



Joint Evaluability Assessment of the Global Action Plan for Healthy Lives and Well-being for All

Final Report

Prepared for // the Joint Evaluability
Assessment Steering Group

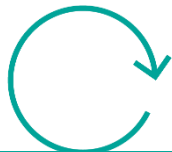
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Acronyms and Abbreviations

CMA	Common Management Agreement
DfID	Department for International Development
EQ	Evaluability Question
GAP	Global Action Plan for Healthy Lives and Well-being for All
GFF	Global Financing Facility
HHA	Harmonization for Health in Africa
HSS	Health Systems Strengthening
JEA	Joint Evaluability Assessment
MOPAN	Multilateral Organisation Performance Assessment Network
MOU	Memorandum of Understanding
P4H	Providing for Health
PHC	Primary Health Care
SDG	Sustainable Development Goal
SE	Strategic Element
SFH	Sustainable Financing for Health
TE	Technical Element
ToC	Theory of Change
TOR	Terms of Reference
UHC2030	International Health Partnership for Universal Health Coverage 2030
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV and AIDS
UNEG	United Nations Evaluation Group
UNDP	United Nations Development Programme
UNDS	United Nations Development System
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
WFP	World Food Programme
WHO	World Health Organization
4Gs	4G Initiative (Gavi, the Global Fund, the GFF and the World Bank Group)

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Executive Summary

This report documents the findings and recommendations of the Joint Evaluability Assessment (JEA) of the Global Action Plan for Healthy Lives and Well-being for All (the GAP), commissioned and managed by a 12-member Steering Group comprising representatives of the independent evaluation offices of all 12 signatory agencies of the GAP.

The GAP combines a focus on the health-related Sustainable Development Goals (SDGs) – which are of central importance at both the global and country levels – with a diverse, multifaceted and multi-level inter-organizational partnership of UN and non-UN actors. The decision to commission the JEA was in recognition of the fact that such complex and visible multi-stakeholder partnerships bear significant intrinsic risk and that it is therefore essential to identify -- early on in the partnership – any significant gaps in the pre-conditions for success in the GAP and/or in its systems for measuring, reflecting on and addressing performance. It was further recognized that this type of early assessment would help to improve the chances that the health-related SDG targets are met by 2030, while also indicating what frameworks and measurements would need to be put in place to demonstrate the progress and achievements and learn from the experience along the way.

This JEA, as an early, rapid and light-touch independent assessment of such pre-conditions for success, was thus seen as offering an opportunity to highlight to the GAP partners progress made as well as any significant gaps. With its results in hand, the partners can address gaps before they become problems that are raised in future evaluations and other evaluative exercises (at which point it might be too late to remedy them, or remedy them as easily, or remedy them in time for concrete improvement in the trajectory toward results to be sufficiently shifted).

The JEA was carried out by IOD PARC between March and June 2020, with funding provided by the United Kingdom Department for International Development (DfID) through the United Nations Evaluation Group (UNEG) and administered by Executive Office of the Secretary-General as a means of strengthening evaluation partnership related to the SDGs.

The GAP

Stronger Collaboration, Better Health: The Global Action Plan for Healthy Lives and Well-being for All was launched in September 2019 at the UN General Assembly. It commits 12 multilateral agencies to more effective collaboration in order to help countries accelerate progress to achieve the health-related SDG targets.

The goal of accelerating progress on approximately 50 health-related SDG targets within a 10-year period is a deliberately ambitious one. This ambition is partly due to the vital importance of the health-related SDG targets, and partly to the fact that the achievement of these targets is currently off track. (Figure 1 below summarises the main features of the GAP).

The GAP partnership represents a correspondingly ambitious undertaking in its own right. It is broad and diverse, covering agencies with widely differing mandates and sizes, not all of which work solely or even mainly in health or are used to working together in this space. The GAP partnership does not include the private sector, philanthropic organisations, or civil society organisations that also work in health, as their inclusion would have made the partnership endeavour unmanageably large.

The GAP is less than a year old, and is still in its early implementation phase, which includes a “learning-by-doing” approach¹. It is organised around four key themes – *Engage, Accelerate, Align, Account*. These four themes are being used to lay the groundwork for sustainable impact and demonstrate progress.

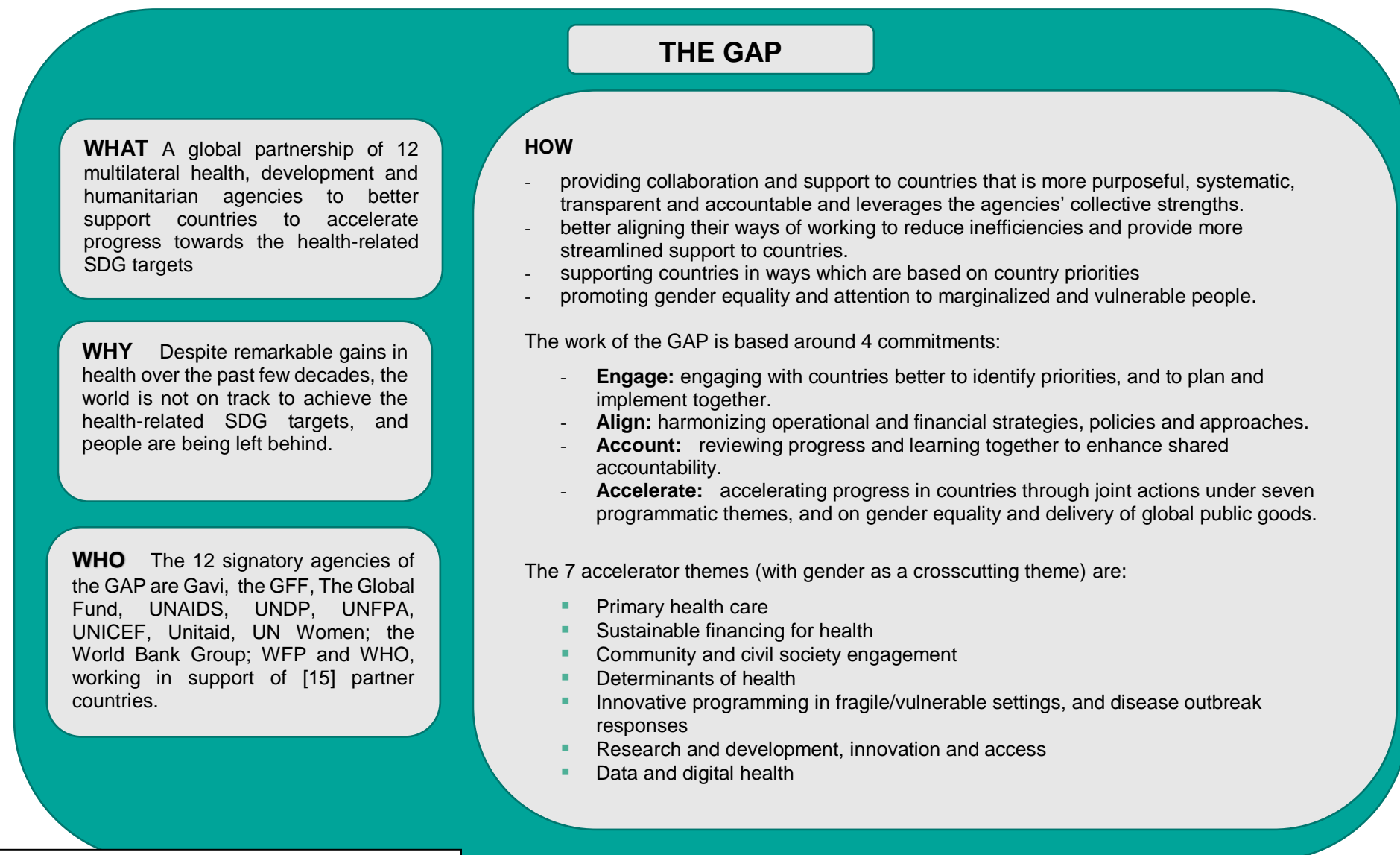
The Sherpa group has emphasized the importance of getting country ownership for how the GAP operates, in its enabling and supporting role of helping to provide a ‘ready-made approach to partnership’. Since the SDGs are themselves country-led and -owned, the *Engage* theme of working at country level is critically important. At the same time, the presence of the signatories at country level varies significantly – with their ability to contribute evenly at this level has varied as a result. The process for choosing which countries to prioritise in the GAP appears to be demand-driven, and therefore focuses on those which are furthest off track on the SDGs and/or need support.

The GAP is intended to support ways of working to strengthen and improve collaboration with countries and amongst the 12 signatories by leveraging their collective strengths, building on existing mechanisms, including country platforms for achieving the SDGs and the ongoing process of reform in the United Nations Development System. That said, given its ambitious aims and the broad-based and formidable profile of its membership, it is plausible to expect that the GAP partnerships can achieve significant change under the right conditions.

Before this backdrop, the current COVID-19 response has served as a clarion call for enhanced partnership more broadly, with the GAP signatory agencies considering how they can add value at various levels in the response to the pandemic. The GAP partnership is also considering how it can add value to the longer-term agenda of strengthening health systems in the aftermath of the pandemic and learning from the experience about what is needed for effective partnerships in health.

¹ The idea that the first phase of the GAP should include a strategy of ‘**learning by doing**’ is mentioned in ‘Stronger Collaboration, Better Health – the Global Action Plan (2019)’, see p 95. This characterisation was also emphasized at the outset of the JEA in interviews with the GAP secretariat and the chair of the Sherpa Group. The GAP documents emphasize the theme of learning.

Figure 1. Overview of the Global Action Plan partnership



Source: JEA report authors, based on GAP documents

The Joint Evaluability Assessment

As an evaluability assessment rather than an evaluation, this exercise was focused on an early, rapid and light-touch read-out on the key elements of partnership at the very outset of the partnership. Put simply, with an evaluation of the GAP currently planned for 2023, it was important to apply an evaluative lens to the partnership now, long before the 2023 evaluation, so as to preemptively address outstanding gaps before they become problems – problems that could jeopardize the GAP’s contributions to the achievement of the SDGs and that the 2023 evaluation may raise when it might be more difficult (or even too late) to correct course.

Within this context, the main objective of the JEA was to determine, as systematically and objectively as possible, the extent to which the key strategic and technical elements for the GAP to succeed are in place at this relatively early stage in the partnership’s evolution. By identifying early achievements and gaps, it aimed to foster early learning among the signatory agencies – in the spirit of the “learning-by-doing” approach – and thus help the partners improve their coordination, collaboration and overall management toward results in the partnership moving forward. *Its ultimate aim was therefore to help the signatory agencies maximize the likelihood of the partnership’s success in supporting countries to achieve the health-related SDG targets, especially but not solely under SDG 3.*

The JEA focused on three overarching evaluability questions (EQs), namely:

- EQ 1:** To what extent does the GAP partnership have the requisite strategic elements in place to manage effectively toward results in the years ahead and maximize the likelihood that the partnership will succeed in achieving its members’ shared objectives?
- EQ 2:** To what extent does the GAP partnership have the requisite technical elements in place to credibly demonstrate such results in future evaluations?
- EQ 3:** Which specific strategic and technical elements are in place and well positioned to help the partnership achieve maximum success, which are in place but require strengthening (and how), and which are absent (and thus should be put in place) in order to set the partnership correct course at this early stage?

Strategic Elements

The strategic elements (SE) examined in this assessment were broadly conceptualized as *those elements crucial to the functioning of the partnership itself if it is to succeed in accomplishing its goal*. These elements were as follows:

- SE1. Common understanding of the GAP as a partnership
- SE2. Clarity and sufficiency of the Operating Model
- SE3. Promotion of cross-institutional collaboration by leadership
- SE4. Decision-making platforms and procedures
- SE5. Resources for GAP delivery
- SE6. GAP country engagement
- SE7. Changes in agency work because of the GAP
- SE8. GAP processes and architecture
- SE9. Agency capability mapping – labour division, roles, responsibilities and accountabilities
- SE10. Institutional alignment
- SE11. Elements to support effective communication
- SE12. Incentives for collaborative behaviours

Technical Elements

The technical elements (TE) were conceptualized as *those elements crucial to being able to meaningfully evaluate the GAP in 2023* and in any other future evaluative efforts planned in the draft monitoring and evaluation framework agreed by the signatory agencies. These elements were as follows:

- TE1. Theory of Change
- TE2. Shared monitoring arrangements, indicators and milestones
- TE3. Shared data and information systems
- TE4. Joint programming opportunities
- TE5. Financial and operational strategy and policy alignment
- TE6. Mapping and understanding of steps towards the 2023 evaluation of the GAP

As the relative emphasis on these strategic and technical elements implies, the fact that this early diagnostic exercise is entitled an *evaluability* assessment should not be taken to mean that it was narrowly focused on evaluation issues. On the contrary, its main focus was first and foremost on the strategic elements. At the same time, in keeping with contemporary results-based management tenets, it approached these two areas not as distinct, mutually exclusive tracks but rather as complementary lines of inquiry: for example, without a clear theory of change (a technical element) it is unlikely that a shared understanding of the GAP's precise objectives among all key stakeholders (a strategic element) will be possible; conversely, without clear processes and architecture for organising the GAP (a strategic element) it is unlikely that effective and innovative mechanisms for sharing data and knowledge (a technical element) will be possible. In this dual focus on the strategic elements as well as the technical elements, this JEA was scoped more broadly than traditional evaluability assessments, which tend to focus more narrowly on technical elements.

The methodology included a desk review of all available GAP-related documents (over 50 in all) and 47 key informant interviews. These main streams of data collection and analysis were supplemented by participant observations at 3 larger meetings and a systematic review of 18 partnership-focused evaluations shared by GAP signatories.

The sampling frame was consistently applied across all 12 signatory agencies. It included all 12 Sherpas, Accelerator focal points and other working group focal points representing each of the 12 signatory agencies, along with other senior technical staff working and agency representatives from the sample of the accelerator countries. This same uniformity was applied to the desk review.

Findings

The evaluability assessment's overall findings are as follows:

- a) 4 of the 12 strategic elements are in place and in need of improvement
- b) 2 of the 6 technical elements are in place and in need of improvement
- c) None are fully in place and working well

As a consequence, **the GAP is not yet sufficiently evaluable in a way that will make on-going monitoring and evaluation efforts meaningful for the partners' learning, continued improvement, and mutual accountability to each other as partners.** It does not yet have the requisite elements in place (e.g. a theory of change, shared data and information systems, joint planning opportunities etc.) to be meaningfully evaluated with robust evidence on whether it has succeeded in its ambitious effort.

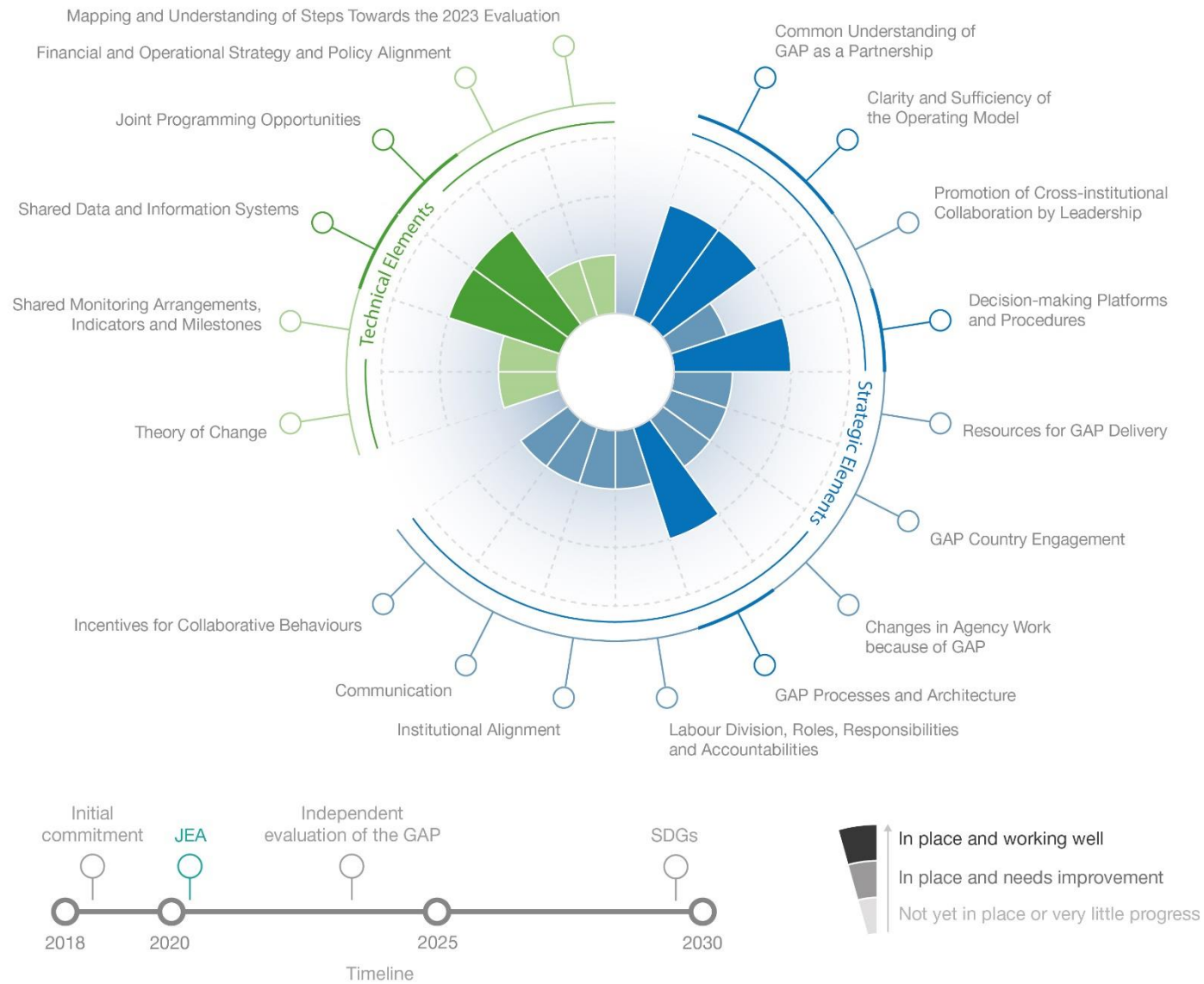
Figure 2 provides a visual summary of this overarching finding. Detailed findings on the individual elements (and their sub-elements) are covered in Section 2 of the main report.

