Enhancing Community Capacity to Engage with Global Fund Processes

case STUDY
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Introduction

In 2015, NSWP, in partnership with regional sex worker-led networks, delivered a series of 5-day workshops on the Global Fund. The global and regional workshops were designed to strengthen the capacity of sex worker-led networks and organisations and enhance knowledge of and access to Global Fund processes to allow sex workers to engage meaningfully in national dialogues. The NSWP Case Study on the Global Fund Workshop documented the impact of these workshops.

In 2015, NSWP delivered one global workshop to train 11 Regional Community Experts on the Global Fund and five regional workshops to train 94 National Community Experts. The workshops were designed to enable Regional and National Community Experts to facilitate Global Fund national capacity building workshops and to help national community experts implement country-level action plans for engagement with the Global Fund.

In 2016, the Regional Community Experts, supported by National Community Experts, delivered a series of workshops in 18 countries and helped implement country-level follow up activities through virtual technical support. Eighteen of the 34 countries that participated in the first Global Fund workshops in 2015 received support for country-level work. All 18 countries implemented national activities through the RCNF-GF grant in 2016.

Sex workers attend a Global Fund workshop in Nepal.

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In 2016, NSWP’s Senior Programme Officer gave in-depth technical assistance on the Global Fund to all regional networks, prepared papers on key issues, wrote 18 country briefings to support the Regional Community Experts, gave technical support to countries, and participated in the Grant Approval Committee as a member of the Community’s Delegation.

In this case study, NSWP will document the role of its Senior Programme Officer in the capacity building of Regional and National Community Experts and sex worker-led organisation, and document sex workers’ engagement with the Global Fund.

NSWP’s Senior Programme Officer, Mick Matthews, was hired by NSWP in 2015 to implement the Global Fund capacity building programme, designing workshops and providing technical support. He worked for the Global Fund as a Senior Civil Society Officer for 7-and-a-half years from 2005–2012. He was able to use his connections within the Global Fund to facilitate work for NSWP and NSWP members.
Background

The Global Fund is one of the world’s largest funders of testing, treatment and care for people living with HIV, tuberculosis and malaria. It is a partnership between governments, civil society, the private sector and people living with or affected by one or more of the three diseases. The Global Fund does not implement programmes, but funds governments and organisations in eligible countries. The Global Fund gives funding to several Principal Recipients in each country, who then distribute funds to Sub-Recipients.

Sex workers are disproportionately affected by HIV and are recognised as a key population by the Global Fund. In 2016, the Global Fund adopted the Sex Worker Implementation Tool (SWIT) as the normative international guidance for their programmes. The SWIT calls for community-led evidence and rights-based HIV prevention, treatment, care and support programmes.

The Global Fund cannot directly fund community organisations. As a result, sex worker-led organisations are often not meaningfully included in the Global Fund national processes that could ensure that they receive vital funding for community-led sex worker programming.

Stigma and discrimination, as well as criminalisation, contribute to sex workers’ exclusion from or marginalisation within national processes. As such, sex worker-led organisations must be proactive in engaging with these processes and advocating for the inclusion of sex worker-led responses.

Goal

The role of the Regional Community Experts is to support and build the capacity of National Community Experts and increase the capacity of sex workers to engage in Global Fund processes. This ensures that sex workers are meaningfully involved in the development of rights-based sex worker programmes included in national Funding Requests to the Global Fund. It also ensures sex workers are meaningfully involved in the decision-making, planning, implementation and monitoring and evaluation of sex work programmes funded by the Global Fund.

Strategies to Achieve Goals

1. NSWP’s Senior Programme Officer helped Regional Community Experts gain the experience needed to share their knowledge and give country-level support to sex workers and sex worker-led organisations.

2. NSWP’s Senior Programme Officer wrote 18 country briefings to describe the context of the Global Fund to the Regional Community Experts. Regional Community Experts used these country briefings to support the National Community Experts and help them engage with the Country Coordinating Mechanism, the national committee that submits funding applications to the Global Fund on behalf of the entire country (CCM). Each country briefing was between 8–12 pages.

3. NSWP’s Senior Programme Officer reviewed national sex worker programme proposals for inclusion in the national Funding Request to the Global Fund, giving input on drafts and guided NSWP members in their negotiations.

