



Plataforma Regional  
América Latina y el Caribe  
Apoyo, Coordinación y Comunicación



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# Situational analysis of Latin American and Caribbean countries in accordance with the policies of the Global Fund

## Paraguay

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Latin America and the Caribbean Regional Platform for Support,  
Coordination and Communication of Civil Society and Communities.



# SITUATIONAL ANALYSIS OF LATIN AMERICAN AND CARIBBEAN COUNTRIES IN ACCORDANCE WITH THE POLICIES OF THE GLOBAL FUND

## Paraguay

Latin America and the Caribbean Regional Platform for Support, Coordination and Communication of Civil Society and Communities.

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Jr. Paraguay 490, Cercado de Lima, Lima 1, Peru  
[vialibre@vialibre.org.pe](mailto:vialibre@vialibre.org.pe) | [www.vialibre.org.pe](http://www.vialibre.org.pe)  
Phone: (+511) 203-9900

### Executive Director of Vía Libre

Robinson Cabello

### Technical Coordinator of the LAC Platform & Editorial Oversight

Anuar Ismael Luna Cadena

### LAC Platform Technical Team

Alfredo Mejía  
Martha Carrillo  
Mónica Silva

### Translation

Sheyla Yaya Vargas

### Layout and Design

Carlos Rivera

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# Introduction



The LAC Regional Platform is one of several initiatives of the Global Fund aimed at improving the coordination of technical assistance and key information to civil society groups at the country level, as well as to offer greater support to CSO at all levels of their processes.

The LAC Platform along with five others located in Asia and the Pacific, Anglophone Africa, Francophone Africa, the Middle East and North Africa and Eastern Europe and Central Asia contribute to the achievement of the overall goal of the Strategic Initiative on Community, Rights and Gender (SI CRG). The objective of the SI CRG is for civil society and communities to participate in an effective way and to contribute in the elaboration, execution and supervision of programs financed by the Global Fund.

The series “Analysis of situations in Latin American and Caribbean countries in accordance with the policies of the Global Fund”, is intended to help communities and other key actors in the regional response to increase their understanding of the processes that the Global Fund is implementing through its financing mechanisms. For this reason, it is particularly important to understand the technical assistance needs of civil society organizations in the context of the sustainability, transition and co-financing policy of the Global Fund, as well as the main elements of the process in 18 countries of the region related to implementation of this policy.

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# 01. The Global Fund in Paraguay

Tuberculosis (TB) and HIV are still considered to pose threats to the public health sector in Paraguay. Both diseases concentrate on key populations, with a significant impact on female sex workers (FSW) and men who have sex with men (MSM) with regard to HIV cases, and indigenous populations and people deprived of their freedom with regard to TB cases. The Global Fund (GF) investments on the country have been aimed at enhancing national TB and HIV responses by promoting access to diagnosis, improving the health care coverage, enhancing community support, raising awareness of prevention, as well as providing training to health professionals. In 2018 the World Health Organization (WHO) certified Paraguay as a malaria-free country. Since 2004, Paraguay has received eight grants to fight these three diseases for the amount of USD 60 million. From such amount, 51% was allocated to HIV/AIDS (three grants), 3,5% to Malaria (one grant), 32,7% to TB (three grants) and 12,6% as a grant aimed at broadening the access to effective and high-quality health services.



## 02. Grants to be awarded from 2017-2019

### HIV

Under the “*Expansion and sustainability of the HIV response in Paraguay*” PRY-H-CIRD grant, the GF aims at addressing program gaps and inequalities for the promotion, prevention and comprehensive care of people living with HIV/Aids, TB/HIV co-infection and other Sexually Transmitted Infections (STI). The goals set out include contributing to reduce HIV transmission among key populations, such as transgender women (TW), MSM, female sex workers (FSW), people who inject drugs; decentralizing prevention and healthcare services provided to people living with HIV, STIs and TB so as to provide priority regions with quality standards; continuing the improvement of HIV data collection, processing and strategic reporting, TB/HIV co-infection and STIs, incorporated into the National Surveillance Network and into the Health Strategic Information Directorate General (Directorio General de Información Estratégica en Salud).

