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Subject            **Gavi 6.0 Measurement Framework**

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Agenda item    **06c**

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Category        **For Guidance**

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### Executive Summary

The purpose of this paper is to request that the Board provides guidance on: i) potential key shifts to Gavi’s approach to measurement, evaluation and learning (MEL) in Gavi 6.0, to be developed through the Gavi 6.0 Learning System Strategy; ii) the proposed design features of the 6.0 Measurement Framework, and iii) priority topics for evaluations in Gavi 6.0.

The potential key shifts for MEL in 6.0 include coordinated MEL across the Gavi results chain, strengthened MEL at country level, and use of adaptive learning approaches. The design of the 6.0 Measurement Framework includes anchoring on the Gavi 6.0 theory of change (TOC) and a proposed focus on indicators mapped directly to the 6.0 strategic objectives. It will be supported by comprehensive monitoring through a delivery cascade. Potential priority evaluation topics will be further developed through on-going consultations including with the Evaluation Advisory Committee (EAC).

The PPC agreed with the potential key shifts in Gavi’s MEL approach for Gavi 6.0 and the design features of the Gavi 6.0 measurement framework, including a more focused measurement framework that leverages existing country data sources without imposing new reporting requirements, with an emphasis on supporting countries to meet their measurement needs for effectively managing their immunisation programmes in line with the Lusaka agenda. The PPC also provided guidance on potential evaluation topics for the next strategy period.

### Action Requested of the Board

The Gavi Alliance Board is requested to **provide guidance** on:

- a) Key shifts to Gavi measurement, evaluation and learning for Gavi 6.0;
- b) Design features of the Gavi 6.0 Measurement Framework; and
- c) Potential evaluation topics for Gavi’s 2026-2030 strategy.

### Next steps/timeline

The Secretariat will draft a 6.0 Learning System Strategy in 2025. Under current Gavi 6.0 operationalisation timelines, it is anticipated that the Gavi Board will be asked to approve indicators in June 2025 and targets in December 2025 for the 6.0 Measurement Framework, on the recommendation of the PPC.

The EAC will provide guidance on a draft centralised evaluation workplan and high-level evaluation questions at its Q1 2025 meeting and approve the evaluation workplan at its Q3 2025 meeting.

### Previous PPC or Board deliberations related to this topic

**In October 2024 PPC meeting book:** Doc 06c – Gavi 6.0 Measurement Framework

**In June 2024 Board meeting book:** Doc 06 Annex C - *Gavi 6.0 High level approach to operationalising the new strategy* – noted the development of a 6.0 theory of change and that indicators and targets would be brought for Board approval in 2025.

## **Report**

### **1. Shifts in Gavi's approach to measurement, evaluation, and learning (MEL) in Gavi 6.0**

- 1.1 The Gavi 5.0 Learning System underpinned important improvements to Gavi's approach to MEL during Gavi 5.0 to ensure that Gavi is a learning organisation, including the mainstreaming of theories of change (TOC) as part of programme design and increased planning and use of Alliance learning activities. However, lessons learned from 5.0 including from Gavi centralised evaluations and external assessments such as the Multilateral Organisation Performance Assessment Network (MOPAN) suggest areas where Gavi's approach to MEL could be improved.
- 1.2 For monitoring and measurement, evaluations have highlighted the need for Gavi to monitor along its full results chain. This includes country grant monitoring, which was significantly lightened in terms of processes and the number of indicators reported by countries during Gavi 5.0. Identifying improved mechanisms to track Gavi-funded partner implementation and a more standardised approach to monitoring key programmes have also been recommended.
- 1.3 For evaluations, there is scope to improve the planning, oversight and utility of evaluations, while situating them within the context of other Gavi assessments and clarifying their role in learning and accountability. Gavi's evaluation function has improved, with the key elements for an effective function in place, but the process for planning evaluations, including decentralised evaluations, could be strengthened to ensure the utility and quality of decentralised evaluations. There is also consensus that the current role and mandate of EAC needs revision. The Evaluation Function Review, which is underway, provides an opportunity to address these issues.
- 1.4 For learning, while Gavi's learning culture has grown with an emphasis on knowledge sharing and continuous learning to inform policy and decision making, more can be done to ensure and monitor systematic use of evidence. Gavi undertakes work with partners to address information gaps, and efforts are underway to support learning between countries, like the Country Learning Hubs, but there is scope to further strengthen Gavi's approach. The Alliance learning culture has been decentralised, which may improve use of evidence, however this poses challenges to managing and optimising Gavi's learning portfolio. There are also challenges posed by a reliance on partners to identify poorly performing programmatic interventions.
- 1.5 The transition to Gavi 6.0 provides an opportunity to further refine Gavi's MEL approach, with three "MEL shifts" received favorably by the PPC:
  - 1.5.1 Coordinate MEL across the Gavi results chain: Gavi should be monitoring, evaluating and learning across its results chain, from operational inputs and implementation to outcomes and impact. This

shift involves broadening MEL activities to bring together programmatic outcomes with financial and operational processes;

