



Guidance for Gavi Grant Performance Frameworks – 2019

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Purpose of this document: This document provides comprehensive guidance on Gavi grant performance frameworks.
Intended audience: In-country stakeholders such as health authorities at the national and subnational level and technical partners
Web links and contact information: Additional information is available at: http://www.gavi.org/support/performance-frameworks/ .

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1. INTRODUCTION

1.1. What are grant performance frameworks?

Gavi's grant performance framework (GPF) represents an explicit agreement between a country and Gavi on the key metrics used to monitor and report on progress of all Gavi grants during their implementation. This then serves as a basis for dialogue and action toward improved outcomes. All Gavi grants to a country are included in the country's single GPF, which enables monitoring of the relative performance of each grant and of the dependencies between them. The GPF is accessible all year through the Gavi country portal. While the GPF is a core component of Gavi's monitoring processes, it is complimented by the range of programmatic and financial monitoring tools as outlined in Gavi's reporting and renewals guidelines¹.

GPFs were introduced in 2015/2016 as part of a broader effort to improve Gavi monitoring and reporting processes. Following three years of implementation (introduction and uptake), it was revised in response to identified limitations and evolving Gavi grant application and renewal guidelines. This guidance document details changes made to the GPF. *Familiarity with planning, budgeting and reporting requirements of the Gavi HSIS grants is important to understand this guidance document.*

1.2. How does the GPF fit in the grant management process?

The GPF monitors programmatic performance, financial utilisation and activity implementation of all Gavi grants in each country. As a result, the GPF is intimately linked to grant budgets and work plans. More specifically, HSS metrics follow the same grant categorisation applied to HSS budgets to allow for comparison of programmatic and financial performance.

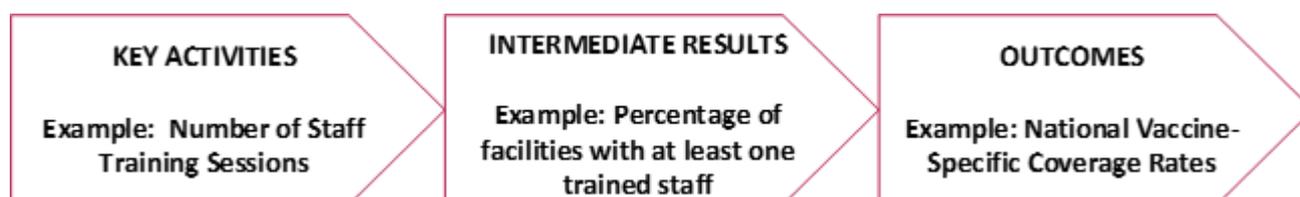
The focus of the GPF is primarily on monitoring country grants. Nonetheless, the interpretation of results tracked through the GPF will require a broader understanding of Gavi's support through the Partner Engagement Framework (PEF), more specifically the Targeted Country Assistance (TCA) plans. This is because Gavi grants are designed to respond to programmatic challenges to which TCA plans also contribute in a catalytic manner. As such, the indicators included in the GPF may be used for broader purposes (such as tracking expected results of TCA plans). It is therefore expected that results reported through the GPF be reviewed in conjunction with broader reporting through the PEF Portal. The "[TCA Guidance for 2019 Reporting and 2020 Planning](#)", notably in its supporting document "[Additional TCA Guidance: Milestones](#)", provides details on how to link TCA milestones to most relevant, specifically intermediate result tailored GPF indicators. It is expected that results reported through the GPF be reviewed in conjunction with broader TCA milestone reporting to capture the TCA driven catalytic effects and the broader impact Gavi grants have achieved in countries.

¹ Gavi's reporting and renewal guidelines can be found at <https://www.gavi.org/support/process/apply/report-renew/>

2. CONTENT OF THE GRANT PERFORMANCE FRAMEWORK

2.1. What is a theory of change?

GPF metrics capture key intended results of Gavi support in a given country. A theory of change is a method that explains how a given intervention, or set of interventions, is expected to lead to a specific change, drawing on a causal analysis based on available evidence. It shows the logical relationships amongst the resources that are being invested, the activities that take place and the resulting sequence of processes, intermediate results and outcomes. The GPF aims to translate this theory of change into a monitoring framework.



An important proportion of routine programmatic analyses conducted by Gavi Secretariat focus on intermediate results. This is because intermediate results, as opposed to outcomes, can be more directly linked to Gavi-supported activities. They extend beyond informing Gavi of activity completion but rather describe the immediate results generated by an activity or a bundle of grant activities.

