

# The Global Fund Strategy



The Smart Sex Worker's Guide to  
the Global Fund Strategy 2017–2022:  
**“INVESTING TO END EPIDEMICS”**



## **Global Network of Sex Work Projects**

Promoting Health and Human Rights

**NSWP exists to uphold the voice of sex workers globally and connect regional networks advocating for the rights of female, male and transgender sex workers. It advocates for rights-based health and social services, freedom from abuse and discrimination and self-determination for sex workers.**

**SEX WORK IS WORK:**

**Only Rights Can  
Stop the Wrongs**

NSWP is part of Bridging the Gaps – health and rights for key populations. This unique programme addresses the common challenges faced by sex workers, people who use drugs and lesbian, gay, bisexual and transgender people in terms of human right violations and accessing much needed HIV and health services.

Go to [www.hivgaps.org](http://www.hivgaps.org) for more information.

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# Introduction

**This 'Smart Sex Worker's Guide' is a reference to help you understand the Global Fund Strategy 2017–2022. Your sex worker organisation may want to use the strategy to inform and design programmes they want included in their national Funding Request.**

This Guide describes the key points of the Global Fund Strategy, looks at what they mean for sex workers, and explores the opportunities for sex work organisations to use the strategy to strengthen sex workers' capacity to engage in Global Fund processes and influence sex worker programmes funded through the Global Fund.

# What is The Global Fund Strategy 2017–2022 and What is its Purpose?

**The strategy narrative (basically the written details), along with the strategy Implementation Plans (how the Global Fund will put the strategy into practice) will guide the Global Fund over the next six years to “successfully deliver upon its mandate” and “pave a way for the period in which we will end these epidemics.”<sup>1</sup>**

The purpose of the strategy is to provide a clear direction to the Global Fund and its implementers on how it will: differentiate its approach to investments (use different, country-specific approaches to better reflect different country scenarios and environments); work better in challenging operating environments (such as conflict zones or areas affected by natural disasters); better include gender considerations in Global Fund investments; increase the focus on eliminating human rights barriers; and increase its focus on key populations.

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<sup>1</sup> Open letter to the Global Fund Board from the Chair and Vice Chair of the Strategy, Investment and Impact Committee (SIIC) 27th April 2016.

# Key Elements of the Strategy

The Global Fund Strategy 2017–2022 has four core objectives (key goals):

- **Maximise Impact Against HIV, TB and Malaria.**
- **Build Resilient and Sustainable Systems for Health.**
- **Promote and Protect Human Rights and Gender Equality.**
- **Mobilise Increased Resources.**

Two other elements support the implementation of the strategy: innovating and differentiating along the development continuum, and supporting accountable partnerships. These elements are called **strategic enablers**.

# The Strategic Enablers

## Innovating and differentiating along the development continuum

The Global Fund views development as a country being ‘on a journey’ on the **development continuum**. You could visualise it as a country starting the journey crawling, then walking, then riding a bike, then catching a bus or train, and finally driving its own car. It is recognised that wherever a country is on the development continuum, it will not automatically move to the next stage.

Continuing the journey analogy: a country may have progressed to riding in a bus or train, but then something happens (financial crash, natural disaster, conflict, etc.), and they can no longer afford the bus or train fare and must ride a bike again. The position of a country on the development continuum does not always move in a forward direction.

Ultimately, the aim of development is to help a country drive its own car. Therefore, the Global Fund policy and Global Fund processes are ‘differentiated’, meaning that they are applied differently depending on where a country is on the development continuum. The country’s position is assessed and decided based on: income level, epidemiological context, disease burden, respect, protection and fulfilment of human rights, gender context, and other regional, country and context-specific factors.

## Supporting mutually accountable partnerships

The Global Fund is a partnership between donors, governments, community groups and civil society. During the 2017–2022 Strategy period, the Global Fund will increasingly use its partnership model to achieve impact at country level. The strategy specifically states:

“Implementers will remain central to the Global Fund’s partnership approach delivering services, producing results, and stimulating innovation. And civil society and community groups will continue to be instrumental as advocates for increased funding for the Global Fund, for health, and for the three diseases; to hold their governments accountable; and in the delivery of high-quality services for hard to reach populations.”

