

LESSONS LEARNED:

Implementation of the Young Key Populations
Programmes in the Global Fund Grant



INDONESIA

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Lead author: Ari Dewiyanti

Editors: Gaj Bahadur Gurung, Elizabeth Milne, and Ikka Noviyanti

Designed by: Elizabeth Milne

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Youth LEAD, Asia Pacific Network of Young Key Populations
75/20 Ocean Tower II, 17th floor, Sukhumvit Soi 19, Sukhumvit Rd Klong Toey Nua,
Wattana District Bangkok 10110, Thailand;
www.youth-lead.org
info@youth-lead.org



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Summary of Report

LOLIPOP is a programme designed to increase testing, treatment, and adherence, and decrease new infection among young key populations in Indonesia. In 2016, this programme was implemented under the Global Fund Grant. The study aimed to [1] document activities targeting YKP under Global Fund Grant; [2] analyse the key achievement and challenge during the programme; and [3] know how the engagement of YKPs during the planning, implementation, and monitoring of the activities. This study used a qualitative approach through in-depth interviews, while the tools for data collection utilised an input-process-output framework. In total, 16 informants, made up of 7 young beneficiaries, 3 local programme implementers, and 6 national programme implementers from three study sites (Denpasar, Surabaya, West Jakarta) have participated in the primary data collection. The data was analysed thematically to achieve the findings.

This study generated several key findings. Based on the success of YKP's programme conducted in Bandung, Inti Muda* and Lolipop partners successfully proposed four activities for YKPs under the Global Fund grant. Those activities are peer educator training, IEC media workshop, training youth-friendly services for services provider, and quarterly coordination meeting implemented in Denpasar, Surabaya, and West Jakarta.

From those activities, some key achievements were accomplished. An increase of outreach and HIV testing was documented among YKPs in three cities. It indicates that SSR started putting attention to YKPs by recruiting young outreach workers. In addition, the YKPs as beneficiaries also gained qualified knowledge and could make informed decisions because of their full-access to comprehensive information. Importantly, they also enhanced their skills in communication and increased self-confidence.

*the Lolipop was originally implemented under Fokus Muda, the Indonesian National Network of Young Key Populations. Since 2018, Inti Muda was founded to continue the programmes and activities of Fokus Muda.

With regards to youth participation in the programme, YKPs were involved meaningfully in all the implementation process at the national level. Represented by Inti Muda, YKPs were involved in the planning, implementation, monitoring, and evaluation process of the programme. However, even though the role of YKPs was extended to encompass training peer educators who were responsible for local training in their community, local YKPs were still not given the opportunity to be involved in the planning, monitoring, and evaluation process.

Therefore, in order to increase YKP meaningful participation in youth programmes, several recommendations are specifically proposed to support YKP engagement:

1

A programme should be developed based on a bottom-up approach. It means that local implementers (SSR) and YKP's local organisations should be involved in the planning process at the national level.

2

The implementation stage should be designed to help YKPs reach their potential by involving them in every activity as the subject. It seems promising that the training of trainers conducted by Inti Muda will continuously increase the active participation of YKPs, and should be used as a model for future trainings.

3

For monitoring and evaluation, a clear M&E framework should be established, which places YKPs in strategic position and role at national and local level. YKPs should be equipped with adequate knowledge on M&E system and how to enhance their participation in M&E activities.

1. CONTEXT

1.1. Purpose of documenting YKP's programme supported by the GF-NFM in Indonesia

Young people remain at risk for being infected with HIV due to complex transition during their lifetime, including physical and psychological, and also involving the process of developing self-identity (Bekker, et al., 2015). Given this context, it is not surprising that it was estimated that 450,000 young people living with HIV in Asia Pacific, of which 84,000 were infected in 2017 (UNAIDS, 2018). Meanwhile, young key populations (YKPs) are more vulnerable to HIV infection compared to young people, in general due, to limited access to healthcare, stigma, and discrimination. These populations include female sex workers (FSWs), men who have sex with men (MSM), transgender people, people who inject drug (PWID), and also those who fall into more than one group (WHO, 2014).

Following the regional trend, adolescents in Indonesia remain vulnerable to HIV infections. Indonesia has a concentrated epidemic, except the province of Papua and West Papua. Ministry of Health (MoH) Indonesia reported that HIV prevalence has increased annually by 13.1% among adolescents aged 15-19 years old and by 11.8% among young people aged 20-24 years old from 2011 to 2015 (MoH Indonesia, 2016). In addition, for YKPs, the integrated biological and behavioral survey (IBBS) in 2015 showed that the highest HIV prevalence was attributed by adolescent MSM at 15.6%, followed by direct and indirect adolescent FSWs at 6.6% and 1.5%, respectively (MoH Indonesia, 2015). These populations are also documented to have an increased likelihood of engaging in high risk behaviors, including low condom use at last sex, low HIV testing uptake, and lack of comprehensive knowledge on HIV and services (MoH Indonesia, 2015). Therefore, an effective intervention targeting YKPs is essential for behavioural change communication and to decrease new HIV infections among these vulnerable groups.

Several published studies clearly demonstrate that, while limited in number, interventions for YKPs have been successfully implemented in several countries in the Asia and the Pacific. For example, in Myanmar, the programme targeting young MSM called "Link Up" aimed to integrate peer outreach and clinic-based interventions (Ramanathan et al., 2014).

At the six-month intervention period, the programme successfully increased HIV testing uptakes amongst its target population and documented a decline in unprotected sex. Another intervention targeting MSM and transgender people was documented in India, which aimed to increase condom use and prevent STIs infection among these populations (8). Those exposed to the programme reported a higher rate of consistent condom use and a lower HIV prevalence rate. These findings confirm that a tailored and targeted public health intervention has the potential to yield promising results for behavioural change and a decrease of HIV and STIs infection.

In Indonesia, the programme targeting YKPs, known as LOLIPOP (Linkages of Quality Care for Young Key Populations), has been implemented since 2015. The programme defined YKPs as young MSM, transgender, young sex worker, PWID and young people living with HIV (YPLHIV). It was first introduced as a pilot project in Bandung with funding support from UNICEF Indonesia. After then, it has been rolled out in three Indonesian cities: Denpasar, Surabaya, and West Jakarta through the Global Fund support managed by Spiritia, the Principal-Recipient. The LOLIPOP programme aimed to increase testing, treatment, adherence, and decrease new HIV infections among YKPs. Importantly, the programme was not limited to HIV prevention, but also aimed to enhance YKPs' engagement in the planning, implementation, and monitoring. To date, the routine health service data on HIV prevention aspect of Lolipop programme has been well documented, but no study or evaluation has been conducted to identify how far the YKPs are involved in the programme.

As a result, Youth LEAD conducted the following study with the intention to explore and document the success of LOLIPOP programmes funded by the Global Fund from the perspectives of youth. This assessment is critical to help fill the gap on the lack of information on approaches, knowledge, and tools to work with YKPs, in particular, for GF funded programmes. The aim of this study was to provide information on the level of YKP's engagement in the planning and implementation of the programme and the success of the programme as a whole to meet its objectives. The findings will be helpful for the programme managers and key stakeholders on enhancing YKPs' engagements in various programmes, as well as designing appropriate intervention for YKPs. The study also offers avenues for sharing promising practices, lessons learned and challenges on designing and implementing targeted programmes.

1.2. Objectives of the Study

- To identify relevant programmes, including HIV prevention, treatment, community system strengthening and other activities targeting YKPs under the Indonesia Global Fund grant from 2015-2017.
- To document how these programmes were implemented and analyze their key achievements and challenges, including how those challenges were mitigated and what are the key lessons learned.
- To analyse the engagement of YKPs during the planning, implementation and monitoring of the activities.

