

Summary Report of the Global
Fund Technical Evaluation
Reference Group (TERG)

Ninth Meeting

Geneva, Switzerland 14-15 May 2008

1.0 Introduction

This document reports on the 9th TERG Meeting, which took place from 14-15 May 2008 in Geneva, Switzerland at the Global Fund premises. It provides a summary of key issues discussed and the TERG's recommendations. The agenda for the meeting and participant list are attached as Annex A. The TERG meeting focused principally on the review of the Five-Year Evaluation Study Area 2 Draft Final Report. The TERG also received an update on Study Area 3 and plans for the Five-Year Evaluation Synthesis Report. Overall meeting objectives were as follows:

- Assess quality of Final Draft Report on Study Area 2, Partnership Environment
- Review Study Area 2 partnership consultation process
- Review Five-Year Evaluation Synthesis Report timeline and work plan
- Review progress on Five-Year Evaluation Study Area 3, Health Impact Evaluation

2.0 Review of Study Area 2 Draft Final Report

2.1 Background

Macro delivered a significantly revised draft final report on Study Area 2 to the TERG on 25 April 2008. The report was reviewed in preparation for the meeting also by consultants to the TERG and by the Secretariat. Written comments from the consultants and Secretariat were sent to the TERG on 8 and 9 May 2008. Macro presented a general overview of the report that highlighted the areas that they will continue to work on in finalizing the report, including the methodology, benchmarking/comparisons, language and contents of recommendations, and editing and formatting. The consultants' observations on the report were presented to the TERG.

2.2 Discussions and Recommendations

Overall, the TERG recognized the considerable improvement in quality of the Study Area 2 report. It requested Macro to finalize this report by 25 June, 2008. In doing so, Macro should take into account comments and guidance on each section. In particular, it should:

- Finalize the writing and editing with particular attention to the Executive Summary.
1. Ensure a very careful balance in the tone given that the report will have a wide public audience. This should include a careful balance between what has been achieved and what has not been achieved by TGF to date.
 2. Restructure the order of chapters to give Partnerships a central place, with the modeling and the methodology sections moved back.
 3. Bring out actions not only for the Global Fund but also for partners and countries.
 4. Strengthen civil society content and related recommendations throughout the text.
 5. Strengthen cross-cutting horizontal themes, central of which is partnerships.

In addition, health systems strengthening and gender, with clear distinctions by disease and country type, require serious and thorough strengthening for the final Five-Year Evaluation Report.

The TERG had the following additional suggestions for improving the report:

- Present more on the background of the Global Fund leading to its current position;
- In the overall balance, highlight more extensively the achievements of the Global Fund;
- Include more references to ongoing work within the Global Fund designed to address many of the weaknesses identified;

- Strengthen the Methodology section presenting more detail on the qualitative research methods used;
- Definitions for all key terms should be included (e.g. Health Systems Strengthening, Civil Society Organizations, country ownership);
- Compare the Global Fund to other organizations that follow performance-based funding (PBF) principles, and consider positive and negative effects of PBF;
- Recommendations should be differentiated to reflect whether they require policy or behavioral changes including better communication;
- Consider the length, content, detail of the Executive Summary to make it easy to read and comprehensive to a general audience, and insure congruence with contents and structure of the main text.

Additional suggestions were provided by the TERG, with some points highlighted below:

i. Determinants of Grant Performance & Grant Oversight Capacity

This chapter should carefully balance its comments and recommendations and may be strengthened by highlighting the incentive structure that has been created by the implementation of performance-based funding (PBF) at the Global Fund. The TERG emphasized the importance of strengthening the PBF positive incentives to clearly reward performance. The TERG suggested that the poor relationship between grant and performance ratings may be due to the relatively high weighting of contextual factors in the performance measurement system, and that the system may not be adequately transparent or consistent in its documentation. However TERG emphasized the report should recognize that the Global Fund has already taken measures to develop more objective criteria for contextual factors. In particular, Macro should stress the limitations of this analysis as the TERG finds the methodology and evidence base do not always lead to such conclusive statements as have been presented. The report should emphasize the need for a refined, transparent performance measurement system that allows objective decisions while taking into account contextual or qualitative information. TERG also recommended that the report should stress the need to clarify roles and responsibilities of Fund Portfolio Managers with respect to grant oversight and other functions. Recommendations should be formulated regarding the improved functioning of FPMs .

