

19th TERG Meeting

Summary of Discussions and Decisions

1-2 March 2012

Executive summary

Summary of discussions

- The TERG had very good and open discussions to renew their collaboration and frame the role of evaluations with
 - The General Manager
 - The Director of Strategy, Investment and Impact and her team
 - The Director of Audit and the OIG
 - The Director of Grant Management
 - In addition the SIIC Vice Chair and partners contributed throughout the meeting
- In particular, it was stressed
 - The evaluation function is central to the Global Fund, restoring the confidence of donors and learning by doing to improve grant management
 - OIG would undertake joint planning with the TERG and jointly share findings
 - The Secretariat would ensure all information is made available to the TERG and access to the Evaluation Library and aim to consolidate its evaluation activities
 - The TERG stressed the importance of assessing and improving data systems in countries in line with impact evaluation, and stated activities had been fragmented
 - The TERG requests support and sufficient resources from the Secretariat in the areas of Results, Measurement and data quality, and Evaluation and impact
 - The TERG made some key decisions to structure **a three year implementation plan** for the Ten Year Evaluation of the Global Fund (see following page)

Summary of decisions

- The TERG structured the components of the evaluation implementation plan for the following 2-3 years:
 - Identified criteria (Disease Burden, Global Fund investments, Partner investments, M&E systems, fragile states and concentrated HIV epidemics) and a set of countries for impact evaluations (see attachment 1)
 - Allocated TERG members to have oversight of work in these countries (attach 2)
 - Identified cross cutting areas of focus of TERG thematic evaluations (attach 3)
 - Identified roles in these countries: (1) Evaluations should be based on a mapping and collaboration with partners (2) As assessment of data quality (3) Involve oversight, coordination, work with OIG, and feed back to grant management
 - The TERG identified resources which could contribute to these goals in cross cutting evaluations (TERG budget), Data Quality Audits, and Impact Evaluations
- The TERG agreed on a retreat on 3-4th May to prepare the evaluation implementation plan for the following 2-3 years based on:
 - Gap analysis of partner evaluation activities in the TERG countries (Secretariat)
 - Draft 2000 word document on the implementation plan (Chair and members)
 - Compilation of tools for assessing country M&E systems (Stein Erik with partners)
 - Finalisation of research questions for cross-cutting studies (TERG members)
 - Refinement of key evaluation questions with extra invited partners (WHO, GAVI etc)

Commitments and actions

TERG commitments

- More active involvement of TERG members
- Each TERG member to take on 2-3 countries
- Individual responsibilities for cross-cutting studies
- Closer relationship with Strategy Investment Impact Committee (SIIC)
 - Smaller SIIC, active members
 - More meetings in 2012: end March, June, September
 - New SIIC Charter: more decision-making power, close collaboration with TERG, promote TERG concerns at Board

Secretariat Commitments

presented by the Deputy General Manager

- The Secretariat will ensure that all required information is available to TERG and give TERG access to the Evaluation Library
- TERG can request presentations on specific countries where necessary
- Where TERG recommendations are not taken, Secretariat will explain why in a frank discussion
- TERG guidance will inform Disease Committees and help determine how the Committees conduct business
- Global Fund will rely on technical partners wherever possible and make best efforts to avoid duplication
- Before the 10-Year Evaluation is begun, first need wide agreement on methodology, goals and accountability, with a focus on transparency.
- TERG to collaborate with Secretariat and SIIC to revisit the evaluation strategy/implementation plan and determine next steps.
- Secretariat will attend TERG meetings by invitation only to ensure independence of TERG discussions

TERG Action 1:

Oversight of M&E in 16 countries

TERG roles as regards M&E in a set of 16 countries:

- 1. Provide oversight and support** on the Global Fund's role in
 - Ensuring basic monitoring norms and standards are implemented, overall health information system strengthened, quality of data improved;
 - Identifying incentives for portfolio managers to act on recommendations
 - Timing, sequencing and funding program reviews and impact assessments;
 - Convening partners for gap analysis to identify what is underway and what gaps GF could fill
- 2. Work with OIG:** Strengthening communication, exchange of knowledge and cooperation, looking for common evaluations to be conducted; flagging priority issues
- 3. Synthesize common barriers:** bring to attention of SIIC and Grant Management across countries

