

# L'Initiative's Strategy for 2020-2025

Ensuring access to quality, integrated, and people-centered health services for all and ending the HIV/AIDS, tuberculosis, and malaria pandemics.



Update: 1st quarter 2023

---

# FOREWORD

This updated strategy was drafted to pursue the work that began in early 2020 in response to an evolving context. During the Seventh Replenishment conference of the Global Fund to Fight AIDS, Tuberculosis, and Malaria, **French President Emmanuel Macron announced an increase in France's contribution to the Global Fund and a much greater share of this allocation to L'Initiative.** In his speech, he outlined several French priorities for global health and the Global Fund's work:

- **Contribute to strengthening health systems**, namely by supporting training for health care workers in Africa in collaboration with the WHO Academy;
- **Expand access to care in remote areas** by improving diagnostic capabilities and increasing the capacity of labs and their networks;
- **Encourage the better use of domestic health resources**, based on a State-centered approach (governance and leadership) to support country ownership;
- **Support local production**, particularly on the African continent and via purchasing centers and regulatory authorities;
- **Foster access to innovation** through a stronger partnership with Unitaïd;
- **Promote gender equality in access to care** through a rights-based approach to sexual and reproductive health and rights (SRHR).

This update to L'Initiative's strategy also takes into account the new 2023-2028 Global Fund Strategy and the results and recommendations of the Strategic and Formative Evaluation of L'Initiative's work conducted between fall 2021 and summer 2022. Moreover, this strategy is aligned with the new "France's Strategy for Global Health," to which L'Initiative contributed.

This update to our strategy, initiated by L'Initiative staff, was widely discussed with our supervising authority, the French Ministry for Europe and Foreign Affairs, and members of the steering committee.

We also spoke about this update several times with the Global Fund Secretariat and had occasional discussions with L'Initiative's partners.

---

# TABLE OF CONTENTS

## Introduction

A Strategy to Tackle Future Challenges Editorial by <b>Éric Fleutelot</b> , .....	P. 2
L'Initiative, More Than 10 years of Fighting Pandemics and Supporting Health Systems.....	P. 4
The 11 Areas of Change for L'Initiative.....	P. 5

## Background

The Emergence of a New Pandemic Slowed the Fight against HIV/AIDS, Tuberculosis, and Malaria .....	P. 7
Pursuing Our Efforts.....	P. 8
Contributions to the Sustainable Development Goals .....	P. 11

## Strategic Framework

Vision, Mission, and Values .....	P. 12
Operational Perspectives .....	P. 13
General Objective	
Operational Objectives	
Intervention Approaches	
Strategic Pillars .....	P. 14
Mobilizing Skills	
Supporting Catalytic Projects	
Producing and Sharing Knowledge	
Boosting the Influence of French or French-Speaking Actors	

## Governance

Eligible Countries	P. 22
--------------------	-------



**Éric Fleutelot**

*Technical Director of the  
Major Pandemics Unit,  
Health Department*

# A Strategy to Tackle Future Challenges

L'Initiative 5% was founded at the end of 2011 to support France's policies. Under the supervision of the French Ministry for Europe and Foreign Affairs, L'Initiative aims to focus efforts on the objectives and projects financed by the Global Fund. **We are inherently committed to supporting the populations and countries most affected by the HIV, tuberculosis, and malaria epidemics while serving the aims of the Global Fund and France's values around global health.** In 2020, we changed our name to L'Initiative.

This instrument, which was first overseen by France Expertise Internationale, is now the oldest program under Expertise France, which runs L'Initiative out of its health department. This department develops, puts together, and implements various programs based on most of the WHO's health system building blocks.

L'Initiative helps coordinate multilateral and bilateral French aid to fight the three pandemics by contributing French and/or French-speaking expertise that is tailored to the country's needs. We finance and implement core projects to change national health policies and practices in countries that receive Global Fund grants by supporting the ecosystem that fights pandemics to optimize the collective impact of the Global Fund partnership. We produce knowledge, conduct analyses, and help inform the French Ministry of Europe and Foreign Affairs' decisions as part of the Global Fund's governance.

L'Initiative supports or implements activities that contribute to the joint efforts needed to combat HIV/AIDS, tuberculosis, malaria and, more recently, Covid-19 and the Ebola epidemic in West Africa, along with the associated coinfections and comorbidities. In this vein, increased research has been conducted on HIV-associated cancers such as cervical cancer; on diabetes, tuberculosis, and HIV; and on viral hepatitis. L'Initiative also continues to invest in strengthening systems for health, which are essential to achieving the objectives regarding the three main pandemics under the Sustainable Development Goals (SDGs).

This updated strategy will allow L'Initiative to intensify our efforts and support, particularly in the most vulnerable countries. Our approach is complementary to the work of the Global Fund, which focuses its support

and strengths wherever it will have the greatest impact. The strategy is also driven by the geographical priorities of French official development assistance (ODA)<sup>1</sup> and, as reaffirmed by the French president, by the need to support the most fragile countries in French-speaking Africa.

L'Initiative is pursuing our efforts to promote universal and equitable access to quality health care, particularly for the most vulnerable or marginalized populations, to help advance universal health coverage. We continue to place particular emphasis on gender equality, in line with French feminist diplomacy,<sup>2</sup> and defending and promoting human rights.

L'Initiative has clearly demonstrated our ability to quickly respond to countries' needs to improve their access to Global Fund financing and better implement the grants they receive.<sup>3</sup> However, to tackle future health challenges stemming from emerging diseases and climate change<sup>4</sup> and respond to the growing demands of our supervisory ministry, we must adapt our way of working by applying the recommendations of the Strategic and Formative Evaluation wherever possible.

We will need to make changes in everything we do. The Expertise Channel will continue to provide rapid and flexible responses to country requests, but L'Initiative will also develop a longer-term vision with strengthened technical support measures and improved planning for skills mobilization. In parallel, the Projects Channel will receive greater resources to support more NGOs, research institutes, national programs, and so on. Our goal is to encourage experimentation, programming risks, and innovative approaches, with an even greater focus on the "One Health" approach. We also want to support projects that try to modify practices and working methods or drive changes in health policies and programs in particular countries. In addition, L'Initiative will expand support to scale up certain projects. Lastly, in response to the evaluation, the Pilot Channel will become an "Accelerator" that offers customized support, as a complement to the other channels, for challenges that have been neglected – primarily around strengthening systems for health, with an initial focus on human resources.

L'Initiative aims to provide long-term technical assistance and project support via a differentiated, individualized approach: country by country, organization by organization. We must co-construct projects to create opportunities for capacity-building and skills development. The anticipated changes, in terms of quality and performance, require a longer-term investment with intervention periods that are adapted to needs, particularly when supporting systems for health.