2.2. What metrics are included?

The GPF monitors performance of the following grants: HSS (including the Cold Chain Equipment Optimisation Platform [CCEOP] support and the HSS Performance Based Fund [PBF] reward), routine vaccine support, vaccine introduction grants, support through stockpiles, and campaign support. Therefore, it includes indicators that measure progress on:

- Intended outcomes relating to improved coverage and equity;
- Intermediate results; and
- Key activities funded by direct financial support.

These are measured along the results chains for each aforementioned grant which may be active in a given country.

2.2.1. Core metrics

All Gavi-supported countries are expected to report on the following minimum core indicators, many of which mirror Gavi's 2016-2020 strategy core metrics:

Figure 1: List of minimum mandatory / core GPF metrics

Outcome	Intermediate
<ul style="list-style-type: none"> ▪ Vaccine-specific coverage (for Gavi-supported vaccines) at national level ▪ Drop-out rate between Penta1 and Penta 3 ▪ Vaccine-specific drop-out rates ▪ Geographic equity (4 indicators) ▪ Rural/urban equity ▪ Wealth equity ▪ Gender equity – maternal education 	<ul style="list-style-type: none"> ▪ # of children vaccinated (numerator) – all antigens ▪ Percent difference between Penta3 national administrative coverage and survey estimate ▪ Effective vaccine management score ▪ Occurrence of stock-out at national and/or district level for any Gavi-supported vaccine ▪ Timely fulfilment of co-financing commitment for all Gavi-supported vaccines

These core indicators are mandatory, based on standard definitions and are already, in almost every case, being monitored and reported by countries – particularly through the

Joint Reporting Form (JRF) which countries submit to WHO and UNICEF annually. Of note, Gavi will automatically populate data for the majority of these core indicators using publicly available data (i.e. JRF, surveys, etc.).

In addition to the above metrics, Table 1 lists applicable core indicators by grant type. These indicators only appear on the GPF if a country is benefiting from the below listed Gavi windows of support. Standard definitions are available in the Gavi Country Portal.

Table 1: List of grant-specific core indicators

	NVS	Campaigns	HSS	CCEOP
National Penta3 coverage rate				
National measles containing vaccine 1 st dose coverage rate				
Penta3 coverage in HSS targeted zones or populations				
Number of surviving infants in HSS targeted areas and/or population who received the 3 rd recommended dose of pentavalent vaccine				
Percent utilisation of Gavi HSS funds				
Post-campaign coverage for any vaccination campaign				
Number of children in the target population who received a dose of a given antigen during the last campaign				
Cold chain equipment replacement in existing equipped sites				
Cold chain equipment extension in unequipped existing and/or new sites				
Cold chain equipment expansion in existing equipped sites				
Freeze-free to non-freeze-free carrier ratio				
Maintenance of cold chain equipment (to be defined by the country)				

2.2.2. Tailored metrics

Because grant objectives are country specific, core indicators need to be complemented by additional tailored indicators at the outcome, intermediate result and activity levels. This will ensure the GPF provides an overview of key result chains and largest budget areas for Gavi support provided to a country. Therefore, countries are requested to select and define proposed indicators based on the objectives of their grants. The Gavi Secretariat will provide support as needed through this process. As the final step, country colleagues, partners and the Gavi team will discuss and agree upon the GPF which will serve as the framework for ongoing monitoring of progress of grants.

Tailored indicators are only mandatory for countries with Gavi HSS support; this also includes the performance payment/reward linked to the HSS support. The number of proposed metrics are dependent on the complexity and duration of the grant; ideally between 10 to 20 tailored indicators across all levels. *These 10-20 metrics are in addition to core indicators.* At minimum, **each HSS objective** should have at least one activity/process metric and one linked intermediate result metric being tracked for monitoring and accountability purposes. Selection should also reflect largest budget items across each objective and / or most significant results chains. Selection and definition of tailored metrics is discussed in section 2.3 of this guidance document.

Tailored metrics are not mandatory for all remaining cash grants (i.e. new introductions and campaigns). However, Gavi and the country may agree to include tailored indicators for other grants, such as campaign grants, based on performance of previous grants or to track areas of particular concern or investment. For CCEOP support, countries are expected to the define the mandatory indicator on maintenance.

