

# Joint Evaluation of COVAX (2020–2023)

Ensuring equitable supply and delivery of vaccines during COVID-19: what worked, what didn't and what's next?

## What's COVAX?

Launched during the COVID-19 pandemic, COVAX aimed to ensure fair access to COVID-19 vaccines globally. **Co-led by CEPI, Gavi, WHO, and UNICEF**, it combined global procurement with country-level delivery support. COVAX was the first global mechanism of its kind, designed and deployed at unprecedented scale during the COVID-19 pandemic.

## How do you deliver COVID-19 vaccines fairly at speed during a global pandemic?

**This independent joint evaluation**, commissioned by Gavi with COVAX partners, examines the full scope of the COVAX effort:

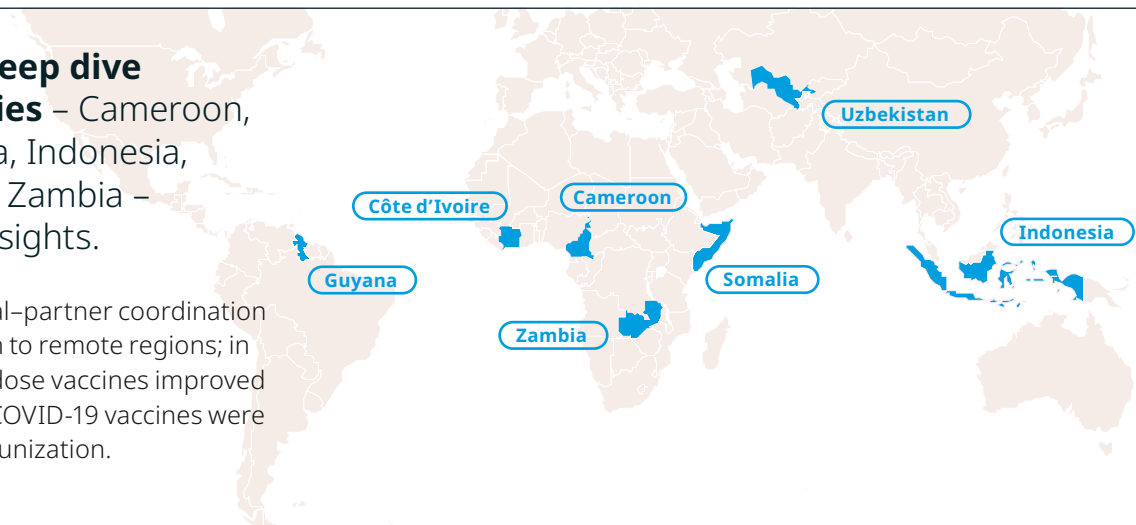
- **Procurement and allocation** through the COVAX Facility and Advance Market Commitment.
- **Country-level delivery** via the COVAX Delivery Pillar.

The evaluation captures what enabled success, where systems faced limitations, and what it will take to do better next time. The evaluation employed a non-experimental, theory-based evaluation using a systems lens to assess the implementation and adaptation of the COVAX Facility and AMC and Delivery Pillar Efforts in achieving their intended results.

Key lessons from 147 countries, including deep dives in seven, offer a roadmap for future pandemic preparedness and vaccine equity.

**Case studies and deep dive from seven countries** – Cameroon, Côte d'Ivoire, Guyana, Indonesia, Somalia, Uzbekistan, Zambia – provide grounded insights.

For example, strong national-partner coordination in Guyana enabled outreach to remote regions; in Somalia, pivoting to single-dose vaccines improved uptake; and in Uzbekistan, COVID-19 vaccines were integrated into routine immunization.



“COVAX really brought a lot of vaccines to Cameroon, which we could not have bought ourselves. The EPI also gained cold chain equipment and technical assistance.”  
– Cameroon Ministry of Health

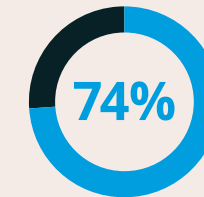
## EVALUATION FINDINGS

COVAX delivered nearly

**2 billion doses**

of COVID-19 vaccines to

**147 countries**



of all doses in low-income countries, demonstrating that multilateral mechanisms can deliver equitably in a crisis.



**Global coordination** was agile, but regional structures were underused and roles remained unclear, limiting responsiveness and country ownership.

An **end-to-end model** emerged over time, but early gaps in strategy, planning, and coordination reduced COVAX's ability to act swiftly and equitably.



COVAX helped ensure **equity** between countries, but limited focus on intra-country equity made it harder to reach the most vulnerable.



**Delivery financing** was initially rigid and insufficient and only became more flexible in 2022.

## RECOMMENDATIONS

### EQUITY

Mechanisms should promote both inter- and intra-country equity through early planning and local engagement.

### FINANCING

Delivery support should be adequately funded, timely, flexible, and integrated from the start.

### GOVERNANCE

The evaluation calls for clearer objectives, more inclusive leadership, and stronger regional engagement.

### SUSTAINABILITY

Transition and long-term systems strengthening require early planning, grounded in clearly defined roles and comparative advantages across levels and partners.

**Why does it matter?** The next global health emergency will demand faster, more inclusive, and better coordinated responses. This evaluation provides evidence to strengthen future partnership mechanisms—from governance to delivery, from financing to equity.