Extending the Timeline for Including COVID-19 Products in the wambo.org Pilot

43rd Board Meeting

GF/B43/ER17

Board Decision

Purpose of the paper: This paper presents the Strategy Committee’s recommendation to the Board to extend the timeline of the Board-approved mandate (GF/B43/EDP07) to include COVID-19 products as part of the wambo.org pilot for non-grant financed orders until 31 May 2021.

1. GF/B43/EDP17: Extending the Timeline for Including COVID-19 Products in the wambo.org Pilot
Decision

**Decision Point: GF/B43/EDP17: Extending the Timeline for Including COVID-19 Products in the wambo.org Pilot**

**The Board:**

1. **Recalls GF/B43/EDP07 where it decided to extend the scope of the wambo.org pilot to allow for eligible buyers, as defined in GF/B42/DP05, to purchase all COVID-19 products available in wambo.org for procurement by Global Fund Principal Recipients and specified that such non-Global Fund financed transactions for COVID-19 products will be issued as purchase orders by wambo.org within the period ending 31 December 2020, unless extended by the Board following recommendation by the Strategy Committee; and**

2. **Based on the recommendation of the Strategy Committee (GF/SC14/DP05), the Board approves the change in the end date of such period through which non-Global Fund financed transactions for COVID-19 products may be issued as purchase orders by wambo.org to 31 May 2021 and confirms that all other conditions and flexibilities set forth in GF/B43/EDP07 shall continue to apply.**

**Budgetary implications (included in, or additional to, OPEX budget)**

*The cost of additional licenses associated with the use of wambo.org will be absorbed within the Secretariat’s existing license packages, which currently include some unused licenses. If further licenses are needed, costs and options to cover these costs will be evaluated by the Secretariat.*

*Costs relating to the expansion of the product catalogue to include COVID-19 products, which are already being incurred as a result of the creation of C19RM under GF/B42/EDP11, will be managed within the existing budget and will be incurred independently of this decision.*

*There are no other anticipated budgetary implications at this time, as new buyer onboardings and transactions will be managed by existing staff.*

A summary of relevant past decisions providing context to the proposed Electronic Decision Point can be found in Annex 2.
Executive Summary

Context

• In recognition of the impact of COVID-19 on implementing countries’ ability to fight HIV, tuberculosis and malaria, the Global Fund has taken swift and decisive action by (i) establishing grant flexibilities, (ii) establishing the COVID-19 Response Mechanism (C19RM) (GF/B42/EDP11 as extended by GF/B43/EDP12) and (iii) allowing for the wambo.org pilot for non-grant financed orders to include COVID-19 products (GF/B43/EDP07). As of 16 October 2020, over US $810 million has been approved to support countries’ COVID-19 responses through the first two actions. The Secretariat has engaged with partners to facilitate the procurement, using Global Fund funding, of COVID-19 products.

• With grant flexibilities and C19RM funding nearing full utilization, there is a need to continue to provide mechanisms to help support countries with their COVID-19 responses, with Global Fund and other sources of funding. While C19RM may provide one option, pending availability of additional resources, the use of wambo.org to purchase COVID-19 products with non-Global Fund sources of funding remains a good option for governments and non-governmental development organizations in Global Fund-eligible and transitioned countries to procure the COVID-19 products offered to Global Fund Principal Recipients through the wambo.org platform (subject to agreement between the Global Fund and the supplier and subject to available supply). The timeline of the mandate granted under GF/B43/EDP07 currently requires purchase orders for these non-grant transactions for COVID-19 products to be issued by 31 December 2020.

• Given the trajectory of the pandemic, the Strategy Committee in its decision GF/SC14/DP05 recommended that the mandate to include COVID-19 products in the wambo.org pilot for non-grant financed orders be extended until 31 May 2021.

• While as of 16 October 2020, there have been no transactions for COVID-19 under the wambo.org pilot, this may be due to several factors, including the timing of COVID-19 product catalogues becoming available in wambo.org, supply constraints on certain key products and the availability of Global Fund funding to finance available supply, the existence of other procurement channels, and the failure of certain partnerships with key donors to so far materialize.