Lastly, we are reaffirming our commitment to quality health services, with a focus on basic health care that is better integrated and located in local communities. Similarly, the process of scaling up via Global Fund grants requires us to focus on maintaining and building on the progress made in recent years.

<sup>1</sup> The 2018 Interministerial Committee for International Cooperation and Development (CICID), which should reconvene in mid-2023.

<sup>2</sup> [www.diplomatie.gouv.fr/en/french-foreign-policy/feminist-diplomacy/](http://www.diplomatie.gouv.fr/en/french-foreign-policy/feminist-diplomacy/)

<sup>3</sup> L'Initiative's Strategic and Formative Evaluation: [www.initiative5pour100.fr/en/documents/key-linitiative-data-two-three-year-strategy-periods-2017-2022-550](http://www.initiative5pour100.fr/en/documents/key-linitiative-data-two-three-year-strategy-periods-2017-2022-550)

<sup>4</sup> According to the UNAIDS Global AIDS Update 2022, "In Danger," the impact of the Covid-19 pandemic and emerging diseases have undermined the last few decades of progress against HIV, tuberculosis, and malaria. All health systems have been disrupted and countries must prepare to respond to new emerging illnesses and pursue their efforts to improve the health of their populations.

# More Than 10 Years of Fighting Pandemics and Supporting Health Systems

After contributing to the Global Fund's creation in 2002, France is now one of its main supporters. The country is the second-largest long-standing donor and the largest donor in the European Union. France provides the Global Fund with continuous political support and champions the founding values at its core: the important role of affected communities and civil society; country ownership and high levels of transparency and accountability; interventions in fragile countries; support for key populations; and a human rights, gender, and evidence-based approach.

Since December 2011, France has allocated a fraction of its Global Fund contribution to supporting capacity building in eligible recipient countries, particularly French-speaking nations, via L'Initiative. This indirect contribution mechanism was called L'Initiative 5%, as it was originally intended to represent 5% of France's contribution to the Global Fund. In light of our success, the French Ministry for Europe and Foreign Affairs increased L'Initiative's funding to an average of 7% between 2017 and 2019 and then set the funding allocated to 9% of the French contribution to the Global Fund for 2020-2022.

This mechanism was created to address difficulties many countries face in accessing and effectively implementing Global Fund financing to achieve the target of ending the AIDS, tuberculosis, and malaria pandemics by 2030. The Global Fund's Office of the Inspector General described these difficulties in the Advisory Report on Grant Implementation in West and Central Africa.<sup>1</sup> L'Initiative's effectiveness and importance in this ecosystem are now widely recognized and were reaffirmed by the recent Strategic and Formative Evaluation.

During the Seventh Replenishment Conference in New York, President Macron increased France's contribution to the Global Fund by 23% to 1.596 billion euros for the three-year period and increased the share allocated to L'Initiative by 20% (i.e., 319.2 million euros for 2023-2025). In his speech, the French president outlined several priorities: supporting training for health care workers (in collaboration with the WHO Academy and with a focus

on Africa), strengthening systems for health,<sup>2</sup> helping partner countries improve their health sovereignty and access to Global Fund resources, supporting local production of health care products, and improving gender equality.

The French Ministry of Europe and Foreign Affairs supervises L'Initiative and has delegated its management to Expertise France, a French agency for international technical cooperation. L'Initiative plays an active part in implementing France's contribution to the Global Fund and bolstering the influence of French and French-speaking global health players.



<sup>1</sup> [www.theglobalfund.org/en/oig/reports](http://www.theglobalfund.org/en/oig/reports)

<sup>2</sup> A health systems strengthening intervention is one that goes beyond supplying inputs, addresses more than one illness, and has a long-term impact. In addition, a health systems strengthening intervention should foster equitable access to care (equity), become integrated into a national health program (ownership), be based on scientific data and results/methods, meet expressed needs on the ground, and adapt to changing contexts.



# The 11 Areas of Change for L'Initiative

Starting in 2023, L'Initiative will broaden our support through several strategic and operational changes.

## Strategic Changes

- Alignment with France's strategies for global health (2023-2027) and sexual and reproductive health and rights (SRHR<sup>1</sup> 2022-2026); the EU Global Health Strategy (2023-2027);<sup>2</sup> and the Global Fund Strategy (2023-2028)<sup>3</sup>.
- Integration of the "One Health" approach into L'Initiative's mode of operation and systematic commitment to reducing the impact that projects we support have on the climate, the environment, and biodiversity.
- Alignment with French feminist diplomacy by complying with the commitment to gender equality outlined in Expertise France's contract of objectives and resources, in line with the goals of the French Programming Law on Inclusive Development and the Fight Against Global Inequalities for 2025 (75% of French bilateral ODA must have gender equality as

a main or significant objective and 20% should have gender as the main objective, based on the OECD's Development Assistance Committee gender equality policy marker).

- Updating the list of eligible countries<sup>4</sup> while continuing to focus on French-speaking countries in sub-Saharan Africa, where the diseases have the greatest impact. →

<sup>1</sup> Definition of SRHR from the 2018 Guttmacher-Lancet Commission: "Sexual and reproductive health is a state of physical, emotional, mental, and social well-being in relation to all aspects of sexuality and reproduction, not merely the absence of disease, dysfunction, or infirmity. Therefore, a positive approach to sexuality and reproduction should recognize the part played by pleasurable sexual relationships, trust, and communication in the promotion of self-esteem and overall well-being. All individuals have the right to make decisions governing their bodies and to access services that support that right."

<sup>2</sup> [ec.europa.eu/commission/presscorner/detail/en/ip\\_22\\_7153](https://ec.europa.eu/commission/presscorner/detail/en/ip_22_7153)

<sup>3</sup> [www.theglobalfund.org/en/strategy/](https://www.theglobalfund.org/en/strategy/)

<sup>4</sup> [www.initiative5pour100.fr/en/where-do-we-act](https://www.initiative5pour100.fr/en/where-do-we-act)

# Operational Changes

To address the priorities outlined by the French president for the 2023-2025 cycle, these changes will entail:

- Enhancing the efficacy of Global Fund investments to achieve lasting improvements in the fight against pandemics and strengthening health systems - including community health systems;
- Strengthening partnerships between L'Initiative and other French and international partners to ensure that France's global health actions are consistent with those of others;
- Mobilizing top-notch technical expertise over time, particularly from the French-speaking world, to influence policy and promote France's values and priorities.
- **An Expertise Channel** to ensure countries, especially the most vulnerable, have access to Global Fund financing and improve grant absorption, particularly in French-speaking Africa. This will require greater planning and streamlining based on the model of enhanced technical assistance. This also includes a commitment to better monitoring and evaluation of technical assistance missions and their gender approach wherever possible. We will pay particular attention to national health financing. To do so, greater availability of French-speaking expertise will allow us to promote France's priorities within the Global Fund partnership. We will also bolster the mechanism to coordinate and assess the performance of these experts.
- **A Projects Channel** that will authorize funding over a longer period (up to 60 months) for projects and increase the median grant amount. Projects selected via calls for projects must have a catalytic objective, meaning they seek to change health care practices and/or policies, and, whenever possible, intend to scale up and strongly integrate a gender approach.
- **The creation of an "Accelerator" to replace the Pilot Channel:** a tool that complements other L'Initiative support to focus on priority themes chosen by the Steering Committee. This will make it possible to use several modes of intervention (technical assistance, project financing, grants to institutions, or a structuring fund) that are gender sensitive, particularly regarding:
  - **Human resources for health as the top priority**, through programs to increase the size and skills of the health care workforce, or through HR components in projects with alternative themes. Whenever possible, these investments in human resources for health should support the development of the WHO Academy (co-construction of online courses, support for the emergence of a local talent pool, etc.);
  - **The Accelerator could also authorize interventions to address neglected issues** in a limited number of countries, such as strengthening laboratories and their networks, helping purchasing centers and regulatory authorities increase local production of quality health care products, improving governance and leadership, strengthening community health systems, and helping to operationalize France's SRHR strategy.
- Increased support for operational research in collaboration with research institutes in eligible countries to strengthen South-South cooperation. The catalytic aspect of such research, including "One Health" approach, is critical for making changes to policies and practices. Operational research will be bolstered by a dedicated unit and increased resources.
- Stronger commitment to monitoring-evaluation, accountability, and learning with specific tools and resources to better evaluate the results and impact of our support while encouraging knowledge production and sharing, including a scaling up objective.
- Improved interactions and implementation synergies with our technical partners and technical assistance providers in collaboration with the Global Fund (such as Unitaïd, WHO, UNAIDS, Roll Back Malaria Partnership, Stop TB Partnership, GAVI Alliance, Gates Foundation, etc.) and stronger partnerships between French, French-speaking, and European actors (the research community, including ANRS-MIE and IRD, foundations, NGOs, State operators such as AFD and Expertise France) and other initiatives such as the French Muskoka Fund.
- Criteria to assess and evaluate the technical assistance and projects supported or implemented that consider the specific context of the country, such as those in a challenging operating environment.



# Background

## The Emergence of a New Pandemic Slowed the Fight Against HIV/AIDS, Tuberculosis, and Malaria

Since 2000, worldwide action through the Global Fund partnership has saved 50 million lives and improved access to health care in the communities most affected by HIV/AIDS, tuberculosis, and malaria. But the emergence of the Covid-19 pandemic has severely hampered progress in recent years.

The impact on the fight against tuberculosis has been particularly drastic. In 2020, the number of tuberculosis deaths rose for the first time in over a decade, reaching 1.5 million (including 214,000 people also infected with HIV). According to WHO predictive models, the number of people who contract and die from the disease could be much higher in 2021 and 2022. This means we are not on track to achieve global tuberculosis targets. Urgent action

is needed to restore access to essential services to fight tuberculosis.

Global progress against HIV has slowed: the latest data from UNAIDS<sup>1</sup> shows that HIV infections did fall worldwide in 2021, but only by 3.6% - the lowest annual decrease since 2016. Many regions must now address rising HIV infection rates. 4,000 people are infected with HIV every day, and though children represent just 4% of those living with HIV, they account for 15% of AIDS-related deaths. The gap in HIV treatment between children and adults is also increasing.

The Covid-19 pandemic emerged at a time when global progress in the fight against malaria had already stalled. The WHO estimated that there were 14 million more cases and 69,000 more deaths from malaria in 2020 than in 2019. While some countries with relatively strong health systems and low malaria burden were able to gain ground against malaria, the African region saw a 12% increase in malaria deaths in 2020. To reach the WHO global targets for 2030 to reduce malaria case incidence and mortality rates by 90% worldwide, we will need new approaches, new tools, and more effective programs and funding, particularly in Africa. →

<sup>1</sup> Link to the UNAIDS Global AIDS Update 2022: [www.unaids.org/en/resources/documents/2022/in-danger-global-aids-update](http://www.unaids.org/en/resources/documents/2022/in-danger-global-aids-update)



## Pursuing Our Efforts

Though the WHO claims the catastrophic scenario has been averted, in Africa the indirect impact on health has been greater than the direct effects: the pandemic significantly increased pressure on systems for health and the need to recruit, train, and deploy more health care workers where necessary.

The Covid-19 pandemic has also highlighted the need to rethink traditional approaches regarding access to health care and innovate to guarantee a continuum of care despite the crises. The global health crisis showed

how important it is for all countries to have an equitable, strong, and resilient health system with competent human resources for health in sufficient numbers.

Not only is the Covid-19 pandemic not yet over, but we are likely to see an increase in the number of epidemics and the emergence of new diseases of epidemic potential in light of global pressure on ecosystems. The emergence of these new diseases, often of zoonotic origin, requires us to simultaneously prepare for the unknown and become flexible. As a result, L'Initiative may contribute



to "One Health" projects to strengthen the resilience of systems for health.

Infectious disease pandemics are not yet over and present humanity with many challenges.

In the current epidemiological and political context, France is prioritizing direct or indirect support to the Global Fund partnership, and therefore programs and organizations that are fighting against pandemics.

Additionally, health care systems are under significant pressure. Barriers to access to health care remain high and have even risen in certain countries. Several countries are facing obstacles such as major socio-political instability, challenging security situations, or fragile and poorly funded health systems when budget limits are too restricted. Similarly, access to health care remains difficult for certain particularly vulnerable populations due to distance, gender, social inequalities, or discrimination.

## HIV/AIDS

Since the 1990s, the number of HIV/AIDS-related deaths has been cut in half. However, almost 25% of people living with the virus today don't know their HIV status. The number of new HIV infections is rising among certain key populations, most of whom face marginalization, discrimination, or even criminalization and have no access to prevention or treatment (men who have sex with men, transgender people, drug users, sex workers, etc.). What's more, because of a combination of biological and social vulnerability factors, young women remain

particularly exposed to HIV. Though mother-to-child transmission had been steadily decreasing, an estimated 160,000 cases were detected in 2021, with more than a third in West and Central Africa.

We have seen a great deal of progress regarding HIV, but much remains to be done, such as prioritizing pediatric HIV; fighting against gender inequality; offering greater protection to marginalized groups, especially when they are criminalized; and facilitating access to testing (not just in

medical settings) through community stakeholders in particular. Another emerging issue is the surge in antiviral resistance. In sub-Saharan Africa, more than 10% of those who begin antiretroviral treatment carry an HIV strain that is resistant to the most common drugs.