For this to work well, ‘mutually accountable’ must refer to all partnerships, at all levels and amongst all partners. No partner should consider themselves excused from, or above, being accountable.

# Core Objectives of the Global Fund Strategy 2017–2022

Each core objective has several key performance indicators (KPI) and operational objectives. The KPIs and operational objectives support the core objectives.

There are two general KPI's:

- **KPI 1:** Tracks progress against an estimated number of lives saved and a reduction in new infections/cases.
- **KPI 2:** Monitors delivery of the high impact services required to meet impact goals.

## **CORE OBJECTIVE 1:**

### **Maximise Impact Against HIV, Tuberculosis and Malaria**

This core objective summarises what the Global Fund has always tried to achieve: to, within the limits of the resources available, have the biggest impact possible in controlling HIV/AIDS, Tuberculosis and Malaria, but now with a better understanding of diverse country needs and improved Global Fund systems and approaches.

There are three KPI's relevant to sex worker programming that measure how well the Global Fund does on this objective:

#### **KPI 3: Alignment of investment with need:**

Using its differentiated approach (see also under *Purpose & Strategic Enablers*), the Global Fund will ensure its investments target country needs, defined by *disease burden and ability to pay*.

#### **KPI 4: Investment efficiency:**

The Global Fund expects better programme design that will maximise the impact of its investments.

#### **KPI 5: Service coverage for key populations**

The Global Fund expects its investments to be used effectively to reduce new infections among key populations (including sex workers of all genders) and to support comprehensive rights-based prevention and treatment services to those populations.



These three KPIs are supported by **5 operational objectives**:

- A** Scale-up evidence-based interventions with a focus on the highest burden countries with the lowest economic capacity and on key and vulnerable populations disproportionately affected by the three diseases.
- B** Evolve the allocation model and processes for greater impact, including innovative approaches differentiated to country needs.
- C** Support grant implementation success based on impact, effectiveness, risk analysis and value-for-money.
- D** Improve effectiveness in challenging operating environments through innovation, increased flexibility and partnerships.
- E** Support sustainable responses for epidemic control and successful transitions.

### **What does this mean for sex workers?**

The Sex Worker Implementation Tool (SWIT) will help you with this objective, especially the two KPIs: *Investment efficiency* and *Service coverage for key populations*. The Global Fund wants to see improved programming, especially for key populations, and the SWIT will help you design effective rights-based programmes for sex workers. Because the Global Fund endorses the SWIT, you will have a very strong argument for including rights-based programming for sex workers in your national Funding Request when it is presented during the Country Dialogue, and in discussions within the Funding Request Writing Team and the CCM.

## **CORE OBJECTIVE 2:**

### **Build Resilient and Sustainable Systems for Health**

This recognises that, in order to achieve universal health coverage and to speed up the end of the epidemics, strong and sustainable health systems are essential.

The funding invested in strengthening health systems is not directly related to combating specific diseases. It is aimed at benefiting patients more broadly, including through integrating service delivery, strengthening communities, promoting quality services and equitable access. Where possible, this will be based on strong national health strategies and disease control plans in close collaboration with partners.

There are two KPIs to measure how well the Global Fund does on this objective:

#### **KPI 6: Strengthen systems for health:**

The Global Fund will increase the number of countries with strong health systems to effectively deliver Global Fund programmes.

#### **KPI 7: Fund utilisation:**

The aim is to increase the rate at which countries effectively absorb Global Fund allocations.

The KPIs are supported through **7 operational objectives:**

- A** Strengthen community responses and systems.
- B** Support reproductive, women's, children's, and adolescent health, and platforms for integrated service delivery.
- C** Strengthen global and in-country procurement and supply chain systems.
- D** Leverage critical investments in human resources for health.
- E** Strengthen data systems for health, and countries' capabilities to analyse and use data.
- F** Strengthen and align to robust national health strategies and national disease specific strategic plans.
- G** Strengthen financial management and oversight.

### **What does this mean for sex workers?**

This objective's key takeaway is that sex worker organisations must try and get involved in the development of the national health strategy and disease control plans. This is very important for all countries, and it is critical if your country is considering transition or if your country's eligibility status has changed, meaning it has to transition out of Global Fund financing.

