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EVALUATION

Midterm Evaluation of the Grant Management Solutions II Project

March 2016

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Cover Photo: A CCM civil society constituency member in Djibouti takes part in selecting CCM members.

MIDTERM EVALUATION OF THE GRANT MANAGEMENT SOLUTIONS II PROJECT

March 2016

Evaluation Mechanism: Global Health Program Cycle Improvement Project
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ACRONYMS

ADRA	Adventist Development and Relief Agency
AIDS	Acquired Immune Deficiency Syndrome
CCM	Country Coordinating Mechanism
COI	Conflict of interest
COR	Contracting Officer's Representative
CP	Condition precedent
CSO	Civil society organization
CSS	Client Satisfaction Survey
DfID	Department for International Development (UK)
ECG	Expanded Core Group (Global Fund)
EPA	Eligibility and Performance Assessment
EF	Expertise France
FPM	Fund Portfolio Manager (Global Fund)
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GMS II	Grant Management Solutions II
GRAM	Grant Risk Assessment and Management
HIV	Human Immunodeficiency Virus
HSS	Health system strengthening
IDRC	International Development Research Centre (Canada)
IMS	Information management system (GMS)
IQC	Indefinite quantity contract
ITP	Implementation through Partnership
JICA	Japan International Cooperation Agency
KI	Key informant
KP	Key populations
LAC	Latin America and the Caribbean
LMG	Leadership, Management and Governance Project
LOE	Level of effort
M&E	Monitoring and evaluation
MSH	Management Sciences for Health
NFM	New Funding Model
NGO	Non-governmental organization
OGAC	Office of the Global AIDS Coordinator
OHA	Office of HIV/AIDS

P2P	Peer-to-peer
PEPFAR	The United States President's Emergency Plan for AIDS Relief
PIP	Performance Improvement Plan
PMP	Performance Monitoring Plan
PMTCT	Prevention of mother-to-child transmission
PR	Principal Recipient
PR DB	Principal Recipient Dashboard
PRM	Principal Recipient management
PSM	Procurement and supply management
PY	Program year
QA	Quality assurance
RF	Results Framework
RP	Regional Partner
SI	Strategic information
SOW	Scope of work
SPO	Strategic Project Objective
SR	Sub-recipient
STTS	Short-term technical support
SWOT	Strengths, weaknesses, opportunities and threats
TA	Technical assistance
TBA	Time-bound action
TB	Tuberculosis
TM	Technical Manager
TSAP	Technical Support Advisory Panel
TSF	Technical Support Facility
TSR	Technical support recipient
TS	Technical support
UNAIDS	Joint United Nations Program on HIV/AIDS
UNDP	United Nations Development Program
UNHCR	United Nations High Commissioner for Refugees
USAID	United States Agency for International Development
U.S.	United States
VFM	Value for money
WHO	World Health Organization

GLOSSARY

Term	Definition
Immediate results	Immediate results relate to the validation or approval by the client (or by the Global Fund in certain instances) of deliverables that are completed during a GMS TS assignment. Immediate results are expected to be achieved within 3-6 months after the completion of the assignment. Examples are the approval of governance policy manuals by the CCM, validation of oversight plans and conflict-of-interest policies by CCMs, approval of a CCM performance improvement plan by the Global Fund Secretariat, approval of an operations manual by the PR, and approval by the Global Fund Secretariat of grant signature-related documents, such as budgets and performance frameworks.
Intermediate results	The distinction between an immediate result and an intermediate result is implementation. Immediate results relate to the implementation or application by a CCM or PR of deliverables completed in the course of a GMS TS assignment. Intermediate results are expected to be achieved by 12 months after the end of the assignment. Examples of intermediate results are the application by the CCM of conflict-of-interest policies, governance manuals or oversight plans created or updated with GMS TS; examples from PR assignments are the application of SR management manuals updated with GMS TS or the use of the PR Management Dashboard following TS for setup and installation.
International consultants	This term is used to refer to any GMS consultant who provides consultancy services in a country outside their region of residence.
Local consultants	GMS commonly engages local consultants to work on TS assignments. A local consultant is a citizen of the country in which the assignment is taking place. The types of local consultants vary significantly from assignment to assignment, ranging from a consultant who primarily provides logistical support to a consultant who has undertaken GMS boot camp training. If the latter type of local consultant was, for a different assignment, a member of a GMS team in another country, they would be regarded as a regional consultant if the assignment was taking place in their region, or as an international consultant if the assignment was taking place outside their region.
Performance evaluation	Performance evaluations focus on descriptive and normative questions: what a particular project or program has achieved (either at an intermediate point in execution or at the conclusion of an implementation period); how it is being implemented; how it is perceived and valued; whether expected results are occurring; and other questions that are pertinent to program design, management and operational decision making. Performance evaluations often incorporate before-after comparisons, but generally lack a rigorously defined counterfactual. (USAID definition.)

Term	Definition
Process evaluation	Process evaluation focuses on program or intervention implementation, including, but not limited to access to services, whether services reach the intended population, how services are delivered, client satisfaction and perceptions about needs and services, and management practices. In addition, a process evaluation might provide an understanding of cultural, socio-political, legal, and economic contexts that affect implementation of the program or intervention. For example: Are activities delivered as intended, and are the right participants being reached? (PEPFAR Evaluation Standards of Practice 2014.)
Regional consultants	This definition includes consultants affiliated with a GMS Regional Partner (RP) and other consultants in the GMS consultant pool who live in a Global Fund region. When regional consultants are working on GMS assignments in their country of residence, they are called ‘local consultants.’ When they are working on an assignment in their region of residence, they are called regional consultants, and when they are working on an assignment outside their region, they are called ‘international consultants.’
Disease-specific technical assistance	Disease-specific TA covers a broad range of TA that is designed to equip recipients with the technical knowledge and skills to implement evidence-based HIV, TB and malaria programs. It does not include crosscutting technical support (see definition below.)
Crosscutting technical support	Crosscutting, management-related technical support covers TS in governance and grant oversight, grant making, grant management, including financial management, M&E and PSM. Crosscutting TS also covers other areas of health systems strengthening and transition planning. What distinguishes crosscutting TS from disease-specific TA is that it is <u>not</u> disease specific.
Tier partners	GMS has three levels of partner organizations (Tiers 1-3). All partner organizations are a source of consultants for GMS assignments. In addition, the six Tier 1 partners provide staff for eight key positions in the GMS office and also provide TS to the GMS Regional Partners. The 12 Tier 2 partners are the Regional Partners. The primary role of the 10 Tier 3 partners or subcontractors is as a source of consultants for GMS TS assignments.

EXECUTIVE SUMMARY

EVALUATION PURPOSE AND QUESTIONS

The purposes of this midterm evaluation of the Grant Management Solutions II (GMS) project were:

1. To better understand the programmatic and cost effectiveness and relevance of Global Fund-related technical support (TS) provided through GMS II, so that strengths and synergies can be built upon and weaknesses or challenges can be corrected for the two remaining years of the project.
2. To assess overall project performance against contractual targets, and whether the project is on track to achieve its expected objectives at the end of the project period.
3. To inform the design of any future United States (U.S.) Government Global Fund-related technical support project, based on best practices from this project, the evolving Global Fund landscape as it pertains to Country Coordinating Mechanisms (CCMs) and grant implementers, and identified gaps in the provision of crosscutting technical support.

The key evaluation questions were:

1. How well aligned is the GMS project to CCM and Principal Recipient (PR) TS needs?
2. To what extent have the GMS-strengthened regional partners provided the anticipated quality and quantity of management-related support to Global Fund grantees?
3. What progress has been made to date in the development and sharing of tools and guidance?
4. What types of TS and expertise will be needed in the final two years of GMS II and in any future Global Fund TS mechanism over the next five years?
5. What opportunities exist to increase the return on investment in each of the project objectives?

For the first evaluation question, key associated areas for analysis were the effectiveness, appropriateness and flexibility of the GMS TS model and an examination of improvements, results and changes, post-TS.

EVALUATION DESIGN, METHODS AND LIMITATIONS

The evaluation used a mix of qualitative and quantitative data collection and analysis, including document review; data review of performance indicators; four online surveys; an assessment of value for money (VFM) and cost-effectiveness; and in-person and remote interviews with 181 key informants (KI) (recipients of GMS TS in three focus countries and remotely, GMS staff, consultants and Regional Partners, Global Fund Secretariat staff, U.S. Government agency staff, and bilateral and multilateral development partners). All data were triangulated at the analysis stage.

It was only possible to interview a small proportion of the total number of GMS II stakeholders, and the three focus countries visited cannot be considered as representative of all countries that received GMS TS. These limitations were mitigated by prioritization in KI selection, conducting remote interviews in additional countries, and conducting surveys to enable a broader range of inputs.

PROJECT BACKGROUND

Since 2005, the U.S. Government has withheld up to 5 percent of its contribution to the Global Fund for TS to improve Global Fund grant performance. These funds have been programmed through various multilateral and USAID mechanisms. Since 2007, GMS has been a key U.S. Government mechanism for crosscutting Global Fund TS. GMS II is a five-year \$99.9 million contract (2012-2017), following GMS I (2007-2012). GMS II provides primarily short-term TS to CCMs and PRs in the areas of eligibility for Global Fund grants, strengthening CCM governance and oversight, and resolving management-related and systemic problems that hinder grant implementation. Primary areas of PR support include grant making, grant and financial management, procurement and supply management (PSM), monitoring and evaluation (M&E), and PR Dashboard (PR DB) installation. GMS II also supports the capacity development of 12 Regional Partners (RPs) and their affiliated consultants as a resource base for Global Fund TS, and develops knowledge-sharing platforms to disseminate Global Fund-related tools and guidance.

FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Evaluation question 1: How well aligned is the GMS project to CCM and PR technical support needs?

There is conflicting evidence on the extent of alignment between GMS TS and CCM and PR TS needs, which is related to how TS needs are defined and determined. On the one hand, the demand-driven nature of GMS TS indicates an alignment to CCM and PR needs. GMS TS has also been highly correlated with the priority TS needs identified by some KIs and the requirements of the Global Fund's New Funding Model (NFM). On the other hand, there is evidence that some high-priority TS needs remain unidentified by the demand-driven approach. It is concluded that while there is a high degree of correlation between GMS TS and CCM and PR needs, this could be increased by a more planned and proactive approach to identifying priority TS needs.

GMS TS is largely demand-driven, in response to requests from CCMs and PRs, and can therefore be considered to have a high degree of alignment to the TS needs perceived by CCMs and PRs. The survey of TS recipients indicates a high degree of alignment between TS requests by CCMs and PRs and the diagnosis of TS needs made by GMS consultant teams. Surveys of the Global Fund's Fund Portfolio Managers (FPMs) and USAID and PEPFAR field staff indicated a very high degree of correlation between GMS TS and what they perceived as high-priority TS needs. However, as much of the TS provided by GMS II related to the need for CCMs to comply with the Global Fund's NFM eligibility requirements, it is likely that countries had other unaddressed TS needs that were given lower priority due to the need to firstly address Global Fund eligibility. There is also evidence that some key TS needs are not being addressed, possibly because TS is significantly focused on helping grant recipients meet the Global Fund's requirements, which do not necessarily correlate with priority TS needs to improve grant performance.

NFM eligibility requirements have resulted in a significantly higher proportion of CCM assignments compared to PR assignments for project years (PY) 1-2, a reverse of the GMS I experience. As PR TS is likely to have the greatest impact on grant performance, the significantly lower number of PR assignments in PY 1-2 has resulted in a lesser opportunity for GMS TS to impact on grant performance.

One of the most significant results achieved by GMS II is that 96 percent of CCMs that received Eligibility Performance Assessment (EPA) TS, all CCMs bar one, were subsequently deemed eligible by the Global Fund to submit concept notes. This was 16 percent above target. Failure to meet EPA requirements would have resulted in delays in submitting concept notes, which in turn would have delayed disbursement and implementation. The other stand-out result was that 100 percent of grants were signed following GMS grant-making TS, against a target of 70 percent.

GMS performance indicator data indicate a high level of success for immediate results such as deliverables approved and grants signed. The success rate for intermediate results is mixed. There is a high level of achievement for CCMs meeting EPA requirements and CCMs with improved functioning, with a lower success rate for deliverables implemented and oversight activities undertaken. This may relate to the time needed to make improvements and the need for further capacity building in some areas.

GMS CCM assignments have been aligned with the EPA and Performance Improvement Plan (PIP) approach required by the NFM, and grant-making assignments have also reflected the Global Fund's NFM requirements. The high levels of achievement for GMS CCM eligibility and grant-making assignments demonstrates effective alignment with NFM requirements. Many stakeholders mentioned that GMS support has been critical to the roll-out of the NFM.

Key informants were able to point to a broad range of improvements in CCMs following GMS TS, ranging from CCM restructuring, improved governance and grant oversight, better constituency representation and engagement, and CCM Secretariat strengthening. In some instances, there were examples of improved grant implementation resulting from better CCM oversight.

There is a solid base of evidence that GMS TS motivates, empowers and provides CCMs with a good foundation and road map for making improvements in the medium to longer term. The need, however, for ongoing or medium-term TS to further strengthen CCM capacity was raised by a significant number of CCM members, Global Fund Secretariat staff and bilateral and multilateral agencies.

GMS TS has been particularly important for countries with large Global Fund grants, where the workload and complexity of grant making has been of a high order. GMS has also played a significant role as a broker in grant-making negotiations within countries and with the Global Fund Secretariat. There were conflicting reports from PRs on the extent to which grant-making TS resulted in capacity building, which may be related to very tight timelines, with GMS teams undertaking large portions of the work for some assignments, and the nature of the work, i.e., preparation of grant documents. At a minimum, PRs increased their knowledge of the Global Fund's grant-making requirements. Good quality grant making also subsequently assists in effective grant implementation.

A very large majority of survey respondents indicated that GMS consultants had a good understanding of country contexts and needs; took a partnership approach, making sure that CCMs and PRs made all the key decisions; and provided options and solutions appropriate for the country.

Most GMS II assignments involve three trips, a level of effort (LOE) of 90 in-country days and an average team size of 4.5 consultants. A higher degree of variance from this approach could reasonably be expected, based on the particular needs of assignments. However, USAID reports that it has been more closely scrutinizing proposed LOE and team composition and that GMS-proposed work plans are now reflecting a greater degree of flexibility.

The rate of consultant utilization in GMS II has been low. By late October 2015, 42 percent of the 452 active consultants had not undertaken a GMS II assignment, with 31 percent of active consultants having undertaken only one GMS II assignment. The low utilization rate for consultants is only partly explained by the lower-than-anticipated demand for GMS II TS. While it is recognized that there is a need for some spare capacity in the consultant pool for a range of reasons, the significant underutilization of a large number of consultants represents an overcapitalization in consultant training at a considerable cost (A total of \$2.4 million was spent in direct training costs). A smaller consultant pool would have reduced

the number of consultants with no assignments and increased the average number of GSM assignments undertaken by consultants, thereby increasing their Global Fund expertise through on-the-job learning.