**1.5 million**  
new HIV infections  
in 2021



**4,900 young women**  
aged 15-24 infected  
by HIV each week



**54 %**  
of people living  
with AIDS are  
women and girls



**28.7 million**  
people are receiving  
antiretroviral therapy  
to treat HIV (end of  
2021) and **10 million**  
need urgent treatment



**650,000 deaths**  
related to AIDS in 2021



## TUBERCULOSIS

Tuberculosis is one of the ten leading causes of death globally and was the second-leading cause of death from infectious disease after Covid-19 in 2020. The Covid-19 pandemic has wiped out years of progress in fighting tuberculosis. Between 2020 and 2021, the tuberculosis incidence rate (new cases per 100,000 inhabitants per year) rose by 3.6%. Because men are overrepresented in high-risk occupations (such as mining or the military), they make up the majority of infections. But women with tuberculosis sometimes have less access to care (men represented 56.5% of all tuberculosis cases).

The number of notified cases decreased by 18% from 7.1 million in 2019 to 5.8 million in 2020, which complicated active case-finding. However, catch-up activities began in 2021 (6.4 million cases). The immediate consequence of the increase in cases was a rise in the number of tuberculosis deaths: in 2021, 1.6 million people died of the disease (vs. 1.5 million in 2020). Most global tuberculosis targets remain unattainable, as the Covid-19 pandemic continues.

In 2021, there was a general improvement in tuberculosis care indicators compared to 2020 (which, after falling sharply, returned close to 2019 levels), particularly in the number of people receiving treatment for resistant tuberculosis (177,100 in 2019, 150,359 in 2020, then 161,746 in 2021) or preventive treatment (3.6 million in 2019, 2.8 million in 2020, then 3.5 million in 2021). However, the reduction in latent tuberculosis infection is still too low.



**10.6 million**

people infected by tuberculosis in 2021



**26.3 million**

people treated between 2018 and 2021, i.e., 66 % of the 2018-2022 UN target, including **1.9 million** children, i.e., 54 % of the five-year target



**1.6 million**

tuberculosis-related deaths in 2021, including **187,000** people living with HIV

## MALARIA

Globally, there were an estimated 14 million more malaria cases in 2020 than in 2019 (241 million vs. 227 million), most of which originated in the WHO African region. On a global scale, 69,000 more people died of malaria in 2020 than in 2019 (627,000 vs. 558,000), and almost two thirds of these deaths resulted from disruptions to health care systems during the Covid-19 pandemic.

The WHO African region continues to bear the heaviest malaria toll (96% of all deaths in 2020), and children under 5 are the main victims, representing 80% of all malaria deaths in the region. Pregnant women, who have weaker immune systems, are also particularly vulnerable.

In parallel, Southeast Asian countries have made significant efforts to prevent the spread of antimalarial drug resistance, with great success: the five countries in the Greater Mekong Subregion saw a 95% decline in mortality and a 78% decline in new cases between 2010 and 2020.



Every

**2**

minutes a child dies of malaria



**241 million**

people affected around the world in 2020

# L'Initiative's Contributions to the Sustainable Development Goals



## End poverty in all its forms everywhere

L'Initiative's support, particularly through the projects we fund, will contribute in several ways to alleviating the financial burden of the three diseases on individuals and governments, thereby freeing up resources that can be directed to other critical success factors in the health care field.



## Ensure healthy lives and promote well-being for all at all ages

Country stakeholders will use L'Initiative's funding and technical assistance to prevent and detect the three diseases and create systems, at all levels, to improve the health and well-being of their populations. The Global Fund ecosystem will be stronger, directly contributing to SDG Target 3.3: *"By 2030, end the epidemics of AIDS, tuberculosis, malaria, and neglected tropical diseases and combat hepatitis, waterborne diseases, and other communicable diseases."*



## Ensure inclusive and equitable quality education for all

L'Initiative will ensure that comprehensive sex and health education is integrated into school curricula and will support higher education in the health sciences to strengthen human resources for health (in both quality and quantity) in the countries we support.



## Achieve gender equality and empower all women and girls

Gender equality cuts across all of L'Initiative's work through health programs for women, teens, and girls, including technical assistance missions that include a gender approach to increase women's decision making power. Additionally, L'Initiative supports programs that focus on sexual and gender minorities.



## Reduce inequality within and among countries

L'Initiative supports countries that are eligible for Global Fund grants, priority countries for French ODA, members and/or observers of the Organisation internationale de la francophonie, in order to help populations that are disproportionately affected by the three diseases.



## Peace, justice, and strong institutions

L'Initiative's support will finance inclusive and multi-stakeholder participation in decision making around health and strengthen the ability of civil society groups to hold governments accountable by monitoring effective access to health services at all levels.



## Revitalize the Global Partnership for Sustainable Development

L'Initiative's success is based on our partnership with individuals, countries, and other institutions.

# L'Initiative's strategic framework

## Vision

Ensure access to quality, integrated, and people-centered health services<sup>1</sup> for all and eliminate the HIV/AIDS, tuberculosis, and malaria pandemics.

## Mission

L'Initiative helps strengthen systems for health and fight against pandemics. We take long-term action to support and complement the work of the Global Fund partnership and the actions of countries, communities, and other technical and financial partners, including French partners.

L'Initiative's mission contributes to:

- **Supporting systems for health**, including community systems, that are (more) welcoming, affordable, and accessible and offer higher-quality and people-centered services;
- **Helping affected communities and populations** develop the capacity to express their needs and make contributions to play a central part in the pandemic response;
- **Fostering equitable access to health services** that respect human rights, support gender equality, and are adapted to individual needs.

L'Initiative is responsible for intervening in a limited number of eligible countries (per the agreement between the French Ministry of Europe and Foreign Affairs and Expertise France), so we can choose to focus certain investments on a limited number of countries to have a stronger impact where needed. We also work as part of "Team France", which was created to carry out its mandate with greater attention to the French-speaking world.

<sup>1</sup> See the Global Fund Strategy.

## Values

- A rights-based, community-centered approach
- Gender equality, inclusion, and diversity
- Reduced impact on the climate and the environment
- A "One Health" approach
- Sustainability
- Partnership
- Alignment with national policies
- Capacity building and skills development
- Stakeholder ownership and co-construction
- An evidence-based approach

## TEAM FRANCE

Team France brings together all French global health stakeholders to work toward the priorities of the French global health strategy, in compliance with its guiding principles. It encompasses institutional actors, local authorities, public agencies and operators, civil society organizations, foundations, scientific institutions, researchers, organizations of health professionals (human, animal, and environmental), and so on. The creation of a coordinated Team France was driven by the desire of all these stakeholders to identify joint spaces for discussion, coordination, and collaboration to strengthen the impact and sustainability of health interventions. It includes international partnerships that France participates in. "Team France" is a galvanizing term to foster the use of all potential synergies to achieve SDG 3.





## Operational perspectives

### General Objective

Support organizations, national authorities, and individuals that fight against the three pandemics and gender inequalities in health, in collaboration with the Global Fund, communities, and affected populations.

