

DEMOCRACY AND PANDEMIC



13 — 15.11.25

Fondazione Giorgio Cini, Venezia



STRENGTHENING GLOBAL HEALTH SECURITY

*Recent experiences and the case
for sustained multilateral action*

Francesca Manno

Democracy and Pandemics Symposium

Session 2C: The search for closer cooperation

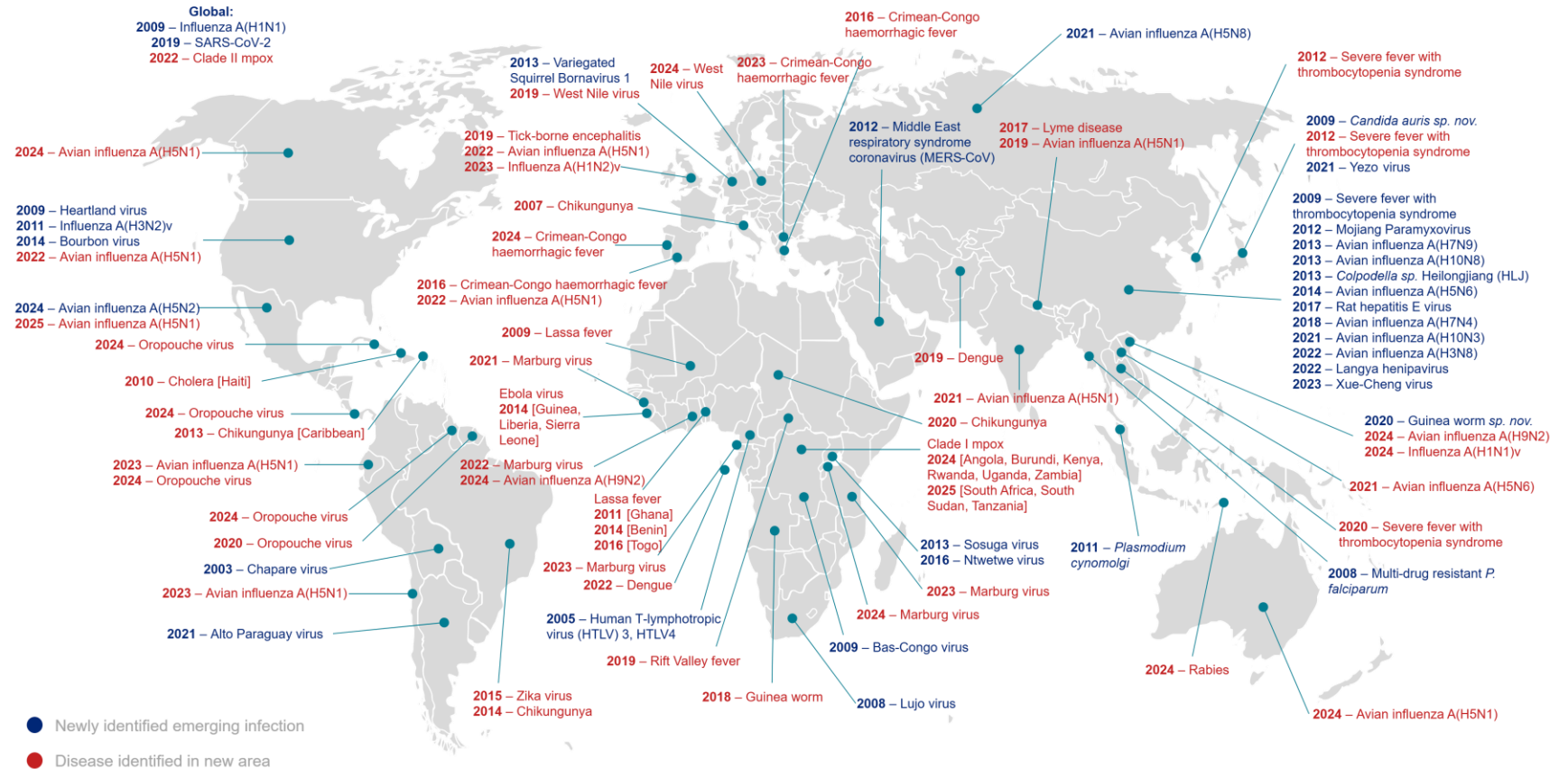
Venice, San Giorgio Island, 14 November 2025

A CHANGING GLOBAL HEALTH LANDSCAPE

Global health is increasingly challenged:

- Fast-spreading **infectious diseases** and **microbial adaptation**
- **Health crises**, increasing in frequency and severity
- **Climate change and ecological fragility**, amplifying risks and exacerbating cross-border impacts

Global map of emerging infections since 2003 (*)



(*) Source: [Guidance on Emerging infections: how and why they arise](#). UK Health Security Agency, updated 11 August 2025.

