

**gfoam**  
**global meeting**  
Berlin, Germany



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## acronyms & abbreviations

CHOGM =	Commonwealth Heads of Government Meeting
DRM =	Domestic Resource Mobilisation
FIF =	Financial Intermediary Fund
GFAN =	Global Fund Advocates Network
Global Fund =	Global Fund to Fight AIDS, Tuberculosis and Malaria
ODA =	Official Development Assistance
PEPFAR =	U.S. President's Plan for AIDS Relief
PPR =	Pandemic Prevention, Preparedness and Response
RSSH =	Resilient and Sustainable Systems for Health
SDG =	Sustainable Development Goal
TICAD =	Tokyo International Conference on African Development
WHO =	World Health Organization

Note on text: All \$ figures are U.S. dollar amounts unless specified otherwise.

# introduction and overview

The 2022 Global Fund Advocates Network (GFAN) Global Strategy Meeting took place over three days (31 May–2 June 2022) in a hybrid format. Some 70 people from around the world participated in person in Berlin, Germany, with 35 others participating virtually for at least part of the meeting. The gathering was the first in-person event organized by GFAN since March 2020, shortly before restrictions on mobility and social engagement were introduced globally in response to the COVID-19 pandemic.

The majority of participants were from the civil society sector and were either members of GFAN as individuals or as representatives of a member organization. Other in-person attendees included representatives from the Secretariat of the Global Fund to Fight AIDS, Tuberculosis and Malaria (Global Fund), donors (e.g., Bill & Melinda Gates Foundation), and technical and advocacy partners such as Roll Back Malaria (RBM) and the Stop TB Partnership.

The meeting focused primarily on issues associated with resource mobilization for the Global Fund and the role of GFAN in supporting such efforts locally, regionally and globally. The main topic was the ongoing 7th replenishment, which is intended to secure the majority of funds for all aspects of the institution's operations from 2024–2026, including grants to implementing countries and programmes. Through wide-ranging presentations and discussions, the 2022 global meeting sought to provide an opportunity for:

- updates and reflections from both the Global Fund Secretariat and advocates on the 7th replenishment process, which will formally conclude with a pledging conference, some-

time in the second half of September 2022. This process included discussion of key events, campaigns and other advocacy entry points for GFAN and its members that have already been initiated or will take place over the next few months;

- discussion about developments and challenges affecting the Global Fund and HIV, TB and malaria responses in general, including the impact of COVID-19 now and in the future;
- discussion and analysis around trends and developments that might affect ongoing and future resource mobilization efforts, including potential new financing mechanisms and structures proposed over the course of the COVID-19 pandemic; and
- advocates to share information and resources that could strengthen the effectiveness and capacity of their work and increase collaboration across geographies and disease focuses.

The meeting consisted primarily of plenary sessions that included presentations and panel discussions, with substantial time devoted to questions and answers from in-person and virtual participants. One series of workshops involving three separate break-out groups took place on the final day.

Most in-person participants also attended two special events arranged by local German civil society partners. One was a high-level event at the UK Embassy, co-hosted by GFAN and the U.S. Embassy that included remarks by the U.S. ambassador to Germany, the Ambassador of Rwanda to Germany, the Global Fund executive director and vice-chair of its Board, and representatives from the German government. The event was designed

to acknowledge and showcase the impact of the Global Fund on the three diseases and the broader global health architecture, and was informally also seen as an opportunity to encourage the German government to commit to a more ambitious replenishment pledge.

The second event was a rally in front of the German Chancellery in support of increased German contributions to the replenishment, with the focus in particular on the government committing to an increase of at least 30% above the amount pledged in the 6th replenishment; whereas the German government had previously signaled that it might be prepared to pledge \$1.2 billion, achieving the 30% increase would require it to contribute \$1.3 billion. The rally, which was filmed by local civil society groups for advocacy use, also included a 'die-in'. As part of this advocacy activity, German civil society partners prepared a letter for presentation to Chancellor Olaf Scholz and his government that called for the more ambitious amount to be pledged.

## About this report

This report provides a summary of proceedings in many of the meeting's various sessions over the three days. It is not intended to offer in-depth, comprehensive documentation of all that was discussed.

The report is divided into four general parts:

- Section 1 provides basic background information about and context to the 7th replenishment, including key challenges to its success.
- Section 2 discusses strategies and messages for making the case for the Global Fund during advocacy efforts, including from the perspective of the three diseases.
- Section 3 includes overviews of advocates' past, ongoing and planned work in support of the replenishment, including civil society work at the individual country level.



*The meeting started with a dedication to Jacqueline Wittebrood and Global Fund advocates and friends we have lost.*

- Section 4 discusses entry points, strategies and activities for advocacy in the coming months over the final push before the pledging conference.

The report also includes two text boxes and one annex:

- Box 1 provides a summary of observations from an informal talk by the Global Fund executive director.
- Box 2 includes updates from civil society delegations to the Global Fund Board
- Annex 1 presents some highlights from a special session with Ukrainian advocates (participating virtually) about efforts to sustain critical HIV and TB services in Ukraine in the aftermath of the Russian invasion.

# Background and context to 7th replenishment

## Basic information about the process and campaign

The Global Fund's 7th replenishment is the process through which it will generate financial pledges from donors to cover all its activities from 2024–2026. It was formally launched at a virtual preparatory meeting on 23–24 February 2022 that was co-hosted by five African countries: the Democratic Republic of the Congo (DRC), Kenya, Rwanda, Senegal and South Africa. The process will formally end at a pledging conference in the United States that is expected to take place during or around the annual UN General Assembly meeting in September - the date had not been determined by the time the GFAN global meeting ended.

The Global Fund is seeking to raise a minimum of \$18 billion for its HIV, TB and malaria programming, which would be an increase of 30% from the \$14 billion successfully raised during the 6th replenishment. An investment case prepared by the Global Fund and released at the preparatory meeting provides a detailed, comprehensive analysis of why \$18 billion is needed and what it would be used for in terms of priority programmes, interventions and services. The investment case also discusses the Global Fund's contributions in the larger context of global and national financing for HIV, TB and malaria as well as health systems more generally. One notable observation is that the \$18 billion raised would represent a 14% share of the total projected resource needs of \$130.2 billion for the three diseases over the three-year funding cycle in the countries where the Global Fund invests.<sup>1</sup>

Because the overall Global Fund 'ask' for the 7th

replenishment is 30% greater than what it raised in the previous replenishment, the general target for existing donors is for pledges that are at least 30% higher. Even a small number of donors deciding to increase by less than 30% or 'maintaining' at previous contribution levels could severely jeopardize efforts to reach \$18 billion, which the Global Fund and advocates are describing as the bare minimum needed to sustain momentum toward ending the epidemics and prevent backsliding in HIV, TB and malaria responses.