2.3. Selection and definition of tailored indicators: the HSS metrics catalogue

Tailored indicators will need to be selected and defined by countries based on the objectives of their grants. An Excel-based catalogue, organised by HSS grant categories and performance levels, is available to guide this selection process. Included indicators reflect the various types of intended results chains of each HSS grant category. This catalogue is the result of an extensive review of existing GPFs, available guidance documents, guidelines and literature. Only SMART² indicators are included. For each indicator, definition, available data sources, possible disaggregation and suggested reporting frequency are specified. Countries are not limited to these metrics, **yet countries should first use this catalogue when proposing new or revising existing tailored metrics.** Rationale will be requested if alternate indicators (i.e. which are not included in the catalogue) are proposed. *The catalogue is made available at request.*

Two criteria need to guide the selection process:

- (1) *Alignment with the HSS work plan and budget.* The Gavi Country Portal requires each tailored indicator to be linked with an HSS grant category. The relevant category can be obtained from the HSS budget. At minimum, **each HSS objective** should have at least one activity/process metric and one linked intermediate result metric being tracked for monitoring and accountability purposes. In addition, big ticket items (i.e. activities and items with a large assigned budget) should be reflected in the GPF; and
- (2) *Availability of data source over time.* This is to make sure that trend analyses can be conducted.

In terms of defining the indicator itself, it is important that the unit of analysis (e.g. health workers, districts, etc.) is specified and quantified based on the data source. For example, a tailored metric that only captures progress in targeted HSS districts should include the number of targeted districts in its definition. Countries are requested to select and define proposed indicators based on the objectives of their grants. The Gavi Secretariat will provide support as needed through this process. As the final step, the country and Gavi Secretariat will discuss and agree upon the GPF which will serve as the framework for ongoing monitoring of progress of grants.

² The acronym SMART stands for specific, measurable, achievable, relevant and time limited.

Table 3: List of core indicators associated with data source and reporting frequency

Core Indicator	Data source	Minimum reporting frequency
National vaccine coverage for each Gavi-supported vaccine	1. Administrative coverage estimates 2. Official coverage estimates 3. WHO/UNICEF estimates (where available) 4. Survey estimates (where available)	Annual for sources 1, 2 and 3 and periodic (likely every 3 to 5 years) for source 4
Drop-out rates for selected vaccines	1. Administrative coverage estimates 2. Official coverage estimates 3. WHO/UNICEF estimates (where available) 4. Survey estimates (where available)	Annual for sources 1, 2 and 3 and periodic (likely every 3 to 5 years) for source 4
Post-campaign coverage for any vaccination campaign	1. Administrative coverage estimates 2. Coverage surveys conducted at the end of a campaign	3 months after the campaign for both administrative coverage estimates and coverage surveys
Equity in pentavalent 3 coverage	1. Administrative data reported through the JRF (geographic equity only) 2. Coverage surveys (DHS/MICS)	Annual for geographic equity indicators; periodic (i.e. every 3 to 5 years) for other equity indicators
Number of beneficiaries vaccinated (routine or campaign)	1. Administrative data reported (JRF for routine)	Annual
Occurrence of stock-out at national or district level	1. Administrative data reported through the JRF	Annual
Effective Vaccine Management composite score	1. EVM assessment provided by UNICEF	Periodic (likely every 3 years)
Percentage point difference between Penta3 national administrative coverage and most recent survey point estimate	1. Administrative coverage estimates 2. Survey estimates (where available)	Annual for administrative coverage estimates; periodic (likely every 3 to 5 years) for survey estimates
Timely fulfilment of annual co-financing commitments	1. Gavi internal records	Annual
Cold chain equipment replacement in existing equipped sites	1. Physical inventory	Annual
Cold chain equipment extension in unequipped existing and/or new sites	1. Physical inventory	Annual
Cold chain equipment expansion in existing equipped sites	1. Physical inventory	Annual
Freeze-free to non-freeze-free carrier ratio	1. Physical inventory	Annual
Maintenance of cold chain equipment (to be defined by the country)	To be defined by the country	Annual
Percent utilisation of Gavi HSS funds	1. Country records	Annual

2.4. Data sources and minimum reporting frequency

For core indicators, data sources and minimum reporting frequency are defined. Multiple data sources for indicators such as coverage, drop-out and equity are retained. Table 3 (see page 6) outlines all data sources and reporting frequency for each core indicator.

For tailored indicators, the HSS metrics catalogue provides suggested data sources and reporting frequency. The default reporting frequency is annual with the exception of metrics measured by periodic surveys. However, in some cases semi-annual reporting may be warranted.

