Reducing HIV transmission among men who have sex with men and transgender people
# DETAILED UPDATE: UNIVERSAL ACCESS FOR MSM AND TRANSGENDER PEOPLE

## HUMAN RIGHTS

UNAIDS Cosponsors supported reviews of laws and policies to lay groundwork for intensifying HIV interventions, increasing access to health, and promoting human rights for MSM and transgender people. Several notable examples include:

- In December 2009, UNAIDS released a “Review of Legal Frameworks and the Situation of Human Rights related to Sexual Diversity in Low- and Middle-Income Countries”.¹

- UNDP, in partnership with the Asia Pacific Coalition on Male Sexual Health (APCOM), commissioned a regional review of legal barriers to comprehensive prevention among men who have sex with men and transgender people in the Asia-Pacific Region. This review process began with a high-level symposium at the 9th ICAAP (August 2009), and was followed up with community consultations in Fiji (Pacific) and Bangkok (South, East, and Southeast Asia) in December 2009.²

- During 2009, UNDP provided support in Ukraine for a review of legal barriers to HIV interventions for MSM and support for a new human rights defenders’ network and human rights monitoring which include a focus on rights of people marginalized due to sexual orientation and gender identity. The initial results of these activities will be reported in July 2010 at the International AIDS Conference.

- In 14 Arab countries, UNDP commissioned a review of penal codes that criminalise MSM, law enforcement practices punishing same-sex practices between consenting adults, and the documented impacts of these policies and practices on implementation of and access to HIV interventions. The information from this review will be provided to policy-makers in the context of broader dialogue about health and rights in regional workshops and trainings.

- In numerous African countries, including Burundi, Cote D’Ivoire, Guinea, Malawi, Rwanda, Sierra Leone, Senegal, and Uganda, amongst others, the UNAIDS Secretariat and UNDP provided advisory support on laws/legal provisions criminalising adult consensual same sex sexual relations.

UNAIDS undertook candid rights-based advocacy:

- At the global level, UN Secretary General Ban Ki Moon, UNDP Administrator Helen Clark and UNAIDS Executive Director Michel

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Sidibé, spoke out against discrimination and for realization of the human rights of all people, including men who have sex with men and transgender people. These high-level statements of UN values and policies are important reference points for international dialogue, and important exhortations to enlist the full efforts of UNAIDS in a larger collective effort.

- Also at the global level, UNDP is working with the Global Forum on MSM & HIV (MSMGF) and other partners to support a judicial network in speaking forthrightly about issues related to discrimination and sexual orientation and gender identity, with a focus on peer-to-peer judicial sensitization.

- In Latin America and the Caribbean (LAC), in May 2009, the LAC Regional Directors Group, representing ten UN agencies, honored the International Day Against Homophobia by issuing a joint call to eliminate homophobia. Also in May 2009, the UNAIDS Secretariat, UNDP and PAHO jointly supported the launch of a new video "Translatina," documenting stories by transgender activists, health professionals, and others. In 2009, UNAIDS supported advocacy for rights-based policies and programming through several processes, including an ECOSOC review meeting in Jamaica, an OAS General Assembly meeting in Tegucigalpa, an Inter-American Parliamentary Group human rights mapping effort, and a PANCAP all-general meeting in October 2009, and PANCAP training programmes throughout 2009.

- As just one example of regional work in Africa, in May 2009, UNDP supported presentations of Sexual Orientation and Gender Identity issues on panel discussions at the 45th Conference of the African Commission for Human and People's Rights (ACHPR) in partnership with IGLHRC, AMSHeR and Oxfam. This was a pioneering initiative where members of the NGO forum were able to formally and directly present SOGI issues on an ACHPR panel.

- In 2009, UNESCO, PAHO, UNFPA, and UNDP supported several regional multi-sectoral meetings to follow up on the August 2008 Mexico Declaration on "Prevention through Education" to strengthen national responses for comprehensive sexual health education and services.

