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| Subject | **Prioritisation of use cases under the Fragile and Humanitarian Approach for Gavi 6.0** |
| Agenda item | **12** |
| Category | **For Decision** |

## Executive Summary

**In July 2025, the Board approved a new Fragile & Humanitarian (F&H) Approach for Gavi 6.0, anchored in seven key shifts.** The new approach was initially costed at an incremental US$ 530 million for the Gavi 6.0 period in addition to investments of US$ 3.3 billion already planned in fragile and conflict countries in Gavi 6.0 through vaccine support and the cash budget. The F&H approach entails creation of a dedicated 'Gavi Resilience Mechanism' (GRM) to swiftly respond to unforeseen, time-bound needs arising during the strategic period.

**As part of the Gavi 6.0 recalibration, the Board reduced the incremental funding to US$ 380 million in July 2025**, along with reductions to vaccine support and the cash budget, bringing the total investments planned in fragile and humanitarian settings in Gavi 6.0 to US$ 3 billion. The Board decided in December 2025 that ~US$ 100 million in co-financing waivers for countries affected by conflict or humanitarian crises be accommodated within the US$ 380 million envelope**. The Board asked the F&H Alliance Advisory Group (AAG) to develop a proposal to prioritise use cases covered under the F&H Approach's incremental funding.**

The AAG assessed the use cases of the incremental funding against their contribution to the F&H Theory of Change, alignment with the Gavi mandate, and potential duplication with other funding channels. While AAG members expressed broad alignment on the prioritisation across use cases, views were not unanimous. The AAG engagement resulted in the following proposed adjustments:

- **Retain six out of seven use cases with some adjustments to indicative allocations, namely**
    - Catch up of missed communities (reduction from US$ 40 million to US$ 30 million)
    - Settings that require humanitarian programming (retained at US$ 70 million) – *part of the GRM*
    - Newly arising needs in chronically fragile settings and sub-national pockets (reduction from US$ 35 million to US$ 15 million) – *part of the GRM*
    - Middle Income Countries in the catalytic phase facing fragility or emergencies (reduction from US$ 80 million to US$ 55 million) – *part of the GRM*
    - Emergencies including outbreaks not covered through existing mechanisms (retained at US$ 110 million) – *part of the GRM*
    - Provision for co-financing waivers (retained at US$ 100 million)

- **Remove support for traditional vaccines as a standalone use case,** while retaining exceptional flexibility through existing GRM use cases.

**The Programme and Policy Committee (PPC) endorsed the reprioritisation outcomes**, while noting the difficult trade-offs on "traditional vaccines".

**The operationalisation of the F&H Approach is underway as part of the broader roll-out of the Gavi 6.0 strategy and Grant Management Reform.** Countries are expected to reflect the F&H shifts within their single applications for five-year Gavi support where applicable. In line with the Board's guidance and given the high expected demand, annual indicative spending limits for GRM will support a balanced consumption profile across the use cases, while maintaining reasonable fungibility between them. Gavi Secretariat will adopt a prudent, criteria-based approach to funding allocation. Interim arrangements for committed and urgent applications for the GRM are in place, with full operationalisation planned for Q3 2026. PPC members noted the need for clarity and transparency on F&H Approach funds management, and ensuring meaningful humanitarian expertise and partner engagement in operationalisation.

## Action Requested of the Board

The Gavi Alliance Programme and Policy Committee **recommends** to the Gavi Alliance Board that it:

- **Approve** the proposed reprioritisation of use cases under the Fragile and Humanitarian Approach attached as Annex A to Doc 12.

## Next steps/timeline

- Complete operationalisation of the F&H Approach, including launching the Gavi Resilience Mechanism (GRM) in Q3 2026

## Previous PPC or Board deliberations related to this topic

- **In May 2026 PPC meeting book:** Doc 8b - *Prioritisation of use cases under the Fragile and Humanitarian Approach for Gavi 6.0 (and Annex)*
- **In December 2025 Board meeting book**: Doc 05a – *Follow up on Gavi 6.0 Recalibration Retreat including recalibration programme reductions*
- **In July 2025 Board meeting book**: Doc 10 – *Approach to Fragile and Humanitarian settings (and Annexes)*
- **In December 2024 Board Meeting book:** *Doc 06, Annex B – Gavi 6.0 Fragile & Humanitarian Approach*