2.5. Defining baselines and setting targets

Countries are expected to set targets for most indicators, whether core or tailored, that cover the grant duration. The subsections below explain which indicators require targets depending on the metric and/or type of Gavi grant. Countries are also encouraged to reflect on Gavi strategic goals and associated targets as and when targets are developed.

2.5.1. Target setting for coverage and drop-out

For coverage and drop out, Gavi tracks/uses/monitors two types of targets: calculated targets and country targets. Calculated targets for coverage indicators are calculated on the basis of the number of beneficiaries expected to be vaccinated for the relevant years; this data is populated in the GPF based on a country's most recent new and underused vaccine (NVS) renewal submission. Similarly, targets for drop-out rates are also a function of the number of beneficiaries expected to be vaccinated for the relevant years.

Setting ambitious yet realistic targets for indicators is an important element of the planning process. Good programmatic targets should be linked to the country's multi-year plan for immunisation/national health strategic plan (NHSP). In some contexts, the "calculated" target differs from operational targets used by immunisation programmes. This can be linked to use of poor vaccine stock and coverage data to complete the NVS renewal submission. To capture this difference, the GPF offers countries the possibility of specifying "country" targets. If both are the same, then the country should replicate the "calculated" target onto the "country" target field.

2.5.2. Target setting for all other core metrics

Equity targets are not mandatory but **strongly encouraged**. Setting targets for equity metrics may be difficult to do in absence of sufficient and reliable data; however, countries with national equity targets should replicate the same targets onto the Gavi Country Portal.

Targets are required for all remaining core indicators. Default targets are suggested in the Country Portal. Revisions can be made to those default targets based on approved work plans and budgets

2.5.3. Target setting for HSS tailored indicators

Targets should be proposed for the duration of the requested grant and in accordance with the reporting frequency (which is a function of the selected data source). The HSS metrics catalogue provides suggested data sources and reporting frequency. When an indicator is measured by a periodic data source, for all years where no targets need to be set (as the data source will not be available), countries should put "not applicable" or "N/A" in the Gavi Country Portal.

2.5.4. Setting baselines

Baseline values for HSS grants are mandatory requirements of the GPF. A baseline value reflects the state of play for a select indicator prior to the HSS grant being implemented. Following grant approval, if activity implementation is delayed by at least one year, the country will be asked to update baseline values for indicators with annual data sources.

2.6. Assessing the quality of a GPF

On an annual basis, Gavi Secretariat will assess each GPF to ensure that it meets minimum standards of quality across key components. Five areas are used to evaluate the quality of GPFs: (1) size, (2) completeness of all fields, (3) selection of tailored indicators which includes budget alignment, (4) target setting, and (5) alignment with theory of change. Quantitative and qualitative criteria are defined under each area as illustrated by figure 2. These criteria are based on this guidance document.

A qualitative rating is assigned for each area going from “not at all” to “comprehensively” excellent. To meet the minimum standards, a GPF must score at least a “fairly well” for at least three of the five areas. These individual scores will help focus efforts for improvements, with a particular focus on areas characterised as low quality. Gavi will aim to discuss quality assessment in a transparent manner with countries to ensure weaker areas are appropriately addressed.

Figure 2: Criteria for GPF Quality

Quantitative	Size
	# of HSS Objectives
	Number of Tailored Indicators (by Performance Level)
	Completeness
	% of Core targets completed
	% of Tailored targets completed
	% of Tailored Indicators with Baselines
	% of Tailored Indicators linked to HSS objectives
	% of Tailored Indicators with reporting dates
Qualitative	Selection of Tailored indicators
	Overall alignment with guidelines
	Alignment with budget
	Alignment of indicators to Gavi targeted areas/populations
	Target Setting
	Alignment to national health documents*
	Rationale for Core indicator targets*
	Rationale for Tailored indicator targets
	Alignment with Theory of Change (ToC)
	Established ToC
Alignment of tailored indicators with ToC	

3. REPORTING AGAINST THE GRANT PERFORMANCE FRAMEWORK

3.1. What is expected in terms of reporting?

Gavi will automatically populate data for the majority of core indicators using publicly available data (i.e. JRF, surveys, etc.). They appear in grey colour in the Country Portal. To avoid discrepancies between the finalised WHO/UNICEF JRF and Gavi’s GPF, countries will not be able to amend prepopulated data (which comes from the JRF). However, countries will have an opportunity to comment on the data to complete Gavi’s understanding on progress achieved.

