

Learning System Strategy

'responding to the increased evidence needs required to successfully implement Gavi's strategy for 2021-2025'

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1. Introduction

The Alliance has made equity the organising principle of Gavi 5.0 (strategy 2021-2025), with a more focused effort on reaching zero-dose and missed communities with a full course of vaccines as its paramount common priority. In 2021, the initial Gavi 5.0 Learning System (LS) was **developed to respond to the increased evidence needs required to successfully implement Gavi's strategy for 2021-2025**. The aim of the LS is to help ensure that evidence-based learning is a core embedded element throughout the strategy. This allows for faster course correction, scaling of best practices and innovations and enabling cross-Alliance learning to achieve Gavi's strategy. Building on the lessons learned from the Gavi 4.0 2016-2020 Monitoring & Evaluation (M&E) Framework, as well as further refinement of the LS in 2021, the Gavi 5.0 LS Strategy has been updated as well as further refinement of the LS in 2021, the Gavi 5.0 LS Strategy has been updated with key additions including new guidance documents on Theories of Change, Logframes and Learning Agendas, a further developed approach to country monitoring and learning, and updates on new evidence generation activities such as the Learning Hubs. It outlines a holistic approach to planning, designing, generating, and using the information to provide the right information to the right people at the right time to improve performance in leaving no one behind with immunisation.

Going beyond the use of linked accountability measures and increasing the use of M&E in Gavi 4.0, the refreshed Gavi 5.0 LS is more streamlined and aims to better enable the application and use of learning throughout the business cycle through:

- **Design** of Gavi's programmes, policies, and strategy to have a clear vision of success and articulation of how this will be achieved including key assumptions;
- **Prioritisation of evidence** through collaborative identification (and regular review) of the priority programmatic and strategic learning questions that Gavi needs to answer in order to deliver its 5.0 strategy;
- **Generation of evidence and insights** through deployment of Measurement, Evaluation and Learning (MEL) guidance, templates and tools to enhance evidence generation and performance management to ensure actionable insights;
- **Timely use of learning and evidence** to enable faster course correction and scaling of best practices and innovations, as well as supporting delivery of Gavi's strategy

The Gavi 5.0 LS will be embedded throughout the key Gavi strategy activities. This allows for evidenced-based planning, improvements in the timely and quality delivery of evidence, and continuous learning and improvement in the delivery of Gavi's mission.

This document begins with the overview of the LS ([Section 2](#)) that articulates the objectives and approach in Gavi 5.0, followed by a description of best practices for an effective programme, policy, and strategy design ([Section 3](#)); prioritisation of evidence needs ([Section 4](#)); the complementary MEL tools to enhance evidence generation and actionable insights, ([Section 5](#)); enabling use of learning and evidence ([Section 6](#)); and finally, a high-level overview of how it will be operationalised ([Section 7](#)). The LS was—and remains—a dynamic and evolving system, with elements still to be further refined, finalised or adapted with implementation and contains links to relevant and more detailed content where relevant.

1.1 Gavi 5.0 Learning System Overview

The Gavi Learning System: From evidence and learning to action

Have a question that needs an evidence-based answer? Looking for Gavi's learnings or evidence on a specific country or topic? We all know the challenges in finding the information we need when we need it, so we can use it to better plan or make decisions.

Gavi 5.0 provides an opportunity to overcome some of these challenges with a greater focus on systematic, evidence-based learning. Better ways of identifying Gavi's priority learning needs, providing evidence to answer them and acting on the results is part of Gavi's approach through the Learning System (LS). This LS approach includes strengthening how we use the evidence to understand what has worked and what hasn't, enabling Gavi as a learning organisation.

The Gavi LS replaces the [Gavi 4.0 M&E Framework](#) and is designed to respond to information needs for the 2021-2025 strategy.

The Gavi 5.0 LS is informed by lessons learned during Gavi 4.0. Key limitations identified in Gavi 4.0 included a lack of a clear design theory, insufficient linkages across indicators used in the Alliance Accountability Framework (AAF) to support better performance management, and a fragmented approach to generate evidence resulting in missed opportunities to provide timely and informative insights to further increase Gavi's impact.

The new Gavi LS places a greater emphasis on learning from data and evidence with the aim of ensuring that the right information is provided to the right people at the right time. The vision for the LS is that evidence-based learning is a core element embedded in everything Gavi does to continuously adapt and improve on how Gavi achieves the mission. Looking ahead to what, when, and where the evidence needs help Gavi to prioritise and plan for evidence to be generated and used. This will require new ways of working by the Gavi Secretariat, countries and the Gavi Alliance partners. It will require Secretariat teams to apply processes and tools (i.e. Learning Portal¹ and country Monitoring and Learning (M&L) Guidelines², described below) to facilitate learning and drive informed decision-making at Gavi.

What is the Learning System and what value does it bring?

The LS is an approach that enables use of evidence to strengthen the delivery of Gavi's strategies, policies, and programmes.

¹ The Learning Portal is the centralised repository for Gavi evidence and information as the foundation for holistic data analysis and insight synthesis.

² The country Monitoring & Learning Guidelines detail monitoring indicators and learning plans to monitor the performance of Gavi support to countries.

Examples of Learning in Action



Zero Dose: Various analyses and syntheses were conducted to identify barriers to routine immunisation and assess the types of pro-equity interventions and investments that are improving zero-dose programming.



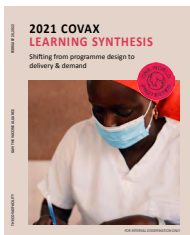
Country-level vaccine wastage study in Pakistan, Myanmar, Mozambique, and Ghana: Insights generated that wastage is lower for smaller dose vials and higher for reconstituted vaccines (e.g. BCG) to inform WHO projects/guidance for improved standard methodologies for vaccine wastage assessments.



PCV Studies in Nepal: Due to findings on PCV administration in Nepal, the spacing of the doses was adjusted to better fit the preference of Nepalese health providers and parents. Because the study showed meaningful clinical impact of this alternative schedule, the WHO revised its policy to include this alternative schedule as an option, impacting the global guidelines.



Gender Policy Evaluation: Findings and recommendations were the starting point for the Secretariat's work with Alliance partners and other stakeholders to update the policy and align with the key themes emerging from consultations.



COVAX Humanitarian Buffer: Generated lessons learned on decision-making processes, prioritisation and engagement with the humanitarian sector used to inform action and adjustments to processes and safeguards

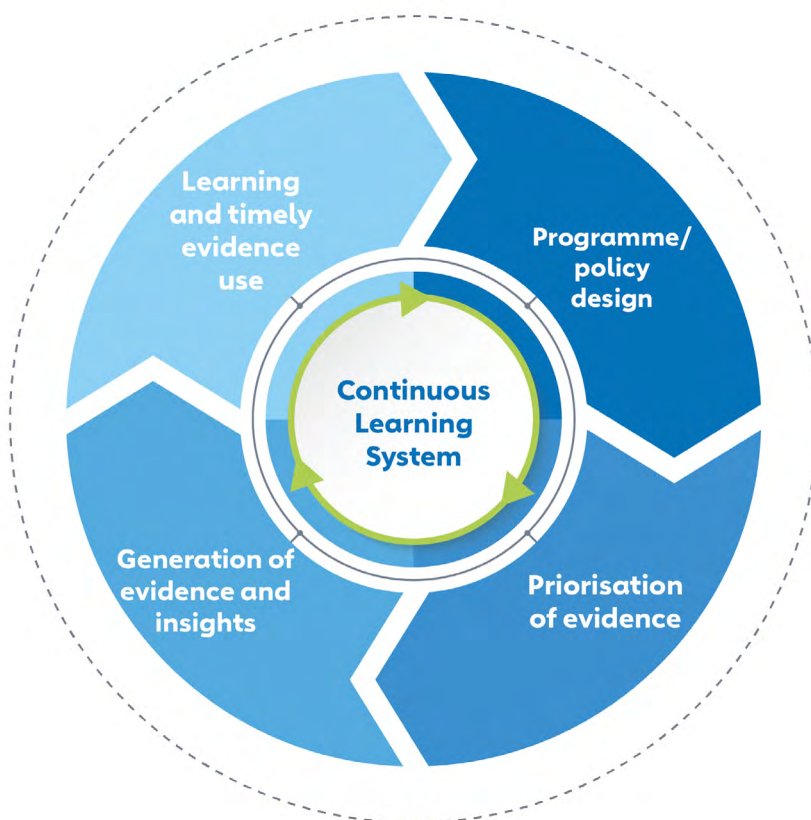
1.2 Learning System Theory of Change

The LS was designed to address these limitations (*Annex 1*). The LS Theory of Change (ToC) (*Annex 2*) provides a road map for how Gavi levers and activities work together to drive learning across the Gavi business cycle. The LS ToC highlights the process of **systematically embedding data and evidence across Gavi activities**, including performance management processes. This results in **increased use of evidence to drive improvements** and leads to an **increase in the perceived value of learning**.