**As of 2 June 2022, the Global Fund had received two formal pledges:** €11.7 million (\$12.5 million as of June 2022) from Luxembourg, which represents a 30% increase in domestic currency from its contribution in the 6th replenishment, and \$10 million from Comic Relief, which was automatically double-matched by the Bill & Melinda Gates Foundation to raise it to \$30 million total.

The only other amount publicly announced by the beginning of June was in relation to the United States, historically the Global Fund's largest donor. The Biden Administration's budget proposal for the 2023 fiscal year includes \$2 billion for the Global Fund and an "intended" \$6 billion pledge over the full course of the three-year period covered by this replenishment – [GFAN published an explainer on the U.S. announcement that you can find here](#). That amount would represent a 30% increase in the U.S. contribution from the previous replenishment. It is not yet official, however, because the administration's proposal is only the first step in finalizing the budget, which also requires congressional approval.

## Challenges to raising at least \$18 billion

Secretariat staff at the meeting noted that donors have been impressed with the Investment Case and believe in the Global Fund. But that might not necessarily translate into sufficient contributions, given the unexpectedly volatile global environment during which the replenishment process is taking place. The challenges raised by the participants, summarized below, are interlinked and underscore pressures on donors' budgets and attention.

**Economic prospects are declining**, due to a combination of factors including rising inflation, the still-potent COVID-19 epidemic, rising debt-burdens after two years of pandemic-induced recession, and the impacts of the war in Ukraine. Recent reports from the World Bank and International Monetary Fund (IMF) forecast slowing global economic growth over the next year or more. Yet although most wealthier countries will experience such slowdowns and reversals, the situation is expected to be especially dire in the developing world and among the world's poorest countries. Making the case to donors that the disproportionate impacts will be in the least-resilient countries is a top priority in the Global Fund resource-mobilization effort.

The **official development assistance (ODA) landscape** has changed significantly in the past few years. On the positive side, overall ODA has risen, but much of it was exceptional funding for COVID-19 responses. An overarching concern about ODA is that there has not been the progression promised by or expected from many donor countries in terms of raising ODA levels to the target of 0.7% of gross national income (GNI). Only a few countries, e.g. Luxembourg, currently match or top that share.

Meanwhile, more recently some countries have diverted ODA resources to immediate humanitarian concerns. Both Sweden and Norway have announced that they will use ODA money to cover the cost of hosting and settling Ukrainian refugees. Such steps threaten to reduce the scope of their contributions to the Global Fund and their ability or inclination to increase or sustain investments in other health and development priorities.

There has been feedback from some donors, formally and informally, about a **perceived lack of burden sharing** in terms of Global Fund support. This has been an issue with the United Kingdom and reportedly among some officials in the German government who have expressed frustration that countries that could do more were not stepping up. Although few specific country names have been mentioned, they are thought to include some relatively large ones in Europe (e.g., Italy and Spain) and several in Latin America and other regions. Austria and Finland are among the other wealthy countries that have been historically disappointing in terms of supporting the Global Fund.

**Food insecurity** is a serious and growing problem in much of the world, especially since the Russian invasion of Ukraine in February 2022. That and the refugee crisis resulting from the war are considered immediate problems by many donors, with the result that infectious diseases are receiving less attention even though the world is still struggling with COVID-19.

This struggle is increasingly ignored or not understood in many parts of the world, including both donor and implementing countries that have sought to 'move on'. But neither the **COVID-19 pandemic** itself nor its related challenges are over.

Vaccination rates and access remain low in a large number of countries, most of which are classified as lower- and middle-income. Thousands of people around the world are still getting sick and dying from COVID-19 on a daily basis, and disruptions due to COVID-related illnesses continue to affect economies. New variants could make the situation worse from health, economic and social perspectives.

It seems clear that the crisis is not going away and that the world must learn to live with COVID-19. This must be kept in mind throughout the 7th replenishment, as the Global Fund will need to integrate COVID-19 responses into ongoing HIV,

TB and malaria work and continue maximizing the impact of its investments in health systems strengthening.

Although it will be a heavy lift with nearly all donors to get them to increase their pledge by 30%, the most worrisome situation is by far the **United Kingdom**. The country was the second most generous donor at the last replenishment, providing more than 10% of the total pledged. But the current government has signaled that not only will it not increase by 30%, but that it might even make a smaller pledge than last time. That would leave a huge gap to be filled for the \$18 billion minimum target to be reached.

### New & emerging complication for the Global Fund: Proposed financial intermediary fund (FIF)

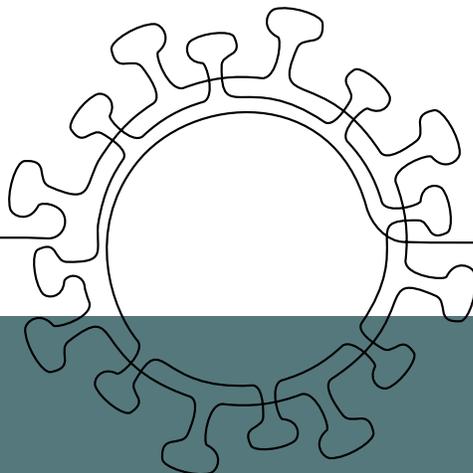
Over the course of the COVID-19 pandemic, several countries, including the United States, have been calling for the establishment of a new multilateral financing mechanism to focus on pandemic prevention, preparedness and response (PPPR). The option that has moved forward the furthest is a pandemic prevention, preparedness and response financial intermediary fund (PPPR FIF) that would be hosted by the World Bank.

The Bank released a white paper on 17 May 2022 in which it discussed how such a fund could be structured and implemented. Among the major takeaways are that this FIF would be hosted at the World Bank and would only provide funding to United Nations agencies (including the World Health Organization) and multilateral development banks (including regional ones). This would mean that the Global Fund would be ineligible for

funding, as would other multilateral entities such as Gavi and the Coalition for Epidemic Preparedness Innovations (CEPI) that also have extensive engagement in fighting the COVID-19 pandemic and have prominent roles in the Access to COVID-19 Tools Accelerator (ACT-A).

The World Bank invited responses by 1 June. The Global Fund and several civil society and community groups allied with it, including GFAN, submitted responses by that deadline that strongly criticized both the overall concept and how the proposed new mechanism would operate. Feedback from these groups included variations of the following:

- Another multilateral fund would unnecessarily duplicate what is already being done by existing mechanisms, including the Global Fund.



