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**Scoping  
Report**

The involvement of the MSM and Transgender community with  
the Global Fund New Funding Model in the Country Processes

# INDONESIA



**ROBERT  
CARR  
FUND**  
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## ACRONYMS

<b>ARV</b>	Anti-retroviral Drugs
<b>CBO</b>	Community Based Organisations
<b>CCM</b>	Country Coordinating Mechanism
<b>CSO</b>	Civil Society Organisation
<b>GFATM</b>	Global Fund against AIDS, Tuberculosis and Malaria
<b>HIV</b>	Human Immunodeficiency Virus
<b>IAC</b>	Indonesian AIDS Coalition
<b>KAP</b>	Key Affected Population
<b>MSM</b>	Men who are having sex with other men
<b>NFM</b>	New Funding Model
<b>PWID</b>	People who Inject Drugs
<b>TWG</b>	Technical Working Group

# INTRODUCTION

One of the most important aspects of the Global Fund's New Funding Model (NFM) is the meaningful participation of the key affected populations (KAP) and its communities, including men who are having sex with men (MSM) and transgender people, in the drafting and implementation of the country concept note through the country dialogue process.

The Global Fund instituted the *Country Dialogue*, which is an on-going process that occurs at the country level among the government, the private and public sectors, the networks of key populations including people living with HIV, civil society and other technical partners as a means to ensure that meaningful participation happens. It was envisioned to result to a shared vision amongst partners on how to improve health and fight the epidemic that is expected to rebound to a robust country Concept Note.