**Report**

1. **Recap of Fragile & Humanitarian (F&H) Approach**

1.1 **F&H settings represent a growing share of Gavi-supported countries, with 34% of zero-dose children in Gavi-eligible countries residing in fragile-classified[1] countries in 2024 up from 23% in 2019.** Immunisation outcomes remain poor with the average coverage of the third dose of the diphtheria, pertussis and tetanus vaccine (DTP3) at just 65%, significantly lower than the 85% average in other Gavi-eligible countries[2]. Consequently, the Gavi 6.0 strategy calls for targeting and tailoring support to specific needs in these settings. To respond, in July 2025 the Gavi Board approved the F&H Approach for Gavi 6.0. Pre Gavi 6.0 strategy recalibration, the new approach was initially costed at an incremental US$ 530 million[3] for the Gavi 6.0 period in addition to investments of US$ 3.3 billion already planned in fragile and conflict countries in Gavi 6.0 through vaccine support and the cash budget.

1.2 **The F&H approach is grounded in seven key shifts:**

1. Focus on context-appropriate vaccines including traditional vaccines;
2. Drive new programmatic approaches to reach missed communities and zero-dose children including catch-up immunisation;
3. Institute new ways to direct immunisation resources to missed communities and zero-dose children;
4. Support sub-national fragile settings in non-fragile countries and fragile & humanitarian settings in countries in the catalytic phase;
5. Establish immunisation as humanitarian health practice;
6. Create a dedicated 'Gavi Resilience Mechanism' (GRM) to swiftly respond to unforeseen, time-bound needs; and
7. Ensure a better equipped Gavi Secretariat

1.3 **These shifts are embedded in a Theory of Change** intended to maintain or increase immunisation coverage, reach missed communities, embed immunisation in humanitarian programming, and ensure continuity despite shocks.

1.4 **The incremental funding had six use cases that enable some of the seven key shifts of the F&H approach:**

- Support for traditional vaccines (linked to shift 1)
- Catch up of missed communities (linked to shift 2)
- Settings that require humanitarian programming (linked to shift 3) – *part of the GRM*

[1] As per the Fragility, Emergencies, and Displaced Populations (FED) Policy.
[2] WUENIC 2025 data.
[3] Based on midpoint estimates for the use cases. Total range of estimated incremental cost was ~ US$ 485 – 575 million.

- Newly arising needs in chronically fragile settings and sub-national pockets (linked to shift 4) – *part of the GRM*
- Middle Income Countries in the catalytic phase facing fragility or emergencies (linked to shift 4) – *part of the GRM*
- Emergencies including outbreaks not covered through existing mechanisms – *part of the GRM*[4]

1.5 **As part of the Gavi 6.0 recalibration, the Board reduced the incremental funding to US$ 380 million in July 2025, applying a proportional reduction across the use cases.** It decided in December 2025 that ~US$ 100 million in projected co-financing waivers for countries affected by conflict or humanitarian crises be accommodated within this funding as a seventh use case. Considering these changes, the **Board asked the F&H Alliance Advisory Group (AAG) to develop a proposal to prioritise use cases covered by the incremental funding**.

## 2 Prioritisation of use cases

2.1 **The Gavi Secretariat has facilitated engagement of the AAG through five meetings, complemented by individual consultations.** An assessment framework with discrete criteria designed to maximise impact of the remaining, incremental F&H funding was applied to individual use cases to inform their prioritisation and update indicative funding allocations (see Annex A to Doc 12)[5]. While the AAG expressed broad alignment on the prioritisation across use cases, views were not unanimous. One alternative suggestion, for example, was to restructure the use cases into a shorter list, representing a significant departure from the Board-approved use cases. The PPC and AAG also flagged concerns regarding adequacy of proposed funding levels to meet expected needs, especially for reaching zero-dose children in F&H settings.

2.2 **As a result, some adjustments to relative cost shares are recommended for the following use cases, resulting in changes to absolute funding:**

- **Catch-up of missed communities (relative share maintained; reduction from US$ 40 million to US$ 30 million):** This use case demonstrates strong alignment with equity objectives and builds on the success of the Big Catch-up.