### Operational Objectives

- Help support **the health impact of Global Fund grants and improve the efficacy of pandemic preparedness and response**, with a gender-sensitive approach.
- Within systems for health and pandemic response programs, encourage **changes in policies and practices** to better serve populations and address inequalities (particularly around gender) as part of an enhanced approach to national and international partnerships.
- Support **France's contribution to Global Fund management and promote the influence of French and French-speaking stakeholders** through quality French-speaking technical expertise.

## Intervention Approaches

In accordance with the Global Fund's intervention principles and France's commitment to aid harmonization and effectiveness, as outlined in the Paris Declaration (2005) and the Accra Agenda for Action (2008), all of L'Initiative's intervention approaches are inspired by the **following principles**:

- **Ownership:** L'Initiative prioritizes national actors (public agencies, civil society organizations, research institutions, etc.) when selecting our partners and beneficiaries, and helps to build their capacity if needed.
- **Alignment:** L'Initiative must support projects that match national priorities, meet expressed local needs, and do not compete with or duplicate other local processes.
- **Capacity building and skills development:** We support projects that aim to directly develop the expertise of our partners, especially via activities to transfer or co-develop skills, and avoid substitution whenever possible.
- **Partnership:** L'Initiative makes sure we work as part of inclusive partnerships involving relevant organizations in the design and implementation of activities, while ensuring they are integrated into the national context and benefit from optimal coordination between technical and financial partners. →

## Strategic Pillars

### Mobilizing Skills

*Mobilizing skills includes offering technical support to strengthen the ability and capacity of national stakeholders to access, manage, and implement Global Fund grants, particularly in the most fragile countries.*

L'Initiative will mobilize skills to help countries and the Global Fund overcome barriers so that grants and investments are more effective and better adapted to pandemic prevention and response.

To foster **ownership at the national level, L'Initiative will only offer expertise upon request from the countries concerned**, in close collaboration with beneficiaries and the technical and financial partners. We will also continuously strive to ensure that our action, including the technical assistance we provide, is consistent with national strategic plans.

First, mobilizing skills **makes it easier to obtain Global Fund financing for quality projects based on upstream national planning using qualitative data generated by inclusive dialog** with all stakeholders and those affected by the diseases. In 2017-2021, L'Initiative provided technical assistance focusing primarily on **access**

**to Global Fund financing, with a budget of nearly 16 million euros** (41% of the total budget for missions during this period).

The second most important topic is **governance**, with a budget of almost 10 million euros (25% of the total budget for missions). This technical assistance often helps strengthen national coordination bodies to **encourage the active and inclusive participation of those affected**, and allow stakeholders **to strategically monitor Global Fund grants**.

Once the country receives the grants, **it is essential to tackle bottlenecks, weaknesses, or structural deficiencies**, particularly regarding the implementation skills of stakeholders and their in-country partners. This support is available to institutional stakeholders as well as civil society organizations and researchers involved in fighting pandemics. During this three-year period, L'Initiative will also work to better integrate gender issues into technical assistance missions - including issue-focused technical assistance.

**The support provided must also align with national and community strategies** on health to guarantee

### L'INITIATIVE'S PARTNERSHIPS

- Countries and their stakeholders submit requests for technical or financial assistance.
- All requests for technical or financial project assistance will receive a detailed response from the French diplomatic network via the Cooperation and Cultural Affairs Department of the French embassies and/or via the regional global health advisor.
- All our interventions must be reviewed by the Global Fund and, where necessary, by other relevant partners to ensure effective coordination
- L'Initiative has a multi-partner governance structure that requires the members of the Steering Committee to review and approve any actions to be taken.
- Whenever possible, L'Initiative organizes field visits with our main partners, mainly the French embassies (including the regional global health advisors), AFD, research institutions (ANRS-MIE, IRD, Inserm, etc.), and the Global Fund. We also aim to create leverage through other French global health activities.
- L'Initiative is strengthening our partnership approach through greater coordination and collaboration with the Global Fund's other technical and financial partners (WHO, Unitaid, Stop TB, Roll Back Malaria Partnership, the Gates Foundation, UNAIDS) in countries where we all intervene, and with other Global Fund donors via PMI, PEPFAR, GIZ, the Gates Foundation, etc.
- L'Initiative will collaborate as often as possible with regional and international organizations such as Africa CDC, the African Medicines Agency, the African Union, WAHO, and development banks.
- Lastly, L'Initiative will optimize and coordinate our network of experts by providing opportunities for them to share their knowledge.





*L'Initiative's technical assistance stands out for the speed at which it can be deployed, the availability of French speakers, and the diversity of topics it covers. Beneficiaries really appreciate the mechanism's request-based assistance, responsiveness, and flexibility."*

*L'Initiative's Strategic and Formative Evaluation - 2022*

sustainability and ownership of the interventions as part of improved dialog with in-country beneficiaries and partners.

To do this, during the 2020-2022 period, L'Initiative strengthened our tools to mobilize skills through technical assistance measures,<sup>1</sup> (Chad, Mauritania); a scheduled technical assistance plan (Niger); and residential technical assistance methods (Burundi, Niger, Burkina Faso, Guinea, etc.) to diversify and adapt our offer beyond traditional short-term or recurring methods. Our evaluation demonstrated the benefits of these improved actions. Consequently, L'Initiative is committed to developing these further while maintaining the possibility of offering technical assistance at the request of countries (via institutional, private sector, or community actors). The country itself will need to request this enhanced technical support through one of its stakeholders and include the Global Fund governance (CCM) in the process to ensure effective coordination between partners. Needs will be identified and planned out with national partners, Team France, and the Global Fund.

**Technical assistance must be used to strengthen the capacity of organizations and the skills of the individuals involved.** L'Initiative will offer the expertise that is most suited to each country's context. In this vein, L'Initiative's Strategic and Formative Evaluation showed

that "significant efforts have been made to diversify the pool of experts and include experts based in the Global South. 73% of the experts working with L'Initiative are from countries in the South. The database of experts contains more than 50 nationalities, and 62% of missions were able to offer at least one national expert." L'Initiative would like to continue on this path and is developing a **strategy to diversify the pool of experts** in order to expand this pool and work with more experts from beneficiary countries and junior experts while moving toward gender parity.

L'Initiative will increase coordination with in-country technical and financial partners and at the global level, particularly through technical assistance measures, to ensure complementary use of skills. Lastly, L'Initiative is developing our capacity to monitor and evaluate the technical assistance we provide by introducing a combination of "improved monitoring" and targeted evaluation.