Building a learning culture through **key intervention areas** will require strengthening the processes and tools, MEL activities and behaviours and structures. It will also require leadership, management, and all Gavi staff to embrace a learning mindset to continually reflect, question, and learn about both achievements and failures.

The Learning System approach entails a continuous feedback loop through systematic identification of learning needs, generating and using evidence, leading to evidence-based decision making, planning, and performance management

Figure 1. Overview of the Learning System Approach



The key shifts in Figure 1 are described in more detail on page 5 (next page).

The **key shifts** to how Gavi will drive the LS approach make up a mutually reinforcing four-step process (described in the following sections in more detail):

1**Design**

Encourage Gavi's programmes, policies, and strategy to have a clear vision of success, and articulation of how this will be achieved including key assumptions. *This would be through the development of a ToC, acting as the roadmap for how the intended outcome and/or impact will be achieved through the use of Gavi levers.*

2**Evidence Prioritisation**

Collaboratively identify—and regularly review—the priority programmatic and strategic learning questions that Gavi needs to answer in order to deliver its 5.0 strategy. *This would include identifying key programme, policy or strategy evidence gaps and synthesizing questions to answer these evidence needs.*

3**Evidence Generation and Insights**

Deploy MEL guidance, tools and templates to enhance evidence generation and performance management to ensure actionable insights. *For example, this would include conducting evaluations and targeted learning activities generated at the country level, and synthesizing the findings to provide relevant insights to the intended user(s).*

4**Learning & Evidence Use**

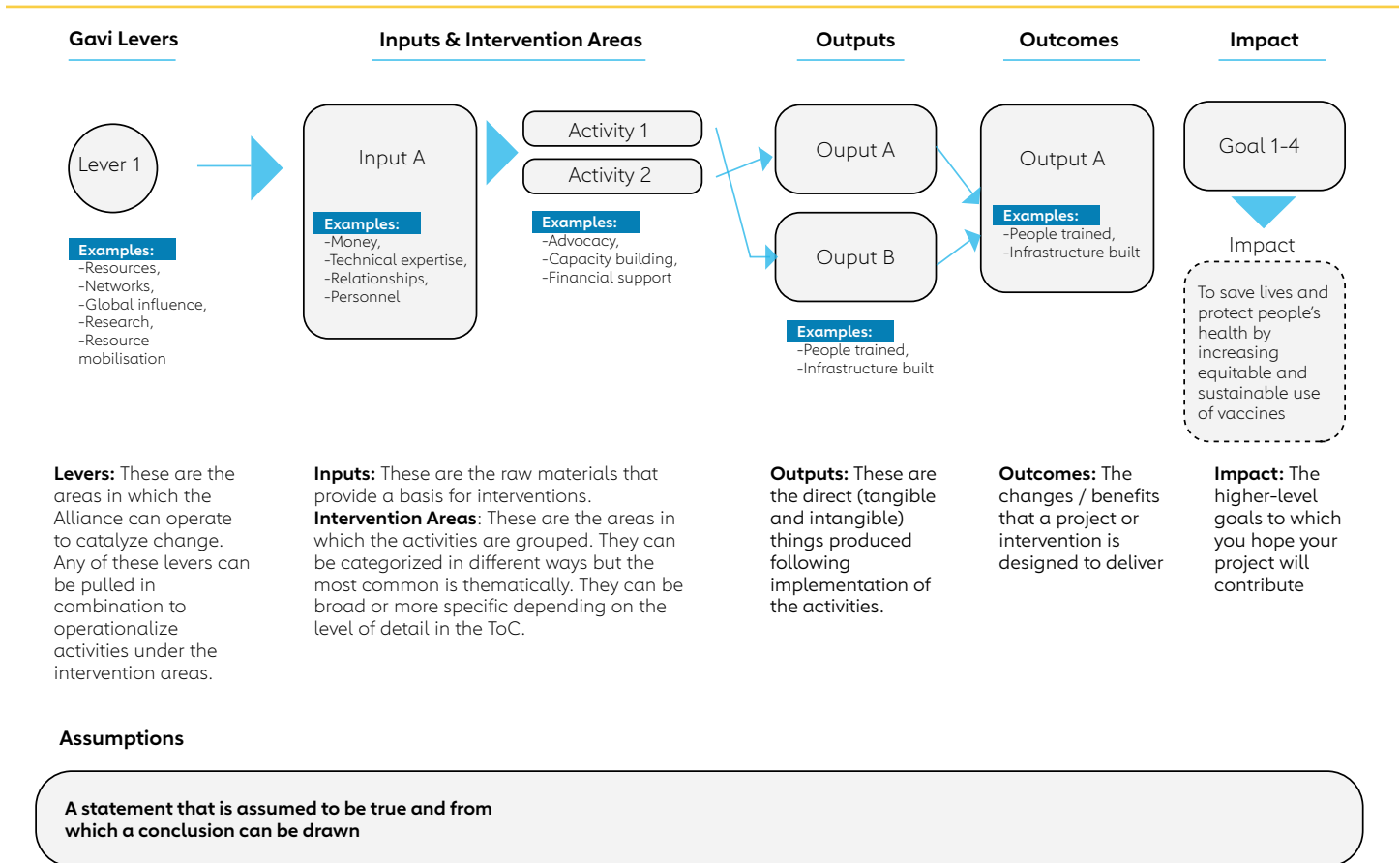
Enable timely use of evidence for faster course correction and scaling of best practices and innovations and to support the delivery of Gavi's strategy. *This would include ensuring insights and lessons learned are available and accessible to inform, for example, key review and performance management for a decision points, such as the Independent Review Committee (IRC) and Gavi Programme and Policy Committee (PPC)/Board.*

2. Design

The first shift is for Gavi’s programmes, policies, and strategy to have a clear vision of success and articulation of how this will be achieved including key assumptions.

Clearly designed programmes, policies and strategies are crucial for Gavi’s mission. To facilitate this, since 2021 Gavi routinely develops a ToC as part of its design process for new programmatic policies and strategies going to the PPC and Board for approval. These ToCs provide a vision of success and articulate how Gavi’s levers will be used to drive interventions that then lead to the desired outputs and outcomes of a Gavi programme. This enables successful planning, implementation, and adaptation of Gavi’s strategies, programmes and policies as the ToCs are reviewed and updated over time. It also supports measurement, evaluation and learning activities and guidance is available to support this process. Country level ToCs are also required as part of the Application Kit countries use to apply for Gavi support (<https://www.gavi.org/our-support/guidelines>).

Figure 2. Example of MEL Template for Developing a Theory of Change



3. Evidence Prioritisation

The second shift is to collaboratively identify and regularly review the priority programmatic and strategic learning questions that Gavi needs to answer to deliver its 5.0 strategy.

Ensuring that the right information is available to the right people at the right time will require coordinated and prospective identification and prioritisation of evidence needs and key learning questions. The evidence needs are linked to the ToC with clear use cases (i.e., when, for whom and how the evidence is to be used) and regularly reviewed and updated as required. Gavi has developed several tools to support evidence prioritisation for design of Gavi policies, programmes and strategies and Monitoring & Learning (M&L) Guidelines (defined in section 3.4) for Gavi grants to countries. These include the Gavi 5.0 Learning Priorities (*Annex 5*) shared with the PPC, Evaluation Advisory Committee, and Gavi Board, the Learning Portal, and Learning Agendas (section 3.3) for key areas of work.

3.1 Gavi 5.0 Learning Priorities

The Gavi 5.0 Learning Priorities (LPs) are a set of questions initially developed at the onset of the strategic period. The LPs and sub-questions respond to the key strategic shifts under 5.0 and have a clearly articulated use case. They guide the design of MEL activities to ensure evidence is relevant, timely, and can be used to effectively deliver, and learn from Gavi 5.0.