**STRENGTHENING EVIDENCE**

In Africa, Eastern Europe, Asia, Arab States, and the Pacific, UNDP helped to support the conceptualization, design, and implementation of several HIV situation assessments and epidemiologic research studies. For example, new studies were completed in Lesotho, Philippines, and Ukraine, and studies were proposed or are now underway in Burkina Faso, Fiji, Malawi, Mauritius, Zambia, and Zimbabwe. It is anticipated that the results of all of these studies will be published and made available to policy-makers during 2010 to facilitate the scale-up, accessibility, and effectiveness of national HIV programming.

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In several regions in 2009, WHO continued its training and support for health research related to concentrated HIV epidemics. In Southeast Asia, WHO/SEARO sponsored regional training on methods for population size estimation and developed a report on the HIV epidemiology and response among MSM (in press). In the Eastern Mediterranean and Arab States, WHO/EMRO sponsored a regional training for governmental and nongovernmental researchers and health professionals about methods for MSM population size estimation.

The World Bank supported a review of evidence on effective HIV interventions for men who have sex with men, including intervention costs and effects modelled over time in four epidemic scenarios. The UNAIDS Secretariat and UNDP facilitated stakeholder consultations, including a community consultation, on the review and UNAIDS will support communication of initial findings at the International AIDS Conference in 2010.

In September 2009, UNICEF organised a global technical meeting to develop recommended actions for strategic information and HIV prevention among most-at-risk adolescents, including adolescents engaging in male-male sex.

In October 2009, UNAIDS launched guidelines for 2010 UNGASS reporting and an accompanying e-training for country HIV programmes, both including specific language regarding reporting about HIV programming and access for MSM. During 2009, UNAIDS also sponsored the development of new draft Operational Guidelines on Monitoring and Evaluation for HIV Prevention among MSM (to be finalised in 2010). In several regions, such as in the Caribbean in October 2009, UNAIDS sponsored regional training for country HIV programme managers on monitoring, evaluation, and reporting, focused on regional M&E frameworks and global UNGASS reporting. All of this has incorporated guidelines and training about the indicators specifically relating to men who have sex with men within the UNGASS reporting framework.

Other notable activities included:

- In Latin America and the Caribbean, as follow-up to the August 2008 “Mexico Declaration” by Ministers of Education and Health on HIV prevention, UNICEF, UNFPA, UNESCO, and UNAIDS helped collect data about the sexual health needs of young men who have sex with men to inform the development of national sex education curricula in the region.

- In Argentina, UNDP and UNFPA supported a research study of MSM vulnerability to HIV and barriers to health in 14 localities, resulting in new data and capacity at community organisations and local government.

- With support from UNDP, the Inter American Parliamentary Group finalized a plan for the comparative mapping of national laws against the International Guidelines for HIV and Human Rights in ten Latin American countries. The preliminary study was presented at the LAC Forum on HIV/AIDS and STIs in November 2009.

- The UNAIDS Secretariat and UNDP supported the International HIV/AIDS Alliance to conduct a multi-country study on enabling factors that facilitate HIV programming with MSM. The study covers the following regions: Andean countries, Anglophone Caribbean, North Africa, West Africa, and several states in India. Results are anticipated in 2010.
• In Senegal, UNDP supported a study on the impact of human rights violations on HIV prevention programming among ‘goor-jigens’, gay-identified men, and other men who have sex with men. A dissemination of findings has taken place with the MSM community in Senegal and the findings will be published shortly.

• In 2010, in more than ten African countries, UNDP and the Global Forum on MSM & HIV began supporting a capacity assessment of front-line MSM organisations affiliated with AMSHeR (African Men for Sexual Health and Rights). This assessment, due to be completed in April 2010, will help MSM organisations review and expand their capacity-building opportunities, collectively communicate about community systems strengthening, and lead to specific training and twinning activities.

• In Central and Eastern Europe, UNICEF worked with the London School of Hygiene and Tropical Medicine in seven countries to evaluate HIV and sexual health programming for most-at-risk adolescents, including young men who have sex with men. Results will be published in 2010, and made available to policy-makers to facilitate the scale-up, accessibility, and effectiveness of national HIV programming.