<sup>1</sup> Enhanced technical assistance measures can take several forms, but they have the following aspects in common that distinguish them from "standard" technical assistance: prior in-depth discussions with national stakeholders to determine the objectives and extent of the measure; a core objective to build the capacity of those in charge of managing/implementing Global Fund grants (and potentially other health partners); long-term support (strategy approved for several years, budgets approved yearly); planning the activities to be conducted; improved monitoring-evaluation; and an approach that combines resident (in-country) experts with non-resident experts (who offer more occasional support).

## Supporting Catalytic Projects

*The goal is to help improve the environments (institutional, political, social, legal, and regulatory, etc.) in which Global Fund grants are implemented, particularly by strengthening national and community health systems, including human resources for health.*

In each eligible country, or sometimes in regional settings, the Global Fund invests in areas with widely varying contexts (known as high impact or focused countries, Challenging Operating Environments [COEs]), pandemic responses and performance. Health systems and their foundations vary from one country to the next. The Global Fund's ecosystem cannot always efficiently and effectively implement actions without a corresponding change in the country's environment on particular issues. To encourage these changes we may need to offer support that complements the Global Fund grant.

 *Our evaluation shows that L'Initiative's support for catalytic projects helps meet program needs and overcome structural issues in target countries while addressing the challenges identified by France or the Global Fund."*

*L'Initiative's Strategic and Formative Evaluation - 2022*

L'Initiative supports catalytic projects in two ways:

### 1-Calls for projects

As a complement to skills mobilization, L'Initiative supports medium-term programs (three- to five-year implementation). These projects must be catalytic, meaning they aim to drive changes in health practices and/or policies, and, if possible, foster scaling up in three major areas:

- **Strengthening systems for health at all levels**, with a particular emphasis on human resources for health;
- **Reinforcing the role of key and vulnerable populations regarding HIV, tuberculosis, and/or malaria to improve their health and well-being**, or strengthening fully integrated human resources for health;
- **Operational research (OR)**, with a different theme every year.

L'Initiative's 2022 evaluation showed "that many of the projects supported have had significant effects and results on strengthening health systems, providing vulnerable populations with better access to health services, and using scientific research to help implement innovative activities. *The evaluation noted many examples of projects that have helped drive changes in health policies and practices and impact Global Fund outcomes.*"

L'Initiative **has extended the duration of support for catalytic projects and the average amount allocated to each project.** We will also continue to examine how projects take gender into account.

### 2-The Accelerator

The evaluation strongly suggested that the Pilot Channel be transformed into an Accelerator. This new mechanism was specifically developed during a co-construction workshop.

The Accelerator **tool complements L'Initiative's other forms of support** on priority topics adopted by the Steering Committee. To set these priorities, **L'Initiative identified neglected challenges and opportunities for action** based on data (L'Initiative's monitoring-evaluation, accountability, and learning as well as published scientific data) and the needs expressed by beneficiaries and partners.

The Accelerator, in collaboration with beneficiaries, **responds to challenges in several ways:** technical assistance, project financing, grants to institutions, operational research, seminars, workshops, or even a structuring fund. L'Initiative can also work with other



operational units in Expertise France's health department with project development and implementation skills.

The Accelerator's priorities as part of this strategy are:

**First, human resources for health**, since there can be no sustainable improvement in accessing health services and fighting against pandemics without more support for and investment in health workers. Though we know this is a long-term investment whose effective impact on populations will not be visible for many years, we must support programs to increase the numbers and skills of human resources for health. In parallel, L'Initiative will also choose or encourage projects on other topics that include a strong human resource component.

**The Accelerator could also allow us to make strategic choices about interventions that address neglected issues** in a limited number of countries, such as strengthening laboratories and their networks, helping purchasing centers and regulatory authorities increase local production of quality health products, improving governance and leadership, strengthening community

health systems, and helping operationalize France's SRHR strategy.

By creating these opportunities for support, L'Initiative aims to test and encourage changes in health care policies and/or practices while supporting existing health systems or promoting reforms. L'Initiative also wants to identify **activities and approaches for future Global Fund investments to encourage scaling up**, including by fostering synergies or leverage with AFD. This is critical to ensuring optimal use of Global Fund investments while encouraging progress in expanding universal health coverage.

For each of these interventions, L'Initiative works in partnership with countries, the Global Fund, and stakeholders fighting against the diseases. L'Initiative promotes **the integration of gender and human rights in all the projects and interventions we fund**. We encourage use of the **One Health approach** wherever possible in all of our interventions. The idea is to promote the consideration of environmental factors and animal health along with their impacts on human health.<sup>1</sup> →

Lastly, we require project initiators to examine ways to reduce the impact of their activities on the climate and environment.

We systematically offer personalized support for each of these projects, from negotiation to project completion, as well as **monitoring, auditing, and evaluation (including measuring project impact in some cases)** and, where applicable, **capitalization and sharing of knowledge** according to L'Initiative's criteria.

---

<sup>1</sup> These health impacts could include exposure to diseases (existing or emerging) or health problems relating to access to water, malnutrition, heat waves, and so on.

## Producing and Sharing Knowledge

*To produce and share knowledge, we must promote the knowledge acquired from the projects L'Initiative supports or implements and encourage the adoption of innovative, evidence-based approaches to fighting against the pandemics.*

To help improve project sustainability, promote programs that fight against the pandemics, and support efforts to strengthen health and community systems (including gender mainstreaming), L'Initiative must encourage better evaluation and situation analysis of project countries and our interventions.

In collaboration with our partners, we produce knowledge consisting of analyses and observations based on the outcomes and experiences made possible by our support. This body of work is based on evaluation reports, capitalization, publications produced by L'Initiative, operational research, and other knowledge produced by our partners (experts, project initiators). Project initiators and experts also conduct studies and provide us with valuable information that allows us to better understand the issues and adapt our interventions to the context.

The objectives of knowledge production and sharing:

- **Improve** the management and quality of L'Initiative's interventions;
- **Inform** strategies for fighting against pandemics using scientific research and community feedback;
- **Foster** the scaling up of projects with promising results by transferring knowledge that can be applied to public policies;
- **Encourage** the dissemination of approaches and lessons learned from technical expertise;
- **Influence** the discussions and positioning of Team France and L'Initiative's technical and financial partners;
- **Promote** and boost the visibility of L'Initiative's interventions.

L'Initiative will strategically disseminate the knowledge produced to foster sharing, partnership, and accountability.

This knowledge production should benefit all our stakeholders and the entire Global Fund ecosystem. To that end, according to our knowledge dissemination strategy, L'Initiative will adapt our analyses and publications to our target audiences. Among these, we will prioritize our implementation partners, including project initiators and skills mobilization recipients;



authorities in eligible countries; technical and financial partners, including the Global Fund and Team France (AFD Group, including Expertise France, the French diplomatic network, researchers, and civil society); and our network of experts.