• Nonetheless, the Secretariat believes the utility of including COVID-19 products in the pilot may increase as supply stabilizes, new products enter the market (particularly those where the Global Fund may have increased access to supply and/or favorable pricing conditions, as is expected with the antigen-detecting rapid diagnostic tests (RDTs) which have recently been made available), countries become more aware of the possibility to procure COVID-19 products through wambo.org using their own funds and/or the Secretariat further explores partnership activities. There is little incremental cost to extending the timelines of the GF/B43/EDP07 mandate, and there is potential value to countries and partners to have access to another procurement option in the future, depending on their needs and preferences and the trajectory of the epidemic and related product markets.
Questions this paper addresses

A. What do we propose to do and why?
B. What options did we consider?

Conclusions

A. The Strategy Committee recommends extending the timeline for accessing COVID-19 products through the wambo.org pilot for non-grant financed orders, that is the time period during which purchase orders for COVID-19 products can be issued under the wambo.org pilot, to 31 May 2021.
B. The option of letting the mandate to include COVID-19 products in the pilot expire on 31 December 2020, as indicated in GF/B43/EDP07, was presented to the Strategy Committee. However, in light of the minimal incremental cost to extending the timelines of the GF/B43/EDP07 mandate, and the potential value to countries and partners to have access to another procurement option in the future for COVID-19 products, particularly as more products for testing and treatment become available, the Strategy Committee recommends extending until 31 May 2021.

Input Sought

- As recommended by the Strategy Committee in GF/SC14/DP05, the Board is requested to approve the Electronic Decision Point: GF/B43/EDP17: Extending the Timeline for Including COVID-19 Products in the wambo.org Pilot.

Input Received

- This decision point builds on discussions held by the Strategy Committee at its 14th meeting.
- The decision point also builds on the discussions held with constituencies in advance of the Board decision GF/B43/EDP07: Extending the wambo.org pilot to include COVID-19 products.
What is the need or opportunity?

1. In July 2020, the Board approved an expansion of the wambo.org pilot for non-grant-financed orders to include COVID-19 products (GF/B43/EDP07). The COVID-19 products covered by this scope are those available through wambo.org to Global Fund Principal Recipients.

2. Under GF/B43/EDP07, purchase orders for COVID-19 products under the pilot are required to be issued by 31 December 2020. The Secretariat is requesting an extension of the timeline to issue purchase orders for COVID-19 products until 31 May 2021. All other provisions of GF/B43/EDP07, including scope and reporting requirements, remain unchanged.

3. As of 16 October 2020, there have not been any transactions for non-grant-financed orders for COVID-19 products as part of the pilot. This may be due to the timing of various COVID-19 products becoming available in wambo.org; supply constraints on certain key products, such as Cepheid test kits; the availability of Global Fund funding to cover available supply and/or full demand; the existence of other procurement channels offering many of the same products; and/or the failure so far of partnerships with large donors to have materialized.

4. Nonetheless, the Secretariat believes there is value in extending the timeline of the inclusion of COVID-19 products in the wambo.org pilot. The possible benefits to countries and partners, outweigh the limited potential cost. As additional products become available, particularly those where the Global Fund has privileged access to supply and/or pricing arrangements, the value of non-grant buyers accessing these items through wambo.org may increase. Moreover, partnerships are still being explored and may become more relevant in the future, at which point it would be helpful for the Secretariat to have the Board mandate to offer them the option of procuring COVID-19 products through the wambo.org pilot.

What do we propose to do and why?

What is the proposal?

5. The Strategy Committee recommends extending the timeline of the mandate to issue purchase orders for COVID-19 products to buyers using non-Global Fund funding through the wambo.org pilot (GF/B43/EDP07) to 31 May 2021. The Secretariat’s rationale for offering the option to procure COVID-19 products through the wambo.org pilot is described in GF/B43/EDP07.