The LPs provide an overarching framework by which priority evidence needs and activities can be organised and communicated, and gaps in learning identified. Defining the critical learning needs in this way can ensure that the learning activities planned to respond to the most important questions, with appropriate methods to generate and synthesize the information for timely use.

Sharing the LPs will create opportunities to bring together learning from across teams, countries, and partners, to avoid duplication and ensure complementarity. At country level, stakeholders will be encouraged to use the LPs as a guiding framework. This works to drive evidence generation as part of implementation of Gavi support through the M&L Guidelines in new application processes [i.e., Full Portfolio Planning (FPP), country Equity Accelerator Funding (EAF), humanitarian EAF] – more details in [Section 4.4](#).

As required, Gavi will regularly review and update the 5.0 LPs as part of annual planning processes, recognising that LPs and needs evolve over time.

3.2 Learning Portal

The Gavi 5.0 LPs are managed within the Learning Portal, which is designed to help organise and facilitate access to, and use of relevant evidence generated and will enable:

- Visibility of the evidence generation activities planned are underway to address the Gavi 5.0 LPs;
- Better alignment across the Gavi Alliance in the deployment of evidence generation activities, ensuring less duplication and better coordination of efforts;
- Easier access to emerging evidence across the LPs to draw upon to answer key questions, provide near-time learning and to inform reporting; and
- Synthesis of data and evidence from across the different sources to answer learning priority questions.

The Learning Portal includes the following information:

- The LP questions;
- Identification of users or use cases for learning including mapping critical time points at which evidence is needed;
- Identification of the MEL activities that will generate evidence to answer the LP questions;
- Links to key outputs (e.g., reports, analyses, publications; and
- Summary of key findings, in one place.

An initial version of the Learning Portal has been developed and is being rolled out across the Secretariat, with a view to explore expanding use to Alliance Partners and relevant stakeholders with interests linked to Gavi's LPs.

3.3 Learning Agenda

Development of a Learning Agenda is encouraged for Gavi programmes, strategies and policies. The Learning Agenda outlines the key evidence or information needs, as well as a plan to respond to those needs to inform planning, design, delivery and course correction for programmes. It is highly recommended for new programmatic strategies, policies, or investments requiring Gavi Board approval.

A Learning Agenda includes:

- A set of questions addressing critical knowledge gaps aligned with Gavi LPs;
- A set of associated activities to answer them; and
- Approaches to sharing findings to enable use.

All activities proposed in a Learning Agenda must have a clear use case. A Learning Agenda should be reviewed on a regular basis to ensure activities are on track and to update with any new questions, activities or use cases. Guidance tools are available to support Gavi Secretariat teams to in developing and operationalising their Learning Agendas.

3.4 Country Monitoring & Learning Guidelines

These guidelines detail monitoring indicators and learning plans to monitor performance of Gavi support to countries. The guidelines are comprised of two sections: (1) a list of standardised indicators (and, in select circumstances, some 'supplementary indicators') aligned to 5.0 strategic objectives and (2) a learning agenda, intended to complement monitoring indicators and to provide additional evidence tailored to the country's ToC.

During new application processes (e.g. through FPP), stakeholders will be encouraged to use the Gavi 5.0 LPs as a guiding framework to drive evidence generation priorities in the country M&L Guidelines. However, they may also include additional learning questions specific to the country ToC. Anchoring learning around the LPs will guide the generation of information and evidence around implementation of Gavi 5.0 in different countries and country segments.

4. Evidence Generation and Insights

The third shift is to deploy MEL tools to enhance programmatic learning and performance management processes with actionable insights.

Gavi's levers are used to **support** evidence and insight generation activities to respond to critical learning needs of the Gavi Secretariat, countries and the broader Alliance. A more holistic approach to evidence generation, utilising an array of MEL tools to address the what (e.g. metrics, data), and the how (e.g. Learning Hubs, evaluations, case studies, etc.), is an intentional shift to strengthen evidence generation and use at Gavi. Evidence from across these MEL tools can be used to generate insights. The insights gleaned can then be used to inform the decision or process articulated in the design of the programme, policy, or strategy—from country to Alliance levels.

4.1 Evidence Generation Activities

4.1.1 Integrated Monitoring Approach

Gavi has developed an integrated monitoring approach to measure progress towards the strategic goals and supporting strategic objectives as articulated in the Gavi 5.0 strategy (5.0 one-pager explainer [here](#)). The development of the monitoring approach has been supported by ToC. It is also anchored on the need to strengthen how to systematically generate timely evidence and insights to understand progress, as well as course correct as needed to improve delivery on Gavi 5.0 (see section 8.1).

Specifically with respect to the selection of indicators, the following principles were essential for ensuring integrated monitoring:

- 1 Selected metrics and targets are consistent from corporate to country level.
- 2 Selected metrics and targets are linked logically to allow for measurement along a results chain from inputs, outputs, outcomes and impacts.
- 3 Metrics are not selected until there is clarity on the objectives and activities they are intended to measure.

A key feature in Gavi's approach to performance monitoring in Gavi 5.0 is making clear linkages between performance indicators, operational monitoring and Gavi's top risks. Making these linkages explicit will enable the use of Gavi's routine performance and other data, to monitor the evolution of Gavi's risk profile. This will strengthen Gavi's ability to prospectively anticipate changes in risk profile and implement measures to mitigate negative impacts. This is a significant shift from Gavi's historical approach of managing risks retrospectively. Please see Gavi's [Risk webpage](#) for more details on Gavi's approach to risk monitoring.

In practice, this integrated monitoring approach has been achieved by an iterative process as key use cases for monitoring across different levels of the Alliance have been adapted or designed for Gavi 5.0. At its core are the following linked monitoring frameworks that span across Gavi 5.0 strategic objectives and have required significant development as part of the Gavi 5.0 LS (see figure 2 below):

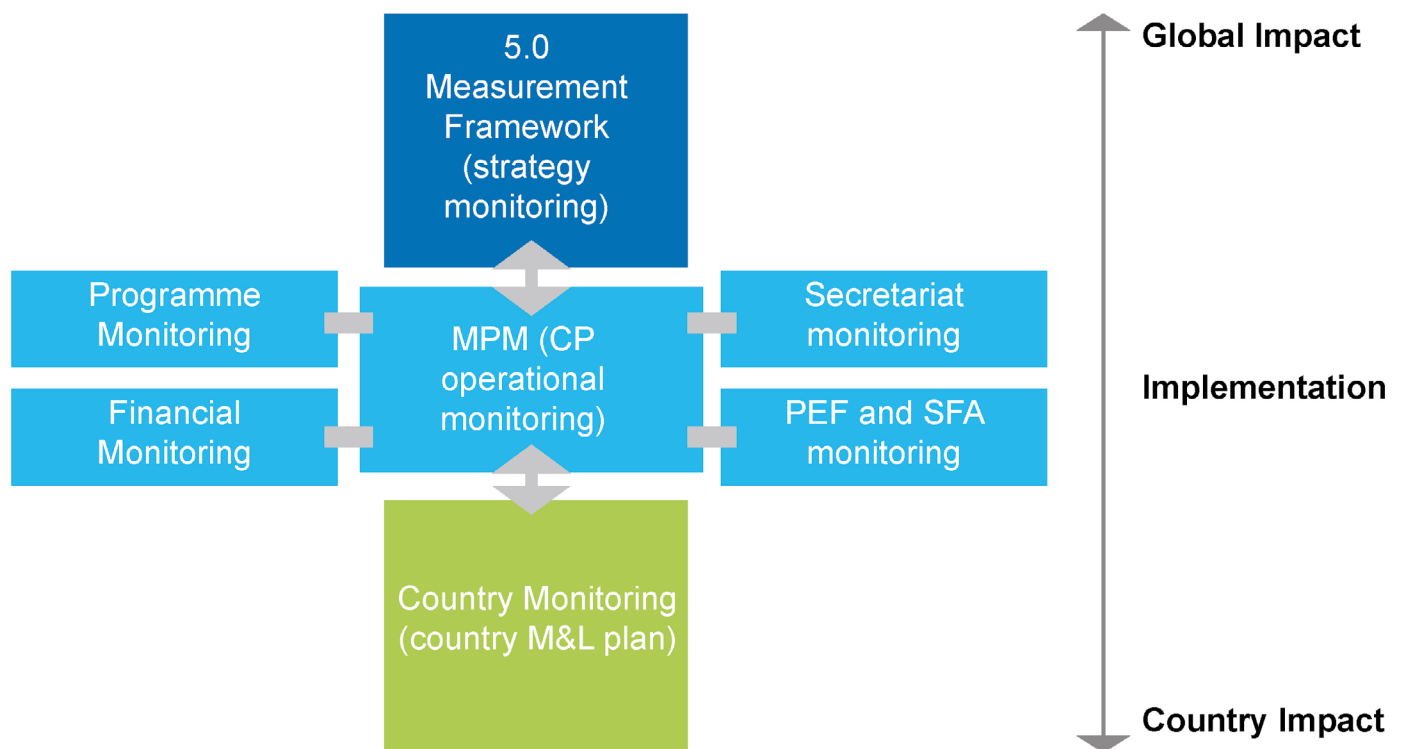
- The **Gavi 5.0 Measurement Framework** - mission and strategy performance indicators and targets approved by the Gavi Board for monitoring performance of the 2021 – 2025 strategy, aligned with the Immunisation Agenda 2030 and Sustainable Development Goal indicators. These are supplemented by process-oriented strategy implementation indicators (SIIPs) to support interpretation of the Board-approved indicators at corporate level.
- **HLRP** -conducts annual country portfolio reviews focused on a holistic review of country performance to ensure that all Gavi funding levers are utilized to maximize achievement of 5.0 objectives. Reviews built upon a dashboard of questions and indicators drawing from various sources (e.g., MPM KPIs, country M&L plan, Joint Appraisals) with review modality differentiated by country segment (deep dives for all High-Impact countries, red-flag reviews for Core and Fragile & Conflict).
- **Country M&L Guidelines**- as detailed in the Country M&L Guidance, the Gavi 5.0 country monitoring and learning approach is based on 1) country reporting against Grant-linked KPIs, 2) regular monitoring and review of Monitoring and Performance Management (MPM) indicators with key Gavi and Alliance stakeholders, and 3) the use of information generated through tailored country learning activities. Grant targets are set against Grant-linked KPIs to drive performance, while MPM indicators are a key