This core objective also talks about “integrating service delivery”, “strengthening communities”, “promoting quality services” and “equitable access”. However, the way success will be measured is based upon technical aspects such as procurement and supply chain systems, financial management systems, data systems and absorptive capacity. This does not offer many entry points. More encouraging opportunities are in the operational objectives A and B.

#### **A Strengthen community responses and systems:**

This clearly recognises the importance of community-led responses (for example sex worker-led programmes) and the results from investment in community systems. It gives you leverage in advocating for funding of sex worker-led programmes.

#### **B Support reproductive, women's, children's and adolescent health, and platforms for integrated service delivery:**

You could use this operational objective to strengthen your case for sex worker-led programmes to be an integral part of service delivery. When used together with the SWIT, this could considerably improve your chances for inclusion of and funding for rights-based sex worker programmes.

### **CORE OBJECTIVE 3:**

## **Promote and Protect Human Rights and Gender Equality**

The Global Fund states that “stigma, discrimination, and violations of human rights undermine an effective response” (to the three diseases). The Global Fund further acknowledges that “many national strategies do not include comprehensive investments and approaches to address gender and age-related barriers to services and underlying gender inequalities” and “little attention is paid to gender-sensitive programmes that cater for the specific needs of key and vulnerable populations”. The strategy highlights women who inject drugs and transgender women, but the Global Fund Gender Equality Strategy and definition of key populations also include female, male and transgender sex workers.

Through this core objective, the Global Fund will try and promote and protect human rights and gender equality broadly and within Global Fund-financed programmes.

This is not easy to achieve, and there are 4 KPIs to measure how well the Global Fund does on this objective, with KPI 9 broken down into 3 sections:

### **KPI 8: Gender and age equality:**

The vision is to reduce gender and age disparities (differences) in health and the measure is a reduction of HIV incidence in women aged 15–24.

### **KPI 9.1: Human rights: Reduce human rights barriers to services:**

This is aimed at doing exactly what it says, and the Global Fund expects improved uptake of and adherence to prevention and treatment programmes and an increase in the number of countries with comprehensive programmes to reduce human rights barriers to services.

### **KPI 9.2: Human rights: Key populations and human rights in Middle-Income Countries:**

The Global Fund wants to increase programming for key populations and human rights in Middle-Income Countries. This will be measured by the percent of a country allocation (grant) given to programmes that target key populations and human rights barriers to access in both generalised and concentrated epidemics. However, although these terms are used, the Global Fund recognises that even within a so-called generalised epidemic that there are also concentrated epidemics, or higher disease burdens for key populations.

### **KPI 9.3: Human rights: Key populations and human rights in transition countries:**

This aims to encourage Upper Middle-Income Countries in transition to take over funding of programmes for key populations and human rights. It will be measured by the percentage of funding allocated from domestic sources.

Achieving this aim presents a significant challenge for key populations often living in criminalised environments. The growing conservatism and hard line thinking in many parts of the world means it is ambitious to expect that countries with punitive laws against key populations will continue to finance programmes for key populations and human rights post-transition. This presents a significant risk for rights-based sex worker programming in countries after transition.

There are **5 operational objectives**:

- A** Scale up programmes to support women and girls, including programmes to advance sexual and reproductive health and rights.
- B** Invest to reduce health inequities including gender and age-related disparities.
- C** Introduce and scale up programmes that remove human rights barriers to accessing HIV, TB and Malaria services.
- D** Support meaningful participation of key and vulnerable populations and networks in Global Fund related processes.
- E** Integrate human rights considerations throughout the grant cycle and in policies and policy making processes.

The Global Fund will align with UNAIDS (2012) 7 key programmes (see footnote) to reduce stigma and discrimination and increase access to justice in national HIV responses.<sup>2</sup> These programmes are:

- Stigma and discrimination reduction.
- HIV-related legal services.
- Monitoring and reforming HIV related laws, regulations and policies.
- Legal literacy (Know your rights).
- Sensitisation of law-makers and law enforcement agents.
- Training for healthcare providers on HIV-related human rights and medical ethics.
- Reducing discrimination against women in the context of HIV and elimination of gender-based violence.

To implement objective 3, the Global Fund has selected 15–20 countries that will receive extra funding for more intensive efforts to increase programmes to remove human rights barriers to HIV, TB and Malaria services. At the time of writing this Smart Sex Worker’s Guide, these countries have not been announced.