TERG members country allocation

Selection of countries: where GF is a key player with respect to impact on M&E, info systems, impacting partnerships for quality programming

- | | |
|----------------------------|---------------------------|
| 1. Nigeria- Mickey | 9. Kenya- Stein Erik |
| 2. DRC- Paulin | 10. Zambia- Bernard |
| 3. Cameroon- Dorothee | 11. Malawi- Wim |
| 4. Côte d'Ivoire- Dorothee | 12. Zimbabwe- Mickey |
| 5. Tanzania- Jaap | 13. Myanmar- Viroj |
| 6. Uganda- Paulin | 14. Cambodia- Atsuko |
| 7. Mozambique- Stein Erik | 15. Ukraine- Lixia |
| 8. Ethiopia- Wim | 16. Haiti- UNAIDS (Salil) |

TERG responsibilities in countries

TERG roles in each country:

1. **Mapping - review mapping and gap analysis of existing evaluations and identify partners and studies to include**
2. **Systems - review information of basic health information systems, and identification of key gaps for investment**
3. **Implementation - assess timing and sequence of funding program reviews and impact assessments based on partner gaps:**
 1. Present key activities and budgets to the TERC
 2. Help identify key country partners (Travel for oversight if relevant)
 3. Review the results of program reviews
4. **Synthesis – involvement in synthesis of findings across countries to contribute to the Ten Year Evaluation**
5. **Follow up - engage with Country Teams and OIG on incentives to follow up on findings**

TERG Action 2:

Addressing cross-cutting areas

1. PMTCT- work with UNAIDS to identify specific topic where GF/TERG can contribute
2. VPP with OIG including strengthening capacity transfer, country procurement and supply systems (UNDP)
3. Literature review/expert consultation: [develop TOR with Secretariat, identify consultant, see next page]
 - Phasing in of government support/ phasing out of Global Fund
 - Business model in fragile settings and small countries
4. Status of M&E and information systems in countries- lessons learned from GF interactions, best practices, what advice going forward

Retreat to refine key evaluation questions

TERG members' responsibilities

1. 2000 words on how different pieces fit together in a redesigned TERG as part of 3 year implementation plan - [Mickey, Wim, Viroj]
 2. Work with Secretariat to compile tools, benchmarks and metrics for country M&E systems - [Stein Erik with partnerships support]
 3. Gap analysis with partners on impact and program evaluations in 16 countries, and basic data on GF grants and OIG activities - [Secretariat]
 4. 2-day retreat before GF Board- Situation Analysis and key points for moving forward, and involve some country team members [May 3-4 2012, Geneva area]
 5. Finalize research questions for cross-cutting studies: two page terms of reference including key questions, main data sources and methods, expected outputs, possible consultants, secretariat to provide written guidance
 - PMTCT - [Paulin, Salil]
 - VPP with OIG – [Elmar, Salil]
 - Literature review/expert consultation: [develop TOR with Secretariat, identify consultant, etc]
 - Phasing in/ phasing out of global fund financing - [Atsuko]
 - Business model in fragile/small countries [Wim]
- Status of M&E and information systems in countries- [Viroj, Secretariat]

TERG Actions before the May 3-4 retreat

- Mapping of key actions in TERG countries – based on gap analysis of partner evaluations where available
- Completion of individual responsibilities of TERG members to be discussed at the retreat
- Review and updates:
 - AMFm evaluation update
 - Review Joint Health Systems Funding Platform report
 - Review Independent Evaluation of Global Fund investments in Country Monitoring and Evaluation Systems Update for TERG
- Submit to Chair nominations of new TERG members

Annex 1: Summary of exchanges with the Secretariat

Introductory Remarks by the General Manager

Gabriel Jaramillo presented his vision and program of work for the Global Fund: Strengthening the Global Fund foundations and reconnecting with the core mission of saving lives:

- We are the bankers of the war against HIV, TB and Malaria. We bring money, but also a model of intervention that is more effective than national vertical systems articulated around ministries of health
 - We must demonstrate impact on the three epidemics at country level and on people's lives (in Nairobi, Lagos), and adapt to country specificities
 - (While) remaining loyal to the Mission, Vision and Strategy
 - We must achieve Impeccable Grant Management
 - Re-organize to improve Governance and Risk management
 - Prioritize high impact countries and allocate management resources
 - Enable Partners to 'permeate' the Global Fund: established three Executive Disease Committees on HIV, TB and Malaria
 - Improve efficiency and demonstrate value for money (remove 'noise' from the system)
- The TERG focuses on results and impact, and provides a dispassionate view to the world; the Board looks to the TERG as part of its assurance mechanism, to provide oversight and ensure good quality, reliable results
 - The Evaluation function is central to making sure that the Global Fund is learning by doing and getting the best return on investment

Exchanges with the General Manager

TERG members and the General Manager agreed on the following:

- Demonstrating results and impact is essential for restoring the confidence of donors about the quality of grant management .
The TERG focuses on results and impact, and provides a dispassionate view to the world; the Board looks to the TERG as part of its assurance mechanism, to provide oversight and ensure good quality, reliable results.
- The Global Fund having no real competitor, it has to find specific ways for identifying possible improvements and corrective measures to increase its performance. Evaluation if one of those ways.
- The Evaluation function is central to making sure that the Global Fund is learning by doing and getting the best return on investment.
- The issue of poor in-country information systems, already identified in the Five Year Evaluation remains unsolved. The TERG should work on it.
- Evaluation can also inform discussions on moving out from emergency to sustainability, notably as regards phasing out from certain countries and interventions.

Exchanges with the Inspector General and the Director of audit

Elmar Vinh-Thomas, Director of Audit, presented the work of the OIG, which was followed by an exchange during which:

- John Parsons, the Inspector general, and the Director of Audit proposed concrete ways of cooperation between the TERG and the OIG, notably:
 - TERG members joining OIG staff for field work
 - OIG preparing background documents to help TERG defining its work plan
 - OIG and TERG working together on the identification of countries that would benefit from joint audit and evaluation actions
 - OIG consulting the TERG when drafting its 2013 work plan
 - A system of peer-review for OIG reports and TERG-commissioned evaluation reports
- The TERG Chair ensured that, by the end of the meeting, the TERG would have a road map to work with the OIG, with emphasis on:
 - A list of countries that require specific attention, because of the risks associated to grants managed
 - A list of thematic evaluations
 - A way to address the persistent weaknesses of in-country information systems

Exchanges with the Director of Grant Management

Mark Edington (Director of Country Programs) presented briefly the present reform which focuses on dedicating more human resources to grant management with the vies to serve critical countries as well as other countries that could have been neglected until now.

For so doing, staff members working on grant monitoring in the M&E unit will be transferred to Country Programs and work on specific countries.

One team will do normative work, ensuring that the same criteria and approached are applied across the portfolio.

TERG members asked questions on the organogram being built around the high impact / high burden countries and underlined that the “investment” approach might be different from the burden approach.

The response given was that the organogram can still be changed to respond to management and effectiveness needs.

TERG members said they would work on defining a list of countries which they think deserve their full attention. This list would be derived from the list of high impact / high burden countries. See slides 17 and 18.

Exchanges with the Deputy General Manager

Debrework Zewdie, Deputy General Manager and Director for the Strategy, Investment and Impact (SII) Division presented her new Division with emphasis on the Impact, Assessment Results and Evaluation Department, in which staff will work on impact evaluations (establishing figures of the effects of our programs on the diseases) and 2 or 3 people would work on facilitating evaluation and making best possible use of TERG and of partner institutions in this domain.

In the exchanges that followed, TERG members asked questions about the Executive management's and Board's expectations vis-à-vis independent evaluations, and suggested that the envisaged level of human resources might be increased to demonstrate ambition as regards evaluations

The SII Director invited TERG to come back to her with recommendations and advice on staffing of the department.