### Tuberculosis

Under the grant “*Intersectoral and participatory consensus towards a sustainable intervention and universal access to TB prevention in Paraguay, especially for indigenous populations and inmates*”, the three main goals set out include i) reducing the disease burden of TB by implementing and expanding high-quality Directly Observed Treatment (DOTS) nationwide; ii) reducing incidence,



prevalence and death rates associated with TB in indigenous population and people in the social security in Paraguay; iii) addressing TB cases among people deprived of their freedom in 14 prisons (100%) by implementing the “*Stop TB*” strategy, which includes access to diagnosis, DOTS, communication strategies for proper TB prevention, strengthening monitoring systems, promoting participation of community leaders in order to identify respiratory symptoms, making an impact on others and social mobilization for the incorporation of an intercultural approach in healthcare services, sustainability of actions, training to healthcare professionals, promotion of research and influence on the improvement of the medical conditions of people deprived of their freedom.

### Malaria

Thanks to the grant “*Strengthening the national strategy to prevent malaria resurgence in Paraguay (certification process to be granted a malaria-free status)*”, in April 2018 the World Health Organization (WHO) certified Paraguay as a malaria-free country and continues its work so as to prevent the resurgence of malaria, by prioritizing prevention among mobile and vulnerable populations. This implementation period of this grant ends in 2018.



## 03. Situation with regard to the transition, sustainability and co-financing policy

### HIV

It is classified as a high-burden disease with high relevance for the GF. In 2017, the country was eligible for financing. The Transition Evaluation, the Transition Work Plan for GF financing, and the social dialogue of civil society organizations (CSO) processes were concluded.

### Tuberculosis

It is classified as a medium-burden disease with medium relevance for the GF. In 2017, the country was “no longer eligible for financing” and started a transition with regard to GF financing. In order to face that period, a grant was awarded. The Transition Evaluation, the Transition Work Plan for GF financing and the social dialogue of CSO processes were concluded.

### Malaria

It is classified as a moderate-burden disease with moderate relevance by the GF. In 2017, the country was “no longer eligible for financing” and started a transition with regard to GF financing. In order to face that period, a grant was awarded. As previously mentioned, the WHO granted Paraguay the malaria-free status, and other goals were also achieved.



# 04. Communities, Human Rights and Gender

	TB <sup>1</sup>	HIV	Malaria
Has the legal environment been assessed so as to facilitate the reform of policies and practices violating the rights of people affected by this disease?	Yes <sup>2</sup>	No <sup>3</sup>	No
Has a gender-based assessment focused on diseases been made in order to determine gender barriers and mitigate inequalities?	No	Yes	No
Has the National Response Plan (NRP) defined and prioritized vulnerable and neglected populations in order to overcome barriers of access to basic services?	Yes	Yes	No
Are there national networks or groups for people affected by this disease who actively advocates for a people-oriented response?	No	Yes	No

<sup>1</sup> Stop TB Partnership (2018). Paraguay's Tuberculosis (TB) situation in 2016. Retrieved from [http://www.stoptb.org/resources/cd/BOL\\_Dashboard.html](http://www.stoptb.org/resources/cd/BOL_Dashboard.html)

<sup>2</sup> Draft Bill.

<sup>3</sup> Nevertheless, it is worth mentioning that there exists Law 3940: Act on the Rights, Obligations and Preventive Measures to fight effects produced by Human Immunodeficiency Virus (HIV) and Acquired Immune Deficiency Syndrome (AIDS).



# 05. Civil Society Organizations<sup>4</sup>

The GF has awarded Paraguay with different grants in order to fight HIV, TB and Malaria, which has given the country unprecedented financial resources for national programs and has also allowed the effective incorporation of community-based organizations into the design, implementation and monitoring of different projects, each with different development levels according to the disease (HIV, TB or Malaria). As it occurs in other countries of this region, Paraguayan CSOs advocating for AIDS-related issues are the ones with the largest history and furthest progress in advocacy issues when compared to those CSOs advocating for TB and Malaria. There is a network of organizations advocating for HIV-related issues, which is comprised of 13 organizations, including MSM, TW, FSW, people living with HIV (PLWH), among others. Particular emphasis has the participation of PLWH represented by Vencer organization (which represents women living with HIV), OPUMI and Somos Gay in the Country Coordinating Mechanism (Paraguayan CCM).

CSO contributions in the GF financing context include organizations advocating for AIDS, which participate in the design of proposals and measures for HIV prevention, especially among key populations.