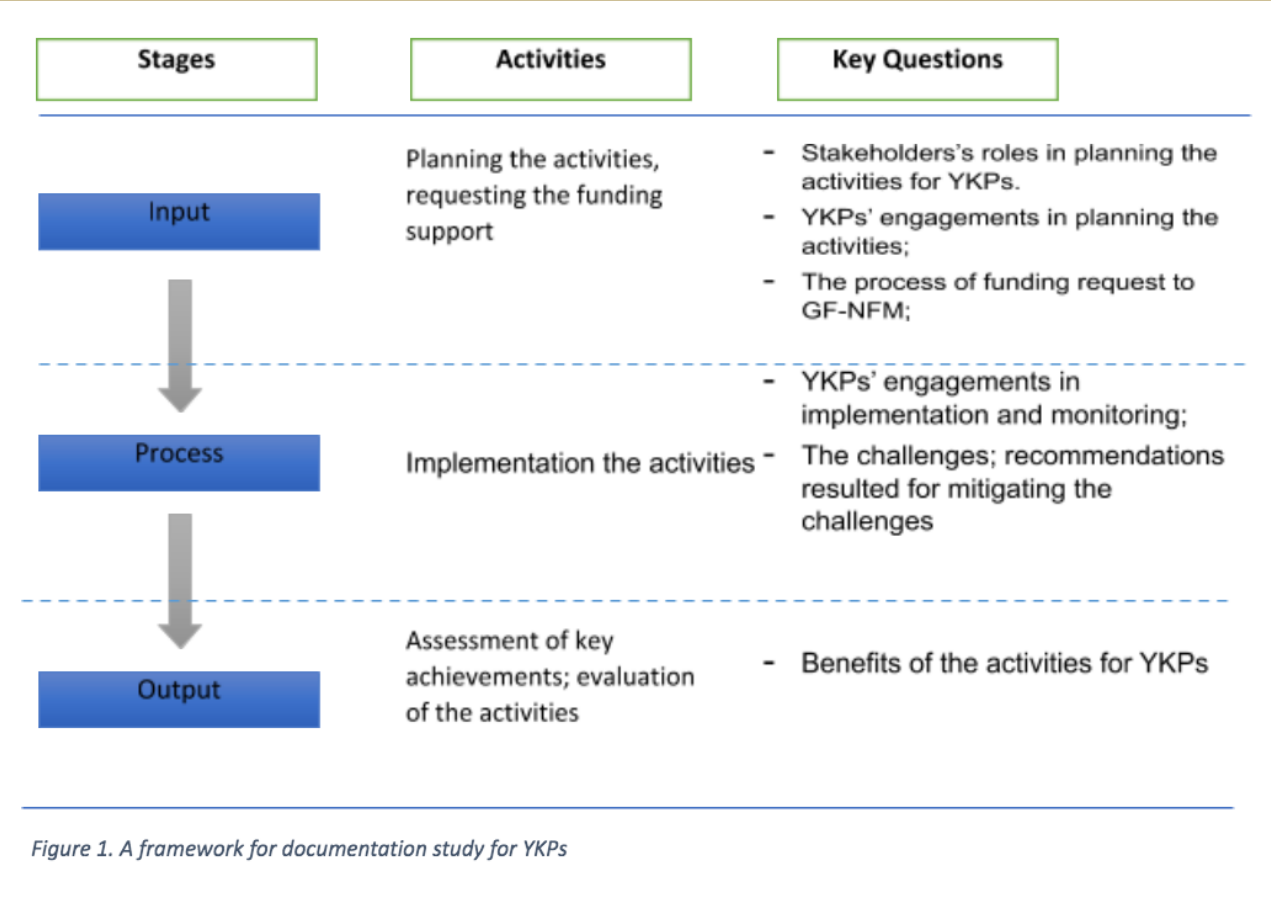


LOLIPOP IEC Materials

2. METHODOLOGY & DOCUMENTATION APPROACH

2.1. Study Design

The study was exploratory in nature and employed qualitative approach and tools for the data collection. It utilized a framework of input-process-output to develop the research instruments (Figure 1).



2.2. Study site and sampling technique

The data collection was carried out in Denpasar, Surabaya, and West Jakarta. The respondents for the study were YKPs from these three districts including national level youth activists and key implementers. They were identified through purposive sampling. The implementers at the local level included the programme managers and implementers of the Global Fund grant from three districts. At the national level, the implementers were PR Spiritia, MoH, National AIDS Commission, Inti Muda, and Unicef.

Since the respondents are considered as a part of hidden population, in-depth interviews were viewed as an appropriate data collection method. The study aimed to explore the planning of the activities, including the funding request process to GF-NFM, document YKPs' engagement in planning, implementation, and monitoring the activities, and perception of YKPs related to benefits of implemented activities under the funding support of GF-NFM. In addition, to keep the validity of the results, data triangulation method was employed as the validity method. Therefore, some related stakeholders (e.g., SSR, SR, etc.) were interviewed for triangulation purpose.

Table 1. Qualitative data collection procedure

Method	Data Collection	Informants	Theme
Qualitative	In-depth interview	-PR SPIRITIA -MoH -National AIDS Commission -Inti Muda -UNICEF	- YKP's program planning for GF Fund - Resources organization - YKPs' engagement in the programme: planning, implementation, monitoring.
		-SSR GF-NFM in West Jakarta, Denpasar, East Java	- Implementation process in local area - YKPs' engagement in the programme: planning, implementation, monitoring in local level
		-YKPs Beneficiaries (MSM, transgender, sex worker PWID)	The benefits perceived regarding the program

2.3 Data Collection

Data was collected through face-to-face and telephone interviews using open-ended, semi-structured, and in-depth questions. The instruments were initially developed by researchers that covered several topics depending on whom the information would be collected from (Table 1). Senior researchers and programme implementers later consulted on the draft questions in Inti Muda. As a result, some revisions on the instruments were carried out prior to data collection. There were 16 in-depth interviews conducted for this study. The details of the informant demographics are presented in the table below.

Table 2. A summary of method and characteristics of informants

Category		Jakarta	Denpasar	Surabaya	Total
Method					
	In-depth Interview	11	2	3	16
Gender					
	Female	3	0	2	5
	Male	6	1	1	8
	Transgender	2	1		3
Informant categories					
	Implementor Program (National Level) (Spiritia, UNICEF, NAC, MoH, Inti Muda)	6	0	0	6
	Implementor Program (Local Level) (Intermedika Foundation, IPPA East Java, Kerti Praja Foundation)	1	1	1	3
	Beneficiaries	4	1	2	7

2.4 Data Analysis

All interviews were transcribed by the researcher using the verbatim method. Transcriptions were uploaded to NVIVO 12 software where data coding was undertaken, and the data was sorted and grouped into some categories and then synthesized into some themes. As a result, the data will be presented using many quotations from the interviews to make the findings more descriptive.

3. Basic Information About LOLIPOP Programmes

The Integrated Biological and Behavioral Survey (IBBS, Key Population) 2011 showed that the HIV prevalence varied by key population: direct FSWs at 10%; indirect FSWs at 3%; transgender at 22%; FSWs' clients at 0.8%; men who have sex with men (MSM) at 8% and injecting drug users (IDUs) at 41%. The data indicated that one out of three key populations were adolescents and young people between 15-24 years old and have experimented with sexuality or drugs. In addition, the secondary data analysis of IBBS showed that YKPs had a high infection rate and were in the center of HIV epidemic but they had limited access to information and services.