Annex 2: Support to and from the Secretariat

Information and support needed to carry out TERG roles

- Benchmarks for monitoring and information systems in countries
 - Bring together available monitoring tools to determine whether info system is getting stronger or weaker over time
 - Apply tools in countries and monitor over time
- Audit reports for 16 countries; summary of key audit recommendations related to M&E
- Overview of plans for program review and impact assessments in countries from partnerships; gap analysis
- Secretariat plans for supporting partner reviews and timelines
- Understand to what extent the GF has contributed to sustainable reductions in overall mortality
- Compilation of all resources for each country to:
 - Identify baseline for M&E system
 - Identify needs for program evaluation and impact assessments
 - Plan with Secretariat for coordination

Secretariat support to TERG

Results, Evaluation and Impact

- Results reporting:
 - Assess programmatic results of GF, aggregate, harmonize with partners
 - Provide results release twice per year and annual results report
 - KPI framework and results on effectiveness and impact
 - Feed back strategic information to Country Teams and grant reviews
- Measurement and Data Quality
 - Normative guidance on performance, measurement, to grant management (3)
 - Undertake data quality audits to assess strength of systems and gaps to fill (2)
- Evaluation and Impact
 - Evaluation and modeling of impact of GF investments in high priority countries to cover HIV, TB, malaria, M&E, health systems, program reviews (6)
 - Support TERG and develop ME partnerships to strengthen country capacity (2)

Resources which could contribute to TERG goals

- Cross cutting evaluations and synthesis (500k)
- Data Quality Audits (500k +)
- Support to impact evaluations (1.1m)

Prescriptive normative guidance to Country Teams

- Requirements for M&E capacity
- Track Investments by major data systems (5-10% of grant funds)
- Status summaries useful for Grant management