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2 UNAIDS, 2012, “Guidance Note: Key Programmes to Reduce Stigma and Discrimination and Increase Access to Justice in National HIV Responses” available at: [http://www.unaids.org/en/resources/documents/2012/Key\\_Human\\_Rights\\_Programmes](http://www.unaids.org/en/resources/documents/2012/Key_Human_Rights_Programmes)

## What does this mean for sex workers?

'Human Rights and Gender' is one of the four key pillars of the Global Fund Strategy 2017–2022. The key population and human rights KPIs apply to all funding requests submitted to the Global Fund. Your country may also be one of the 20 countries chosen for more focused attention.

The Community Representatives on the Country Coordinating Mechanism (CCM), or the Country Fund Portfolio Manager (FPM) and Country Teams should be able to tell you if your country is one of those selected. You can follow up with them about how you can engage with the process.

To find your FPM contact details:

- Go to the Global Fund home page – [www.theglobalfund.org](http://www.theglobalfund.org).
- Click on 'Where we invest'.
- Click on your country from the drop down menu and scroll down.

## KPI 8: Gender and age equality:

This KPI offers the opportunity to make the case for including HIV programmes for female and transgender sex workers under this general indicator. The core measure for this KPI is “a reduction of HIV incidence in women (aged 15–24).” This measure, naturally, does not make exceptions based on what work one does or if one is from a criminalised community, so there is a strong case for including female and transgender sex workers.

## KPI 9 is in 3 parts:

### 9.1 Reduce human rights barriers to services:

Countries submitting proposals to the Global Fund will be expected to include programmes to reduce human rights barriers to treatment, services and support. The CCM, the Community Representatives on the CCM and the national Funding Request Writing Team need to be made aware of the barriers faced by sex workers in accessing services. Documented and validated evidence will strengthen your case. Proposing effective solutions to human rights barriers for sex workers will support your advocacy for these to be included in your national Funding Request.

### 9.2 Key populations and human rights in Middle-Income Countries:

The Global Fund wants to see increased programming for key populations and human rights in Middle-Income Countries. This will be measured by how much funding is allocated to key populations and human rights from the grant to these areas. You can use this KPI to strengthen your advocacy for the inclusion of sex worker-led programmes. The SWIT will help you design your programmes. Remember, the Global Fund endorses the SWIT as the most effective tool for designing sex work programme. This can be presented to the CCM and the Funding Request Writing Team as an element that: a) addresses the needs of sex workers in your country and b) enables the Funding Request to meet the Global Fund expectations in respect of this KPI.

### **9.3 Key populations and human rights in transition countries:**

With this KPI, we have to acknowledge that although the Global Fund will increase their efforts to ensure key population programmes continue to be funded from domestic budgets after transition. However, the reality is that once a country transitions, the influence of the Global Fund will disappear. Below are some possible actions to take:

- The real risk that domestic funding for rights-based sex worker programming will be discontinued means that advocacy must increase to minimise the harm and to ensure rights-based sex worker programmes continue. It is worthwhile to consider working with other communities of key populations – people who use drugs, MSM, and transgender individuals – whose funding may also be threatened, to advocate together around domestic funding.
- Similarly, advocacy for continued international support is also essential. Contact your regional network secretariat and/or the NSWP Global Secretariat to find out how you might be able to get involved in this.
- If your country is developing a new disease and/or health strategy in preparation for transition, try and identify what government department and which people are leading this. Request meetings and ask how you can be involved and contribute to the process.
- Talk to them about continuing (if they already exist through Global Fund financing) or adding sex worker-led programmes to the domestic disease and/or health budgets after transition.
- Contact, liaise and work with your FPM and Country Teams. They should also know and be able to advise and provide contacts to approach about the transition process in your country.
- Discuss and request support from the FPM and Country Teams about the inclusion of sex worker-led programmes in your country's domestic budgets after transition. Remember to gather as much evidence as you can about the effectiveness and benefits of sex worker-led programmes.
- Make sure you put together as much validated, evidenced information about the impact of rights-based sex worker programmes so that you can make the strongest possible case for inclusion.
- Learn as much as you can about the transition process in your country, including the budgeting processes, timelines, etc.

