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**Scoping  
Report**

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

# Philippines



**ROBERT  
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## ACRONYMS

|                 |  |
|-----------------|--|
| <b>5th AMTP</b> | Fifth AIDS Medium Term Plan  |
| <b>AEM</b>      | AIDS Epidemic Model  |
| <b>APCASO</b>   | Asia Pacific Council of AIDS Service Organizations                                   |
| <b>CCM</b>      | Country Coordinating Mechanism   |
| <b>CDP</b>      | Concept Note Development Process   |
| <b>CSO</b>      | Civil Society Organization   |
| <b>Dangal</b>   | <i>Dangal Pilipinas, Inc.</i> , (The National MSM and TG Network of the Philippines) |
| <b>DOH</b>      | Department of Health   |
| <b>GF ATM</b>   | The Global Fund Against AIDS, Tuberculosis and Malaria                               |
| <b>HIV</b>      | Human Immunodeficiency Virus   |
| <b>HSSP</b>     | Health Sector Strategic Plan   |
| <b>KAP</b>      | Key Affected Populations   |
| <b>LGBT</b>     | Lesbian, Gay, Bisexual, and Transgender  |
| <b>LGU</b>      | Local Government Unit  |
| <b>MSM</b>      | Men who are having sex with other men  |
| <b>NASPCP</b>   | National AIDS STI Prevention and Control Program                                     |
| <b>NSAP</b>     | Network to Stop AIDS Philippines   |
| <b>NEC</b>      | National Epidemiology Center   |
| <b>NFM</b>      | New Funding Model  |
| <b>NGO</b>      | Non Governmental Organization  |
| <b>PLHIV</b>    | Person living with HIV   |
| <b>PR</b>       | Principal Recipient  |
| <b>PWID</b>     | Person who inject drug   |
| <b>SOGI</b>     | Sexual Orientation and Gender Identity   |
| <b>SHC</b>      | Social Hygiene Clinics   |
| <b>STI</b>      | Sexually Transmitted Infection   |
| <b>TB</b>       | Tuberculosis   |
| <b>UNAIDS</b>   | Joint United Nations Programme on HIV/AIDS   |

## INTRODUCTION

The active involvement of Key Affected Populations (KAP) in the Global Fund against AIDS, Tuberculosis and Malaria (GFATM) country processes is a key feature of its (New) Funding Model country project development. This is to ensure the meaningful participation of the key affected populations and communities, including men who are having sex with men (MSM) and transgender people, in the drafting of the countries concept note to the Global Fund.

The Global Fund instituted the Country Dialogue – 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 redound to a robust country Concept Note.

The country dialogue process is a significant opportunity for MSM and transgender organizations to meaningfully involve in all the stages of the NFM, and engage with several Global Fund personalities such as the Country Teams, Fund Portfolio Managers and the Country Coordinating Mechanisms. However, the complexity of the model poses a challenge to the communities and civil society organizations to know when and how they can best participate. This limited substantial knowledge on the process may create gaps in the engagements of the communities to the Global Fund process, hence, limiting their participation.



## ENGAGEMENT PROCESS WITHIN THE NEW FUNDING MODEL (NFM)

The Global Fund encourages and increases engagement with individuals and organizations that are affiliated with or representing key populations<sup>1</sup>. According to its observed principles, the engagement of key affected population (KAP) in general, and MSM and Transgender in particular in the New Funding Model, was defined by a meaningful participation in an ongoing and consultative process of the country dialogue which lays different stages for national strategic plan development, concept note development, and grant making to grant implementation<sup>2</sup>. To optimize the KAP engagement in its investment plan, GFATM developed a strategic framework called “Key Populations Action Plan 2014-2017”, in response to the recommendations that relates to Sexual Orientation and Gender Identity (SOGI) strategy. One of its safeguards included in the SOGI<sup>3</sup> strategy was to provide targeted technical assistance to support the meaningful engagement of key affected populations as well as broader communities<sup>4</sup>.