Evaluation question 2: To what extent have the GSM-strengthened Regional Partners provided the anticipated quality and quantity of management related support to Global Fund grantees?

The lower-than-anticipated demand for GSM II TS has reduced opportunities for GSM work by RP consultants, while contracts for non-GSM Global Fund work were significantly less than anticipated. TS sourced by the Global Fund directly from RPs has been relatively modest over PY2 and PY3, at just under \$2 million. Global Fund-related contracts for RPs from all non-GSM sources are not frequent enough to create a significant revenue stream for any RP. Significant investment of RP time and resources will be required to position RPs in a market that to date has returned low yields.

A feature of GSM II is the high use of regional consultants. Eighty-one percent of all GSM II assignments were undertaken by consultants from one of the Global Fund's regions (including RP consultants and other regionally based consultants). The regionalized approach provides a good foundation for the sustainability of Global Fund TS. There have been 116 RP consultants trained through the GSM II boot camps, with a total of 67 RP consultants utilized in GSM II assignments to the end of PY3. RP-sourced consultants comprise 28 percent of all consultants used by GSM II to the end of PY3. There have been significantly greater GSM consulting opportunities for RP consultants based in Africa, compared to other regions.

GSM II has made an important contribution to strengthening RP organizational capacities. Business process improvements emanating from GSM TS include development of more effective strategic and business plans, management systems enhancement, costing and pricing, improved monitoring and field support of consultants and more strategic marketing of services. The RP component has been through four iterations of TS as it has responded to design challenges, the changing landscape of TS under the NFM architecture and as business strengthening has improved RP capacity to respond to market opportunities.

Evaluation question 3: What progress has been made to date in the development and sharing of tools and guidance?

GSM has made good progress in the development and sharing of tools and guidance, with the highlight being the development and roll-out of the successful PR DB.

The GSM-developed PR DB is helping to strengthen data quality processes and grant management through providing ready access to performance data. In some cases, this has led to improved programmatic performance. The PR DB is bringing greater transparency to grant performance and has improved the quality and timeliness of reporting to CCMs to facilitate more effective grant oversight. The PR DB is also focusing the attention of PRs on addressing SR challenges with program implementation. Through the end of PY3, GSM has installed 20 PR DBs, and there is strong, ongoing demand in this area.

Through the end of PY3, GSM had 59 unique toolkit items to address a range of technical needs of Global Fund stakeholders. The development of tools by GSM is a process of continuous improvement, driven by an effective consultant feedback mechanism for capturing needs, tool modifications and innovations. Tools are made directly available to GSM consultants through the GSM information management system (IMS) and are also made available to other Global Fund TS providers, CCMs and PRs. For PY1-3, GSM tools had been used by GSM consultants in a non-GSM assignment 191 times,

against a target of 145. Evidence from GSM consultants and a broad range of Global Fund partners indicates that GSM tools are seen as highly practical and relevant.

Evaluation question 4: What type of technical assistance and expertise will be needed in the final two years of GSM II and in any future Global Fund technical support mechanism over the next five years?

Interviews with a broad range of Global Fund stakeholders at country, regional and multilateral and bilateral levels highlighted the need to prioritize TS for PRs in PY4-5, particularly focused on implementation bottlenecks, related system constraints and improved funds absorption. The surveys of CCMs, PRs and the Global Fund's FPMs also favored prioritization of PR implementation support, especially dashboard installation. This evaluation clearly demonstrates that GSM II has been very successful in delivering TS in response to the requirements of the contract. However, the assessment of the current and future Global Fund TS landscape and needs, informed by KI inputs, indicates that significant changes to the design of a follow on program are needed.

KEY RECOMMENDATIONS:

1. For PY4-5, the U.S. Government should give highest priority to implementation support TS requests from PRs in areas that will have the greatest impact on improving grant performance. USAID missions, PEPFAR in-country staff and FPMs should be encouraged to play an active role in helping PRs identify priority areas of TS to address areas of significant grant underperformance.
2. The evaluation recommends the following priority areas for U.S. Government Global Fund-related TS for the period 2017-2022:
 - a. Increased emphasis on implementation TS, focused on an analysis of priority TS areas that are likely to have the greatest impact on improving grant performance. This should be coupled with a planned approach to identifying TS needs through multiple channels and methods.
 - b. Health system strengthening: Priority areas are integrating parallel Global Fund systems into sustainable national health systems; PSM; data quality, analysis and use; health financing and workforce.
 - c. Strengthening PR performance management of SRs.
 - d. Organizational strengthening of underperforming government PRs: Key areas include leadership, program management and implementation skills, effective partnerships with civil society, human resources, risk management, and effective supportive supervision at the subnational level.
 - e. Improving the uptake and application of evidence in programming to achieve impact in epidemic control.
 - f. Civil society and key populations (KPs): TS for the development of sustainable community systems and linking those systems with government systems, coupled with TS to assist governments in establishing systems for financing and management of civil society grants, to move away from donor dependence.
 - g. National Strategy and Concept Note development to improve the quality of the foundation on which grants are based.
 - h. CCM strengthening in areas most likely to result in improved grant performance: grant oversight, increased program accountability through more effective representation on CCMs by affected and KPs, and strengthening of CCM Secretariats.

- i. Transition and sustainability planning for countries graduating from the Global Fund.
3. The key elements that should be incorporated into the design of any U.S. Government future support for Global Fund TS for the period 2017-2022 should be:
- a. Provision of a greater proportion of medium-term TS to strengthen capacity development, within a flexible package of short- and medium-term TS, based on need.
 - b. A limited amount of longer-term TS where systemic or institutional weaknesses require this.
 - c. Developing a system for proactive multi-partner identification of TS areas that will have a significant impact on grant performance while retaining capacity to respond to demand.
 - d. Continued prioritization of TS provision to high-impact countries.
 - e. A tiered approach to country prioritization to enable TS provision to a broader range of countries through lower-cost TS for lower priority countries and for less complex assignments.
 - f. Greater use of regional consultants to promote sustainability, take advantage of country context knowledge and to achieve cost efficiencies.
 - g. Lower-cost TS options for field-support financed assignments to make TS more affordable to USAID Missions.
 - h. Use of a smaller core of Global Fund specialist consultants with advanced expertise to further improve the quality of TS, to reduce training costs and to reduce the intensity of technical backstopping.
 - i. Reduce costs through less emphasis on rapid response in mobilizing TS teams and more direct engagement of short-term consultants to avoid payment of overheads.

Evaluation question 5: What opportunities exist to increase return on investment (ROI) in each of the project's objectives?

Opportunities to increase the ROI fall into the categories of (1) cost savings and (2) activities that will increase programmatic returns, including through efficiencies. Areas where savings could be made in the remainder of the project include a lower level of technical backstopping; redundancy of some positions in PY5; closer scrutiny of LOE and team size; use of a higher proportion of regional consultants; and an efficiency dividend on non-operational costs. Programmatic returns would be increased by (1) where feasible in the operating context, making greater use of technology-enabled consulting for follow-up support and second-iteration assignments; (2) continuing to build the capacity and exposure of RP consultants to CCM and PR assignments; and (3) improving the narrative of the GMS performance to better communicate the value of the strategic knowledge, technical insights and results that GMS has produced.

Key cost drivers for GMS II include establishment and maintenance of a large pool of consultants; large consultancy teams, multiple trips per assignment and length of inputs; separate financial and contracting staff; and a 33 staff member headcount. The average cost (including overhead) of GMS II assignments for PY1-3 is \$301,000. Key drivers of this cost are team composition, assignment duration and high overhead costs for GMS.

The return on investment for grant-making assignments is 1:259, representing the cost of grant-making assignments against the total value of grants signed. This defines GMS costs as a proportion of grant

value at 0.4 percent. For the RPs component, the return on investment ratio for GMS costs for RP work against the total value of RP GMS consultant contracts is 1:1.5.

Consideration of value for money and return on investment needs to take account of the strategic value and comparative advantages of GMS. The Global Fund has been highly reliant on GMS TS in capacitating CCMs and PRs to meet essential Global Fund requirements. GMS TS has provided urgency to the CCM reform process and helped the Global Fund think through and operationalize the NFM through interpretation and deconstruction of the Global Fund architecture for TS recipients. The Global Fund has developed a high degree of dependency on GMS and other TS providers for addressing key bottleneck and capacity constraints. Global Fund Secretariat KIs indicated that GMS's expertise is significantly greater than that of other Global Fund TS providers. This is reflected in GMS's greater capacity to perform more complex assignments. GMS also has the unique capacity to develop innovative tools such as the PR DB.

GMS has demonstrated a high level of performance against targets for a significant majority of key indicators and is on track to achieve its expected objectives at the end of the project period. The one major exception is that the number of CCM and PR TS assignments is likely to be less than planned, although this is outside the control of GMS.

A number of additional recommendations are made in the body of this report. A consolidated list of all recommendations is in Annex I.

I. EVALUATION PURPOSE AND METHODOLOGY

I.1 PURPOSE OF THE EVALUATION

This midterm evaluation of the Grant Management Solutions II (GMS) project was commissioned by the Multilateral Team in USAID's Office of HIV/AIDS. The evaluation served three purposes:

1. To better understand the programmatic and cost effectiveness and relevance of Global Fund-related technical support (TS) provided through GMS II, so that strengths and synergies can be built upon and weaknesses or challenges can be corrected for the two remaining years of the project.
2. To assess overall project performance against contractual targets, and whether the project is on track to achieve its expected objectives at the end of the project period.
3. To inform the design of any future U.S. Government Global Fund-related technical support project, based on best practices from this project, the evolving Global Fund landscape as it pertains to Country Coordinating Mechanisms (CCMs) and grant implementers, and identified gaps in the provision of crosscutting technical support.

The scope of work (SOW) for the evaluation is in Annex 2. An overview of the GMS II project is in Section 2.

I.2 KEY EVALUATION QUESTIONS

The key evaluation questions were:

1. How well aligned is the GMS project to CCM and PR TS needs?
2. To what extent have the GMS-strengthened regional partners provided the anticipated quality and quantity of management-related support to Global Fund grantees?
3. What progress has been made to date in the development and sharing of tools and guidance?
4. What types of TS and expertise will be needed in the final two years of GMS II and in any future Global Fund TS mechanism over the next five years?
5. What opportunities exist to increase the return on investment in each of the project objectives?

For the first evaluation question, key associated areas for analysis were the effectiveness, appropriateness and flexibility of the GMS TS model and an examination of improvements, results and changes, post TS. Areas for crosscutting analysis were performance against expected results, management processes and efficacy of the Performance Monitoring Plan in capturing results.

I.3 EVALUATION METHODOLOGY

The evaluation was designed to comply with USAID's Evaluation Policy (2011) and PEPFAR's Evaluation Standards of Practice (2014). The evaluation is consistent with the USAID definition of a performance evaluation and the PEPFAR definition of a process evaluation. Definitions for these terms are in the Glossary. A full description of the evaluation design and methodology are in Annex 3. The evaluation was conducted by a two-member team, consisting of a Capacity and Organizational Development Specialist and a Grants Management and Systems Specialist. The evaluation was conducted between mid-

September 2015 and mid-March, 2016, with field work conducted from mid-October to late November 2015.

The key components of the methodology are outlined below.

Document review: Key background documents provided by USAID and GMS II were reviewed. The evaluation team was given access to GMS's management information system, which contains data and documents on assignments, training and certification data, GMS consultant data and GMS tools.

Performance data: Data from the GMS II Performance Monitoring Plan (PMP) was reviewed, including a secondary analysis. In addition, the efficacy of the PMP in capturing the project's progress and results was examined. The data analyzed and reported on by the evaluation were for PY1-3, as provided to the evaluation team in October 2015.

Key informant interviews: Extensive KI interviews were conducted to collect data relating to the key evaluation questions. Categories of KIs interviewed were recipients of GMS II TS (CCMs and PRs; 52 KIs); GMS management and staff (17 KIs); GMS consultants (25 KIs); GMS regional partners (10 KIs); Global Fund Secretariat staff (26 KIs); U.S. Government agencies based in the U.S. (15 KIs); USAID mission and PEPFAR in-country staff (20 KIs); and the U.S. Government's bilateral and multilateral development partners (17 KIs). A prioritized list of KIs for interview was developed by USAID, in consultation with other agencies. Interview guides were developed for different categories of KIs and are reproduced in Annex 4. A list of KIs and organizations consulted appears in Annex 6.

To enable a more in-depth and nuanced understanding of GMS II TS, the evaluation team visited three countries (Bangladesh, Ghana and Uganda) that have received technical support from GMS II. GMS was involved in the selection of stakeholders to be interviewed in the three focus countries. The team also visited Kenya to interview three GMS II Regional Partners that are based there. The key criteria for country selection were regional diversity (i.e., Africa and Asia); high-impact and/or high-priority countries; and countries with both CCM and PR assignments and a diversity of assignment types. The criteria for selection of countries were developed by USAID and are fully described in Annex 2. The country visits were supplemented by a large number of remote interviews conducted with TS recipients, GMS II Regional Partners, multilateral and bilateral agencies in other countries, and multilateral global office staff, including Global Fund Secretariat staff.

Online surveys: Given the global nature of the GMS II project and limitations on the number of stakeholder interviews that could be conducted, the evaluation conducted four online surveys to gather data on GMS performance from a broader range of stakeholders. The survey instruments are in Annex 4. Separate surveys were conducted for the following stakeholders:

1. Recipients of GMS II TS: all PRs and CCMs with completed TS assignments under GMS II or, in the case of ongoing assignments, those that had received at least 50 percent of TS inputs (Response rate: 27 percent)
2. GMS II Consultants who had completed at least one assignment under GMS II (Response rate: 71 percent)
3. The Global Fund's FPMs, where at least one GMS II assignment had been conducted in their portfolio of countries (Response rate: 33 percent)

4. USAID mission and PEPFAR field staff who have had substantial and ongoing interactions with Global Fund programming and mechanisms and where a GMS II assignment had been either completed or at least 50 percent of GMS II TS inputs had been received (Response rate: 32 percent)

Value for money and cost-effectiveness: The evaluation calculated the key unit costs of GMS II to identify the key cost drivers in the project. The key costs of GMS TS were benchmarked against like-type Global Fund TS provided by other bilateral and multilateral agencies. Like-type TS is defined here as meaning other organizations that provide management related TS utilizing independent consultants through direct hire or out-sourced management models. The process efficiency of GMS in relation to level of effort for TS assignments, team composition, size of the GMS II consultant pool, TS quality assurance, regional partner capacity building, and strategic knowledge management were examined to identify opportunities to enhance value for money, cost-effectiveness and return on investment. A quantification of GMS II effectiveness was made based on the volume of funding unlocked through the provision of TS, where this can be directly attributed. This was supplemented by a qualitative assessment of the effectiveness of GMS II by seeking to determine the value and impacts of GMS services to grant recipient counties and the Global Fund. Data sources included GMS project data, Global Fund grant financial data, other TS provider project data, load factor ratios and data from KI interviews relating to non-monetized values.