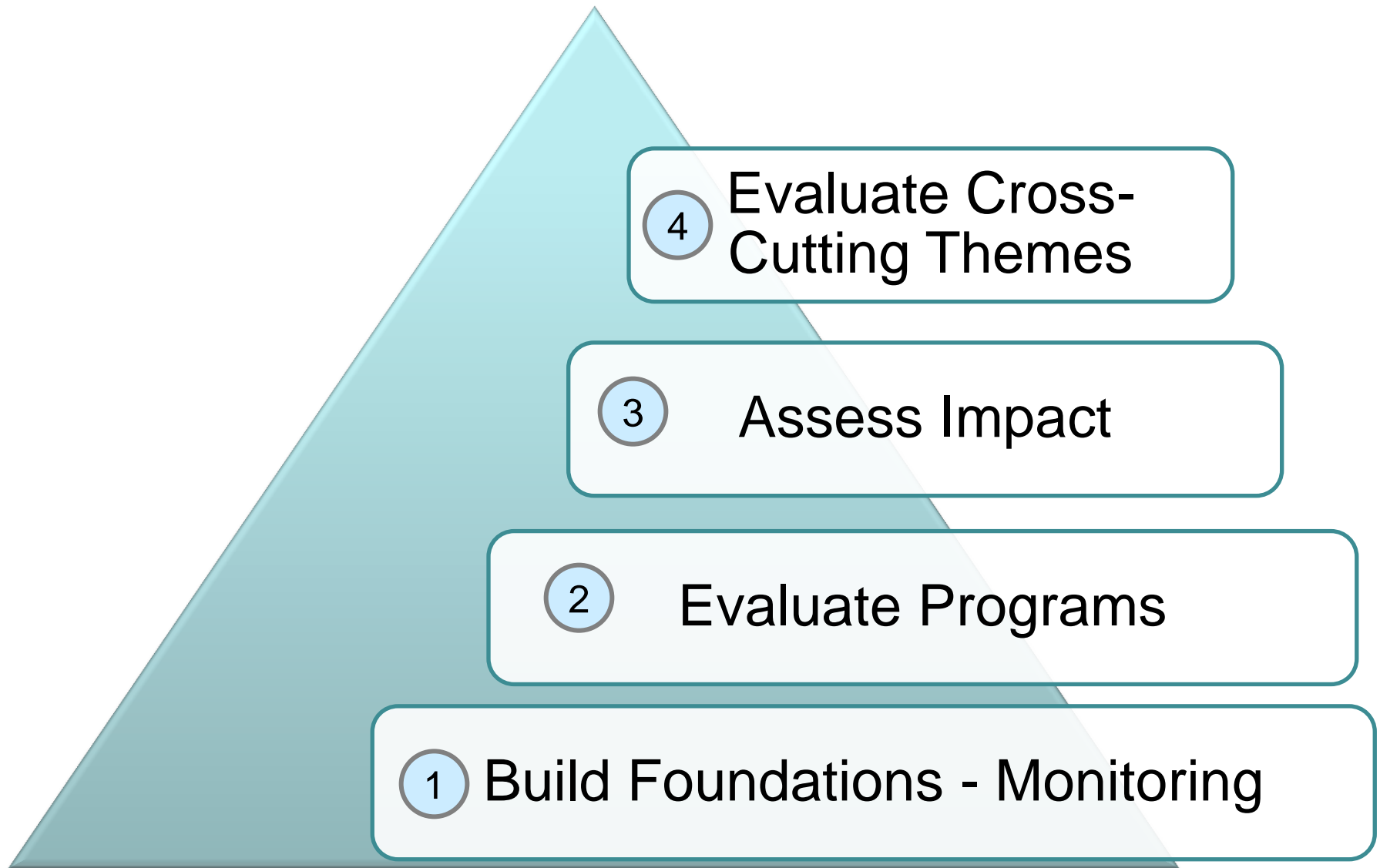
Annex 3 : EXTRA SLIDES FOR REFERENCE

Objectives of the Session

During this Session, the TERG will –

1. Define scope and overarching evaluation questions in collaboration with the Secretariat and OIG
2. Provide broad guidance on design of the 10-YE, and mechanisms for data collection to ensure robust and rigorous technical approaches.
3. Provide broad guidance on the study areas that will require systematic reviews and synthesis of evaluations conducted to date
4. Propose study areas where additional studies required to fill critical gaps will be commissioned
5. Define stakeholder consultation process including engagement of Board, Board Committees and key experts.

Strategic Approach



Building the Foundations - Monitoring

- At 10 years of the Global Fund: information systems in many countries are still fragmented, weak, and provide poor quality data.
- How to leverage Global Fund to reduce fragmentation and use convening power as a force for good – e.g. on Governance; Vital Registration Systems
- Expectation that grant monitoring and program reviews will contribute to ‘impeccable grant management’ and improve quality of grants
- Prioritize countries and invest smart, where the Global Fund is likely to have the biggest impact; leverage reprogramming efforts and grant renewals.
- Potential role of the Global Fund to drive capacity development around a costed MESS plan, in collaboration with Partners.
- The need for a paradigm shift, to support countries to utilize grant management data collected to make key decisions at clinic, district and national levels.

TERG: Provide oversight, normative approaches and key milestones to guide Country Teams managing grants in order to ensure that Global Fund investments in MESS are optimized and contribute to generating reliable data for impeccable grant management and build a foundation for robust evaluations.

- Global Partnerships in TB and Malaria have clear Evaluation road maps;
- Alignment with Partners on Evaluation of Programmes and Impact Analysis- Global fund has played an important role in partners' evaluation activities, but needs to be strengthened moving forward, especially to avoid duplicating efforts, especially at the country level -
 - Input from members of Executive Disease Committees may help align these activities.
 - National Programme Reviews could be used reveal funding gaps that the Global Fund can fill.
 - Global Fund should align itself with other global evaluations.
 - Closer alignment with partners' work can also help Global Fund identify opportunities to strengthen health systems.

Monitoring / program reviews vs. program evaluation - where does monitoring and review end, and impact evaluation starts? It is important to have a clear distinction between program reviews undertaken integral to grant monitoring activities and evaluation of programs.