To implement this operational pillar, L'Initiative will identify sound data to support the production of evidence through efforts to measure the impact of our interventions, and develop tools to measure project impact as often as possible and wherever feasible. We will also identify innovations, the potential to scale up projects, and help initiators launch their projects. Moreover, we must identify tools to strengthen ownership

and use of the performance framework, its key indicators, and other data to help the team and the Steering Committee manage interventions while also developing strategic geographic data. To do this, we will program our knowledge production more collaboratively and extend it to other members beyond L'Initiative.

Additionally, we are very committed to conducting regular and tailored analyses based on documents and data available to us regarding topics and/or geographic areas of interest to Team France and/or requested by the Steering Committee, the French Ministry of Europe and Foreign Affairs, or the Global Fund. We will also produce and share more accessible and operational content →

from the field. L'Initiative will need to design more lively and dynamic formats.

In that vein, we will:

- **Measure** the impacts of our knowledge production on various target audiences;
- **Bring** lessons learned to life over the medium- and long-term by creating communities of peers to foster the circulation of knowledge internally and develop advocacy strategies.
- **Create** a communication and dissemination strategy to structure knowledge sharing via publication formats that are tailored to the audience (scientific publications, political and statistic publications, evaluation reports, etc.) and following an established editorial schedule.

## Boosting the Influence of French or French-Speaking Actors

*The idea is to channel feedback and information to the Global Fund while supporting France's contribution to its governance to improve efficiency and accountability.*

L'Initiative is a key component of France's contribution to the Global Fund; it is a unique feature and an asset. We help coordinate multilateral and bilateral French aid to fight the three pandemics and more broadly participate in the implementation of France's global health strategy. We are increasingly recognized as an instrument of the Global Fund and this must be reflected in our actions. L'Initiative is an important part of the French delegation within the Global Fund's governing bodies, supporting France's contribution through our in-depth on-the-ground knowledge of the needs in the highest-priority countries (in terms of both successes and challenges or difficulties). L'Initiative contributes to the development of a broad and essential vision for the future of the Global Fund by sharing the concerns of countries that are the top priorities for development assistance. It is important to break down silos by creating more systematic means of communicating with the Global Fund Secretariat to share the knowledge and lessons learned from L'Initiative's interventions. Additionally, we will encourage efforts to align with development assistance principles and the actions of other technical and financial partners to generate synergies and avoid duplication.

As part of this influence strategy:

- L'Initiative will participate in efforts to **coordinate and align with our technical and financial partners** in both Geneva and beneficiary countries. We will always seek opportunities for synergies to benefit countries and their populations;
- Alongside embassies and the regional global health advisors, L'Initiative will participate in the work of various Global Fund bodies and provide the French Ministry for Europe and Foreign Affairs with an **analysis of the issues facing countries and stakeholders**.



- L'Initiative will maintain a **substantive dialog** with the Global Fund Secretariat to **share knowledge to better monitor countries, particularly regarding successes that could be scaled up and difficulties faced**, such as those relating to processes or situations that could hamper the effective use of Global Fund financing and the goal to end the epidemics;
- L'Initiative will **promote human rights** among our partners. This effort is aligned with French feminist diplomacy **so that gender equality is a core part of the fight** against the three pandemics;
- L'Initiative will **promote the participation and representation of the French-speaking world within Global Fund bodies** and, more broadly, in international events and spaces involved in the fight against the three pandemics;
- Lastly, we will place a strong emphasis on the use of public partners in the aforementioned areas. We will work with the French Ministry of Health to promote these efforts, particularly through the Operational Advisory Committee (CCO), which Expertise France will oversee in conjunction with the Delegation for European and International Affairs (DAEI) of France's social ministries and public health agencies.



## L'Initiative's Governance

L'Initiative is led by a Steering Committee comprising the French Ministry of Europe and Foreign Affairs (L'Initiative's supervising authority), and representatives from civil society, the research community, the French Ministry of Health and Prevention, and AFD. The Global Fund Secretariat is a permanent guest on the Steering Committee but has no voting rights.

The Steering Committee has two distinct roles: a strategic and supervisory role and an operational role to approve and monitor L'Initiative's operational commitments. As such, the composition of the Steering Committee varies according to these two roles:

Strategic role:

- **Define** L'Initiative's strategic guidelines and suggest changes needed to reach our goals under the strategy developed by the Steering Committee and the contracting authority;
- **Provide** comprehensive oversight of the implementation of L'Initiative's actions through periodic reviews; evaluations conducted or ordered by L'Initiative; and strategic analysis and feedback on subjects and missions suggested by the organization, the contracting authority, or requested by the Steering Committee;





- **Examine** L'Initiative's activity reports and suggest any necessary changes.

Operational role:

- **Expertise Channel:** study and issue opinions on requests for expertise missions and approve their budget when the Steering Committee gives a favorable opinion;
- **Projects Channel:** choose the topics for calls for projects (intervention or operational research projects) and set the selection criteria; evaluate and issue opinions on the projects submitted; and approve the final selection of projects funded through the

Projects Channel after completing the evaluation process as defined in the procedures manual for this type of financing;

- **The Accelerator:** define the conditions and opportunities for using the Accelerator based on France's global health priorities, L'Initiative's strategy, and areas that are not or poorly covered by L'Initiative's other actions or by various partners; assess and approve projects that may be eligible for this program. →

**Jeanne de Wendel,**  
*Head of the Global Health  
 Partnerships Unit, (French  
 Ministry of Europe and  
 Foreign Affairs) and  
 Chair of the L'Initiative's  
 Steering Committee*

The Steering Committee is chaired by the French Ministry of Europe and Foreign Affairs (Human Development Department). The French Ministry of Europe and Foreign Affairs determines the composition of the Steering Committee and any adjustments that need to be made.

The operating procedures and organization of the Steering Committee are set out in the agreement signed by the French Ministry of Europe and Foreign Affairs and Expertise France. This agreement distinguishes between the Strategic Steering Committee and the Operational Steering Committee.