Analysis: The PMP data were reviewed to identify the level of performance for key outputs and outcomes against targets and trends over time. Secondary analysis of PMP data was undertaken in relation to the numerators and denominators for key indicators and the impact of late 12-month post-assignment reports on results. Responses to different survey questions were cross-tabulated to determine if particular factors were influencing responses. Responses to the same survey questions by different stakeholder categories were also analyzed. A thematic analysis of qualitative data from interviews was conducted, focusing on relationships, context, interpretation, nuances, homogeneity and outliers in relation to KI views on the key evaluation questions. At the conclusion of data collection, the evaluation team triangulated all sources of information from document review, the PMP, KI interviews and the online surveys to develop findings and conclusions. The team's analysis was based on the key questions, analytical areas and research methods outlined in the SOW, as set out in Annex 2.

Limitations: The primary limitations for this evaluation were:

- Although a large number of stakeholders were interviewed (182 KIs), they represent a relatively small proportion of the total number of GMS II stakeholders. This was managed by prioritizing stakeholders and conducting the surveys to enable inputs from a broader range of people.
- The three countries selected for data collection cannot be considered as representative of all the countries that have received GMS II TS.
- To minimize any potential bias from GMS involvement in the selection of KIs to be interviewed in the three focus countries, USAID sought inputs from USAID missions and reviewed the stakeholder selection.
- The evaluation team had very little control over the return rate for the surveys, as they were completed online. The return rate was maximized by sending reminders and extending the deadlines but was still quite low, with the exception of the GMS consultants' survey.
- There were a number of challenges in attribution and comparability of service quality against other TS to the Global Fund. Similarly, there were challenges in determining the opportunity cost of

alternative modalities and quantifying in a monetized sense the value of GMS services and products. These challenges were addressed by only assessing VFM in a monetized sense where there is direct attribution and comparability possible and by undertaking a combined quantitative and qualitative assessment of the value of GMS services.

2. GMS II PROJECT OUTLINE

2.1 OVERVIEW OF KEY CONTEXTUAL ISSUES

The U.S. Government is the largest single financial contributor to the Global Fund. Worldwide, the Global Fund provides approximately one quarter of all HIV/AIDS, two thirds of tuberculosis (TB), and three quarters of malaria financing. Since 2005, the U.S. Government has withheld up to 5 percent of its annual contribution to the Global Fund to provide technical support (TS) to improve Global Fund grant implementation. In addition to providing direct financial support to the Global Fund, the U.S. Government supports Global Fund grant implementation and oversight through bilateral programming and centrally-funded technical assistance (TA).

The strategic approach of the U.S. Government to TS to Global Fund recipients is predicated on supporting country ownership and building local capacity. It provides support to prioritized countries and technical areas through a variety of mechanisms, including mission staff and partners working closely with Country Coordinating Mechanisms (CCMs) and Principal Recipients (PRs) to meet technical needs, including national strategic planning and concept note development, through a process owned and led by the countries. Support is also provided for CCMs, PRs and Sub-recipients (SRs) across the three diseases for short-term support to unlock a grant or to meet Global Fund eligibility requirements. The U.S. Government also provides access to medium- to long-term assistance, such as in countries with Global Fund Liaison personnel who provide cross-disease links among the U.S. Government, Global Fund and the national program. The U.S. Government also provides targeted TA through the President's Emergency Plan for AIDS Relief (PEPFAR) in areas of strategic information (SI), procurement and supply chain management (PSM) and quality improvement.

The U.S. Government has supported reform of the Global Fund grant architecture under the NFM, introduced in 2012 to move from a project-based to an allocation-based approach to funding. The NFM has significantly altered the way countries apply for grant funding and the standards that CCMs have to meet related to performance and governance for a country to be eligible for funding. Additionally, in order to reduce the time between submissions and the start of a grant, the NFM requires PRs to develop a series of grant documents before the grant is approved for funding by the Global Fund Board, thereby making submissions to the Board "implementation-ready." These reforms have increased the need for TS to meet compliance and grant preparation requirements.

A core intended feature of the NFM is greater predictability of country funding through a more cooperative and iterative process, in terms of the interactions between the Global Fund Secretariat and implementers, partners and other donors. The intent has been to create processes that are more flexible and aligned with the priorities and strategic direction of those implementing the grants.

In addition to the U.S. Government, other bilateral and multilateral Global Fund TS mechanisms include the UNAIDS Technical Support Facilities (TSF), World Health Organization (WHO), the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) BACKUP Initiative, and Expertise France (EF). The TSFs are regionally based, demand-driven TS services that support a range of management, planning, resource mobilization and M&E activities in support of national planning and developing Global Fund proposals and implementing grants.

Since 2002, the GIZ BACKUP Initiative has been helping applicant countries to utilize Global Fund grants more effectively and efficiently by providing short-term TS on process and technical issues to organizations implementing and overseeing Global Fund grants. GIZ also supports capacity development

for government and civil society actors, including support for CCMs Secretariats and the strengthening of civil society representation on CCMs.

Since 2011, the French 5% Initiative managed by EF has provided bilateral support to Global Fund grant recipients. The two funding channels of this initiative make it possible to meet ad hoc needs for high-level expertise and provide two to three years of funding for projects that respond to programmatic needs or structural problems in recipient countries, focusing on priority areas such as governance, supply and inventory management, health system strengthening and operational research.

2.2 OVERVIEW OF GMS II

GMS II is a five-year project funded by the U.S. Government that provides short-term governance and management oriented TS to countries receiving Global Fund grants. GMS II is managed by Management Sciences for Health (MSH) through a partnership with 29 organizations and has a funding ceiling of \$99.9 million. The project runs from October 2012 to September 2017. In addition to providing short-term TS, the project supports regional capacity building, consultant strengthening and certification and the dissemination of strategic knowledge, including technical tools. GMS II is funded through the 5 percent retention of the U.S. Government pledge to the Global Fund. GMS II builds upon the GMS I project, which operated from October 2007 to September 2012.

The aim of GMS II is to improve the functioning of Global Fund grants and thereby increase the effectiveness and efficiency of prevention, care and treatment interventions for HIV/AIDS, TB and malaria. GMS II assists countries to prepare and to be eligible for Global Fund grants, and to effectively implement these grants once awarded. It provides urgent, short-term TS to national coordinating body CCMs and grantee PRs for the purposes of unblocking bottlenecks related to governance and management, resolving systemic problems that hinder the response to the three diseases, and supporting capacity building and technical knowledge capture and dissemination.

GMS II has three primary objectives that relate to the scope of this evaluation:

- Objective 1, which accounts for 65-80 percent of the project budget, provides direct TS to Global Fund grantees in governance, project and financial management, PSM and M&E.
- Objective 2, which accounts for 15-30 percent of the project budget, aims to develop the capacity of regional partner organizations and their affiliated consultants as a localized resource base for the provision of TS in support of grant eligibility and management and to improve the grant management performance of CCMs and PRs.
- Objective 3, which accounts for 5 percent of the project budget, is to develop, for Global Fund stakeholders and recipients, tools and other resource materials supporting Global Fund funding eligibility and grant preparation, as well as platforms for sharing them.

GMS II operates under a PMP that defines a series of performance indicators and targets across the project's three objectives. GMS II seeks to achieve its programmatic objectives by mobilizing, training and deploying technical expertise to assist Global Fund governance bodies and grant recipients and technically supporting field teams to provide short-term TS to Global Fund grant recipients in support of grant eligibility and grant preparation requirements. GMS II areas of expertise cover:

- Governance and leadership: GMS II works with CCMs to meet grant eligibility and strengthen capacity for CCM representation, coordinating and grant oversight functions.

- Financial and grant management: Working with PRs, GMS II technical teams support the strengthening of financial and management systems and procedures and grant preparation.
- PSM of pharmaceuticals and commodities: GMS II works with PRs to ensure that their PSM systems are appropriate for the resources available in country. This assistance might range from helping a PR with its PSM planning and forecasting of how many and what kinds of medicines and pharmaceutical supplies the nation needs, to helping a PR streamline importation and customs procedures and find ways to improve the supply chain.
- M&E and reporting: GMS II assists Global Fund grantees through short-term interventions to strengthen grant monitoring and reporting systems.

In addition to TS to CCMs and PRs, GMS II supports the capacity development and strengthening of 12 regional organizations under the Regional Partners (RP) component of the project. This component seeks to capacitate these organizations to provide TS to Global Fund grant recipients.

GMS II also has a mandate to disseminate technical tools and capture strategic knowledge in the provision of TS and to develop platforms for the dissemination of this material to the Global Fund community, including consultants and development partners supporting Global Fund grant implementation.

GMS II also has a mandate to develop technical tools and capture strategic knowledge in the provision of TS and develop platforms for the dissemination of this material to the Global Fund community including consultants and development partners supporting Global Fund grant implementation.

3. GMS II TECHNICAL SUPPORT TO COUNTRY COORDINATING MECHANISMS AND PRINCIPAL RECIPIENTS

3.1 PROJECT COMPONENT OUTLINE

The intermediate objective of GMS II TS is to improve the capacity of CCMs and PRs to resolve urgent bottlenecks and systemic problems. The sub-objectives are (1) to provide high-quality TS to PRs and CCMs; (2) to assist the capacity of assisted CCMs to gain and maintain Global Fund eligibility (through support for EPA and PIP); (3) to improve the capacity of assisted CCMs to conduct effective grant oversight; and (4) to improve the capacity of assisted PRs/SRs to manage Global Fund grants. The primary areas of PR/SR¹ support are grant making, PR DB installation, and resolving bottlenecks and systems issues in M&E, PSM, and grant and financial management. These objectives are pursued by mobilization of GMS consultant teams for short-term technical support (STTS) assignments.

GMS II was planned on the basis of 60 TS assignments per year. The 130 assignments conducted in PY1-3 falls 50 assignments short (see Table 3.1). The primary reasons for this have been low demand for PR TS, especially in PY1-2 due to the introduction of the NFM and its slower-than-anticipated roll-out, which delayed the grant-making phase of GMS PR support. The NFM resulted in CCMs focusing on country dialogue, EPA and concept note development. As CCMs met EPA requirements and as concept notes were submitted, demand shifted in PY3, with a reduction in CCM assignments and more requests for PR support, particularly for grant making. The other significant trend has been the demand for PR DB work in PY3, following the successful trial in PY2. The growing number of Global Fund TS providers may also have had an effect on demand for GMS II TS. Another factor that has limited the number of GMS II assignments is that the U.S. Government has become more selective regarding the assignments it will approve for GMS assistance.² This has been driven by U.S. Government prioritization of countries with high disease burdens and low resources.

Table 3.1: Number of GMS II assignments by assignment type, PY1-3

Assignment type	PY1		PY2		PY3		PY1-3 total	
	No. of assign	%						
CCM	25	59	24	60	13	27	62	48
PR Management	12	29	7	18	6	13	25	19
PR PSM	2	5	2	5	0	0	4	3
PR M&E	2	5	1	2	0	0	3	2
PR Grant Making**	-	-	-	-	15	31	15	12
PR DB	-	-	6	15	14	29	20	15
Other	1	2	-	-	-	-	1	1
Total	42	100	40	100	48	100	130	100

** Grant-making assignments included PSM, M&E and financial components.

In PY1-2, around 60 percent of all assignments were for CCMs, with around 40 percent of assignments for PRs. This is a significant shift in demand from GMS I, where 35 percent of all assignments were for CCMs and 65 percent for PRs. While the number of PR assignments increased very significantly in PY3, this was driven by 14 PR DB assignments and 15 grant-making assignments. The number of PR management assignments in PY3 was less than for PY1 and 2, and there were no PR M&E or PSM assignments in PY3. It is therefore apparent that, compared to GMS I, there were significantly less GMS II PR implementation support assignments. This change in demand is most likely to be a result of the Global Fund's NFM.³

3.2 RESULTS OF GMS II TECHNICAL SUPPORT

GMS II output data for Objective I for PY1-3 indicates that 6,140 people were trained through CCM and PR assignments; 58 CCMs had structural or procedural documentation completed or updated by GMS teams; 41 grant oversight plans for CCMs were developed; 10 CCM DBs and 20 PR DBs were installed; 22 completed pre-signature files were submitted to PRs (including files developed prior to the NFM and as part of NFM grant making); and 38 PRs or SRs had organizational structures and procedures established or strengthened.

GMS II performance against targets for key outcomes for CCM and PR TS for PY1-3 is set out in Table 3.2. For four of the eight indicators, GMS has performed above target. For the four indicators below target, the level of underperformance for two indicators is only minor. One of the most significant results achieved is that 96 percent of CCMs that received EPA TS, (all CCMs bar one), were subsequently deemed eligible by the Global Fund to submit concept notes. This was 16 percent above target. Failure to meet EPA requirements would have resulted in delays in submitting concept notes, which in turn would have delayed disbursement and implementation. GMS II TS in this area can be regarded as a key success.

Seventy-seven percent of CCMs were able to demonstrate improved functioning after receiving GMS TS, which was only 3 percent below target. The number of CCMs using grant oversight dashboards following installation was 67 percent, or 13 percent below target. The number of CCMs carrying out oversight activities post-GMS TS was 74 percent—6 percent below target. These results appear to indicate that CCM implementation of the key oversight function needs strengthening. It should, however be noted that in five of the countries in which oversight strengthening occurred, there was severe civil unrest/public health emergencies which disrupted CCM functioning.

The other two standout results were that 100 percent of grants were signed following GMS grant making TS, against a target of 70 percent, (the total value of grants signed was \$841.7 million); and 92 percent of TS recipients surveyed by GMS Client Satisfaction Survey (CSS) reported satisfaction with TS provided by GMS. (See section 3.5 for more details on the CSS.)

Table 3.2: GMS performance for key indicators, PY1-3⁴

Indicator: Proportion of...	Actual result %*	Target %
CCMs meeting Global Fund eligibility requirements post-GMS assignment	96	80
CCMs with improved functioning post-GMS TS	77	80
CCMs using grant oversight dashboard post-GMS TS	67	80
CCMs carrying out oversight activities post-GMS TS	74	80

Indicator: Proportion of...	Actual result %*	Target %
Grants signed following GMS TS	100	70
Deliverables produced through GMS assignments approved	83	80
Deliverables produced through GMS assignments implemented	66	70
TS recipients reporting satisfaction with GMS TS ⁵	92	80

* GMS measures outcomes through post-assignment reports that are submitted at 6- and 12-month intervals. If a deliverable should have been achieved at the time a 6- or 12-month report is due and the report has not been submitted, the GMS monitoring system counts the deliverable as not being achieved. If a subsequent report shows the outcome as achieved, the PMP will include and recalculate the result. Therefore, the level of achievement in the actual results in this table may increase over time. Source: GMS II PMP.