ECONOMIC FALLOUT FROM HEALTH EMERGENCIES

- Together with health and social consequences, **health crises severely affect economies** both short- and long-term, outlasting the epidemiological impact
- Outbreaks also adversely impact **economic indicators in other regions**, beyond the countries of transmission, primarily through **global trade**

	Economic dimensions	Health expenditure
short – term	Disruptions in labor market, trade, supply chains, consumption ; reduction of economic activities in key sectors	Implementation of public health measures, procurement of MCMs, increase of hospital capacity
long – term	Increased debt , reduced productivity , prolonged unemployment , persisting gaps with pre-crisis GDP trends	Care needs of infected population (worsening of health condition), long-term costs associated with the drop in health services utilization (incl. prevention)

LESSONS FROM COVID-19 AND THE CASE FOR MULTILATERAL ACTION

As seen during COVID-19, **sovereignty-focused responses limit global effectiveness:**

- State-centric approach to “win” competition for scarce resources, such as PPE, testing, and vaccines, contributed to delaying access to key MCMs in vulnerable countries and to exacerbate health inequalities and economic disparities.

On the other hand, **multilateral actions** enabled:

- Shared resources and knowledge
- Greater access to MCMs, esp. vaccines (COVAX initiative)
- Coordinated response, alignment in PPR strategies and improved financing

In the context of PPR, multilateral efforts play a crucial role in **protecting public health, preventing and mitigating economic consequences**, fostering the **development, resilience and sustainability of health systems** in vulnerable countries and **ensuring security** at the national and global level.

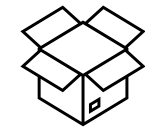


COVAX

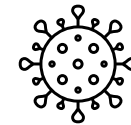
- Global initiative co-led by Gavi, the WHO and CEPI, launched in April 2020 to **enable equitable access to COVID-19 vaccines**
- **Largest vaccination program** in history and **end-to-end partnership**, from development and manufacturing to delivery
- Although faced several challenges, COVAX made a **substantial contribution in vaccine supply and coverage** in LICs
- Highlighted the **need to reshape the global vaccine ecosystem**, including through the **diversification of vaccine production sites**



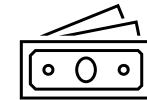
195
participating
economies



~2 billion vaccines
and safe injection
devices shipped



~2.7 million
deaths averted



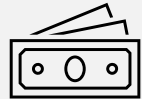
>US\$ 12 billion to
support access for lower-
income economies

(*) Source: <https://www.gavi.org/covax-facility>

BUILDING A GLOBAL PPR ARCHITECTURE: KEY INITIATIVES



In 2021, the **G20 Joint Finance – Health Task Force** constituted a critical shift toward an integrated finance – health approach to health emergencies. Since then, it works to build political consensus and deliver strategic resources to support policy responses and global readiness.



The **Pandemic Fund** is the first mechanism dedicated to provide a stream of catalytic financing to enhance PPR capabilities in LMICs. It has so far awarded US\$ 885M in grants, mobilized US\$ 6B in domestic resources and co-financing and covered 47 projects in 75 countries.



Gavi's First Response Fund was launched in 2024 to provide surge financing for immunization during health emergencies. It was decisive in allowing rapid access to vaccines during the most recent mpox outbreak, shortly after the WHO declaration of PHEIC.