In response, the National AIDS Commission (NAC) together with Ministry of Health (MoH) Indonesia, UNICEF Indonesia, Inti Muda, Burnett Institute and Padjajaran University developed a programme targeted to YKP in 2014. The YKP was integrated with Layanan Komprehensif Berkesinambungan (Continuous and Comprehensive Service) and SUFA (Strategic Use of ARV) which aimed to increase YKPs' access to HIV services including testing, treatment, and compliance to ARV.

The programme was later called HIV LOLIPOP (Linkage of Quality Care for Young Key Population), and was implemented in Bandung as the demonstration site in 2014. Bandung was chosen because it is the capital city of the province that has the third biggest population in Indonesia. Furthermore, Bandung also had some universities and non-governmental organisations that work around HIV and AIDS issues, which made the city a strategic location for implementing this pilot programme. It was hoped that LOLIPOP programme could further strengthen HIV programmes that already existed in Bandung.

The full comprehensive package of LOLIPOP programme was implemented in Bandung, which consists of four key components including [1] enabling environment; [2] supply side; [3] demand creation; and [4] strategic information, as outlined in figure 2 below.

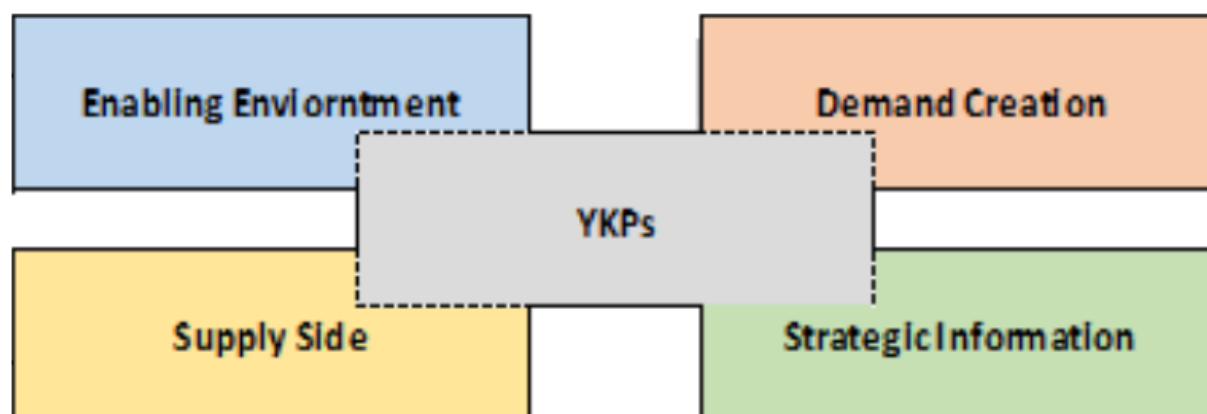


Figure 2 LOLIPOP Strategic Intervention

An enabling environment was needed for developing supportive laws, policies, and providing guidelines to address the structural barriers. Moreover, it could change the behavior and eliminate the harmful social norms, attitudes, and practices. The National AIDS Commission played a strategic role in creating a conducive and enabling environment for the programme. The NAC was in charge of coordinating the support to prioritize YKPs in the policies and programmes at the national and district level, including the coordination between the government and YKPs' networks. NAC as the leading government agency on national HIV response was placed at a strategic position to create an enabling environment.

The Ministry of Health was the leading agency to fulfill the HIV services in terms of supplies, commodities, and the health workers. It is the supply side of the programme. The service commodity included the procurement of condoms, contraception, and drugs for adolescents. They also trained the health workers to be able to provide youth-friendly services followed by the technical assistance and monitoring of the services. Inti Muda, the national YKPs' network, and Indonesia AIDS Coalition (IAC) were responsible for increasing the demand amongst YKPs to seek the services and treatment. Strategies to stimulate demand included the creative use of prevention and promotional materials, unique and youth-friendly branding, face-to-face outreach, mobile SMS information, modelling innovative outreach using digital platform. Furthermore, Inti Muda conducted trainings for the field officer and peer education.

The final component in the LOLIPOP framework was the production of strategic information generated from the programme in a scientific manner and was led by Pusdi TB HIV/ Padjajaran University. The data, information would be the basis and evidence for decision-making process, in terms of planning, implementing, evaluating, and developing YKP programmes.

LOLIPOP in Bandung really brought together government, UN agencies, academia, health workers and the YKP for common purpose as envisioned by the programme. It was an exemplary coordination for the targeted YKP programme in the country. In particular, the equal partnership between young people and adults in this programme was an added value.

In less than one year of the implementation of LOLIPOP programme in Bandung, there were outputs produced by the LOLIPOP team based on the report developed by LOLIPOP internal team. These outputs were: [1] a baselined data on YKPs; [2] a comprehensive model framework for YKPs-Friendly HIV programming; [3] integrated digital infrastructure to support demand; [4] comprehensive YKPs capacity building package that consisted of resources for friendly services provider, YKP leadership, and for outreach worker; and [5] a model of IEC materials for YKPs.



Glimpse of LOLIPOP TownHall meeting in Bandung, 2015.

4. YKP'S Programme in the Global Fund Grant, INDONESIA

4.1. Replication of the LOLIPOP Programme Funded by the Global Fund NFM

After the successful piloting of the LOLIPOP programme in Bandung, the team initiated the discussion at the national level to scale up the programme in several other provinces. The scale-up was proposed not only because of the output product of the piloting, but, most importantly, because of the increasing number of HIV cases amongst young people, particularly the young key populations. The stakeholders, including the government, were convinced that LOLIPOP is the innovative approach to address the increasing HIV infections among the young key populations. The possibilities of scale up were explored and Global Fund was one of the promising options for funding.

"We are intending to integrate the existing programmes for YKPs to a larger programme. In Indonesia, we need Global Fund as it is the largest HIV programme with a lot of funds. Moreover, it also has a number of priority cities." **Representative of National AIDS Commission, 2016**

Finally, the LOLIPOP partners began to develop the strategies and approaches to integrate the programme in the Global Fund grant. UNICEF led the process in coordination with National AIDS Commission, the Ministry of Health and Inti Muda. Series of coordination and technical meetings were organised to collect the evidence, results of the programme in order to determine the strategies and roles of the engaged partners. The key guiding documents for partners were the outcome report of the LOLIPOP pilot programme in Bandung, IBBS 2011, and the 2015-2019 National Strategic Action Plan (NSAP). In particular, the NSAP deemed to be the powerful document to leverage influence in the GF process. NSAP Indonesia identified YKPs as the priority populations, and determined that the proposal was unbeatable, thanks to the successful programme LOLIPOP--though it took large amount of time and efforts from diverse stakeholders.

"We view that one of the requirements of a country that can submit proposals to the GF is that it must have NSAP; therefore, we see an opportunity because in NSAP, the issue of key population of youth has already been raised, it becomes an opportunity for us." **Representative of Inti Muda, 2017**

On the other hand, Inti Muda, as the representative of YKPs, consistently and actively participated in Country Dialogues during the development of the NSAP and GF proposal development process. Even though Inti Muda faced lots of difficulties in creating their space at the national level, their consistency over time was the game-changer. They also formed alliances with the existing CSOs, national network of key populations, the government and UN agencies for support and to magnify their voices. As a result, NSAP prioritized the YKPs.

In the meantime, Inti Muda conducted outreach and initiated dialogue with Country Coordination Mechanism (CCM) members representing the key populations, and demanded to prioritize YKPs needs. They advocated for creating specific achievement indicators for YKPs in the GF concept note. However, the issue on having specific YKP indicators was met with a fierce resistance from the CCM. The counter-argument was that YKPs were already supported with broader KP programmes and the modular template of the GF concept note had limitations to include additional indicators disaggregated by age.