- Such a fund could undermine the well-earned confidence and trust built up by the Global Fund over 20 years and make it much harder for it to raise funds to maintain and expand HIV, TB and malaria programmes that are helping countries make progress toward the Sustainable Development Goals (SDGs) and other targets.
- Excluding the Global Fund would mean ignoring and rejecting years of experience, expertise and success in helping to mitigate the impact of infectious diseases and strengthening health systems in general.
- Any mechanism run by the World Bank would lack sufficient transparency and accountability, and would not be able or willing to engage with civil society and communities to the extent needed to have the best possible impact – including in terms of reaching the most vulnerable and marginalized.

The prevailing opinion among participants at the GFAN meeting was that the FIF was not necessary and would be counterproductive. But they also acknowledged that its creation was likely, given high-profile support. Therefore, coordinated and targeted advocacy to influence the design and structure of the FIF will probably be needed over the next several weeks and months. Partners such as Gavi and CEPI as well as some donors are expected to be engaged in such efforts along with a range of civil society groups. Following the meeting and the needs expressed by participants to understand more and keep abreast of developments, [GFAN created a webpage that collates input to the white paper and a backgrounder](#). More information will continue to be added to this as the World Bank Directors review a revised version of the white paper later in June/early July.

## Making the Case & Selling the Replenishment

### Key Secretariat strategies & messages

Since the Preparatory Meeting and launch of the Investment Case in late February, the Secretariat and partners have undertaken advocacy on behalf of a fully funded Global Fund in numerous ways, including by preparing and disseminating information and resources that highlight its impact on lives saved, infections averted, and social and economic stability, among other areas.

With the aim of securing ambitious pledges, the Executive Director and other Secretariat officials, Board members and allies have been appealing directly to donor decision-makers at the highest levels, from heads of State, to Ministers and

parliamentarians. The Global Fund has mobilized champions and influencers in both donor and implementing countries to get the word out about the replenishment and what its success would entail, such as lives saved.

High-level events over the past few months where strong advocacy efforts were made included the global COVID-19 summit hosted by U.S. President Biden on 12 May, the World Health Assembly (WHA) meeting, and the World Economic Forum in Davos. It was in Davos that the important private-sector contribution from Comic Relief was announced, and the advocacy work to date has

also resulted in some extra funding for COVID-19 responses from the European Union and New Zealand.

The Secretariat has identified a series of strategies and key messages for its replenishment advocacy efforts, including those summarized below. GFAN meeting participants were encouraged to consider using and amplifying them in their work as well.

### **Selected priority approaches**

**Focus primarily on the G7.** More than 80% of the Global Fund's money comes from Group of 7 (G7) countries, the European Union and the Gates Foundation. Therefore, these donors along with other OECD-DAC donors<sup>2</sup> are the main focus of advocacy efforts. Huge gaps that will be difficult to fill from other sources will result if one or more of these donors pledges less than a 30% increase.

The Global Fund and partners are also working hard to secure 30% or more increases from other existing donors and to bring in new ones – including from non-OECD DAC countries, some of which are relatively new to development assistance for health. Any amounts pledged from these sources will be vital, but will almost certainly be relatively small.

The private sector and 'high-net-worth individuals' are other sectors where there are potentially great outcomes – the GFAN Ask to the Private sector is “to ensure that the total value of private sector pledges to the Global Fund (exclusive of the Bill & Melinda Gates Foundation) doubles in 2022, from US\$ 371 million to US\$ 742 million for the 7th Replenishment.”<sup>3</sup> The Global Fund has been looking in particular at companies and individuals that made out especially well profit-wise during the pandemic, including in the tech sector. Such efforts are difficult, however, and can often take a few years to come to fruition.

**Peer-to-peer pressure.** During the run up to the 6th replenishment, French President Emmanuel Macron was instrumental in ensuring the \$14 billion target was reached by personally contacting other leaders and urging them to pledge generously. Such peer-to-peer diplomatic engagement is an important leveraging option for the 7th replenishment; Macron and some U.S. officials might be convinced to be involved in these efforts.

One message that might be persuasive is that failure to raise at least \$12 billion from all donors other than the United States will leave money on the table. That is because by U.S. law, the United States can only give a maximum of one third of total funding to the Global Fund. Its government has already signaled that it is prepared to give \$6 billion over the course of the replenishment period, but that full amount would only be disbursed if \$12 billion or more comes from other sources.

Some peer-to-peer pressure outside of the purely diplomatic sphere might also be helpful, including personal appeals by notables such as Bill Gates and Elton John, depending on the context.

### **Stress the value of working multilaterally and that it can complement bilateral approaches.**

There is tension in the United Kingdom and some other donor governments about whether both bilateral and multilateral approaches to development are in the country's best interests and make sense in terms of desired outcomes. Increasing the share of development funding going to bilateral programming at the expense of multilateral work is a trend that makes it harder for the Global Fund to secure the levels of financing it needs.

The Global Fund has tried to sharpen its arguments, themes and messages about this issue. The main one is that the two are complementary

and reinforce each other, as can be seen in France and the United States – with the U.S. government generously funding both the Global Fund and U.S. President’s Emergency Plan for AIDS Relief (PEPFAR) a prime example. The Global Fund relies on bilateral programmes such as PEPFAR to work in concert with it, and there are numerous examples of how and why the Global Fund greatly assists the outcomes of bilateral programmes.

Another important approach is to show the value for money of working multilaterally. For implementing countries, the synergies of having lots of donors working together and having one set of outcomes and reporting systems – as happens with the Global Fund – is a huge value. Also, the size of the Global Fund footprint is impossible to replicate with a bilateral programme.

**Reach across political divides and parties.** Bipartisan support from both Democrats and Republicans in the United States has been crucial for the Global Fund over the past two decades. This underscores the point of cultivating across all parties in a parliament and to talk to everywhere, including the opposition.

### **Selected messages**

**Leaving pandemics unfinished is dangerous and a waste of years of progress.** Walking away from the unfinished pandemics of HIV, TB and malaria will undercut the incalculable benefits to individuals, families and communities from Global Fund programming over the past 20 years while also allowing these diseases to return with a vengeance. The suffering and economic and social consequences would have global effects, and the world would be even further off track in terms of reaching the SDGs and other goals and targets that countries have committed to achieving together.