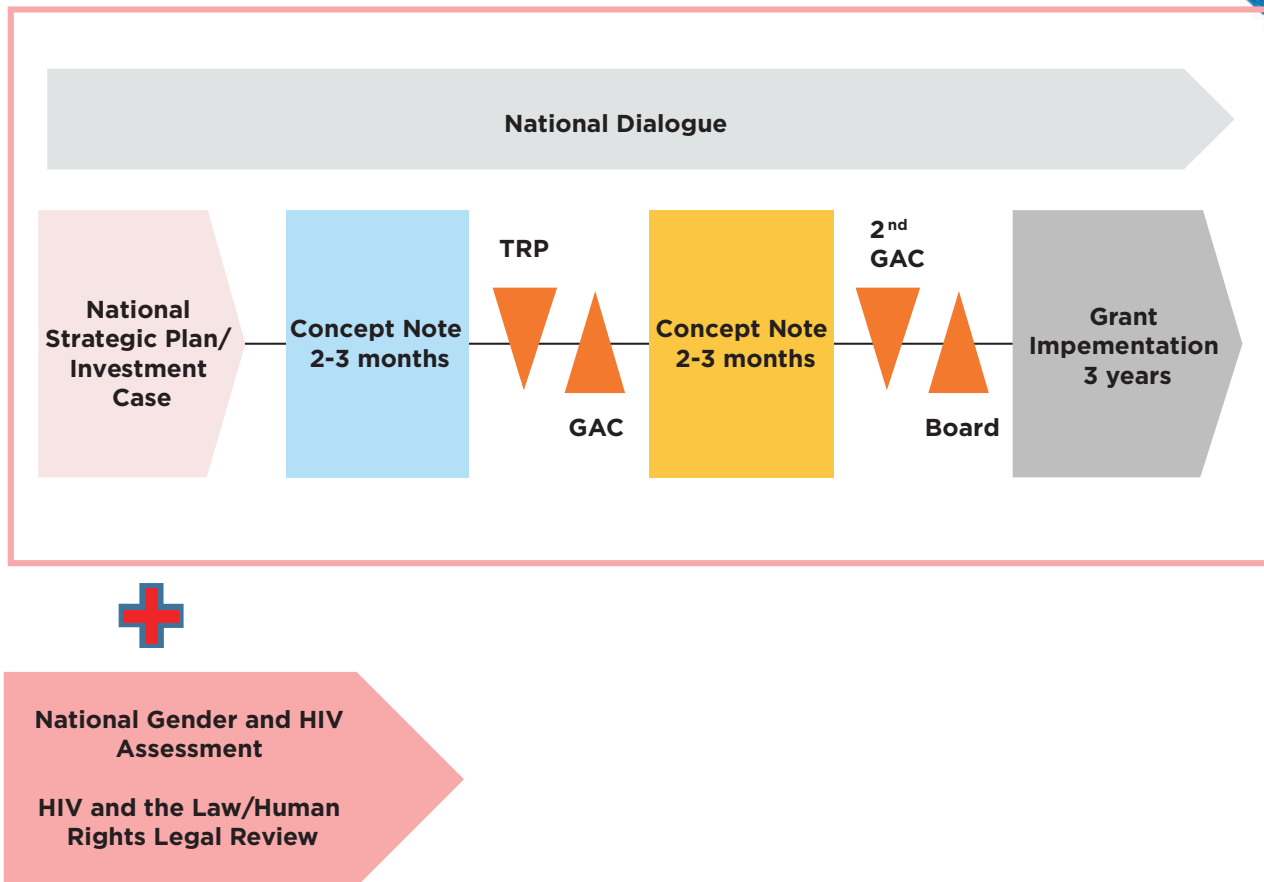
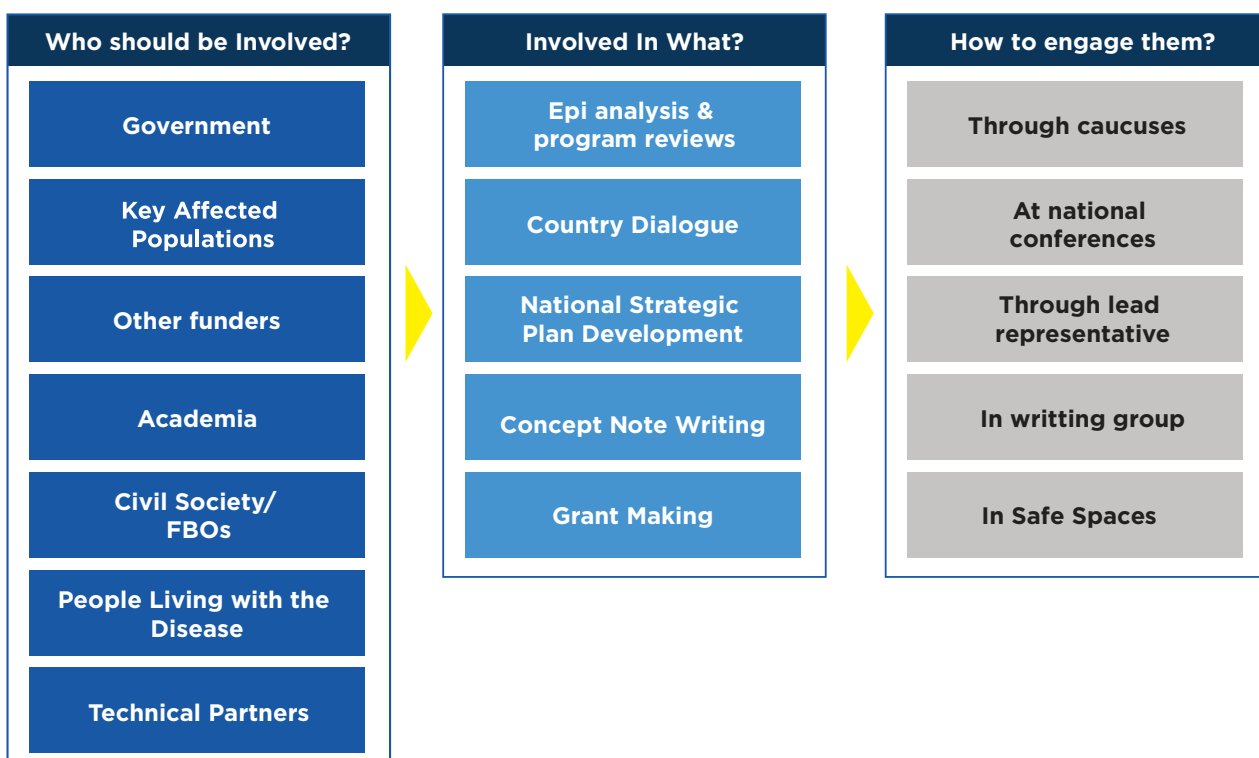
However, the complexity of the model provides challenges for communities and civil society organizations to recognize when and how they can participate meaningfully and effectively. Their insufficient understanding of the NFM creates gaps towards their involvement. Hence, limiting their participation.