These overall findings, even bearing in mind the relatively early stage of the partnership, are somewhat sobering. The GAP partnership can be best summarised as a 'work in progress'. Indeed, the GAP's own progress report of June 2020² – *received after the present analysis was in draft* – echoes this assessment, describing the partnership as being in its early implementation phase and in the process of laying the groundwork for action.

It is clear from the interviews and document review that a vast amount of work has gone into the early stages of building the architecture and processes of the GAP, but this work is not yet complete. The positive developments include, *inter alia*: a collaborative and collegial overall approach in the Sherpas group, the establishment of workplans and the effective role of the GAP Secretariat in supporting this process, the positive role of the Sherpa group itself in leading the GAP, and significant progress in two of the accelerator groups (PHC and SFH). The case studies described in the latest GAP progress report illustrate concrete examples of what has been achieved along the way, including the engagement at country level in the respective countries.

² At the time of writing, the progress report is in near final draft and has been reviewed to inform this report.

Figure 2. Status of strategic and technical elements in place



These gaps might partly reflect the early timing of this assessment, coupled with the size and complexity of the partnership; they are also common across the signatory agencies, as evidenced in the partnership-related evaluations desk-reviewed in this analysis. Nonetheless, the early nature of this exercise presents a rare opportunity to discuss and reflect on the achievements of the partnership at this formative stage. It also provides a timely opportunity to correct course on those areas requiring attention before they become entrenched problems that are much more difficult to fix later on. The aim was to identify these gaps so as to draw some useful early lessons that can inform the partners' collective action.

These gaps revolved around three main overall themes.

The first theme centred on **the need to reach agreement on how to operationalise the GAP and make it concrete**. There is the broad agreement in principle across the partners on the need for more effective partnership and for accelerated progress on and support for the GAP. Significant effort has been spent toward this end on developing a narrative on how the GAP will achieve its ambitious goals. However, this narrative has not been fully articulated in a way that ensures that all those involved are clear on precisely how the GAP should operate in practice – beyond the aspirational level – and how it can add value to what is already in place. The narrative does not lead to a clear set of concrete, targeted actions that this partnership can take to complement activities happening across the wider landscape.

Specifically, there is a tension that needs to be addressed, one that is rooted in two very different perspectives.

- Some stakeholders are acutely aware that the SDG targets are imminent – with less than 10 years remaining to achieve them – and thus view **the GAP as a way to leverage change in a very proactive sense**, 'putting the foot on the accelerator pedal and driving change'. This perspective sees the GAP as a 'wake-up call' on the SDGs, giving the Sherpa group a mandate to be directive and requiring a level of risk taking, innovation and drive. The GAP has been endorsed at the senior-most level of the signatory agencies, namely by the principals of the 12 signatory agencies, and was launched at the UN General Assembly. For these stakeholders, the GAP is a 'must do' and can (and should) drive decisions which lead to real change.
- Other stakeholders see **the GAP as serving an enabling mode – that is, a means of facilitating and improving existing partnerships by providing the 'glue' that strengthens but does not duplicate these interactions**. This perspective underlines the fact that countries are in the 'driver's seat' and progress has to be at the speed at which the countries themselves are willing to go. This speed, these stakeholders acknowledge, varies by country context and is not something the GAP can determine. This perspective also recognises that the mandates of the partners' organisations are very different and that significant decisions on resources and results must be taken within their particular governance structures. Decision-making and governance would become confused if the GAP were to begin making decisions about what each agency should be doing and by when.

It is important to emphasize that it is not for this JEA to say which of these perspectives is 'correct' or even more closely aligned with the spirit of the GAP, let alone which should be pursued; this question is squarely the remit of the partners themselves to agree.

Discussions with the Sherpa group on the final draft of this report have emphasised that these two perspectives need not be seen as mutually contradictory, but these discussions also confirmed that the role of the GAP is indeed intended to be one about enabling – and underlined the point that getting ownership at country level is one of the most critical success factors. This begs two key questions, namely:

- (a) How will the GAP – through an enabling approach – achieve the main aim of supporting countries in achieving an acceleration in the SDGs. What specifically would this look like?
- (b) How will the GAP signatories know if it has made a difference and is succeeding in this enabling approach?

Related to the two perspectives described above, a key technical finding is that a fully specified theory of change has not yet been put in place, although the assessment team understands this was discussed and has informed the high-level narrative in the GAP agreement itself³. Without the clarity of thought that a theory of change brings, it is implausible to envisage that the partners will be able to achieve a shared clarity on the way forward. How this might be addressed, together with strengthening the M&E framework for the GAP, is further discussed below in the section which considers steps towards making the GAP more evaluable.

The second theme related to the gaps uncovered in this exercise is that of **accountabilities**. At the moment there is a distinct lack of clear accountabilities (and incentives) in the GAP partnership to ensure timely follow-up and actions once decisions are taken. Staff are accountable through their line managers within their agencies. Accountability regarding the GAP commitments therefore depends on what approach each agency takes to relative priorities and what willingness exists to put (human) resources into this joint endeavour. Establishing such clarity is much easier in the smaller agencies that work only on health than in those for whom health is but one among many other objectives, or in the larger ones where the chains of command are across several levels. In addition, there are important differences in management culture among the agencies which include the UN agencies with global funds, the financing agencies and technical agencies.

Despite these challenges, there is clearly a high level of commitment and dedication to the GAP's work among many of those involved. The intrinsic incentives are ensuring at least some progress, and provide a foundation to build on.

The third and final theme emerging from the assessment is **resourcing**. The GAP has only a small, central Secretariat function. Beyond this support the partnership relies on the assumption that the individuals representing their agencies will support the GAP alongside their many other responsibilities by attending meetings and then working on follow-up in their spare time. The ambition of scope and concept of the GAP is out of line with how it has been resourced, specifically in terms of staff time. The GAP Secretariat is consistently viewed as working well but can only advance the ambitious goals of the partnership so far with its current resource constraints. Related to this, in some agencies the health-related SDGs are but one set among many of targets being pursued, and the available staffing to work on this is much more limited. Effective partnership,

³ Discussions with the Secretariat on the draft report highlighted that considerable thinking went into how the GAP would operate but attempts at producing a fully worked up theory of change had run into difficulty. While recognising this is a significant challenge, our view is that this could in fact focus attention on the areas of the GAP which need to be clarified and strengthened and help unblock progress on other areas, such as the indicators and identifying priority activities at country level, which are crucial in the next phase.

especially engaging with partner countries, requires considerable time and effort and some 'handholding' in moving from the global level to country level.

This point about staff/time resources is a completely different issue from the widely expressed view that the GAP is not about additional resources in the programmatic sense.

Discussions with the Sherpa group have pointed to the need for being realistic in this area, given the overall resource constraints of the agencies and other demands. This suggests that the realignment of resources and workplans in response to the findings of this report would have to be achieved through much greater clarity on the scope and ambition of the GAP, what each working group is expected to deliver, and managing expectations.

The role of the GAP following the COVID-19 Pandemic

The COVID-19 pandemic occurred while this JEA was underway. As noted above, the pandemic provides an opportunity for all health partnerships to critically examine their value-add and ensure their effective functioning, with a view to system strengthening. While there is a great deal of enthusiasm for this within the GAP and other 'opportunities', there is a need to be very specific on where the GAP can add value. It is obviously not a suitable vehicle for all aspects of responding to the pandemic.

In fact, there was deep scepticism from some interviewed on how far the GAP can add value on immediate response to COVID-19, but a clear recognition that COVID-19 is a major opportunity to learn about how the international system for global health responds in a collaborative manner. The GAP could also play a useful role in understanding and supporting countries in managing the long-term, systemic effects. This would include planning with countries how to mitigate the longer-term impact on other areas of the health system that are not directly about the response but have been affected during and after the pandemic.

Taking stock in relation to COVID-19 would fit naturally with the broader process of revisiting how the GAP is intended to operate. This is perhaps quite timely as it would mark the end of the phase of developing the processes and architecture and of 'learning by doing', and the beginning of a phase of more fully developed implementation including rapidly addressing evaluability. The recommendations from this assessment aim to address the most critical gaps identified in the GAP partnership, with a view to helping the partners achieve greater coordination, clarity of purpose, and success moving forward.

Steps towards making the GAP more evaluable

Two key steps towards making the GAP evaluable are to develop an appropriate theory of change and to strengthen the existing M&E framework, including indicator development.

Regarding the **theory of change**, what is needed is a tool that sets out the intended pathways of change and assumptions in some detail. If the GAP is about enabling and supporting through countries, this theory of change is somewhat more difficult to develop, as it is about a set of ways of working at global level and how they relate to enabling activities at country level, in a supporting role. Useful steps could include:

- Drawing on relevant examples of theories of change, developed by the GAP signatories and others, that share some of the features of the GAP partnership (see Box 1). The programme theory developed for the evaluation of the Paris Declaration may be useful.

- Building on elements already developed by the GAP, such as the Operating Model, the workplans and the overarching narrative in the GAP documents.
- Developing a clearer view on what factors at country level are accelerating or impeding progress to the health-related SDGs. (These will, of course, vary greatly by country context).
- Undertaking detailed work on pathways of change and key assumptions, to identify in specific detail how the partnership can provide targeted support and leverage change.

Box 1: Developing a theory of change – the example of UN Women’s strategic plan

UN Women, in developing its current Strategic Plan (2018-2021), has developed a set of theories of change which may prove to be a relevant example to the GAP.

Within an integrated results framework, their theory of change defines necessary conditions and actions for each outcome of the Strategic Plan to contribute to transformative change for women and girls, and how UN Women will address these through its composite mandate of normative coordination and operational activities. They have developed methodological notes for each output as tools to be used alongside the Annual Work Plans, and Strategic Notes showing the application at country level.

The existing **GAP M&E framework** sets out actions, responsibilities and timelines under each of the accelerator themes. This is important in establishing a clear set of processes and accountabilities and timelines for tracking progress, but mainly focuses on inputs and activities.

To look more towards intended outcomes, an entry point would be **intermediate outputs and outcomes** already considered under the Account theme. These include:

- better coordination among agencies’ processes at all levels;
- better information sharing under accelerator themes;
- reduced burden on countries; and
- socialization / change in agencies’ culture.

Measuring these elements directly is a challenge, but SMART indicators could be developed and, in the process, specific feedback sought from countries on whether and how the GAP is adding value.

Given the supporting role of the GAP, its effects on final outcomes, i.e. the SDGs, are unlikely to be directly measurable by way of robust *attribution* analysis – nor would such analysis be particularly helpful to the partners in improving their own work together. Rather, **a more feasible expectation is that the partnership’s contribution to these end results will be measurable by way of *contribution* analysis, as this line of analysis can more meaningfully elucidate shared successes and outstanding gaps in its members’ shared support role.** Expectations around this need to be carefully managed – essentially the GAP needs to make the assumption that by supporting countries, improving coordination and reducing burdens, the collective effort of reaching the SDGs will be enhanced. Using case study examples (as per the progress report) will help to support this plausible assumption. Meanwhile, the GAP can certainly focus on measuring progress towards the intermediate outcomes selected.

Recommendations

Six draft recommendations emanating from the analysis are set out below. These have been discussed and refined in consultation with the GAP Sherpas and the GAP Secretariat to ensure that they are as specific and operationally useful as possible.

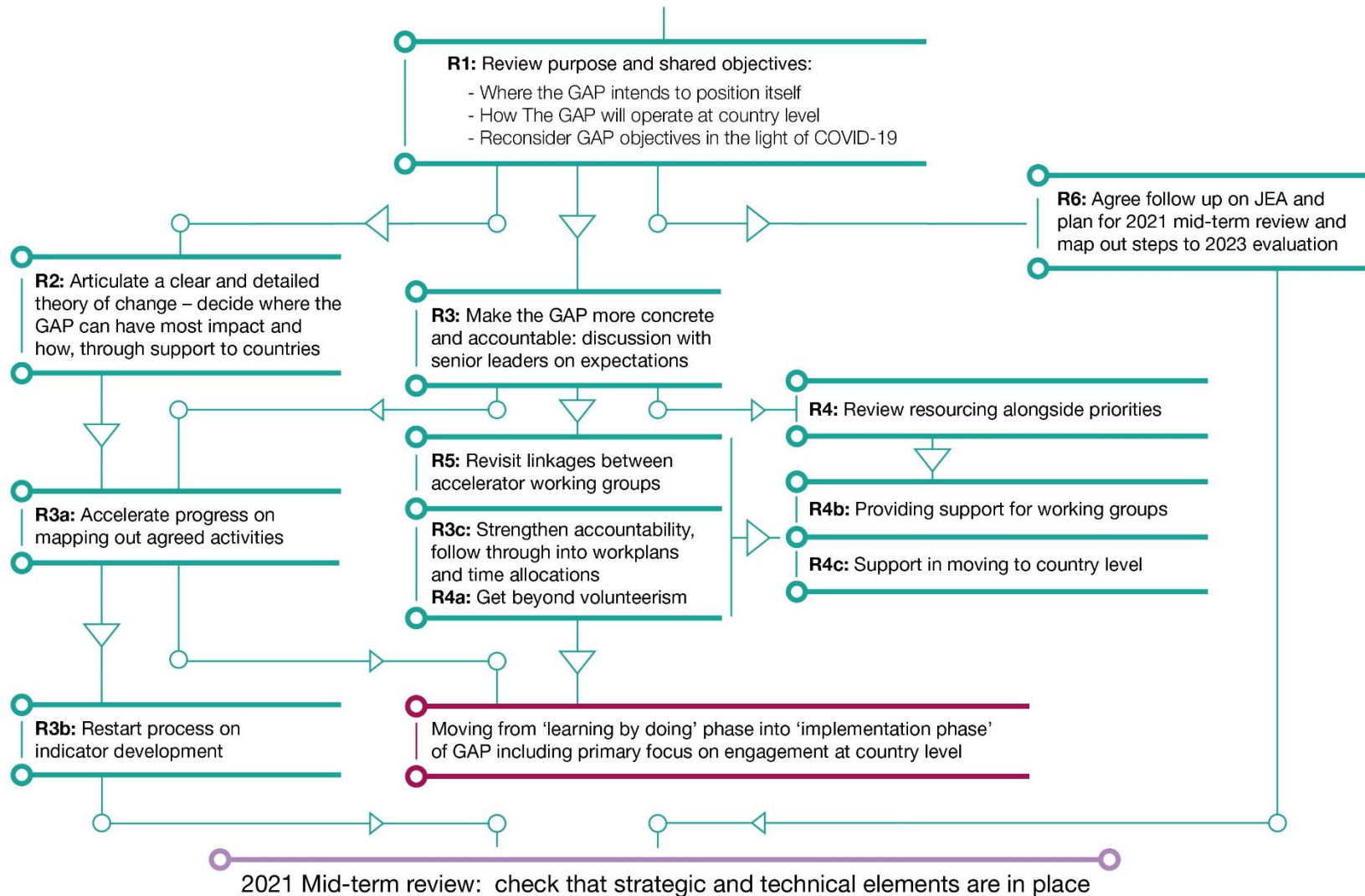
The intended sequence for follow up on the recommendations is important – detailed graphically in see Figure 3 – and should start with implementation of Recommendation 1, which is most critical in providing the framework and platform for taking forward the other recommendations.

It is also suggested that the partners take a holistic approach rather than looking at the elements individually, although for the purpose of the assessment each one was considered one by one. The strategic and technical elements should be seen as part of dealing with the broader themes identified in this report and should not be taken piecemeal.