### **The Global Fund’s role in strengthening health and community systems cannot be replaced.**

Many countries would have had more trouble getting through COVID-19 to date without all the structures and systems supported and built up by the Global Fund around the world. This type of strengthening work, which was ramped up during the COVID-19 pandemic, is a key priority in the Global Fund’s investment case for 7th replenishment.

**Most countries in need cannot do it alone.** Domestic financing is by far the biggest share of resources for the three diseases overall. Most countries are taking responsibility for their HIV, TB and malaria responses and allocating significant domestic financing, including in response to Global Fund co-financing requirements. But especially for the poorest countries with high disease burdens, external support is not just a luxury but a necessity to avoid even further devastation and to make progress toward ending the epidemics altogether.

**Increasing the pie should be the rule, not the exception.** There is no finite limit on development and health spending, as was seen during the COVID-19 pandemic as more money was pumped into systems in nearly every context. Increasing funding in one area of development or priority area – e.g., bilateral programming or to support Ukrainian refugees – does not mean that funding must or should be decreased elsewhere. This is especially important to keep in mind as the impacts of concurrent crises such as rising inflation and food insecurity make people and countries poorer and less stable.



## Messaging from the perspective of the three diseases

A successful Global Fund replenishment is of course a priority of its technical agencies and advocates focusing on one or more of the Global Fund's three diseases. They continue to highlight opportunities and challenges in disease responses as part of ongoing efforts to raise awareness and financing to address the epidemics. During Global Fund replenishment processes, these efforts are often similar to or coordinated with Global Fund resource-mobilization messaging and activities.

Some of the key points and focus areas from the perspective of the three diseases, as mentioned at the GFAN meeting, are summarized below.

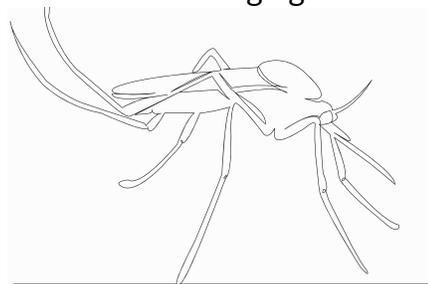
### Malaria

An increase in malaria deaths for the first time in 20 years was due mostly to the direct and indirect impacts of the COVID-19 pandemic. Reminding the world about malaria's toll and putting it back on the agenda in key countries is the main overall goal of malaria advocates. This would include fully funding the Global Fund, which is the world's top donor for malaria.

That core goal was at the centre of activities organized by Roll Back Malaria and partners on and during the week of World Malaria Day 2022 (25 April). A key part of the replenishment-related advocacy is to amplify voices from endemic countries – and particularly Africa, where 95% of malaria deaths occur. Therefore, ongoing advocacy efforts include having U.S. and African ambassadors reach out to their French and UK

colleagues, with the European Union and Japan also key targets.

Key messages regarding malaria that have been resonating with donors include that it is a disease of poverty; that it is essential to end malaria to further economic and other development; that rising artemisinin resistance is a huge threat to progress made over the past two decades; and that malaria services, largely built up and sustained by the Global Fund, play essential roles in PPPR. This message about the value of infrastructure and systems supported by the Global Fund also reinforces the importance of community health systems and networks, as community-based groups have evolved from malaria-specific services to identifying fevers in general, including those associated with new and emerging diseases.



### Tuberculosis

COVID-19 has also been incredibly damaging for TB responses, pushing back progress by up to a decade according to some analyses. Case identification plunged and has not recovered in most countries, for example.



A main message is that because the Global Fund is by far the leading external donor for TB, its full funding is critical to halt the backsliding and reinvigorate progress in reducing new infections and treating all in need, including those with multidrug-resistant TB. A fully funded Global Fund would mean greater access to better quality diagnostics in a world where fewer than half of those in need have access to them now. It would also help to increase the production and dissemination of new drugs for prevention and treatment.

As with malaria, a key message for TB advocates is that existing TB services supported by the Global Fund were quickly and easily adapted for COVID-19 responses, including community screening, contact tracing, and the deployment of community health workers. As these developments suggest, investments in TB – which can most effectively and efficiently be done through the Global Fund – are investments in PPPR.

Another message that might resonate with donors is that TB financing from the Global Fund increases as an overall share of funding the higher the overall amount raised. As per the current disease allocation methodology, 25% of all Global Fund resources above \$12 billion raised in a funding cycle go to TB, compared with 20% of resources raised below that overall amount.

## HIV

The impact of COVID-19 has been mixed regarding HIV responses. On the one hand, HIV treatment proved resilient in much of the world. But on the other hand, steep early declines in HIV testing and HIV prevention services have not yet been regained in all places.

Failure to fully fund the Global Fund would likely slow down efforts to resume progress toward meeting key global HIV prevention and treatment targets, including for the most vulnerable groups such as adolescent girls and young women and key populations. And it is important to remember that despite the relatively good news regarding treatment, an estimated 12 million people living with HIV worldwide are still not receiving it.

Some additional messaging could be focused on the 2021 Political Declaration on HIV and AIDS, which was adopted by all UN member states. Global Fund support is crucial for significant progress to be made toward meeting the declaration's commitments to reducing annual new HIV infections to under 370,000 and annual AIDS-related deaths to under 250,000 by 2025, and to eliminate all forms of HIV-related stigma and discrimination. Given the Global Fund's unique and extensive engagement with communities, its role is even more important in regard to commitments aimed at increasing the proportion of HIV services delivered by communities. These include ensuring that by 2025, community-led organizations deliver 30% of testing and treatment services; 80% of HIV prevention services for populations at high risk of HIV infection; and 60% of programmes to support the achievement of societal enablers.



# Reflections from Peter Sands , Global Fund Executive Director



Global Fund Executive Director Peter Sands joined the GFAN Global Strategy meeting in person to deliver brief informal remarks and have an open dialogue with participants. A large share of his reflections were focused on the 7th replenishment campaign, which he described as objectively one of the most difficult ever because the Global Fund is asking not only for more money - at least 18 billion USD - but for a bigger increase - 30% - than ever before in an environment full of expected and unexpected challenges and competing agendas.

In his analysis, the world has entered a phase of interlocked, cascading crises that “won’t sit in

boxes” and will interact with each other. Conflicts typically kill more people from infectious diseases than bullets and bombs, and food shortages and insecurity greatly increase the number of people who are poorly nourished and thus more susceptible to infectious diseases. The poor and most marginalized always suffer disproportionately in such situations, and COVID-19’s negative impacts on economies and education also affect them more than other people. Given such realities, and even as it continues to focus primarily on HIV, TB and malaria, the Global Fund can also be positioned as a uniquely adaptable partnership for and with the most vulnerable in this world of new, cascading crises.