Countries will be expected to input results into the GPF for all remaining indicators that are not automatically prepopulated by the Secretariat-- referred to in this guidance as “country-reported” indicators or metrics

3.2. How is the reporting done?

Countries will report on their country-reported GPF indicators through the online Gavi Country Portal as per the agreed reporting schedule. Reporting through the portal is possible throughout the year. A filter is available (set to “country” under “Reported by”; section 6.1 covers this topic) to facilitate the completion of country-reported indicators.

3.3. When does reporting need to occur?

For 2019, reporting on the GPF should be as closely aligned as possible to countries’ current health and immunisation cycles which in return inform the timing of the Joint Appraisal. For

example, many countries bring together national and sub-national EPI managers on an annual basis to review previous years' performance and agree on micro-planning for the next programmatic year. For countries that wish to enter data as it becomes available (e.g. results of a Knowledge Aptitude Practice [KAP] survey are published), the Gavi Country Portal will remain accessible throughout the year.

For 2020 onwards, all country-reported GPF indicators will be due on March 31st, 2019. Indicators automatically populated in the Gavi Country Portal will continue to be uploaded as of May of each year as this data comes from individual countries' JRF submission.

3.4. Adding explanatory notes on the GPF

The GPF largely focuses on the quantitative data to help assess a country's progress against agreed upon targets. However, the GPF provides countries the opportunity to add narrative (in the form of 'notes') to this data to complement or support the understanding of results in the GPF. We encourage countries to include notes related to progress of indicators, particularly where targets are not met. These notes complement interpretation of the GPF and are helpful towards preparing for Joint Appraisals in particular.

3.5. What happens if the reporting is incomplete?

Prior to the Joint Appraisal, Gavi Secretariat will flag which indicators have not been reported against targets as per the agreed reporting schedule. Countries will be asked to complete their GPF accordingly. In the case that countries are unable to report against an indicator, a rationale will be requested. *Furthermore, Gavi can produce, at countries' request, a summary report of overdue reporting throughout the year.* Alternatively, this can be easily produced by setting the "overdue" filter in the Gavi Country Portal. Implications for incomplete reporting is discussed in greater detail in Gavi's reporting and renewals guidelines.

4. USING THE GRANT PERFORMANCE FRAMEWORK

The GPF is used for three main reasons:

1. **Routine grant monitoring:** to understand progress achieved vis-à-vis proposed grant objectives and targets for each grant.
2. **Analysis specific to thematic areas across countries:** to provide cross-cutting view of HSS grants across countries.
3. **Grant renewal requests:** to use previous performance this is relevant for both vaccine and cash grants inclusive of the disbursement of performance payments for HSS grants.

4.1. Routine grant monitoring

A key aspect of preparation for the Joint Appraisal is to review relevant data and analysis to understand the progress against grant performance targets and to inform discussions around possible bottlenecks to grant performance (e.g. delayed reporting, unavailable data, key barriers to achieving expected results, etc.), including coverage and equity. This should enable prioritisation of targeted support as part of the Joint Appraisal recommendations. The suggested minimum set of data and analyses to be made available to inform Joint Appraisal discussions are detailed further in the Joint Appraisal Analysis Guidance document.

GPF-specific analyses can help hone in on how Gavi grant support is performing. The GPF summary metrics below are tracked by Gavi Secretariat and are systematically added to the set of minimum analyses prepared ahead of the Joint Appraisal:

- GPF reporting compliance;
- Overall grant performance further disaggregated by performance level, grant objectives and HSS grant categories; and

- Quality of GPF based on the five areas described in section 2.6.

4.2. HSS grant category analyses

Both HSS work plan, budgets and financial reporting templates are organised by grant categories. Similarly, GPF indicators for HSS grants are linked to these grant categories facilitating the comparison of programmatic and financial performance. These country-specific summaries are prepared in advance of the renewal review to facilitate the grant renewal process. The view across countries is used as part of Gavi's reporting to its Board.

4.3. Grant renewal requests

While Gavi approves support for multiple years, a country is required to request the renewal of all types of Gavi support annually. During this review process, results for the previous year are reviewed, and the decision is made for renewal of support for the following year, covering vaccines and cash-based support. A number of summary grant programmatic and financial analysis are shared with review panellists which draw from the GPF in order to inform the renewal decision. The renewal committee formulates grant renewal recommendations which are ultimately sent to Gavi's Chief Executive Officer (CEO) for final approval. More information can be found at <https://www.gavi.org/support/process/apply/report-renew/>.