Recommendations:

1. Jointly review and revisit the purpose and shared objectives to clarify how the GAP is intended to operate and add value to what is already in place. This would allow agreement on specific questions such as:
 - a. where the GAP intends to position itself on the spectrum between enabling change (in a facilitating, back office role), and driving change (in a highly visible, accountable and attributable way by leveraging the collective resources of the 12 signatories);
 - b. given the importance of country ownership and engagement, how the GAP will work at country level and how that will build on what is already there responding to the differing context and capabilities in each country; and
 - c. how the purpose and objectives of the partnership might be revisited in light of COVID-19.
2. Based on this discussion, articulate a clear and detailed theory of change corresponding to the agreed way forward, including:
 - a. detailed assumptions on factors that can accelerate progress to the health-related SDGs; and
 - b. how the GAP mechanism can impact on those factors through its role in supporting countries.
3. Make the GAP more concrete and accountable by:
 - a. accelerating progress on mapping out the agreed activities for GAP partners;
 - b. restarting the process on indicator development; and
 - c. strengthening accountability through consistent involvement of senior leaders across all 12 agencies and following through into workplans and time allocations of their staff.
4. Review the overall resourcing of the GAP activities alongside decisions on Recommendation 1 on scope/role/priorities, in order to achieve a better balance between what resources overall the GAP signatories can feasibly bring to this in the current environment and what priorities are taken forward. This review and its outcomes would seek to:
 - a. get beyond 'volunteerism' for staff leading in the signatory agencies;
 - b. provide support to each working group in a realistic way; and

Figure 3. Sequence for implementing recommendations



Introduction

Objectives of the Joint Evaluability Assessment

The commissioning of the JEA was rooted in the notion that the central importance of the SDGs, coupled with the complexity of the GAP in a diverse, multifaceted and multi-level inter-organizational partnership of UN and non-UN actors, lends the GAP intrinsic risk. This risk is that if there are any significant gaps in some of the pre-conditions for success in the GAP partnership and/or in the systems for measuring, reflecting on and addressing the partnership's performance, the health-related SDGs will not be achieved.

An early, rapid and light-touch independent assessment of such pre-conditions for success was thus seen as offering an opportunity to highlight to the GAP partners progress made as well as any significant gaps to be addressed before they become problems that are raised in future evaluations and other evaluative exercises when it might be too late to remedy them.

The core aim of the JEA (see Terms of Reference in Annex 1) was therefore to:

- determine, as systematically and objectively as possible, the present state of evaluability of the GAP; and
- foster early learning among the signatory agencies, and thus help improve coordination, collaboration and overall management toward results in the partnership in the months and years ahead.

By identifying concrete ways to improve the GAP's evaluability, the ultimate aim of the exercise – in the spirit of the “learning-by-doing” approach explicitly embraced by the GAP partners – was to *help the signatory agencies maximize the likelihood of the partnership's success in supporting countries to achieve the ambitious goals of the health-related SDG targets, especially but not solely SDG 3.*

The JEA focused on three overarching evaluability questions (EQs), namely:

- EQ 1:** To what extent does the GAP partnership have the requisite strategic elements in place to manage effectively toward results in the years ahead and maximize the likelihood that the partnership will succeed in achieving its members' shared objectives?
- EQ 2:** To what extent does the GAP partnership have the requisite technical elements in place to credibly demonstrate such results in future evaluations?
- EQ 3:** Which specific strategic and technical elements are in place and well positioned to help the partnership achieve maximum success, which are in place but require strengthening (and how), and which are absent (and thus should be put in place) in order to set the partnership correct course at this early stage?

The JEA was carried out by IOD PARC between March and June 2020, with funding provided by the United Kingdom's DfID through the UNEG and administered by Executive Office of the Secretary-General as a means of strengthening evaluation partnership related to the SDGs.

Scope and focus

As an evaluability assessment rather than an evaluation, this exercise was focused on an early, rapid and light-touch read-out on the key elements of partnership at the very outset of the partnership. As an evaluability assessment there was no intent or scope to carry out an in-depth evaluation on the relevance, effectiveness or efficiency of the partnership. Accordingly, no attempt was made to evaluatively assess individual partners' contributions, since the evaluative unit of analysis was the partnership itself, not its individual partners. With an evaluation of the GAP currently planned for 2023, it was important to apply an evaluative lens to the partnership now, long before the 2023 evaluation, so as to pre-emptively address outstanding gaps before they become problems that could jeopardize the GAP's contributions to the achievement of the SDGs and that the later evaluation raises when it might be more difficult (or even too late) to correct course. The JEA thus represents an initial contribution to the 'learning-by-doing' approach explicitly embraced by the signatory agencies.

The main objective of the JEA was to determine, as systematic and objectively as possible, the extent to which the key strategic and technical elements for the GAP to succeed are in place at this relatively early stage in the GAP's evolution. By identifying early achievements and gaps, it aimed to foster early learning among the signatory agencies – in the spirit of the “learning-by-doing” approach – and thus help the partners improve their coordination, collaboration and overall management toward results in the partnership moving forward. *Its ultimate aim was therefore to help the signatory agencies maximize the likelihood of the partnership's success in supporting countries to achieve the ambitious goals of the health-related SDGs, especially SDG 3.*

With this early learning-focused goal in view so that it can be quickly harnessed to make any necessary course corrections, the assessment sought to undertake a rapid diagnostic of which essential strategic and technical elements are/are not in place at this early stage. It also assesses the adequacy of those that are in place.

The scope and focus of this JEA therefore included both the key strategic elements and the key technical elements that are (or are not) sufficiently in place to help the partners know, through future monitoring and evaluation efforts, what the partnership has and has not been able to achieve and why. The evaluation considered how well the GAP principle of filling gaps by using existing coordination mechanisms rather than creating new ones has been fulfilled.

An initial reading of the background documents for this exercise, coupled with relevant aspects of the Multilateral Organisation Performance Assessment Network (MOPAN) framework discussed in the JEA TOR, served to focus the inquiry on a specific set of strategic and technical elements to be assessed.

Strategic Elements

The strategic elements examined in this assessment were broadly conceptualized as *those elements crucial to the functioning of the partnership itself if it is to succeed in accomplishing its goal*. These elements were as follows:

- SE1. Common understanding of the GAP as a partnership;
- SE2. Clarity and sufficiency of the Operating Model;
- SE3. Promotion of cross-institutional collaboration by leadership;
- SE4. Decision-making platforms and procedures;
- SE5. Resources for GAP delivery;
- SE6. GAP country engagement;
- SE7. Changes in agency work because of the GAP;
- SE8. GAP processes and architecture;
- SE9. Agency capability mapping – labour division, roles, responsibilities and accountabilities;
- SE10. Institutional alignment;
- SE11. Elements to support effective communication; and
- SE12. Incentives for collaborative behaviours.

Technical Elements

The technical elements were conceptualized as *those elements crucial to being able to meaningfully evaluate the GAP in 2023* and in any other future evaluation efforts planned in the draft monitoring and evaluation framework agreed by the signatory agencies. These elements were as follows:

- TE1. Theory of Change;
- TE2. Shared monitoring arrangements, indicators and milestones;
- TE3. Shared data and information systems;
- TE4. Joint programming opportunities;
- TE5. Financial and operational strategy and policy alignment; and
- TE6. Mapping and understanding of steps towards the 2023 evaluation of the GAP.

Approach and methodology

Guided by the TOR, the main assessment instrument was an inquiry matrix (see Annex 4) intended to unpack and operationalize the three main areas of inquiry. The inquiry matrix provided an organizing framework for the assessment and set out the overall review questions. These covered the three main areas of inquiry, which were further operationalized as a set of detailed sub-questions to structure the semi-structured interviews (see interview guide in Annex 5) and to develop the building blocks for this report.

Evidence was gathered through a combination of a document review, key informant interviews, and a small number of direct observations of working group meetings. The sampling frame was consistently applied across all 12 signatory agencies for requisitioning documents and approaching stakeholders for interviews.

The desk review entailed a detailed analysis of 52 key documents produced by and about the partnership, together with a systematic review of 18 evaluations provided by the Steering Group members based on an open call for these reports.⁶ (See list of documents in Annex 2).

The 47 interviews included the following stakeholders:

- all 12 Sherpas;
- 26 accelerator focal points and other working group focal points representing each of the 12 signatory agencies, along with other senior technical staff working;
- 5 country-level stakeholders representing 3 agencies organisations from 4 accelerator countries;
- 3 members of the GAP Secretariat, both in their Secretariat capacity and as key stakeholders and in their role and central clearinghouse of most documentary evidence on the partnership, the latter in the interest of maintaining the light-touch approach at the outset of the JEA;
- 1 representative of a partner organisation (the Deutsche Gesellschaft für Internationale Zusammenarbeit, or GIZ).

A full list of interviewees is provided in Annex 3.

Owing to the critical importance of country-level action in achieving the goals of the GAP partnership (and the SDGs more broadly) under the 'Engage' workstream of the GAP, the JEA was scoped to include the perspectives of stakeholders beyond the global level. Given the rapid and light-touch nature of this assessment, coupled with the early stage of the partnership at which the JEA is taking place, this assessment focused on those countries selected as GAP accelerator case study countries for pragmatic reasons.

The feedback from the interviews and the desk review data was analysed against each of the sub-questions in the inquiry matrix to generate findings and lessons, mapping across to the accelerator themes of the GAP to ensure there is a good read-across for operationalising the lessons.

Analysis and triangulation of these various evidence streams resulted in a summary assessment of each strategic and technical element and their sub-elements on a simple three-point scale of progress, as follows:

- the (sub-) element is in place and working well;
- the (sub-) element is in place and needs improvement; or
- the (sub-) element is not yet in place or very little progress has been made.

There was also a fourth neutral category included for the findings that were more contextual in nature or did not lend themselves to the rating scale. Figure 2 above summarizes this assessment.

⁶ Data from the desk review of evaluations was used in post hoc triangulation of the evidence arising from the other data collection streams, albeit with a clear recognition that these evaluations were commissioned under widely divergent contexts, with different partnerships in mind and disparate units of analysis and lines of inquiry.

This 'shorthand' three-point scale was designed to outline a roadmap for targeted action to ensure that the GAP focuses its efforts on implementing and improving the necessary strategic and technical elements for ongoing progress. It therefore serves to highlight those elements (and their associated underlying issues) that require immediate and targeted attention ('not yet in place or very little progress'), those that still require attention despite some progress ('in place and needs improvement') and those that are working successfully and can act as a foundation for further GAP progress ('in place and working well'). In addition, the neutral category utilised in the findings highlights contextual factors or learning opportunities that should also be considered in further developing the GAP.

Process

As the Steering Group constituted for this JEA, the independent evaluation functions of the 12 signatory agencies were involved throughout the exercise to guide the scope and focus of the report and support engagement with the GAP partners. (Details on the Steering Group membership are provided in Annex 6.) The process for consultation with the Steering Group was also central to this exercise. The initial consultation was through the commenting process on the inception note, which allowed the evaluation team to take feedback on approach/scope/questions etc. Day-to-day guidance was provided by the Steering Group focal point in WHO⁷, supported by other Steering Group at key junctures (e.g. UNICEF and WFP during the inception phase, UNDP during the preliminary review of this draft report).

Given the number of agencies involved in the GAP and the number and composition of its working groups, coupled with the limited time and 'footprint' associated with the JEA, it was important that communications beyond the Steering Group were clear. Communications tools were developed to ensure coherent communications between Steering Group members and colleagues in their respective signatory agencies to inform them of the purpose of the exercise, keep them apprised of updates, consult with them on an on-going basis, and approach them for interviews.

Throughout the exercise, the evaluation team aimed not to overburden respondents, given the exigencies of the Covid-19 response. One way to achieve this was through the appropriate use of observation of larger meetings, to supplement interviews. The team also responded where required flexibly to the different ways that the agencies and their staff preferred to organise their participation in interviews. The default was individual remote interviews, but requests to interview in small groups were also considered whenever this was easier for agencies given other calls on time.

⁷ The WHO Evaluation Office facilitated the exercise and chaired the StG, as the donor agreement associated with the JEA technically required a lead agency. WHO served in a facilitating and coordinating capacity; on a substantive level, however, it engaged as an equal among peers as a member of the StG, with all key decisions being put forward to the wider StG membership using a consensus-based approach.

Limitations

The JEA entailed the following four main limitations, along with the Steering Group and evaluability team's approach to addressing each:

- 1. The GAP itself is still in the early stage of its evolution.** Some of the processes and information sources were still developing while the assessment was conducted. This affected the quality and depth of the material available for a document review and the evaluative evidence provided for the exercise. As evaluability assessments are, by design, typically conducted in the early stages of a programme's (or policy's, or partnership's) evolution, communications throughout the JEA emphasized the Steering Group and evaluability team's awareness of this aspect of the GAP. Moreover, the rating system described above was designed to capture any early progress made whatsoever on any of the strategic or technical elements included in the JEA so that even 'works in progress' could be documented.
- 2. The GAP is very large in size and broad in scope.** As noted above, this exercise was deliberately not scoped to be an evaluation, nor did attempt to delve in depth into each and every aspect of partnership (let alone individual partners) that could have been examined. Rather, as an evaluability assessment its more modest aim was to deliver an early read-out on progress and gaps in a rapid, light-touch manner so as to facilitate learning and course correction by the partners on the most critical aspects of their partnership together.
- 3. The organisations participating in the GAP collaboration were dealing with the severe crisis of the COVID-19 pandemic.** The pandemic influenced the ability of the 12 agencies and other stakeholders to engage in the assessment. Consequently, originally planned face-to-face interviews and focus group discussions took place remotely.
- 4. The country perspective, while crucial to the GAP, could not be fully covered.** This limitation is rooted in the constraints of time and resources allocated to this JEA, as well as the entirely desk-based model due to travel restrictions owing to the current pandemic. The Steering Group and evaluability team therefore sought to include as many stakeholders at this level as was feasible within the parameters set for the JEA. This limitation did not prove to be as significant a challenge as originally foreseen, however, as a number of the 'downstream,' country-specific lines of inquiry will only be able to be profitably pursued once the key aspects of the GAP partnership at the 'upstream,' global level that are highlighted in the Findings section are addressed.

Findings

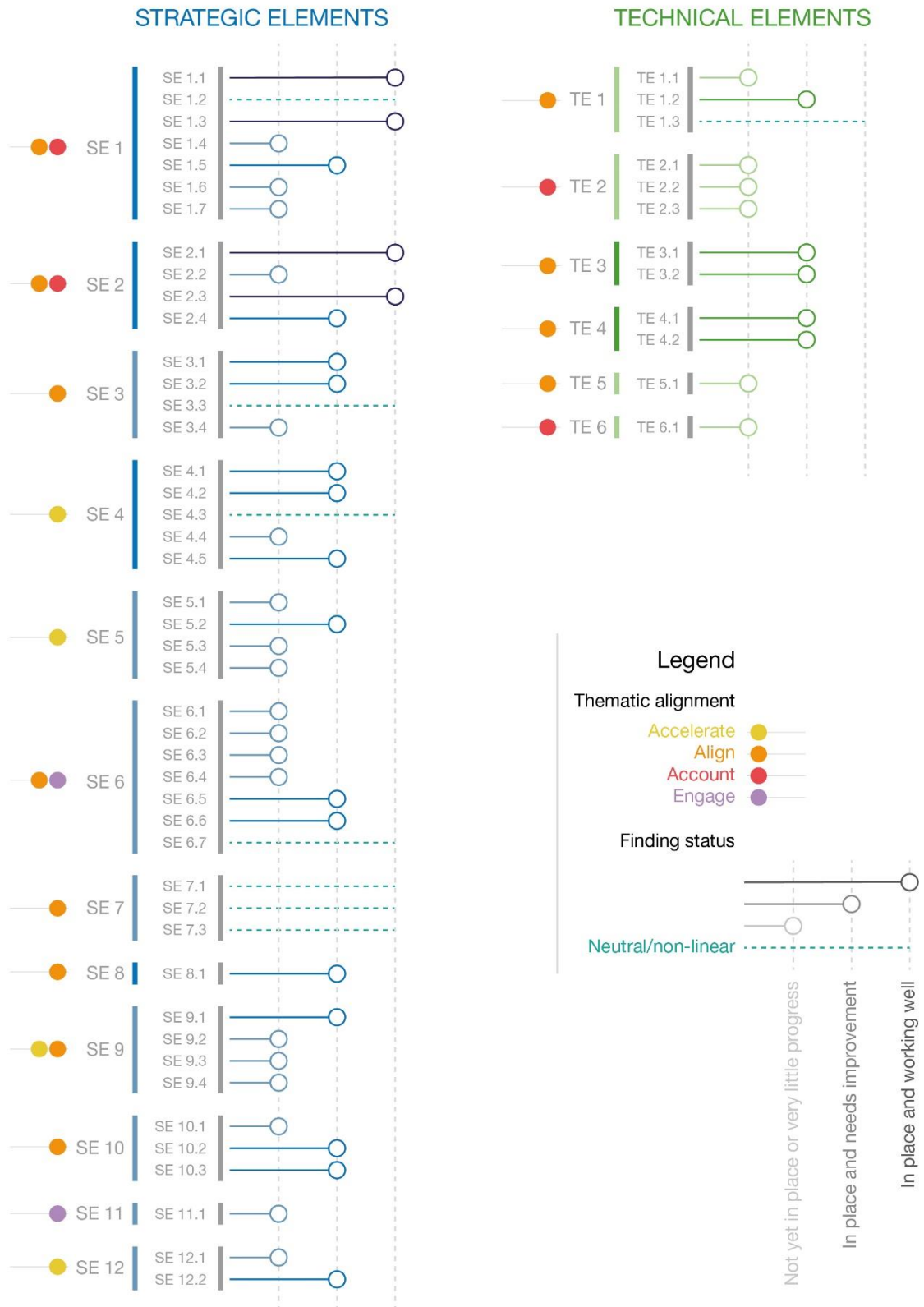
This section considers the detailed findings within each of the strategic and technical elements, going beyond the broad headlines of “work in progress” described in the Executive Summary and unpacking the findings into specific areas to provide a richer picture which will support learning.