## THE GLOBAL FUND NEW FUNDING MODEL DEVELOPMENT PROCESS IN INDONESIA

As other countries who are recipients of the Global Fund grants, Indonesia implemented the New Funding Model beginning from the country consultation processes in developing national health strategies and strengthening health and community systems (Figure 1). The country has added, as part of their country dialogue, the conduct of National Gender and HIV Assessment, as well as, HIV and the law/human rights legal review.

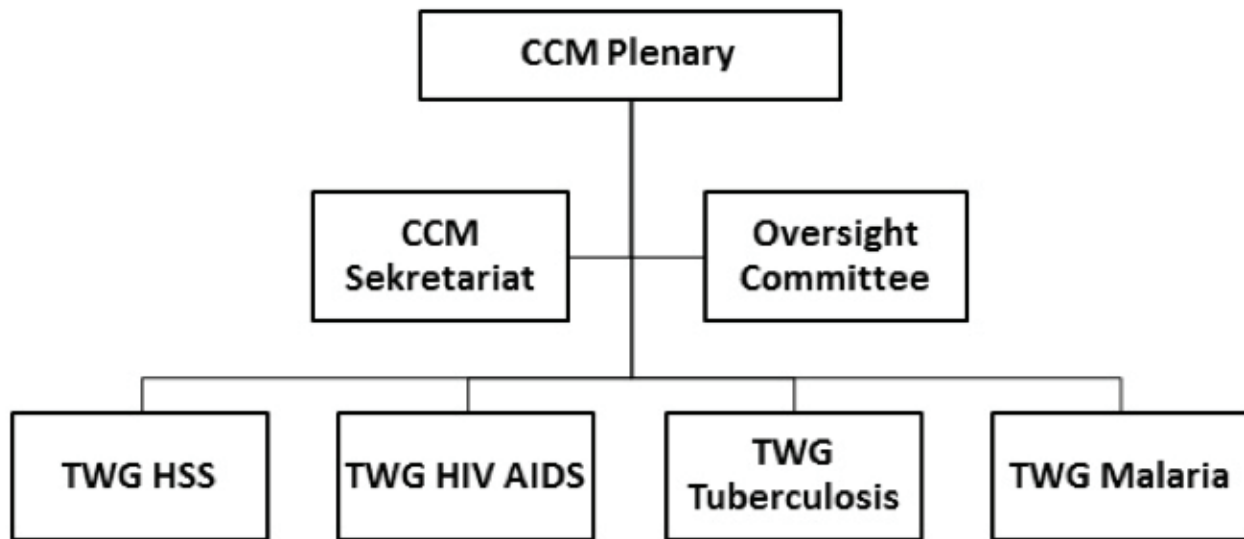
The country has also identified the stakeholder groups who should be engaged in the process, and the specific activities that need their feedback. (Figure 2.)

**FIGURE 1. THE NEW FUNDING MODEL AND TIMING<sup>1</sup>****FIGURE 2. INVOLVEMENT OF KEY GROUP<sup>2</sup>**

<sup>1</sup> Power Point Presentation Presentation of Executive Secretary, CCM, Indonesia

<sup>2</sup> From the presentation of Mona Sheikh Mahmud, International HIV Consultant

**FIGURE 3. THE STRUCTURE OF INDONESIA COUNTRY COORDINATING MECHANISM<sup>3</sup>**



The Country Coordinating Mechanism (CCM) is composed of multi sectoral members who develop the Global Fund Country concept note and oversee program implementation. It consists of representatives from the government, civil society, development partners, and private sectors. Within the CCM are the Technical Working Groups (TWG) who are working on proposal development and overseeing activities based on each diseases (AIDS, Tuberculosis and Malaria) and Health System Strengthening issues<sup>4</sup>.

In Indonesia, the CCM Executive Secretary conducts the consultation process of the NFM, with the participation of other institutions. The networks representing the key populations are also involved. In the recently organized country dialogue, GWL-INA represented the MSM and transgender community, whilst, FOKUSMUDA represented the young key population.

