

SUBJECT: 2021-2025 MEASUREMENT FRAMEWORK

Agenda item: B

Category: For Information

Section A: Executive Summary

Context

Key shifts in the Gavi 5.0 strategy objectives and goals necessitate new ways of approaching monitoring and evaluation (M&E) that build upon the lessons learned from Gavi 4.0.

Improvements in the Gavi 5.0 M&E system will include 1) developing a theory of change underpinning the Gavi 5.0 strategy goals and objectives with well-articulated causal pathways and key assumptions; then using this to outline the measurement and learning objectives from the outset of the strategy period, establish indicators interlinked across the results chain (i.e. the measurement framework) and risks that are routinely monitored and used for timely performance management and shared accountability for delivering results.

In October 2020, the PPC was requested to provide guidance on the approach to development of the 2021-2025 M&E system, and more narrowly, the principles and process for development of the Gavi 5.0 strategy performance measurement framework, as described in this paper. More recently, the Gavi 5.0 Measurement Framework Technical Working Group (TWG) discussed indicator options for measuring “zero-dose” children.

Questions this paper addresses

- 1) What approaches, principles and processes does the Gavi Alliance intend to develop and use for managing performance, monitoring progress, demonstrating accountability and generating learning for achieving the 2021- 2025 strategy objectives?
- 2) How will the Gavi Alliance measure “zero-dose” children in the 2021-2025 strategy?

Conclusions

The Programme and Policy Committee (PPC) expressed strong support for the proposed structure, principles and process for developing the 2021-2025 M&E system and approach to evaluations, which will rely on theory of change to underpin the the measurement framework and evaluation workplan. In a recent meeting of the Gavi 5.0 Measurement Framework TWG, it was agreed that lack of

DTP vaccine (no doses of DTP) should be the indicator for “zero-dose” children as described in the Gavi 5.0 strategy one-pager.

Section B: 2021-2025 Measurement Framework

1. Learning from Gavi 4.0 to develop the Gavi 5.0 M&E system

1.1 Gavi introduced the Gavi 4.0 Alliance Accountability Framework (AAF) to support implementation, progress monitoring and accountability for delivering on the 2016-2020 strategy. This was the first time Gavi defined monitoring and accountability components across the Alliance.

1.2 In trying to implement the AAF, some limitations were identified and required a refresh of some of the strategy indicators, with Gavi Board approval in 2018. A recent broader indicator review identified opportunities for further strengthening of measurement and accountability as part of operationalisation of Gavi 5.0. Key limitations of the 4.0 measurement framework include: 1) lack of clear understanding of the theory underpinning how Gavi’s strategy and investments would lead to delivery on the 4.0 goals and objectives; 2) the reporting frequency evolved after the indicators were developed and without full consideration of how these would be used to manage performance and 3) lack of inclusion of monitoring of key risks and assumptions inherent in the strategy and established targets. More specifically:

- in some areas, lack of a developed strategy with clear causal pathways towards achieving strategic objectives led to the selection of indicator(s) that are not well-connected to Gavi investments, e.g. the indicator on integration with other health services was not developed to measure progress on a strategy for improving integration;
- strategy indicators were designed to measure change over the full duration of the strategy period - 5 years. The subsequent shift to utilising the strategy indicators for annual reporting to the Gavi Board and performance monitoring rendered several indicators not-fit-for-purpose, e.g. equity indicators on coverage across wealth quintiles and maternal education require household surveys which are infrequently conducted across countries, resulting in “flat” trends in the indicator which reflect lack of new data as opposed to a measure of whether progress has increased, decreased or stalled; and
- insufficiently linked pathways between the various components of the AAF resulted in fragmented performance management. The disconnect between strategy indicators, Alliance KPIs, PEF milestones and grant performance indicators has limited the Alliance’s ability to 1) ascertain contribution of component parts to achievement (or lack thereof) of the strategy goals; 2) adequately assess progress towards achievement of the strategy objectives; and 3) measure validity of assumptions or

contextual changes that may impact our ability to achieve our strategy objectives.

- 1.3 The proposed M&E system for Gavi 5.0 (Figure 1) identifies the tools and processes to enable learning and improve performance management for delivering on the Gavi 5.0 strategy goals and objectives.
- 1.4 The major shift is the use of theory of change (TOC) to clearly articulate the Gavi 5.0 strategy in a way that enhances our ability to monitor and evaluate it. TOC is an approach that defines the causal pathways by which inputs and processes (e.g. Gavi strategy and support) produce the intended outputs (e.g. vaccine introduction and scale-up) and lead to outcomes (e.g. children immunised) and impact (e.g. deaths averted). As discussed in the joint session of the Evaluation Advisory Committee (EAC) and PPC in October 2018, a TOC can drive good programme design and improve the ability to monitor and evaluate strategies, programmes and policies.
- 1.5 For monitoring, using a TOC approach facilitates the selection of indicators that are linked to the 5.0 strategy objectives and, due to their location along causal pathways, will indicate not only whether the Alliance is on track to meet its objectives, but also where it is off-track allowing for more real-time course correction as part of performance management. An important part of the TOC approach is the identification of key assumptions about our operating context (e.g. conflict and humanitarian emergencies) and risks to the achievement of our objectives – both of which can be monitored.
- 1.6 For evaluations, understanding our TOC will help identify the key learning questions of strategic importance to the Gavi Board and allow for development of the evaluation workplan for Gavi 5.0 at the outset of the strategy period which will be approved and overseen by the EAC with input from the Board. Some initial guiding principles for the proposed approach to evaluations are available in Annex A.
- 1.7 There is also interest in better alignment of evaluations with other targeted learning, such as those arising from audits, programme capacity assessments and implementation research, although this is not the focus of this report. Note: The Audit & Finance Committee (AFC) oversees the Audits & Investigations.
- 1.8 The PPC expressed strong support for using theory of change to underpin development of the 2021-2025 measurement framework and evaluation workplan, and to measure progress along the result chain, which could include the use of process-oriented indicators. In addition, the PPC emphasised the importance of consulting key stakeholders, including countries, and ensuring alignment with similar processes for Immunisation Agenda 2030 and the Sustainable Development Goals, which are ongoing.