Error! Reference source not found. Error! Reference source not found. provides an overview of these detailed findings across all the elements. As noted in the key to this figure, each strategic and technical element consists of a set of sub-elements. The figure represents a summary of the evaluability assessment team’s determination of whether each of these elements and sub-elements is in place, and if in place, how well it is functioning. For the elements, progress is conveyed by the thickness and darkness of its vertical line (darker = greater progress, lighter = less progress). For the corresponding sub-elements under each element, progress is conveyed by way of a horizontal bar whose length graphically corresponds to the level of progress (less length = less progress, greater length = greater progress). A handful of sub-elements that do not readily lend themselves to this rating system are categorized as “neutral” and indicated by a dotted line.

Error! Reference source not found. also adds an overlay of the four thematic alignment areas pursued by the partnership (i.e. Accelerate, Align, Account, Engage) on top of each of the strategic and elements in order to clearly convey how each of the elements covered in this assessment is related to the goals of the partnership.

Whereas Figure 4 provides a very broad and general overview of progress in each of the elements and its corresponding sub-elements, the details of each element are discussed in greater detail in the remainder of this section, including summary information graphics for each strategic and technical element.

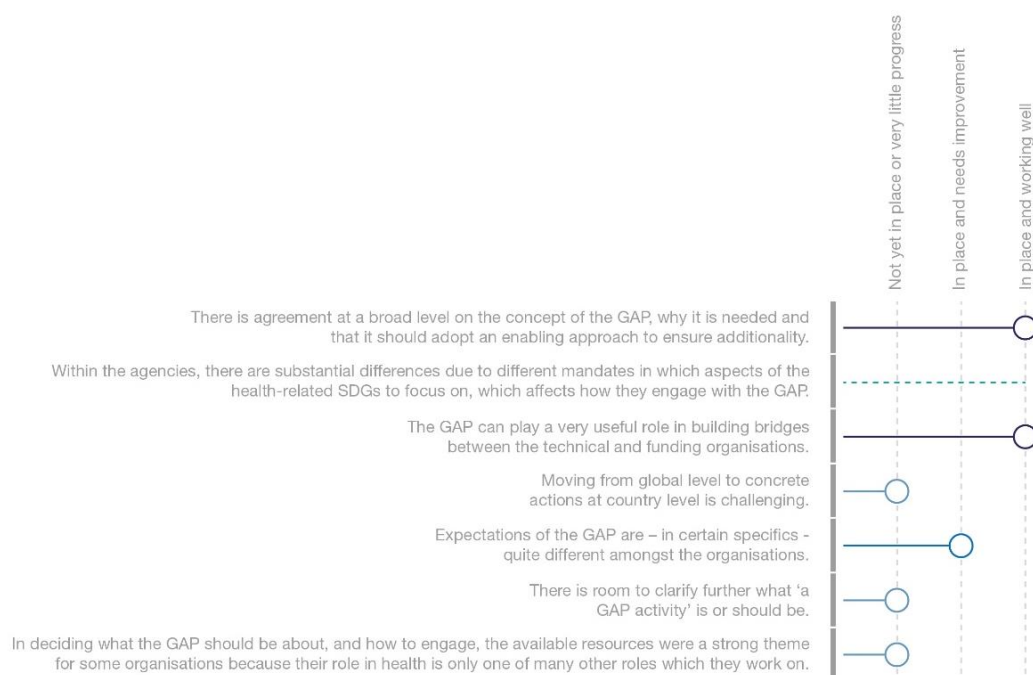
Figure 4. Detailed findings by Strategic and Technical elements



Strategic elements

EQ1: To what extent does the GAP partnership have the requisite strategic elements (SE) in place to manage effectively toward results in the years ahead and maximize the likelihood that the partnership will succeed in achieving its members' shared objectives?

SE1. Common Understanding of the GAP as a Partnership



ALIGN

ACCOUNT

SE1.1. There is agreement at a broad level on the concept of the GAP, why it is needed and that it should enable already existing partnership mechanisms to ensure additionality. However, there is some disparity in how individuals view the overall aims of the GAP.

There was a common view amongst the interviewees that the GAP is not about creating a new set of structures or initiatives with funding attached. It is rather about adding to what is there in the most useful and efficient way possible. However, how to make this happen does not seem to be clear among the majority of interviewees.

SE1.2. Within the agencies, there are substantial differences due to different mandates in which aspects of the health-related SDGs to focus on, which affects how they engage with the GAP.

Interviews suggest that there is a clear common understanding of the SDGs but that how this plays out in the GAP for different partners is a challenge. The GAP takes a fairly broad approach to the whole SDG framework – including, e.g. the determinants of health, gender, climate and environment – and one of its perceived strengths is that it encourages agencies with different mandates to understand the perspectives of the other partners better. This benefit seems to be particularly pronounced between the technical and funding agencies.

SE1.3. The GAP plays a particularly useful role in building bridges between the technical and funding organisations.

Documents show that whereas previous partnership initiatives might have been beneficial in joining up various sub subsets of the 12 organisations, the GAP is bridging them all. Interviews support this finding in indicating that the four funding agencies (World Bank, Global Fund, Gavi, GFF) are already quite well aligned with each other. The UN agencies are also used to working together, particularly in country as part of their cooperation frameworks through the UNDAF/UNSDCF. The GAP meanwhile provides an opportunity for the groups to learn about how each other operates.

SE1.4. Moving from the global level to concrete actions at country level is challenging.

There was agreement throughout interviews, that working at the country level is of paramount importance and that aligning around country needs is the best way to achieve genuine collaboration. But rather paradoxically, the ability of the agencies to collaborate through the GAP at the country level is much more limited than their ability to collaborate at the global level. Interviews suggested that agencies can talk to each other at the global level, but there is neither visibility of the GAP nor a mechanism for working at the country level. Even if such a country mechanism is developed, there is a risk of duplicating some of the country platforms that already exist.⁸ For example, GFF have an established country level platform, the multi-stakeholder platform, which they have willingly utilised under the GAP umbrella. The question in this case remains whether the GAP adds value to this engagement, as the platform was already in place.

SE1.5. Expectations of the GAP's role vary widely amongst the partners.

Interviewees disclosed that the different expectations related to the GAP seem to be a tension and need to be managed. While some organisations focus on the GAP's potential to influence broader global health architecture, others focus primarily on country-level implementation and see the GAP at the global level as a networking platform or back office function. This highlights that the aims and role of the GAP partnership are not yet clear across the 12 agencies.

SE1.6. There is room to clarify further what 'a GAP activity' is or should be.

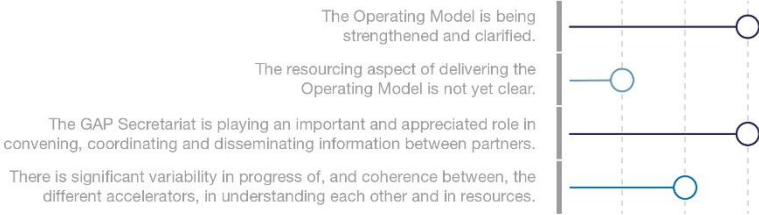
Interviews and documents reveal that there is no definition yet about what a GAP activity is. The additionality of the GAP in a more operational manner seems to be an existential challenge and there is a constant skating in between can be truly attributed to the GAP and what is simply "flagged" as a GAP activity.

SE1.7. In deciding what the GAP should be about, and how to engage, the availability of resources was a key constraint for some organisations because their role in health is only one of many other areas that they work in.

Concerns about the lack of available resources were consistently expressed throughout interviews. This issue is picked up in more detail below (see Finding 21 onwards). This appears to be particularly challenging for some organisations as they consider their role in the GAP and what they can contribute. They have to fulfil the role of the GAP alongside many other ongoing commitments and issues, and health is not as central to their overall operating model or mandate as it is for other signatories.

⁸ The Secretariat have since emphasised that this risk is already understood and that the intent of the GAP is indeed to undertake its work using existing platforms and not to add another layer of complexity.

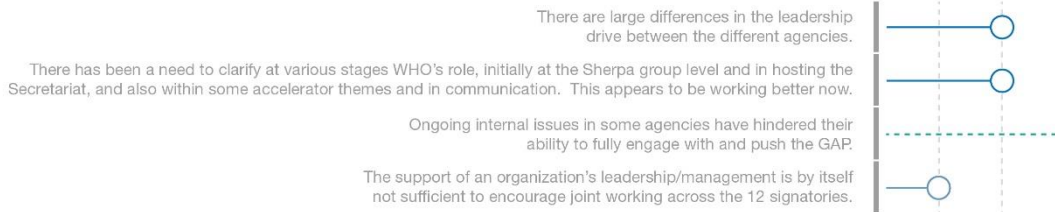
SE2. Clarity and Sufficiency of the Operating Model



ALIGN
ACCOUNT

<p>SE2.1. The Operating Model is being strengthened and clarified.</p> <p>Interviews and documents confirm that the new visualisation of the Operating Model and accompanying narrative is a welcome step towards clarifying roles and responsibilities within the GAP. However, it is not clear to individuals how roles and responsibilities are being assigned and the working arrangements between the working levels need to be clarified.</p>
<p>SE2.2. The resourcing aspect of delivering the Operating Model is not yet clear.</p> <p>The interviews revealed that the lack of resources makes it challenging for some organisations to progress and to deliver on GAP commitments. This causes the expectations of the GAP to be out of line with the reality of what it is actually trying to achieve. Hence, some organisations seem to diminish the role of the GAP to information sharing, whereas others are trying to be more ambitious, depending on their internal resources and capacities.</p>
<p>SE2.3. The GAP Secretariat is playing an important – and appreciated – role in convening, coordinating and disseminating information between partners.</p> <p>Interviews indicate that there is broad appreciation for the GAP Secretariat’s leadership, following some initial confusion about their role in relation to WHO. However, interviewees also expressed the need for more support from the GAP Secretariat in moving from the global level to the country level, particularly for those Accelerators that are making less progress.</p>
<p>SE2.4. There is significant variability in the progress of, and coherence among, the different Accelerators in terms of their understanding of each other – and in their resourcing.</p> <p>Interviews revealed that there are significant differences in progress among the Accelerators. While some Accelerators are making progress based on their ability to build on a pre-existing history of joint working, others are new to this model of partnership and are still struggling to understand their partners and finding their identity within the GAP. For example, while the SFH and PHC Accelerators had a head start, other Accelerators such as Data and Digital Health as well as the Gender Working Group are now just starting to make progress. Others such as Research and Development, Innovation and Access are still at an early stage.</p>

SE3. Promotion of Cross-institutional Collaboration by Leadership



ALIGN

SE3.1. There are large differences in the leadership drive between the different agencies.

Interviews highlight that there is strong engagement in the GAP from the senior levels of leadership in certain agencies (e.g. GAVI, Global Fund, WFP, UNICEF, GFF, parts of WHO, and middle levels of World Bank) and some countries, but quite mixed levels of engagement in others (e.g. UNAIDS, UN Women, UNDP, WHO more widely, top levels of World Bank), including some cases where principals have not been particularly visible in promoting the GAP with their staff or in key meetings. This is also corroborated by documents which highlight the different levels of seniority and roles of the agencies' representatives to the GAP.

SE3.2. WHO's dual roles at various stages have not always been clear, initially at the Sherpa group level and in relation to hosting the Secretariat, and also within some Accelerator themes and in communication. However, this role appears to be clearer now.

WHO's dual role in helping to coordinate the GAP and hosting the Secretariat, on one hand, and as a signatory and partner on the other hand, initially caused some confusion. Interviewees appreciate WHO's overall leadership and support for the GAP and the engagement with various partners, but some tensions arose in the early stages, and partners noted that the expertise of others did not always seem to be acknowledged and valued. This appears to have been addressed and the role of WHO in creating a collaborative approach in the Sherpa group is strongly appreciated.

SE3.3. Ongoing internal issues in some agencies have hindered their ability to fully engage with and push the GAP.

The interviews revealed that some agencies have not been able to fully engage with the GAP. For example, due to a lengthy and ongoing leadership transition period at UNAIDS, the organisation has been unable to fully strategically engage and or institutionalise the GAP. In other organisations that are either not as large and/or for which health is just one of a broad range of topics they cover, the staffing available to engage is more limited than in, say, WHO.

SE3.4. The support of an organisation's leadership or management is by itself not sufficient to encourage joint working across the 12 signatories.

Interviews observe that having the agency's leadership support alone is not sufficient for them to partner with others. There are still other large barriers they face for joint working such as institutional boundaries, differences between the agencies' operations and the additional transactional costs of coordination.

SE4. Decision-making Platforms and Procedures



ACCELERATE

SE4.1. The consensus-driven decision-making process is a positive aspect of the partnership, but can also lead to somewhat lengthy decision-making processes and a relatively cautious approach in contrast to the ambitious acceleration- and action-oriented objectives of the GAP.

Interviews indicate that there is a general appreciation for the Sherpa group and the GAP Secretariat's role in facilitating decision-making processes. There is also broad acknowledgement that the way it is being managed using a consensus-based approach is not as pointed as it could be, which led to some criticisms that the GAP has not made the progress that many would have expected at this stage. Some interviewees raised the possibility that this could also be due to misunderstandings in 'language'/communication or commitment. There is also a view amongst multiple interviewees, that the consensus model lends itself to somewhat longer decision-making processes. They also considered that it would also be useful to take the discussion outside of the respective agencies' 'comfort zones' to push towards greater innovation and more progressive activities.

SE4.2. The platforms for decision-making are put in place but do not meet regularly and progress appears limited.

Interviews report that while the Sherpas convene regularly, Accelerator group meetings do not meet on a regular basis. Interviews also note that there are different levels of commitment and that the roles and responsibilities within the groups are not defined enough. Interviews show that members of various working groups are not fully committed to contribute to their assigned role within an Accelerator. The reasons mentioned include that when being assigned to the GAP, there was often a lack of communication regarding their role and the agency's expectation or that they simply do not have the capacity to participate in meetings. Interviewees note that this results in further confusion within working groups; this was also apparent throughout the interviews which provided mixed information about the same topic from multiple members of the same working group.

SE4.3. The diverse nature of the 12 organisations plays a significant role in how decisions are being made.

Interviews reveal that the different nature of the 12 signatories, especially the governance structure, creates certain frustrations with some agencies when working with others.

SE4.4. There are very limited human resources available to support the transition from the Accelerator group to the country level.

Interviews and documents show that a platform for bridging processes from the global level to the country level does not exist. There are some rare exceptions where Sherpas see themselves as a facilitator between the GAP and the agency's country office. However, this is driven by personal motivation and is not systematic across the signatories.

SE4.5. While the Operating Model has improved understanding of the decision-making processes, the specific rationales and the formal documentation of decisions is not always clear.

Interviews and documents disclose that it is not clearly documented how some final decisions were being made. For example, while a discussion about the selection for the case study countries took place in an inclusive and consultative way at the Sherpa level, it was not clear how and why the final five countries have been selected.

SE5. Resources for GAP Delivery



ACCELERATE

SE5.1. There are significant human resource constraints in relation to the GAP.

In interviews, individual staff across all of the 12 signatories expressed frustration about their limited capacity to engage in the GAP. The GAP is an add-on to many people's jobs with many working weekends and nights to achieve any kind of progress.

SE5.2. Resources allocated to the GAP Secretariat do not reflect the GAP's importance.

Interviews and documents inform that the GAP Secretariat, for the time being, plays an information sharing role despite gaining a slightly stronger leadership role under the new Operating Model. There is a view, raised by multiple interviewees, that the lack of HR capacity in the GAP Secretariat limits the progress of the GAP.