## OBJECTIVES OF THIS REPORT

APCOM shares the GFATM's goal of increased meaningful participation among MSM and transgender community at a country level in Asia and the Pacific. The Global Fund New Funding Model (NFM) is an opportunity for the community to get engaged meaningfully in country processes for a robust grant. Specifically, this report aims to look at and gather the experiences and level of participation of the MSM and Transgender community in the Philippines (New) Funding Model project development process.

This report focuses on to document the:

1. Level of knowledge and understanding of MSM and transgender communities on the country processes within the Global Fund New Funding Model;
2. Level of involvement in the country dialogue;
3. Effectiveness of their engagement with the CCM and the country processes;
4. Gaps that serve as barriers to the communities' meaningful engagement.

This study is designed to apply a qualitative approach including desk reviews and qualitative assessments. The qualitative assessment was structured into Key Informant Interviews (KII) with participants identified purposively. The set of informants includes the CCM representatives, national network and community based organisations representing the MSM and transgender community, and support groups of people living with HIV (PLHIV).

<sup>3</sup> Power Point Presentation Presentation of Executive Secretary, CCM, Indonesia

<sup>4</sup> From the presentation of Mona Sheikh Mahmud, International HIV Consultant



# GWL-INA AND THE MSM AND TRANSGENDER COMMUNITY IN INDONESIA

GWL-INA is the national representative of men who have sex with men (MSM) and transgender (waria) population in Indonesia. Its official office is situated in the country's capital, Jakarta. As the national representative of the community, the network provides inputs at a national level on MSM- and transgender-related issues to National AIDS Commission, Ministry of Health and other UN agencies. They also conduct consultations and other activities to gather feedback from the MSM and transgender community.

In 2007, Indonesia was already in its Fourth (4th) Round of Global Fund country grants. With the aim to contribute to the country concept note, the community-based organisations held a consultation to discuss then priority issues of MSM and transgender people. However, there was limited engagement between the community and the government, particularly the Ministry of Health, due to the absence of discussion forums for the CBOs. Hence, the CBOs decided that a national forum representing the MSM and transgender community must be formed.



GWL-INA was established in 2007 and created a national secretariat in 2009. They were able to obtain a legal registration in 2010. To date, its membership is composed of 106 MSM and transgender community-based organisations from 29 (out of 34) provinces in Indonesia.

GWL-INA was established to strengthen the capacity of gay, MSM and waria organisations and improve the outcomes of HIV/AIDS prevention programs for gay, MSM and waria in Indonesia. The establishment of the network is considered a key event in the national gay, MSM and waria movement, as it was the first time that the gay and waria groups worked together to achieve the outcomes of the national HIV/AIDS programs.

Since 2007, GWL-INA represents the MSM and transgender communities in national level discussions, especially with the Ministry of Health. The network began contributing to the Global Fund's Eighth (8th) Round of funding in 2009 and Ninth (9th) Round of funding in 2010. The participation of the GWL-INA as a national representative of MSM and transgender community to the New Funding Model started in 2014.

The existence of a national network also helped to channel funding towards gay, waria and MSM programs in the country. This has resulted in more and more programs being implemented specifically for the key population groups. Since October 2010, the network became sub-recipient (SR) for ISEAN-HIVOS Round 10 multi country grant of the Global Fund.

The network is also involved in strengthening the capacity of CBOs in Indonesia, which covers organisational and project management capacity. It also provides technical support to local CBOs in creating their strategies and advocacies within the provincial and district level.



# FINDINGS

## A. KNOWLEDGE ON THE PROCESSES OF THE GLOBAL FUND NEW FUNDING MODEL

### 1. AVAILABILITY OF INFORMATION AND CONTENT

There exist a number of available sources of information on the Global Fund NFM, which are presented in Bahasa. These sources include the official website of CCM Indonesia , which provided general information on the NFM, including the phases within it. In addition, APCOM published and disseminated a fact sheet on the NFM especially for the MSM and transgender communities in Indonesia.