Eighty-three percent of deliverables produced through GMS assignments were approved by the relevant entity (e.g., CCM or PR), which was 3 percent above target. However, only 66 percent of implementable deliverables⁶ were actually implemented (4 percent below target). There was no significant difference between CCMs and PRs in the number of deliverables approved and the number of deliverables implemented.

The key indicators measuring the effectiveness of GMS TS for CCMs (meeting Global Fund eligibility requirements) and for PRs (grants signed) both show a similar and very high level of performance (96 percent and 100 percent respectively). This indicates that CCM and PR assignments have a similar overall level of effectiveness.

In summary, these data indicate a high level of success for immediate results, such as deliverables approved and grants signed. The success rate for intermediate results is mixed. (See the Glossary for a definition of immediate and intermediate results.) There is a high level of achievement for CCMs meeting EPA requirements and CCMs with improved functioning, with a lower success rate for deliverables implemented and oversight activities. This may relate to the time needed to make improvements and the need for further capacity building in some areas.

The only indicators that measure improved PR performance are deliverables implemented, number of conditions precedent (CP) to disbursement or time-bound actions (TBA) met or lifted, and a simple count of PRs using dashboards. There have been no GMS II assignments on CP or TBA.⁷ The outcome of grant-making assignments is not regarded by this evaluation as an indicator of PR performance, as it is not possible to assess the relative contributions of the PR and the GMS team to the success of grant making, and grant making is not about PR performance per se.⁸ (Good quality grant making may, however, subsequently assist in effective grant implementation.) The limited number of PR performance indicators stands in contrast to the number of CCM performance indicators. The process of measuring some CCM indicators has been assisted by use of Global Fund Secretariat data on CCM performance. GMS I relied on the Global Fund grant ratings as an independent measure of improved PR functioning. This has not been possible for GMS II, as the Global Fund grant-rating measure is currently under modification and is produced less frequently. (See Section 7 for more discussion of this issue.) GMS has indicated that it may need to find other solutions to more effectively measure PR performance.

While CCMs play an important function, compared to PRs, their work is usually not as directly linked to improved grant implementation, with the exception of grant oversight. Analysis conducted by GMS I shows a “strong positive association between high-ranking grant scores and complete, periodic grant oversight by CCMs using the Global Fund grant oversight process,” and also an improvement in grant ratings following GMS I CCM TS.⁹ While this association has been demonstrated, it is not clear whether

improved grant performance can be attributed to improved grant oversight or is a result of other factors. PR TS is likely to have the greatest impact on grant performance because of its direct link to implementation. It is therefore reasonable to conclude that the significantly lower number of PR assignments in GMS II compared to GMS I has provided GMS II with more limited opportunities to impact on grant performance. This may be partially addressed in PY4-5 with an increase in PR TS assignments due to the cyclical nature of demand for TS under the NFM. The lower number of PR assignments was beyond the control of GMS due to the demand-driven nature of TS, which resulted from the Global Fund’s NFM.

Surveys conducted by the evaluation are broadly consistent with the GMS outcome data in Table 3.2, above. Ninety-eight percent of TS recipients said that the TS they received met its objectives. For USAID and PEPFAR in-country staff, 90 percent said the TS fully met or mostly met its objectives. Ninety-five percent of GMS consultants were of the view that the TS fully or largely met its objectives.¹⁰

TS recipients and GMS consultants were asked in the surveys if GMS TS had provided sufficient knowledge and skills for CCMs and PRs/SRs to make improvements to CCM governance and oversight and PR/SR grant management.¹¹ Eighty-nine percent of TS recipients and 94 percent of GMS consultants either agreed or strongly agreed with this proposition.

Other survey data from TS recipients and the Global Fund’s FPMs in Table 3.3 indicates a high level of achievement of outcomes for GMS TS, particularly for CCMs. FPM responses are somewhat less favorable for the three questions, particularly in regard to improved PR management, but are nonetheless overall favorable.

Table 3.3: Survey results for TS recipients (TSR) and FPMs regarding the outcomes of GMS II TS

Statement	Strongly disagree %		Disagree %		No opinion or don't know %		Agree %		Strongly agree %	
	TSR	FPM	TSR	FPM	TSR	FPM	TSR	FPM	TSR	FPM
GMS helped the CCM/PR/SR effectively overcome a bottleneck	4	0	4	19	8	14	46	48	38	19
GMS assistance resulted in significantly improved CCM governance and oversight	1	5	6	11	12	21	35	58	46	5
GMS assistance resulted in significantly improved PR/SR management	1	8	4	25	29	42	44	25	22	0

Interviews with CCMs and other stakeholders provided additional insights into the type and nature of achievements related to GMS CCM and PR TS and is discussed below.

3.2.1 Country Coordinating Mechanism technical support

Representatives of the three CCMs interviewed and other stakeholders¹² with direct knowledge of a broader range of GMS CCM assignments were able to point to evidence of improved CCM functioning as a result of GMS TS. Frequently mentioned areas of improvement were

“GMS helped the CCM to use Global Fund requirements to tackle sensitive issues such as conflict of interest enforcement.” (CCM member)

restructuring of CCMs, including greater independence from governments; better understanding by CCM members of their roles, including orientation of new members; improved understanding of grant oversight committee functions; transparent processes for election of CCM members; improved constituency engagement; revised governance manuals; better conflict of interest (COI) policies and compliance; and strengthened capacity of CCM Secretariats. In some instances, GMS TS has transformed non-functioning CCMs into functioning CCMs. CCM members also spoke highly of how GMS teams handled difficult issues, such as feedback to poorly ranking CCMs following EPAs, and on culturally sensitive issues, such as COI policies and KP representation.

While much of the focus of CCM TS is on EPA-related immediate deliverables, such as policies, manuals and standard operating procedures, it is clear from interviews with CCM members that the training and coaching undertaken by GMS helps “fan the appetite” of many members to effectively fulfill their roles.

CCM oversight committees were commonly reported to be more capable. Evidence for this included regular field visits to monitor grant implementation; meetings focused on discussing a particular issue in-depth; more technically competent members; more critical oversight of grant performance; use of the CCM and PR DBs as monitoring tools; and meetings with stakeholders to get feedback on grant performance. In Bangladesh, where the oversight committee now includes leading national experts on malaria and epidemiology, committee recommendations initiated in response to an upsurge in malaria cases in a hyper-epidemic area, resulted in a reduction in new cases. Other oversight committee recommendations have resulted in improved malaria diagnostic capability in hospitals and new methods of procuring TB equipment to overcome a bottleneck.

“Field oversight visits have intensified and are more purposeful. The Oversight Committee now knows what is happening at the field level.” (CCM Secretariat staffer)

“The Oversight Committee is now more active in questioning the performance of PRs and teasing out issues for the CCM to resolve.” (USAID mission CCM member)

A number of GMS consultants indicated that it takes more time to develop the capacity of oversight committees than is available within the scope of a GMS assignment. One of these consultants said that TS needs to shadow oversight committees for at least three quarters to cover the phases of learning, doing and replication to reinforce learning. These observations may partially explain the below-target result for the number of CCMs undertaking oversight after GMS TS.

GMS has been active in supporting inclusion of KP representation on CCMs through transparent elections, including in politically difficult environments like Uganda, where men who have sex with men are now directly represented on the CCM. TS for some KP CCM members has enabled them to move from advocating their individual agenda to one which better reflects their community’s agenda. This has been facilitated through TS to strengthen constituency engagement. For example, a KP CCM member in one country told the evaluation how they used information on drug stock-outs, obtained from a constituency engagement meeting, at an oversight committee meeting to hold the PR to account. Key informants, however, noted progress in effective KP representation and constituency engagement is highly variable, with a need for further significant strengthening in these areas.

“GMS helped in the process of transparent elections of CCM constituency representatives, improving the representational skills of key population members and development of tailored engagement plans.” (KP CCM member)

“GMS has helped the CCM to be accountable to ourselves and our constituencies, although constituency engagement needs further strengthening.” (CCM member)

A national non-governmental organization (NGO) member of one CCM said that prior to GMS TS, PRs dominated the CCM, and key decisions were made prior to CCM meetings. Following GMS TS, she feels better equipped to fulfill her role, and the space for all members to question, discuss and suggest has opened up.

The extent of improvement following GMS TS among those CCMs interviewed was, not surprisingly, variable. External factors, largely beyond the control of GMS, impact on the extent of CCM improvement. These include CCM membership turnover; insufficiently resourced CCM Secretariats, limiting their capacity to support change; political and cultural resistance to the Global Fund's CCM reform agenda; the level of support for CCM strengthening from the Chair and key members; and the level of support from the Global Fund's FPMs.

“Following GMS support, the CCM Secretariat has improved and is working hard. It is now more proactive, accountable and has role clarity, with greater independence from government.” (CCM member)

Getting CCMs to work effectively in the way envisioned by the Global Fund is a highly ambitious piece of work. For most countries, the CCM model is a different way of working, and underlying capacities with this type of governance mechanism may be largely non-existent or nascent. There are also a number of well recognized structural constraints to the Global Fund CCM model, which can negatively impact on their success.

The need for ongoing or medium-term TS to further strengthen CCM capacity was raised by a significant number of CCM members, FPMs and other Global Fund Secretariat staff, and bilateral and multilateral agencies. One FPM said, “The assistance with key documents is great but the CCM executive and oversight committees would be better served with longer term mentoring. Implementation is always the hard part and support is not there over the long haul.”¹³

A Global Fund Secretariat staffer said that GMS is very effective in helping CCMs meet Global Fund eligibility requirements, especially in document development, but significantly less effective in developing the capacity of CCMs, largely because of the short-term nature of TS. The Global Fund staffer indicated that EPA requirements could be met in the absence of real CCM reform and suggested that the focus on developing new EPA-related documents and policies, some of which will never be used, may serve to distract some CCMs from ‘real reform.’

Nonetheless, a large majority of TS recipients and FPMs surveyed were of the opinion that GMS TS was able to address the CCMs or PRs/SRs medium- to longer-term TS needs (81 percent agreeing or strongly agreeing for both respondent types, as opposed to 19 percent disagreeing or strongly disagreeing).¹⁴ This finding could be seen as contradicting the need identified in a significant number of interviews regarding the need for ongoing or medium-term¹⁵ CCM TS. A more nuanced way of understanding the survey results may be that GMS TS motivates, empowers and provides CCMs with a good foundation and road map for making improvements in the medium to longer term. As one CCM member said, “GMS put us on the right path.” While there is clear evidence of significant improvement in CCMs as a result of GMS TS, the short-term nature of this support acts as a limitation on the extent to which capacity can be developed. While there is a need for more medium-term TS to build capacity, this needs

“GMS walked alongside the CCM, guiding rather than saying what to do. They helped the CCM stay on the path forward.” (CCM member)

“Following GMS TS the CCM now has an improved understanding of its role in strategic monitoring of grants.” (Global Fund FPM)

“Ongoing support to the CCM over a longer time frame to keep us on track would be useful.” (CCM member)

to be done in a way that maximizes sustainability through country ownership, rather than creating an ongoing reliance on external TS.

The need for additional CCM capacity development has, to some extent, been addressed through multiple CCM assignments in one country. For example, Bangladesh has had two CCM assignments under GMS II, and the Uganda CCM had a GMS I and GMS II assignment. Neither of the second assignments were repeat assignments, but rather built on the achievements of the initial assignment. In some cases, a more suitable and cheaper alternative to an additional full GMS assignment may be provision of ongoing intermittent TS to CCMs, using a range of modalities.

3.2.2 Grant-making technical support

For grant making, GMS TS has been an important resource for a number of countries, helping them navigate the often complex NFM requirements. GMS grant-making TS has been particularly important for countries with large Global Fund grants, where the workload and complexity of grant making has been of high order. GMS has also played a significant role as a broker in grant-making negotiations within countries and with the Global Fund.

The evaluation was unable to determine the extent to which PR capacity building occurs as a result of GMS grant-making TS. Some PRs reported quite significant levels of capacity building, while others said capacity building was not a significant feature of grant-making TS. A clear constraint is the very tight timelines for grant making, which can result in GMS teams undertaking most of the work. At a minimum, PRs increase their knowledge of Global Fund grant-making requirements and may also increase their capacity in budgeting, PSM, work planning, risk assessment, M&E and realistic target setting. GMS has also made use of replicable grant-making innovations to strengthen grant performance, and it introduced tools to PRs to increase management effectiveness. Some PRs that have received grant-making TS indicated they felt confident to undertake future grant making without external TS, while others indicated they would require further TS.

“The GMS team worked in a participatory manner and provided very useful support for grant making. They had good knowledge of the Global Fund, our country context and similar country situations.” (PR representative)

“We are using the grant making documents GMS helped develop in grant implementation and they are proving useful.” (PR representative)

3.3 ALIGNMENT OF GMS II TECHNICAL SUPPORT TO COUNTRY AND GLOBAL FUND NEEDS

GMS TS is, to a large extent, demand-driven, in response to requests from CCMs and PRs, and can therefore be considered to have a high degree of alignment to the TS needs of CCMs and PRs. There are, however, a number of important qualifiers. The need for TS is often first suggested to CCMs and PRs by the Global Fund Secretariat (the CCM Hub and FPMs), or USAID and PEPFAR in-country staff, so this influences demand.¹⁶ Much of the TS requested relates to the need to comply with Global Fund requirements. In that sense, GMS TS can be seen as largely meeting Global Fund defined TS needs. The high number of CCM EPA assignments in response to NFM requirements illustrates this point. It may be that countries had other unaddressed TS needs, which were given lower priority due to the need to firstly address Global Fund eligibility. Nonetheless, 100 percent of USAID and PEPFAR staff surveyed stated that TS requests from CCMs and PRs in the country where they were working, reflected what they saw as the priority TS needs.¹⁷ For the FPMs’ survey, 86 percent of respondents saw GMS TS as correlated to a large extent or completely with high-priority TS needs in their portfolio of countries.¹⁸ Finally, for a demand-driven model to work effectively, CCMs and PRs have to know of the existence of GMS. While the evaluation does not have comprehensive data on the extent to which CCMs and PRs

know that TS is available through GMS, this may be limited to some extent, as GMS is understandably not permitted to market its services. A small number of PRs said they had not heard of GMS until an external party recommended the need for TS, although the Global Fund's TS website does list GMS, along with several other TS providers.¹⁹

The survey of TS recipients indicates a high degree of alignment between TS requests by CCMs and PRs and the diagnosis of TS needs made by GMS teams. Forty percent of respondents indicated that there was no difference between the TS request and the GMS diagnosis, while 58 percent indicated that while the TS request and the GMS diagnosis identified the same needs, the GMS team identified some additional needs. Only two percent said the TS request and GMS diagnosis were very different.²⁰ Where additional TS needs were identified by GMS, the SOW was changed to also address these needs in 71 percent of cases. For the GMS consultants surveyed, 88 percent agreed or strongly agreed that the TS request by the CCM or PR and the GMS diagnosis identified the same need.²¹

Survey results indicate that GMS had a good understanding of country contexts and needs and took a partnership approach with CCMs and PRs:

- Ninety-one percent of FPMs and 86 percent of TS recipients strongly agreed or agreed that the GMS consultant team had a good understanding of country context and needs.
- Eighty-one percent of FPMs and 88 percent of TS recipients strongly agreed or agreed that the GMS team took a partnership approach, making sure the CCM or PR made all key decisions.
- Eighty percent of USAID and PEPFAR in-country staff indicated that GMS consultant teams either “completely” or “to a large extent” provided options or solutions for Global Fund issues that were appropriate for the country.