**Sands referred to the need to use both positive messaging and messaging on risks/costs/consequences of failing to invest or fully funding the Global Fund Replenishment,** depending on the contexts, when promoting a fully funded replenishment to donors. On the positive side, a fully funded Global Fund could allow us to have a huge impact and save lives, including by taking the cumulative death toll of the three diseases to below 1 million a year by 2026, a steep drop from more than 2.3 million in 2020. For some donors, “risks/costs” arguments will be more persuasive – e.g., that we risk going backwards because we are either winning (reducing deaths and vulnerability) or losing.

The following are among the other points and observations from Sands, some of which were in response to questions from participants:

- **Greater investments are absolutely needed**

**in community systems strengthening (CSS), key populations, human rights and community health workers**, and the Global Fund will continue to prioritize these areas. However, setting up special funds for one or more of them would be a difficult proposition. There is resistance on the Board to creating too many sub-allocations because doing so is seen as violating the foundational principle of country ownership. The fundamental Global Fund structure is that funding goes to countries as a pool for the most part and it is up to country coordinating mechanisms (CCMs) to make specific prioritization and allocation decisions. It is members of the CCM and other national stakeholders in government (e.g., Ministers of Finance and Ministers of Health) and elsewhere that must be convinced that community-led interventions are critical ways to fight the diseases.

The Secretariat regularly aims to use its political influence and to be as assertive as possible in issues such as increased funding for community responses, legal reform, etc. and is regularly exploring new ways to push for improvements at country level. But ultimately, the bulk of the work must be done at country level.

- The Secretariat is keen to introduce a **gender-equality marker** as part of a way to better ensure faster and more successful efforts to achieve gender equality across all Global Fund programming and structures. Discussions are ongoing about how to do this, including to design and implement a marker that is viable for all partners to actually work toward. As

with other requirements and expectations, the Global Fund must be careful to ensure that it does not create additional impediments to less-capacitated entities to be implementers. Many small organizations in particular might find it difficult to report on some indicators and markers if not carefully designed.

- The Global Fund now has a dedicated team focusing on **health financing**. This means there are more resources to call up when needed both for overall resource mobilization purposes and also to engage with civil society and other advocates on issues such as blended financing and debt swaps.
- The Global Fund's formal and informal responses to the proposed **financial intermediary fund (FIF)** (see Section 1.3 of this report) have focused on concerns about wasting time and money on creating a new structure when existing mechanisms, such as the Global Fund and Gavi, already have the experience and capacity to implement much of the agenda. The point he and others have made is that if you are interested in PPPR and the impact of climate change, while also aiming to safeguard human rights and reduce gender-related inequities, there is already an effective mechanism to support: the Global Fund. Achieving results would likely be more difficult and complicated with a new mechanism, and especially one with a World Bank overlay.

Box 1. Observations to GFAN from the Global Fund Executive Director

# Advocates' Past, Ongoing & Planned Work in Support of the Replenishment

## Country profiles

Civil society groups and coalitions are actively preparing and implementing advocacy campaigns and initiatives for the 7th replenishment in most countries that have been Global Fund donors in the past. Many of these country-based efforts are centred around their own 'ask' for the government, which in most cases is at or near a 30% increase from the pledge made at the 6th replenishment.

As observed at the global meeting, each country has different challenges and opportunities that influence the advocacy efforts. Yet although each context is different, some common activities and themes emerged from observations at the meeting by civil society representatives involved in replenishment advocacy at national levels. They included extensive and targeted outreach to parliamentarians; organizing civil society sign-on letters to policy makers in government, including at development agencies; efforts to "bring human faces to the story", including by using GFAN Speakers and other voices of people living with and affected by the diseases in Global Fund implementing countries; and welcoming resources,

information and support from GFAN advocates elsewhere to help them make the case to their governments for Global Fund support and to boost their effectiveness. Several also referred to the value of messaging about how COVID-19 responses were greatly boosted by existing services and systems supported by the Global Fund.

Ahead of the GFAN Meeting, participants from civil society organizations working in donor countries were asked to fill a survey regarding their advocacy ask – and with a few exceptions, all were aiming for a 30% increase in their country pledge for the 7th Replenishment, aligned with the Global Fund Investment Case.



## GFAN activities and focus areas regarding the replenishment

The **GFAN Secretariat** has organized and coordinated several activities related to the replenishment over the past several months. One of the first was before the preparatory meeting – the launch in November 2021 of its Fully Fund the Global Fund report, which makes the case for significant investment in the Global Fund and for getting back on track in HIV, TB and malaria responses worldwide.

Shortly before the preparatory meeting itself in February, GFAN along with regional partners GFAN Asia Pacific (AP) and GFAN Africa released a sign-on letter, '7 Asks for the 7th replenishment', that also included a toolkit for advocates. Since then, GFAN has commissioned and released six advocacy briefs to date, one on each of the three diseases and others on harm reduction, domestic resource mobilization (DRM) and the private sector. These briefs are intended to be useful for advocates as well as policy makers.

In the future, the International AIDS Conference in Montréal, Canada in late July and early August is a priority in terms of replenishment advocacy. GFAN will host a pre-meeting with its members on 28 July to discuss strategies to discuss the replenishment during the conference; reserve a separate meeting space for members and allies to use for conversations and meetings; and organize a networking zone with GFAN AP and GFAN Africa. GFAN also will have strong presence at the pledging conference in the United States, where it will aim to inform and connect GFAN members while amplifying messages in support of the Global Fund.

DRM is a priority for **GFAN Africa**'s work around the 7th replenishment. Advocacy is centred around four objectives regarding DRM: civil so-

ciety capacity strengthening on health financing, universal health coverage and budget advocacy; better tools and evidence; educating decision makers on the importance of DRM; and input/influence on decision-making processes.

Raising awareness about the value of the Global Fund is one part of this work. An early activity was a "torch caravan" campaign from June to September 2021 that went to 20 countries, a symbolic reference to the 20 years that the Global Fund has been operating. A second phase focused on the February preparatory meeting, a virtual gathering that was significant for Africans because it was co-hosted by five African leaders. In conversations around what African leadership could bring to the Global Fund, the most commonly cited option was increased and sustained domestic resource for HIV, TB and malaria, and for health systems in general.