element of country, portfolio and operational monitoring that also draws on key metrics from different programmes and policies. Many of these indicators are shared with the Gavi 5.0 Measurement Framework and aligned with the strategy performance and strategy implementation indicators, thus enabling a consistent view on key performance metrics from country to the global level.

- Monitoring of **Programmes and Policies** – more detailed continuous monitoring of Gavi programmes and policies is undertaken by relevant Gavi Secretariat programmatic leads (e.g. cold chain investments, vaccine-specific programmes, and Gavi’s gender policy).
- Gavi Secretariat **Team Performance Metrics (TPM)** and **Partners’ Engagement Framework (PEF) Results Frameworks** for Foundational Support, Strategic Focus Areas and Targeted Country Assistance are used on an annual basis to ensure teams within the Gavi Secretariat and Alliance Partners are progressing against workplans aligned with and leading to the achievement of Gavi’s strategic objectives.

In addition to the above, there are many monitoring activities carried out by teams at Gavi to proactively track business processes, operations, and finances.

Figure 3. Gavi 5.0 Monitoring Frameworks



4.1.2 Evaluations

Evaluations build on routine monitoring by providing more robust or in-depth and explanatory information to better understand performance i.e. the *how, why* and *to what extent* for design, process and outcome/impact related learning questions. Gavi undertakes centralised and decentralised evaluations. Centralised evaluations are planned, commissioned, and managed by Gavi's Centralised Evaluation team (CET), a sub-team of the Evaluation and Learning Unit (EvLU), and are assessed by the Evaluation Advisory Committee (EAC). Decentralised evaluations are planned, commissioned, and managed outside the CET and these are shared with the EAC for information only. While centralised evaluations also provide a basis for accountability, the focus of Gavi's evaluation activities is learning and the achievement of improved outcomes. This means that evaluations should be utilisation-focused, with the intended use and the primary audience for each evaluation considered at all stages of the evaluation process.

Planning and implementation of evaluations is guided by the [Gavi Alliance Evaluation Policy](#), established to inform stakeholders of the Gavi Secretariat evaluation function's purpose, principles and standards. This policy applies to the Gavi evaluation function, including both centralised and decentralised evaluations, but does not apply to complementary activities, including monitoring, reviews, audits or research. All evaluations are published on the dedicated [evaluations webpage](#) on Gavi's website.

The Gavi 5.0 centralised evaluation workplan is guided by the LPs from which the key evaluation questions are identified. This occurs in consultation with Secretariat teams, Alliance Partners and other key stakeholders, and with final approval by the EAC³. This was approved at the start of the strategic period and is reviewed periodically with the EAC. The intent of the reviews is to improve the timeliness, quality and utility of evaluations; maximise the use of evaluation resources on the areas of highest strategic value; limit the number of ad hoc evaluations and enable learning and course correction where needed to better ensure delivery of results.

The EvLU enables other Secretariat teams to effectively plan for—and manage—decentralised evaluations by providing technical guidance and tools, as outlined here in the Evaluation Operational Guidelines (EOG).

Where relevant, joint evaluations with other organisations will be conducted where there is an alignment in generating learning for priority evaluation questions and timelines.

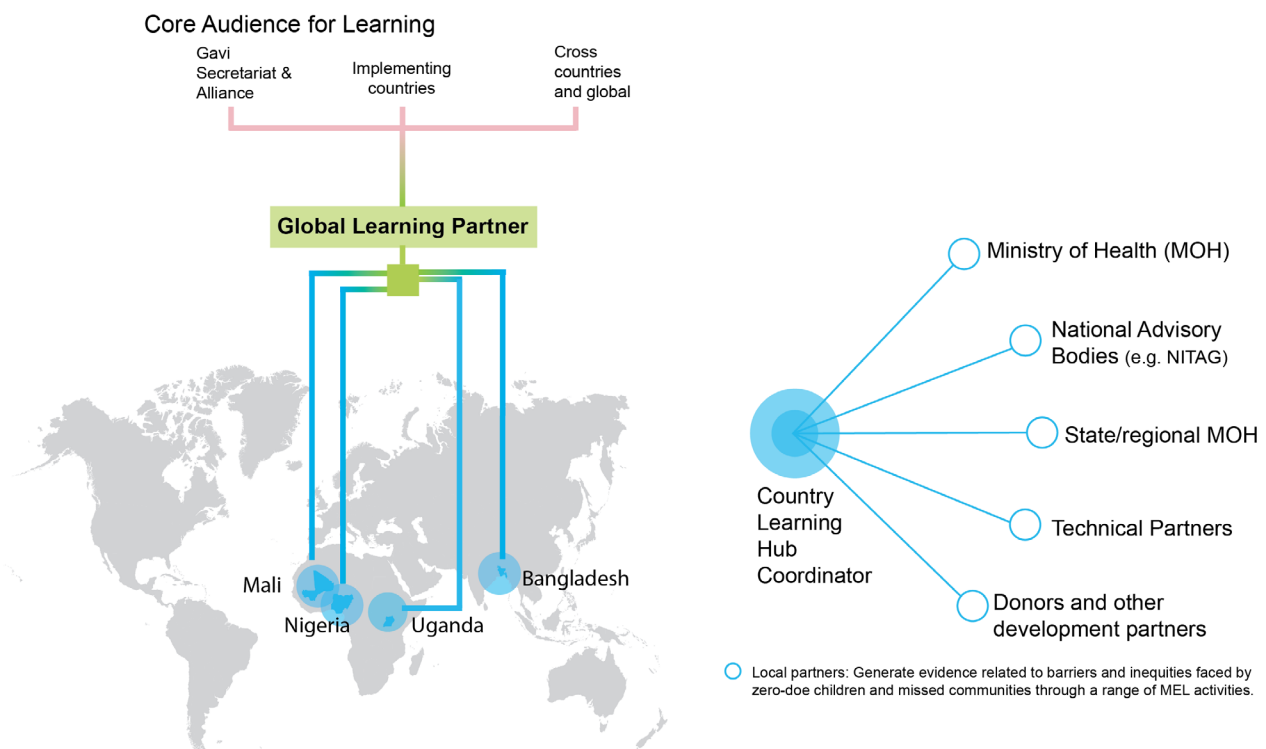
³ The EAC will continue to work to ensure that the Board applies an evaluation lens to all relevant programmatic and policy decisions and to ensure that important areas for learning and accountability are included in the Gavi 5.0 evaluation workplan as appropriate.