4. NSWP’s Senior Programme Officer developed a 3-day workshop, adapted from the original global and regional 5-day workshops developed by NSWP in 2015, for use in the national workshops in Asia Pacific and Central and Eastern Europe and Central Asia.

5. The NSWP Secretariat supported the Global Fund in their promotion of the ‘I Speak Out Now’ campaign, to ensure NSWP members are aware they can report wrongdoings to the Office of the Inspector General, which provides oversight against fraud, abuse, and human rights violations in programs financed by the Global Fund (OIG).
Sex Worker Networks Consortium

NSWP, in collaboration with regional sex worker networks in Asia (APNSW), Africa (ASWA), the Caribbean (CSWC), Latin America (PLAPERTS) and Eastern Europe and Central Asia (SWAN), developed Global Fund global and regional workshops in 2015 and 2016. Within each region, sex worker-led organisations in each country nominated country teams of three sex workers to be trained as National Community Experts. Eighteen of the 34 countries eligible for Global Fund funding, and where NSWP and the regional networks had members, were chosen to hold national workshops. The regional networks nominated sex workers to be trained as Regional Community Experts, who then trained National Community Experts. Regional and National Community Experts worked together to adapt the workshop programmes to ensure relevance and co-facilitate national workshops in each of their respective regions.

Results

Quantitative

In 2015, these workshops trained a total of 111 sex workers from 34 countries, 11 Regional Community Experts and 94 National Community Experts from all five NSWP regions. 11 Regional Community Experts were further trained in 2016.

In 2016, the Regional Community Experts worked with 252 sex workers from 18 of the 34 countries trained in 2015.

In late 2016, NSWP conducted a survey among its members. Part of the survey focused on the Global Fund. A total of 40 members from 28 countries completed the survey, 15 percent of NSWP’s total membership. Of those 28 countries, only 16 were eligible for Global Fund support. The results of the survey are found below and only include the results of those 16 countries eligible for Global Fund support.

<table>
<thead>
<tr>
<th>QUESTION</th>
<th>ANSWER</th>
</tr>
</thead>
<tbody>
<tr>
<td>Has your organisation had positive experiences in Global Fund national processes?</td>
<td>YES: 68.65% (11) NO: 31.25% (5)</td>
</tr>
<tr>
<td>Has your organisation had negative experiences in Global Fund national processes?</td>
<td>YES: 62.5% (10) NO: 37.5% (6)</td>
</tr>
<tr>
<td>Has your organisation engaged in the Global Fund national dialogue processes?</td>
<td>YES: 43.75% (7) NO: 56.25% (6)</td>
</tr>
<tr>
<td>Is there a sex worker representative sitting on the Global Fund Country Coordinating Mechanism in your country?</td>
<td>YES: 56.25% (9) NO: 43.75% (7)</td>
</tr>
<tr>
<td>Has your organisation used NSWP’s Smart Sex Worker’s Guide to the Global Fund to inform your advocacy?</td>
<td>YES: 68.75% (11) NO: 36.25% (5)</td>
</tr>
</tbody>
</table>
Qualitative

AFRICA

In Africa, there are three Regional Community Experts: Daughtie Ogutu from the African Sex Workers Alliance (ASWA), Phelister Abdalla from the Kenya Sex Workers Alliance (KESWA), and Aimée Furaha from UMANDE. They worked with a total of 7 countries in 2016 including: Cameroun, Democratic Republic of Congo, Kenya, Malawi, Nigeria, Senegal, and Tanzania.

A Senegalese sex worker-led organisation is a sub-sub-recipient of the Global Fund. The organisation receives funding from a Global Fund sub-recipient, an HIV alliance they are a member of. “Before the training with [Regional Community Expert] Aimée Furaha, we did not know we could contact the Global Fund directly and participate in the development of the Concept Note. We thought our only connection to the Global Fund was through the [sub-recipient],” said Lala, the sex worker-led organisation coordinator.

Senegal is in the process of developing their 2018 Concept Note, the country-level request for funding from the Global Fund. The sex worker-led organisation asked for funds from the principal recipient to organise a national consultation with sex workers to develop consensus among sex workers about their demands. On 15 February 2017, they were informed that the principle recipient would only fund a national consultation with all key populations.