• In Belarus, in October 2009, UNDP supported an evaluation of HIV prevention interventions related to men who have sex with men conducted by an expert of the Global Forum on MSM & HIV (MSMGF) and aimed at identifying areas for improvement and opportunities to better document outcomes.

• In Tajikistan, in collaboration with a team of national experts and with the involvement of the National AIDS Center, UNDP supported research to better understand the social contexts, social networks, sexual networks, and HIV risks of men who have sex with men. This data contributed to the creation of the first-ever dedicated legal support centre for men who have sex with men, offering a range of services and a social space with Internet access to facilitate peer-to-peer interaction.

• In the Arab States, the results of eight UNDP studies on HIV and sexual diversity were presented in a high-level consultation in July 2009. The studies probed the religious and cultural barriers to MSM outreach, the practices of MSM, as well as the print and e-media messaging on homosexuality in the Arab region.

• In Afghanistan, UNICEF sponsored an assessment to examine sexual exploitation issues of young MSM and their relation to HIV, health and protection issues to serve as a basis for improved health and rights programming.

• In the Philippines, UNDP supported a Knowledge, Attitude, and Practices (KAP) study in four locations to define MSM and transgender sub-populations and networks; finalized arrangements to conduct an in-depth qualitative analysis of 2009 Integrated Health Behavioural and Serologic Surveillance (IHBS) data to better define the health profile and practices of MSM and transgender people; helped map existing MSM-focused programs, services, and interventions, also to construct a nationally recommended “comprehensive package of services”; and ensured that MSM and transgender people were informed and involved in these processes through several national meetings.
- In Fiji, UNDP supported research to understand and map networks of MSM, looking specifically at HIV-related knowledge, attitudes, practices, and behaviors, potential entry points for HIV interventions, and indicators for monitoring and evaluation of potential HIV programmes, all to contribute to development of a comprehensive strategy for HIV among MSM, including recommended health and rights interventions.

- In Papua New Guinea, UNDP helped initiate a desk review of literature and discussions with partners to compile and examine the data and issues related to HIV among men who have sex with men, aimed at contributing to an evidence-based case statement to support action toward universal access for MSM in contemporary PNG.

- Across the Asia-Pacific region, UNAIDS, UNICEF, WHO, the Asian Development Bank, and APCOM continued to sponsor the work of the AIDS Data Hub, an on-line repository of information from 24 countries, which includes information about HIV-related health and rights of men who have sex with men.

### CAPACITY AND PARTNERSHIPS

UNAIDS efforts to support capacity and partnership among many actors, including affected communities, non-governmental organisations, and governments to advance effective and sustainable action against HIV among men who have sex with men and transgender people included:

- UNDP hired two new full-time policy advisors focused on sexual diversity (located in Bangkok and New York) and the UNAIDS Secretariat designated a new MSM focal point at its headquarters in Geneva.

- UNAIDS provided advisory support for the development and roll out the Global Fund's Sexual Orientation and Gender Equality Strategy

- During 2009 and early 2010, an interagency working group comprised of the UNAIDS Secretariat, UNFPA, UNDP, UNODC and UNICEF, continued an in-reach training initiative to build capacity of UNAIDS staff at country-level to be better prepared to advocate, plan, implement, monitor and evaluate programmes and initiatives to address the HIV-related needs of men who have sex with men, transgender people, sex workers, and injecting drug users. This effort complements the work being done around HIV prevention leadership as well as capacity building of Joint Teams to implement joint programmes of support. In October 2009, a regional pilot training in Morocco was organized by UNFPA involving UNAIDS Cosponsor staff from five countries. Based on this pilot, updated training materials were developed for use in regional trainings to be conducted during 2010 and 2011.