ii. Technical Assistance

The TERG recommended the report should stress the general finding that the Global Fund has not developed a systematic approach to providing technical assistance (TA) to its grantees. While the recommendations in this area should emphasize that TGF was never designed to provide Technical Assistance, there is a need for an overall 'Partnership Framework' in which roles and responsibilities of partners are agreed and defined. TERG also requested a more thorough discussion of quality of TA by disease area. The report should distinguish between the effect of lack of clarity at country level regarding sources and methods of procuring TA versus any behavioral factors that prevent procurement of TA from some partners. The report should suggest ways of overcoming obstacles to utilization of TA funds in grants. TERG suggested more emphasis on the 'demand driven model' of TA provision and the inherent contradiction in using a central facility for such purpose. Additionally, TERG suggested the underlying causes for not using TA should be more extensively explored. The report should distinguish between different types of TA requested and provided (beyond the use of international experts) such as: coaching, peer review, examples of horizontal cooperation (i.e. between national AIDS control programs), exchange of experience between implementers, etc.

iii. Health Systems Strengthening

TERG found that the section on Health Systems Strengthening (HSS) needs additional work, and especially a clear working definition. In particular, TERG emphasized the need to

describe the achievements of the Global Fund via citing positive examples such as the Global Fund-financed training of 30,000 health workers in Ethiopia, strengthening of supply chain management systems, training of large numbers of community health workers, laboratory development and similar capacity building initiatives. TERG considered there are various such examples of HSS in which Global Fund grants have lessened the strain and burden on health systems through the reduction of the disease burden. The report could suggest the need for Global Fund to better document such examples. TERG also suggested the report should make the link between civil society-based initiatives and HSS, for example through community system strengthening and task sharing efforts.

iv. Partnerships

The TERG recommended this section be moved to the beginning of the report as this is the central focus of Study Area 2. TERG suggested that since partnership is a cross-cutting issue, each chapter following the partnership chapter should emphasize partnership as a pervading theme. In addition, TERG recommended that the role of the private sector should receive higher profile. In discussing the role of civil society organizations (CSOs), partners should be asked to help promote the role of CSOs. TERG requested that more concrete recommendations be presented in this section, with the required actions targeted to the appropriate actors (Global Fund, bilaterals, multilaterals, country-level, global-level). TERG also requested that this section highlight the fact that success does not depend solely on the Global Fund, but on the ability of parties to work together, with an agreed division of labor.

v. Global Fund in the Development Architecture

The TERG suggested that the evaluators should consider the Global Fund in the broader global development sector, looking beyond the health arena. The report should consider how the Global Fund fits into the overall development system, its positioning and major resource flows. In addition, in considering alignment and harmonization, the TERG disagreed with the finding that there has been little or no progress on commitments made with other partners regarding division of labor at the country or global levels. In particular, in considering the TB and malaria efforts, TERG considered there has been good progress in harmonization via the Stop TB and RBM partnerships. TERG suggested that many of these findings should be recast in the context of challenges to the global development architecture, rather than being interpreted as Global Fund-specific issues.

2.3 Next Steps

Date	Action
3 June 2008	Consultation with partners at Global Fund organized pre-meeting prior to the HIV/AIDS Implementers' Meeting in Kampala
25 June 2008	Final Study Area 2 Report
8-9 September 2008	Two-day workshop in Geneva to consult with partners, to include a special meeting of TERG members present at the workshop
12 September 2008	Draft TERG Summary Report on Study Area 2 to TERG
1-3 October 2008	Review TERG Summary Report on Study Area 2 at TERG Meeting (Glion, Switzerland),
7-9 October 2008	Board retreat on partnership (Glion, Switzerland)
7-8 November 2008	Macro SA2 report and TERG Summary Report on Study Area 2 presented at the Global Fund Board meeting (New Delhi, India)

3.0 Proposed Partner Consultation Process

3.1 Background

The TERG received an update from the Secretariat regarding the proposed partner consultation process intended to 'field test' the recommendations of the final Study Area 2 Report. The Secretariat shared with the TERG the plans for a consultation process with partners as the Study Area 2 Report on Partnership is finalized and as preparations get underway for the Board retreat on partnership planned for 7-9 October 2008. The new Secretariat Partnership Cluster under the leadership of Christoph Benn is taking the lead in planning the Board retreat on partnership as well as the Partnership Forum (to be held 8-10 December in Dakar). Dianne Stewart and Sandi Lwin of the Partnership Unit joined the TERG meeting for this session. The general methodology for conducting the consultation with partners will be based on a set of questions focusing on:

- Agreement with findings and recommendations in the Study Area 2 Report, and the relative importance of the recommendations;
- Agreement on feasible actions to implement recommendations;
- Any additional issues, gaps and aspects needing further examination.