"What we recommended is that these members of YKP should have their own target, special target and achievement, but it failed. They did not make them, they just made activities." **Representative of Inti Muda, 2017**

"The challenge in the preparation meeting was how to integrate YKP's issues to the organisations' leaders. The leaders of the organisations thought that since YKP is part of the key population, there was no need to make a specific case or approach to solve YKP's issues. However, this could be resolved by LOLIPOP team's coordination and framework so that YKP's issues could be sensitized in the preparation meeting." **Representative of National AIDS Commission 2017**

Although the development of YKP-specific indicators was not successful, Inti Muda and the LOLIPOP team convinced the GF concept note writing team to give special attention to YKPs. As a result, the concept note prioritized the YKPs as the key targeted populations. This opened up the door for the LOLIPOP programme into the concept note and eventually to the grant-making.

As the process reached the target-setting, indicators developed and budgeting, the modular template was the basis for the work. While various groups were formed based on the template, YKPs did not have a special modular. However, the LOLIPOP team was invited to form its own special YKP group and develop the work-plan and activities.

Since there were limitations to carry out the entire package of LOLIPOP programme as piloted, the team selected strategic activities targeting three major provinces with HIV epidemics: Denpasar, West Jakarta and East Java. The activities chosen by the Lollipop team were based on programme intervention framework where the components of enabling environment, supply and demand were fulfilled in a limited manner. Only those activities that created profound impact during the pilot project were selected carefully. The activities proposed were the training of youth-friendly service providers, training of field officers, media workshops and quarterly coordination meetings.

"If the proposal states, then all are invited. All must involve. But I don't know what activities I want to do. When the proposal was approved, PR Global Fund was demanded to develop a budget proposal, in the past, a budget proposal development was assisted by the group MSM, TG, PWID, and one of them was YKP. Well, what activities are needed by the YKP are discussed there ... [developing proposals] ... how the activities are conducted, the amount of the budget is like this. Well, then who will manage it at that time, we put all the budgets that needed, finally, which one will be done and by whom. NAC will select this, Ministry of Health to be more specific, because it is more about drugs and equipment and many others. Whatever activities we worked on are included in YKPs activities. " **Representative of Spiritia, 2017**

"Because it is actually a scale up programme from what has been done in Bandung, right? At that time the pilot was Bandung, then it was scaled up with the same activities as Bandung. Bandung has been doing training for youth, for reach and services. That's the truth, so it was then carried out in another city. In 3 other cities. " **Representative of National AIDS Commission 2016**

"Why the activity is initiated? We cannot try to intervene more because when we say something, it means that there must be the base of the experiment, right. While the one we just received is training the PE lollipop project. Therefore, activities conducted in Bandung are what we adopt. Because it is impossible to propose too many activities without an example that has been successful and has been done before." **Representative of Inti Muda 2017**

"Because the lollipop product is a service module, media, service provider module and leadership module, so it is automatically thought through the budget where we can run it. So, we do it through GF." **Representative of National AIDS Commission 2017**

UNICEF played a key role in ensuring that the proposed activities of LOLIPOP would not fall off track or get twisted during the grant making process. They coordinated with SPIRITIA, the Principle Recipient (PR), who was responsible for managing the LOLIPOP activities. Eventually SPIRITIA became a great ally to YKP and the LOLIPOP programme, despite various implementation difficulties.

"... we feel that the issue is relevant to the exploration activities undertaken by Spiritia, because Spiritia has also mandated to reach key populations, MSM, PWID, TG. In the YKP, there is only an additional mandate ... [YKP] that knowledge is still lacking and needs to be reached, because we see the relevance so that we have collaborated with high school ... Spiritia also did not calculate its own budget but coordinated with representatives of YKP sub-groups from UNICEF. UNICEF helped develop the YKP programme at that time. Then, after it has been received, because we as PR have only a funder base so we subvert it to the sub receipt. Because this is specific to the three cities, we divide it into sub-recipients in each of the 3 cities. Surabaya IPPA East Java, Kerti Praja Foundation Denpasar, West Jakarta were being handled with Intermedika Foundation, if I am not mistaken " **Representative of Spiritia 2017**



TOT Services provider in National Level 2016

4.2. The Implementation of the LOLIPOP Programme in the GF grant

The LOLIPOP programme funded by the Global Fund was designed to be implemented at the provincial level with focus on service delivery. However the LOLIPOP partners also continued their national level discussion, coordination and activities with support from UNICEF, which directly facilitated the smooth implementation at the provincial level. Activities at the national level consisted of training activities for local trainers and coordination across sectors at the national and local levels. The Ministry of Health conducted capacity development training for the health service providers, while Inti Muda facilitated the coordination with local stakeholders and trained the field officers. The NAC then enabled cross-sectoral coordination, including SPIRITIA, Local/District AIDS Commission and Sub Sub Recipient (SSR) in local level.

At the local level, the organisations responsible for implementing the YKP GF-NFM program were the Sub-sub-Receipients (SSR) of SPIRITIA. They were Kerti Praja Foundation (Denpasar), Indonesian Planned Parenthood Association (IPPA) East Java and Intermedika Foundation. All these SRs implemented the program in coordination with local AIDS Commission, Health Department, and Community Based Communities, which was exemplary. The then NAC played a significant role for the effective coordination. The program began with an inception meeting in three cities, then continued with the implementation of TOT at the national level, and finally the implementation of the YKP activities in the three regions (see figure 3).

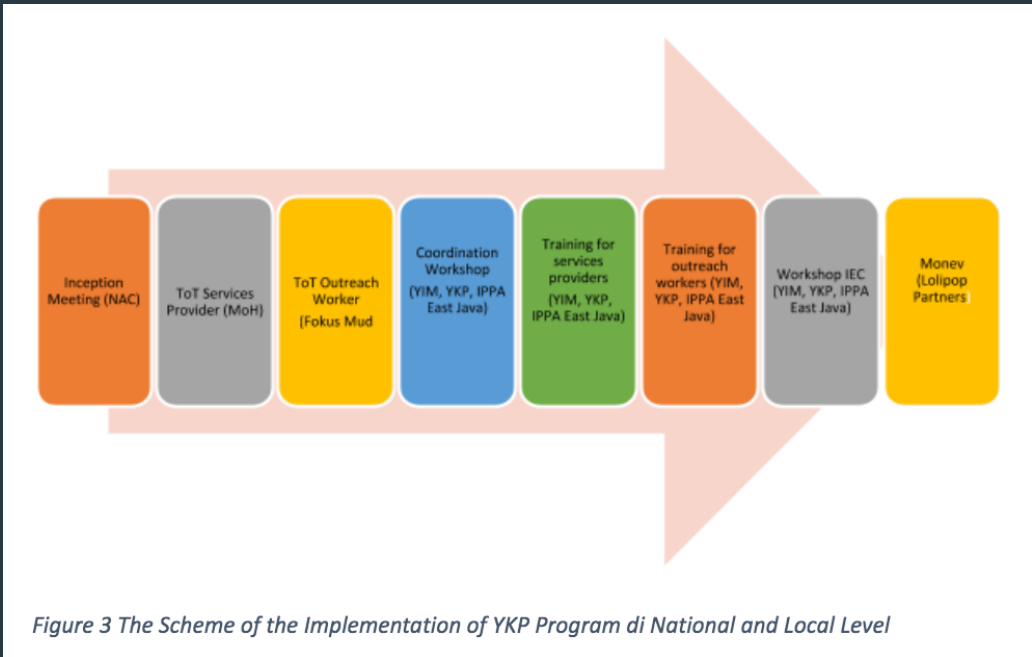


Figure 3 The Scheme of the Implementation of YKP Program di National and Local Level

4.2.1. Process of Implementation

The Inception meeting was conducted in the targeted regions to enhance the quality of coordination among Local Work Units / related institutions at the local level. Several activities carried out in this process were programme orientation, situational mapping, and discussions of the LOLIPOP programme activity plan. Then NAC, Provincial AIDS Commission and City AIDS Commission carried out this activity by involving Lollipop partners and stakeholders in the area.