1.5.2 Strengthen and institutionalise country-level MEL: Through its guidelines, processes, and investments, Gavi should ensure greater utility of MEL activities to implementing countries. This includes elevating the voices of countries in the planning, implementation, and dissemination of Gavi's MEL activities and ensuring that country-level MEL activities inform decisions and improve outcomes; and

1.5.3 Complement robust MEL with more adaptive learning: While robust MEL activities remain critical, generating more timely operational information and insights, for use in established feedback loops, will help the Alliance make real-time course corrections.

## **2. Context for the design of the 6.0 Measurement Framework**

2.1 The 5.0 Measurement Framework was developed in an organisational context with limited formalised operational and programmatic monitoring which could support the Board's understanding of progress towards the strategic objectives of the 2021-2025 strategy. To address this, the 5.0 Measurement Framework included a mixture of process, output, and outcome indicators which did not always map directly to the Gavi 5.0 strategic objectives approved by the Board. Over the past few years, the Secretariat has instituted several monitoring initiatives to support performance management, including the Gavi Balanced Scorecard which includes monitoring of programmes; funding, finance and risk; partners; people and culture; and operational excellence, the Country Programmes Monitoring and Performance Management framework, the Total Expenditure dashboard, and Must Win scorecards.

2.2 Under the leadership of the new CEO, a new integrated monitoring approach organised around a delivery cascade that brings together monitoring activities is taking shape. It is comprised of a four-step chain of review mechanisms including: Office of the CEO Daily Briefings to address time sensitive matters, the Delivery Dashboard to regularly review progress on tasks and milestones for corporate priorities and initiatives, Management Reporting involving monthly review by senior leadership of key performance indicators with challenges escalated, and finally, the 6.0 Measurement Framework with biannual review by the PPC and Board.

2.3 Gavi has traditionally focused data investments towards the longer-term objective of sustainably strengthening country data systems and more generally meeting the data needs of countries as opposed to ensuring timely measurement of progress on the Gavi strategy. Country reporting requirements to Gavi are limited and were further reduced during Gavi 5.0. Moreover, Gavi has often not enforced its reporting requirements.

2.4 The 5.0 Measurement Framework used the 5.0 Theory of Change (TOC) to articulate the Gavi 5.0 strategy in a way that enhanced Gavi's ability to monitor

and evaluate it, a significant evolution from 4.0. However, indicators were not sufficiently aligned with the strategic objectives. While the 5.0 framework emphasised the use of indicators with available, timely data that could provide the Gavi Board with actionable information across annual reporting cycles, several indicators, especially in Strategy Goal 2, had challenges with measurability, and addressing these issues could involve additional country-level reporting requirements, new investment in country health management information systems and survey data, and enhanced coordination with other organisations. The 5.0 framework enabled alignment between strategy performance metrics and country grant-linked key performance indicators, but country input on indicators was limited and the shared understanding of ambition between countries and the rest of the Alliance could be improved.

- 2.5 At its October 2024 meeting, the PPC expressed commitment to the Lusaka Agenda and indicated that Gavi should continue to avoid imposing new indicators on countries and focus on supporting countries to meet their measurement needs for effectively managing their immunisation programmes.