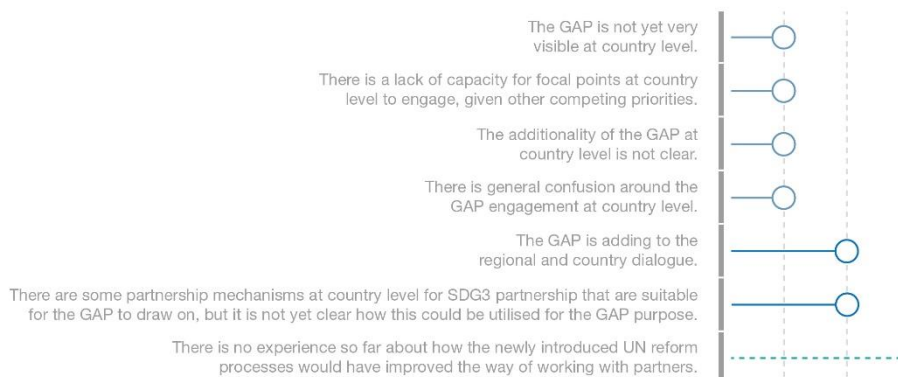
SE5.3. Resources allocated to the GAP's engagement at country level do not yet reflect the relative importance of this issue.

Interviews with country office representatives revealed that there are no resources allocated specifically to their involvement in the GAP, and this limits the level of attention they can give to the GAP.

SE5.4. Setting up joint funding in a partnership arrangement such as the GAP partnership is difficult.

Interviews disclosed that the funding distribution amongst the partners has become a challenging process. For example, the Gates Grant, won by the SFH Accelerator group, is a positive step for this area of the work but has created a degree of tension with the resources distributed unevenly amongst the group (i.e. not available to one of the partners).

SE6. GAP Country Engagement



ENGAGE

ALIGN

SE6.1. The GAP is not yet very visible at country level.

Interviews and documents show that there are certain countries like Ghana, Mali or Laos, where the GAP is a big feature of the health landscape and well understood. However, meetings in some countries are not leading to actions. Amongst national governments and country agencies' staff, awareness and understanding of the GAP is not yet evident.

SE6.2. There is a lack of capacity for focal points at country level to engage, given other competing priorities.

Interviews report that agencies' staff at country level are dealing with large workloads and various existing coordination frameworks and plans and therefore they do not have the capacity to dedicate time and resources to the GAP.

SE6.3. The additionality of the GAP at country level is not clear.

Interviews and documents show that there are partnership mechanisms already in place that speak to the majority of the 12 signatories. There are cases, such as Ghana, where the GAP built upon the UHC2020-30 roadmap. However, it is not clear if these mechanisms are now linked to GAP or not. There are also examples where the GAP creates momentum to push for certain agendas such as national health coverage plans as in the case of Somalia. However, overall the additionality that the GAP can offer on a wider scale at the country level is not yet clear.

SE6.4. There is some confusion around the GAP engagement at country level, although the workplan does set out which countries are being engaged at which point and the progress report indicates plans to engage with others.

Interviewees expressed concerns about the engagement with the countries, that this is not happening on a systematic basis and that there is no plan for scaling. On the other hand, the workplan show that 14 countries have already been engaged and the draft progress report states that: *"clear priorities for action have been identified in about a dozen countries ... Opportunities for joint support have been identified in several other countries, and discussions are under way to translate the ideas into concrete joint actions under the different accelerator themes. GAP agencies will continue to identify opportunities to strengthen collaboration in countries based on what makes the most sense in the country context and the agencies' mandates and available resources."*

SE6.5. The GAP is adding to the regional and country dialogue.

Interviews and documents showcase that the GAP has led to a more holistic approach to the agencies' joint working in select countries. It has also increased the number of partners and expertise accessible at country level such as in Laos, Somalia, Pakistan, Egypt and WHO's Eastern Mediterranean Region. WHO's country office in Egypt for instance developed a Global Action Plan Strategy 2020-24, the SFH Accelerator is developing country workplans and in Somalia, WHO's country office is using the GAP to promote for more resource allocation in the social sector.

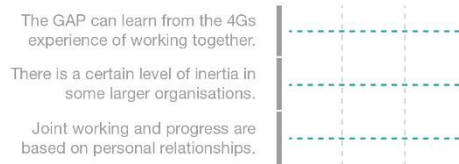
SE6.6. There are some partnership mechanisms at country level for SDG 3 partnership that are suitable for the GAP to draw on, but it is not yet clear how these could be utilised for the GAP's purposes.

Documents and interviews inform that existing country cooperation mechanisms are mostly well-established networks and partnership vehicles, such as the Providing for Health (P4H) or Harmonization for Health in Africa (HHA) mechanisms. In Ghana for instance, the main partnership vehicle between the government and the development partners is the Common Management Agreement (CMA), going back to the time of the SWAP 15 to 20 years ago, which includes an Annual Health Summit and quarterly business meetings to bring together national stakeholders in health. The P4H network which involves bilaterals and is strong at the country level, is currently going through an Evaluation process. Some of those interviewed felt the GAP could be engaging more with these mechanisms, although the Annual Health Summit was in fact the forum for the first discussion on the GAP. Meanwhile, the P4H secretariat is already integrated into the finance accelerators.

SE6.7. There is not yet evidence of how the newly introduced UN reform processes related to the GAP have improved partnership working.

Although there is acknowledgement across the interviewees that the GAP could be a good example of what the UN reform is aiming to achieve and although documents show clear potential links to UN reform, this has not developed very far. A workshop hosted by WHO's EMRO office in Egypt provided a useful example of how the UN agencies within the GAP could explore the potential for coordination.

SE7. Changes in Agency Work because of the GAP



ALIGN

SE7.1. The GAP can learn from the 4Gs experience of working together.

Interviewees report that the GAP is an opportunity to work more closely with other agencies and that the GAP has allowed some initiatives to draw on global expertise more easily. However, behaviour change is both hard to instigate and to assess and there is not yet evidence of agencies having changed their behaviours due to the GAP. Despite there not being evidenced behaviour change, there are examples of good practice that the GAP can draw from including the 4G's experience. Documents illustrate that the 4Gs were already collaborating closely on global health financing prior to the GAP and have since conducted alignment workshops to speed understanding of how the organisations work. There was also an MOU signed between several of the agencies allowing them to avoid consulting their boards when making a request to co-finance. The SFH accelerator has drawn on the work of the 4Gs and made useful contributions, for example in

developing training on sustainable financing at regional level. There is also evidence that technical organisations (e.g. WFP and parts of WHO's technical working areas) have now, through the GAP, been added to existing areas of collaboration.

SE7.2. There is a certain level of inertia in some larger organisations.

Interviewees disclosed that while some larger organisations are waiting to see evident changes or benefits before fully committing to the GAP initiative, some smaller organisations find themselves frustrated due to a lack of support from other agencies which can impede their progress.

SE7.3. Joint working and progress are based on personal relationships.

The strong progress of some of the accelerator groups and other levels of the GAP appear to be partly based upon strong working relationships. Interviews report that there is very little progress across the various levels of the GAP where these working relationships are not (yet) well-formed.

SE8. GAP Processes and Architecture

Processes and architecture for organising the GAP are somewhat apparent but not necessarily functioning.



ALIGN

SE8.1. The processes and architecture for organising the GAP have been developed but are not necessarily functioning.

Interviews reveal that while there is a general lack of consensus on how processes or working groups should proceed, there is also a sentiment that the GAP should avoid becoming too process heavy. There are some examples of good practices found throughout the GAP e.g. the SFH Accelerator is functioning strongly and has assigned focal points that attend the meetings of other Accelerator Groups and the Global Fund has established a coordinator role between its country teams and the Accelerator group.

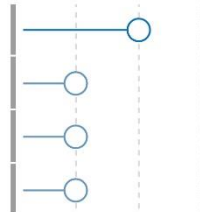
SE9. Agency Capability Mapping – Labour Division, Roles, Responsibilities and Accountabilities

There have been some mapping exercises carried out, but it is very difficult to make the findings useful and the process is generally very resource heavy.

There is no clear division of labour yet.

The division of labour of partners in the country is not clear.

There is no coherence in the different agency's approach to the GAP.



ALIGN

ACCELERATE

SE9.1. There have been some mapping exercises carried out, but it has been difficult to make the findings useful and the process is generally resource heavy.

Interviews and documents show that this has not happened within all the Accelerator/working groups or at country level. However, many interviewees expressed that capability mapping

exercise may be redundant as there is already a strong awareness of partners' work and collaborations already taking place at lower levels through existing coordination mechanisms.

SE9.2. There is no clear division of labour yet.

Interviews indicate that there is no clear division of labour yet but that there is optimism that the finalization of workplans and subsequent tracking of activities may act to better delineate the division of labour.

SE9.3. The division of labour of partners in the country is not clear.

Interviews highlighted that there is some confusion about what role organisations should play at country level, and whether WHO is supposed to play a leading role.

SE9.4. There is no coherence in the different agencies' approach to the GAP.

Interviews show that it is not clear to some organisations what is expected from them, relative to others in the GAP. There is no documentary evidence for any agency's approach to the GAP.

SE10. Institutional Alignment



ALIGN

SE10.1. There are major differences in structure and partnering modalities across the 12 signatories.

Interviews and documents show that differences between funding and non-funding agencies, and agencies with country presence and those without, are very apparent. While GFF and the World Bank have a clear mechanisms for partnering and working with partners is part of daily working for organisations such as Gavi and the Global Fund, partnering with others is a less developed process for UN organisations although there is increasing attention to this through the UNDAF and UNSDCF, and it is better developed in humanitarian settings.

SE10.2. Some MOUs have solidified agencies' commitment to the GAP partnership.

Documents and interviews show that several signatories were assessing MOUs with other agencies prior to the GAP. This process has been accelerated by the GAP and resulted in the signing of MOUs amongst signatories (e.g. to allow co-funding to be pursued within groups of agencies, without having to approach the respective Boards for approval through the different steps of the process).

SE10.3. The GAP has supported the acceleration of increased funding alignment and co-financing support between the agencies.

This is an important area and depends partly on how far funding cycles come together within the different agencies. There was some optimism that this was starting to improve, with the GAP playing a bit-part role by helping to improve connections and understanding.

SE11. Elements to Support Effective Communication

There is incoherence in how the GAP is being communicated and socialised within the 12 signatories.



ENGAGE

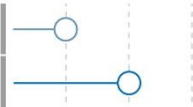
SE11.1. There is incoherence in how the GAP is being communicated and socialised within the 12 signatories.

Interviews and documents show wide disparities in how the GAP is being communicated within the signatories. While some agencies have been using town hall meetings to inform about the GAP and some individuals use their function within the GAP to a facilitate information dissemination between Accelerator/Sherpa and country level to disseminate information other agencies have yet to communicate the GAP internally.

SE12. Incentives for Collaborative Behaviours

Specific incentives to support collaboration within the Gap are hard to identify and the role of management direction is more important in practice.

Incentives are implicit or intrinsic, rather than explicit and strong, to engage in the GAP in the 12 signatories and this is unlikely to change behaviours by itself.



ACCELERATE

SE12.1. Specific incentives to support collaboration within the Gap are hard to identify whilst the role of management direction was shown to be important in practice.

Documents and interviews provide evidence that, for some agencies, their engagement is driven not so much by external ‘incentives’ but by the fact that internal performance management and management directives require it. For example, at the Global Fund, staff must identify external providers for performance feedback, directly encouraging productive partnership working.

SE12.2. Incentives for the 12 signatory agencies to engage with the GAP are implicit or intrinsic, rather than explicit and strong which lessens the likelihood of changed behaviours.

Interviewees report that there is a strong intrinsic motivation to deliver on the SDGs, to improve health outcomes and that there is consensus on the importance of delivering on country needs. However, it is less clear what this means in terms of work directly related to the GAP, other than attending meetings and following up where possible. Interviewees expressed frustration about their organisation’s volunteer-based approach to the GAP with individual staff often working long nights and weekends to make progress on GAP related work.

Technical elements

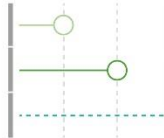
EQ 2: To what extent does the GAP partnership have the requisite technical elements (TE) in place to credibly demonstrate such results in future evaluations?

TE1. Theory of Change

Other than the narrative in the main GAP document itself, which is useful in itself but quite broad, a well-documented Theory of Change does not yet exist, nor is there a logic model, impact pathway or any other means of establishing the shared goals of the partnership and how the partners will achieve these goals.

There have been some discussions in other ways of the mechanisms by which the GAP is intended to deliver results, considering assumptions.

There is some agreement on the potential importance to have a theory of change (or related framework) in place for the partnership, although it was noted that this would need to be focused in specific terms and areas to be useful.



ALIGN

<p>TE1.1. There is common agreement on the potential importance to have a theory of change (ToC) (or related framework) in place for the partnership, although it was noted that this would need to be focused in specific terms and areas to be useful.</p> <p>Interviewees reported that a ToC could work to temper the extremely high expectations of the GAP and to set the limits of what is possible within the partnership approach. While there is also the notion among some interviewees that a ToC at the global level may be too difficult to map out but that it could be useful at the accelerator level, others believe that there is a need to look at a two-level ToC, global and country level and that GAP impacts can be measured in specific areas such as immunisation, infectious diseases, maternal and child health.</p>
<p>TE1.2. Despite of the lack of a ToC, there have been some discussions on the mechanisms by which the GAP is intended to deliver results.</p> <p>Interviews and documents show that for instance the Sustainable Financing for Health Accelerator (SFH) discussed the issue of attribution and results of the GAP e.g. on the easing of bottlenecks, higher rates of immunisation, more effective spending and more effective overall development. However, these discussions do not appear to have taken place across the various levels and groups of the GAP.</p>
<p>TE1.3. Other than the narrative in the main GAP document itself, which is useful in itself but quite broad, a well-documented theory of change does not yet exist, nor is there a logic model, impact pathway or any other means of establishing the shared goals of the partnership and how the partners will achieve these goals.</p> <p>Interviews and documents tell that there is no visualised or agreed ToC at present. There is a feeling however, that that the GAP narrative acts as a ToC. In keeping with contemporary results-based management precepts, however, a broad aspirational narrative lacks the level of specificity that a ToC can provide – specificity in terms of the precise pathways to achieving objectives, how various work streams interact with each other to achieve results in a complementary manner, assumptions underlying the GAP’s pathways to success, and other areas. In many organisations, ToCs are not merely academic tools for evaluators, but rather useful management tools to help guide programmes, policies, projects, operational units and partnerships on the path to successful impact.</p>

TE2. Shared Monitoring Arrangements, Indicators and Milestones



ACCOUNT

<p>TE2.1. The GAP is not yet at the stage to share captured data to monitor progress against the accelerator actions.</p> <p>Interviews and documents disclose that it is still too early to talk about shared monitoring arrangements. Accelerator working groups are only now at the stage of developing workplans, and indicators and milestones to monitor are still to be developed.</p>
<p>TE2.2. It is not clear if Accelerator working groups are going to develop appropriate indicators for the GAP progress.</p> <p>Interviews report that development of indicators has not been discussed yet as Accelerator working groups are still in the process of developing their work plans.</p>
<p>TE2.3. It is not clear yet where each individual agency's SDG-relevant monitoring stops and the GAP-level monitoring begins.</p> <p>Interviews inform that it is not clear yet how this will be addressed as the GAP is still in the stage of developing workplans and indicators have yet to be defined.</p>

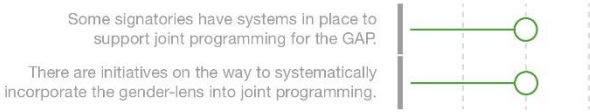
TE3. Shared Data and Information Systems



ALIGN

<p>TE3.1. The GAP Secretariat is developing a SharePoint system to share data and information among GAP partners.</p> <p>Documents and interviews show that, to date, the GAP Secretariat has collated information and disseminates it by email. Individual agencies also make use of the networks formed by the GAP to distribute information by email with each other directly. This was shown to be the case amongst several working groups at the beginning of the COVID-19 response. In addition, the GAP Secretariat is now developing a SharePoint system to share data and information among GAP partners.</p>
<p>TE3.2. There are several other innovative arrangements in place for sharing information and knowledge on lessons learned.</p> <p>Interviewees expressed appreciation for learning exercises conducted including the country case studies, the Progress Report and the JEA. There is also a demand for the development of a knowledge sharing platform that includes meetings minutes from all GAP levels to ensure communication and sharing of information and knowledge across the partnership.</p>

TE4. Joint Programming Opportunities



TE4.1. Some signatories have systems in place to support joint programming for the GAP.
 Documents and interviews illustrate that some signatories have systems in place already e.g. the GFF investment case mechanism acts as a joint planning and co-financing platform for programming in-country; there is also the common chapter in the current Strategic Plan of UNDP, UN Women, UNICEF and UNFPA.

TE4.2. There are initiatives in development to systematically incorporate the gender-lens into joint programming.
 Interviews report that a gender focal point has been assigned to each of the Accelerators. In response to COVID-19, the gender working group is also planning to work on a joint gender document to support signatories on country level.

