org/ publications/publications-a-z/1652-youth-participation-guide-assessment-planning-and-implementation).
- Guidance for partnerships with civil society, including PLHIV and key populations. Geneva: UNAIDS, 2011 (available from http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2012/JC2236_guidance_partnership_civilsociety_en.pdf).



3. INVOLVING YOUNG PEOPLE IN THE GLOBAL FUND FROM START TO FINISH

The Global Fund grant development stages offer numerous opportunities to involve young people and youth organizations in a meaningful way. Below are some suggestions for facilitating effective youth participation for the entire process of submitting a Global Fund application and implementing the grants received.

3.1 Country dialogue

The country dialogue is a critical opportunity for youth involvement. Its discussions form the basis of a country's concept note for a Global Fund grant, and young people should be invited to participate, following the key considerations outlined below.

In El Salvador, several youth organizations were invited to the 2013 country dialogue that took place before El Salvador submitted their concept note to the Global Fund under the new funding model. In the words of one young representative for the NGO sector on the CCM:

"The country dialogue that was organized in El Salvador gave us the opportunity to invite other youth organizations in order to bring diverse voices to the forum."

Also take into account that youth organizations from different geographic regions in your country should have the opportunity to participate; they may have significantly different perspectives and experiences from organizations based in large cities. Providing funding to cover transport and accommodation costs if the participant does not reside in the same place as the dialogue will help to ensure that a diverse body of youth representatives can participate in the process.

Key considerations

- Create a safe space for young people to participate. This might include meeting with the youth representatives in advance to discuss how the dialogue will operate and to see if they have questions or concerns. It is important to plan for concerns around confidentiality, especially if the organization works with marginalized groups, such as young people who sell sex, young people who use drugs, and young men who have sex with men. One way to do this is to offer young people the option not to use their actual names during the dialogue. You also should inform them in advance who the other participants will be; this will allow them to determine if they should take further steps to provide for their safety.
- Encourage youth participants to come prepared with ideas and solutions about how young people's health needs could be better addressed. If ideas are proposed that are not integrated into the concept note, provide an explanation to the youth constituency and make suggestions for how they could prepare for the next dialogue. This will help them to be more successful in their advocacy.

In Annex 1, you will find suggestions on how to identify potential youth representatives.

3.2 National Strategic Plan and/or investment case creation

Under its new funding model, the Global Fund is looking for NSPs or investment cases that are robust, prioritized and costed. NSPs should be created through inclusive multi-stakeholder engagement, and young people representing different constituencies should be invited to participate in their development and updating. Young people can advise on current gaps in prevention, treatment and care programs, and they can offer suggestions for long-term goals and indicators related to youth. They can also advocate for data disaggregation by age, sex, geographic location and key population. In addition to participating in the consultative NSP process, young people can join drafting committees and the teams in charge of overseeing NSP implementation.

Some of the key constituencies of young people who should be included in an NSP or related consultation are young people living with HIV and young women, because both are disproportionately affected by HIV. In addition, depending on your epidemic scenario, you should invite any other young key populations that are significantly affected by HIV, TB or malaria. With respect to HIV, this usually includes young men who have sex with men, young transgender people, young people who use drugs, and young people who sell sex. It also is advisable to invite young people who work with (or for) an organization—this helps ensure the invitee is supported by a broader constituency during the NSP process and follow-up.

To help identify the appropriate organizations or networks to invite, we suggest conducting a brief country mapping of relevant youth organizations and their respective constituencies and areas of expertise. If you do not know youth organizations in your country, the PACT organizations, in collaboration with other civil society groups, can assist you with identifying youth organizations. In addition, Annex 1 provides further suggestions on how to facilitate a transparent selection process for youth representatives.

3.3 Integrating young people on to the CCM

As the in-country convening Global Fund body, the CCM is an important space for youth participation. Below are key steps to ensure effective youth participation on the CCM, depending on whether you already have a youth representative or not.

If you do not have a space reserved for a youth representative

- **Create a space.** Consider allocating at least one seat for a representative of the youth constituency. This will help ensure Global Fund grants address the needs of young people affected by the three diseases.
- **Ensure legitimacy and diversity.** Set up a transparent process to identify an appropriate youth organization, including confirming that the organization is led by (and for) young people affected by the three diseases. See annex 1.
- Identify mentorship and training opportunities. A youth representative needs to understand how Global Fund processes work in order to participate effectively. Ask

the youth representative what would best assist the knowledge-building process, and provide links to civil society CCM members, outside organizations and other opportunities for capacity building as requested. Be sure to share all necessary background reading, terms of reference, expected participation standards and other materials immediately upon selecting a representative, and consider holding an in-person training session for new CCM members that includes the youth representative.

■ Ensure key information is easily available on an ongoing basis. Civil society representatives need access to epidemiological data, budgets, meetings minutes and other resources if they are to participate effectively.