Figure 1. Proposed Gavi 5.0 M&E system



2. Gavi 5.0 Measurement Framework

- 2.1 The proposed scope and structure of the Gavi 5.0 measurement framework can be summarised as having two levels as seen in the *Routine Monitoring* box in Figure 1.
- 2.2 Strategy implementation includes tracking input, process and output indicators measuring activities carried out by the Gavi Secretariat, Alliance partners and countries supporting implementation of the Gavi 5.0 strategy. Measurement and routine monitoring of strategy implementation will be detailed in the Gavi 5.0 M&E System document to be made publicly available by the end of 2020.
- 2.3 Strategy performance measurement, the primary focus of this report, measures progress towards achievement of the strategy goals and objectives (i.e. the outputs, outcomes and impact), with shared accountability across the Alliance and reporting to the Gavi Board. This approach to strategy performance monitoring effectively consolidates the strategy and Alliance KPI monitoring in Gavi 4.0 into one set of clearly linked indicators.
- 2.4 The following principles are proposed to guide development of the strategy performance measurement:
- 1) Measurement focus on the causal pathway to achieving Gavi 5.0 strategic goals

- A theory of change underpinning strategic goals and objectives will form the basis for development of the measurement framework.
 - Measurement will be oriented towards monitoring progress towards the 12 strategic objectives described in the Gavi 5.0 one-pager.
 - Indicators along the results chain will allow the Gavi Board to understand whether strategic objectives are likely to be met, as well as the performance of key drivers needed to achieve those objectives.
- 2) Measurement for shared accountability that facilitates performance management
- An emphasis on indicators with available, timely data will provide the Gavi Board with more actionable information across annual reporting cycles. For indicators where timely data are not available, the appropriate time horizon for reporting on results will be made clear.
 - Inclusion of Alliance-wide process or output indicators in the measurement framework, where relevant, will provide intelligence about progress on the casual pathway towards strategic objectives.
 - Parallel monitoring of TOC assumptions (e.g. risks) and operational environment (e.g. humanitarian emergencies) will provide context for interpreting performance.
 - Target setting will be data driven, based on the assumptions underlying our TOC and the investments planned for achieving Gavi 5.0 strategic objectives.
- 3) Alliance ownership of strategy goals and objectives, indicators and targets
- To avoid lack of alignment between indicators for the measurement framework and our strategy and investments, business owners across the Alliance will play an active role in developing indicators.
 - Coordination with Immunization Agenda 2030 M&E framework development and country-level and regional/global M&E frameworks to the extent possible will simplify processes, utilise existing data systems, reduce data collection and monitoring burden and help ensure broader ownership of the Gavi 5.0 strategy performance indicators.
- 2.5 Strategy performance will include: a) approximately three indicators (1-2 outputs and one outcome) for each strategic objective in addition to b) the mission level indicators. Measurement of potential changes in the key assumptions in the strategy TOC, for example related to the context and risk, will also be tracked to contextualize the performance measurement.

3. Process for development of the Gavi 5.0 Measurement Framework

- 3.1 The Gavi Secretariat together with Alliance partners has initiated the process to articulate the causal pathways for the 12 Gavi 5.0 strategic objectives and identify potential indicators to be explored for consideration as part of strategy performance measurement.
- 3.2 A Technical Working Group (TWG, Annex B) will serve as an advisory body to the Gavi Secretariat on technical issues related to development and selection of the strategy performance indicators. Final decision on these indicators remain under the authority of the Gavi Board.
- 3.3 Alliance partners are included on the TWG in addition to the PPC and Gavi Board and will provide both advice on indicators as well as ensure the linkage between Gavi 5.0 strategy performance measurement and similar measurement initiatives such as for Immunisation Agenda 2030 and the Global Action Plan for Healthy Lives and Well-being for All.
- 3.4 Broader formal consultation on the Gavi 5.0 strategy performance measurement with countries, other Alliance partners and stakeholders will occur through coordinated engagement across the Gavi 5.0 operationalisation workstreams.
- 3.5 Recognising the different stages of development of the Gavi 5.0 strategy elements and the importance of Alliance ownership, it is likely that development of the strategy performance measurement will require a staged approach to bringing these indicators to the Board for decision, with the first set for June 2020 Gavi Board approval and the final set with associated targets in December 2020. For a small subset of some strategy elements a learning agenda may be needed to inform development of quality indicators and might not be possible for Board approval until early in the Gavi 5.0 strategy period.

4. Measurement of “zero-dose” children”

- 4.1 Strategy Objective 2A of the 2021-2025 strategy aims to: “Help countries extend immunization services to regularly reach under-immunized and zero-dose children to build a stronger primary health care platform”, which requires an operational definition of zero-dose children
- 4.2 A recent meeting of the Gavi 5.0 Measurement Framework TWG concluded that lack of DTP (no DTP1) is the most appropriate indicator for zero-dose children for the 2021-2025 strategy. This indicator emphasizes the importance of extending the reach of the routine immunization system, is a simple measure that is well-correlated with more complex alternative indicators, and has data available over time and at global, national and subnational levels. It was noted that further discussion is needed on terminology, given that the term “zero-dose” is already used in other contexts, for example within polio and measles.

Annexes

Annex A: Proposed Approach for Gavi 5.0 Evaluation of Strategic Importance

Annex B: Terms of Reference and Composition of the Technical Working Group