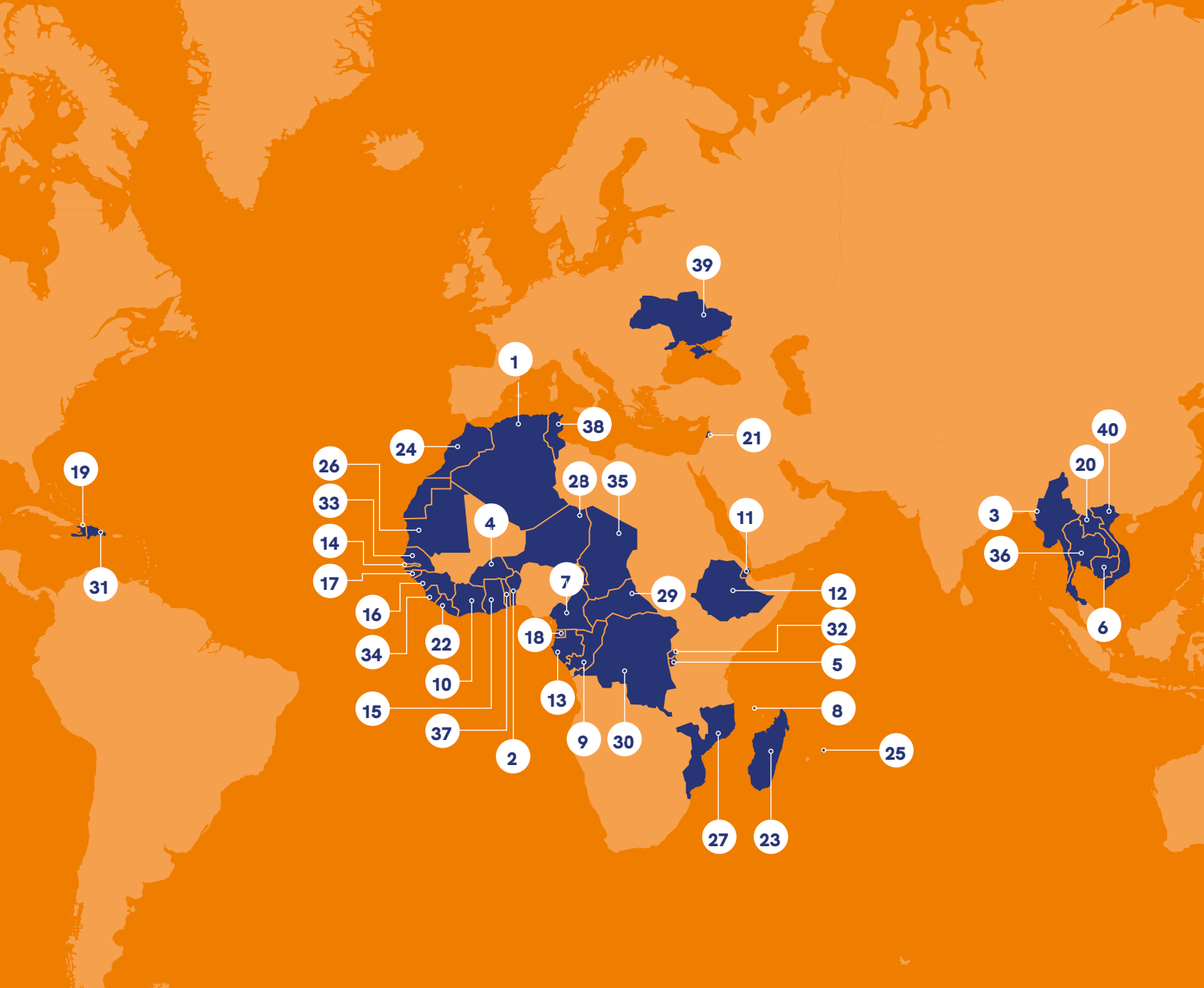
**Strategic Steering Committee:** it meets to define, adapt, and monitor L'Initiative's strategic guidelines. It comprises:

- the **French Ministry for Europe and Foreign Affairs** - four votes including that of the Committee Chair;
- the **French Ministry of Health and Prevention, Delegation for European and International Affairs:** one member and up to two alternates - one vote;
- **French scientific and medical researchers:** one member and up to two alternates appointed by the Board of Aviesan and representing all its members - one vote;
- **Agence Française de Développement, Health and Social Protection Division:** one member and one alternate - one vote;
- **Civil society organizations,** appointed by Coordination SUD's health commission, to ensure diversity regarding the three diseases and systems for health; three members and up to three alternates - three votes;
- **Permanent guests of the Strategic Steering Committee** without voting rights:
  - The Global Fund Secretariat, Donor Relations Division or Grants Management Division: one member and one alternate;
  - The delegation of the African constituencies on the Global Fund's Board of Directors: one member and one alternate;
  - The delegation of the Communities constituency on the Global Fund's Board of Directors: one member and one alternate;
  - The French Red Cross: one member and one alternate.



**Operational Steering Committee:** it meets to discuss, approve, and monitor L'Initiative's operational commitments. It comprises:

- the **French Ministry of Europe and Foreign Affairs** - four votes, including that of Steering Committee Chair;
- the **French Ministry of Health and Prevention, Delegation for European and International Affairs:** one member and up to two alternates - one vote;
- **French scientific and medical researchers:** one member and up to two alternates appointed by the Board of Aviesan and representing all its members - one vote;
- **Agence Française de Développement, Health and Social Protection Division:** one member and one alternate - one vote;
- **Civil society organizations,** appointed by Coordination SUD's health commission, to ensure diversity regarding the three diseases and systems for health; three members and up to three alternates - three votes;
- **Permanent guests of the Operational Steering Committee** without voting rights:
  - The Global Fund Secretariat, Donor Relations Division or Grants Management Division: one member and one alternate;
  - The French Red Cross: one member and one alternate.



The borders outlined in this map are only indicative. Neither Expertise France nor the Ministry of Europe and Foreign Affairs are liable for this representation.

# Eligible Countries

*This list may be amended at the discretion of the French Ministry for Europe and Foreign Affairs.*

- |                   |                       |                                      |                  |
|-------------------|-----------------------|--------------------------------------|------------------|
| 1. Algeria        | 13. Gabon             | 25. Mauritius                        | 33. Senegal      |
| 2. Benin          | 14. Gambia            | 26. Mauritania                       | 34. Sierra Leone |
| 3. Myanmar        | 15. Ghana             | 27. Mozambique                       | 35. Chad         |
| 4. Burkina Faso   | 16. Guinea            | 28. Niger                            | 36. Thailand     |
| 5. Burundi        | 17. Guinea-Bissau     | 29. Central African Republic         | 37. Togo         |
| 6. Cambodia       | 18. Equatorial Guinea | 30. Democratic Republic of the Congo | 38. Tunisia      |
| 7. Cameroon       | 19. Haiti             | 31. Dominican Republic               | 39. Ukraine      |
| 8. Comoros        | 20. Laos              | 32. Rwanda                           | 40. Vietnam      |
| 9. Congo          | 21. Lebanon           |                                      |                  |
| 10. Côte d'Ivoire | 22. Liberia           |                                      |                  |
| 11. Djibouti      | 23. Madagascar        |                                      |                  |
| 12. Ethiopia      | 24. Morocco           |                                      |                  |



**L'INITIATIVE**

sida, tuberculose, paludisme

**L'Initiative sida, tuberculose, paludisme**

Expertise France

73, rue de Vaugirard

75006 Paris - France

+33 (0)1 70 82 70 82

[www.initiative5pour100.fr/en](http://www.initiative5pour100.fr/en)



May 2023

RUN  
BY



FUNDED AND  
SUPERVISED  
BY



AS PART OF THE  
FRENCH  
CONTRIBUTION  
TO