If you already have a space reserved for a youth representative

Assess if the youth representative represents a constituency of young people affected by one of the three diseases. Often, representatives of the youth sector are adults representing youth-serving organizations or the governmental youth institution. However, their views may not adequately represent the ideas of youth constituencies. If this is the case, an additional seat should be created for a representative who will be selected through a transparent process led by youth organizations.

Some helpful criteria to determine if a youth representative represents a constituency:

- 1. Is the representative from an organization that is membership-based and youth-led by people under 30?
- 2. If the representative is from an organization that is **not** youth-led, are young people meaningfully included at all levels of the organization, including on the Board?
- 3. Does the representative or organization actually work with young people affected by the three diseases?
- 4. What evidence has the representative or organization shown of its ability to engage and consult with a broad range of young people beyond those it works with through its direct programming?

In Cameroon, a young MSM has represented this constituent on the CCM since 2013. Since he is also a young activist, so he represents youth. He was elected during a meeting with many civil society organizations:

"I became a member of the CCM because I represent LGBT people in the country, but I happen to be young, as well. The situation for key populations is very complicated, so I always try to address human rights issues in the CCM, including those of sexual minorities, sex workers and, of course, young people. It is important that national strategies focus on those groups, because that is where the epidemic is concentrated."

In some countries, there are representatives of key populations (such as MSM or people living with HIV) who also are young. In this case, they may be able to represent both their constituency and young people. However, keep in mind that the needs of different groups can be complex, so there may be a need for additional representatives. If for some reason you cannot include a youth seat on the CCM, the views of young people should be represented through other civil society representatives. These constituencies should be encouraged to regularly share information and consult with young people to ensure their perspectives are included in Global Fund decisions.

3.4 Concept note development

It is vital to include in the Global Fund concept note development programs that address the needs of young people affected by the three diseases. For example, in countries with both generalized and concentrated HIV epidemics, objectives and programs focused on the general population—or on certain populations—can include specific strategies, activities and indicators for young people. Involving young people in the concept note development can ensure youth are taken into account in the final grant-making stages.

Having specific research about young people and data disaggregated by age, sex and key population helps to create more effective, evidence-based proposals. If your country lacks age-disaggregated data and/or research on young people, consider including activities for data collection and analysis in the concept note, as well as operational research to facilitate data disaggregation for improved program planning in the future. An overall strategic investment approach applies to young people too. To ensure programs have desired the impact, only evidence-informed activities should be included.

Examples of previous youth-focused programs supported by the Global Fund that had a demonstrated impact

Argentina: mass media campaigns to promote condom use among young people

Cambodia: harm-reduction programs for young people who inject drugs, including needle-syringe programme and substitution therapy

Kenya: youth-friendly clinics for voluntary counseling, testing, treatment and care of young people living with HIV

South Africa: sex and HIV education curriculum delivered in-schools

3.5 Grant implementation

For the implementation of programs targeting young people, consider inviting youth-led and youth-serving organizations to apply to become sub-recipients or sub-sub-recipients. These organizations will contribute expertise in working with and for youth at all levels, and they also can deliver a range of peer-based services, such as treatment literacy for young people living with HIV, condom outreach and distribution, sexuality education, support for young people dealing with HIV and TB coinfection, and more. Remember that the Global Fund's community systems approach stipulates that communities have an important role to play in delivering health interventions, and young people are a key part of all communities. Also be sure to consider the technical assistance needs of youth organizations, and link youth organizations with appropriate technical assistance providers (where relevant).

Key resources

- Keepin' it real: a resource for involving young people in decision-making. Wellington: New Zealand Ministry of Youth Development, 2009 (available from http://www.myd.govt.nz/documents/about-myd/publications/keepin-it-real/keepin-it-real.pdf).
- Useful tools for engaging young people in participatory evaluation. United Nations Children's Fund (UNICEF), 2005 (available from http://www.artemis-services. com/downloads/tools-for-participatory-evaluation.pdf).
- Effective CCMs and civil society. ICASO, 2013 (available from http://www.icaso.org/media/files/23925-EffectiveCCMsandtheMeaningfulInvolvementofCivilSocietyandKey AffectedPopulations.pdf).

DEVELOP SELECTION CRITERIA			
Youth-led, that is young people are part of governance structures	Established membership network	Track record of collaborating and consulting with other youth organizations	Consists of (or consults with) young people most affected by the HIV epidemic in your country

Develop a public call for applications Share with all known youth-led and youth-serving organizations

SET UP SELECTION COMMITTEE				
Set up committee and include youth representatives	Share all applications and selection criteria in advance	Organize selection meeting	Take minutes	

FORMAL ANNOUNCEMENT

Communicate selected organization back to youth constituency









UNAIDS Joint United Nations Programme on HIV/AIDS

UNHCR
UNICEF
WFP
UNDP
UNFPA
UNODC
UN WOMEN
ILO
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WHO
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