- UNAIDS, through its Programme Acceleration Fund (PAF) and partnerships with bilateral and development donors, supported a number of initiatives for MSM and transgender people. These country-led initiatives involved multiple stakeholders and employed a number of approaches, including gathering strategic information, advocacy, training and service provision. For example, in Viet Nam, UNAIDS
supported the Viet Nam Administration of AIDS Control to develop national guidelines for MSM and HIV interventions; conducted a training and capacity building needs assessment for men who have sex with men; finalized a training toolkit to understand and address homophobia and related stigma and discrimination, including a training module for targeted MSM counseling in VCT service provision; and convened national and provincial MSM working group meetings, trainings, and capacity-building activities.

- UNDP provided capacity-building grants in early 2009 to ten of its country offices – Argentina, Burkina Faso, Fiji, Ghana, Guyana, Lesotho, Papua New Guinea, Philippines, Ukraine, and Zimbabwe. The grants focused on evidence and rights-based policies and programming for men who have sex with men and transgender people; these grants followed the PAF modality. By early 2010, progress had already been reported and presented at international UNDP meetings in New York (December 2009) and Bangkok (January 2010).

- In 2009, UNDP’s India Country Office supported the first national consultation on transgender people and HIV. In addition, the UNDP India country office is supporting the mobilisation of a range of stakeholders to engage in advocacy around the s.377 decision, in which the Delhi High Court held that section 377 of the Indian Penal Code that criminalized sodomy was invalid in respect of adults when measured against the equality and privacy provisions of the Indian Constitution.

- During 2009, a partnership between Naz Foundation International (NFI), UNDP Asia Pacific Regional Centre and PSI Nepal formulated and submitted a successful multi-country Global Fund Round 9 proposal on addressing HIV among men who have sex with and transgender people in South Asia. Both this and the Pan-Caribbean AIDS Programme (PANCAP) multi-country GFATM Round 9 proposal contain significant HIV programming for men who have sex with men and transgender people, and were developed with technical and financial support from UNDP. In Africa, UNDP, in partnership with OSISA (the Open Society Initiative for Southern Africa), Oxfam, AMShHeR (African Men for Sexual Health and Rights) and other community organisations in the region, has been supporting the development of a Regional Global Fund proposal on LGBTI issues for Round 11, with a Regional Coordinating Mechanism (RCM) now established and proposal development underway.

- During 2009, the UNAIDS Secretariat and Cosponsors continued to provide capacity development services to Global Fund Principal Recipients and sub-recipients in many of the 144 countries where the Global Fund has provided funding. Capacity assistance included technical guidance, procurement support, and monitoring and evaluation assistance. UNAIDS also provided support to country proposals and multi-country proposals in each Global Fund application round.

- According to a Global Fund analysis in late 2009, there has been a marked increase in content related to MSM and transgender people in successful Global Fund proposals, with 87% of approved Round 9 proposals including at least one element related to sexual orientation and gender identity (up from 74% of approved Round 8 proposals), and 50% of approved Round 9 proposals specifically included HIV care and support for sexual minorities (up from 29% of approved Round 8 proposals). Despite this positive trend at the proposal stage, further analysis at global and national levels is needed to appreciate the scale and quality of MSM and transgender focused programs funded through the Global Fund. Where UNDP and/or UNAIDS are on the CCM, they can ensure strong

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programmatic quality and oversight.

- As Principal Recipient for 70 active Global Fund grants in 26 countries, UNDP engaged in dialogue with a large number of governments and country partners to determine where to provide capacity building support to country partners in relation to HIV responses targeted to men who have sex with men and transgender people.

- Throughout 2009, all UNAIDS Cosponsors worked with governmental and civil society partners to support multi-sectoral dialogue, sensitivity trainings and capacity-building workshops related to gender, sexual orientation, and HIV. Notable examples of 2009 activities were reported by UNAIDS Cosponsors in Burkina Faso, Cambodia, Fiji, Ghana, Guyana, Kenya, Lesotho, Nepal, Papua New Guinea, Philippines, Russia, Trinidad and Tobago, and Ukraine.