There are also efforts of disseminating relevant information on simple and local languages targeted to the communities. For instance, the Indonesian AIDS Coalition (IAC) produced an animated video on the New Funding Model , which was disseminated through several platforms including their social media and website. In June 2015, the CCM also created an online group (Facebook ) to provide a space for communications among the CCM, the representatives of the KAP, and the community in general.

Despite the availability of these resources, most informants learned of the NFM from their development partners in Indonesia, and from their partners in the regional and global level. On another note, informants from the community based organisations (CBO) learned of the NFM from GWL-INA, the national network of MSM and transgender people.

*“I was not involved from the beginning. So, I was confused at first. I then accessed the information via the internet, and I found that there are quite some information (on the NFM). But of course, they are in English. For me, it is not a problem. It might be a colleagues in the communities.” - [Informant 4]*

Workshops and other meetings also serve as sources of information on the NFM. These workshops are organized by several stakeholders aiming to introduce the new model to the community. For example, in August 2015, the CCM TWG on HIV organized a meeting to disseminate information on this regard. It was participated by representatives of communities form Jakarta, Bandung, Bogor, Depok, Pontianak, Medan, Surabaya, Bali and Makassar.

*“Whenever there is a meeting about NFM, we always share the information in meetings involving communities. Not only is specific meeting held to discuss what NFM is, but also the meeting is held to discuss about additional topic of each activity involving networking. Informal discussion with members of networks is also organised.” - [Representative of GWL-INA]*

<sup>5</sup> <http://ccmindonesia.org>

<sup>6</sup> <https://www.youtube.com/watch?v=zyqBxfLrVag>

<sup>7</sup> <https://www.facebook.com/groups/608296072606678/>



Discussions with communities of MSM and transgender people were also organized continuously in formal and informal settings to disseminate information on NFM processes. The information include updates from recently held meetings such as the community dialogue between the members of the CCM and communities of KAP, which was conducted during the national meeting on AIDS organised in Makassar last October 2015.

The information obtained by the informants supported them to understand about the dialogue process at a country level and how the involvement of the MSM and transgender communities is important in the process. It appeared that the informants are also aware of the important dates of meetings and other activities related to NFM from their direct involvement as participants in those meetings.

*“I knew (about NFM) from GWL-INA. I only understood a bit. . . I understand more when it is discussed repeatedly.” - [Informant 7]*

*“Involving in meetings of NFM, I finally understand better about what NFM is and how the process is.” - [Informant 1]*

## **2. FORMS OF MESSAGES, LANGUAGE, AND APPROPRIATENESS**

Only three of the informants did not have any challenges in understanding the information on NFM contained in the documents. Other informants encountered challenges understanding the information, which are presented in English. Although some of the information are presented in Bahasa, the technical and programmatic jargons made it challenging for them to understand. There is also the absence of patience and motivation of going through long documents, which also attributed to less of understanding among the communities.

*“It should be admitted that colleagues are lazy to read serious documents with many terms that they do not understand, more so when documents are long. Generally, Indonesians do not have a good reading culture.” - [Informant 4]*

*“Well ... Listening (to explanation about NFM) is not easy. It is more difficult when I have to read it by myself ... it gets me confused.”  
- [Informant 7]*

*“I can understand NFM if I read (the documents) proactively. There are many sources of information. I can ask some people too. But this is the situation – we cannot expect other colleagues to read by themselves. To be frank, I am also lazy (to read them).”*  
– [Informant 6]

*“The messages we deliver to the transgender communities must be simple. There should be someone to explain the information, too. Those two things: first, the message must be simple, and if possible, there is someone to explain it.”* – [Informant 3]

*“For me, it was not a big deal. But any sources of information with easy and simple (messages) to understand would be very good for MSM and transgender community, including the young people.”*  
– [Informant 8]

## **B. EXPERIENCES INVOLVING MSM AND TRANSGENDER COMMUNITIES IN THE NFM PROCESS**

### **1. REPRESENTATION AND ACCOUNTABILITY**

The study finds that the representation and involvement of transgender communities in the NFM process is limited compared to the MSM community. In most meetings, only one transgender person is involved. It must be noted that the transgender communities have specific needs different from the MSM community. Hence, it is necessary to have a representation for the transgender community. However, these needs are not discussed and addressed during the NFM process.