- **Settings that require humanitarian programming – *part of the GRM* (relative share increased; kept at US$ 70 million):** While some duplication exists with funding available through the Vaccine and Cash Budgets[6], this use case fares strongly across all other assessment criteria.

[4] Use cases within the Gavi Resilience Mechanism (GRM) are intended to respond to unforeseen needs through a dedicated agile funding mechanism.
[5] Cofinancing waivers were not included in the assessment mapping exercise as they are expected to be fully utilised.
[6] Under Shift 3 of the F&H Approach, Gavi aims to institute new ways to direct immunisation resources to missed communities and zero-dose children. In these settings, where national plans do not include missed communities,

- **Newly arising needs in chronically fragile settings – *part of the GRM* (relative share reduced; reduction from US$ 35 million to US$ 15 million):** This use case moderately aligns some dimensions of the assessment framework. There is also some duplication risk with the Cash Budget due to a 10% fragility multiplier already included in the HSIS allocation formula for chronically fragile countries.

- **Middle-income countries in the catalytic phase facing fragility or emergencies – *part of the GRM* (relative share maintained; reduction from US$ 80 million to US$ 55 million):** This use case shows alignment with several dimensions of the assessment framework as well. Some AAG and PPC members noted that a further reduction could be justified. However, given existing commitments and demand pipeline for this use case, a further reduction would limit the ability to respond to new needs.

- **Emergencies including outbreaks not covered through existing mechanisms – *part of the GRM* (relative share increased; kept at US$ 110 million):** This use case demonstrates strong alignment with all criteria.

- **Provision for co-financing waivers (kept stable at US$ 100 million):** These projected co-financing waivers need to be fully accommodated, per the previous Board steer.

2.3 **It is recommended to remove support for traditional vaccines as a standalone use case (formerly US$ 45 million).** While this use case has a high health impact, it has limited alignment with Gavi's core mandate to support introduction and scale-up of new vaccines. Currently, potential alternative funders (e.g., bilateral and multilateral development banks) continue to be engaged in certain contexts. Shifting this funding to Gavi was not seen as prudent in the current fiscal environment to avoid funding displacement effects. WHO and UNICEF expressed concerns given other funders' financial constraints and health impact estimates associated with this use-case. In line with AAG and PPC guidance, Gavi would retain exceptional, time-bound[7] flexibility to support traditional vaccines[8] through existing GRM use cases, where humanitarian programming[9] is required and alternative financing options have been exhausted (see Annex A). An update to the Fragility, Emergencies and Displaced Populations (FED) policy will be submitted to the PPC in the second half of 2026 to hardcode this approach into the FED policy.

Gavi's updated Fragile, Emergencies and Displaced Populations (FED) Policy allows for the Secretariat to allocate vaccines and cash support within the country's vaccine and cash budgets to partners directly.

[7] Support limited to up to 12 months, with the understanding to transition to alternative financing mechanisms beyond the period of support.

[8] Includes global vaccines not supported by Gavi (OPV, BCG) and vaccines not supported in specific countries due to prior introduction (Measles-containing vaccines, HepB, Yellow Fever, D,T,P containing vaccines).

[9] Refers to delivery pathways through humanitarian actors operating in conflict, displacement, disaster, and crisis settings, with the operational presence, access, and acceptance required.

2.4 **Table 1[10] below provides an overview of the resulting, proposed funding allocation and relative funding shares.**

| Use case | | Indicative allocations post Gavi 6.0 recalibration | Relative share | Proposed new indicative allocations | New relative share |
|---|---|---|---|---|---|
| Traditional vaccines | | US$ 45 million | 10% | US$ 0 | 0% |
| Catch-up of missed communities | | US$ 40 million | 10% | US$ 30 million | 10% |
| GRM | Settings that require humanitarian programming | US$ 70 million | 20% | US$ 70 million | 25% |
| | Newly arising needs in chronically fragile settings | US$ 35 million | 10% | US$ 15 million | 5% |
| | Middle-income countries in the catalytic phase facing fragility or emergencies | US$ 80 million | 20% | US$ 55 million | 20% |
| | Emergencies including outbreaks not covered through existing mechanisms | US$ 110 million | 30% | US$ 110 million | 40% |
| **Total (without cofinancing waivers)** | | **US$ 380 million** | **100%** | **US$ 280 million** | **100%** |
| Provision for co-financing waivers | | n/a | n/a | US$ 100 million | n/a |
| **Total (with cofinancing waivers)** | | **US$ 380 million** | **n/a** | **US$ 380 million** | **n/a** |