<sup>1</sup> Key Populations Action Plan 2014-2017, The Global Fund to fight AIDS, Tuberculosis and Malaria

<sup>2</sup> The Global Fund New Funding Model,

<sup>3</sup> The Gender Inequality and the Sexuality Orientation and Gender Identity (SOGI) Strategy 2011, The Global Fund

<sup>4</sup> Key Populations Action Plan 2014-2017



## OBJECTIVES OF THE 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 to capture the following aspects:

1. The level of knowledge and understanding of the MSM and transgender community on the Global Fund Country Processes;
2. The level of engagement of the MSM and transgender community with the country dialogues
3. The level of engagement of the MSM and transgender community with the Country Coordinating Mechanism (CCM); and
4. The level of engagement of the community with the Global Fund Country Teams.

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## METHODOLOGY

This scoping assignment is done through key informant interviews, focus group discussions and review of relevant documents. This is a qualitative look at the backgrounds of community based organizations and their leadership, their knowledge of Global Fund processes, both global and national, their participation in the MSM and Transgender movements, HIV issues in general, and the development of the concept note.

The review also focused on the activities of Dangal Pilipinas, a coalition of MSM and Transgender community based organisations (CBOs) in the Philippines that advocates for and acts on HIV prevention, care and treatment and human and sexual rights. The coalition is also the focal group that engaged in the Global Fund processes in the country.

This review partly made basis to the November 2014 Report of the Communities Delegation of the Board to the Global Fund to Fight AIDS, Tuberculosis and Malaria titled *A Review of the Engagement of Key Population in the Funding Model*.



# THE MSM AND TRANSGENDER COMMUNITIES IN THE PHILIPPINES

The MSM and transgender community in the Philippines came together as a coalition called Dangkal Pilipinas, Inc, (The National MSM and TG Network) with a membership of 24 Gay, Bisexual, other Men who have sex with men, and Transgender (GBMT) and support groups all over the country. The formation of the network is the result of several years of network-building and collaboration between and among community groups working in the areas of Lesbian, Gay, Bisexual and Transgender (LGBT) rights and sexual health.

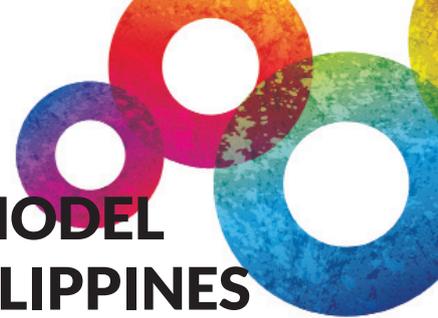
Dangkal Pilipinas on its creation, is comprised of the following organisations:

|  |  |
|--|--|
| <b>B-CHANGE Foundation</b>               | IWAG Dabaw   |
| <b>Babaylanes,</b>                       | Katlo, Inc.  |
| <b>Bahaghari Dasmaringas</b>             | Metropolitan Community Church, Baguio                          |
| <b>Batangas Barako</b>                   | Mindanao AIDS Advocate Association, Inc.                       |
| <b>Bisdak Pride</b>                      | Peer Educators Movement for Empowerment<br>(Peer Ed ME PAMACQ) |
| <b>Cavite Support Group</b>              | Pinoy Plus, Inc.   |
| <b>Cebu Plus Association, Inc.</b>       | SHINE SOCCSKSARGEN   |
| <b>COLORS</b>                            | STRAP Philippines  |
| <b>Crossbreeds, Inc.</b>                 | The Love Yourself, Inc.  |
| <b>GaYON Albay</b>                       | TINGUG (Cagayan De Oro)  |
| <b>HIV and AIDS Support House (HASH)</b> | TLF SHARE Collective, Inc.                                     |
| <b>INDIGO Bulacan</b>                    | UP Babaylan  |

The network aims to expand geographically to include other organisations, particularly in the Visayas and Mindanao.