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1 The reporting metrics for the pilot (which will apply to regular pilot transactions as well as COVID-19 transactions) presented in GF/SC14/12, were approved by the Strategy Committee (GF/SC14/DP04).
3 Cepheid test kits, one of the key products managed by the Global Fund under the WHO Diagnostics Consortium, have been in limited supply. In order to ensure fair distribution, the Global Fund has relied on the agreed WHO Diagnostics Consortium allocation model to determine how many tests could equitably be made available to each country between May and August 2020. Under this model, and because of the limited supply, it is acknowledged that many countries have been unable to access the full number of test kits they would have liked to procure.
4 Additional funding made available to countries was sufficient to finance the available supply of Cepheid and Abbott diagnostics available to each country, as well as, in many cases, PPE and other COVID-19 product costs. Therefore, there was no immediate need for countries to procure these items through wambo.org using non-Global Fund funding.
5 For personal protective equipment (PPE) products where supply constraints have been less of a factor, wambo.org currently offers these items through a partnership with UNICEF, as of 24 July 2020. Countries and partners also have the option of accessing UNICEF’s procurement channel independently of wambo.org.
6 In GF/B43/EDP07, the Secretariat indicated that the bulk of COVID-19 procurements that it expected to flow through the pilot would be due to partnership agreements with donors wishing to nominate a single, trusted procurement channel for COVID-19 procurements funded by them. To date, these partnerships have not materialized, eliminating the major source of procurement throughput originally expected to be generated as a result of the decision point.
**Why is this the recommended option?**

6. Despite the lack of transactions as of 16 October 2020, the Secretariat believes that from a cost-benefit perspective, there is value in extending the timeline of the inclusion of COVID-19 products in wambo.org. At its 14th meeting, the Strategy Committee recommended that this extension be approved by the Board to give potential buyers advance warning for planning purposes and to avoid disruptions in any ongoing transactions that have not yet resulted in a purchase order by 31 December 2020.

i. **Cost to the Secretariat**: Beyond the process of requesting an extension from the Board, there is little incremental level of effort needed to continue to offer COVID-19 products for non-grant-financed orders through the pilot. If countries or partners wish to make use of this option, the incremental costs of additional user licenses are expected to be covered at limited additional cost through the Secretariat’s existing license agreement, and staff time spent managing onboarding, support and transactions is expected to represent a marginal increase over current workload. The teams involved have already been fortified with surge support due to the increase in grant-funded orders related to COVID-19.

ii. **Potential value to Global Fund-eligible and transitioned countries and partners**: As new products continue to be recommended by the World Health Organization for the response to COVID-19, such as, for example, dexamethasone and antigen-detecting RDTs, as the Secretariat furthers its strategic sourcing activities related to COVID-19 products (i.e. entering directly into agreements with additional manufacturers), as supply of key products potentially increases and/or Global Fund funding for COVID-19-related procurement decreases, and as partnerships with donors are potentially established, the benefits of procuring COVID-19 products using non-Global Fund funding through wambo.org may increase substantially. Providing another option for countries and partners to procure quality products via a trusted and transparent international procurement channel can increase the Global Fund’s impact in the global response to COVID-19 at little additional effort and cost.

**What are the risks and proposed mitigations?**

7. The Secretariat has not identified any additional risks from extending the timeline of the decision to include COVID-19 products in the wambo.org pilot. The risks and mitigation actions described in GF/B43/EPD07 continue to apply. The Secretariat will continue to report on COVID-19 transactions under the pilot, as described in GF/B43/EPD07 and using the metrics approved by the Strategy Committee in GF/SC14/DPO4, for the duration of the extended timeline.

**What options did we consider?**

**What are the options?**

8. The following options were presented to the Strategy Committee:

i. Option 1 (the presented option): extending the timeline to 31 May 2021.

ii. Option 2: allowing GF/B43/EPD07 to expire, and thereby eliminating the possibility for buyers using non-grant sources of funding to procure COVID-19 products through wambo.org beyond 31 December 2020.
What assessment criteria were applied?

9. The Secretariat assessed the cost of each option, in terms of additional cost and level of effort, versus the potential value to countries and partners from having another trusted international procurement option for COVID-19 products, particularly as the Secretariat considers and potentially expands its future COVID-19 sourcing strategy for grant-funded procurements.