UNAIDS continued to directly support the meetings and operations of regional and national networks of people committed to the goals of universal access to HIV prevention, treatment, care, and support for men who have sex with men and transgender people. Notable activities included:

- In Asia and the Pacific, UNAIDS, UNDP and other Cosponsors supported several meetings and projects of the Asia Pacific Coalition for Male Sexual Health (APCOM). In August 2009, at the 9th ICAAP (International Congress on AIDS in Asia and The Pacific), UNDP sponsored five sessions focused on MSM and transgender people, facilitating discussions and skills-building specifically on evidence, sub-regional networking, leadership by young activists, resource needs estimation and costing, and a high-level symposium on legal barriers to comprehensive HIV prevention. In addition, with support from UNESCO and UNDP, a sub-regional community advocacy network on HIV and MSM in Southeast Asia was established.

In Eastern Europe, the UNAIDS Secretariat and UNDP supported several MSM-related meetings at an epidemiological surveillance meeting at Suzdal in April 2009 and at the third EECAAC held in Moscow in October 2009.

In the Arab States in October 2009, UNDP organized a regional workshop entitled: “Advanced Course on Community Mobilization for HIV Prevention among Most at Risk Populations”, facilitating continued dialogue among Arab programme and policy leaders about appropriate HIV interventions and fulfilment of human rights principles. This was a culmination of three regional six-week trainings (2007 to 2009) and two national trainings in Sudan and Egypt (in 2009). The trainings emphasized outreach to MSM and projects on the ground were established for the first time as a direct result.

In the Caribbean in October 2009, UNAIDS supported the Board meeting of the Caribbean Vulnerable Communities Coalition, resulting in important strategic discussions among advocates from nine countries about how to best advance strategic information, sound policy and practice, and capacity of communities and governments in the region.

In Latin America, UNAIDS works with coalitions such as ASICAL (Asociación para la Salud Integral y Ciudadanía de América Latina y el Caribe) and CONGA (Central Ohio Naturist Guy Alliance), and in November 2009, UNDP sponsored the participation of ten transgender activists at the General Assembly of the Organisation of American States (OAS), at which the OAS General Assembly passed a resolution to fight against discrimination related to sexual orientation and gender identity.

At a country level, UNDP, the UNAIDS Secretariat, and other Cosponsors supported national advocacy networks of MSM, transgender people, and other sexual minorities in Argentina, China, India, Lesotho, Panama, Philippines, Sri Lanka, Thailand, and Ukraine, including UN Cosponsor support for networks of HIV-positive MSM (such as in China and Ukraine) and male and transgender sex workers (such as in Bangladesh, Peru, and South Africa).

Globally in 2009, UNICEF, along with UNFPA, UNODC, and UNDP, facilitated the continued formalisation and operation of an important Interagency Working Group on Most-at-Risk Young People, which included a strong focus on young men who have sex with men.

In November 2009, UNDP convened a network of international grant-making 'intermediaries' – organisations providing small grants and technical support to front-line health and human rights projects by and for MSM – to facilitate a day of exchange and dialogue about their priorities and practices of grant-making, fundraising, and strategic collaboration.
UNAIDS has committed to supporting a pre-conference event focused on MSM and HIV at the upcoming 2010 International AIDS Conference, as a continued support of this effort organized every two years by the Global Forum on MSM & HIV (MSMGF).14

To support good practice in achieving universal access to HIV prevention, treatment, care, and support for men who have sex with men and transgender people, the UNAIDS family also supported the development of a range of guidance documents during 2009. These included:

- International Technical Guidance on Sexuality Education (UNESCO with UNAIDS, UNFPA, WHO and UNICEF for volume 1, and UNESCO and UNAIDS for volume 2, December 2009)15
- An update of “Priority Interventions: HIV/AIDS Prevention, Treatment, and Care in the Health Sector” (WHO, April 2009)16
- Review and field-testing, in Cape Town, South Africa in late November 2009, of the recommendations for clinical care of MSM contained within the Integrated Management of Adolescent and Adult Illness (IMAI) District Clinician Manual and Acute Care Guidelines.17
- New global guidelines and an operational health sector manual for the prevention and treatment of HIV and other sexually transmitted infections among men who have sex with men and transgender people (WHO, in development).18