4.1.3 Zero-dose Learning Hubs

The Zero-dose Learning Hubs are a key tool for the zero-dose programme learning agenda providing **more in-depth monitoring and evidence generation** for programmatic approaches to **improve equity** in four priority countries (Bangladesh, Nigeria, Mali, and Uganda). The Learning Hub approach is also designed to contribute to performance reporting to the Gavi Board and other key stakeholders. Learning Hubs will be implemented with the support of local organisations with a strong capacity to generate evidence, convene local stakeholders and understand the national context and policies. Learning Hubs will deploy resources to augment monitoring with implementation research, and other data collection activities. They will be able to explore why children and communities are systematically missed, evaluate effective practices to identify and reach those children, produce timely evidence of what is working or not and what it takes to implement the approaches, and improve processes to use the evidence generated to drive action.

A global learning partner will support the design and implementation of the country learning hubs, including through targeted capacity support, and synthesise and share evidence emerging from the Learning Hubs as well as other initiatives for country, regional, and global audiences to inform more timely course correction and scaling of best practices across countries.

Figure 4. Overview of Zero-dose Learning Hubs



4.1.4 Other types of evidence generation activities

Gavi uses a range of other approaches to generate evidence to respond to learning questions at country and global levels, including Strategic Analysis; Implementation Research; Targeted Learning; Audits; Investigations and Programme Capacity Assessments (PCA) and other types of assessments and surveys.

Strategic Analysis

Gavi has increased its capacity to conduct and commission more advanced data analyses in recent years to respond to the data needs for Gavi 5.0. While Gavi will continue to support efforts to strengthen this capacity at country level, and rely on its technical partners and collaborations with academic groups, some in-house data analysis capacity allows the Secretariat to assess new data sets to understand their potential utility for Gavi for planning or decision-making, merge and triangulate multiple data sources to make better use of all relevant data, and automate large scale data analyses at country and corporate levels. This work includes analyses of geospatial data to understand subnational distributions of zero-dose children and missed communities to inform discussions. This is to help inform the discussions on planning of Gavi Health System and Immunisation Strengthening support and Equity Accelerator Funds, and conducting analyses to understand the impact of the COVID-19 pandemic on immunisation coverage and use of impact modelling results to quantify and compare the population health impacts of different vaccines and understand Gavi's return on investment.

Implementation Research

Implementation Research (IR) is a valuable approach to understanding how to implement strategies to reach missed communities and zero-dose children, and how to optimise vaccine programmes to achieve efficient, effective, equitable and sustainable coverage. IR aims to answer critical questions of importance to implementers themselves at country level, and Gavi investment in IR (through PEF and HSIS) will provide some of the key evidence to inform and support scale-up of programmatic approaches aligned with the Gavi 5.0 Learning Priorities.

Targeted Learning

A portfolio of targeted learning activities, including assessments and research studies, fill critical evidence gaps of strategic importance for Gavi to:

- (1) support evidence for decision-making (e.g. Vaccine Investment Strategy learning agenda);
- (2) mitigate risks to programmatic credibility (e.g. monitoring serotype replacement post-introduction of PCV);
- (3) demonstrate return on investment (e.g. post-introduction vaccine impact assessments) and;
- (4) maximise effectiveness of programmatic investments (e.g. vaccine wastage studies, use of fractional dosing for yellow fever).

The scope of the commissioned targeted learning activities will be aligned with the LPs and relevant Board approved learning agendas.

Audits, Investigations, and Programme Capacity Assessments (PCA)

Audit and Investigations and PCA are additional sources of evidence that can be triangulated/used to inform learning at a global and/or country level.

Audit and Investigations at Gavi evaluate and help strengthen processes relating to control, governance, and risk management. The audit and investigations are an independent function designed to assist the management and stakeholders of Gavi in accomplishing its objectives. Functions of Audits and Investigations include internal audit, programme audit, investigations, counter-fraud, and whistleblower reporting. The Audit and Investigations activity is established by the Board, and its activities are defined by the Board as part of their oversight role.

The Programme Capacity Assessment (PCA) is designed to identify risks and weaknesses prior to investing and to make recommendations for strengthening in-country management and oversight of the vaccines, vaccine-related devices and direct financial support provided by Gavi. The objective is to address any capacity gaps in order to strengthen the Gavi-supported programme including through technical support and redirection of direct financial support where appropriate. The PCA is undertaken at the onset of a new HSIS grant and repeated when circumstances change indicating a need to re-assess capacity (e.g. new implementers, subnational focus, significant increase in Gavi funding).

More information on Gavi's Audit, Investigation and PCA activities can be found here: <https://www.gavi.org/our-alliance/governance/audit-and-investigations>

4.5 Investments to Strengthen Evidence Generation

Gavi provides support to strengthen the generation of evidence and underlying systems through Gavi support to countries (outlined in the Country M&L Guidelines and the Programme Funding Guidelines) and the PEF with its core funding streams: Foundational Support (FS), Strategic Focus Areas (SFA), Targeted Country Assistance (TCA) and Studies and Evaluations (STE). PEF was introduced in Gavi 4.0 and has continued onto Gavi 5.0 to engage partners to address critical gaps in evidence generation and use and strengthen underlying data and review processes to support the planning, implementation and learning to drive delivery on Gavi 5.0 strategic objectives at country and corporate levels. Evidence generation and learning activities constitute a key component of the PEF FS & SFA investment strategy, including time limited, catalytic funding for innovative approaches to provide additional support in Gavi's key programmatic areas. PEF STE provides resources for commissioned targeted studies, evaluations and assessments to generate learning of strategic importance to the Board (e.g., learning agendas, programme capacity assessments and centralised evaluations).

4.6 Insights

A key shift in the Gavi 5.0 LS is to ensure that MEL activities lead to actionable insights that help improve the delivery of Gavi's mission. Generating new evidence is not enough; evidence must resonate with users and facilitate their uptake and use through rich and actionable insights. These insights are integrated into Board/PPC papers, donor logframe reporting and reviews, within other Gavi performance management review fora (e.g., operational monitoring, High Level Review Panel, Multi-stakeholder Dialogues-former Joint Appraisals, etc.) as well as shared with external audiences (Partnership Team meetings, Gavi Zero-Dose Community of Practice, etc.).

This is achieved by ensuring insights are tailored, timed and targeted to address the key learning questions to inform the specific decision or process and through right-sizing the approach to communicating key findings or recommendations that resonate with target audiences and delivering the insights in a timely manner to facilitate their use. This includes better use of all relevant evidence to help answer specific learning questions through evidence synthesis and data triangulation across sources to enable deeper and holistic analysis. The Learning Portal provides a repository of generated evidence across LPs to use for synthesis activities.

5. Learning and Evidence Use

The fourth shift is to better enable timely use of evidence for faster course correction, scaling of best practices and innovations and to support delivery of Gavi's strategy.

Being more strategic in what and when evidence is generated, how evidence is communicated and strengthening mechanisms for performance management to be "learning-based" will help ensure evidence is used to inform global and national advocacy and planning efforts, improve the design of Gavi strategies, policies and programmes, and drive implementation, performance and accountability. Additionally, evidence use will be more systematically tracked through the Learning Portal.

5.1 Strategic Communication

A comprehensive strategic communications review conducted for Gavi Secretariat MEL activities in 2019-2020, found that improved strategic communications efforts are critical to increasing engagement within the Gavi Secretariat and with Alliance Partners on emerging evidence. This has also been an issue raised by the EAC. Gavi has introduced or strengthened a range of measures to ensure key insights and evidence are used to drive decision and action including: integrated and upfront planning for how and when evidence is communicated to key users through Communication and Learning (C&L) Plans for key evidence generation activities;

better presentation and packaging of information through improved and more diversified types of products tailored for the intended users of the evidence; use of a wider range of information sharing channels including Gavi Secretariat internal channels like the Intranet and Gavi Beat, and external channels like #Vaccineswork and the website, along with enhanced processes to engage key audiences like co-creation of recommendation workshops, technical briefings, webinars and dissemination events.