*“Network-wise, Dangkal should have more participation not only in the implementation part of the program, but also in the decision-making, planning, up to the monitoring and evaluation aspects. The Dangkal National Network is the legitimate representative of the MSM and transgender community in the country and the Network’s increased participation in all the process in effect increases the community’s participation in the Program.”*

*- Ramille Andag, Board Member,*



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

From the Global Fund Transitional Funding Mechanism-New Funding Model-Interim Reprogramming Request (GF TFM-NFM-IRR)<sup>5</sup>, which ended in September 2015, the Philippines moved to NFM preparations and implementation. The country concept note focused on KAP namely the MSM, transgender people and people who inject drugs (PWID) following the national direction for HIV response set by the Health Sector Strategic Plan on HIV and STI 2015-2020 (HSSP).

The Philippines Concept Note on HIV considered the development of the Health Sector Strategic Plan (HSSP) as part of the NFM process. Thus the timeline, for NFM and HSSP are one and the same. This timeline is extracted from the Philippines Concept Note.

| Timeline                  | What transpired  |
|---------------------------|--|
| November 2013             | - Dissemination of the 5th AMTP Mid-Term review findings and recommendations with participation of DOH, LGU/SHC representatives, CSOs/NGOs, PLHIV community and representatives from MSM, PWID, transgender people and sex workers |
| March & April 2014        | HIV Technical Working Group Consultation meeting to: <ul style="list-style-type: none"> <li>- Discuss of the 5th AMTP review findings and recommendations</li> <li>- Develop the log frame for the HSSP</li> </ul>                 |
| 18 March to 15 April 2014 | - Consultation meetings and FGD with the target population within the KAP  |
| 24 April 2014             | - National Stakeholders Meeting to discuss the proposed key interventions for the HSSP for the period 2015-2017  |
| 16 May 2014               | - Technical Working Group Sub-team Meeting on the HSSP   |
| 28 May 2014               | - Costing of Health Sector Plan utilizing the AIDS Epidemic Model (AEM) developed primarily by Department Of Health (DOH), National Epidemiology Center (NEC), and UNAIDS  |
| June 2014                 | - Dissemination of the external evaluation of the HIV and STI Programs and Strategies for MSM, transgender people and PWID   |
| 3-5 June 2014             | - Validation writeshop on the Updated HSSP for HIV and STI   |
| 6 June 2014               | - Presentation of the draft HSSP to the Country Coordinating Mechanism (CCM) in preparation for the GFATM NFM Concept Note development   |

<sup>5</sup> "Sustaining the Gains of Essential Program Services of the Round 6 HIV Grant in the Philippines." This project will run from August 2013-December 2015  
See more at: <http://www.aidsphil.org/2014/01/global-fund-tfm-nfm-irr-project/#sthash.9LLhFY07.dpuf>

| Timeline                 | What transpired  |
|--------------------------|--|
| 10-11 June 2014          | - First Country Dialogue on HIV and AIDS to present and discuss the HSSP 2015-2017 and the priorities that will be included in the GF NFM Concept Note |
| 15-17 July 2014          | - Conduct of a workshop for the development of the Detailed Operational Plan for the HSSP  |
| 31 July to 1 August 2014 | - Conduct of a workshop on the costing of the HSSP Operational Plan  |
| 13 August 2014           | - Presentation of HSSP and Scope of the GF NFM Concept Note to the CCM   |
| 1 September 2014         | - Validation Workshop on the Costed Operational Plan for the HSSP  |
| 2-3 September 2014       | - Presentation of the HSSP and the GF NFM Concept Note at the Second Country Dialogue  |
| 13 September 2014        | - Community-initiated National Consultation/Discussion on the HSSP and GF NFM Concept Note participated in by LGBT and MSM organizations               |
| 22 September 2014        | - Submission of the final documentation of the HSSP by the technical writer to DOH for approval  |

## ENGAGEMENT OF THE MSM AND TRANSGENDER COMMUNITY IN THE NFM COUNTRY PROCESSES

### A. COMMUNICATIONS AND TRANSPARENCY

This report found that there is no clear and transparent communications between the CCM and MSM and transgender groups. The roles of the community within the country process are not articulated, hence, resulted to limited or no involvement in the Concept Note development.