Given the above, what are the positives and negatives of each option?

   i. **Positives**: For little additional cost or effort to the Secretariat, countries and partners have access to another international pooled procurement option for executing their COVID-19 response. As more products enter the market and as the Global Fund’s sourcing strategy for COVID-19 products for grant-funded procurements potentially evolves, this option may become increasingly attractive and relevant for certain countries or partners.
   ii. **Negatives**: There is some incremental cost to extending the timeline allowing COVID-19 products to be procured through the wambo.org pilot, such as the effort involved in onboarding and supporting potential new buyers and in managing their COVID-19 transactions. In addition, new users will require licenses. However, as previously mentioned, surge support is in place to accommodate the increase of COVID-19 orders, and the Secretariat currently has unused licenses under its arrangement with the wambo.org platform service provider, which should cover the expected low to moderate uptake of the platform by new buyers under this scope.

11. Option 2: allowing GF/B43/EDP07 to expire and no longer offering buyers the possibility to procure COVID-19 products through the wambo.org pilot beyond 31 December 2020
   i. **Positives**: This option entails a slightly reduced workload for the Secretariat from foregoing any incremental onboarding, support or transaction management efforts stemming from orders for COVID-19 products placed through the pilot. There would also be potential financial savings resulting from not using additional licenses if uptake were to increase, unexpectedly, beyond the currently available, unused licenses.
   ii. **Negatives**: Any countries or partners wanting to access COVID-19 products through the pilot would be unable to do so. Although there are other procurement channels for all products currently offered through the pilot, this may not be the case in the future, and buyers may have specific reasons for choosing wambo.org in lieu of other procurement channels, such as familiarity with the platform, use of the platform for procurements for HIV, tuberculosis and malaria, preference for its transparency and tracking features, etc. Letting GF/B43/EDP07 expire simply reduces the number of procurement options available to countries and partners when executing their COVID-19 response.

What do we need to do next to progress?

What is required to progress the proposal?

12. The Board is requested to approve the proposed Decision Point on page 2, as the use of wambo.org to purchase COVID-19 products with non-Global Fund sources of funding remains a good option for governments and non-governmental development organizations in Global Fund-eligible and
transitioned countries to procure the COVID-19 products offered to Global Fund Principal Recipients through the wambo.org platform.

**What will the Board/Committee have to do next?**

13. If the Board approves the decision to extend the timeline for including COVID-19 products in the wambo.org pilot, the Strategy Committee will be presented with biannual reports on the progress of both the wambo.org pilot overall (as instructed in GF/B42/DP05) and on the COVID-19 transactions specifically (as instructed in GF/B43/EDP07) using the metrics approved by the Strategy Committee in GF/SC14/DP04 during this extended period.

**What would be the impact of delaying or rejecting the decision to progress?**

14. Delaying the decision could result in a gap of service to countries or buyers, since the current decision point requires purchase orders to be issued by 31 December 2020. It could discourage some buyers who may be considering using wambo.org for COVID-19 products from registering and placing orders (given the uncertainty of availability beyond 31 December 2020) and/or result in disruptions to ongoing requests that do not yet have an issued purchase order by 31 December 2020. These impacts could create reputational risk for the Global Fund.

15. Rejecting the decision to progress would prevent the Secretariat from engaging with countries and partners who may wish to procure COVID-19 products through wambo.org in the future using non-Global Fund funds and would reduce the international procurement channels available to countries and partners as they plan and execute their COVID-19 responses, as described above.

**Recommendation**

The Board is requested to approve the Decision Point presented on page 2.
## Annex – Relevant Past Decisions