*“Yes, it must be admitted that number of transgender representative is small. As a consequence, not all important issues related to transgender people are discussed thoroughly. But, we from MSM community also monitor the process in order to ensure that issues related to transgender populations are still discussed.”*  
– [Informant 1]



The CCM is exerting efforts to involve wider transgender community in the country processes. However, the number of active transgender advocates is limited in the community level. It must be noted that not all transgender persons involved in meetings play the role of representing the community. In some cases, they are engaged to perform administrative or logistical functions such as note takers.

In addition, the young key populations are also represented in the CCM through FOKUSMUDA.

Another challenge found by this study is the availability of time within the MSM and transgender community to take part in the country process and concept note development. Not all members of the community can take part in the whole process. Often, due to other roles and commitments, the participation to the meeting is delegated to other members of their organisation. Hence, the representation is not consistent.

*“The problem is that, it is impossible to delegate one person to join the whole process. Sometimes, another person will replace him and to provide back up since there are other things to do as well.”*  
– [Informant 6]

*“I could not always attend the process by myself even though I would like to. When I did not take part in only one meeting, it seemed that I missed a lot of information. In fact, we keep exchanging information amongst participants.”* – [Informant 5]

## 2. LEVEL OF INVOLVEMENT IN THE MEETINGS

Generally, the MSM and transgender community consider the dialogue process as inclusive. The MSM and transgender community, including the young key population, had the opportunity to engage and express their opinions during meetings.

From the gathered information, the study finds that the communications between and among the Global Fund, CCM and the community is clear. There is no major challenge in this regard. However, the MSM and transgender community described the concept note process as: “a very serious process”, “a tiring process”, “a process that takes time”, “a process that drains the brain”, “a process that drains energy”.

*“The discussions were long and difficult. Sometimes, there were arguments”* – [Informant 7]

*“Sometimes, I am lost. I could not keep up with the on going discussions.”* – [Informant 1]

*“I was tired taking part on those meetings. Although we only sat down, but our brains were drained. The worse was when there were issues that we do not understand” – [Informant 5]*

The consultation process and concept note development were described as intense processes, hence, it was considered as a difficult engagement. In addition, the gap of days between one meeting to another is insufficient to provide opportunity for extensive discussions and providing feedback within the community, thus, leading to unaccomplished action points.

Although GWL-INA and FOKUSMUDA organized a consultation to arrive at priority needs of the MSM and transgender community, including those of young key population, for the concept note development, the same was conducted within a limited time. There was insufficient opportunity to present the results of the consultation to a wider MSM and transgender community and gather feedback. In addition, there were new issues related to HIV arising as time go by that need feedback from community but no time to do so.

*“We needed to check and recheck with other communities, if the time allows. There may be important things expressed by other communities that the representatives may not have thought of.”*  
– [Informant 1]

### **3. RESOURCES AND STRENGTHENING OF CAPACITY SYSTEMS**

There was no specific support extended to the representatives of the MSM and transgender community during the country processes and concept note development. The community highlighted that support is needed for communications and travel. Other community members in other parts of Indonesia are not informed of the NFM and not involved in the process.

It must also be noted that GWL-INA's representation is limited and does not cover other MSM and transgender communities in other parts of the country.

However, other kind of support is also provided. The representatives of the MSM and transgender community are supported by other stakeholders through informal mentoring on certain issues, which require deeper analysis and explanation. Other support also include

*“Sometimes, I ask for help from my friends working in UNDP, UNFPA or other friends who are literate in English... They help me sometimes in answering my questions about the concepts on program or policy.”*  
– [Informant 1]



translations of information and discussions from English to Bahasa. This puts emphasis to the need that the organisers of meetings must be sensitive to language barriers issues.

Assistance before and during the meeting is important. This report found that other community representatives could not follow the discussions on technical issues, hence, their participation was limited.

*“It is needed badly... I am sorry for my harsh words. There will be (opinions) from the community, but when there is no capacity, how can he be critical?” – [Informant 3]*

A representative of young key population utilizes his consultancy engagement with organisations at a regional level to educate himself on pressing issues that needed attention at a country level. According to him, this support is very important to enable him to deliver and articulate issues related to young MSM and transgender people. Active engagements to consultancy with national and regional HIV organisations have also assisted other community representatives in their participation in the country processes and concept note development. These have served as their capacity building platform.