After the inception phase, Ministry of Health and Inti Muda, with support from Spritia and other partners, conducted a series of Training of Trainers for service providers and outreach workers. The participants for the training also involved service providers from Makassar and Medan because these two cities were chosen for the next phase of scale up. The TOT participants were envisioned to be a master trainers at the local level under the supervision and oversight of then NAC.

The City AIDS Commission was tasked to coordinate quarterly meetings for coordination, program reflection and re-planning though funding for the activities was channeled via SRs. The Commission was given full authority to decide which parties would be involved in the workshop activities and in determining what topics would be discussed at the meeting.

"Yes, at the coordination meeting, it was usually discussed, discussed the training, discussed the module, discussed the youth involved. In the initial coordination meeting. " Representative of IPPA East Java "I did not invite, it was AIDS Commission inviting me, money is in us, I have the obligation regarding the meeting point and ... for speakers and others, they are on AIDS Commission responsibility. We make invitation, we give the copy, they distribute it." **Representative of Intermedika Foundation**

Following up the ToT, as mentioned above, there were further training for service providers and peer educator in the regions based on the LOLIPOP training module. However, a key challenge was involving youth in this training activity. In particular, the lack of involvement of young drug users and young sex workers, was a challenge encountered by programme implementers in the local area. However, with the involvement and collaboration with Community Based Organisations (CBO) in each region, the representation of youth was eventually fulfilled.

The final activities carried out by programme implementers in the area were media workshops and IEC. These activities were the most confusing for programme implementers in the area. The absence of modules or activity guidelines led to the confusion of programme implementers on what materials would be discussed or delivered in the media workshops. In such a situation, the local programme implementers would ask directly for explanation to the SR or LOLIPOP partners.

"At that time, we needed the LKNU's consultation, but I still asked the SPIRITIA. Besides, it hit the end of the year at the national level, who would come. At that time, there was no response, so they still proceeded there, they didn't give us how to solve it. But we consulted, how the process is and then raised it to Spirita. As far as I know." **Representative of IPPA East Java**



TOT YKP Leadership Training 2015

4.2.2 LOLIPOP Adaptation Challenges

There existed different perceptions between national LOLIPOP partners and local programme implementers on the purpose and scope of the programme. On the one hand, all the local and national partners understood that they could increase the access of YKPs to HIV services. The local implementers, therefore, perceived the programme with a narrower scope as mere service delivery. On the other hand, the Lollipop partners took a much wider approach to the objectives of the programme, and envisioned the programme as more than a means to increase access. Rather, they saw the programme as a mechanism to integrate youth programmes into national programmes and vision in achieving the target of 90-90-90.

"To engage young people, to lead young people to take an HIV test. That's the objective." **Representative of Kerti Praja Foundation**

"The objective clearly reach triple ninety. But the triple ninety is specifically for YKP. In addition, the progress of the four LOLIPOP components can be realised well in the region. Starting from demand creation, enabling environment, supply side, and strategic information." **Representative of National AIDS Commission 2017**

These differences in understanding ultimately influenced how the YKPs programme was implemented, especially with regards to the quality of its implementation. The local implementers were highly dependent on information and support from the national Lollipop partners in carrying out the activities.

The sense of ownership of the local implementers towards the programme was low. It eventually eroded the innovativeness of the programme. Furthermore, the essence of youth-friendly services was sometimes ignored. Even though the inception meeting was held at the beginning of the YKP programme, it did not guarantee that all YKP programme implementers in the area were aware of the urgency and meaning of implementing this activity.

"Because even if you ask, the presentations, the slides, they do not know anything. They just get the money, they do not know about the output. So that's how it is." **In-depth Interview Youth Beneficiary 01 Surabaya.**

One of the reasons for lack of ownership from the local implementer was a low level of understanding on the issues of YKP, which eventually affected their capacity and ability to plan the sustainable programme. In addition, the short time frame, delay in disbursement and approval affected the implementation quality.

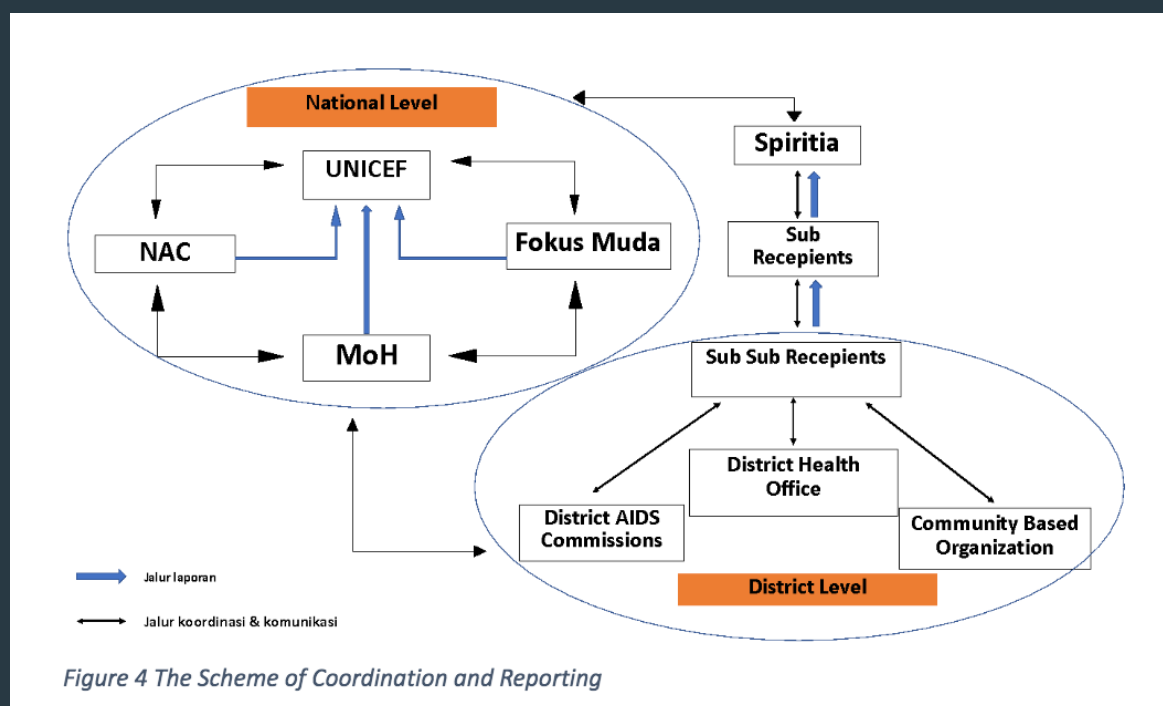
In implementing the YKP GF-NFM programme, the challenges encountered by the national and local levels were different but affected one another. The challenges encountered by the LOLIPOP partners in the national level were related to the sensitization of local implementers regarding the YKP issues affecting the commitment of implementing the activities in the region. It was realised that the lack of a comprehensive understanding of YKPs content affected the capacity of local programme implementers in planning sustainable programmes. Conversely, the challenges encountered by local programme implementers were related to the timeline for the implementation of short activities and the issue of sending funds which ultimately affected planning activities. The implementation of the YKP GF-NFM programme is said to have limited time because it only began in the middle of the year due to the late sending funds. Finally, the YKP programme was not planned at the local level. It gave the effect on implementing a backward programme or even one programme implementing organisation that did not carry out any of the activities, because they felt that they were not being pursued in the same year. In addition, inadequate planning led to unclear follow-up in every activity carried out. This also finally affected the absence of an M&E mechanism for participants who had attended training.