### **3. Proposed design features of the Gavi 6.0 Measurement Framework**

- 3.1 The purpose of the 6.0 Measurement Framework is to support monitoring and shared Alliance accountability by defining how Gavi will measure and define success for its 2026-2030 strategy goals and objectives.
- 3.2 The 6.0 Measurement Framework will be anchored on the Gavi 6.0 Theory of Change (TOC) (see Annex B). The 6.0 TOC is a tool to support the design and operationalisation of the Gavi 6.0 strategy, organised around the four strategy goals and 12 strategic objectives of the 2026-2030 strategy approved by the Board in June 2024. It describes how Gavi inputs, levers, activities, and interventions will lead to achieving Alliance objectives for Gavi 6.0, as well as the major assumptions that must hold. The TOC is a living document that may be updated as the design and operationalisation of the 6.0 strategy progresses, for example to reflect the final version of the Health Systems Strategy.
- 3.3 For the 2026-2030 strategic period, the proposed approach to strategy performance monitoring focuses on providing the Board with clear measurement of the achievement of the strategic objectives outlined in the Gavi 6.0 one-pager. The 6.0 Measurement Framework will include: a) mission-level indicators, and b) one indicator for each of the 12 strategic objectives in the Gavi 6.0 one-pager.
- 3.4 Measurement of Gavi levers, activities, and outputs will be tracked through supporting monitoring frameworks, including through the Delivery Cascade (see sections 2.1 and 2.2), to contextualise and interpret strategy performance.
- 3.5 The following principles are proposed to guide development of strategy performance measurement for Gavi 6.0:
  - 3.5.1 Direct alignment with the 12 strategic objectives of Gavi 6.0 one-pager: Measurement will be oriented towards each of the 12 strategic objectives

described in the Gavi 6.0 one-pager, also reflected in the Gavi 6.0 TOC, to allow the Gavi Board to monitor progress towards the achievement of those objectives;

- 3.5.2 Measurement for shared accountability across the Alliance that facilitates performance management: Alliance stakeholders will be asked to play an active role in developing indicators to ensure Alliance ownership of the vision of success. Continued coordination with the Immunization Agenda (IA2030) Framework for Action, which is being reviewed in 2024-2025, will simplify processes, utilise existing data systems, reduce data collection and monitoring burden, and ensure broader ownership of the Gavi 6.0 strategy;
  - 3.5.3 Utility for country-level performance monitoring: While strategy targets cannot necessarily be linked to country-specific targets, indicators in the 6.0 framework will be relevant for country-level monitoring wherever possible. Country input on indicators and targets will be enhanced to establish shared ambition and ownership of the strategy; and
  - 3.5.4 Use of country data systems: Given recent PPC guidance, the 6.0 framework will aim to use indicators that leverage data sources that countries systematically collect. This would minimise country burden in collecting additional data for Gavi monitoring but may limit Gavi's ability to measure certain results of its investments at portfolio level.
- 3.6 One of the principles underpinning the Gavi 6.0 strategy is differentiated support that is effectively tailored to country needs. The emphasis on differentiated support implies an appetite for differentiated monitoring to understand performance at segment, country, and subnational levels. The Secretariat Programmatic Leadership Team (PLT) and Alliance Partnerships and Performance Team (APPT) regularly review performance at segment level to understand the contributions of segments to portfolio-level indicators as well as the drivers of performance in individual countries. While maintaining portfolio-level targets is likely the most realistic approach for the 6.0 Measurement Framework, the feasibility of subnational monitoring needs to be explored further, particularly in federated, high impact countries, as well as monitoring needs for countries experiencing fragility or conflict.
- 3.7 Per PPC guidance, as part of 6.0 operationalisation Gavi will seek to scale up purposeful collaboration with Global Health Institutions (GHIs) both within and beyond the immunisation sector in line with the Lusaka Agenda. Beyond established alignment with Immunization Agenda 2030, there may be opportunities for aligning indicators used for Gavi monitoring with metrics that are broader than immunisation, including those focused on health systems strengthening, polio, and malaria. Gavi is engaging in a World Health Organization (WHO)-led process to develop a common set of Health Systems Strengthening (HSS) metrics that would be useful to countries and minimise reporting burden, and the PPC noted the importance of this effort.



#### **4. Process for development of the Gavi 6.0 Measurement Framework**

- 4.1 An Alliance Technical Working Group (TWG, see Annex C) will advise the Gavi Secretariat on technical issues related to the development of the 6.0 Measurement Framework. The final decision on indicators and targets in the 6.0 framework will be made by the Board on recommendation from the PPC.
- 4.2 Through the TWG, Alliance stakeholders will provide technical guidance on indicators and help ensure alignment between Gavi 6.0 strategy performance measurement and frameworks such as the IA2030 Framework for Action.
- 4.3 Enhanced country representation on the Alliance TWG will be realised by including one representative for each Gavi country segment, and country-focused consultation will occur in Q1 2025.
- 4.4 Under current Gavi 6.0 operationalisation timelines, it is anticipated that indicators for the 6.0 Measurement Framework will be brought to the PPC and Board for decision in June 2025, with targets brought to the PPC and Board in December 2025, allowing for consideration of the July 2025 WHO/UNICEF Estimates of National Immunization Coverage (WUENIC) in target setting.
- 4.5 Draft criteria for indicator selection have been developed (see Annex D). Of note is a criterion that indicators are meaningful and relevant to countries, in line with the principles of the Lusaka Agenda. To the extent possible, the 6.0 Measurement Framework will be designed to support and facilitate shared accountability, informed decision-making, and impact at country level.
- 4.6 Target setting will be linked to operational considerations to ensure targets are ambitious but connected to forecasts about anticipated Gavi-supported activities in 2026-2030. Where possible, targets will continue to be aligned with the IA2030 Framework for Action. Where Gavi has made commitments against mission indicators in the Gavi 2026-2030 Investment Opportunity, it is anticipated these commitments will be used as targets in the 6.0 framework.