*“I realise that I dare to speak and give my opinion with well structured sentences and hit the point since I have received many (capacity building) from other stakeholders.” – [Informant 3]*

## 4. DOCUMENTATION AND ACCESS TO DOCUMENTATION

The whole process of the meetings in relation to the concept note development was documented by an appointed person. However, it is not clear how the system of documentation was developed. Although the communities know that these documents can be accessed openly, they are not aware how to obtain one.

The dissemination of discussion notes and meeting minutes to the community representatives involved has not been taken into account. There are various existing documents that pertain to several meetings, and the community representatives need to discuss which document to refer to when making a reference on previous discussion points.

*“Sometimes, I am confused since there are many documents. Which one is which? I do not know the changes too. Sometimes, I do not receive any e-mails about the latest document, so I still read the old versions.” – [Informant 5]*

It is necessary to have a complete documentation of the processes, which can be accessed by all participants of the meeting. This is to ensure that the MSM and transgender community representatives are updated on the development of the concept note, and may be able to consult other MSM and transgender community members if needed. This shall also ensure transparency between and among the CCM and the MSM and transgender community representatives.

## 5. ACCESS TO ARV DRUGS, NEEDLES, METHADONE AND CONDOMS DURING MEETING

During the series of meetings within the country processes and concept note development, the MSM and transgender community representatives did not encounter any challenges in accessing ARV, condoms, and lubricants. This is because the community representatives are from Jakarta and neighboring cities. Hence, these are easily accessible.

On the other hand, participants' access to methadone was also taken into consideration during the country processes. For instance, the organisers of one meeting in Bandung ensured that participants from the injecting drug users community could access methadone from one health center in Bandung.

The report did not find any significant challenge faced by the community in accessing ARV, sterile needles, methadone, and condoms during their involvement in the meetings within the NFM country processes. These were considered basic necessities and concerns considered by the meeting organisers and hosts.

The community representatives interviewed highlighted that organisers of meetings involving key population, including PLHIV, need to ensure availability of ARV drugs, sterile needles, condoms, and lubricants especially when the participants of the meeting are not from Jakarta.

*"I think that it is needed in the future. We can have access to those things in meetings with communities. We can imagine when there is a new member of the community and he does not prepare those things in advance. We cannot blame him too that he did not prepare by himself." – [Informant 6]*

## 6. SECURITY AND CONFIDENTIALITY

The NFM processes, including country dialogue and concept note development, has provided secure environment for the MSM and transgender community representatives a secure environment for them to express themselves on their sexual orientation, gender identity, the community of key population they represent, and their HIV status.



*“Well, maybe because the organizer and the participants of the meeting are familiar with the HIV issues. So far it is okay. We do not talk about confidentiality, but there was no offense.”*

*– [Informant 7]*

There was no significant challenge faced by community representatives in relation to disclosure of sexual orientation and gender identity, and HIV status. The community representatives attribute this to the fact that most of the people involved has worked together in the past even before the NFM has commenced. They include key population representatives, CCM, Executive Secretary of the Global Fund, development partners, and government agencies.

However, the community representatives interviewed noted that since the NFM process manifested a friendly and enabling environment towards key population, it was impliedly agreed that there is no need to put into writing any agreements on confidentiality. Considering that HIV and other issues related to sexuality as well as injecting drugs are still taboo in Indonesia, the community representatives believe that it is important to expressly put into writing agreements to respect confidentiality and promote safety and security of the participants.

*“It felt automatic. We know each other so it was comfortable that I am gay, that ‘A’ is a PLHIV, and that ‘B’ is a sex worker.”*

*– [Informant 1]*

## **7. ASSESSMENTS, EVALUATIONS AND LESSONS LEARNED**

It is also important that the MSM and transgender community representatives are aware of

*“Without informing about ourselves, everyone knows who is from what community. So far, it is okay when we have discussions. But it might be different if we do not know each other.” – [Informant 5]*

the other processes following the consultations, such as the monitoring and evaluation during the implementation phase of the concept note. Most of the community representatives interviewed for this report stated that they are not aware of evaluations in relation to processes, and assessments on their involvement in developing the concept note.