Clarify roles and responsibilities between Strategy, Investment and Impact Division in collaboration with OIG and Grants Management Division.

- Investment to conduct impact assessment to get the level of specificity required would be huge if Global Fund is not satisfied with models.
- Contribution versus attribution debate; and in relation to Global Fund Strategy / global partnerships / MDG targets.
- Strategic investment in high impact settings
 - large countries with high / extreme burden in impact assessment work plans
 - adequate period (5 years) following scale up of implementation to observe impact.
- Identify synergies between Global Fund needs and what Partners are already doing?
 - collecting, analyzing and unpacking contextual factors
- Invest in strengthening data structure at country level (Vital Registration) and building capacity of local institutions (5-YE Impact Evaluation Platforms)...

TERG – support future planning, coordination and management so that Global Fund can tell a coherent story at country and global level over time, versus a ‘snap shot’.

Cross-cutting (including strategic / policy issues) and Thematic Evaluations

- not covered explicitly by programme monitoring or country teams
- will require highest level of engagement from TERG.

What are the resource implications – size of the team, scope, skills mix within the Secretariat?

Questions / Themes Emerging From Discussion

- i. PMTCT – consistently underperforming in a number of grants
- ii. VPP – to what extent it is working well / not working well
- iii. Strategic Investment – to what extent Global Fund Portfolio in-country is appropriate for epidemiological context
- iv. Assess financial systems – especially in middle-income countries; co-investment; feasibility / models for phasing in and phasing out Global Fund support
- v. Business model – LFAs, PRs, FPMs, etc...
- vi. Joint evaluation & rigorous critical review of status of M&E systems in East and Southern Africa compared to investments made.
- vii. How does the Global Fund tie investments to impact? What are we buying?

Evaluations Proposed by the SIIC Vice Chair

- i. Evaluating the role of PRs such as UNDP, what do we know about its effectiveness in transferring capacity to national entities?
- ii. Monitor and evaluate success in implementation of the Strategy
- iii. How we focus on the highest impact interventions?
- iv. How can the Global Fund do better?
- v. It would be helpful to have a better understanding of problem countries; more granulation of what is going on.

TERG countries- where GF is a key player with respect to impact on M&E, info systems, impacting partnerships for quality programming

YES (16): Nigeria, **DRC**, Tanzania, Uganda, Mozambique*, Ethiopia*, Kenya, Myanmar*, Côte d'Ivoire, Zimbabwe, **Zambia**, **Malawi***, Cameroon, Ukraine*, **Cambodia**, [Haiti]

Fragile: Chad, Somalia, S.Sudan, CAR, Burundi,

Maybe: India, SA, China, Indonesia, Namibia, Bangladesh, Philippines, Namibia, N. Sudan, Ghana, Angola, Burkina Faso, Benin **NO:** Russia, Brazil, Thailand, **VietNam**

(countries in red = inclusion in 5YEval ; * = 2012 release of full country audit)

Issues, Challenges and Lessons: (1)