From 2014, there were only two (2) consultations that occurred during the development of the country NFM concept note:

1. Review of the AIDS Medium Term Plan and the Health Sector Plan (April 2014)
2. Presentation of the NFM Concept Note (September 2-3, 2014).

The first consultation involved the attendance of participants from the three island groups in the Philippines – Luzon and Metro Manila, Visayas and Mindanao. The succeeding meetings and/or consultations were “all about health sector plans”.<sup>6</sup>

<sup>6</sup> Information gathered from Jonas Bagas – a community leader, then Executive Director of TLF Share Collective



In between the two program-led consultations, the ROMP Project, USAID-Supported and implemented by Family Health International (FHI) sponsored and conducted the consultation among the MSM and transgender community with the original objective of gathering inputs to the development of the NFM proposal. However, the order and facilitation of the activities resulted to a data-gathering activity. It was not however clarified to the participants that the output of the activity was supposed to feed into the NFM proposal development process. This is an unused opportunity for the MSM community to provide inputs and necessary information to formulate program strategies, objectives and design. In addition, the inconsistent arrival of the 60 participants to the consultation prevented a meaningful exchange of dialogue between the community and FHI. (March 18 to April 15, 2014)

The absence of clear communication was also manifest in following so-called “official” country dialogue, as it was already the presentation of the draft NFM country concept note. The participation of the MSM and transgender community was not seen as satisfactory, more so meaningful, as the dialogues were not substantial and not clearly manifesting the issues and concerns of the community.

## **B. REPRESENTATION AND ACCOUNTABILITY**

The CCM in the Philippines does not set criteria or qualifications for community representation. Apart from bidding, there are no processes placed for transparent selection of community representatives.

There are five representations of KAP in the CCM, one each for the three diseases (HIV, tuberculosis and malaria), and one each for transgender and youth. Since 2015, the Association of Transgender People (ATP) represents the transgender population, whereas, YPeer represents the young key population. On the other hand, Timuro Palaweno represents the Malaria disease, and Samahang Lusog Baga represents Tuberculosis. Each seat is awarded through bidding to the CCM. While it is easier for the TB and Malaria to decide on their representation to the CCM, it is quite difficult for HIV due to the number, diversity and geographic fragmentation of the affected population.

In the beginning, the only representation in the Philippine CCM was only for the people living with the disease and not for the broader community of key affected population. People living with HIV was represented by Pinoy Plus, Inc., whilst, TB and Malaria by other organisations working with such interventions.

In 18 March 2015, when the opportunity for KAP representation arose, Network to Stop AIDS (NASP), a national coalition of AIDS service organisations, resolved to endorse one of its members Action for Health Initiatives (ACHIEVE) as its candidate to represent the civil society and the key populations affected by HIV. Dangal Pilipinas, as the national network of MSM and Transgender, supported NASP’s stance and decision. However, the Association of Transgender People (ATP) and YPeer were chosen as KAP representatives.

But there is an apparent confusion on the part of the KAP Representatives’ to the CCM on whether the seat within the mechanism is to represent their organisation or the community. This confusion is attributed to the absence of clear communications between the community and the CCM.

The KAP representation in the CCM faces conflict in terms of representation. They are sub-recipients or sub-sub-recipients of the GF project and (has something to protect) on one hand, as against their representation community concerns, issues and sentiments on the other.

Moreover, there is failure on the part of the community representation to the CCM to consult with their constituency for a united stand on issues and concerns brought to the CCM on the one hand, and are also remiss in relaying CCM deliberations and/or decisions concerning KAP-relating matters on the other.