5.2 Review and Performance Management Fora

Gavi utilises a range of fora to drive strategic and operational planning, learning and performance management. These fora are important venues for learning and use of evidence, as well as identifying emerging LPs. As part of Gavi 5.0 and ways of working for these fora are more “learning based”, strengthened with a more purposeful approach to delineating the questions and actions they seek to address and timing of these, the types of evidence required to inform these and ensuring this occurs in a timely and more simplified way (e.g. cascaded review discussions from country to corporate levels) to meet the intended objectives. Cross-cutting review and performance management fora that use evidence to understand and drive progress across Gavi 5.0 strategic goals are:

Joint appraisals. Gavi country teams meet with country governments and Alliance partners once per year to review progress on Gavi-supported activities within the country, learning from the achievement and challenges and using this to inform planning for scaling and course-correction.

Country Programme (CP) Monitoring Reviews. The Country Programme Department has established cascading mechanisms to routinely monitor the status of programme implementation across Gavi-supported countries and whether short-to-medium term results are on track utilising data to drive planning and performance management. This enhanced monitoring is important in Gavi 5.0 with implementation of greater flexibilities in our funding (e.g. multi-year approval of vaccine doses, application of Gavi policies and processes in countries that face fragility, emergencies or a refugee situation). The CP monitoring reviews include a range of performance management conversations at multiple levels and with different time frequencies yielding a shared understanding of progress and best practices and informing course correction where needed (e.g., Senior Country Managers and Country Teams continuous monitoring, regular monitoring check-ins between Country Teams and Country Support Directors, the CP management team and with the Managing Director, and the Managing Director and the Executive Office).

High-Level Review Panel (HLRP). The HLRP convenes a few times per year to make adjustments to approvals for vaccine dose allocations and to review progress at the portfolio and country level. Its scope spans all of Gavi’s support levers. For Gavi 5.0, the HLRP has been redesigned to take a segment-specific approach aimed at understanding if Gavi levers are focused on the right objectives, are being implemented as expected, and are resulting in performance against key outputs and outcomes.

Strategy, Programme and Partnerships (SPP) agenda item of the PPC and Board. Two times per year, the Gavi Secretariat provides an update to the PPC and the Board on progress towards

achieving the strategy goals and Board-approved targets. The paper synthesizes progress across the 4 strategic goals as a basis of discussion on progress, challenges and risks. The publication of Gavi's Annual Progress Report builds on this and serves as a main source of information for annual donor logframe reporting and reviews.

In addition to the above cross-cutting review fora, there are other review fora that focus on specific programs or operational areas. For example, programmatic working groups regularly monitor and review progress in their annual workplans and towards their SFA vision of success; the Partnerships Team holds regular meetings to plan, review, learn and course correct the use of PEF funding to engage Alliance Partners to support delivery on Gavi's strategy; the AFC assists the Board to fulfil its responsibilities in respect to oversight of the accounting, financing, budgeting, and financial practices of Gavi; the EAC provides guidance as part of oversight of Gavi's centralised evaluation activities and the Gavi Leadership Team convenes to review Gavi strategy progress and set corporate priorities twice annually. There are also some donor-led reviews of performance and by external bodies such as MOPAN.

Strategies to strengthen the use of evidence in Gavi's review fora include:

- More clear upfront articulation of the uses cases: identify key stakeholders, key questions and relevant evidence required and timing in order to facilitate the right type of discussions, decisions and actions for each review fora. This includes being more purposeful and transparent about aspects of the reviews that are for learning vs. accountability.
- A set of standardised performance management frameworks have been developed and will be institutionalised to ensure a systematic approach to performance review and use of evidence to inform decision-making. The key frameworks include the Gavi 5.0 Measurement Framework, the Country Programmes Monitoring and Performance Management Framework, and the Country M&L Guidelines (see Section 5.1).
 - The integrated monitoring approach (see Section 5) anchored on ToCs ensures that routine data and metrics are available, and understandable and provide insights into where progress is being made, or not, and why along the results chain. This includes regularly reviewing and updating the ToC where relevant.
 - With a backbone of shared metrics, it also ensures that monitoring-based insights arising from country-focused reviews can be aggregated to corporate strategy level review fora, and that portfolio-level insights can be more easily cascaded down to country level discussions and actions.
- Learning questions/agendas developed at time of Board approval of key policies, programmes and strategies help to ensure that the key evidence required will be generated and brought into relevant review and performance management discussions.
- More proactive planning across review fora, learning needs and available evidence will ensure those insights can be incorporated into review processes in a timely and cascaded way where appropriate. The Learning Portal is a key tool to enable this.

6. Operationalising the Gavi 5.0 Learning System

To implement the Gavi LS, the Gavi Secretariat, Countries and Alliance partners will continue to review and adopt new ways of working, adapting how we **design and plan for, prioritise, generate, communicate and use data and evidence to drive decisions.**

Critical to the successful implementation of the LS requires commitment and ownership across Gavi Secretariat, Countries and Alliance Partners with the right **behaviours and structures** in place to enable learning. This includes establishing an **enabling environment** with the **right incentives** for learning to take place (e.g. through Review and Performance Management processes, financing to support learning activities), an appropriate organisational structure that encourages learning (e.g. cross team working groups, such as the Zero Dose Learn Working Group and SFA Working Groups) and human resources that have received the right capacity building support and training to actively drive a learning culture (e.g. recruitment includes focus on a learning mindset and skills, eLearning modules available for capacity building).

It will also require a **collective effort by leadership, management and Gavi staff and Alliance Partners to embrace a learning mindset** in our day-to-day work to make the time to reflect, question, learn and adapt, even if it means acknowledging failure and awareness of the implications of actions and behaviours and their effects on strengthening Gavi as a learning organization. Together, these enablers actively drive a learning culture that allows Gavi to continuously adapt and improve on how it achieves its mission and 5.0 strategic goals.

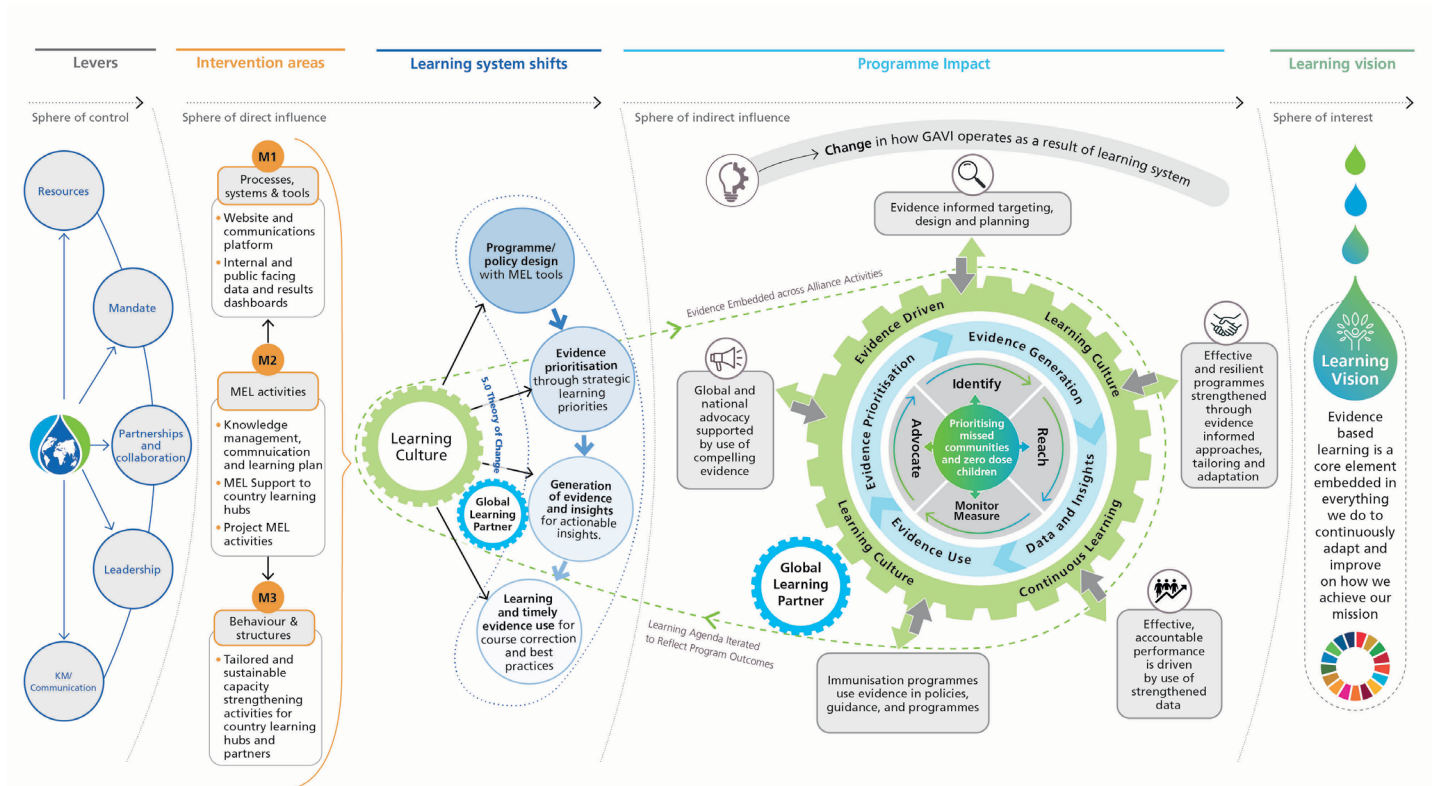
Aligned with the LS ToC, specific activities and shifts for the LS are governed by more detailed plans, guidelines and tools to facilitate effective implementation. Additional capacity building initiatives and new approaches are also being tested to better build learning into the way we work throughout the strategy period. The MEL Team will support the design and development of key foundational pieces needed to achieve this vision. The Gavi 5.0 LS Strategy remains a “live document” and will be updated on an as-needed basis.