GMS TS has been effectively aligned with NFM requirements. CCM assignments have reflected the EPA and PIP approach required by the NFM, and grant-making assignments have also reflected the Global Fund's new requirements in this area. The primary evidence for the effectiveness of NFM alignment is GMS's high success rates for CCM eligibility and in grant making. In addition, 91 percent of FPMs, 92 percent of TS recipients and 100 percent of USAID and PEPFAR in-country staff agreed or strongly agreed that the GMS consultants were highly knowledgeable of Global Fund requirements and procedures.²² GMS alignment was promoted by training in NFM requirements as part of GMS boot camps for new consultants and refresher training for existing consultants.

Global Fund Secretariat staff interviewed acknowledged the important role GMS has played in assisting with roll-out of the NFM, noting that this would have been far more difficult in the absence of a mechanism such as GMS. The contribution of GMS-trained consultants to the NFM roll-out goes beyond GMS, as many GMS trained consultants are reported to have also worked with other Global Fund TS providers.

The far more extensive involvement of Global Fund Secretariat country teams and the CCM Hub at the country level under the NFM has resulted in new expectations of TS providers, such as GMS, in relation to contact with and responsiveness to the Secretariat.²³ The survey data indicate that GMS has responded well to these expectations. Ninety percent of FPMs surveyed indicated that they were either satisfied or completely satisfied with GMS communication with the Global Fund country team when TS was being provided to a country in their portfolio.

3.4 EFFECTIVENESS, APPROPRIATENESS AND FLEXIBILITY OF THE GMS II MODEL

3.4.1 Sustainability of technical support outcomes

For both USAID and PEPFAR and GMS consultants surveyed, 80 percent considered the results of GMS TS sustainable, while 20 percent did not.²⁴ For GMS consultants who considered the results sustainable, the most common reasons were: the participatory TS approach promotes learning/ownership (32 percent); practical, procedural and systems-based TS has ongoing use (14 percent); improved technical skills of PR staff/improved skills (11 percent); CCM has a better understanding of their role (9 percent); better understanding of the Global Fund (8 percent); and improved CCM governance structures and procedures (6 percent). For the small number of consultants who considered the results not sustainable, the primary reasons were: LOE only sufficient for immediate objectives/need for more follow-up TS (33 percent); and changes in CCM membership/Secretariat staff/weak processes for management of institutional knowledge (25 percent).

The survey of GMS consultants asked for alternative ways of providing TS to ensure sustainability of outcomes. The most common responses were: more medium-term/ongoing TS of a flexible nature (16 percent); greater emphasis on capacity building (10 percent); coaching/mentoring (9 percent); more support from local consultants post-assignment (9 percent); and online support post-assignment (6 percent). The most common responses by FPMs to the same question were: more emphasis on capacity building (27 percent); longer-term TS (13 percent); and more use of local and regional consultants (13 percent).

3.4.2 Utilization of GMS consultants

As of October 21, 2015, there were 452 active GMS consultants,²⁵ including 196 consultants new to GMS II who had completed a week-long “boot camp” training. Areas of expertise for active consultants were: CCMs (45 percent); PR Management (PRM) (36 percent); M&E (26 percent); and PSM (18 percent). (Some consultants have more than one area of expertise.)

The rate of consultant utilization in GMS II has been low. Forty-two percent of active consultants at October 2015 had not undertaken a GMS II assignment,²⁶ with 31 percent of active consultants having undertaken only one GMS II assignment²⁷ (see Table 3.4). Twenty-seven percent of consultants had done between two and eight assignments. Half of the consultants who undertook GMS II boot camp training had not been contracted.²⁸

Table 3.4: Utilization of active consultants on GMS II assignments to October 21, 2015

Number of GMS II assignments undertaken	Number of active GMS II consultants	Percent of active consultants	Total number of assignments	Percent of all assignments undertaken
0	188	42	0	0
1	141	31	141	25
2	52	12	104	19
3-5	56	12	207	38
6-8	15	3	103	18
Total	452	100	555	100

Source: GMS IMS

The low utilization rate for consultants is only partly explained by the lower than anticipated demand for GMS II TS. If demand for GMS TS had been as forecast (i.e., 180 assignments by end of PY3) and each assignment had included an unused consultant, the number of consultants with zero assignments would have been reduced from 188 to 138, or 31 percent of all active consultants, and the number of consultants with only one assignment would have increased from 31 to 42 percent.

Factors in determining an optimum number of consultants need to take account of not just forecast demand for TS, but also the need to mobilize teams quickly for urgent assignments, the availability of consultants, adequate representation of different areas of technical expertise, and the need for consultants fluent in particular languages. Nonetheless, the significant underutilization of a large number of consultants represents an overcapitalization in consultant training at a considerable cost, with the five GMS II boot camps accounting for \$2.4 million in direct costs. The “specific rationale” of the fourth and fifth of GMS II’s boot camps “was to strengthen the Regional Partner networks with Global Fund trained consultants rather than increase the GMS consultant pool.”²⁹ A more appropriate strategy would have been to conduct the RP consultant trainings earlier, as this could have reduced the total number of boot camps needed in view of the lower demand for TS assignments and the significant underutilization of consultants. A more cost-effective strategy would have been to use more consultants from GMS I and conduct less consultant training, resulting in a smaller consultant pool. This would have reduced the number of consultants with no assignments and increased the average number of GMS assignments undertaken by consultants and thereby increased their Global Fund expertise through on-the-job learning.

“The GMS team was passionate, engaging and knowledgeable. They listened and understood our needs.” *CCM Chair.*

GMS I consultant experience has, however, contributed to the development of expertise, with half of the consultants responding to an online survey by this evaluation having done at least one GMS I assignment.³⁰ Data from the GMS IMS on consultant utilization for both GMS I and II indicate that the average number of GMS I and II assignments undertaken was 2.7, with a range of 1-23. Table 3.5 demonstrates that there is a considerable amount of GMS assignment experience concentrated among a minority of consultants, with 31 percent of consultants conducting 69 percent of GMS I and II assignments (3-23 assignments). However, 69 percent of respondents had done only one or two GMS I and/or GMS II assignments. The evaluation does not have data on the extent of non-GMS Global Fund consultancy work undertaken by GMS consultants.

Table 3.5: Number of GMS I and II assignments by individual consultants

Number of assignments	Number of consultants	Percent of consultants	Total number of assignments	Percent share of assignments
1-2	336	69	422	31
3-5	80	16	292	21
6-10	52	11	405	30
11-23	18	4	249	18
Total	486	100	1323	100

Source: GMS IMS

Between September 30 and October 21 2015, 16 GMS consultants received their first contract under GMS II. GMS has said it is making an effort to provide consultancy experience to new, unused consultants. While this is understandable, an alternative strategy would be to contract consultants with

previous GMS II experience to increase the number of consultants with advanced Global Fund expertise that results from on-the-job learning.

Recommendation

- I. For assignments in the remainder of the GMS II contract, USAID and GMS should consider the option of primarily contracting GMS consultants with previous GMS II experience to increase the number of consultants with advanced Global Fund expertise that results from completion of multiple assignments.

3.4.3 Quality assurance

GMS has well developed systems of quality assurance (QA) for TS. Technical managers (TM) (4.5 FTE) provide in-depth technical QA to GMS consulting teams through regular monitoring of progress, (sometimes daily phone/Skype calls, emails,) debriefings, and feedback on draft deliverables. This can involve pre-assignment assessment trips to countries by TMs and oversight visits when GMS teams are on assignment. Of the 87 GMS II assignments completed by November 2015, TMs or the Deputy Director conducted an oversight visit for 40 assignments (46 percent). A uniform minimum level of QA support is provided to all teams, with the extent of support being ramped up depending on the experience of the Team Leader and consultants; the complexity of the assignment, including country-related complexities; and USAID prioritization of the TS-recipient country. Other components of the QA processes include TMs defining new methodologies in response to Global Fund problems and the NFM, the GMS analysis of assignment needs, appropriate consultant selection, pre-assignment team briefings, provision of tools and guidance materials, and post-assignment review of results and team performance.

The complexity of Global Fund requirements contributes significantly to the need for a high level of QA support. The NFM, with many new requirements and systems, has meant that TMs have had an important role in guiding teams on a range of issues. The increased involvement of Global Fund country teams has led to the need for TMs to facilitate communication with GMS teams during assignments.

Both USAID and GMS see the role of TMs as being key to ensuring the quality of assignments. In the consultant survey, 93 percent agreed or strongly agreed that GMS HQ provided good technical support to their team on a regular basis. GMS consultants interviewed spoke highly of the QA contributions of TMs. The intensive level of QA support to teams no doubt contributes to the quality of GMS TS. Other relevant considerations are that the level of QA support is very high by comparison with other TS providers, both Global Fund and non-Global Fund, and comes at a high cost. The lower than anticipated demand for GMS II assignments has meant some level of underutilization of this resource. Over time, as the NFM becomes more embedded and if the size of the cadre of consultants with advanced Global Fund expertise can be developed, a lesser intensity of TM QA may be required. That said, QA support should continue to be a key aspect of GMS II and any future U.S. Government Global Fund TS. In essence, the issue is: What is an acceptable level of quality, and what level of TM support is needed to deliver that.

3.4.4 The GMS technical support model—LOE, team size and number of trips

Following approval by the U.S. Government Technical Support Advisory Panel (TSAP) for a TS assignment, GMS prepares a reasonably detailed work plan, including proposed budget, LOE, number of consultants and number of trips. This is submitted to USAID for approval. For the 87 assignments completed by GMS II to November 2015, 61 percent involved three trips, with 13 percent being less than three trips, and 26 percent being 4-5 trips.

The breakdown of LOE for GMS II assignments parallels the number of trips, with 59 percent of assignments involving 90 in-country days,³¹ 18 percent less than 90 days (range 18-89), and 23 percent more than 90 days (range 92-141). It should be noted that GMS, compared to other Global Fund TS providers, is generally given the more difficult assignments that may require more LOE and multiple trips. The GMS contract was modified in August 2013 to allow for medium-term TS, with the intent of providing greater flexibility in cases that required it. However, the intent was not to reorient GMS as a medium-term TS provider. To date, almost all assignments have continued to be short-term.

The average team size for GMS II assignments for PY1-3 has been 4.5, made up of 3.3 international or regional consultants and 1.3 local consultants. The primary justifications for team size are the need for multiple areas of technical expertise, plus the volume of work in relation to deadlines.

This evaluation has not had the resources to make a detailed assessment of each GMS II assignment to determine whether the predominance of the 90-day/three-trip/four-consultant model is justifiable, but it observes that a higher degree of variance from this approach could reasonably be expected, based on the particular needs of assignments. Over the last 1-2 years, USAID has been more closely scrutinizing the proposed team composition and LOE, including an assessment of whether all areas of expertise are needed for all trips. USAID has indicated that after encountering some initial resistance, more recently GMS proposed work plans are reflecting a greater degree of flexibility in team composition and LOE.

The evaluation used the surveys to obtain stakeholder inputs on the GMS TS model. Seventy-seven percent of TS recipients and 86 percent of FPMs agreed or strongly agreed that it was good to have GMS TS spread over multiple trips.³² TS recipients and GMS consultants interviewed stated that this allowed TS recipients to undertake assignment-related work between trips and for information provided on earlier trips to be digested.

As indicated in Table 3.6, most survey respondents thought the number of consulting days for GMS assignments was sufficient for meeting the TS need, although a significant number of TS recipients and GMS consultants thought the LOE was too short.

Table 3.6: Appropriateness of LOE for GMS assignments³³

Number of consulting days by GMS team on this assignment was ...	TS recipients (%)	Global Fund FPMs (%)	GMS consultants
Sufficient for meeting the TS need	68	90	82
Too short for meeting the TS need	25	10	18
Longer than needed for the TS need	6	0	0

A significant minority of TS recipients and FPMs (32 and 29 percent respectively) were of the view that the GMS model was too inflexible regarding the number of trips and number of GMS consultants on a team, compared to 68 and 71 percent respectively who disagreed with this.³⁴

Surveyed GMS consultants indicated that the single most important strength of GMS in the way it provides TS is: a partnership and participatory approach with TS recipients (29 percent); team mix of expertise (17 percent); team approach (8 percent); splitting assignments over three trips (7 percent); and responsiveness to client needs (6 percent). When asked to nominate the single greatest shortcoming or weakness, the most common response was “none” (16 percent). Other common responses were insufficient LOE (11 percent); and insufficient time to achieve capacity building/sustainability (7 percent).

A perception of some stakeholders is that there are a significant number of repeat GMS assignments. This, however, does not appear to be the case. While some assignments appear to be similar, the second assignment is usually building on the achievements of the initial assignment. Up to three CCM assignments across GMS I and GMS II could be regarded as repeated.³⁵ In all instances, the assignments were in challenging environments, and the CCMs were very weak and required significant organizational reform and behavior change among key stakeholders.

3.4.5 Field support funding of GMS technical support

An innovation under the GMS II contract is that USAID missions can now “purchase” GMS TS on behalf of CCMs and PRs, using field support funds. This mechanism of funding has particular applicability to countries of lower priority for U.S. Government health programs, for which applications for U.S. Government core-financed Global Fund TS may not be approved. The level of USAID field support funding for GMS II assignments has ranged from \$1.32 million in PY1 to \$1.02 million in PY3. This has been somewhat less than was anticipated. A possible reason may be the relatively high cost of GMS TS. HIV budgets for lower priority PEPFAR countries have been declining in recent years, and expenditure of around \$200,000 for a GMS assignment represents a significant expense. One PEPFAR Coordinator expressed interest in further field support financed GMS TS, but only if a shorter, more flexible and cheaper package of support was available. Other reasons for the low level of buy-in by missions may include the question of why they should pay for TS when core funds are available; in-country TS needs being adequately met by well-funded PEPFAR platforms; and not forecasting the need for TS at the time of developing the mission’s annual budget.