In the Asia-Pacific region, new guidance documents included:

- A WHO/WPRO, UNDP and Hong Kong Health Department report on “Health Sector Response to HIV/AIDS among Men Who Have Sex with Men”.18 WHO is now drafting new guidelines (to be finalised in 2011) of priority HIV health sector interventions for men who have sex with men and transgender people.
- In Asia and the Pacific, in June 2009, UNDP, WHO, UNESCO, and the UNAIDS Secretariat, in partnership with ASEAN, USAID, and APCOM (the Asia Pacific Coalition on Male Sexual Health), supported a high-level consultation and consensus meeting to develop a regional adaptation of the UNAIDS Action Framework: Universal Access for Men who have Sex with Men and Transgender People; this included defining a comprehensive package of services to address HIV among MSM and transgender people. In line with the regional conceptual framework, UNDP, WHO, and USAID supported two additional regional multi-sectoral consultations specifically addressing strengthening the health sector response and increasing care and support for MSM living with HIV. A report on the regional framework consensus meeting was produced and distributed, and national MSM/HIV technical working groups, donors, and international NGOs have adopted key components of the regional framework.19
- A new USAID/HPI/APCOM Resource Estimation Tool for Advocacy (RETA) to help facilitate estimates of community resource needs to scale up HIV prevention services. UNDP facilitated community and government involvement and the roll out of training for community based organizations in South Asia in 2010.20
- UNDP, in partnership with APCOM (the Asia Pacific Coalition on Male Sexual Health), published a symposium report “Overcoming Legal
Barriers”, documenting the 9th ICAAP (International Congress on AIDS in Asia and The Pacific) high-level symposium on addressing punitive laws which impede effective comprehensive responses to HIV among men who have sex with men and transgender people. A follow-up regional study on MSM and transgender laws will be published in 2010.21

- A new Asia-Pacific Practitioners Guide for addressing HIV among MSM and transgender people is being developed by UNDP in 2010.

In Latin America and the Caribbean, new guidance documents included:

- A collaborative effort is underway between UNAIDS, UNDP and PAHO/WHO to develop strategies for Latin America and the Caribbean on human rights and improvement of access to health services for MSM and other sexual minorities. In October 2009, UNDP and other UNAIDS Cosponsors supported a regional consensus-building meeting to develop a regional adaptation of the UNAIDS Action Framework: Universal Access for Men who have Sex with Men and Transgender People (to be published in 2010).

- In 2009, PAHO (the Pan American Health Organisation) with the support of five UNAIDS Cosponsors and German Gesellschaft für Technische Zusammenarbeit (GTZ), published a report on Health Promotion and the Provision of Care to Men Who Have Sex with Men (MSM) in Latin America and the Caribbean. A related publication, “Blueprint for the Provision of Comprehensive Care to Gay Men and Other Men Who Have Sex with Men (MSM) in Latin America and the Caribbean”, was also produced. PAHO is in the initial phase of developing sexual health assessment and intervention algorithms for men who have sex with men. (2010)

- UNFPA supported the Peruvian Association for the Rights of Transgender People to develop guidance on HIV prevention, treatment, care, and support for transgender sex workers. (UNFPA, 2009)

Several UNAIDS Cosponsors also continued to provide technical support in relation to existing guidance documents, including:

- Continued UNESCO support to country partners to translate and adapt peer education materials such as a 2007 Reference Manual for Peer & Outreach Workers in Asia and the Pacific.

- UNODC and UNDP advocacy and technical assistance for the implementation of effective, gender-sensitive and human rights-based prevention of sexual HIV transmission in prisons and other closed settings.

- UNHCR support for awareness and use of its November 2008 Guidance Note on Refugee Claims relating to Sexual Orientation and Gender Identity.