<sup>4</sup> Global Fund, LAC Platform. Action Plan of the civil society and communities to ensure a community response to TB and Malaria during the transition and sustainability of the Global Fund in Paraguay 2016.



On the other hand, it is considered that the CSOs advocating for TB and Malaria require a higher empowerment, advocacy training and enhancing their work with regard to the response to both diseases aimed at attaining response sustainability after the transition.

It is further believed that the CSOs' participation has been uneven during specific moments or for short periods. Some organizations had constant and increasing participation throughout the implementation of projects, such as organizations of people living with HIV, sex workers organizations and networks, organizations of gay men and transgender women, who have primarily worked on HIV-related issues. In contrast to the foregoing, it is considered that CSOs have had minimum and incidental participation in the implementation of TB projects. During the last years, the organization "Alientos de Vida (ALVIDA)" has been almost the only organization that has developed actions to fight TB by working jointly with NRP. The GF financing has allowed this organizations to collaborate with NRP and work on diagnosis and social mobilization tasks with properly contributors trained in TB-related matters.



# 06. Access to Technical Assistance

Through the questionnaire implemented by the LAC Platform –addressed to the Country Coordinating Mechanism (Paraguayan CCM) members–, it was mentioned that technical assistance for strategic monitoring of Paraguayan CCM has been provided, but only to those CSO representatives who are part of this mechanism.

At the end of 2016<sup>5</sup>, the Action Plan of the civil society and communities to ensure a community response to HIV, TB and Malaria in the context of the transition and sustainability process of the Global Fund in Paraguay was developed and it specifies different TA needs in this sector that are classified into five categories:

## 1. Sustainable social organizations with developed capacities for sustained institutional growth

- To develop proper and common implementation methods in all CSOs and prepare minimum budgets so as to support developed actions.
- To conduct feasibility and market studies of business and ideas developed by CSOs.
- To provide training in public financing models of CSOs and determine their applicability in the national context.
- To design and implement a mobilization plan of local and international financial resources.

<sup>5</sup> Global Fund, LAC Platform. Action Plan of the civil society and communities to ensure a community response to TB and malaria during the transition and sustainability of the Global Fund in Paraguay 2016.



**2. Social Organizations officially recognized as key players in the HIV, TB and Malaria response, with impact on public policies and their implementation models in the health sector and related sectors (education, labor and human rights)**

- To provide training and skill buildings to leaders and groups in matters related to the development and implementation of political influence plans.
- To analyze and adapt the legal framework in order to procure services from CSOs using public resources.

**3. Positive impact on the increase of the State's investment in Health, Education and other related areas which are relevant to the HIV, TB and Malaria response**

- To provide training on the preparation of public budgets, at a national or subnational level, budget cycles and financing models relevant to the healthcare system.
- To develop capacities for cost-effectiveness analysis of services.
- Participation and social control of the national general budget.

**4. CSOs have a highly positive image before government authorities and the public, who acknowledge their participation as a contribution to society, and encourage their participation in matters related to the HIV, TB and Malaria response**

- To calculate the cost of CSO contributions to the HIV, TB and Malaria response during the last 10 years.
- To design and implement an Institutional Communication Plan for CSOs and set out goals and objectives
- To raise awareness and inform population in general, as well as leaders from different sectors, of the social work of organizations, especially CSOs' work on key populations.

**5. Extended and strengthened national response, with actions leading to the goals and objectives in the National Strategic Plan (NSP) and the Sustainable Development Goals (SDG) and other national and international political instruments**

- To strengthen alliances with intersectoral networks addressing risk determinants of health in general and risk determinants of these three diseases and most vulnerable populations in particular.
- To create an observatory that monitors and reports on the joint effort of CSOs and the government.
- To support initiatives in order to ensure a sectorial synergy action among government entities and other sectors.
- To promote the effective insertion of key populations as beneficiaries of national development projects in matters related to work, housing, formalization, and fringe benefits.

Other technical assistance needs include providing proper tools to assess the HIV response and its impact on vulnerable populations, engaging healthcare centers nationwide in the new healthcare model proposed by the government, as well as engaging medical training centers<sup>6</sup> in the design and implementation of the new educational model.

<sup>6</sup> Via Libre, LAC Platform. Questionnaire for CCM members, 2018.