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<tr>
<th>Relevant past Decision Point</th>
<th>Summary and Impact</th>
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<tr>
<td><strong>GF/SC14/DP05</strong> Extending the timeline for Including COVID-19 Products in the wambo.org Pilot (October 2020)</td>
<td>Recalling Board Decision GF/B43/EDP07 where the Board decided to extend the scope of the wambo.org pilot to allow for eligible buyers to purchase all COVID-19 products available in wambo.org, the Strategy Committee decided to recommend to the Board an extension of the timeline of such expanded scope through 31 May 2021 (further details in GF/SC14/13).</td>
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<td><strong>GF/SC14/DP04 wambo.org Pilot Reporting Metrics (October 2020)</strong></td>
<td>Following the outcome of the consultations held in 2020 pursuant to GF/B42/DP05, the Strategy Committee approved the metrics, as presented in GF/SC14/12.</td>
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<td><strong>GF/43/EDP07: Extending the wambo.org pilot to include COVID-19 products (July 2020)</strong></td>
<td>The Board, recognizing the importance of ensuring rapid availability of quality COVID-19 products as part of the global response to COVID-19 pandemic, noting the Secretariat’s collaboration with partners to provide procurement options and solutions for countries to address the specific challenges of COVID-19, decided to extend the scope of the wambo.org Pilot to include for eligible buyers as defined in GF/B42/DP05, the purchase of all COVID-19 products available in wambo.org for procurement by Global Fund Principal Recipients. Such non-Global Fund-financed transactions for COVID-19 products will: - be individually subject to agreement by the Global Fund and, if applicable, to agreement by the product catalogue owners or manufacturers; - not count towards the cap of USD 50 million of transactions for the Pilot otherwise applicable to non-COVID-19 products; - be issued as Purchase Orders by wambo.org within the period ending in 31 December 2020, unless extended by the Board following recommendation by the Strategy Committee. The Board further decided that the reporting of transactions for COVID-19 products will be included in the biannual reporting on the Pilot to the Strategy Committee, using metrics for reporting to be agreed by the Strategy Committee in October 2020. However, COVID-19 product transactions will be disaggregated from reporting on other Pilot transactions, so as to enable integration with overall reporting on the COVID-19 response, and to avoid distorting reporting on the original Pilot.</td>
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<td><strong>GF/B42/DP05: Evolving the wambo.org pilot for non-Global Fund-financed orders (November 2019)</strong></td>
<td>Based on the recommendation of the Strategy Committee (presented in GF/B42/04-Revision 1) the Board decided that, within defined scope of the wambo.org pilot, wambo.org may be made</td>
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<td><strong>GF/SC11/07: Extending access to wambo.org for non-Global Fund-financed orders (October 2019)</strong></td>
<td>The Strategy Committee discussed the proposal by the Secretariat to make wambo.org available for non-grant orders outside of pilot mode. The Strategy Committee requested additional consultations and a formal evaluation of wambo.org prior to exiting the wambo.org pilot. The Strategy Committee unanimously agreed to recommend to the Board for approval making wambo.org available for orders financed with non-grant funds on an evolved pilot basis, whereby governments and non-government development organizations in Global Fund eligible and transitioned countries may have access to wambo.org, to all products, services and functionalities as they become available on wambo.org, subject, if applicable, to agreement by the product catalogue owner, up to a limit of US $50 million in transaction value. The Strategy Committee would have delegated authority to adjust the value or the nature of the cap.</td>
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<td><strong>GF/SC09/DP1: wambo.org: Update on Implementation and Request for Additional Domestic Funding Transactions (March 2019)</strong></td>
<td>The Strategy Committee discussed the implementation of wambo.org for Principal Recipients using wambo.org to procure with grant funds, as well as with domestic funds as part of the pilot approved by the Board under GF/B37/DP09. In accordance with delegated authority under GF/B37/DP09, it decided to approve 50 additional transactions to be conducted on wambo.org with domestic funding, on a pilot basis, within the same scope as approved by the Board under GF/B37/DP09. The Strategy Committee further requested the Secretariat to report back to the Strategy Committee.</td>
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| **GF/B37/DP09: wambo.org: Progress Update and Steps for Advancement (May 2017)** | Based on the recommendation of the Strategy Committee, the Board approved the piloting of a limited number of transactions (no more than ten) by current Principal Recipients using domestic funding via wambo.org.  
The Board also requested the Secretariat to provide draft indicators of success of the pilot, and to report regularly on the operationalization of the pilot, to the Strategy Committee.  