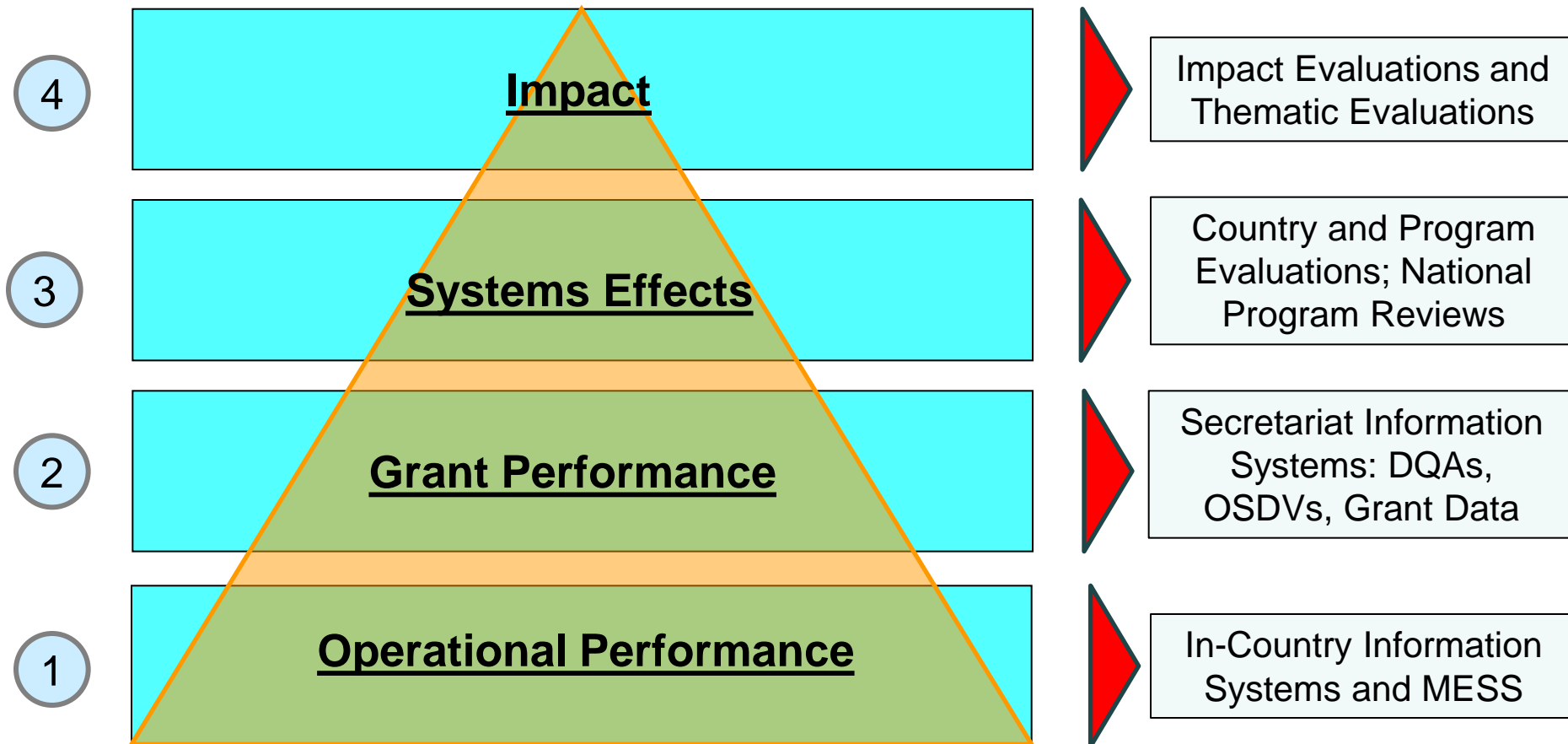
- Mechanism of how evaluations are utilized is not clear
- Relationship between TERG and TRP
- What are plans for looking beyond grant data processes (DQA, OSDVs, Performance Frameworks); ideas for going to the ‘next level’ as countries are looking beyond Global Fund processes
- The picture is not so rosy; are all these remedies working? Or are these processes more actions on top of actions for Global Fund to tick a box?
- How do we help to give guidance and support Mark’s new team?
- What happened to efforts to support costed national M&E plans? Adequate staff, where and for what?
- “For three years, we have been left in the dark with some smoke screen; we have been kept very busy with the side show. It is the first time that we have seen this body of work that is the core of Global Fund Monitoring and Evaluation Function. This is very frustrating.”

Issues, Challenges and Lessons: (2)

- “This is not the real story of the Global Fund. Even success stories like Rwanda that was cited regularly in the past, rebounded (Malaria deaths) and we did not hear about it anymore. We should move away from public relations talk when having debates on evaluation. Even interpretation is highly debatable – “clear correlation” for TERG is not good enough.”
- There is a parallel system in-country to feed the Global Fund machine. How do we provide incentives for both Global Fund and Partners?
- Contracting WHO to conduct impact assessments using inadequate approach; and not informing partners.

Global Fund Measurement Framework

10 – Year Evaluation Framework



10-Year Evaluation Framework Development Process