3.5 SATISFACTION WITH GMS II TECHNICAL SUPPORT

A requirement of the GMS II contract was the introduction of CSS to be administered at the end of each assignment. A number of limitations apply to the CSS. Firstly, the contract requires survey results to be included in an assignment’s final trip report, which is due 10 days after the last trip. This limits the time for GMS to conduct the survey and the number of respondents. The average number of respondents per assignment is only 3.7, ranging from 1-7. This small number may not be representative of all TS recipient views. Secondly, the survey respondents are chosen by GMS staff, and the survey is administered by GMS staff by phone, raising the possibilities of bias in selecting respondents and reluctance of respondents to be critical. Thirdly, there have been two versions of the CSS, with the second version making some improvement to the questions. This means the two surveys are not fully comparable, although differences are minor.

While GMS sees value in obtaining feedback from its clients, they share concerns regarding the CSS methodology and see the process as only providing useful feedback in about one in ten times. While GMS meets its contractual obligation by including CSS results in final trip reports, CSS results are not presented in annual reports.³⁶

The CSS results show very high levels of satisfaction with GMS TS for all assignment types, with a clear majority of respondents providing rankings for all questions at 4 or 5, the second highest and highest levels of satisfaction. There is, however, some difference in scores by type of assignment. Satisfaction with PRM assignments is particularly high compared to CCM assignments³⁷ (Table 3.7).

Table 3.7: Comparison of levels of client satisfaction for CCM and PRM assignments

Assign. type	Enabled client contribution to assignment implementation		Presented options relevant to issues		GMS consultants knowledge		GMS consultants skills		Consultants produced agreed products		Quality of work by GMS consultants	
	4	5	4	5	4	5	4	5	4	5	4	5
Ranking	4	5	4	5	4	5	4	5	4	5	4	5
CCM %	33	56	28	61	24	74	21	74	27	69	34	49
PRM %	9	91	17	78	17	81	15	83	11	87	17	72

A score of 4 was the second highest level of satisfaction, and a ranking of 5 was the highest level of satisfaction. N=45 CCM assignments with 187 respondents and 18 PRM assignments with 54 respondents

However, the survey of TS recipients (CCMs and PRs) conducted by this evaluation found no significant difference in levels of satisfaction between CCMs and PRs.³⁸ Eighty-six percent of CCM respondents were very satisfied or satisfied, with 11 percent somewhat satisfied and three percent not satisfied. For PRs, 85 percent were very satisfied or satisfied, with 10 percent satisfied and five percent not satisfied.

GMS is of the view that the difference in satisfaction between PRM and CCM assignments in the CSS is likely due to differences in the nature of these assignments. The types of problems addressed by PRM assignments are usually tangible, with concrete and visible results. The outcomes of CCM assignments are less concrete, with CCMs grappling with difficult issues such as conflict of interest, stigmatized KPs, and multisectoral collaboration. GMS teams also often have to push CCMs to change governance processes in ways that may diverge from “normal business.” The evaluation concludes that this explanation is reasonable.

Scores of the quality of GMS TS by USAID mission and PEPFAR in-country staff surveyed for this evaluation were broadly in line with the quality rankings in the CSS. Fifty percent ranked quality as excellent, 40 percent as good and 10 percent as adequate. Quality rankings by the Global Fund’s FPMs were somewhat lower at 29 percent excellent, 52 percent good, 14 percent satisfactory and five percent poor.³⁹

Eight PR DB assignments were captured by the CSS. Most results are broadly similar to those for other assignment types. CSS data for other assignment types only cover a small number of assignments (3 PSM, 1 M&E, 1 pre-signature), reflecting the predominance of CCM and PRM assignments in GMS II. For the three PSM assignments with CSS data, levels of satisfaction were high but somewhat below that for PRM assignments (see Table A7.4 in Annex 7).

While the CSS has methodological limitations, the results are broadly consistent with the levels of satisfaction found in the survey of CCM and PR TS recipients conducted by this evaluation. Results for quantitative questions for both CSS versions, by assignment type, are set out in Annex 7.

3.6 PRIORITY TECHNICAL SUPPORT NEEDS FOR PROGRAM YEARS 4-5

Technical support needs identified in the online surveys and in stakeholder interviews have been used to identify priority areas for demand-driven TS. Surveyed TS recipients nominated non-EPA CCM governance and/or oversight strengthening as their number one TS priority (51 percent) for the remaining two years of the GMS II contract, with 25 percent nominating EPA and/or PIP TS (see Table 3.8).⁴⁰ The lower level of demand for EPA/PIP TS illustrates cyclical demand under the NFM, with most CCMs having completed initial EPAs. The responses also reflect the need for additional TS for CCMs to build on the foundation of earlier GMS II TS in governance and oversight strengthening. PR DB installation, which can improve both CCM oversight and PR/SR grant monitoring and management, was

the next highest priority area for TS recipients (50 percent). While CCM TS was ranked as the single highest priority (possibly because most respondents were from CCMs), the various categories of PR TS collectively made up the overall majority of priority TS needs nominated by TS recipients (217 percent of PR TS needs vs. 76 percent of CCM TS needs (Percentages exceed 100, as respondents could nominate multiple areas of TS.). This may reflect the cyclical nature of TS needs under the NFM, with the greatest current need being to strengthen PR grant management and implementation. USAID and PEPFAR in-country staff also nominated a greater preponderance of PR TS needs (180 percent PR TS vs. 40 percent CCM TS), although FPMs ranked CCM TS needs slightly higher than PR TS needs (135 percent PR TS vs. 140 percent CCM TS). PR DB installation was a high priority for all stakeholders.

Table 3.8: Highest priority GMS II technical support needs for PY4-5 by stakeholder category

Nominated TS priority need	CCM/PR (%)	FPMs (%)	USAID & PEPFAR (%)
CCM governance and/or oversight strengthening (Non-EPA)	51	90	10
PR DB	50	35	60
PR M&E	37	5	20
PR grant making	28	30	10
PR PSM	27	15	0
PR financial management	26	20	50
EPA and/or PIP (CCM)	25	50	30
PR grant start-up	18	25	20
PR restructuring	13	0	0
Change of PR	8	0	0
Other	10	5	20

Interviews with a broad range of Global Fund stakeholders at country, regional, multilateral and bilateral levels reinforced the need to prioritize TS for PRs, particularly focused on implementation bottlenecks and improved funds absorption. Post-grant-making implementation TS in the areas of grant management, PSM, financial management and M&E (data quality and use) were frequently mentioned. A significant number of stakeholders also mentioned the need to strengthen the capacity of SRs in these areas or the capacity of PRs to effectively manage SRs.⁴¹ A GMS TM expressed the view that PR support to SRs has been overwhelmingly deficient. An experienced GMS consultant said that PRs do not see TS of SRs as part of their job.

The main TS priority areas for CCMs nominated by stakeholders interviewed were follow-up to ensure that changes in governance, oversight and constituency engagement from previous CCM TS are strengthened and embedded. CCM Secretariat strengthening, given their key role in contributing to the success of CCMs, was another nominated area. Follow-on TS in these areas may not require the standard type of GMS assignment, with the LOE being tailored to need.

Based on survey responses and KI interviews, there will be significantly greater demand for PR TS in PY4-5. As PR TS has the potential for greatest impact on improving grant performance, this provides the U.S. Government with an opportunity to maximize the return on its investment. USAID missions, PEPFAR in-country staff and Global Fund FPMs could play an active role in suggesting to PRs priority

areas for TS to address areas of significant underperformance. Potential areas of cost savings for the provision of TS are outlined in Section 6.1.

Recommendations

2. For PY4-5, the U.S. Government should give highest priority to implementation support TS requests from PRs in areas that will have the greatest impact on improving grant performance. USAID missions, PEPFAR in-country staff and FPMs should be encouraged to play an active role in helping PRs identify priority areas of TS to address areas of significant grant underperformance.
3. For follow-on TS requests that seek to build on capacity developed through an earlier GMS assignment, TSAP and USAID, in consultation with GMS, should consider how best to configure the TS, including alternatives to the full GMS assignment mode, such as intermittent TS, using a range of modalities.

4. GMS II REGIONAL PARTNERS

4.1 PROJECT OUTLINE

The Regional Partners (RPs) program of GMS II entails the institutional strengthening of twelve regional partner organizations drawn from regions where the Global Fund has grantees: East Africa, South Africa, West and Central Africa, Eastern Europe, Central Asia, Asia and the Pacific, and Latin America and the Caribbean. These partners are small, independent businesses or NGOs. Six of these organizations were selected at the time of proposal writing; the other six were selected through open competition in PY1. The GMS and USAID project management team agreed on more than half of the RPs coming from Africa.

The goal of the RP strengthening is to build their capacity to deliver high-quality, management-related TS to grantees of the Global Fund, through GMS short-term assignments as well as direct contracts with Global Fund grantees and TS providers.

The RPs receive tailored strengthening interventions to increase their ability to respond effectively to (non-GMS) Global Fund TS opportunities that arise through CCM and PR contracting and bilateral donor and Global Fund Secretariat tenders. They are also invited to propose participants in GMS consultant trainings and for Objective 1 TS assignments.

The RP component of Objective 2 has been through four iterations of TS, as it has responded to design challenges and the changing landscape of technical assistance under the NFM architecture, and as business strengthening has improved RP capacity to respond to market opportunities.

4.2 RESULTS OF REGIONAL PARTNER STRENGTHENING

The RP investment is a multi-faceted program that has produced results at both the organizational and individual levels.

The GMS II PMP measures a number of intended organizational outcomes from GMS TS to RPs. The PMP tracks RP implementation of a quality assurance process and the proportion of RPs reporting satisfaction with TS provided by GMS and Tier 1 partners. At the end of PY3, the level of satisfaction was recorded at 100 percent against a target of 80 percent. This has been partly validated by interviews with five of the RP organizations in the course of the evaluation, all of whom expressed high levels of satisfaction with GMS TS to their respective organizations.

The PMP measures RP innovations that have obtained funding of self-initiated business proposals accepted by the Global Fund. This is measured as four against a target of three. The PMP also assesses the proportion of RPs implementing business-seeking strategies. Although there is presently no actual measure for this (the target is 50 percent), qualitative evidence gathered through this evaluation would suggest that the five organizations interviewed are active in implementing business development strategies to pursue Global Fund-related TS opportunities, although to quite varying degrees of success.

A number of other PMP indicators without targets cover RP activities. These include the number of non-GMS Global Fund-related contracts and grants awarded to RPs, with 10 awarded by the end of September 2015. The PMP also measures the annual rate of growth of value of Global Fund-related contracts, although there has been no data provided on this to date.

The GMS II RP strengthening modules have evolved over time as GMS has tried to recalibrate the program to changing circumstances. The PY1 mentorship model, in which GMS Tier 1 partners were

mentors to the first six RPs, produced variable results in terms of fit and efficacy, due to the limitation of RPs being locked into a single TS provider that may not have been able to respond to the totality of their business-strengthening needs. This led to a change in focus in PY2 toward a marketplace model, in which RPs selected their TS providers from among the Tier I partners. RPs created a shopping list based on organizational development needs that they then matched to the Tier I partners' offers and purchased services through a LOE exchange. This addressed the inflexibility of the mentorship model and brought an organizational development and internal diagnostic approach to business strengthening.

In PY3 the coach collaboration model was introduced, in which most RPs received business coaching as an organization or in groups. The Innovation Pods collaborations were initiated to develop business concepts in response to perceived market opportunities emanating from the NFM. According to the GMS II PY3 Annual Report, the module was an attempt to shift RPs from a "reactive to a more entrepreneurial stance." By the end of PY3, the Mandela and Nairobi Innovation Pods had developed concepts with market potential. For those RPs interviewed, the coach collaboration model appears to have worked well as a means of identifying and responding to business process weaknesses, particularly in relation to business planning, business development and human resource management.

The aim for PY4 is to strengthen the peer-to-peer (P2P) collaborative model as RPs move from individual business strengthening to collaborative work as commenced with the Innovation Pods. The P2P module is viewed by GMS as the transition toward graduation of the RPs from GMS TS, which concludes at the end of PY4.

GMS II has made an important contribution to strengthening RP organizational capacities. All RP organizations interviewed could identify a number of business process improvements emanating from GMS TS. These included development of more effective strategic and business plans, management systems enhancement, costing and pricing, improved monitoring and field support of consultants and more strategic marketing of services, including better awareness of U.S. Government and Global Fund programming.

RP consultants have been active in providing TS under Objective I and independently to the Global Fund and other development partners. RP-sourced consultants have been active in grant-making teams, providing more than half the consultants utilized in 2014, advantaged by their proximity, availability and familiarity with the countries, mostly African, receiving grant-making assistance. RP consultants were particularly active in the first big grant-making assignment for GMS II in Nigeria in 2014 and 2015. Half the consultants for the HIV/TB teams and just under half of the consultants for the malaria teams were from African RP organizations.

There have been 116 RP-sourced consultants trained through the GMS II boot camps, but with six of the 12 RPs accounting for almost 70 percent of this number. RPs have been successful in nominating consultants for GMS Objective I assignments on 98 occasions out of 298 bids, a strike rate of almost 33 percent. A total of 67 RP-sourced consultants have been utilized in GMS II assignments to the end of PY3.

RP-sourced consultants comprise 28 percent of all consultants used by GMS II to the end of PY3. Fees paid to RP organizations for RP-sourced consultants participating in Objective I TS assignments totaled \$6.5 million to the end of PY3. As with regional consultants more broadly, RP consultants are a growing proportion of the consultants used by GMS II, having risen from 24.5 percent of consultants in PY1 to 32 percent in PY3. The majority of RP consultants (79 percent) are based in Africa. Consultant provision is heavily concentrated, with five RPs accounting for almost three quarters (74 percent) of the total. One Africa-based firm (ALMACO) accounts for a quarter alone, and two combined (ALMACO and

OASYS) account for almost 40 percent. Six of the 12 RPs account for almost 70 percent of that pool. This concentration is largely among the African RPs, with the exception of the long-established TAI in Bangladesh.

A feature of GMS II is the high use of regional consultants. Eighty-one percent of all GMS II assignments were undertaken by consultants from Africa, Asia, Eastern Europe, and Latin America and the Caribbean.⁴² Fifty-four percent of GMS consultants are from Africa, and they have undertaken 54 percent of GMS II assignments. The evaluation found that regional consultants met the standards of quality required by GMS. The survey of TS recipients found very high levels of satisfaction with the quality of GMS II consultants, as did the GMS CSS. TS recipients interviewed by the evaluation team also commented favorably on the quality of GMS consultants. Given the growing proportion of RP and other regional consultants used by GMS II, it would have been expected that any reduction in quality resulting from increased use of RP consultants would have emerged from the multiple data sources used for this evaluation.