“We need to have separate consultations for different key populations,” said Lala. “Different populations have different priorities. When you put us all together, we cannot decide on key priorities.”

The sex worker-led organisation is working with Aimée and lobbying the principle recipient to change this national consultation process.

One of the challenges Lala raised was receiving funds for their activities from the sub-recipient. The sex worker organisation frequently submits budget proposals for activities to the local sub-recipient. According to Lala, sometimes these proposals are accepted and sometimes they are rejected. When their proposal is rejected, the sub-recipient does not tell them why. When their proposal is accepted, they are not told how much money they will receive, which makes it difficult for them to plan their activities. They do not know how much money is allocated to sex workers and how much is allocated to other key populations. The sex worker-led organisation is now working with Aimée to identify ways to address this issue.
CASE STUDY: MALAWI

Lucy of the Malawi Sex Workers Alliance has been on the CCM in Malawi for two years. Before meeting the Regional Community Experts in Africa, Lucy was unable to fully participate on the CCM.

“I’m a female sex worker. I know the issues of female sex workers. But I do not know the issues of GLBT people or male sex workers. So, it is difficult to sit on the CCM and represent all key populations.”
– Lucy, Malawi

Regional Community Expert Daughtie Ogutu told Lucy that the CCM has a budget available for members to help with transportation costs to and from meetings, and to help CCM members gather input from the community before meetings. However, when Lucy asked, she was told there was no funds available. It is very difficult for Lucy to fulfil her role as a CCM member because sometimes the CCM does not give enough time for her to prepare for the meetings.

“There is a lot of documents coming from the Global Fund, and I don’t have time to read them all. I don’t always have access to the Internet. I need to share this information with other sex workers before going to the CCM meeting but have no funds to do this. I cannot use my personal resources for the Global Fund,” said Lucy.

“There is an organisation that received money for key populations in Malawi, but they do not work with us, and we are not included in the development or implementation of their programming.”
– Lucy, Malawi

Sex workers attend a Global Fund workshop in Kenya.
ASIA PACIFIC

In Asia Pacific, there are two Regional Community Experts: Kay Thi Win from the Asia Pacific Network of Sex Workers (APNSW) and Ms. Thuy from the Vietnam Network of Sex Workers (VNSW). In 2015, NSWP and APNSW trained sex workers from countries including Bangladesh, Cambodia, India, Malaysia, Papua New Guinea, Thailand, Vietnam and Pakistan.

In 2016, Regional Community Experts Kay Thi Win and Ms. Thuy worked with Nepal, Papua New Guinea, Thailand and Vietnam to develop and implement national action plans. They also delivered one regional workshop with 11 sex workers from Bangladesh, India, Nepal, Sri Lanka and Pakistan.

“APNSW is developing a plan to provide this type of training at the country level in local languages. Participants of these workshops will become facilitators for country-level training.”

KAY THI WIN

During country-level trainings, APNSW helped each country develop a country action plan for work with the Global Fund.

Because of the implementation of country-level action plans:

- Nepalese sex workers participated in the Concept Note development and Nepal’s national HIV strategy plan.
- Sex workers in Papua New Guinea participated in the development of the Global Fund’s national strategy and hope to participate in the Concept Note development once it starts.
- Vietnamese sex workers from the Vietnam Network of Sex Workers participated in the Concept Note development.

Sex workers attend a Global Fund workshop in Nepal.
CASE STUDY: PAPUA NEW GUINEA

In Papua New Guinea (PNG), there have not been many opportunities for sex workers to engage with the Global Fund. Many sex workers told APNSW staff that sex workers are thought to be ‘uneducated’ and ‘lacking in ability and capacity’ to participate on the CCM. This is shown by the lack of sex worker representation and engagement in the CCM.

One of the CCM representatives who attended the training identified herself as the CCM sex worker representative. The community did not support this person’s role as a sex worker representative on the CCM and did not feel she was supporting their interests. Many sex workers challenged her and her ability to represent sex workers because she had not consulted sex worker communities in PNG.