TE5. Financial and Operational Strategy and Policy Alignment



TE5.1. Although there has been progress on MOUs, the level of alignment of financial and operational strategies and policies within or driven by the GAP itself is limited.
 Interviews reveal that the MOU work has been a positive step but in other respects, discussions about significant alignment of strategies and policies is well beyond what the GAP is currently able to achieve.

TE6. Mapping and Understanding of Steps Towards the 2023 Evaluation of the GAP



TE6.1. There is not yet wide understanding of how the GAP will be evaluated and what is required for this to work.
 Interviews reveal that there is a common expectation that the JEA will feed into the planning of the 2023 evaluation. However, documents show that the GAP had initially intended to create a 2023 evaluation working group. Interviewees seemed uncertain of the intended steps toward evaluation, possibly because this discussion is being handled at a different level by the independent evaluation units of the signatories.

Working well, Gaps and Learning Opportunities

EQ 3: Which specific strategic and technical elements are in place and well positioned to help the partnership achieve maximum success, which are in place but require strengthening (and how), and which are absent (and thus should be put in place) in order to set the partnership correct course at this early stage?

As this EQ focuses primarily on the learning component of the JEA, covering both the strategic and technical elements within this exercise, its elements are referred to as learning elements (LE). Subsequently, the findings under LEs indicate what the 12 signatories identified as what is working well and where they see gaps and learning opportunities. These LEs and its findings were therefore not subject to the ranking in Figure 2 and Figure 4.

LE1. Strengths of the GAP Approach and Strategic and Technical Elements

LEARNING	<p>LE1.1. The GAP is adding value in an enabling and connecting role.</p> <p>Interviewees expressed recognition that the GAP is connecting agencies who would not otherwise be working with in collaboration. This applies in particular to the technical and UN agencies who, through the GAP, now communicate and work with the funding agencies.</p>
	<p>LE1.2. The GAP helps to support important issues within the health care system as well as the 2030 Agenda and the SDGs.</p> <p>Documents and interviews show that through the selection and focus on certain Accelerator themes, interlinked agendas are given more importance and awareness between the agencies and other actors in the health space e.g. SFH.</p>
	<p>LE1.3. The GAP strengthens the relationship between partners on different levels.</p> <p>In interviews, country offices highlighted that GAP has given them to work informally with partners in-country. In addition, a regional office reported that their engagement with new partners and long-term perspectives at the regional level due to the GAP. At the global level, Sherpas and Accelerators now have an established network and opportunities to work together. Furthermore, at the principal level, Dr. Tedros (Director-General WHO) gave his remarks as a Special Guest at WFP’s Executive Board.</p>
	<p>LE1.4. The GAP Secretariat is adding value on coordination.</p> <p>Throughout interviews, there was common acknowledgement of the GAP Secretariat’s inclusive approach in their coordination of the GAP, which in turn allows senior staff in the agencies to use the same networks to communicate and coordinate on key issues as they arise, both within and outside the GAP.</p>
	<p>LE1.5. The GAP helps to support learning between and among the signatories.</p> <p>Interviewees acknowledged the important role of GAP learning exercises to support inter-agency learning including the GAP country case studies, the Progress Report and the JEA. The Sherpa meetings have also been recognized as a contribution to the learning amongst the signatories.</p>

LE2. Specific Adaptations to GAP Needed

LEARNING

LE2.1. The GAP can be supported to be as effective as possible by the identifying and communicating its added value.

In interviews, several signatories expressed the need to focus on what is unique about the GAP and what its added value is.

LE2.2. There is a gap between actions at the global level and on the ground.

Interviewees highlighted the uneven progress between the various levels of the GAP and suggested the GAP Secretariat could help by supporting the flow of information between the groups to highlight areas of best practice.

LE2.3. The GAP has not yet fully reached the country level.

Several interviewees expressed the need for country engagement to be based upon a more systematic analysis of country needs.

LE2.4. The gender-lens needs to be fully incorporated.

Numerous interviewees raised concerns about the lack of gender being considered at various levels and throughout the GAP processes.

LE3. GAP Relevance in Light of COVID-19

LEARNING

LE3.1. There is no common understanding of the relevance of the GAP in the global response to COVID-19.

While some Sherpas reported that they utilised their GAP network to support country offices better in responding to the current pandemic, others claimed to have put GAP work on hold and having been unable to focus on the GAP due to their preoccupation with the pandemic response.

LE3.2. Signatories have worked together at the country level in response to COVID-19.

Before the GAP, some signatories raised concerns that there was a sense of competition amongst signatories including for donor funding amongst other areas. In response to COVID-19, agencies, especially at country level, have shown flexibility and worked together, as, for example, in the case of Somalia, where signatories are using already established facilities from partners in the country. WHO, for instance, is using UNFPA's lab for COVID-19 testing.

LE3.3. The GAP network supports communication and information sharing between signatories in response to COVID-19.

Interviews and Participant Observations show that some signatories built upon the GAP network to communicate and to share information about COVID-19 including how they could collaborate and support each other at country level. Some communicated with their GAP partners in an informal way to ease the transaction costs of communication.

LE3.4. The GAP supports changing priorities and adapting quickly.

Participant Observations and documents show that some Accelerator working groups such as the PHC adapted their meeting agendas quickly and used working group meetings to discuss how to support each other in responding to the pandemic. However, other Accelerators have not convened since the outbreak of the pandemic.

LE3.5. COVID-19 provides a learning opportunity on how to collaborate.

Interviews and documents find that some Accelerator working groups started discussions about joint activities in response to COVID-19 e.g. the gender working group is planning to develop a response document such as a briefing or a checklist for all the signatories to utilise at country level.

LE3.6. COVID-19 represents an opportunity for the GAP to engage in broader discussions throughout the signatories.

Interviewees reported that some signatories suggested that the GAP should engage in the development of the “UN framework for the socio-economic response to COVID-19” to make sure that health is incorporated as an essential component to be considered.

Conclusion

The GAP’s goal of accelerating progress on approximately 50 health-related SDG targets within a 10-year period is an ambitious one. The GAP partnership represents a correspondingly ambitious undertaking in its own right: it is broad and diverse, covering agencies with widely differing mandates and sizes, not all of which work solely or even mainly in health. Several are not used to working together in this partnership space.

The central importance of the SDGs, coupled with the complexity of the GAP, lends the GAP intrinsic risk. If there are any significant gaps in some of the pre-conditions for success in the GAP partnership and/or in the systems for measuring, reflecting on and addressing the partnership’s performance, there is a risk that the health-related SDGs will not be achieved.

Taken together, the ambitious goals and risk profile of a large and multifaceted partnership of the GAP, coupled with the crucial importance of the SDGs, speak to the need for an early, rapid and light-touch exercise aimed at determining whether this crucial partnership has the elements to succeed, and by extension whether it will be able to measure and demonstrate its success moving forward. The fact that the achievement of the health-related SDG targets is currently off track – a risk only exacerbated and stress-tested by the present COVID-19 pandemic – underlines the importance of an early assessment.

This JEA provides such an early, rapid and light-touch exercise. It is important to apply an evaluative lens to the partnership now, long before the planned 2023 evaluation, so as to pre-emptively address outstanding gaps before they become problems and course correct as needed. The JEA represents an initial contribution to the ‘learning-by-doing’ approach explicitly embraced by the signatory agencies.

While fully acknowledging the very early point in time of the JEA, its key takeaway is that the GAP is not yet evaluative from a technical standpoint. It does not yet have the requisite elements in place (e.g. a theory of change, shared data and information systems, joint planning opportunities etc.) to be meaningfully evaluated with robust evidence on whether it has succeeded in its ambitious effort. More critically, there is still much progress to be made in putting key strategic elements of the GAP in place in order for the GAP to succeed. Although much work has been done already in setting up the overall approach of the GAP, much more needs to be done to make it a concrete partnership capable of supporting countries in delivering progress on the SDGs.

- Many of the elements assessed in this JEA exercise are absent or are present but require significant strengthening. These include:
- A lack of shared clarity on how the GAP should operate at country level, including arrangements for coordination and alignment;
- A lack of a clearly articulated strategy or theory of change on how it can enable acceleration towards achieving the SDGs, and the contribution of the GAP;
- A need for stronger accountability for delivering on priorities, and greater clarity on what is expected from partners;
- Weaknesses in ensuring adequate human resources and capacity are allocated to the GAP activities within agencies at country and global levels; and
- Differences in the effectiveness of the accelerator groups, and overlaps in scope.

These gaps may partly reflect the early timing of this assessment, coupled with the size and complexity of the partnership; they are also common across the signatory agencies, as evidenced in the partnership-related evaluations desk-reviewed in this analysis. Nonetheless, the early nature of this exercise presents a rare opportunity to discuss and reflect on the achievements of the partnership at this formative stage. It also provides a timely opportunity to correct course on those areas in need before they become entrenched problems that are much more difficult to fix later on.

It is hoped that, in discussing this early assessment and how the signatory agencies will action the recommendations that follow, this exercise might serve as precedent to help the GAP partners jointly reflect on their progress throughout the life span of this vital partnership for the achievement of the health-related SDGs targets.

Against this backdrop, the assessment team offers 6 recommendations (directed to the GAP Secretariat, the Sherpas group and the JEA Steering Group) as shown in the Executive Summary of this report, and some suggestions on how to make the GAP more evaluable by developing a theory of change and strengthening its M&E framework.

Recommendations

Six draft recommendations emanating from the analysis are set out below. These have been discussed and refined in consultation with the GAP Sherpas and the GAP Secretariat to ensure that they are as specific and operationally useful as possible.

The intended sequence for follow up on the recommendations is important – detailed graphically in see Figure 3 – and should start with implementation of Recommendation 1, which is most critical in providing the framework and platform for taking forward the other recommendations.

It is also suggested that the partners take a holistic approach rather than looking at the elements individually, although for the purpose of the assessment each one was considered one by one. The strategic and technical elements should be seen as part of dealing with the broader themes identified in this report and should not be taken piecemeal.

1. Jointly review and revisit the purpose and shared objectives to clarify how the GAP is intended to operate and add value to what is already in place. This would allow agreement on specific questions such as:
 - a. where the GAP intends to position itself on the spectrum between enabling change (in a facilitating, back office role), and driving change (in a highly visible, accountable and attributable way by leveraging the collective resources of the 12 signatories);

- b. given the importance of country ownership and engagement, how the GAP will work at country level and how that will build on what is already there responding to the differing context and capabilities in each country; and
 - c. how the purpose and objectives of the partnership might be revisited in light of COVID-19.
- 2. Based on this discussion, articulate a clear and detailed theory of change corresponding to the agreed way forward, including:
 - a. detailed assumptions on factors that can accelerate progress to the health-related SDGs; and
 - b. how the GAP mechanism can impact on those factors through its role in supporting countries.
- 3. Make the GAP more concrete and accountable by:
 - a. accelerating progress on mapping out the agreed activities for GAP partners;
 - b. restarting the process on indicator development; and
 - c. strengthening accountability through consistent involvement of senior leaders across all 12 agencies and following through into workplans and time allocations of their staff.
- 4. Review the overall resourcing of the GAP activities alongside decisions on Recommendation 1 on scope/role/priorities, in order to achieve a better balance between what resources overall the GAP signatories can feasibly bring to this in the current environment and what priorities are taken forward. This review and its outcomes would seek to:
 - a. get beyond 'volunteerism' for staff leading in the signatory agencies;
 - b. provide support to each working group in a realistic way; and
 - c. provide support in moving the focus of the GAP to country level.
- 5. Revisit the linkages between and among the accelerator working groups to help them support each other to full effect, and at the same time clarifying what is realistically expected from each group within the overall approach and scope of work agreed from discussions in follow-up to Recommendation 1⁹.
- 6. Map out the steps to the 2023 evaluation and ensure these are well understood¹⁰. These would be agreed with the Steering Group of the 12 signatory agencies' evaluation offices and should include:
 - a. a clear process for following up on the recommendations of this joint evaluability assessment, including a management response to be developed and tracked by the Sherpa group;
 - b. ensuring that technical aspects of evaluability are addressed following agreement on purpose and shared objectives and theory of change (as per Recommendations 1 and

⁹ See finding SE2.4 in the main report: While some Accelerators are making progress based on their ability to build on a pre-existing history of joint working, others are new to this model of partnership and are still struggling to understand their partners and finding their identity within the GAP, and have been affected by lack of time and human resources to develop their ideas in more detail.

¹⁰ Recommendation 6 is primarily aimed at the Sherpa group, as are all the recommendations, but it would be important to involve the evaluation units of the GAP signatories in agreeing next steps and follow up to the JEA. The evaluation units may also be able to point to further examples and resources on theories of change.

- 2); and that the specific gaps identified in the M&E Framework (e.g. developing indicators for the intermediate outcomes) are addressed;
- c.** a mid-term review at the end of 2021 by which time the strategic and technical elements discussed in this report would be expected to be fully in place and working well.

Annex 1: Terms of Reference

Joint Evaluability Assessment of the Global Action Plan for Healthy Lives and Well-being for All (SDG GAP)

Terms of Reference 13 February 2020

Background

Sustainable Development Goal (SDG) 3 – Ensuring health and well-being for all at all ages – is critical to achieving progress on the 2030 Agenda for Sustainable Development. As health is an integral aspect of human capital and a precondition, driver and outcome of sustainable development, SDG 3 is linked to approximately 50 health-related targets across the SDGs and the pledge to leave no one behind.

The Global Action Plan for Healthy Lives and Well-being for All was conceptualized in 2018 with the objective of enhancing collaboration and thus accelerating country progress on the health-related SDG targets.¹ In 2019 the Global Action Plan (GAP) was agreed by 12 global organisations² engaged in health, development and humanitarian response that are working to advance the SDG 3 targets as well as other health-related targets in the 2030 Agenda. The GAP is intended as an opportunity to more effectively leverage the 12 agencies' individual mandates, comparative advantages and capacity for enhanced collective results.

As countries are at the forefront of efforts to achieve the SDG targets, the GAP recognizes that the 12 agencies' engagement with stakeholders at country level (i.e., governments as well as non-State actors such as communities, civil society and the private sector) is pivotal to achieving the SDGs. How the agencies align their ways of working to reduce inefficiencies and provide more streamlined support at this level thus presents an important component of the GAP beyond the inter-agency collaboration at the global level.

In December 2019, a coalition of evaluation offices representing 7 of the 12 signatory agencies produced a concept note to undertake a joint evaluability assessment of the SDG GAP partnership. In January 2020, 3 more evaluation offices joined this effort. This consultancy TOR conveys the objectives and purpose of the evaluability assessment, its scope and methods, coupled with the desired profile of the selected consultants, expected deliverables and project schedule.

¹ [Stronger collaboration, better health: global action plan for healthy lives and well-being for all. Strengthening collaboration among multilateral organizations to accelerate country progress on the health-related Sustainable Development Goals](#). World Health Organization, 2019

² The 12 signatory agencies are: Gavi – The Vaccine Alliance, the Global Financing Facility, The Global Fund, UN Women, the Joint United Nations Programme on HIV and AIDS (UNAIDS), the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), Unitaid, the World Bank, World Food Programme (WFP), and the World Health Organization (WHO).

Objectives and Purpose

The objective of the evaluability assessment will be to determine, as systematically and objectively as possible, the present state of evaluability of the SDG GAP and to suggest concrete ways to improve its evaluability moving forward. The main purpose of the evaluability assessment will be to foster early learning among the signatory agencies, and thus help improve coordination, collaboration and overall management toward results in the partnership moving forward. In this way, the ultimate aim of the exercise is to help the signatory agencies maximize the likelihood of the partnership's success in supporting countries to achieve the ambitious goals of the health-related SDGs, especially SDG 3.

Scope and Methods

This exercise will focus on providing concrete, useful, forward-looking recommendations to the signatory agencies at the earliest stage of the GAP partnership's implementation, rather than evaluating the partnership itself. In this vein, although some evaluability assessments focus narrowly on those technical elements surrounding programme logic and measurement (e.g., the existence of a theory of change and monitoring and evaluation plans, the SMARTness of indicators, data availability), the present exercise will examine evaluability more broadly. Specifically, it will assess all of the key strategic elements that should be in place in the partnership in order to maximize the likelihood that the GAP will be successful in supporting achievement of the SDGs. In addition to the evaluation-specific elements related to the mechanics of evaluation, this broader assessment will include such aspects as:

- shared awareness and understanding of the overarching GAP logic among those responsible for its implementation;
- clarity surrounding an action plan, the inputs, outputs/activities that will be needed to achieve objectives, and the specific agencies that will partner on each;
- specificity in roles and responsibilities within and among signatory agencies at all three levels of the partnership (global, regional, country);
- adequacy and predictability of human and financial resources;
- clarity of governance and decision-making processes;
- the existence of key mechanisms, processes and procedures for ensuring smooth functioning of the partnership; and
- any other key elements defined at the early stage of the assessment.