Through this process, partners will identify some key recommendations from the report for further discussion and examine the underlying causes of issues that may be relevant for the Global Fund, partners and countries.

3.2 Discussion & Recommendations

TERG members were interested to learn more about the proposed process and recommended that the Partners Consultation Workshop be held in the first week of September 2008. TERG members will also be invited to attend. The TERG discussed the various opportunities identified for further consultation with partners, including:

- Global Fund meeting prior to the HIV/AIDS Implementers' Meeting (3 June, Kampala)
- e-forum in preparation for the Partnership Forum (moderated discussions 14 July-10 August will focus on Study Area 2 and partnership issues);
- Dedicated Partners Consultation Workshop to respond to Study Area 2 Report;
- Possibility of additional focused surveys to pursue questions raised by the Study Area 2 Report; and
- PSC meeting to gauge Board response (16-18 September).

TERG requested to be informed of the issues to be presented for discussion and the methodology to be used for the process with the aim to supplement or confirm SA2 analysis and recommendations. TERG confirmed that the feedback from partners will be considered in preparing the TERG Summary Report on Study Area 2 and will inform preparations for the Board retreat on partnership. The TERG expressed interest in being invited to be part of the consultation process where possible, in particular the September meeting. TERG emphasized the need for detailed planning and putting clear, specific questions to partners in order to achieve useful feedback.

4.0 Preparation for Five-Year Evaluation Synthesis Report

4.1 Background

Macro presented a status report on planning for the Final Synthesis Report, including a guiding framework on filling gaps identified in the reports for Study Areas 1 and 2. Work on accessing and analyzing data to address these gaps is planned for June-July 2008.

4.2 Discussion & Recommendations

As the TERG report to the Board will be in November 2008, the TERG requested information on gap filling efforts prior to receiving the final Synthesis Report. In order to have confidence that the Synthesis Report will be of high quality, the TERG requested that Macro engage a team of well-qualified and committed experts to conceptualize and draft the report. The TERG welcomed the information that a senior expert would lead the overall effort, and requested that the time commitment be specified.

In discussing the content of the Synthesis Report, it was emphasized that the Board expects this report to be a stand-alone document that includes findings and recommendation from all three study areas. Macro raised a concern that the Study Area 3 Report on impact will be later than originally planned, thus potentially delaying the detailed drafting of the Synthesis Report. The TERG emphasized that the Synthesis Report first needs to bring together all the main findings and recommendations from the three study areas and then identify cross-cutting issues and some new recommendations. The report should focus on impact (Study Area 3), and where it has occurred (or not) and link this as far as possible to partnership issues (Study Area 2) and to the functioning of the Global Fund itself (Study Area 1). The final sections should review progress to date, gaps, and next actions. The progress to date and future actions might be linked to the MDGs and the contribution to date and future role of the Global Fund in working towards these global development goals.

4.3 Next Steps

The TERG acknowledged the time table below, as proposed by Macro, and stressed the importance of having the Synthesis report available before the November 2008 Board Meeting as agreed in the contract.

Date	Action
15 August 2008	Draft outline on Synthesis Report due
October 2008 (<i>tbc</i>)	Draft of Synthesis Report due from Macro to the TERG
30 November 2008	Final Synthesis Report submitted to TERG

5.0 Update on Study Area 3 – Health Impact Evaluation

5.1 Background

A progress update on SA3 was presented by Macro. The secondary data analysis and modeling workshops have already taken place. Countries are at different stages in the analysis of the data but the reports should be available by the end of May. District Comprehensive Assessment (DCA) data collection and data entry activities are ongoing in the eight focus counties. Data entry is expected to be finalized by mid-June (with the exception of Tanzania). The DCA analysis workshop is scheduled to take place on 23 Jun – 4 July, pending the availability of PEPFAR funding.

5.2 Discussion & Recommendations

An extension of the deadline for the final Impact Evaluation Report to 15 August was requested by Macro in order to maximize the quality of the deliverable without impacting on the availability of this report for the November Board meeting. Expected possible results, capacity building and sustainability were discussed. The partnership strategy for SA3 was presented by the Secretariat emphasizing two parallel streams: (a) the strengthening of impact evaluation at country level with the collaboration of the main global partners; (b) the optimization of the use of the DCA data through a more in-depth analysis of the effect of HIV funding on health system strengthening with key interested partners (GHIN, WHO.)