4.2.3 Coordination of Implementation

The key coordination mechanism of the LOLIPOP implementation in the GF grant was within and between national and local level, as depicted in figure 4 below. The national LOLIPOP partners include UNICEF, NAC, MoH, and Inti Muda while local partners included SSR, DHO, DAC and CBOs. Spiritia as PR coordinated with national partners and SR coordinated the local partners. The coordination from PR was usually carried out encountered problems in implementing the YKP program in the local area.



LOLIPOP Coordination Workshop in West Jakarta 2016



However, the coordination mechanism was quite fluid and not restrictive. National LOLIPOP partners could directly coordinate with each organisation representative in their local area. For example, the NAC would coordinate directly with the Local Aids Commission, the MoH usually coordinated with the health office in the local area and Inti Muda with local CBOs.

At the local level, SSR as the YKPs programme implementer coordinated with AIDS Commission, Department of Health (DHO), and the local CBO. This coordination was usually conducted via quarterly meeting and also in the process of planning activities. Every region even had its own WhatsApp group as a room to coordinate and communicate.

"The Lollipop team approached Spiritia, at that time that was NAC approached. Finally, the teams made a group consisting of West Jakarta Lollipop Team, Surabaya Lollipop Team, and Denpasar Lollipop Team. So, each framework activity was discussed together from the national team to the local team. In terms of reference and preparation, they were always together without neglecting the involvement of stakeholders in the provincial health office and city offices who were always invited. So, finally, it was implemented properly, we encouraged ownership, so if the service provider invites directly from the health service." **Representative of National AIDS Commission 2017**

4.2.4 Reporting and M&E

Although the SSR made reports using Spiritia's M&E system; the LOLIPOP partners, Spiritia and local programme implementers did not have a specific M&E mechanism for this project. Rather, the internal mechanisms among institutions, especially LOLIPOP partners, varied. Not all institutions who were implementing the programme had staff that specifically managed M&E for the YKP programme. This part was usually carried out directly by the Programme Manager of each organisation. The M&E data collected in the YKP programme only focused on the number of youths involved and reached. The data did not cover youth's process of the involvement in the YKP programme.

The type of M&E that was executed in the implementation of YKP programme included reporting by all programme implementers, field visits, and six-monthly evaluation workshops. All programme implementers were responsible for writing a report, which was then delivered to each activity funder. For the YKP GF-NFM programme, activity reports were sent every month to the SR, who then reported the activities to the PR. The executive of the YKP GF-NFM programme did not send activity reports to the LOLIPOP partners. Furthermore, LOLIPOP partners only reported activities to UNICEF as funders (see figure 4).

"Just make a report, they already made it. The report template, what should be reported, we will report it to Spiritia." **Representative of Intermedika Foundation Jakarta**

Even though local implementers did not report activities to LOLIPOP partners at the national level, National LOLIPOP Partners were able to conduct M&E through field visits. Each National LOLIPOP partner conducted yearly field visits in order to hold discussions with local implementers, stakeholders, and beneficiary youth organisations. While there were no standard rules or evaluation forms used in this discussion, this method was quite effective in finding the root problems that program implementers encountered in the region.

"We do it together, so our M&E function always went along because every lollipop component must have its objective, in terms of what has been achieved, the quality of supply that has not been achieved, including increasing demand, each function of the framework along with that.... How do we see the increasing of the cases, the new case still increases, so we always give and look for new strategic information, which is always shared periodically in coordination meetings at national level at NAC. But if it deals with the component, we do it by each of us. We went to the area, the SSR is one of the institutions that we monitored." **Representative of National AIDS Commission 2017**

The final form of M&E was coordination meetings at the national level. Both GF participants and LOLIPOP partners had a regular schedule for conducting their own internal coordination meetings. The GF executive scheduled semiannual evaluation meetings, where the PR invited SR and SSR representatives to attend. This meeting was used to evaluate the GF programme as a whole. However, there were also opportunities for small groups to discuss each activity.

"For GF-NFM, I think ... for example, we did a coordination meeting. Coordination, Communication ... I do not know whether it is in orientation or not... yet, there must be a planning meeting, for example. The planning meeting with the SR SSR was later conducted, this is the activity, the general objective must emerge, evaluation must be there." **Representative of National AIDS Commission 2016**

"For evaluation, at that time we said, in a semiannual meeting when we discussed it in Jakarta. At that time, a group was formed with the existing activities. One of them was the activist, what was the input, the conditions in the field could be floors. "
Representative of IPPA East Java

"The problem is actually more into the implementation in the region. At the time of implementation, because you know that the mechanism for the FNM is complicated, then something we plan for the month is late due to the late sending funds and other. Therefore, it should be conducted in short-time. " **Representative of Inti Muda 2017**

"Challenges, the challenges are... preparation, yeah that's all. It is Follow-up, usually. These participants have never received following up after the programme conducted. As I know..." **In-depth Interview Youth Beneficiary 01 Surabaya**

"for the self-network, if they want to follow, then it is not a big problem. However, maybe the character of the youth will be led to each organisation that are still lacking in information."

"The obstacle at that time was because they were trained so it didn't become a problem. Evaluate not too detail or superficially, because it leads back to the organisation that makes it superficial, right? " **Representative of IPPA East Java**

"Important, in planning first. Why does this programme have to be implemented? Because nowadays, the idea is about HIV transmission. Because the one who knows the needs of youth is the youth itself, not adults. " **In-depth Interview Youth Beneficiary 01 Denpasar**

4.3 The Impacts of the Programme

Although the programme was brief, changes did occur in the programme across the three regions. These changes were observed by the network of organisations and the youths involved in the programme.

Based on Spiritia's data from 2016, there was an increase in the reach of YKPs in the second semester compared to the first semester. In table 3, it can be seen that the number of YKPs in the first semester, when the YKP programme was not running, the number of youths involved was low (except for MSM youth coverage). In the second semester, however, the involvement rates of youth and youth taking VCT increased dramatically (see table 4). This is illustrated by the fact that young MSM (20-24) increased its reach from 464 people in the first semester to 1155 young MSM in the second semester. The number of adolescents who took HIV test similarly increased from the first to the second semester. For example, the number of young MSM who received HIV tests more than doubled (from 219 to 456) between this time frame.

It is important to note that the data owned by Spiritia only covered young MSM, TG, and PWID. The table does not include young sex workers because the data on the sex worker group was covered in another PR database (the National AIDS Commission). This meant that Spiritia did not have control over the performance data.