More than half of those interviewed stated that the involvement of the communities of key population, especially MSM and transgender persons, can be improved significantly through focused capacity building activities. These capacity building activities must be tailored based on the various capacity needs of the community to effectively participate in the process. In addition, it is also important to provide attention on the packaging of the information and methods of disseminating the same to the MSM and transgender community groups.

Assessments on the country process must be conducted, and lessons learned therefrom must be documented and followed up for better processes in the next round of concept note development.



## CONCLUSIONS

The involvement of the MSM and transgender community representatives, including the young population, has contributed significantly to the concept note development under the NFM. The community representatives have brought into the process sufficient knowledge on the issues and experiences from the ground. They were also aware of the important dates on implementation of consultation activities with communities of MSM and transgender and participated in these activities.

However, the representation of the transgender community is lesser than the MSM population. As a consequence, the issues of the transgender community are not appropriately addressed in the concept note development. It must be highlighted that these needs are distinct and separate from the MSM's. For this to be addressed, the transgender community must be adequately represented. But there is no existing mechanism that allows the community to have a transparent selection for representatives.

The capacity of the MSM and transgender representatives, and their communities, is also limited in understanding the information about the New Funding Model, especially if they are presented in the English language. The available information contains technical terms and jargons, which makes it more incomprehensible. There is also less motivation from the community to access the needed information, which are widely available.

Finally, there is no capacity building activities organized to strengthen the capacity of the MSM and transgender community and increase their level of participation. In order for the MSM and transgender community, and their representatives, to articulate their issues and provide relevant feedback to the discussions, technical support must be provided. However, these kind of essential support is wanting at a national level.





## RECOMMENDATIONS

1. Develop specific system ensuring that groups of MSM and transgender in Indonesia obtain the information they need about the New Funding Model, and how they can participate to provide inputs. These activities can be conducted by CCM HIV or together with GWL-INA as the national network of MSM and transgender to ensure that groups within the community can access the information;
2. Use simple language, if possible in Bahasa, and appropriate packaging in developing articles or information pamphlets about the New Funding Model. The use of Bahasa must be applied in all meetings involving MSM and transgender community representatives. Whenever the use of English is unavoidable, interpreters must always be available;
3. Package creatively the information on New Funding Model to suit the needs of the MSM and transgender community and make it more accessible, especially to the young key population. A more suitable packaging must be explored to meet the needs of young key population in terms of accessing necessary information to enhance their participation;
4. Create partnerships between and among CCM, Community Based Organisations, Civil Society, and service provider facilities and make use of existing websites, social media and other online platforms in publishing and disseminating information related to the New Funding Model;
5. Provide an opportunity between meetings for consultations among the MSM and transgender community and their representatives. CCM Indonesia and community representatives must establish a mechanism of communications from the CCM membership down to the community level, and vice versa. This will ensure transparency and wider consultation of issues affecting the key population;
6. Provide assistance to MSM and transgender community to conduct a transparent, fair and coordinated selection of their representatives that will sit and represent them during meetings. In addition, extend technical support to key populations such as transgender persons, sex workers, people who inject drugs, and people living with HIV by providing a platform to raise their issues directly to ensure a full level of engagement as the other key population group;
7. Provide technical support to the MSM and transgender organisations to build their capacity in monitoring the implementation of the country concept note;
8. Ensure continuity of capacity building activities, such as JumpStart Capacity Strengthening Initiative of APCOM to strengthen the national network's structure and management in order for it to engage with other networks and organisations effectively. However, organisational capacity building should not only focus on networks of MSM and transgender but also focus on organisations of other key populations;
9. Establish an effective, transparent and accessible documentation process system for the MSM and transgender communities. Create a mailing list mechanism to ensure community representatives receive up to date correspondence;
10. Engage with the MSM and transgender community and their representatives in assessing and evaluating the whole process involved in the New Funding Model, including their participation. Document the lessons learned and adopt good practices in community engagement for the grant implementation and next rounds of concept note development

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advocacy issues that affect the lives  
of men who have sex with men and  
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rights, health and well being.*

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