Many sex workers present felt that the manager of a national sex worker organisation, Cathy, would be a better CCM sex worker representative. The CCM member acknowledged the community endorsement and said Cathy could participate in the CCM as an observer. However, the CCM representative also said that in the future Cathy could become a full CCM member and would be recognised as the community endorsed CCM sex worker representative.
CASE STUDY: VIETNAM

The Vietnam Network of Sex Workers (VNSW) has 52 members in 33 provinces across the country. Of those 33 provinces, 15 provinces have community-based organisations (CBOs) that are funded by the Global Fund. According to Ms. Thuy, these provinces know about the Global Fund and understand how to engage with it.

In 2016, VNSW received funding from APNSW to deliver a national workshop on the Global Fund to emerging sex work leaders.

“We trained 20 community-based leaders from 20 provinces across Vietnam.”
– Ms. Thuy

“We tried to invite representatives and sex workers from provinces that do have a relationship with the Global Fund, so they can learn about the Global Fund. Now, the majority of members of the Vietnam Network of Sex Workers know about the Global Fund, which is great because we can contribute our voices on the CCM.”
– Ms. Thuy

Ms. Thuy was elected to the CCM in December 2016 to represent the interests of sex workers. Prior to her election, Vietnamese sex workers did not have a representative on the CCM.

“One of our biggest challenges when we work with the Global Fund is about documentation [monitoring and evaluating]. The templates the Global Fund uses are very specific and complicated. They change very often. Sex workers do not have a high level of education and literacy. It is difficult to get used to the format and template and then adapt again when it is changed. Another challenge is that the Global Fund judges the results of the work we do based on the increases of cases [of HIV]. In Vietnam, sex workers face difficulties getting legal documentation because they travel around so much. The police arrest them so sometimes they do not have or cannot have legal documents. It is difficult to access treatment when they do not have legal documents. Often these sex workers are not viewed as efficient implementers in projects funded by the Global Fund.”
– Ms. Thuy

After the workshop in Vietnam, the sex work participants were asked to share the information they received with their team members and to develop ‘Small Group Advocacy Documents.’ These documents will be used in sex worker-only gatherings that occur twice a month at a local level in different provinces across the country. These documents inform sex workers about the Global Fund, STI testing and treatment, where to access free condoms, and how CBOs are working with the Global Fund.
CARIBBEAN

In the Caribbean, there are two Regional Community Experts: Marlon Taylor from the Jamaica SW Coalition (JSWC) and Miriam Edwards from the Caribbean Sex Workers Coalition (CSWC). Both Marlon and Miriam hosted two national workshops for sex workers in the Caribbean in Jamaica and Guyana.

“[Before these trainings], sex workers did not understand the Global Fund. If anything was happening in their country they were not able to represent the interests of sex workers. They did not understand the role of the CCM or the RCM. Now they have this training, they are better able to understand the Global Fund. The majority of people on the CCM are from the ministries. They shut down the key populations. Now they are empowered to advocate for themselves on the CCM.”

MIRIAM EDWARDS, REGIONAL COMMUNITY EXPERT IN THE CARIBBEAN

In Guyana, two sex workers sit on the CCM. In Jamaica, there is one sex worker who sits on the CCM.

One of the benefits of the Global Fund workshops in 2015, and the country-level implementation in 2016, is that more sex workers also learned about the Caribbean Sex Workers Coalition.

“People wanted to join the coalition after the training. This strengthened our movement in the Caribbean.”

MIRIAM EDWARDS

EASTERN EUROPE AND CENTRAL ASIA

In Europe, there are two Regional Community Experts: Aida Asanbekova from Tais Plus and Nataliia Isaieva from Legalife Ukraine. They worked with sex workers in Georgia, Kyrgyzstan, and Ukraine in 2016.

CASE STUDY: KYRGYZSTAN

At the workshop given by Regional Community Expert Aida Asanbekova, a participant said that one of the sub-recipients of the Global Fund accompanied police during brothel raids. During these raids, the sub-recipient of the Global Fund did mandatory testing of sex workers, which is a violation of the human rights of sex workers, as outlined in the Sex Worker Implementation Tool.3

“The participant told me that the police would detain sex workers and forcibly test them,” said Aida. These raids took place in 2015. The participant was uncertain whether this situation called for a complaint to the OIG. The sex workers who were targeted in the raids did their best to raise awareness that this was a violation of their rights. They stopped working with the medical organisation that was violating their human rights. Aida will follow up with this participant in 2017.