- Apply to the Community, Rights and Gender Special Initiative for Technical Assistance for funding to engagement in the transition process. Funding request forms can be downloaded from the Global Fund website in English, Spanish, French, Portuguese, Russian and Arabic.

**Community Rights and Gender Technical Assistance Programme.** <http://www.theglobalfund.org/en/fundingmodel/technicalcooperation/communityrightsgender/>

The 5 operational objectives A–E support the 4 human rights KPIs, along with the 7 UNAIDS key programmes to reduce stigma and discrimination. Adding any of these 7 key programmes to your sex work programming would strengthen your case for inclusion in your country’s Funding Request.

Because of the significance of transition, the Global Fund now has a team working on this issue.

- For general issues related to transition, you can contact:  
[matthew.macgregor@theglobalfund.org](mailto:matthew.macgregor@theglobalfund.org)

The Global Fund now also has five Sustainability and Transition Specialists in the AELAC region (South East Asia [SEA], Latin America and the Caribbean [LAC], and Eastern Europe and Central Asia [EECA]) who specifically support Fund Portfolio Managers, Country Teams, CCMs, principle recipients, etc. on issues of sustainability and transition from a grant management

perspective. For issues related to those regions (which are the most affected by transition in the short term), it is probably quickest to contact them directly. They can then connect you with the appropriate Country Team or person. They include:

- **LAC:**  
Carmen Gonzalez  
[Carmen.Gonzalez@theglobalfund.org](mailto:Carmen.Gonzalez@theglobalfund.org)  
Paul Bonilla  
[Paul.Bonilla@theglobalfund.org](mailto:Paul.Bonilla@theglobalfund.org)
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- **SEA:**  
Gonzalo Penacoba-Fernandez  
[Gonzalo.Penacoba-Fernandez@theglobalfund.org](mailto:Gonzalo.Penacoba-Fernandez@theglobalfund.org)

If there are specific community, rights, and gender related issues that are more technical in nature but specifically connected to transition, David Traynor is the person who is working the closest with the transition team on those issues (although many from the CRG team are assisting)

- David Traynor  
[David.Traynor@theglobalfund.org](mailto:David.Traynor@theglobalfund.org)



## **CORE OBJECTIVE 4:**

### **Mobilise Increased Resources**

This basically does what it says. The Global Fund will work to increase funding to fight the three diseases (through the replenishment process), encourage increased domestic funding in HIV, TB and Malaria programmes and work to ensure a stable supply of quality-assured health products to countries and reduced prices for those health products.

There are 4 KPIs to measure success against this objective:

#### **KPI 10: Resource mobilisation:**

This is primarily related to the Global Fund replenishment process. It will be measured by actual pledges as a percentage of the next replenishment target and a second measure called 'pledge conversion rate' which is related to the number of actual contributions as a percentage of what has been forecast.

#### **KPI 11: Domestic investments:**

The Global Fund will expect to see domestic investments in HIV, TB and Malaria programmes increase during the next replenishment period and that domestic commitments are realised as expenditure in programmes supported by the Global Fund. This means committing additional domestic funding is not enough, and the Global Fund will want to see the commitment become a reality.

## **KPI 12: Availability of affordable health technologies**

#### **A Availability:**

The Global Fund will work to ensure that there is a stable supply of quality-assured health products (e.g. ARVs, Condoms) to meet country demand and that each country has two suppliers that meet quality assurance requirements.

#### **B Affordability:**

The Global Fund will work to reduce the prices of a defined set of key health products with the goal of creating significant savings which can then be used to support unfunded programmatic needs.

There are **4 operational objectives**.

- A** Attract additional financial and programmatic resources for health from current and new public and private sources.
- B** Support countries to use existing resources more efficiently and to increase domestic resource mobilisation.
- C** Implement and partner on market shaping efforts that increase access to affordable, quality assured key medicines and technologies.
- D** Support efforts to stimulate innovation and facilitate the rapid introduction and scale up of cost effective health technologies and implementation models.

## **What does this mean for sex workers?**

Unfortunately, this is quite limited.

Obviously, pressuring your own governments to increase domestic spending on services for sex workers is one option and, in terms of this objective, perhaps the only one.

However, your government may not be supportive of rights-based sex worker programming, so it is essential to advocate to international donors and funders to continue to support rights-based sex worker programming.