Independent Global Fund awards, TS sourced by the Global Fund directly from RPs, have been relatively modest over PY2-3, at just under \$2 million. Although RPs responded 24 times to Global Fund Indefinite Quantity Contract (IQC) opportunities and won 10 awards, to date only two task orders, being the activation of TS procurement, have been issued to RP organizations. GMS is of the view, supported by this evaluation, that while bids for work with the GIZ BACKUP Initiative and EF were slightly more successful, as were direct contracts with a small number of CCMs and PRs, they are not frequent enough to create a significant revenue stream for any RP. Consequently, they conclude that the market for independent regional services directly to CCMs, PRs and national governments is unlikely to develop without significant reform of national tendering processes utilized by Global Fund grantees.

Other contract awards not related to the Global Fund to RPs for PY1-3 totaled \$12.8 million. This includes data from all RPs except Khulisa and ALMACO. Other development partner and commercial clients include bilateral and multilateral donors (USAID bilateral funding, JICA, DfID, Embassy of the Netherlands, GIZ, EF, UNDP, WHO, IDRC, World Bank), commercial firms (Chemonics, dTS), government agencies and NGOs (World Vision, PLAN, CARE and ADRA). While it is not possible to attribute this commercial business directly to GMS TS, it is reasonable to assume that there is some correlation between GMS TS and commercial revenue, in part derived from improved internal business process systems and improved market knowledge and marketing skills. For example, the Bangladesh-based RP TAI attributes 25 percent of the significant contract they secured with UNHCR (\$1.5 million) to improved organizational capacity resulting from GMS support.

4.3 FACTORS THAT HAVE AFFECTED REGIONAL PARTNER STRENGTHENING

A number of factors have affected the RP strengthening activities. These include both environmental factors that were not foreseen and structural issues with Global Fund and national procurement processes. These include:

- GMS STTS assignments fell well below the anticipated number of 60 per year, which reduced opportunities for GMS work by RP consultants while contracts for non-GMS Global Fund work were significantly less than anticipated.
- The higher demand for GMS assignments in Africa has benefited the eight RPs based in Africa by providing the means for their consultants to get exposure to GMS assignments, with significantly fewer opportunities for consultants from the four non-African RPs to participate.

- The wide variance in organizational maturity, quality and needs of the RPs has posed some challenges in delivery of training modules, as needs and capacities have varied across the organizations.
- The shifting TS landscape, starting with the cancellation of Global Fund Round II and the challenges in transitioning to the NFM, both of which diminished demand for TS services, as well as the arrival of new grant TS providers in EF and GIZ, represented both an opportunity and a threat to fee-for-service TS provision to country partner clients.
- RP strengthening is an ambitious project with challenges in showing concrete results and changes in RP systems and practices in a comparatively short period of time.

In addition, the design of the RP component contained a number of assumptions that have impacted on implementation of activities and RPs' ability to pursue Global Fund TS contracting opportunities. The program was premised on the assumption that RPs, by where they were located, could provide local services in a way that GMS was unable to do. This was in part informed by the objective of increasing investment in building local capacity as articulated by USAID Forward. While RPs are advantaged by their location, the organizational immaturity of many of them in their exposure to the Global Fund and knowledge of the TS market, and absence of a market profile as small organizations with limited exposure against large established players, have inhibited their success.

Similarly, the recruitment of partners on a regional representation basis was a design flaw whose challenges should have been foreseen through demand analysis, given that the Latin America and the Caribbean (LAC), Asia and Eastern Europe markets were diminishing areas of Global Fund investment. Consequently, it is unsurprising that those RPs who have generated most GMS and non-GMS Global Fund work, with the exception of the mature Bangladesh-based TAI, have come from the African regions, where demand for Global Fund TS remains strongest.

A number of assumptions about demand and procurement processes for TS services have also impacted the ability of RPs to generate sustainable revenue streams. The NFM was anticipated to generate significant additional demand for TS. This did not materialize, as countries struggled to adapt initially to the new eligibility requirements. Additionally, the challenges inherent in working through complex national procurement systems and the demand for commercial consulting services in a market awash with free TS were significant flaws of the design. These remain considerable barriers to fee-for-service provision of TS and have been exacerbated by the entry of TS providers in EF and GIZ since the commencement of the RP program.

Despite the challenges the RP program has faced, the GMS II RP team has made a strong attempt to provide genuine value and benefit to the RPs. They have sought to overcome these design and environmental challenges and the difficulty faced initially in articulating a clear RP strategy to add significant value to most RP organizations, particularly those better placed to seize the greater opportunities evident in African markets. GMS has taken a largely experimental approach to achieving the goals of the program, and since midway through PYI it has employed a client-centric, organizational development model that has empowered RPs themselves to articulate and drive the change process. This has benefited all the RPs in some form, but particularly those who have been able to provide in-demand skills (M&E, data management) and those who have been able to leverage Objective I assignment exposure as market credentials.

The changes in modules—four to date—over the course of the RP component may be explained in part by the experimental nature of the RP capacity strengthening as GMS has sought to find the right fit to adapt

and respond to the broad range of business process improvement needs of the diverse collection of RPs. It may also be explained by the changing TS landscape that has confronted the RPs as the anticipated demand for TS emanating from the NFM failed to materialize and new grant TS providers entered the market. This appears to have resulted in later modules—especially the Innovation Pods—taking on a more entrepreneurial focus, as RPs have been encouraged to take a collaborative and proactive approach to market engagement.

4.4 MARKET DEMAND FOR REGIONAL PARTNER SERVICES

The RPs continue to face a complex and evolving market for fee-for-service TS provision in Global Fund grant recipient markets. A SWOT analysis of the current and emerging Global Fund TS landscape identifies some opportunities but also some challenges for RPs as providers of TS, as highlighted in Figure 4.1 below.

As the SWOT analysis demonstrates, a key outcome of the RPs' investment has been the development and enhancement of a core of trained consultants that have developed specialized skills through participation in Objective I TS assignments, particularly in the areas of grant making, including M&E and data management. The ongoing challenge for RPs is to build their profile with prospective clients, both at the Global Fund Secretariat and country partner levels, to better position themselves for TS market opportunities. The reality remains, however, that pursuing opportunities in the Global Fund TS market after GMS will require ongoing financial and time commitment.

To date the results have not been particularly strong for RPs from direct awards generated in an open TS market. Global Fund IQCs have proven to require high effort for low returns. For reasons that have not been adequately explained by the Global Fund, the fund has made limited use of IQCs. As GMS has described it, Global Fund IQCs did not lead to the issuance of task orders, and therefore represented a negative revenue stream or cost for RPs that had invested time and effort to respond to the requests for proposals.

Unsolicited proposals to the Global Fund and Country Partners have generated some work. To the end of PY3, seven proposals had been funded from 10 applications, including OASYS, which carried out county dialogue support with five CCMs, with financing by GIZ BACKUP Initiative. The Eastern Europe-based Curatio was awarded a direct contract from the Global Fund to support four countries (Georgia, Bulgaria, Moldova and Ukraine) in Eastern Europe and Central Asia for programmatic and financial sustainability as they plan to transition from dependence on Global Fund grants. There has also been success for some RPs in below national procurement threshold direct contracts with CCMs, although these contracts have been of modest value.

Figure 4.1: Regional Partners SWOT analysis

<p style="text-align: center;">Strengths</p> <ul style="list-style-type: none"> • High quality of RP consultants • Accessing a localized consultant pool improves efficiency and cost-effectiveness • Price competitive compared to European and U.S.-based firms • Bring strong country context and political and cultural knowledge to assignments • Significant co-investment by RPs in marketing and generating business 	<p style="text-align: center;">Weaknesses</p> <ul style="list-style-type: none"> • Lack of technical backup by RPs to consultants in the field • Work culture of rapid response and 24-hour cycle not well established • Low profile of some RPs with country partners (CCMs, PRs) and Global Fund Secretariat • Organizational development change is a slow process—cannot expect to get results quickly
<p style="text-align: center;">Opportunities</p> <ul style="list-style-type: none"> • Grant-making skills base developed • Emerging opportunities in supply chain strengthening, data management, M&E and support to SRs • Partnering with larger organizations in consortium to “piggyback” and gain experience and exposure • Continue to pursue self-initiated Global Fund proposals to add value to country programs 	<p style="text-align: center;">Threats</p> <ul style="list-style-type: none"> • Global Fund is not a significant procurer of TS • Crowding out and the dominance of established players in the TS market • Ever-changing Global Fund landscape and architecture requires time, commitment and adaptability • Diminishing markets in some regions with country graduation in LAC, Asia and Eastern Europe • CCMs and PRs do not usually directly procure TS, as free TS is available from donors and because of slow and complex government tender processes

Despite the challenges of the market, there are some niche opportunities that some RPs, particularly those based in Africa, are well situated to pursue. This includes ongoing support for CCMs in their oversight functions, PRs in M&E and management processes and SRs in program management, financial management, M&E and PSM. One experienced RP director believes there is a potential market for RPs in providing continuity of support for CCMs, PRs and SRs through grant implementation phases, building upon the exposure gained from grant making and support to PRs. A number of the African RPs have specialized skills in niche areas of demand, including M&E systems development, data management and PSM. These are expected to be high-demand areas of TS in the foreseeable future, particularly in sub-Saharan Africa. All of the RPs have undertaken a self-assessment of their capabilities against emerging areas of future TS needs as described by the Global Fund Secretariat and country partner stakeholders. This is provided at Annex 8.

Bilateral programs have offered some additional avenues for RPs to provide services in the TS market. There have been some successes for RPs with USAID contracts, such as the Leadership, Management and Governance Project (LMG), benefiting from some crossover in consultancy databases. Two African organizations hold Service Contracts with EF. However, overall, it is difficult to be optimistic about future direct contracting opportunities, given that to date contracting with CCMs and PRs has largely failed to develop.

There is some hope for optimism with the Global Fund Chief Procurement Officer seeking to explore new procurement models for commodities and potentially TS, including utilizing pooled procurement mechanisms. A more centralized procurement model may offer better prospects in enabling access to

TS opportunities for RPs. However, the formative state of the concept and the current absence of any Global Fund internal TS management mechanism make this prospect some way off, if it is realized at all.

A number of threats remain. CCMs have few resources to engage consultants and cumbersome procurement systems inhibit the direct contracting of market-sourced TS. As GMS has noted, with the evolving Global Fund architecture, it will behoove RPs to invest in good business intelligence processes and market analysis skills to stay abreast of Global Fund developments. Significant investment of time and resources will be required to position RPs in a market that to date has returned low yields. These will be strategic business decisions that RPs will need to make, and some are likely to remain better positioned than others, particularly by virtue of geography and niche specializations.

4.5 FUTURE DIRECTIONS FOR THE REMAINDER OF REGIONAL PARTNER PROGRAMMING

The investment in RPs has demonstrated the value of developing regional consultant capacity and consultancy infrastructure and has realized a number of benefits for both individuals and organizations. It has improved the quality and number of consultants assisting country partners in meeting grant eligibility requirements. It has developed a cadre of regional consultants experienced in TS provision, particularly in the area of grant making. It has also developed the rudimentary infrastructure of a potential future regionalized consulting model.

There remain a number of unmet needs among some RPs, particularly those who have had less success and exposure to Global Fund TS work and, at the other end of the spectrum, some specific needs for those more successful in accessing market opportunities. For the latter, these include assistance in marketing and strategic positioning for future opportunities. For those in the former category, needs include personnel recruitment and retention, and knowledge on whom to partner with in pursuit of TS opportunities and how to do so. All need better understanding of the ever-evolving TS and donor landscape and how to find the right point of access to TS market opportunities.

A more differentiated approach to TS to RPs in PY4, identifying and addressing these remaining areas of TS needs, would be a sound investment in sustaining a number of RPs in the post-GMS TS market. It may also provide some useful assistance for those RPs who have been less successful in developing P2P opportunities through the Innovation Pods.

Recommendation

4. GMS should continue to address the unmet business process needs of RPs in PY4 through ongoing use of business coaching, particularly in the areas of marketing and strategic planning. GMS should also continue to foster P2P collaborations both through the Innovation Pods, but also through organic alignments in areas of technical synergies.

There is also an opportunity over the remainder of the RP program to leverage the profile of the RPs through GMS facilitating introductions to Global Fund, development and country partner networks (i.e., CCMs, PRs, SRs) as a process of transferring those relationships to the RPs. This could be a supplementary activity to the P2P work proposed for PY4 and could provide additional opportunities for those organizations better placed to take advantage of new and ongoing opportunities in Global Fund TS markets.

GMS could use PY4 to assist RPs to communicate their capabilities to the Global Fund Secretariat, particularly the Country Teams and FPMs where there is high staff turnover, and country partners including CCMs and PRs. An assessment, through GMS key contacts at the country level, of emerging

programmatic and management needs could be coupled with collation of RPs' experience and specializations to identify alignment of needs and capabilities, with GMS fostering a formal introduction and promotion of RPs to prospective clients. GMS could utilize existing dissemination platforms to enable promotion and introduction of RPs to prospective clients through the use of webinars and other dissemination platforms. This could be complemented by a joint mission to Geneva in 2016 as an adjunct to the annual Project Director's visit. A number of the RPs have expressed a strong desire to have formal direct engagement with the Global Fund rather than through GMS.

Recommendation

5. GMS should facilitate the introduction of selected RPs who have the capability to meet emerging areas of technical and management needs at the country and Secretariat level to Global Fund country partners, development partners and key operational Secretariat staff through the use of dissemination platforms and formal introductions.

5. DEVELOPMENT AND SHARING OF TOOLS, GUIDANCE AND LESSONS LEARNED

5.1 PROJECT OUTLINE

GMS II is mandated to demonstrate technical leadership through sharing knowledge and practices through electronic platforms. This has involved a number of activities, including results management, development of purpose-built tools and strategic knowledge capture and dissemination.

GMS II has developed a suite of technical tools to support Objective 1 TS assignments. Similarly, GMS harvests knowledge and information from TS assignments, sourced through trip reports and consultant debriefings, and packages and disseminates this information through various platforms.

GMS II has used a variety of platforms for dissemination, including face-to-face forums and electronic platforms. Electronic platforms include the GMS Extranet, used at the beginning of the project to disseminate information to GMS staff and consultants and the U.S. Government. Other platforms include the GMS IMS, which facilitates the sharing of information and collection and analysis of project data. It also provides platforms to provide real-time webinars for various audiences (Go To Meeting, WebEx); to deliver asynchronous training (Moodle); to facilitate discussion and promote communities of practice (Jive, LinkedIn); and for document sharing and work planning (Dropbox, Basecamp). Additionally, the GMS Web site reaches audiences that include: GMS consultants; consultants interested in becoming part of the GMS consultant network; PR and CCM staff interested in applying for technical support; USAID; other providers of technical support, such as GIZ and EF; and the general public.