5.3 Next Steps

Date	Action
15 August 2008	Initial Study Area 3 Report from Macro to the TERG
27 August 2008	Comments from TERG on Study Area 3 Report shared electronically
9 September 2008	Discuss TERG comments on Study Area 3 Report and content of TERG Summary Report on Study Area 3 at the special meeting of TERG to be held at the two-day Study Area 2 workshop in Geneva
21 September 2008	Final Study Area 3 Report due from Macro
24 September 2008	Draft TERG Summary Report on Study Area 3 sent to TERG
1-3 October 2008	Review draft TERG Summary Report on Study Area 3 at 10 th TERG Meeting (Glion, Switzerland)
15 October 2008	Final TERG Summary Report on Study Area 3
7-8 November 2008	Macro SA3 report and TERG Summary Report on Study Area 3 to be presented at the Global Fund Board meeting (New Delhi, India)

6.0 Next meeting

The 10th TERG meeting was agreed for 1-3 October in Glion, Switzerland. Prior to this the TERG will hold a Working Group Meeting of available members to review interim deliverables on 9 September following the Partners' Consultation Workshop (8-9 September) in Geneva. The TERG will continue to review Evaluation products between meetings, and report on these to the PSC as they become available.

ANNEX A
MEETING AGENDA & PARTICIPANTS LIST

TERG 9TH MEETING AGENDA

Wednesday 14 May

Venue: Hope Plaza, The Global Fund

	08.00 – 09.00	TERG Retreat Breakfast	TERG Members
1	09.00 – 09.15	Introduction & Review of Agenda - Review agenda, meeting objectives Chair for morning session: R. Korte	R. Korte
2	09.15 – 09.30	Feedback from Global Fund Board Process - Presentation by D. Low Beer	R. Korte D. Low Beer
3	09.30 – 11.00	Assessment of Overall Quality of Study Area 2 Report - Presentation by J. Sherry - Perspective from Secretariat - Consultants' comments - TERG general discussion and recommendations	R. Korte J. Sherry D. Low Beer A. Brandrup
	Inclusive of coffee		
4	11.00 – 12.30	Detailed Review of SA2 Report: Grant Oversight Capacity & Determinants of Grant Performance - Macro presentation on findings & recommendations - TERG discussion and recommendations	R. Korte Macro
	12.30 – 13.30	Lunch	
5	13.30 – 15.00	Detailed Review of SA2 Report: Technical Assistance & Health Systems Strengthening - Macro presentation on findings & recommendations - TERG discussion and recommendations Chair for afternoon session: J. Broekmans (<i>to be confirmed</i>)	Chair Macro
6	15.00 – 16.30	Detailed Review of SA2 Report: Partnerships & TGF in the Development Architecture - Macro presentation on findings & recommendations - TERG discussion and recommendations	Chair Macro
	Inclusive of coffee		
7	16.30 – 17.30	Steps to finalize Study Area 2 Final Report - Macro presentation of plans to finalize report - TERG discussion and recommendations	Chair Macro

Thursday 15 May

Venue: Hope Plaza, The Global Fund

8	09.00 – 10.00	Summary of Day One discussions <ul style="list-style-type: none">- Discuss and finalize TERG recommendations Chair for morning session: R. Leke	R. Leke Secretariat
9	10.00 – 10.45	Proposed SA2 Partnership Consultation Process <ul style="list-style-type: none">- Secretariat presentation on proposed plan to solicit partner feedback prior to Board Partnership Retreat- TERG discussion and recommendations	R. Leke Secretariat
	10.45 – 11.00	Coffee	
10	11.00– 11.30	Plans to Fill Study Area 1 Identified Gaps <ul style="list-style-type: none">- Macro presentation on benchmarking, gender and quality management issues	R. Leke Macro
11	11.30 – 13.00	Preparation for Five-Year Evaluation Synthesis Report <ul style="list-style-type: none">- Macro presentation of plans to develop Synthesis Report including composition of Macro team, draft outline, timelines and review process- TERG discussion and recommendations	R. Leke Macro
	13.00 – 14.00	Lunch Chair for afternoon session: R. Korte	
12	14.00 – 15.30	Study Area 3 Progress Update <ul style="list-style-type: none">- Presentation from T. Boerma on status of data collection and analysis- Secretariat presentation on SA3 Partnership Strategy- TERG discussion and recommendations	R. Korte T. Boerma C. Mahe
13	15.30 – 16.00	Review of Five-Year Evaluation Work Plan & Timeline <ul style="list-style-type: none">- Review workplan, timelines, deliverables- Review TERG calendar	R. Korte Secretariat
	16.00	Closing – coffee/tea available	

List of Participants – 9th TERG Meeting, 14-15 May 2008

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