#### **5. Potential evaluation topics for Gavi 6.0**

- 5.1 The evaluation function review (EFR) currently underway indicates scope to strengthen the utility of evaluations including through an enhanced work planning process. Early identification of the evaluation needs of key users, such as the PPC and Board, is critical to enable evaluations to be designed and delivered to provide the right information at the right time. A Technical Briefing for the Board and PPC is planned for early Q1 on recommendations from the EFR and to further explore evaluation needs for Gavi 6.0.
  - 5.2.1 At Gavi, evaluation is used for learning and accountability and can generate robust evidence for strategic, programmatic, operational, and organisational questions. For the PPC and Board, the likely focus for evaluations is on progress of Gavi's strategy, or in areas of strategic importance. This should include evaluation topics or themes where:(i) there is a major evidence gap in demonstrating progress against

objectives of the Gavi strategy; (ii) there is a critical new or continuing area of the strategy, or emerging focus area, including the related policies or levers, for which an evaluation could contribute valuable learning; (iii) data are indicating slow progress or challenges in implementation; or (iv) new evidence would add value to the Alliance partnership or inform future directions.

- 5.3 Informed by a review of Board and PPC papers (2023/2024), guidance from the PPC, learning agendas, and consultations with Secretariat colleagues, potential evaluation topics that have been surfaced for Gavi 6.0 include: a mid-term evaluation; the promise of new vaccines i.e. malaria with potential for joint evaluation; the new Fragile and Humanitarian Approach; the zero-dose agenda; the Eligibility, Transition, and Co-financing (ELTRACO) model; Health System Strategy; the contribution of Gavi to country immunisation systems; climate emergency; Universal Health Coverage and Primary Health Care; other key policies; Gavi's approach to resource allocation and partnerships, including with other Global Health Institutions (GHIs) and with focus on shifts/progress on the Lusaka agreement.
- 5.4 Board guidance is requested on: i) whether these topics align with anticipated evaluative needs or if any are missing; and ii) the 'must have' topics of strategic importance and any associated key questions for evaluation.
- 5.5 Further consultations and a prioritisation process will be undertaken, with guidance from the EAC, to develop the workplan. This will consider factors or trade-offs to determine the most fit-for-purpose evaluation work plan including: the broader data and evidence landscape; timing for use of evidence; areas of Gavi's work where a plausible association between Gavi support (financially or otherwise) and outcomes can be made; degree of robustness and independence required determined by how the evidence will be used and available resources.

## 6. Conclusion and next steps

- 6.1 The Gavi Secretariat will continue to develop the Gavi 6.0 Learning System Strategy, inclusive of the Gavi 6.0 Measurement Framework, with support of the Alliance TWG and incorporating guidance from the PPC and Board while ensuring the system is anchored on a clearly articulated causal pathway as part of the 6.0 TOC. Additional consultation will inform development of the draft evaluation workplan and high-level evaluation questions with guidance and approval of the final workplan by the EAC.

### Annexes

**Annex A:** Implications/Anticipated impact

**Annex B:** Gavi 6.0 Theory of Change

**Annex C:** Composition of the Alliance Technical Working Group

**Annex D:** Draft criteria for selecting indicators



**Additional reference materials online:**

Gavi 5.0 Measurement Framework:

<https://www.gavi.org/sites/default/files/programmes-impact/Measuring%20our%20performance/Gavi-50-Measurement-Framework.pdf>

Gavi 5.0 Learning System:

<https://www.gavi.org/sites/default/files/about/Strategy/LSS.pdf>

Gavi 6.0 Strategy and one-pager:

<https://www.gavi.org/our-alliance/strategy/phase-6-2026-2030>

Annual Evaluation Report 2023:

<https://www.gavi.org/sites/default/files/programmes-impact/our-impact/Gavi-Annual-Evaluation-Report-2023.pdf>