Other activities relating specifically to DRM have included 'training of trainers' on health issues and, in the area of better tools and evidence, supporting the improvement of a key DRM scorecard by adding qualitative evidence to make the results more relevant and useful. One finding in some of the advocacy work on Global Fund resource mobilization and DRM is that there are often questions about whether there is a mechanism to allow implementing countries to make pledges without the money leaving the country – which would mean that 'solidarity pledges' from these countries could be used specifically to support local Global Fund programmes.

**GFAN AP** in March 2022 launched its 'In extraordinary times...the power of more' campaign in support of the replenishment. A main activity was supporting the drafting and dropping off of let-

ters to embassies of donor countries in the region – and, if possible, arranging meetings to deliver them and make the case in person. The aim was to thank them for their previous support and encourage them to contribute generously to the 7th replenishment to ensure that at least \$18 billion is raised. During a global week of action associated with this campaign, nearly 350 community-based and other civil society organizations were involved, nearly 500 letters were received by 50 donor, and 36 meetings were held with donors.

Ongoing activities in this campaign include additional targeted sign-on letters, attending and rais-

ing awareness at high-level meetings and events, and social media activities that include playful components such as downloading stickers and folding (virtual) origami animals.

More generally around DRM, GFAN AP is preparing and releasing a series of ‘country investment case’ documents examining overall financing for HIV, TB and malaria responses. The six countries in the series are India, Indonesia, Sri Lanka, Nepal, Vietnam and Papua New Guinea, with reports regarding the first three countries released as of 1 June 2022.

## The Final Push Toward the Pledging Conference: Entry Points, Strategies & Activities for Advocacy in the Coming Months

Compared with previous replenishment years, the 2022 GFAN global strategy meeting took place much later in the overall process. The likely date of the pledging conference is less than four months from the meeting’s final day, which means much advocacy work will need to be compressed into a short time-frame.

Meeting participants were reminded that in addition to the resources offered by GFAN and other

civil society partners, the **Global Fund Secretariat** has created many campaign assets that all can use. All are available to view on its website. They include the investment case in multiple languages, a ‘Fight for what counts’ short film, and lots of stories from and about people who have directly benefitted from the Global Fund’s programming. Other items include clipboards, fill-in message boards, a digital photo-booth, social media tiles and visibility items (e.g., t-shirts).



# Updates from civil society delegations to the Global Fund Board

The three civil society delegations to the Global Fund Board are extensively involved in replenishment-related advocacy both in their 'official' Board roles as well as individually and collectively as members of civil society groups at national, regional and global levels. The delegations often collaborate closely on the Board, but they set their own focus areas and priorities. Representatives from all three at the GFAN global strategy meeting provided overviews of their current work, summarized below:

At its recent retreat, the **Communities Delegation** identified five priority focus areas:

- Eligibility, allocation and transition – with transition especially important for its members, to ensure that countries and communities have what they need after Global Fund support ends
- Decriminalization of communities and key populations
- Success of the 7th replenishment to fund the new Global Fund Strategy, which promises to further raise the profile of and funding for communities and civil society
- A direct Global Fund funding stream for communities and key populations, which is seen as essential to ensure the new Strategy delivers on what it
- CCMs/country ownership/dual-track financing. These closely linked structures and principles hold the key to more financing and engagement for communities

A core theme across these principles is that existing power imbalances at country level result in the stifling of community voices and limit available funding for them to do the full range of work to be effective – including community-led monitoring and advocacy.

One of the key aims of the **Developed Country NGO Delegation** is for the new Global Fund

Strategy to be implemented in ways that fulfill the promise of communities being at the centre. Other priority areas include:

- Stock-taking to ensure that CCMs work in the ways they are intended to, an effort that requires looking at charters and oversight rules
- Finding better and more robust ways to capture the Global Fund's impact in CRG (community, rights and gender) areas
- Developing and introducing new indicators on community systems strengthening (CSS) to better measure the extent and effectiveness of funding in this area
- Private-sector engagement and digitalization of health financing, both of which could help to boost efficiency and bring in new funds

Strategy implementation is also a priority for the **Developing Country NGO Delegation**, which is stressing the need for more funding and better engagement of communities for them to be at the centre. The delegation supports steps such as dual-track financing and direct financing for communities and key populations, both of which might be able to provide more extensive and sustainable funding for this crucial part of the Global Fund partnership. A related priority is to increase youth engagement in the Global Fund, which will require greater resources for them and their organizations.

In terms of resource mobilization, the delegation believes the transparency message should be highlighted. The Global Fund is frequently cited as the most or close to the most transparent multi-lateral institution. This is one of the reasons it is also one of the most inclusive, with communities and civil society 'inside' with influence on governance and decisions as well as serving as implementers.

## Key high-level upcoming events

Several advocacy entry points and opportunities from the beginning of June until the pledging conference were discussed at various points during the meeting. The following were considered among the most prominent events for GFAN and its members, listed in chronological order:

- **Commonwealth Heads of Government Meeting (CHOGM):** 20–25 June 2022 in Kigali, Rwanda. Delegations from 54 countries, including several heads of state, will gather for this meeting. It is seen as a key event at which to highlight the importance of fully funding the Global Fund with some key donors, including the United Kingdom, Australia and Canada. Multi-pronged advocacy efforts targeting the UK are considered especially important, given the great risk that its 7th replenishment pledge will be well short of the 30% increase needed to help reach the \$18 billion minimum target.

Also of note is that the Global Fund will participate in the Kigali Summit on Malaria and Neglected Tropical Diseases (NTDs), which will take place alongside CHOGM on 23 June 2022. This summit will be the first-ever global gathering to uniquely discuss Malaria and NTDs

- **G7 heads of state summit:** 26–28 June in Krün, Germany. Top political leaders of the major Global Fund donors will be attending. One goal of the Global Fund Secretariat is to seek references to the Global Fund in the health ministers' and development ministers' declarations and the leaders' communiqué. Advocacy efforts can also be coordinated through the Civil Society 7 (C7), an official engagement groups of the G7 that represents positions from international civil society.

- **International AIDS Conference:** 29 July–2 August in Montréal Canada. This event will likely offer numerous opportunities for GFAN members and their organizations to raise their voices in support of the Global Fund and its 7th replenishment goals. As the host, Canada will be a main advocacy target, but other donors will also be present as well as influential decision-makers from a wide range of countries. Given the media attention commonly given to the conference, it can also be an opportunity to raise public awareness more broadly about the Global Fund, its fundraising objectives, and the needs it aims to address.
- **Tokyo International Conference on African Development (TICAD):** 27–28 August 2022 in Tunisia. This gathering is the first TICAD to be held in Africa since 2016. The lead up to the meeting and the gathering itself represent opportunities for African leaders to make a strong case for a substantial Japanese contribution to the 7th replenishment, especially as the government seems unlikely to announce one before the event. Advocates in Africa are also aiming for text in the outcomes document to highlight the Global Fund and be supportive of increased efforts to address HIV, TB and malaria. Targeted advocacy with the African Union (AU) is also considered a good entry point regarding Japan because the AU Commission is one of the TICAD organizers.