Within the context, the exercise will be framed around the overarching question, To what extent does the GAP partnership have the key strategic and technical elements in place to manage effectively toward results in the years ahead, and to credibly demonstrate such results in future evaluations? The evaluability questions will be organized along these main elements, as follows:

EQ1: To what extent does the GAP partnership have the requisite *strategic* elements in place to manage effectively toward results in the years ahead and maximize the likelihood that the partnership will succeed in achieving its members' shared objectives?

EQ2: To what extent does the GAP partnership have the requisite *technical* elements in place to credibly demonstrate such results in future evaluations?

EQ3: Which specific strategic and technical elements are in place and well positioned to help the partnership achieve maximum success, which are in place but require strengthening (and how), and which are absent (and thus should be put in place) in order to set the partnership correct course at this early stage?

Specific sub-questions will be framed around the technical and strategic elements described above, with specific issues and sub-questions to be defined in consultation with the evaluation partners at the outset of the exercise.³ (See Deliverables section below.)

The methods foreseen for the assessment will include (a) a desk review of all key documents (including the Plan itself, the draft M&E framework, and all relevant TORs, MOUs, concept notes, policies, agreements, and meeting minutes), and (b) one-on-one or group interviews with key stakeholders in each of the 12 signatory agencies as well as the GAP Secretariat. Given the status as a partnership of diverse organisation, the assessment will ideally culminate in a participatory review and validation of the assessment findings and recommendations with a view to agreeing on a specific action plan to remedy identified gaps.

Deliverables

Key deliverables will include the following:

- A short (5-7-page) inception note, outlining: the specific documents to be reviewed and specific interviewees to be consulted, sub-questions to operationalize each of the overarching evaluability questions indicated above; any data collection instruments to be used in the assessment; and a specific timeline indicating interim milestones;
- A PowerPoint presentation, to be presented to the Steering Group (May), the GAP Sherpas and other partner representatives (June), and the Deputy Secretary-General and ASG of the Development Cooperation Organisation (in June, tentative); and
- A draft report (15-20 pages) reflecting a thorough review of the available evidence, presented in a clear, credible manner, complemented by graphical elements that convey key messages in a compelling, accessible manner; and
- A final report incorporating feedback received from the Steering Group and the GAP membership more broadly.

Payments will be made in four instalments, in tandem with the timely delivery of each of these deliverables at a quality level deemed satisfactory by the evaluation manager on behalf of the Steering Group.

³ The MOPAN 3.0 assessment criteria of the Multilateral Organisation Performance Network (MOPAN) exercises could provide a basis for specifying the precise criteria used in this exercise.

Governance and Management

This exercise is supervised by a Steering Group comprised of evaluation representatives of 10 of the 12 GAP signatory agencies. The WHO Evaluation Office, as lead agency, will supervise, support and guide the selected consultant(s) in close consultation with, and on behalf of, the Steering Group membership. The consultant will be supervised by the WHO evaluation manager, and will participate in as many coordination, quality control and progress review meetings needed for the good conduct and management of the exercise in order to ensure timely delivery of a high-quality, credible and useful result.

Consultant Profile

The Steering Group is seeking 1-2 consultants whose collective experience, knowledge and skills fit the following profile:

General Qualifications

- Steering Group qualifications in a subject area related to the focus of this evaluation;
- At least 10 years of relevant experience designing and conducting complex reviews, assessments and evaluations, including institutional evaluations of organisation overall strategic positioning and strategic direction;
- Excellent communication, facilitation and drafting skills in English (oral and written);
- Expertise in the use of infographics and other visual elements to convey key issues in compelling, user-friendly ways; and
- Demonstrated track record delivering high-quality written reports under tight timelines.

Project-Specific Qualifications

- Experience conducting evaluability assessments in the broadly scoped manner described above;
- Strong familiarity (through evaluative work or otherwise) with as many of the signatory agencies as possible;
- Demonstrated experience undertaking evaluative assessments of partnerships; and
- Experience with SDG-related evaluative work (desirable).

Timeline

Expenditure item	Date
Review of key background documents, interviews with key stakeholders	Mon-Fri, 2-6 March
Delivery of inception note to Steering Group	Fri, 13 March
Steering Group review and comment on draft inception note	Mon, 16 March – Fri, 20 March*
Data collection (in-depth desk review of documents, conduct of interviews)	Mon, 16 March – Fri, 3 April
Briefing of Steering Group on preliminary results of data collection	Fri, 17 April
Delivery of draft assessment report	Mon, 20 April
Steering Group review and comment on draft assessment report	Mon, 20 April – Fri, 1 May
Delivery of draft presentation to Steering Group	Mon, 4 May
Delivery of presentation to Sherpas and other GAP partners	Fri, 8 May
Delivery of final assessment report	Fri, 15 May

Annex 2: List of Documents

GAP key documents

World Health Organization (2018). Towards a Global Action Plan for Healthy Lives and Well-being for All. Uniting to accelerate progress towards the health-related SDGs.

World Health Organization (2019). Stronger Collaboration, Better Health. Global Action Plan for Healthy Lives and Well-being for All.

World Health Organization (2019). Stronger Collaboration, Better Health. Global Action Plan for Healthy Lives and Well-being for All. Shared SDG priorities and areas of work: Institutional target-by-target mapping.

World Health Organization (2020). GAP Progress Report Outline.

World Health Organization (2020). Achieving results – SDG 3+ GAP workplan for first 6 months of implementation.

World Health Organization (2020). Global Action Plan on Healthy Lives and Wellbeing for All, Monitoring Framework (draft, based on 2019/20 Workplan).

World Health Organization (2020). Global Action Plan on Healthy Lives and Wellbeing for All, Overview of Operating Model (approved 24 April 2020).

World Health Organization (2020). GAP Progress Report DRAFT version 10th June 2020.

GAP overall framework (communication materials)

World Health Organization (2019). The Global Action Plan at a Glance, Brochure.

World Health Organization (2019). Stronger Collaboration, Better Health - Global Action Plan for Healthy Lives and Well-being for All, Principal Video.

World Health Organization (2019). Stronger Collaboration, Better Health, Global Action Plan for Healthy Lives and Well-being for All: Strengthening collaboration among multilateral organizations to accelerate country progress on the health-related Sustainable Development Goals, Frequently Asked Questions.

World Health Organization (2019). Stronger Collaboration, Better Health, Global Action Plan for Healthy Lives and Well-being for All, Key Messages.

GAP background

World Health Organization (2020). Country case studies and presentations from February and March Sherpa meetings.

World Health Organization (2020). Accelerator updates and workplans from February and March Sherpa exchange.

World Health Organization (2019 and 2020). Sherpa meeting agendas and summaries from November, December 2019, January, February, March 2020.

World Health Organization (2019). Workplan 2019/2020 from Sherpa meeting in March.

World Health Organization (2020). Audio of PHC accelerator meeting in early March.

World Health Organization (2020). Document on approach to align from Sherpa meeting in March.

World Health Organization (2020). Document on approach to account from Sherpa meeting in March.

World Health Organization (2020). Key Discussion Points and Decisions, Sherpa Call, 8. April 2020.

GAP collaboration documents, individual agency corporate and strategic documents

CSO Engagement in Ivory Coast: GFF Process, COVID-19 Response and beyond....., March 2020.

FCV Accelerator Mapping Matrix, no date.

GAP, Gender Equality Working Group, Note for the Record, 20 February 2020.

GAP, Gender Equality Working Group, Note for the Record, 21 January 2020.

GAP, Gender Equality Working Group, Terms of Reference, The Technical Working Group on Gender Equality for the Global Action Plan for Healthy lives and Well-being for All, no date.

Ghana's Country Experience, Power Point Presentation, December 2019.

Global Action Plan for Healthy Lives and Well-being for All. Stronger collaboration, better health. Overview of GAP Operating Model, Approved 24/04/2020, April 2020.

Global Fund, ETH-H-HAPCO, Performance Framework, Jan 2018 – Jun 2021.

Global Fund, Technical Evaluation Reference Group, Thematic Review of Partnerships, Position Paper, 5 July 2019.

Global Workplan for Sustainable Financing Accelerator, April 2020.

Health Financing Progress Matrix. A systematic qualitative assessment of country health financing systems. Power Point Presentation, November 2019.

Landscape Analysis of Incentives and Limitations to Partner Collaboration and Alignment around Global Action Plan (GAP), Draft Terms of Reference, March 2020.

Mapping community and civil society engagement capacity and mechanisms of signatory agencies to the Global Action Plan for healthy lives and well-being for all, Draft Terms of Reference, May 2020.

PHC for UHC, Draft Concept Note for Pakistan Mission, March 2020.

Primary Health Care (PHC): Implementation progress Post-Astana and as key 'Accelerator' of Global Action Plan for SDGs, Power Point Presentation, March 2020.

Sustainable Financing Accelerator update, Power Point Presentation, no date.

Others

Davies, R. (2013). Planning Evaluability Assessments. A Synthesis of the Literature with Recommendations. Report of a study commissioned by the Department for International Development, Working Paper 40.

Levy C. (1996). The Process of Institutionalising Gender in Policy and Planning: The 'Web' of Institutionalisation.

MOPAN, (Multilateral Organisation Performance Assessment Network (2017), GAVI, the Vaccine Alliance, 2015-2016 Institutional Assessment Report.

MOPAN, (Multilateral Organisation Performance Assessment Network (2017), Global Fund to Fight AIDS, Tuberculosis and Malaria (The Global Fund), 2015-2016 Institutional Assessment Report.

MOPAN, Multilateral Organisation Performance Assessment Network (2019), MOPAN Case Study, Country-level collaboration between FAO, IFAD, and WFP.

MOPAN, (Multilateral Organisation Performance Assessment Network (2017), Joint United Nations Programme on HIV/AIDS (UNAIDS), 2015-2016 Institutional Assessment Report.

MOPAN, (Multilateral Organisation Performance Assessment Network (2017), The World Bank, 2015-2016 Institutional Assessment Report.

MOPAN, (Multilateral Organisation Performance Assessment Network (2017), United Nations Children Fund (UNICEF), 2015-2016 Institutional Assessment Report.

MOPAN, (Multilateral Organisation Performance Assessment Network (2017), United Nations Development Programme (UNDP), 2015-2016 Institutional Assessment Report.

MOPAN, (Multilateral Organisation Performance Assessment Network (2019), UN Women, 2017-2018 Performance Assessment.

MOPAN, (Multilateral Organisation Performance Assessment Network (2019), UNFPA, 2017-2018 Performance Assessment.

MOPAN, (Multilateral Organisation Performance Assessment Network (2019), WFP, 2017-2018 Performance Assessment.

MOPAN, (Multilateral Organisation Performance Assessment Network (2019), WHO, 2017-2018 Performance Assessment.

Organisation for Economic Co-Operation and Development – Development Assistance Committee, OECD-DAC (2010). Glossary of Key Terms in Evaluation and Results Based Management

Documentation reviewed for the Evaluation Reports Review

GAVI. (2019). Alliance Health Survey Results

GAVI. (2017). Baseline Assessment Report: Evaluation of the technical assistance provided through the Gavi Partners' Engagement Framework

GAVI (2012). Global Program Review: The World Bank's Partnership with the GAVI Alliance, October 2012.

GAVI. (2018). PEF-TCA Evaluability Assessment: Final Report

Global Fund. (2017). TERG Strategic Review 2017.

HERA. (2019). External Evaluation of the UNDP-UNFPA-UNICEF-WHO-World Bank Special Programme of Research, Development and Research Training in Human Reproduction (HRP) 2013-2017, Evaluation Report, Volume 1.

NORAD. (2010) Evaluability Study of Partnership Initiatives: Norwegian Support to Achieve Millennium Development Goals 4 & 5.

TDR. (2016). Sixth External Review, Final External Review Report,.

UN Women (2017). Corporate Evaluation on Strategic Partnerships for Gender Equality and the Empowerment of Women: Final Synthesis Report.

UNAIDS. (2020). Independent Evaluation of the UN system response to AIDS in 2016–2019, Final Report.

UNAIDS. (no date). UN System Response to AIDS in 2016 – 2019, Final Report Feedback Matrix and Responses.

UNDP. (2020). Joint report on the evaluability assessment of the common chapter to the strategic plans of UNDP, UNFPA, UNICEF and UN Women.

UNFPA. (2017). End line evaluation of the H4+ Joint Programme Canada and Sweden (Sida) 2011-2016.

WFP. (2017). Policy Evaluation: WFP Corporate Partnership Strategy (2014-2017), Evaluation Report.

WFP. (2019). Strategic Evaluation of WFP Support for Enhanced Resilience, Evaluation Report: Volume I.

WFP. (2019). Synthesis of Country Portfolio Evaluations in Africa: Evaluation report, May 2019.

WHO. (2019). Evaluation of the WHO Eastern Mediterranean Regional Centre for Environmental Health Action (CEHA).

WHO. (2019). Evaluation of the WHO Neglected Tropical Diseases Programme Volume 1: Report.

WHO. (2017). Evaluation of the WHO Secretariat's contribution to the health-related Millennium Development Goals.

WHO. (2018). Preliminary evaluation of the WHO global coordination mechanism on the prevention and control of noncommunicable diseases.

WHO. (2017). Preliminary evaluation of the WHO global coordination mechanism on the prevention and control of noncommunicable diseases.

WHO. (2019). Review of 40 years of primary health care implementation at country level.

WHO. (2018). Summative evaluation of the WHO Rapid Access Expansion (RAcE) Initiative.

WHO. (2018). Summative evaluation of the WHO Rapid Access Expansion Initiative, Volume 1: Synthesis Report.

World Bank. (2018). World Bank Group Support to Health Services: Achievements and Challenges, An Independent Evaluation. Independent Evaluation Group.

World Bank (2007). Sourcebook for Evaluating Global and Regional Partnership Program, Indicative Principles and Standards. Independent Evaluation Group.

World Bank (2014). The World Bank's Partnership with the GAVI Alliance, Global Program Review. Independent Evaluation Group.

Annex 3: List of Interviewees

Name	Organisation	Position/ GAP Involvement
Dan Hogan	GAVI	GAVI Sherpa, Investment Cases Working Group
Susan Brown	GAVI	GAVI Sherpa
Bruno Rivalan	GFF	GFF Advocacy Lead and GFF Sherpa
Thorsten Behrendt	GIZ	Lead on Health Financing GIZ, Sustainable Financing for Health Accelerator
Marianne Tellier	Global Fund	Sustainable Financing for Health Accelerator
Marijke Wijnroks	Global Fund	Global Fund Sherpa, Sustainable Financing for Health Accelerator
Michael Borowitz	Global Fund	Sustainable Financing for Health Accelerator
Gerry Eijkemans	PAHO	GAP Focal Point for Regional Office of WHO for the Americas
Nazneen Damji	UN Women	UN Women Sherpa, Determinants of Health Accelerator, Gender Working Group
Kent Buse	UNAIDS	UNAIDS Sherpa, Co-chair Community and Civil Society Engagement Accelerator
Mandeep Dhaliwal	UNDP	UNDP Sherpa, Determinants of Health Accelerator
Roy Small	UNDP	Determinants of Health Accelerator
Anneka Knutsson	UNFPA	UNFPA Focal Point for the Primary Health Care Accelerator
Benoit Kalasa	UNFPA	UNFPA Sherpa
Maria Teresa Bejarano	UNFPA	Interim Focal Point for the Gender Working Group
Jennie Greaney	UNFPA	Engaged in the Civil Society Accelerator
Kamlesh Giri	UNFPA	Country Office Somalia, Chief of Health
David Hipgrave	UNICEF	Primary Health Care Accelerator
Stefan Peterson	UNICEF	UNICEF Sherpa, Primary Health Care Accelerator

Anne-Line Blankenhorn	UNITAID	Research and Development, Innovation and Access Accelerator
Marina Luise Lins Do Carmo	UNITAID	Research and Development, Innovation and Access Accelerator
Sanne Wendes	UNITAID	UNITAID Sherpa, Research and Development, Innovation and Access Accelerator
Benjamin Syme	WFP	WFP Sherpa, Innovative Programming in Fragile and Vulnerable Settings and for Disease Outbreak Responses Accelerator
Brian Lander	WFP	WFP Sherpa, Innovative Programming in Fragile and Vulnerable Settings and for Disease Outbreak Responses Accelerator
Andy Seale	WHO	Community and Civil Society Engagement Accelerator
Bernardo Mariano	WHO	Data & Digital Health Accelerator
Diah Saminarsih	WHO	Gender Working Group
Hernan Montenegro	WHO	Primary Health Care Accelerator
Hendrik Schmitz	WHO	GAP Secretariat
Isadora Quick	WHO	GAP Secretariat
Joseph Kutzin	WHO	Sustainable Financing for Health Accelerator
Louise Agersnap	WHO	Research and Development, Innovation and Access Accelerator
Mamunur Malik	WHO	Somalia Country Representative
Moredreck Chibi	WHO	Research and Development, Innovation and Access Accelerator
Peter Singer	WHO	GAP Secretariat, WHO Sherpa
Ramesh Shademani	WHO	Operational Alignment Working Group
Renee Van De Werdt	WHO	Innovative Programming in Fragile and Vulnerable Settings and for Disease Outbreak Responses Accelerator
Ruth Minda Mabry	WHO	Regional Office for the Eastern Mediterranean
Sarah Noel de Cloux	WHO	Innovative Programming in Fragile and Vulnerable Settings and for Disease Outbreak Responses Accelerator