Table 3. The Number of Youths reached by the programme and youths taking HIV test in the 1st semester

SSR	Location	SEMESTER 1											
		OUTREACH						TESTING					
		15-19			20-24			15-19			20-24		
		MSM	TG	PWID	MSM	TG	PWID	MSM	TG	PWID	MSM	TG	PWID
YIM	West Jakarta	19	-	-	182	-	-	15	-	-	72	-	-
YSS	West Jakarta	-	6	-	-	48	-	-	-	-	-	5	-
KIOS	West Jakarta	-	-	17	-	-	20	-	-	16	-	-	16
YKP	Denpasar	23	1	1	120	9	7	19	1	-	59	6	4
PKBI	Surabaya	14	2	-	162	14	-	11	1	-	88	13	-
ORBIT	Surabaya	-	-	17	-	-	23	-	-	5	-	-	8
		56	9	35	464	71	50	45	2	21	219	24	28

(Source: Spiritia Information System)

Table 4. The Number of Youths reached by the programme and youths taking HIV test in the 2nd semester

SSR	Location	SEMESTER 2											
		OUTREACH						TESTING					
		15-19			20-24			15-19			20-24		
		MSM	TG	PWID	MSM	TG	PWID	MSM	TG	PWID	MSM	TG	PWID
YIM	West Jakarta	105	-	-	390	-	-	62	-	-	173	-	-
YSS	West Jakarta	-	38	-	-	167	-	-	2	-	-	4	-
KIOS	West Jakarta	-	-	26	-	-	38	-	-	21	-	-	31
YKP	Denpasar	40	-	2	439	29	15	20	-	-	147	5	5
PKBI	Surabaya	43	3	-	326	34	-	27	2	-	136	22	-
ORBIT	Surabaya	-	-	21	-	-	43	-	-	13	-	-	27
		188	41	49	1,155	230	96	109	4	34	456	31	63

(Source: Spiritia Information System)

The results of Spiritia data were confirmed by adolescent participants. In particular, participants explained that since the special programme was given to YKPs, they felt that youth were widely reached by their organisations. This was demonstrated by the fact that officers found that there were an increasing number of adolescents under 24 years in their organisations.

"Understand the characteristics of the youth. Finally, we find a lot of cases, like you said. 15th involved. We are rather difficult because the age range is 17-24. But the fact is that we find many cases in the field." **In-depth Interview Youth Beneficiary 01, Jakarta**

The increased number of youths reached was one of the concrete indicators of how some local organisations have become more sensitive to youth related issues. In particular, this data indicated that organisations, who previously disregarded youth, had realised that the youth-centric approach was necessary for addressing the specific needs of YKPs. One way they did this was by recruiting several young outreach workers. This strategy finally provided youth with the opportunity to participate in and contribute to the effective implementation of outreach programmes for YKPs.performance data.

"Since the programme was conducted, I also got a chance to become an outreach worker even though I was still young." **In-depth Interview Youth Beneficiary 02, Denpasar**

In addition to providing opportunities for young outreach workers, some organisations had also begun to strengthen the young division within the organisation. For the Intermedika foundation, the YKP GF-NFM programme strengthened its youth division within its organisation. The YKP programme specifically did so through identifying, training and empowering YKPs to become champions within their organisation, and leaders within their larger community. With the discovery of these new champions, both local organisations and the Inti Muda, as a YKPs networks benefited. For Inti Muda, these new champions helped community-based organisations to become more independent and less reliant on Inti Muda at the national level.

"And it doesn't only focus on youth organisations. And it also became like creating young divisions too, so it was like being organised ... [young division], of course I am so happy, there was a specific programme for youth. Young people, I am also happy for talking about training of trainer that does not only focus on national level, so we create new training." **Representative of Inti Muda, 2018**

In addition to producing the YKP champion programme, the modules were believed to be useful for youth. Young outreach staff modules, youth-friendly service modules, and leadership modules were the modules most often used by youth to independently carry out training activities within their organisations. Youth expressed that there were no better-suited modules than the modules from the LOLIPOP programme.

"Modules are the most useful thing I feel. Until now the module used by the lollipop team to train me to be a peer educator, I still have it. It is precisely now that I educate other friends with this module. This module is complete and easy to understand for me." **In-depth Interview Youth Beneficiary, Jakarta**

Youth also expressed feeling positively impacted the programme—particularly through the enhanced knowledge that they gained. Those who had no previous experience with the YKP GF-NFM programme expressed lacking access to accurate information about HIV, SOGIEB and also human rights. The peer educator training, specifically for YKPs, therefore, provided the much needed comprehensive information for those youth. The additional knowledge gained from the training made them more aware of risky behaviour. With this knowledge, several youths made the decision to have HIV test after training.

"it has many benefits, for example, I know HIV information better, I know more about my rights to get service." In-depth Interview Youth Beneficiary, Denpasar
"influential, so I know that HIV is like this and there is a cure too. I have nothing about it before. " **In-depth Interview Youth Beneficiary 01, Jakarta**

It can also be deduced that this peer educator training helped youth develop their self-confidence. Many youth expressed feeling unable to communicate before participating in the programme. However, following the peer educator training, they explained that they gained confidence with this opportunity to educate their peers.

"You know I could not communicate well in the past, now I can't talk too much, but I can communicate more according to the situation, I start to know the situation, my personality has also been developed, as well as my character." **In-depth Interview Youth Beneficiary 01, Surabaya**

"Because we want to invite our friends, if we don't know how to make it so we don't know how to do it. After the training was finished, there was knowledge though. If I don't know what it is, it's hard to tell them." **In-depth Interview Youth Beneficiary 02, Surabaya**

"More confident too, because the information is correct, right. Not afraid of being wrong and others. The important thing is the right information regarding HIV, Persuasive too, so we are more confident to reach out to others. " **In-depth Interview Youth Beneficiary 01, Jakarta**

"That is all, the point is I know and understand it better, I am more aware of health. To suggest, yes, but not to force. Because people also have the right to refuse too." **In-depth Interview Youth Beneficiary, Denpasar**

The last essential impact felt by stakeholders was that new and existing problems regarding YKPs in the regions were identified through the implementation of the YKP programmes. One of the examples is the problem regarding informed consent for youth under 18 years old. This problem had interfered with YKPs' access the anonymous use of services. This fact may not have come to light if the YKP programme was absent in these regions. The implementation of this programme helped stakeholders both in national and regional scopes to map youths' needs, so that they could take the right action to address them.

"... in my eyeglasses, it looks like it works as the first glasses because it's really early. In the past, we did not have a YKPs programme for youth who were at risk. And if there is no programme, now it is informed about the consensus to be accommodated in the Ministry of Health. But it's not yet official." **Representative of National AIDS Commission 2017**

In terms of overall effectiveness, this programme can be said to have been quite successful and should be implemented continuously. It was effective not only in its dissemination of knowledge to youth, but also in its ability to empower youth in their future endeavours as leader in their organisations and larger community. "The training is effective only in the field. after the training, the youth is not contributive in sharing his knowledge." In-depth Interview Youth Beneficiary Denpasar

"More confident too, because the information is correct, right. Not afraid of being wrong and others. The important thing is the right information regarding HIV, Persuasive too, so we are more confident to reach out to others. " **In-depth Interview Youth Beneficiary 01, Jakarta**

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4.4.1. Youth Involvement in Programme Implementation

Youth involvement in implementation differed slightly across the YKP programme planning. If the local youth were not involved in programme planning, then they were involved in the implementation of local youth activities. In this stage, local youth were involved through their participation as trainers in the Peer Educator training. Local youth were invited to participate in the TOT organised by Inti Muda at the national level. After that, the youth would immediately become involved in becoming a trainer in their respective regions. The involvement of youth as trainers in PE training was the only form of meaningful youth involvement that occurred in the process of implementing the programme. This was because, besides being the local youth trainers, some of them were merely participants.