## Additional brainstorming around three topics of major interest: FIF, UK challenge, & communications

Three break-out groups near the end of the meeting were organized to allow more in-depth discussion on some of the topics introduced during the meeting, based on level of interest and requests for additional information and support. These workshop sessions focused on the proposed financial intermediary fund (FIF), securing a quality UK contribution to the replenishment, and communications strategies for advocacy. Below are summaries of those sessions:

### Proposed financial intermediary fund (FIF)

A new, separate multilateral financing mechanism to focus on PPPR is not needed. And, as presented by the World Bank in its white paper released on 12 May (see Section 1.3), the FIF is a threat to the Global Fund and communities and civil society. 'Plan A' for advocates therefore should be to oppose its creation entirely.

That initial, preferred response and message should be taken in parallel with a 'Plan B', which is based on the assumption that a FIF will likely go forward and that it is important to influence it and work with it as Global Fund advocates. Some key principles and priorities include:

- The FIF should not be a parallel mechanism or structure that duplicates what already exists.
- The FIF should not undermine financing for exiting urgent public health needs, and therefore should be funded through additional ODA and not through the diversion of existing funds.
- Substantial funding from a FIF should go to the Global Fund, which among other things already has experience and a strategy around PPPR. The Global Fund also has already prov-

en to be effective, sustainable and inclusive and has systems in place to deliver most of what the FIF seeks to achieve. The Global Fund was not listed in the white paper among the entities eligible for funding by the PPPR FIF<sup>4</sup>, and most of the funding would go to the World Health Organization (WHO) and multilateral development banks.

- The FIF as currently proposed would exclude or severely limit the engagement of communities in civil society in all aspects of its operation, from decision-making to implementation to monitoring.

Preliminary ideas about where to make the case against the FIF include reaching out to Group of 20 (G20) financial and health ministers before the 20–21 June gathering of their countries' health ministers in Indonesia and identifying, reaching and seeking to influence key officials at WHO and the World Bank.

Preliminary action plans and ideas:

- developing global sign-on letters and targeting to relevant decision-makers;
- drafting a two-pager on what the FIF is and how it threatens the Global Fund (**GFAN to take responsibility**);
- developing questions for civil society to ask countries/governments about the FIF and their involvement;
- organizing a webinar by the end of July about the FIF, which will include discussion of how to influence the U.S. government, a main driver of the FIF idea (**GFAN to take responsibility**); and

- initiating discussions with the Global Fund Secretariat so that advocates can fully understand its viewpoint and messaging around the FIF, including what it focused on in comments on the white paper.

### United Kingdom challenges

Workshop participants discussed a range of strategies, entry points and activities aimed at influencing the UK government to be more generous in the 7th replenishment than it has signaled it will be, and ideally to increase its contribution by 30% in line with most other donors. They include the following:

- **Ambassador/embassy pressure on the UK from African governments and leaders.** This could include direct pressure from ambassadors based in London to the government; the Global Fund Secretariat working through ambassadors from preparatory meeting host countries to get a meeting with top UK officials; and advocates, including from Roll Back Malaria (RBM), working with the African Leaders Malaria Alliance (ALMA) to prepare official letters and make the case for the Global Fund.
- **Day of Action on 16 June**, organized by UK-based civil society groups in advance of CHOGM. Activities will include a sign-on letter delivered to embassies and other UK government institutions. Among the messages will be the economic return on investment of fully funding the Global Fund (as laid out in the investment case) and the potential threat to trading and other relationships with many Commonwealth members, including those in Africa.

Also in advance of CHOGM, there is a pos-

sibility for advocates and the Global Fund to arrange an event at the Kenyan embassy in London.

- **Activities at CHOGM, 20–25 June.** One strategy for advocates is to reach out to African and other Commonwealth leaders and encourage them to put pressure on the UK about its Global Fund support, which will also be a priority of Global Fund attendees. These efforts, along with those of technical partners, could include suggestions on messaging and approach to make the case. A Twitter storm is another timely strategy.
- **Use women and girls angle.** This could include targeted messaging, the involvement of Women4Global Fund (W4GF) and a briefing paper on women and girls being developed by the Global Fund.
- **Use LGBTQI+ angle during Pride Month (June).** This could include e-action targeting the UK government and calling it out to fully support the Global Fund if it wants to be taken seriously as a leader on LGBTQI+ issues. UK civil society groups will propose that the government have a dialogue with HIV and LGBTQI+ activists as part of the pressure campaign.
- **Other angles**, including engaging the faith community both in the UK and Africa and advocacy around World Mosquito Day (20 August).

### Communications strategies and approaches

The workshop session discussed ideas for how to undertake and improve advocates' communications and messaging around the 7th replenish-

ment and the Global Fund in general. The following were among the results of this brainstorming exercise:

- Cultivating and leveraging parliamentarians can be highly effective, but it takes constant work. Stressing the mutual benefits to parliamentarians can be a useful approach as they want to bolster their own images. It is important to keep these engagements ongoing so that when it comes time to ask for a favour of any sort, it is likely to be responded to quickly and successfully.
- The sequence of advocacy/lobbying should usually start off friendly and then move to 'less friendly' over time as needed. Being positive all the time is not possible or always effective. Naming and shaming can often be important, as can be marches and rallies that target decision-making bodies and individuals.
- Attaching stories to numbers brings them alive and makes them real. This is why personal interest stories from and by people benefiting from the Global Fund can be so effective.
- Good visuals are key in advocacy materials and activities. Having something "big and loud" can best reach the general public, including people who know little or nothing about the main issues involved.
- Campaigns and press trips are challenging to organize and can be expensive, but creative ways emerged during COVID-19 for how to do similar things cheaper and virtually. Hybrid approaches might make the most sense in the future.
- Messaging around issues that resonate with most donors – e.g., RSSH, human rights and gender – should be accompanied by numbers. Case studies can be as important as statistics when engaging with policy makers. These approaches can help sell the Global Fund as a vehicle of action and impact to decision-makers.