5. REVISING THE GRANT PERFORMANCE FRAMEWORK

5.1. Annual review of the GPF

The annual Joint Appraisal is an opportunity to take stock of the GPF in order to flag (1) delayed activities; (2) unsound results chain; and/or (3) measurement related challenges. In all cases, revisions to the GPF will be required. Proposed changes should be discussed with Gavi Secretariat at or shortly following the Joint Appraisal, or other mission. Once agreed upon, the revised targets (and reporting dates) will be uploaded on the Gavi Country Portal by Gavi Secretariat.

5.1.1. Adjusting targets for delayed activities

Countries may experience minor and/or major delays in implementing Gavi-supported activities. As a result, targets (and reporting dates in the case of campaign support) may need to be updated for following years.

5.1.2. Unsound results chain

GPF analysis may highlighted unsound results chains. In practice, this would be reflected if target achievement and trends for process indicators show underperformance while targets / trends for intermediate results and outcomes are met / positive or vice versa. In this case, the selection of tailored indicators at all levels would need to be revisited; conversely, the activities supported by Gavi may require adjustments.

5.1.3. Measurement related challenges

There may be cases where countries may not be able to report against tailored indicators because the data source is no longer available. For example, a planned health facility survey has been cancelled or significantly postponed. Discussions should focus on the need to remove and/or replace this indicator.

5.2. Addition of a new grant

As part of a new grant application, countries will be expected to propose and include relevant metrics to their GPF. Core indicators will appear automatically on the Gavi Country Portal whereas tailored indicators will need to be added manually. Baselines, data sources and

targets will need to be set accordingly, as outlined in this document. The grant application and accompanying GPF will be reviewed by the Independent Review Committee (IRC). For HSS proposals specifically, an Excel-based template is available to facilitate the development of new metrics.

5.3. Reprogramming and / or additional funding of an existing grant

Countries may need to revisit planning and/or design of a current HSS grant. In addition, they may also be awarded additional funding and/or a performance reward (i.e. HSS Performance Based Fund [PBF] payment). In this situation, the GPF may require significant revisions where metrics might be added and/or deleted. As a result, targets (and reporting dates) may need to be updated for following years for indicators retained. Additionally, they need to be defined for new metrics. Newly proposed indicators should be informed by the HSS metrics catalogue.

5.4. Closure of an existing grant

Once a grant has been completed – or is closed – relevant core and tailored indicators will be marked as inactive. As such, it will no longer be possible for countries to report against these indicators unless specific core indicators are also tied to another active grant.

6. VIEWING THE GRANT PERFORMANCE FRAMEWORK ON THE COUNTRY PORTAL

The Gavi Country Portal is a web-based platform used to manage Gavi grants, ensuring that countries have quick and easy access to information about their portfolio of Gavi support. It allows countries to (1) submit applications for new support; (2) report back on grant performance and provide key data and documents; and (3) request the renewal of support. Country stakeholders' ability to access various tools and functions will depend on their profile within the Gavi Country Portal (e.g., only users assigned with Country Administrator profile can start a new application and submit it once completed).

This section summarises a few key features important for reporting against the GPF.

6.1. GPF filters on the Country Portal

The GPF can be accessed from the landing page of the Gavi Country Portal. Once logged into the GPF, filters can be set by each viewer, facilitating the completion of the GPF. These filters are as follows: grant type, indicator type, data sources, reported by, and overdue reporting. If filters are activated when the printing command is given, the resulting print out will consider the selected filters.

6.2. Facilitating the interpretation of the GPF

On an annual basis, Gavi Secretariat will produce a set of analyses that looks at target achievement as well as trends for metrics listed in countries' GPFs. These analyses are packaged in the format of a PowerPoint presentation to facilitate their use.

7. HELP ON THE GRANT PERFORMANCE FRAMEWORK

The Gavi Country Portal has a help section which provides countries with easy access to guidance documents, e-learning modules, and useful links to other websites. Tutorials specific to the grant performance framework are also available on the Gavi website (<http://www.gavi.org/support/performance-frameworks>). The page will also provide information on how to access additional Helpdesk support for technical and content related questions.

In addition to the above, should you require additional assistance on setting up, revising or reporting against your grant performance framework, please contact countryportal@gavi.org. Your request will be forwarded to the relevant Gavi Secretariat staff members.