***Table 1:*** *Summary of indicative allocations by use case*

## 3 Operationalisation of the F&H Approach

3.1 **Core grant management processes**: Countries are expected to reflect the F&H shifts within their single application for five-year Gavi support where applicable. Relevant information has been incorporated into the Gavi 6.0 Funding Guidelines launched in April and is amplified through the broader Gavi 6.0 and Grant Management Reform (GMR) change management activities. For example, countries are encouraged to incorporate approaches to support context-appropriate vaccines, reach missed communities and address needs in fragile sub-national settings (F&H shifts 1, 2, 4). The Secretariat has also begun to ensure delivery of vaccine and cash funding in specific situations where national plans do not include missed communities and programming must adhere to humanitarian principles by earmarking funds within the country-specific Gavi 6.0 Vaccine and Cash Budgets (shift 3).

3.2 **Partner engagement:** Gavi will adopt a more structured approach to partner engagement to deepen collaboration and alignment with the humanitarian ecosystem at global, regional, and country level (shift 5). This will be done, for example, through strengthened country-level coordination to integrate immunisation within primary health care and humanitarian responses, engagement with global and country health clusters, and use of real-time alerts and situational information on emergencies, outbreaks and humanitarian threats to inform responses.

[10] All numbers are rounded.

3.3 **Gavi Resilience Mechanism (GRM):** The GRM (shift 6) will be launched in Q3 2026. An interim mechanism is in place until the prioritisation of F&H use cases has been approved by the Board. The Secretariat has detailed the use cases in the GRM and developed a process and criteria to manage them in line with the Board's steer to embrace appropriate fungibility across use-cases, while also ensuring funding across the Gavi 6.0 period. The PPC requested clarity on the GRM funds management, as outlined below:

- **Annual indicative spending limits, based on Table 1, are intended to support a balanced allocation of funds** across the Gavi 6.0 period, while allowing for some frontloading in 2026–2027 to accommodate existing commitments and the transition into Gavi 6.0.
- **To maintain flexibility, tolerance bands of up to 20% around the annual indicative limits may be applied,** enabling responsiveness to urgent needs while reducing the risk of early depletion of funds.
- **Fungibility across use cases can apply.** If one use-case is subject to higher demand and approved needs, allocating some incremental funding from another use-case may be considered, while remaining within the annual indicative limits and tolerance bands. Such cases and associated rationale will be clearly documented.

Applications will be processed by the Secretariat using existing review and approval mechanisms (e.g., Independent Review Committee reviews and/or Secretariat GO Group approval[11])[12]. The Secretariat will also closely monitor demand and utilisation across use cases and assess whether rebasing of use case allocations is merited. A high-level annual update on the GRM will be provided to the PPC, covering funds consumption, significant risks, challenges and key learnings. A mid-cycle review in 2028 will inform course correction for the remainder of Gavi 6.0.

There remains a residual risk that in responding to urgent, unforeseen and diverse needs, **GRM funds may still be depleted prior to the end of the Gavi 6.0 period** despite the criteria put in place, and/or **the Secretariat may be unable to meet all high priority needs.**

3.4 **Gavi Secretariat readiness:** As part of the GMR, the Secretariat is in the process of streamlining operational processes and strengthening capabilities to enable effective delivery in complex F&H settings (shift 7).

## <u>Annexes</u>

**Annex A**: Supporting Information

[11] The Grant Operationalisation (GO) Group is a Secretariat senior-leadership committee that approves and enables implementation-ready grants and ensures adequate programmatic risk mitigation measures.
[12] In exceptional, time-sensitive circumstances, the Secretariat may exercise flexibility and a higher risk tolerance to advance funding in line with the Fragility, Emergencies and Displaced Populations (FED) Policy.