Lastly, the Board delegated to the Strategy Committee the authority to approve further domestic funding transactions via wambo.org on a pilot basis. |
| **GF/SC03/DP02: wambo.org: Progress Update and Steps for Advancement (March 2017)** | The Strategy Committee discussed and provided input into the progress of wambo.org to date and the supplemental information addressing questions and concerns raised during the voting process and subsequent consultations after the Board did not adopt the same pilot that is presented in GF/SC03/16. The Strategy Committee recommended the Decision Point presented in GF/SC03/16 to the Board for approval with 9 votes in favor, and 1 abstention. |
| **GF/AFC02/DP01 and GF/SC02/DP01: wambo.org: Progress Update and Steps for Advancement (October 2016)** | The Audit and Finance Committee and the Strategy Committee jointly discussed and provided input into the progress of wambo.org to date and the steps for advancement as described in GF/AFC02/23a and GF/SC02/06a. The Audit and Finance Committee and the Strategy Committee unanimously recommended the decision point therein to the Board for approval.  
Following the Audit and Finance Committee and the Strategy Committee discussions, the proposed pilot was submitted to the Board in November 2016 as an electronic decision point. The recommendation received the two-thirds majority required for the decision point to pass in the implementer group. However, it did not receive the same required two-thirds majority in the donor group, where two constituencies voted against the decision point and two abstained. As such, the decision point did not pass at that time. |
| **GF/B35/DP08: Sustainability, Transition and Co-financing Policy (April 2016)** | Based on the recommendation of the Strategy, Investment and Impact Committee, the Board approves the Sustainability, Transition and Co-financing Policy, as set forth in Annex 1 to GF/B35/04 - Revision 1. |
| **GF/B34/DP08: Approval of the Amended and Restated Market Shaping Strategy (November 2015)** | Based on the recommendation of the Strategy, Investment and Impact Committee, the Board approved the Amended and Restated Market Shaping Strategy, as set forth in Annex 1 to GF/B34/17 - Revision 1 (the “Amended and
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<td><strong>GF/B23/DP21: Global Fund Market Shaping Strategy and Market Shaping Interventions for ARVs (May 2011)</strong></td>
<td>The Board acknowledged the Global Fund’s critical role in shaping markets to maximize global access to health products and further emphasized its desire for the Global Fund to more actively shape markets for health products to optimize price, quality, design, and sustainable supply. The Board approved the market-shaping strategy recommended by the Market Dynamics Committee, including a set of specific interventions for anti-retroviral medicines (ARVs). This strategy superseded the Market Shaping Strategy approved in 2007 (GF/B15/DP15).</td>
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<td><strong>GF/B23/DP09: Plan for Comprehensive Reform: Value for Money (May 2011)</strong></td>
<td>The Board recognized that the Global Fund is well positioned to drive value for money and leverage its role as the primary financier of essential health products to improve quality, price, design, and sustainable supply. The Board asked the Market Dynamics Committee to propose expanded uses of the Global Fund’s market dynamics “toolkit”. Among other directives, it also requested the Secretariat to take all necessary and appropriate measures to fully implement voluntary pooled procurement and aggressively execute the Market Dynamics Committee recommendations.</td>
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<td><strong>GF/B15/DP15: Market Dynamics and Voluntary Pooled Procurement (April 2007)</strong></td>
<td>The Board adopted the objective and guiding principles for market shaping set out at the 14th Board meeting and amended at this meeting. In addition, the Board decided to pursue voluntary pooled procurement as the first element of its market dynamics strategy. As such, the Board required that the pooled service shall be operated by one or more global or regional procurement agent(s), and that the Secretariat “shall direct the Procurement Agent to seek to award contracts for a given product to several suppliers, where possible and appropriate in view of consideration of market dynamics.” Finally, participants in the pooled service must agree to direct payment to the procurement agent for purchases. It also determined to strengthen the “Price Reporting Mechanism” (now the Price Quality Reporting Mechanism) and enter into contracts to provide procurement capacity-building services to Principal Recipients.</td>
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Annex – Relevant Past Documents & Reference Materials

a) Update on wambo.org, GF/SC14/11 (October 2020)

b) Update on wambo.org, GF/SC12/06 (March 2020)

c) Evolving the wambo.org pilot for non-Global Fund-financed orders – Revision 1, GF/B42/04 (November 2019)

d) Extending access to wambo.org for non-Global Fund-financed orders, GF/SC11/07 (October 2019)

e) wambo.org: Update on Implementation and Request for Additional Domestic Funding Transactions, GF/SC09/11 (March 2019)

f) wambo.org: Progress Update and Steps for Advancement, GF/B37/07 – Revision 2 (May 2017)

g) wambo.org: Progress Update and Steps for Advancement, GF/B35/ER17 (November 2016)