Aida, like Regional Community Experts in other regions, said that one of the main challenges of working with the Global Fund is the technical and inaccessible language used. NSWP has created the Smart Sex Workers’ Guide to the Global Fund, which explains the terminology used by the Global Fund and the organisation’s structures in detail.

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Regional Community Expert Nataliia Isaieva did trainings in both Ukraine and Georgia. In Ukraine, Nataliia organised six workshops to build sex workers’ capacity to engage with the Global Fund.

“Most of the sex workers did not know who was funding the projects for whom they were the recipient. All of them thought the programmes were funded by the Alliance of Public Health, not the Global Fund.”

NATALIIA ISAIIEVA

As a direct result of her learning with SWAN and NSWP, Nataliia is part of the drafting group for the Concept Note. As of January 2017, it is unclear whether Ukraine will extend the current grant or create a new Concept Note. Sex workers, men who have sex with men and people who use drugs are advocating for the extension of the current Concept Note, with programming implemented by key populations. Nataliia will continue to advocate on behalf of sex workers during the Concept Note development in 2017.

“My priority for 2017 is to educate as many sex workers as possible about the Global Fund. It is really hard to challenge the Network of People Living with HIV [one of the principal recipients of the Global Fund in Ukraine] when they participate in meetings with sex workers. It is easier to challenge them when you are not alone [and other sex workers are present].”

NATALIIA ISAIIEVA

Nataliia is not necessarily criticising the work of the Network of People Living with HIV. She is expressing concern because the network speaks on behalf of sex workers, even when sex workers are in the room.

“One of the biggest barriers to the inclusion of more sex workers is financial. A lot of the meetings with the Ministry of Health are urgent, and we do not have enough money to pay for sex workers to travel to participate in the meetings.”

NATALIIA ISAIIEVA

In addition to the work Regional Expert Nataliia is doing in Ukraine, NSWP’s Senior Programme Officer has also worked extensively with SWAN Executive Director Staša Plečaš on the Alliance Ukraine proposal to the Global Fund. NSWP has given feedback on three drafts of the proposal and helped SWAN to advocate for sex worker inclusion in the proposal. The Senior Programme Officer reviewed each draft and highlighted issues that were relevant to sex workers. Due to the NSWP Senior Programme Officer’s connections with the Global Fund, he has been able to follow up with Fund Portfolio Managers at the Global Fund while reviewing proposals such as these.

In 2017, NSWP is working with sex workers in Georgia who are a part of Women for Freedom to support their advocacy work with the Global Fund and the Global Fund’s transition plan. It is unclear whether sex workers in Georgia were invited to meetings about the transition. The capacity of sex workers in Georgia to engage with the Global Fund is limited.
LATIN AMERICA

In Latin America, Miguel Angel Saurin Romero from Asociación Civil Cambio y Acción and PLAPERTS and Karina Bravo from Asociación Flor de Azale and PLAPERTS are the Regional Community Experts. They worked in both Ecuador and Peru for national-level implementation of Global Fund workshops and activities.

“For me, it’s a huge responsibility to train leaders and share the knowledge I have as a Regional Community Expert. We’ve had a couple of achievements in Ecuador. The first achievement is that, besides understanding and getting to know all the Global Fund processes, we’ve created new leadership in my country [Ecuador] and have participated in the Country Dialogue. In Ecuador, we’ve had 2 Country Dialogues and sex workers participated in both. We’ve been able to put sex worker issues on the table and make sure sex worker perspectives are being heard.”

KARINA BRAVO, REGIONAL COMMUNITY EXPERT IN LATIN AMERICA

“Through our proposals, we now have two sex workers on the CCM and submit rights-based proposals. Having two sex workers on the CCM was our second achievements.”

KARINA BRAVO

According to Karina and Miguel, NSWP has been an indispensable resource in their work with the Global Fund.

CASE STUDY: ECUADOR

Because of the work and advocacy of the Regional Community Experts in Latin America, there are now two sex workers sitting on the CCM in Ecuador. One of Ecuador sex workers’ challenges in Ecuador is ensuring inclusion in the transition plan. The CCM is committed to including sex workers in all future funding proposals, but it is important that the sex workers on the CCM keep the CCM accountable to key populations.