ANNEX

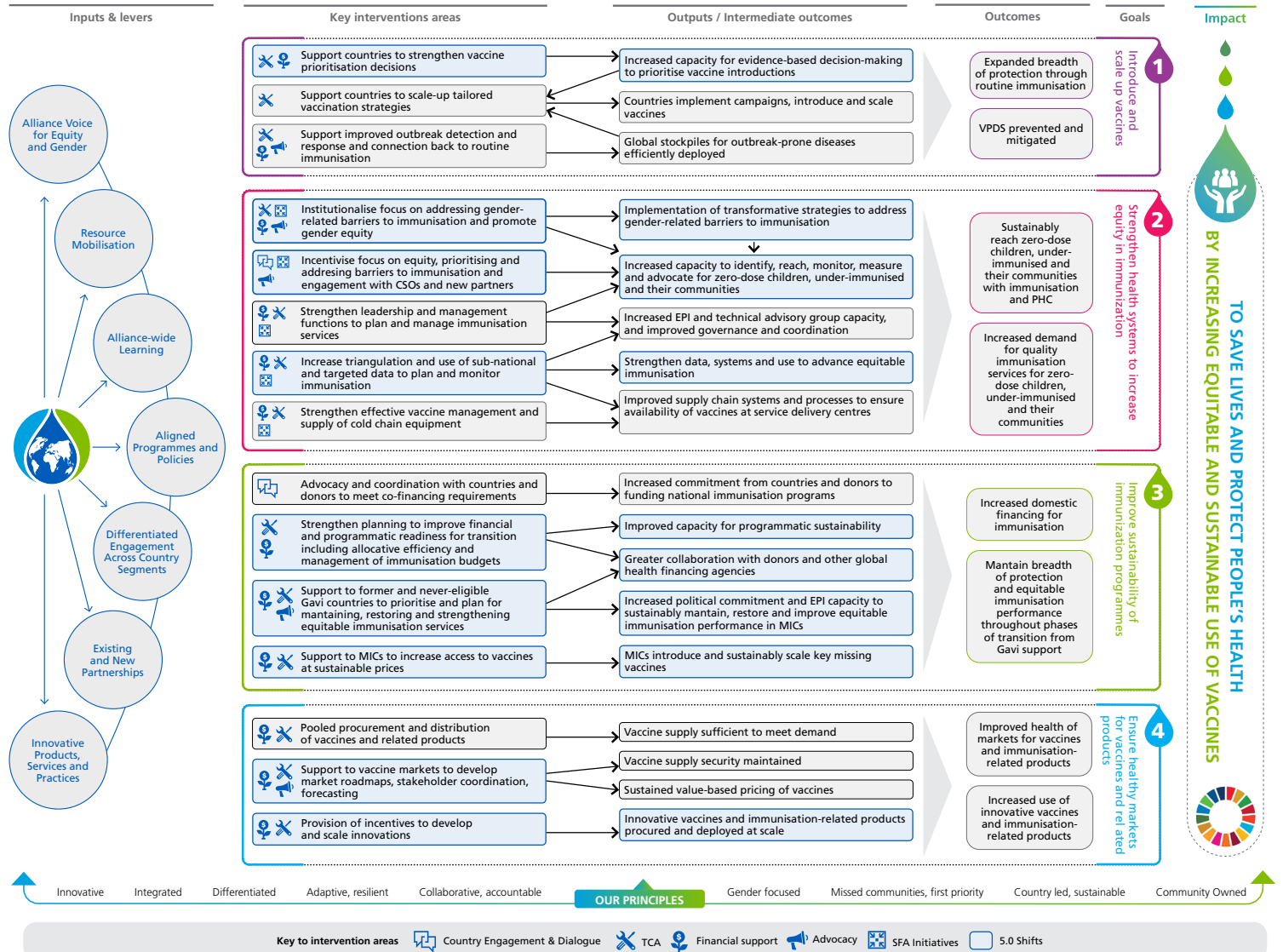
7.1 Annex 1 – Abbreviations, Acronyms, and Definitions

AAF – Alliance Accountability Framework
AFC – Audit and Finance Committee
CET – Centralised Evaluation team
C&L – Communication and Learning
CP – Country Programme
EAC – Evaluation Advisory Committee
EAF – Equity Accelerator Funding
EOG – Evaluation Operational Guidelines
EvLU – Evaluation and Learning Unit
FPP – Full Portfolio Planning
FS – Foundational Support
HLRP – High-Level Review Panel
HSIS – Health Systems and Immunisation Strengthening support
IR – Implementation Research
IRC – Independent Review Committee
LPs – Gavi 5.0 Learning Priorities
LS – Learning System
MEL – Measurement, evaluation and learning
MSD – Multi-Stakeholder Dialogue
M&E – Monitoring & Evaluation Framework
M&L – Monitoring & Learning
PCA – Programme Capacity Assessments
PEF – Partners’ Engagement Framework
PPC – Programme and Policy Committee
RI – Routine immunisation
SFAs – Strategic Focus Areas
SIIPs – Process-oriented strategy implementation indicators
SPP – Strategy, Programme and Partnership
STE – Studies and Evaluations
TCA – Targeted Country Assistance
ToC – Theory of Change

7.2 Annex 2 – Gavi 5.0 Strategy 1-Pager and Theory of Change



7.3 Annex 3 – Draft Gavi 5.0 Matrix of Potential Strategy Performance and Implementation Indicators



7.4 Annex 4 – Summary of challenges and key shifts in Gavi’s approach to monitoring, evaluation and learning from Gavi 4.0 (2016–2020) to Gavi 5.0 (2021–2025)