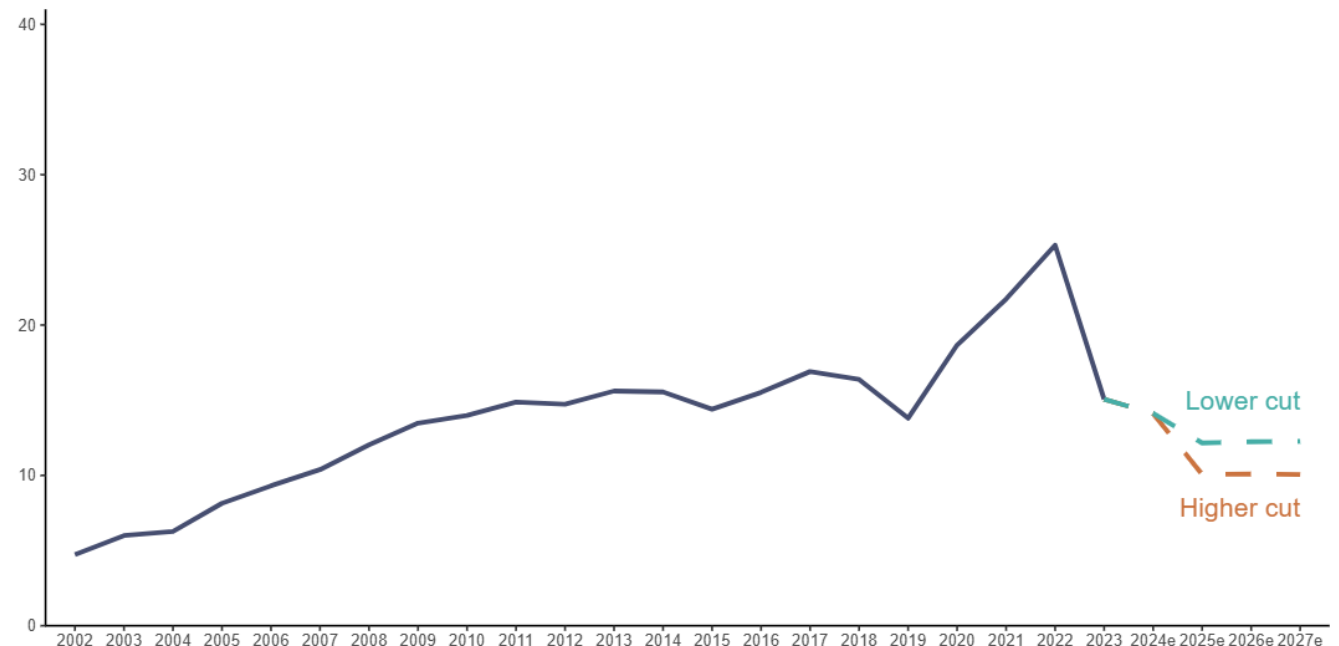


Adopted at the 78th WHA, the **Pandemic Agreement** aims to improve PPR to future pandemics and strengthen the global health security architecture, representing a milestone in institutionalizing key learnings from COVID-19.

FINANCING GLOBAL HEALTH SECURITY: CURRENT CHALLENGES

- Global health and PPR financing remains **overly dependent** on a **small group of major donors**.
- **Budgets for Official Development Assistance** are increasingly **constrained**, subject to shifting priorities and **projected to decline** in the coming years.
- Although marked by notable initiatives, **fragmentation** and a **certain degree of duplication** still characterize the current landscape.

Net bilateral ODA for health from DAC countries, 2010-23 (official data) and 2024-27 (projections), USD billion, constant (2023) prices



(*) Source: *Cuts in official development assistance: OECD projections for 2025 and the near term*. OECD Policy Brief, June 2025.

FINANCING GLOBAL HEALTH SECURITY: FUTURE DIRECTIONS

Innovative financing

Innovative financial instruments, such as the Pandemic Fund and Gavi's First Response Fund, have proven **essential to mobilizing rapid and coordinated responses** and offer a blueprint for **sustainable funding** in times of crisis.

Domestic resource mobilization

Despite structural challenges in LMICs, DRM remains **essential for the long-term sustainability** of health systems and a **cornerstone for PPR financing**. DRM must be sustained with **enhanced tax mobilization** and **prioritization of health and PPR** in governments' budget allocation.

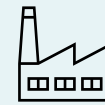
Private sector engagement

The private sector has the potential to become a **key source of additional resources** to fill financing gaps, improve HC delivery and expand access. **Integrated public-private strategies** are key to achieving a **virtuous cycle of shared public and private value** (e.g., development of regional pharmaceutical production).

DEVELOPING PHARMACEUTICAL MANUFACTURING CAPACITY IN AFRICA

- Over **70%** of pharmaceuticals imported
- **Production** falling well **short of local demand** and focusing on **downstream processes**
- Population growth and development dynamics driving **demand upward**, with a **market value** expected to reach **USD 34B by 2027**
- **Structural challenges** hindering the development of the industry
- **Strong support** by African countries and institutions backed by multilateral and bilateral efforts (G7 commitments of ~2.8B from 2020 to 2024(*))

Opportunities



Reduced overall reliance on imports and improved access to medical products



Enhanced preparedness and resilience during health emergencies



Step forward on the path toward health sovereignty



Long-term developmental benefits on local economies

(* Source: *Enhancing pharmaceutical manufacturing capacity in Africa: current scenario and future perspectives for G7 Members*. G7 Report, October 2024.

GAVI'S AFRICAN VACCINE MANUFACTURING ACCELERATOR

- **10-year financial instrument** (AMC) launched by Gavi in June 2024
- Key initiative to **support the sustainable development** of African vaccine manufacturing
- Backed by **more than 1 billion USD** of donor pledges
- Designed to **incentivize end-to-end manufacturing** and the production of vaccines in need of new suppliers or that can be leveraged in a pandemic
- Generated **interest and engagement** by manufacturers, African institutions and partners, it is **catalyzing progress and investments** in key dimensions of the enabling environment





WAY FORWARD FOR A RESILIENT HEALTH SECURITY FUTURE

- Support **multilateralism** as cornerstone of global health security
- **Reduce fragmentation** and **enhance coordination** of initiatives and investments (Lusaka Agenda)
- Shift from reactive crisis management to **proactive resilience**
- Develop strategies to **diversify funding sources** and increase the **predictability of financing**
- Keep **global commitments** alive through sustained cooperation
- Safeguard **health security** as a **shared public global good**