If you are interested in joining an advocacy campaign to raise funds for the Global Fund, contact the Global Fund Advocacy Network (GFAN).

- You can find out more about GFAN at: [www.globalfundadvocatesnetwork.org](http://www.globalfundadvocatesnetwork.org)

# Catalytic Investment

**As part of the methodology for determining Global Fund allocations for 2017–2022, up to 800 million US\$ is also available for what are called *Catalytic Investments*.**

This will be used to ‘catalyse’ or stimulate country allocations to ensure that they deliver impact against the aims of the 2017–2022 Global Fund Strategy. There are a total of 26 Catalytic Investment priorities.

There are three different ways that Catalytic Investments can be used:

- 1** Matching Funds – 7 priorities; 356 million US\$ available; 44.5% of funds.
- 2** Multi-Country Approaches – 6 priorities; 272 million US\$ available; 34% of funds.
- 3** Strategic Initiatives – 13 priorities; 172 million US\$ available; 21.5% of funds.

**Matching Funds** – this category is only available if a country can show sustained domestic investment, demonstrate that their allocation amount has been appropriately spent on the catalytic investment priority areas, and show that there are no other sources of funding for the given Catalytic Investment priority area (for example, through savings from other areas of the country allocation or from other funding sources). If a country can meet these criteria, it may be able to access catalytic funding to ensure impact in the priority area.

**Multi-Country Approaches** – this category replaces regional grants. It may be provided both if catalytic funding is the only source of funding for the programme and to supplement funding given by the various countries involved from their country allocations. To be eligible for Multi-Country Approaches funding, initiatives must target a limited number of key, strategic multi-country priorities considered by the Global Fund as critical to meeting the aims of the 2017–2022 Global Fund Strategy. For HIV, for example, a multi-country approach must now focus on sustainability and continuity of key population programming. The Technical Review Panel and Grant Approvals Committee for potential catalytic funding will decide a country’s priorities.

**Strategic Initiatives** – Limited funding will be available for centrally managed approaches that cannot be addressed through country allocations (e.g. because they are cross-cutting, or deal with more than one disease) or because they do not coincide with grant cycles.

**Community Rights and Gender Strategic Initiative** – this category has been approved for the same level of funding, 15 million US\$, as before. It includes the following priorities:

- Strengthen the meaningful engagement of community and civil society in Global Fund processes across all stages in the grant cycle.
- Better reflect civil society and community priorities in concept notes, transition planning and related national strategies.
- Provide greater emphasis on evidence-informed and rights-based programming demonstrated in Global Fund grants.
- Identify the critical technical assistance needs of community and civil society key stakeholders.
- Strengthen community and civil society's capacity to design and deliver quality technical support.

This category will focus, especially, on countries that are undergoing transition planning and countries where key population engagement remains particularly challenging. This links well with the **Sustainability, Transition and Efficiency Strategic Initiative**, also set at 15 million US\$, which also includes support for civil society engagement in budget processes and domestic resource mobilisation.

There is a lot more information available on the Global Fund website. Aidspace also have a simple and clear description and analysis of Catalytic Investment, especially issues 300, 301 and 305.

To access:

- Go to [www.aidspace.org](http://www.aidspace.org).
- Click on Global Fund Observer.
- In the drop-down menu, click on GFO search.
- Enter the issue number and/or catalytic investment.

### **What does this mean for sex workers?**

As we have seen with previous Global Fund processes, in particular Unfunded Quality Demand (UQD) and Incentive Funding, financing for rights-based key population programmes has often been left out of the core funding of the Funding Request. It is possible this could happen with catalytic funding.

Therefore, it is essential for you to lobby hard for rights-based sex worker programmes to be included in the core Funding Request.





**nswp**

**Global Network of Sex Work Projects**  
Promoting Health and Human Rights

## **SOLIDARITY IN ACTION**

**Even before the HIV epidemic, sex workers were organising themselves. NSWP, as a global network of sex worker-led organisations, has strong regional and national networks across five regions: Africa; Asia-Pacific; Europe (including Eastern Europe and Central Asia); Latin America; and North America and the Caribbean.**

NSWP has a global Secretariat in Scotland, UK, with staff to carry out a programme of advocacy, capacity building and communications. Its members are local, national or regional sex worker-led organisations and networks committed to amplifying the voices of sex workers.



**nswp**

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