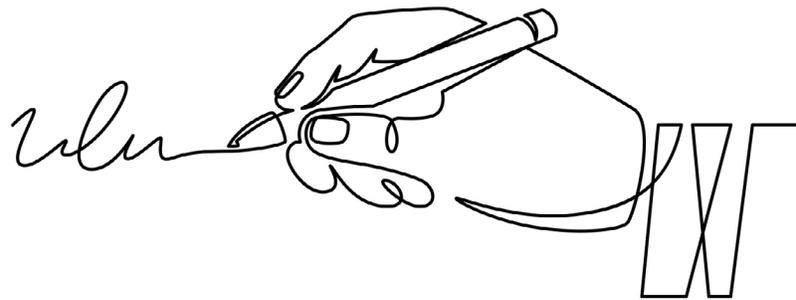
## Key high-level upcoming events

During the meeting, GFAN began putting together a comprehensive list of all the events, activities and plans mentioned by advocates at various points. Most of them involve or would otherwise benefit from collaboration across GFAN members.

The preliminary list of these items is available in the full GFAN presentation for the Berlin global meeting, available [here](#) and refers to the months of June, July and August/September. It lists a series of collaborations/events, materials/tools needed, and key issues to consider when 'looking ahead' from the perspective of effective advocacy to get a fully funded Global Fund.

Items under 'collaboration/events' include several civil society letters and campaigns aimed at various donors as well as events (e.g., the International AIDS Conference, CHOGM, TICAD) that are priorities for advocacy in the lead up to the pledging conference. Items under 'materials/tools' include things such as a DRM fact sheet and messaging regarding bilaterals vs. multilaterals.

This informal list is meant to be an ever-evolving one, with items to be added as needed. All GFAN members were encouraged to share any relevant items with GFAN for dissemination and support as needed. Such support could include raising awareness among members and helping to make letters, events and messaging more impactful.



## Annex 1. Updates and observations of the situation in Ukraine, including the Global Fund's response

German civil society partners arranged a special session during the GFAN meeting for updates and observations on the situation in Ukraine; the recording of the full discussion can be found [here](#). The Global Fund has long played an important and indispensable role in the country, including by supporting the provision of opioid substitution therapy (OST), antiretroviral treatment (ART) and TB treatment. It has been the main funder of programmes aimed at reaching and supporting key populations in all parts of the country, including the territories in the east occupied by Russia since 2014 ('non-government controlled areas').

In response to the Russian invasion of the rest of the country on 24 February 2022, the Global Fund quickly mobilized an extra \$50 million for Ukraine in an effort to ensure that these vital services were not interrupted for the tens of thousands of people who rely on them nationwide, including in occupied territories.

Three people deeply involved in these efforts participated virtually in the session. Two are Ukrainian advocates working for civil society organizations: Andriy Klepikov, the executive director of the Alliance for Public Health and the Global Fund Alternate Board member from the Developing Country NGOs Delegation, and Valeria Rachinska, the director of human rights, gender and community development at 100% Life. Klepikov joined the session from Lviv, Ukraine, and Rachinska from Italy. Both had fled from the capital, Kyiv, in the early days of the Russian invasion but had been helping to coordinate and sustain the delivery of vital interventions and services funded by the Global Fund. The third person providing observations was Francesco Moschetta,

a senior advisor on challenging operating environments (COEs) at the Global Fund, who is based in Geneva.

Klepikov and Rachinska noted that the sheer scale of the tragedy, including more than 5 million people leaving the country as refugees and up to 8 million internally displaced, has upended HIV and TB programmes to a significant extent. But they noted that to date, they and their organizations and allies had successfully worked to ensure that essential medicines and harm reduction commodities were continuing to reach the vast majority of clients.

The Global Fund was cited as an especially valued partner due to its flexibility and rapid response and decision-making, including in regard to re-programming already received resources as well as providing an additional \$50 million in funding. This helped the Alliance, 100% Life and other partners to quickly adapt to the humanitarian crisis, including by greatly expanding mobile services to reach displaced people, setting up shelters, increasing access to psychosocial support, and finding ways to deliver the services behind enemy lines.

Despite these relatively successful responses to date, both Klepikov and Rachinska stressed the severity of current and future threats to clients' health and safety. Many transgender people, for example, can no longer get access to affordable hormone therapy, and most cannot leave the country due to wartime laws mandating that all men between the ages of 18 and 60 must stay. OST access is perilous due to the destruction of one factory that produces methadone and various

complications related to security and permission from officials to travel in sensitive areas. A major concern is that Russia will completely prevent the use of OST in all the territories it has occupied, as it did in Crimea after seizing that region in 2014. Among the consequences was that lack of access to OST caused several people in Crimea to commit suicide in pain and despair.

In terms of future needs from the Global Fund, the two advocates said the country would benefit from more resources and support in areas such as rebuilding damaged clinics, further expanding mobile services while increasing the scope of what they provide, replenishing and sustaining naloxone supplies, and supporting the survivors of sexual violence related to the war.

According to Francesco Moschetta, the Global Fund has made considerable strides in recent years in adapting its work in COEs such as

Ukraine, with rapid and flexible reprogramming also having been done in places including Ethiopia, Mali and South Sudan. Some key flexibility and streamlining steps have included simplified contracting arrangements and collaboration with agencies such as the United Nations Children's Fund (UNICEF) to ensure that HIV and sexual and reproductive health and rights (SRHR) services remain accessible.



## Endnotes

- 1 The 14% Global Fund share is unchanged from the 6th replenishment, but the amount requested is significantly higher (\$18 billion compared with \$14 billion) for the 7th replenishment because the total projected resource needs as calculated by the Global Fund are so much greater. Meeting these needs will be a challenge. Domestic resources over the 2024–2026 implementation period are projected to be \$58.6 billion, which would constitute 45% of the total projected resource need. About 19% (\$25.2 billion) of the total is projected to come from non-Global Fund external funding (e.g., PEPFAR, other bilateral donors, foundations, etc). Together, these three sources would cover 78% of the total resource needs of \$130.2 billion calculated by the Global Fund in the investment case, which would leave a significant gap of \$28.4 billion (22%) in available investments. More details on the increase in need in the incoming year can be found in the GFAN [Fully Fund the Global Fund report](#).
- 2 The Development Assistance Committee (DAC), part of the Organization for Economic Cooperation and Development (OECD), is a forum for the world's largest providers of aid. As of June 2020, it had 30 members.
- 3 Our full [Private Sector brief can be found here](#).
- 4 As of the writing of this document in late June 2022, there are indications that the white paper language would not be used as is and that the Global Fund would in fact be eligible to receive funding from the PPPR FIF.