## C. RESOURCES AND STRENGTHENING OF SYSTEMS AND CAPACITIES

There were no recorded capacity strengthening activities for community systems and capacities. Specifically, there is a lack of capacity building activity to strengthen the role of the community in the monitoring of the Global Fund country projects. There is a limited investment on long-term capacity building programs at a country level, at the same time, an alarming absence of broad-based dialogues between community and Global Fund.

In fact, Dangal Pilipinas had to mobilise for resources to fully engage in the development of the NFM. The members of the community managed to mobilise for resources from the representatives of APCOM and the Asia Pacific Council of AIDS service Organizations (APCASO) about the NFM development country process. The sourced funds from APCOM were utilised to organise a genuine country dialogue and consultation among the MSM and transgender communities.

This one-day genuine national consultation was held on September 13, 2014. The event enlightened the community representatives of the concepts and rationale of the NFM project development, and the progress in the crafting of the country NFM proposal. The participants were also able to articulate their felt concerns and the realities of their situation and how this situation will impact on the proposed HIV and AIDS interventions in the proposal and vice versa. The community-driven and organized event included the following inputs:

### A. Part 1: Inputs on the Global Fund and New Funding Model Process

1. Concept Note Development Process
2. KAP Engagement (CCM Funding Pilot). The KAP Pilot, which was given funding of 36,000 USD aimed to enhance the understanding of the key affected population within the HIV, TB, and Malaria disease burden on the national and global fund programs in the context of human rights, claim-holding and responsible citizenship.
3. Concept Note Process and Engagement with Key Affected Populations in the context of the Philippines:
  - a. It would have been better had the consultation been done in an earlier time;
  - b. (This particular) CDP is very close to the development of the Concept Note, but the dialogue should still be continued;
  - c. All participants should be able to comment on all the steps taken during the process;
  - d. A concept note prioritizing MSM and transgender in the Philippines should be developed;
  - e. The Philippines had not much time to finalise the Concept Note.
4. Open discussion on:
  - a. How the Global Fund and CCM affect the government to attend to the needs of MSM and transgender?
  - b. What are the structure and the processes in the selection of members of the CCM?

### B. Part 2: Inputs on the Progress of Local Planning

1. Health Sector Development Plan on HIV on HIV and STI 2015-2017
2. Draft country NFM Proposal
3. Arriving at a decision that Dangal Pilipinas, through its Secretariat, TLF Share Collective b the interim coordinating mechanism between the MSM and Transgender groups and the CCM;

As a conclusion of the consultation, the importance of a coordination mechanism for the community to succeed in their advocacy was emphasised. Through the outcomes and outputs of the consultation, the participants were made aware in which part of the process within the NFM they could intervene for a more appropriate prioritization of their needs.



These efforts of the community, even without support from CCM, resulted to a significant improvement in the understanding of the NFM process in general and how a country project proposal is put together among a limited number of the MSM and TG community members. This is mostly seen in member organizations located in the National Capital Region (Metropolitan Manila and to a certain degree, in immediate environs like Cavite), and General Santos (where community leadership is strong). This conceptual understanding is manifested during other consultations and workshops (i.e. Community Based HIV Screening or community based testing) which is indirectly related to the NFM process, but is related to the intent and purpose of the NFM proposal, where these organizations could reflect on the implications of the NFM strategies and budgets to MSM and TG community involvement and operations.

It should be noted that, the community was successful to involve and assert itself into the NFM process. Manifestations of this commitment to engage are:

1. Sourcing from external supporter APCOM to fund their community-initiated national consultation in succor of their frustration in the country NFM process;
2. Self-organising and conducting a national consultation on the NFM process;
3. Submitting a letter of intent to become part of the CCM as representative of the MSM and transgender groups. Prior to the drafting of the letter, a caucus was held in order to identify key persons to represent Dangal to the CCM;
4. Writing to the Philippine CCM, and forwarded to the Save the Children, PR, and the GFATM Portfolio Manager Qi Cui and Shahid Khan, copied David Traynor regarding Dangal Pilipinas' query on the implementation structure of the NFM grant. The context of the query was that MSM and transgender effort to ensure that the CCM and the implementers would continuously engage community groups.