“They have expressed a commitment to sustainability, and they can’t just pull out without including us,” said Karina. “We need to continue strengthening our organisations through workshops and try to secure financing for sex worker projects. The Global Fund is pulling out because there are no statistics that show how HIV impacts sex workers. We know this is an issue, especially among street-based sex workers. We feel betrayed by the Ministry of Health because they should be gathering those statistics and they aren’t.”

Chavica is a transgender woman and former sex worker who was elected to the CCM in Ecuador in September 2016. Their first meeting was in February 2017. According to Chavica, sex workers were not included in the Concept Note development. The sex worker-led organization Chavica she is a part of does not receive funding from the Global Fund.

“We want to see if we can change the contract so that the women [sex workers] are involved. My work with the Global Fund has been with the [Global Fund sub-recipient]. My organisation has not been able to work directly with the Global Fund.”

– Chavica, CCM member in Ecuador

As civil society members, “we do not know how the principal recipient...will implement its programmes. That’s why it’s important I am on the CCM,” said Chavica.
**Case Study: Peru**

In Peru, Regional Community Expert Miguel Angel Saurin Romero is working to involve sex workers from all sex worker-led groups in the Global Fund national dialogue process. Peruvian members of PLAPERTS are also working to involve a sex worker from PLAPERTS in the Concept Note development. Because of the trainings offered by NSWP and PLAPERTS, Miguel was invited to a meeting with the Global Fund and other national health organisations. This was very beneficial to sex workers in Peru and is a first step towards stronger relationships between the Global Fund and sex workers from PLAPERTS.

For the Concept Note development in Peru, Miguel and other Peruvian sex workers have been working with the sub-recipients in coastal regions so there is more collaboration. They are also demanding a new sentinel surveillance study, a broad epidemiological study that examines disease prevalence, which includes information about how HIV impacts sex workers. These statistics are very important for Peruvian sex worker-led organisations.

**Lesson learned**

A Global Fund Grant Management staff member who participated in two of the regional workshops (Francophone Africa and Eastern Europe and Central Asia) requested during the Francophone workshop that the projects’ regional and national action plans be shared with the Global Fund Grant Management Team so that the Global Fund could support NSWP members’ work in the region. While one Regional Community Expert in Africa agreed to send the regional action plan for Africa, it slipped off her agenda. This was a failed opportunity to strengthen support from the Global Fund for sex workers at a national level, and greater effort will be made in the future to share national and regional action plans.

**Conclusion**

Building the capacity of sex workers, many of whom have little or no knowledge of the Global Fund and its processes, takes time. This case study shows the value of investing in building capacity among sex worker-led organisations and sex workers. A critical mass of trained, skilled and knowledgeable sex workers is starting to emerge in most countries where NSWP’s Global Fund capacity building programme takes place, a result of the programme’s community-led approach to developing and implementing the workshops, and ongoing support and technical assistance given by NSWP and the Regional Community Experts.

Having a Senior Programme Officer with strong links to and understanding of the Global Fund and the Office of Inspector General staff has been invaluable. Through NSWP’s connections, staff members of the Global Fund and the Office of the Inspector General have been able to share knowledge with participating sex workers.

The Global Fund is an incredibly complicated organisation. Sex workers are learning how to effectively engage. The capacity building and technical assistance given by NSWP and regional networks have given sex workers the tools and knowledge necessary to engage effectively with the Global Fund and other national processes. As this case study illustrates, with the right support and training, sex workers can advocate for themselves. This is the real value of the programme.

Continuation of this programme is essential to continue to spread the learning to more sex worker-led organisations and communities and to build on the considerable progress that has been made so far.

As a key population, sex workers are best able to develop and implement HIV programmes for sex workers. This case study demonstrated the importance of building sex workers’ capacity to engage in Global Fund processes, to ensure that sex workers are meaningfully involved in the development of the sex worker programmes within national Funding Requests to the Global Fund and the decision making, planning, implementation and monitoring and evaluation of sex work programmes funded by the Global Fund.
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Promoting Health and Human Rights

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