Gavi 4.0 (2016-2020)	Gavi 5.0 (2021-2025)
Lack of a developed strategy with clear causal pathways towards achieving strategic objectives led to the selection of indicator(s) that were not well-connected to Gavi investments.	<ul style="list-style-type: none"> • Development of Theories of Change from the outset that represent the key shifts in Gavi 5.0, as well as the causal pathways that lead to the achievement of our strategic goals.³ • Linkage of Gavi investments to the Theories of Change (e.g. through programming guidance and country support theory of change). • Linkage of indicators to the Theories of Change.
Developed separately, the various monitoring components of the Alliance Accountability Framework (AAF) contained some linked indicators but were not sufficiently linked to enable use of this information in support of performance management.	In Gavi 5.0, strategy performance and strategy implementation indicators will be complementary and driven by a common results chain , to allow for end-to-end monitoring from inputs to impact, ensuring country performance metrics and targets are linked to a Theory of Change as well as to Gavi 5.0 strategy performance metrics and targets.
Key assumptions for the context and extrinsic factors affecting delivery on the Gavi 4.0 strategy were not transparent and monitored from the outset and ended up as important drivers of delivery of results (e.g. changes in fragility/conflict, global pandemic, etc.)	Indicators for monitoring risk and key assumptions will also be developed and monitored as part of strategy implementation indicators to enable a more holistic view of implementation, performance and risks. This important contextual information contributes to performance management discussions at strategy and country levels to enable learning and course correction.
Links between monitoring, evaluations, targeted assessments, and other learning activities were not established early on resulting in missed opportunities to provide more timely and complete information to improve uptake and use of this information. The fragmented approach to evidence generation did not support more rich synthesis and learning for priority issues impacting delivery of results.	<ul style="list-style-type: none"> • Establishing a set of LPs from the outset and managing these throughout the strategy period will allow for more coordinated information generation and learning across the Alliance that focuses on the most important questions. allows for deployment of the appropriate tools to generate and synthesise the information to better facilitate timely use. This will also allow for more prospective and innovative methods (e.g. prospective or multi-stage evaluation) to supplement our understanding of strategy performance. • Learning Hubs established in a subset of countries will allow for more systematic collection of key learning through local partnerships to supplement routine monitoring by going deeper in measurement, analysis, and understanding of factors influencing implementation and performance of approaches to reach zero-dose children and missed communities. • Coordination and collaboration with other partner-initiated learning activities to expand the information generated and use this information to collectively learn and improve delivery of results.
As many of the components of the AAF were developed for the first time in Gavi 4.0, use of this evidence for planning and decision making was not optimal or fully institutionalised, and the right systems and processes didn't exist to enable the learning culture.	Designing and strengthening Gavi's learning culture will be central to achieving delivery on the Gavi 5.0 strategy . This will include, for example, enhancing the different accountability/review forums to more routinely monitor progress, generate insights and discuss learning for performance enhancement

7.5 Annex 5 – Learning Questions (refreshed version)

Themes	Draft Learning Priority Questions (all)
1. Zero dose children and missed communities	<p>Identify</p> <ul style="list-style-type: none"> - Where, who and how many are zero-dose children, and missed communities? Why are they being missed and what are the root causes? - What are the methods used for identifying ZD children and missed communities? What works well, what does not work well and why? - What are the key barriers and enabling factors at each level (policy down to community) to identify zero dose children and missed communities? <p>Reach</p> <ul style="list-style-type: none"> - What specific approaches are designed to reach zero-dose children and missed communities and to bring them in to the health system towards full immunization? What works well, what does not work well and why? - What are the key barriers and enabling factors at each level (policy down to community) to reach zero dose children and to bring them in to the health system through full immunization? - What are effective ways to engage with other parts of the health sector/partners to reach the marginalised, missed communities and zero-dose children (incl. integration with PHC)? <p>Monitor and Measure</p> <ul style="list-style-type: none"> - What are the most effective approaches and methods to monitor and measure reaching Zero Dose, under-immunised children and missed communities? What works well, what does not work well and why? <p>Advocate</p> <ul style="list-style-type: none"> - What strategies are effective in securing and sustaining political will across different levels to identify and reach zero dose populations? <p>Overall questions</p> <ul style="list-style-type: none"> - What, if any, were the unintended consequences (positive and negative) of targeting zero-dose, under-immunised children and missed communities? - How do Gavi's investments in innovation contribute to identifying, reaching and monitoring Zero Dose children and missed communities? (Incl. innovation in digitisation of data , partnerships, demand, gender, products, etc.) What works well, what does not work well and why? - How effective is the IRMMA framework approach on reaching zero dose children and missed communities and bringing them to full immunisation? Can the IRMMA framework be improved?

7.5 Annex 5 – Learning Questions (refreshed version)

2. Coverage (breadth of protection)	<ul style="list-style-type: none"> - Are country level stakeholders ready to introduce vaccines? - What are the key enablers or bottlenecks to: equitable and sustainable new vaccine introductions? Rapid scale-up / update of new and underused vaccines? Specifically, to increase proportion of Fully Immunised Children (FIC)? - How well are immunisation systems doing to prevent VPD? - Where should we use non universal vaccines? - How can we further optimise vaccine programmes (e.g. targeted use, timing of use, etc.)? Are the vaccine formation and schedules working as expected? - How can we better prevent, predict, and respond to outbreaks to reduce their impact?
3. Gender	<ul style="list-style-type: none"> - To what extent is Gavi implementing the approaches identified in the 2020 Gender Policy? - Are the approaches to addressing gender-related barriers effective to increase immunisation coverage, why or why not? (Incl. approaches to provision of funding, technical expertise for implementation)
4. Demand and Trust	<ul style="list-style-type: none"> - What do we know about the drivers for vaccine hesitancy and vaccine demand, and their contribution to vaccine uptake? - How have Gavi's approaches influenced vaccine hesitancy, vaccine uptake, vaccine choice? (Incl. to address gender-related barriers, drop-outs, provision of product information, C&E) - How has Gavi's Healthy Markets Framework (HMF), or investments via the HMF, contributed to enhancing the supplier landscape? (Incl. sustainable business development, quality of demand for suppliers, health of demand, stimulating product innovation?)
5. Innovation	<ul style="list-style-type: none"> - How do Gavi's investments in innovation contribute to improved immunisation outcomes? (Incl. innovation in digitisation of data and monitoring of zero-dose children and missed communities, partnerships, demand, gender, products, etc.) What is working, and why/why not? - How do Gavi's investments in innovation enable identification and scaling of these across products, services and practices, at the global and country level?
6. Sustainability	<ul style="list-style-type: none"> - How do Gavi-funded support and strengthening activities contribute to improving programmatic and financial sustainability? What works, or doesn't, and why? - How do Gavi investments contribute to country transitions (programmatically and financially)? - Is there any indication of backsliding on coverage by countries? Why/why not, and what are the key drivers?

7.5 Annex 5 – Learning Questions (refreshed version)

7. Partnerships	<ul style="list-style-type: none"> - Is Gavi's partnership model (global and country level) fit for purpose to deliver on Gavi 5.0? (Incl. PEF Targeted Country Assistance (TCA) partnerships, and PEF principles) - How well are we coordinating and collaborating with other similar agencies to align our funding to support countries? What approaches have worked/not worked? - How do Gavi funding and policy levers bring about changes in programmes / policies at country level?
8. System Strengthening	<ul style="list-style-type: none"> - Is Gavi HSS support helping countries build sustainable systems to improve immunisation outcomes and equity? - Have Gavi's programmatic investments (e.g. supply chain, human resources for health, demand, data investments) helped to build sustainable systems for delivery of immunisation services? What factors and approaches have facilitated the implementation and sustainability of approaches under these areas?
9. Cross-cutting	<ul style="list-style-type: none"> - Is Gavi's approach (process, policy) for MICs effective, why or why not? - Have Gavi investments in data collection, data systems, data quality and capacities contributed to improvement in data and information from countries? What investments/approaches worked well, or not, and why? - How well are policies supporting the work we're doing (right rules in place, right boundaries in place), and how well are we communicating these to countries ? - Do we have the correct tools, systems and processes in place to answer learning priorities?
10. COVAX	<ul style="list-style-type: none"> - How well has the COVAX Facility and COVAX AMC delivered against their goals and objectives? What are the biggest risks associated with the COVAX model and how successfully have these risks been mitigated? - How adequate is the design of the COVAX Facility and the COVAX AMC? What were the greatest challenges with design and operationalisation of the COVAX Facility and COVAX AMC? - What were the key unintended consequences (both positive and negative) of the COVAX Facility and COVAX AMC? - What lessons can be drawn, both successes and challenges, from the COVAX experience to inform Gavi's broader programming and collaborations?

7.5 Annex 5 – Learning Questions (refreshed version)

<p>11. Cross-cutting: COVID-19 (MRS)</p>	<ul style="list-style-type: none"> - What is the level of disruption and impact on RI, surveillance, local disease epidemiology and transmission dynamics, information systems? - How did Gavi's initial response (e.g. 10% reallocation) work? What difference did this make and was it based on the right assumptions? - How well is Gavi responding to support countries to maintain, restore and strengthen RI / ease disruption? - How well has the Alliance responded to COVID? How effectively have we coordinated our response, shared core information across, communicated effectively? How have Gavi's efforts been enhanced by other agencies? - What approaches were selected and were they effective at re-establishing RI? How well did we continue to identify and reach zero-dose communities? - What exemptions / exceptions were granted and were these based on clear rationale? - What lessons can be drawn, both successes and challenges, from Gavi's response and engagement in broader collaborations to inform future pandemic response? - What are the key lessons learned from the COVID 19 response to inform Gavi 5.0 operationalisation, including for longer-term programming and remaining responsive to the changing context?
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