However, other Dangal member organizations need more assistance to be able to engage fully in the NFM process. The challenge remains in integrating all information into a simpler perspective and how all events and decisions made in high level programmatic meetings would affect the MSM and transgender communities.



# FINDINGS

From the data gathered, the following conclusions are derived:

## **1. THERE IS NO MEANINGFUL ENGAGEMENT FROM THE KEY AFFECTED POPULATION.**

As found by the scoping activity, the key affected population, particularly the organised community of MSM and transgender people, were not meaningfully involved in the country processes within the NFM. Although there were limited engagements, the same were not considered as 'meaningful' by the communities because they were not able to provide input in the development of the country concept note.

## **2. THERE IS LIMITED TO NO COMMUNICATIONS PROVIDED TO MSM AND TRANSGENDER COMMUNITIES.**

This resulted to unclear understanding of the Global Fund country processes. Although there were two (2) previous consultations conducted in 2014, the correspondence thereof did not clearly explain the contexts and objectives of the activity. Thus, the premises were unclear to the MSM and transgender communities who were participating.

## **3. THE KAP ENGAGEMENT (CCM FUNDING PILOT) ASSISTANCE TO STRENGTHEN KAP CAPACITY TO ENGAGE IN THE NFM PROCESS WAS NOT EFFECTIVELY IMPLEMENTED.**

There is an absence of programs to strengthen the capacity of the key affected population, particularly the MSM and transgender communities. The effort to mobilise for resources for capacity strengthening for a more effective engagement came from the community themselves. Moreover, the resources for this activity came from external donors and not within the CCM Funding Pilot.

## **4. THERE IS A LACK OF COMMUNICATION MECHANISM BETWEEN THE CCM AND KAP REPRESENTATIVES.**

Even after the MSM and transgender community was represented within the CCM, there remains an apparent confusion on the part of the KAP representative to the CCM. The question lies whether they represent their organisation or their community. They are sub-recipients or sub-sub-recipients of the GF project, at the same time, they represent community concerns, issues and sentiments;

## **5. THERE IS FAILURE TO CREATE A SYSTEM FOR THE COMMUNITY REPRESENTATIVES WITHIN THE CCM TO CONSULT WITH THEIR CONSTITUENCY.**

The community representatives are supposed to raise the issues of the MSM and transgender population to the CCM for a united stand on issues and concerns. However, the system for consultation and relaying of deliberations and decisions concerning KAP-related matters is absent. Hence, there is a gap in transferring information from the community to the CCM, and vice versa, to effectively address the priority issues in the country processes.



## RECOMMENDATIONS

The MSM and transgender community encountered a number of challenges to be meaningfully involved in the NFM process in the Philippines. Systematic gaps within the CCM posed as a challenge for Dangal Pilipinas to engage in the Global Fund, Country Coordinating Mechanism, and country proposal development processes. The geographic distance and lack of clear communications serve as hurdles for small community-based organisations in far provinces and cities in their participation in the whole process.

To overcome the challenges, the following are recommendations for steps forward:

1. Establish appropriate processes and mechanisms to ensure appropriate representation of MSM and TG communities in the Philippine National AIDS Council (PNAC) and the CCM. The rules for representation of civil society organizations in the CCM is not clearly defined and could be suddenly changed during the actual event itself as what happened during the last election of civil society representation.
2. Continue funding support for the strengthening, both in programmatic and logistical aspects, the community-based organizations of MSM and transgender people.
3. Provide technical assistance to Dangal Pilipinas and its members in form of leadership, advocacy and program planning and implementation training for key people of member organizations in key geographic areas.
4. Establish a system for coordination among the different MSM and TG groups in order to form a clearer mandate and more voices could be represented to and heard by the CCM". Dangal should be able to remedy this weakness as soon as possible.



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

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