"At that time, I was involved as a trainer in peer educator training in Jakarta. Previously, I participated in TOT conducted Inti Muda." **In-depth Interview Youth Beneficiary 02, Jakarta**

"So, the participants at that time were still limited to being participants. PE training participants, together with Media KIE workshops. " **In-depth Interview Youth Beneficiary Denpasar**

4.4.3. The Involvement of Youth in Monitoring and Evaluation

Finally, youth were involved in the last programme cycle through their involvement in reporting and the M&E process. The youth who were directly involved in implementing this programme were represented by Inti Muda. Therefore, in this context, it was only Inti Muda that carried out the monitoring process at the national level, and was responsible for reporting to UNICEF and other national lollipop teams. From the side of Inti Muda, the technical assistance for local visits was carried out while exploring the needs and problems faced by the SSR regarding the involvement of YKPs. In the process of local visits, Inti Muda also came to the local youth community to observe the extent of their involvement in the YKP programme.

4.4. The Implementation of YKPs Involvement in the GF-NFM YKP Programme

This section will discuss the importance of youth participation in the YKP programme supported by GF-NFM. Conceptually, meaningful youth participation is defined as a youth's right to take roles and make decisions about issues that affect their lives. This form of youth involvement was present in the YKP GF-NFM programme, as youth were continuously involved in the designing, implementation, and monitoring and evaluation (M&E) of the programme.

4.4.1. The Involvement of Youths in Designing Programme

The process of designing the YKP GF-NFM programme was carried out at the national level. In this stage, the youth represented by Inti Muda, along with LOLIPOP partners, were actively involved from the start. Inti Muda routinely became an active participant in regular concept drafting meetings. Inti Muda's participation in these activities went beyond simply attending the meetings. Instead, they actively provided input and ideas to the GF-NFM concept note writing team. Inti Muda also actively participated in an internal meeting with partners of LOLIPOP. The involvement of Inti Muda in the planning process can be considered as one of the first steps in the meaningful involvement of YKPs in this program because it allowed for youth to be involved in designing a programme that was adapted to the particular needs of their community. While youth were successfully included in the programme designing phase at the national level, it cannot be denied that there is still a need to include youth in designing programmes at the local level.

"I think, Inti Muda is extremely involved in the designing and even in the whole process until the final stages of this YKP programme." **Representative of Nasional AIDS Commission 2016**

"I was never invited in terms of planning activities, I was invited only when the training took place to become participants." **In-depth Interview Youth Beneficiary Denpasar**

We conduct local technical assistance, there is a moment to meet young friends in the region. Then, share experiences about the programme implementation."

Representative of Inti Muda, 2018

While youth from Inti Muda were involved, their involvement in the monitoring and evaluation stages in the regions was not obviously observed. Youth at the local level had difficulty in understanding the definition of M&E. Youth at the local level did not understand when and how the implementation of M&E is carried out. This was because youth at the local level were only positioned as participants, and were not involved in the implementation of monitoring and evaluation. The adolescents also claimed to have never been contacted again after participating in a series of existing youth programmes and they were not given the responsibility to carry out data collection or even to make reports.

"Monitoring and evaluation are not involved. I also don't really know, or maybe because I'm busy with my work so I can't get information about that." **In-depth Interview Youth Beneficiary Denpasar**

"M&E? What kind of activity is that? there isn't anyone involved like that." **In-depth Interview Youth Beneficiary 01 Surabaya**

It is likely that the lack of involvement of youth in the M&E process can be explained by the programme implementers' feeling as though the monitoring and evaluation process of this programme occurred between the SSR and PR as a whole, and was not only limited to YKP activities. Considering that the YKP programme was a small part of the GF programme as a whole, there was no special evaluation carried out related to the YKP activities. This eventually led to the absence of youth involvement in the M&E process at the local level.

Conclusion

The purpose of this study was to document the programme intended for YKPs under the Global Fund grant, and to assess the engagement of YKPs in the programme development cycle, as well as to describe the challenges and lesson learned. By using a qualitative study with in-depth interview methods, several key goals were achieved:

- **Inti Muda and Lollipop partners successfully proposed activities for YKPs under the Global Fund grant**, such as training for youth-friendly service providers, peer educator training, media workshop, and quarterly coordination meeting to be implemented in three cities in Indonesia (Denpasar, Surabaya, West Jakarta). Those activities were replicated based on evidence-based from success stories and intervention framework of a pilot project for YKPs conducted in Bandung by LOLIPOP partners.
- **Adequate coordination between national and local stakeholders and implementers for YKPs programme was achieved.** This came in the form of coordination meetings, as well as training of trainers for representative of local implementers preceding the implementation of the activities. The programme implementer (SSR), in collaboration with district AIDS commission, arranged and organized the quarterly coordination meeting. Interestingly, SSR in Denpasar and West Jakarta relied on district AIDS commission to arrange meetings, decide the topics and invite audiences.

- **Increase of YKP outreach and HIV testing in three cities.** This was the result of two activities (training for youth-friendly service providers and peer educator training) were successfully conducted, and were guided by modules provided by LOLIPOP partners. There were some key achievements from these implemented activities:
 - a. An increased of outreach and HIV testing was documented among YKPs in three cities. It indicates that SSR started putting attention to YKPs by recruiting young outreach workers.
 - b. In addition, the YKPs as beneficiaries also gained qualified knowledge and could make informed decisions because of their full-access to comprehensive information. Importantly, they also enhanced skills on communication and increased self-confidence.
- **During the planning at national level, YKPs participated in designing the programme and providing recommendations in national meetings with other stakeholders.** For the implementation, the role YKPs in local level has been expanded since they were trained as trainers for peer educators and would be responsible for local training in their community. These youth were represented by Inti Muda.



LOLIPOP Bandung Team 2015

6. Limitations

Despite the successful proposal of programs for YKPs under the Global Fund grant, there is still a need to develop more specific programming intended for YKPs in the programme development process with national stakeholders. Another challenge during the implementation was the different perspective of goals between LOLIPOP partners and SSR. LOLIPOP partners viewed that this YKPs' programme was for large scale achievement (90-90-90 target for YKPs), whereas SSR argued that to increase HIV testing among YKPs was the only objective of this programme. It is understandable since SSRs were not involved in designing YKPs' activities. With a top-down approach, it also leads to a passive response of SSR in programme implementation where they only relied on command, information, and guidance from national implementers. In addition, there is a need for a well-established monitoring and evaluation system to document activities and also provide optimal feedback.

YKPs' engagement varied by the programme development process. By contrast, no similar opportunity received by YKPs in local level. Unfortunately, YKPs from local level did not participate in M&E process. Only Inti Muda took this responsibility to do M&E activities in each city and identify any problem in field by discussing with programme implementers and beneficiaries.

7. Recommendations:

Increasing engagement of YKPs is important during the planning, implementation, and monitoring and evaluation process. It is suggested that:

1

A programme should be developed based on a bottom-up approach.

This means that local implementers (SSR) and YKPs' local organisations should be involved during the planning process at national level. By doing so, the programme could be appropriately developed in order to meet the local needs, increase the coordination between local and national level, and to synchronize the goals of every organisation. Moreover, the involvement of local implementers from the beginning of the programme can increase their sense of belonging and commitment throughout the programme. The active participation of YKPs is also needed in designing programme at local level. This can be achieved by at least recruiting a young key person who is responsible for YKPs' activities at SSR and can bridge the needs of YKPs' community to the other stakeholders. In addition, the local coordination meeting should involve YKPs' local organisation.

2

The implementation stage should be designed to help YKPs reach their potential by involving them in every activity as the subject.

For example, there should be a trainer or speaker in a particular training or workshop. The training of trainers conducted by Inti Muda seems promising to continuously increase the active participation of YKPs, and should be used as a model for future trainings.

3

For monitoring and evaluation, a clear M&E framework should be established which places YKPs in strategic position and role at national and local level.

YKPs should be equipped with adequate knowledge on M&E system and how to enhance their participation in M&E activities.

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