Antonino Giuffrida	World Bank	Ghana Country Representative
Christoph Kurowski	World Bank	Sustainable Financing for Health Accelerator
Ernest Massiah	World Bank	Innovative Programming in Fragile and Vulnerable Settings and for Disease Outbreak Responses Accelerator
Kazumi Inden	World Bank	Innovative Programming in Fragile and Vulnerable Settings and for Disease Outbreak Responses Accelerator
Patrick Eozenou	World Bank	2023 Milestones (for Financial Protection only), Mali TTL
Srinivas Gurazada	World Bank	Sustainable Financing for Health Accelerator
Toomas Palu	World Bank	World Bank Sherpa, Sustainable Financing for Health
Ian Grubb	GAP Secretariat	Author Progress Report

Annex 4: Inquiry Matrix

Key area of inquiry: JEA question	Elements	Sub question	Mapping to GAP commitments	Data collection instrument
<p>1. To what extent does the GAP partnership have the requisite strategic elements in place to manage effectively toward results in the years ahead and maximize the likelihood that the partnership will succeed in achieving its members' shared objectives?</p>	Strategic	1.1. How far is there at this stage a common understanding of the GAP as a partnership and what it is trying to achieve?	Align, Account	Interviews with key stakeholders (KS), government representatives (GR) in a sample of the accelerator countries
		1.2. To what extent is the leadership in the GAP partners actively promoting collaboration and encouraging the necessary approach of working across institutional boundaries?	Align	Document review (DR) (GAP collaboration documents, individual agency corporate and strategic documents)
		1.3. What kind of decision-making platforms and procedures are put in place (and so far, used) within signatory agencies to accelerate progress on joint actions?	Accelerate	Interviews with KS, GR DR (GAP collaboration documents, individual agency corporate and strategic documents)
		1.4. Are there resources identified and ringfenced to deliver the various elements of the GAP, and how sufficient are they for getting the job done?	Accelerate	Interviews with KS in agencies DR (budgetary plans)
		1.5. How well have the signatory agencies been jointly engaging with countries to understand their priorities in relation to the SDGs at national and subnational level and reflect them in planning?	Engage, Align	Interviews with GR from a sample of accelerator countries. DR (GAP collaboration documents, individual agency corporate and strategic documents)
		1.6. Is there a change in the ways signatory agencies work with countries and with the other signatory agencies in response to the GAP in different areas (of their programmatic, operational and	Align	Interviews with KS from agencies

Key area of inquiry: JEA question	Elements	Sub question	Mapping to GAP commitments	Data collection instrument
		financial policies and approaches, including their approaches to advancing gender equality and human rights; to increasing their support for global public goods; and to monitoring progress in their joint efforts)?		
		1.7. Are there clear processes and an effective architecture for organising the GAP e.g. how well do the working groups function, both across and within signatory agencies?	Align	Interviews with KS from agencies only DR (GAP collaboration documents, individual agency corporate and strategic documents)
		1.8. Is there a mapping in place of what the different agencies bring to the GAP? To what extent so far is this translating into a clear division of labour, and a clear delineation of roles, responsibilities and specific accountabilities, within and among the agencies on delivering the actions identified in the GAP?	Align, Accelerate	Interviews with KS DR (GAP collaboration documents, individual agency corporate and strategic documents)
		1.9. To what extent is there institutional harmonisation within and between organizations and alignment with national systems (MOUs, dialogue with donors, alignment of funding from different resources)?	Align	DR (GAP collaboration documents, individual agency corporate and strategic documents)
		1.10. Are elements in place to support effective communication (formal, informal) of what the GAP is about and to socialize this within the agencies?	Engage	Interviews with KS, GR DR (GAP collaboration documents, individual agency corporate and strategic documents)
		1.11. To what extent has the GAP prompted the signatory agencies to work any differently together and/or within their respective agencies – e.g., are there incentives in place, and are they sufficient, to encourage collaborative behaviours among the agencies in support of	Accelerate	Interviews with KS, GR DR (GAP collaboration documents, individual agency corporate and strategic documents)

Key area of inquiry: JEA question	Elements	Sub question	Mapping to GAP commitments	Data collection instrument
		the GAP?] Note: De-prioritised, now covered under 1.6		
2. 2. To what extent does the GAP partnership have the requisite technical elements in place to credibly demonstrate such results in future evaluations?	Technical	2.1. How far is there a clear theory of change in place and/or similar vehicles for understanding and unpacking how the GAP is intended to deliver results and under what assumptions?	Align	Interviews with KS, GR DR (GAP collaboration documents, individual agency corporate and strategic documents)
		2.2. To what extent are there shared monitoring arrangements for the GAP in use between agencies and to what extent does the GAP monitoring framework complement add clear value to agency-specific monitoring efforts (and in what ways)? Are there clear indicators and milestones?	Account	Interviews with KS, GR DR (GAP collaboration documents, individual agency corporate and strategic documents)
		2.3. Are there shared data and information systems in place that provide robust and targeted data. Do these include suitable arrangements for sharing knowledge on lessons learned in a transparent way?	Align	Interviews with KS, GR DR (GAP collaboration documents, individual agency corporate and strategic documents)
		2.4. To what extent are opportunities for joint programming taken up, and how?	Align	Interviews with KS, GR. DR (GAP collaboration documents, individual agency corporate and strategic documents)
		2.5. To what extent are financial and operational strategies and policies aligned currently in support of countries?	Align, Engage	Interviews with KS, GR. DR (GAP collaboration documents, individual agency corporate and strategic documents)
		2.6. To what extent have the steps towards the 2023 evaluation of the GAP been mapped out in advance and are well understood by partners?	Account	Interviews with KS from the 2023 milestone working group and the Data and Digital Health accelerators, Steering Group evaluation leads. DR

Key area of inquiry: JEA question	Elements	Sub question	Mapping to GAP commitments	Data collection instrument
				(evaluation plans, minutes of Steering Group discussions)
3. 3. Which specific strategic and technical elements are in place and well positioned to help the partnership achieve maximum success, which are in place but require strengthening (and how), and which are absent (and thus should be put in place) in order to set the partnership correct course at this early stage?	What is working well	3.1. What are the strengths of the GAP approach, and the strategic and technical elements?	Learning	Interviews with KS, GR DR (GAP collaboration documents, individual agency corporate and strategic documents)
	Gaps, learning opportunities	3.2. Are there any specific adaptations to the GAP that need to be made?	Learning	Interviews with KS, GR DR (GAP collaboration documents, individual agency corporate and strategic documents)
		3.3. How to keep the GAP relevant in the light of the current crisis, COVID-19?	Learning	Interviews with KS, GR

Annex 5: Interview Guide

Key area of inquiry: JEA question	Elements	Sub question	Mapping to GAP commitments	Interview question
1. To what extent does the GAP partnership have the requisite strategic elements in place to manage effectively toward results in the years ahead and maximize the likelihood that the partnership will succeed in achieving its members' shared objectives?	Strategic	1.1. How far is there at this stage a common understanding of the GAP as a partnership, what it is trying to achieve, and how it will do so given the number and diversity of its signatory agencies?	Align, Account	<p>1.1.1. What is your role within the GAP partnership?</p> <p>1.1.2. How would you describe the primary aims of the GAP and how GAP achieves these aims¹¹?</p> <p>1.1.3. How sufficient is the Operating Model a means of organizing the partners to achieve their shared goals? What about it is good and helpful, and what about is less good and helpful? What is missing?</p>
		1.2. To what extent is the leadership in the GAP partners actively promoting collaboration and encouraging the necessary approach of working across institutional boundaries?	Align	<p>1.2.1. To what extent is your organization's leadership/management supporting collaboration with other agencies?</p> <p>1.2.2. Is this sufficient to encourage working across institutional boundaries and differences between the agencies?</p> <p>Note: This will be covered through documentary evidence only ("evidence of "active promotion").</p>
		1.3. What kind of decision-making platforms and procedures are put in place (and so far, used) within signatory agencies to accelerate	Accelerate	1.3.1. What kind of decision-making platforms and procedures are put in place (and so far, used) to accelerate progress on joint actions?

¹¹ (in other words, what is your understanding of the GAP theory of change)

Key area of inquiry: JEA question	Elements	Sub question	Mapping to GAP commitments	Interview question
		progress on joint actions?		
		1.4. Are there resources identified and ringfenced to deliver the various elements of the GAP, and are they sufficient?	Accelerate	1.4.1. Are there resources identified and ringfenced to deliver the various elements of the GAP? 1.4.2. If yes, are they sufficient?
		1.5. How well is the GAP engaging with countries to understand their priorities in relation to the SDGs at national and subnational level and reflect them in planning?	Engage, Align	1.5.1. (for government representatives) How well is the GAP engaging with countries to understand and reflect their priorities? 1.5.2 (for GAP partners) How is your organization engaging with countries on priorities? 1.5.3 What arrangements currently exist at country level for SDG 3 partnerships that are suitable for the GAP to draw on? <u>For UN agencies' Country Representatives only:</u> 1.5.3. How have/do newly introduced UN reform processes (UNDS) improve(d) your way of working with partners and your efforts on the GAP implementation overall? What more is required? 1.5.4. What are potential gaps a/o obstacles within UN reform processes (UNDS) that you encounter in implementing the GAP?
		1.6. Is there a change in the ways signatory agencies work with countries and with the other signatory agencies in response to the GAP in different areas (of their programmatic, operational and financial	Align	1.6.1. Is there a change in the way you work with countries and with the other signatory agencies in response to the GAP in different areas such as: a. programmatic, operational and financial policies and approaches; b. approaches to advancing gender equality and human rights; c. approaches to increasing the support for global public goods; and d. to monitoring progress in joint efforts?

Key area of inquiry: JEA question	Elements	Sub question	Mapping to GAP commitments	Interview question
		policies and approaches, including their approaches to advancing gender equality and human rights; to increasing their support for global public goods; and to monitoring progress in their joint efforts)?		
		1.7. Are there clear processes and an effective architecture for organising the GAP e.g. how well do the working groups function, both across and within signatory agencies;	Align	<p>1.7.1 What are the main parts of the GAP architecture and the processes for organising the partnership that involve you directly?</p> <p>1.7.2 Are there other elements you are aware of as well within and across organisations?</p> <p>1.7.3 How well are these elements (e.g. working group meetings) functioning? Any examples of good practice or areas to strengthen?</p>
		1.8. Is there a mapping in place of what the different agencies bring to the GAP? To what extent so far is this translating into a clear division of labour, and a clear delineation of roles, responsibilities and specific accountabilities, within and among the agencies on delivering the actions identified in the GAP?	Align, Accelerate	<p>1.8.1. What mapping exercises have been undertaken among the GAP signatories to understand what each can bring to the partnership, based on the specific comparative advantage and value proposition of each agency?</p> <p>1.8.2 How far is this now resulting in a clear division of labour between the various GAP signatories? A clear sense of the specific roles and responsibilities each agency will play? Where accountabilities reside for the success or failure of the partnership or specific aspects of its objectives?</p> <p>1.8.3 Are you clear on what is expected of your own organisation relative to others in the GAP?</p>

Key area of inquiry: JEA question	Elements	Sub question	Mapping to GAP commitments	Interview question
		1.9. To what extent is there institutional alignment within organizations (MOUs, dialogue with donors, alignment of funding from different resources)?	Align	<p>1.9.1. Can you tell us about the structure and partnering modalities within your organization relevant to GAP?</p> <p>1.9.2. Are there MOUs or other documents solidifying the signatory agencies' commitment to the GAP partnership?</p> <p>1.9.3 How far is there alignment of funding from different sources?</p>
		1.10. Are elements in place to support effective communication (formal, informal) of what the GAP is about and to socialize this within the agencies?	Engage	<p>1.10.1. How is the GAP being communicated and socialised (either formally or informally) within your organisation?</p> <p>1.10.2. For staff in your organisation at various levels, how far do you think the GAP is currently on their radar and well understood?</p>
		1.11. Are there incentives in place, and are they sufficient, to encourage collaborative behaviours among the agencies in support of the GAP? Note: De-prioritised	Accelerate	<p>1.11.1. What incentives are in place to incentivise behaviour change and collaboration between agencies at different levels of management?</p> <p>1.11.2 Are they, in your view, sufficient to change behaviours in ways which will accelerate progress on the SDGs?</p>

Key area of inquiry: JEA question	Elements	Sub question	Mapping to GAP commitments	Interview question
2. To what extent does the GAP partnership have the requisite technical elements in place to credibly demonstrate such results in future evaluations?	Technical	2.1. How far is there a clear theory of change in place and/or similar vehicles for understanding and unpacking how the GAP is intended to deliver results and under what assumptions?	Align	<p>2.1.1. Are you aware of any discussions relating to developing, a ‘theory of change,’ logic model, impact pathway or any other means of establishing the shared goals of the partnership and how the partners will achieve these goals?</p> <p>2.1.2. If so, how adequately does the theory of change capture ...?</p> <p>2.1.3. If not, to what extent has there been discussion in other ways of the mechanisms by which the GAP is intended to deliver results and under what assumptions?</p> <p>2.1.3. How important is it to have a theory of change (or related framework) in place for the partnership? Why or why not? What would be most useful to cover in a theory of change and how would you use it?</p>
		2.2. To what extent are there shared monitoring arrangements for the GAP in use between agencies? Are there clear indicators and milestones?	Account	<p>2.2. 1.. How are the shared data captured to monitor progress against the accelerator actions?</p> <p>2.2.3. Do you have, or are you developing, appropriate indicators for the GAP progress?</p> <p>2.3.2 How clear is it where each individual agency’s SDG-relevant monitoring stops and the GAP-level monitoring begins? What does a partnership-level monitoring framework look like in ways that add value above and beyond the agency-specific SDG monitoring efforts?</p>
		2.3. Are there shared data and information systems in place including for sharing knowledge on lessons learned?	Align	<p>2.3.1 What arrangements do you see for sharing data among GAP partners, and are they sufficient?</p> <p>2.3.2 What other innovative arrangements are in place for sharing information and knowledge on lessons learned, and are they sufficient?</p>

Key area of inquiry: JEA question	Elements	Sub question	Mapping to GAP commitments	Interview question
		2.4. To what extent are opportunities for joint programming taken up?	Align	2.4.1. Are there opportunities for joint programming? 2.4.2. Are there systems in place to support this? 2.4.3. To what extent does joint programming systematically incorporate the gender-lens?
		2.5. To what extent are financial and operational strategies and policies aligned currently in support of countries?	Align, Engage	2.5.1. What steps are being taken to align financial and operational strategies and policies in your organization to support countries? 2.5.2. To what extent are financial and operational strategies and policies between agencies aligned?
		2.6. To what extent have the steps towards the 2023 evaluation of the GAP been mapped out in advance and are well understood by partners?	Account	2.6.1. What discussions have there been of how the GAP will be evaluated and what is required for this to work? 2.6.2. Are the steps towards the 2023 evaluation clear and documented, including respective roles and resources?
3. Which specific strategic and technical elements are in place and well positioned to help the partnership achieve maximum success, which are in place but require strengthening (and how), and which are absent (and thus should be put in place) in order to set the partnership correct course at this early stage?	What is working well	3.1. What are the strengths of the GAP approach, and the strategic and technical elements?	Learning	3.1.1. What are the areas that we have covered in our interview working well?
	Gaps, learning opportunities	3.2. Are there any specific adaptations to the GAP that need to be made?	Learning	3.2.1. Is the GAP helping to support learning between signatories, and in what way? 3.2.2. Are there gaps that you would like to highlight? 3.2.3. How can the GAP be supported to be as effective as possible?
		3.3. How to keep the GAP relevant in the light of the current crisis, COVID-19?	Learning	3.3.1. To what extent is the GAP able to adjust to shocks to the system? For example, is it able to support changing priorities such as COVID-19 and adapt quickly?

Annex 6: JEA Steering Group

Organisation	Name	Title
GAVI	Leslie Moreland, Esther Saville	Programme Officer, Evaluation and Head of Evaluation and Learning
Global Financing Facility	Kimberly Boer	Senior Health Specialist
The Global Fund	Ryuichi Komatsu	Team Leader, Strategic Information
UN Women	Tara Kaul	Evaluation Specialist
UNAIDS	Joel Rehnström	Director, Evaluation
UNDP	Alan Fox	Evaluation Advisor
UNFPA	Louis Charpentier	Evaluation Adviser
UNICEF	Beth Plowman	Senior Evaluation Specialist
UNITAID	Ross Leach	Manager (Results)
WFP	Deborah McWhinney	Senior Evaluation Officer
WHO	Robert McCouch	Chief Evaluation Officer
World Bank	Mercedes Vellez	Evaluation Officer