# 07. Challenges in the Transition of HIV and TB

- To enhance the CSOs' participation beyond the Paraguayan CCM. This challenge includes the idea of consolidating the National Center for the Prevention of AIDS (CONASIDA) as a key space for participation.
- To put forward national responses from an intersectoral perspective in order to establish actions from different sectors (human rights, social protection, health promotion, etc.), in a coordinated manner with the civil society.
- To promote the involvement of local governments in promotion and prevention processes.
- To have a stronger legal framework that supports actions to be implemented to fight TB and HIV and includes a gender approach.
- To improve diagnostic processes and incorporate new approaches and methodologies.
- To improve care, follow-up and recording of cases involving prisons.
- To improve drug supply and distribution system, as well as sample transportation around the country.
- To conduct an analysis of data related to key populations of both programs so as to make informed decisions using approaches based on the human rights of these populations.
- Advocate for the incorporation of the populations living with TB and HIV into the national social security system and in the existing programs as beneficiaries.
- To use trained staff (people properly trained by the GF grant) in order to enhance the provision of services.



- To strengthen the management of healthcare facilities by developing health care models with an approach centered on people and community that provides fair access.
- To broaden and strengthen the TB laboratory network and implement new diagnosis and monitoring methods for the timely detection of TB/HIV co-infection cases
- To strengthen the interaction between the public health sector and civil society with experience in TB, HIV, key and affected populations as an integral part of the response to such diseases.
- To ensure the effective exercise of rights, equality and non-discrimination through legislation and public policies.
- To broaden community participation in the TB and HIV response.
- To ensure that the Transition and Sustainability Plan be implemented.
- To broaden the financing of TB and HIV response after the transition.
- To strengthen the TB and HIV monitoring and assessment system, including indicators of the transition plan.



## 08. Milestones in the Transition

Under the GF Sustainability, Transition and Co-Financing Policy, a National Transition and Sustainability Plan (NTSP) 2019-2024<sup>7</sup> was developed, to ensuring and strengthening the health care system capacity in response to these diseases. This Plan is focused on the TB and HIV elimination by maintaining and broadening service coverage according to the epidemic context. The NTSP was designed in a participatory manner through the participation of different sectors related to the 2017 response. It sets out 13 strategic objectives:

1. To ensure the effective exercise of rights, equality and non-discrimination through legislation and public policies.
2. To create an inter-institutional body vested with decision-making authorities in order to promote actions of sustainable responses.
3. To guarantee healthcare quality.
4. To strengthen interaction between the public health sector and civil society with experience in TB, HIV, key and affected populations by creating policies and plans which position CSOs as an integral part of the response to such diseases.
5. To broaden community participation in the responses.
6. To promote the engagement of the Ministry of Finance and the Ministry of Planning in the responses.
7. To ensure that the NTSP be implemented.
8. To guarantee the state financing for the implementation of NSPs.
9. To strengthen the management of healthcare facilities by developing people- and community-centered health care models that provide fair access.

<sup>7</sup> Paraguayan CCM. Transition and Sustainability Plans for programs subsidized by the Global Fund in Paraguay, in particular 2019-2024 TB and HIV Programs.



10. To broaden and strengthen the TB laboratory network and implement new diagnosis and monitoring methods for the timely detection of TB/HIV co-infection cases.
11. To broaden financing so as to properly provide TB and HIV care packages.
12. To strengthen the inter-institutional interaction among people living with TB and HIV and the existing social protection programs.
13. To strengthen the TB and HIV monitoring and assessment system, including indicators of the NTSP.

Until 2021, the Paraguayan NTSP establishes the following key objectives:

- 80% of the annual State budget allocated to TB and HIV will have been used in a timely manner.
- 50% (9/18) of health regions (including 6 prioritized regions) will have incorporated strategies and activities for TB response.
- 60% of the strategies and activities conducted by CSOs will be sustainable.

Finally, the following goals were set out for 2024:

- 90% of the annual State budget allocated to TB and HIV will have been used in a timely manner.
- 90% (16/18) of health regions will have incorporated strategies and activities for TB response.
- 80% of prevention strategies and activities conducted by CSOs will be linked to TB and HIV NSPs.





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Jr. Paraguay 490,  
Cercado de Lima - Lima 1 - Peru  
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[www.vialibre.org.pe](http://www.vialibre.org.pe)  
(+511) 203-9900