A number of activities under this component of the program have been affected by the ongoing uncertainty over the budget for the remaining life of the GMSII program. This has affected the delivery of some activities and planning for the remaining activities under the Objective 3 component.

5.2 RESULTS FROM THE INTRODUCTION OF THE PRINCIPAL RECIPIENT DASHBOARD

The PR DB has been a successful and useful purpose-built GMS tool. Developed, designed and piloted through a partnership between GMS, the Global Fund and German IT company SAP, the PR DB consists of an Excel-based data entry application and a dashboard application to produce visualization of key grant performance data for PRs and SRs. The PR DB was piloted with seven PR users in 2014. Roll-out of the PR DB to other PR grantees commenced in 2015 following handover of the DB to the Global Fund. Under an agreement between the parties, GMS is responsible for the installation and training on the PR DB. SAP has provided 160 free user licenses for the PR DB, although given demand these may be quickly expended.

The PR DB is being well utilized by recipients where it has been installed. There is also evident latent demand for the PR DB from non-recipient PRs. Furthermore, a number of SRs have expressed interest in having the PR DB installed. While it is too early to say anything definitive about sustained outcomes from use of the PR DB, a GMS II evaluation is planned to commence in 2016 that should provide more details, although there is some conflict of interest in GMS evaluating its own tool. Nonetheless, this evaluation provides a number of observations on the DB. The PR DB is helping strengthen data quality and verification processes and, in some cases, has led to improved programmatic performance. As part

of the installation preparation, the adequacy of recipient M&E systems, including data quality, is reviewed. This process has led to systems improvements in a number of recipient organizations interviewed for the evaluation.

The PR DB is focusing PRs on SR challenges with program implementation. Informants cited examples where improved data verification processes obliged by the PR DB have helped identify problems with interpretation of indicators and where identified implementation issues led to improved programmatic performance. In Côte d'Ivoire, a civil society organization (CSO) PR saw its grant rating improve from B1 to A2 through identifying and addressing issues with underperformance by SRs on the percentage of persons tested for HIV who received their test results. A CSO PR in Uganda was able to improve bed net distribution to pregnant women by changing the indicator verification from distribution to receipt by intended beneficiaries. In South Africa, a government PR TB program working in mines used the DB to expose problems with data collection on TB testing.

The PR DB has potential to assist in the identification of SR TS needs. As the PR DB allows PRs to closely scrutinize implementation challenges, it is likely that this will result in better identification of performance weaknesses and potentially highlight areas of TS needs. As one government PR described it, the PR DB “allows us to quickly zoom in on where the problems are.” The PR DB is facilitating a broader programmatic and financial discussion on grant performance between CCM, PR and SRs, leading to quicker identification of programmatic problems and successes and assisting with greater financial absorption and accelerated implementation as challenges are more quickly identified and addressed. PR and SR KIs noted that the PR DB's easily understandable format of presenting indicator data meant that program managers are more closely engaged in reviewing DB progress reports than was the case previously with reliance on standard M&E reporting.

The Principal Recipient Dashboard promoting transparency and competition

The PR DB is bringing greater transparency to grant performance and is assisting in improving the quality and timeliness of reporting to CCMs to facilitate more effective grant oversight. In some cases, it is fostering healthy competition among SRs to improve grant implementation and performance reporting through the open sharing of SR performance at quarterly PR meetings. This is motivating better performance and fostering friendly competitive rivalry among grant recipients. As some PRs described it, the DB “has changed the face of grant management,” and “pushes you to perform,” transforming the initial concerns of some SRs about greater performance scrutiny to encourage more open dialogue about program performance issues to speed up identification of “lacks and gaps.”

There are some sustainability challenges facing utilization of the PR DB. As countries change their PRs, there will be a need to install new PR DBs to sustain the benefits of enhanced data flow to the CCM. This will rapidly diminish the 160 licenses. However, an agreement existing between the Global Fund and SAP will make an indefinite number of SAP licenses available to DB users at a significant discount (\$300 per license, compared to the retail price of \$4,500 per license), which will ensure accessibility of licenses to future PR DB users, although the license fee is less of an issue than the TS required to install the PR DB for new PRs. One possible solution may be to transfer the DB to a web-based design that would allow broader access to the technology and data and allow for multiple data entry points and real-time access.

There are cultural challenges for the PR DB. From the evaluation team's observations, the PR DB appears, in the African context, to have been more embraced by CSOs than government PRs. As a GMS

consultant reported, government PRs are likely to be less receptive to the PR DB because of the transparency and accountability it fosters. There may be other issues at play, however, including the perceived additional workload of data entry.

A number of government PR users have indicated a desire for further indicators to be added to the DB beyond the 15 programmatic indicators that can be displayed in the DB. In addition to these programmatic indicators, the PR DB also displays financial, procurement/supply management and general management indicators. Additionally, a drill-down mechanism allows viewing of financial indicators, programmatic indicators and reporting rates for SRs. This is motivated by a desire to see the PR DB incorporate organizational and national M&E indicators for those organizations maintaining parallel M&E systems and national reporting obligations and required to report against additional sets of indicators. This is particularly the case for government PRs. This is also an issue in relation to workload concerns and the time burden of data collection and entry alongside maintenance of existing M&E systems.

There are also some issues in relation to the size of the PR DB TS installation teams fielded by GMS. The TS approach consists of a package of interventions implemented during three in-country visits. DB installation teams have usually consisted of three international consultants and one local consultant with skill sets configured around PRM, M&E, PSM and information technology.

It has been suggested by some consultants active in PR DB installation that the teams may be too large and may duplicate existing processes. As assessment of PR capacity is undertaken by the Global Fund as part of grant assessment, this is considered a redundant process. Similarly, it is suggested that the technological readiness assessment need not be done in-country but could be administrated more cost-effectively using a remote survey. Furthermore, where multiple in-country installations are being undertaken, the M&E role could be undertaken by a single consultant working across all teams rather than having specialized M&E consultants in each team.

Recommendation

6. GMS should review the resourcing of the PR DB installation team to identify process efficiencies and redundancies that can reduce the team size and process steps involved in the installation of the tool.

5.3 TOOLS AND GUIDANCE

GMS tools fall into two categories: those developed in-house by the Electronic Tools Specialist, Technical Managers and GMS staff with additional consultants; and those co-developed by consultants. Tools developed in-house by GMS have been purposely built to address a technical need among Global Fund stakeholders. Consultants have developed tools in response to needs and as a result of on-assignment insights. Twenty-one toolkits containing tools or approaches (together, “toolkit items,” as referred to below) have been developed or significantly modified by GMS consultants and published on the GMS IMS. In both categories, legacy tools employed from GMS I have been adopted and modified for use in GMS II, particularly in light of the NFM requirements.

Tools are classified by technical areas under five toolkit categories: CCM, M&E, PRM, PSM and Crosscutting. At the end of PY3, there were 59 unique toolkit items. Tools take the form of spreadsheets and documents, procedural checklists and methodological guides. They are made directly available to consultants through the IMS and have also been made available to other TS providers that assist CCMs or PRs. Tools are also used in consultant training.

The PMP captures GMS tool usage outside of the GMS mechanism, including tools adopted by TS provider agencies and the Global Fund support community. At the end of PY3, two tools had been

adopted by TS agencies, against a target of two. Of the two targets for Objective 3 that have been met or exceeded by September 2015 (out of eight total targets), one was the number of times GMS tools were used outside of the GMS mechanism. The number of times that GMS tools had been used by GMS consultants in a non-GMS assignment was 191, against a target of 145. Twenty-one GMS tools had been made available to consultants through electronic platforms or GMS training, against a target of 25.

Tool development by GMS

Tool development is an important part of GMS's support for technical teams and is a process of continuous improvement. GMS operates an effective feedback mechanism for capturing tool modifications, innovations and needs through trip reports and consultant debriefings.

Consultants value the processes in place for developing new tools as needs are identified in the course of assignments. One experienced GMS consultant described an iterative process where tools are developed or modified based on consultant-identified need: "If you develop a tool during an assignment GMS will capture it and seek to develop it from the consultant feedback process. So if any says, 'I wish I had a tool for that,' GMS will try to develop it."

Consultants describe a number of uses and benefits of GMS developed tools. The tools provide a useful means of breaking down tasks into manageable elements. They outline what needs to be addressed to respond to Global Fund eligibility requirements. They also are useful for identifying gaps in CCM functionality and conformity to eligibility requirements.

CCMs and PRs also cited examples of tool effectiveness. The M&E Systems Strengthening Tool Facilitator's Toolkit was credited by one PR with improving their data harvesting capability in preparation for managing the DB. Another described how the use of the Routine Data Quality Assessment Starter Toolkit helped a SR identify and remedy weaknesses in their M&E system as part of preparation to report to the PR DB. The effectiveness and utility of GMS II tools is confirmed through the quantitative survey of CCMs, PRs and SRs, which found that 91 percent of respondents either agreed or strongly agreed with the statement that GMS tools are useful and relevant.

Other Global Fund and development partners describe GMS tools as having the most demonstrable impact in the area of CCM strengthening and eligibility, where a number of the tools support improved accountability, communications and oversight functions. As one development partner described them, tools developed by GMS II are "the glue that sticks everything together" for CCM strengthening.

In addition to operational tools, GMS is partnering with the Global Fund to refine risk management tools, including the Implementation Mapping Tool and the PR-specific Grant Risk Assessment and Management (GRAM) tool. The Implementation Mapping tool helps identify key steps for processes such as funding, PSM and data flows. The GRAM Risk Heat Map defines the program risk rating across areas of programmatic performance, financing, service and product quality, and governance and oversight. Similar to the concept of the DB, it provides a visual map of risk across programmatic areas.

There is some demand for further tool development. GMS is presently collaborating with LMG, USAID, GIZ and the Global Fund in development of an Orientation Program for new CCM Members. This is a needed tool that will provide in-situ and virtual facilitated briefings, orientation, coaching and mentoring for committee members to reduce the transactional costs of supporting CCM membership renewal and orientation. In addition to the CCM Orientation Program, there is a need for guidelines and manuals for CCM Secretariats that could help strengthen this key enabling body in supporting the performance of CCMs. There is considerable value in codifying policy and procedures for this crucial support body. The

Global Fund and other donors supporting CCM Secretariats, such as GIZ, should be approached to participate in the development of guidelines and manuals for CCM Secretariats.

A KP toolkit could also be of value. One GMS consultant suggested that a KP toolkit could assist with organizing, capacitating, developing advocacy skills for participation in the country dialogue process and enabling KP representatives to better execute their constituency representation role.

Development of a grant-making toolkit had been proposed as a PY4 activity but was refused by the USAID Contracting Officer's Representative (COR) since the cycle of grant making is concluding. However, given that grant making is cyclical, there is considerable value in documenting the process for country partners in particular. This activity could be undertaken in PY4.

Recommendation

7. Consideration should be given to developing new tools, including guidelines and operations manuals for the CCM Secretariat, a KP orientation toolkit and a grant-making toolkit.

5.4 KNOWLEDGE MANAGEMENT

The PMP sets modest targets for strategic knowledge management. The PMP indicates that GMS currently employs 11 electronic platforms for training, tool repository and other uses, against a target of 10 for the end of PY3. By the end of PY3, 538 GMS consultants had taken a course through GMS electronic platforms, against the target of 550.

Progress against the PMP for Objective 3 highlights the challenges GMS has faced in activating and populating the electronic dissemination platforms, due to uncertainty over the strategic direction over the remaining period of the contract. This has resulted in substantial underspending on knowledge management activities in PY3.

GMS has been active in building knowledge platforms, but to date there has been limited activation, as dissemination activities have been on hold since September 2014 at the instruction of the USAID COR. In PY1-2, some dissemination activities were undertaken around best practices in technical quality management and TS performance metrics. As a result of uncertainty of the budget allocation to GMS in PY4 and PY5 and prioritization of Objective 1 activities, knowledge management activities have been constrained.

It is suggested by some consultants that tools should be made universally available, because they have high value to the Global Fund, country partners and consultants. Dissemination options include use of an electronic platform that will be accessible after September 2017 and the transfer of tool management and maintenance to the RPs to utilize in the course of their ongoing TS work. The tools could equally be made available on the Global Fund tools website.

Recommendation

8. USAID should support the clearinghouse concept proposed by GMS as a PY5 activity to facilitate the take up of tools, guidance and project-generated strategic knowledge. This would be beneficial to Global Fund stakeholders, including Global Fund country teams, development partners and consultants.

An improved GMS performance narrative might be a way to better highlight the value of what GMS does and could produce in terms of strategic knowledge. The brevity of the current format of final trip reports, constrained by the requirements to submit them within 10 days of assignment completion, undermines the program's ability to articulate its strategic value. We understand that as of PY4, such an

articulation will be included in the so-called “end-of-assignment report” that GMS sends to USAID after its review by the primary TS beneficiaries. Similarly, the monthly and annual reports could provide a more detailed narrative of the strategic impact of GMS work. Improving the narrative of GMS performance would help promote the value of the performance insights and results that GMS has produced to date.

5.5 FUTURE DIRECTIONS FOR THE REMAINDER OF THE GMS II CONTRACT

The current limits on expenditure under Objective 3 while broader budget uncertainty remains is restricting the ambitions of the GMS team.

There is an evident demand for further installation of the PR DB, and other low-cost activities could enhance the return on investment from Objective 3. GMS has generated rich data from TS assignments. There are opportunities to make more constructive use of operational insights and disseminate these as case studies or papers.

GMS currently proposes to develop 10 short (2-3 pages each) papers that will describe the elements of its TS approach that make it effective and produce tangible results. It is recommended that GMS reconsider this supply-driven approach and explore a more demand-driven body of work with USAID and the Global Fund Country Teams. This could take the form of case studies and best practice write-ups of operational lessons and insights that could contribute to the discussion on future TS modalities and document effective approaches to strengthening governance and management systems. This could include such issues as identifying key success factors in the management and resourcing of CCM Secretariats, exploring more cost-effective TS mechanisms, and considering what form grant-implementation TS could take and how TS could be provided to assist PR management of SRs. Taking an approach driven by stakeholder demand will mitigate concerns about conflict of interest. The Technical Managers should have considerable input into this body of work. The recipient audiences for these papers would be: (1) USAID, to inform program design and policy development; (2) Global Fund country teams, to assess the effectiveness of Global Fund processes and architecture; and (3) other development partners seeking to replicate effective approaches to meeting country partner needs in relation to grant preparation and management. As one USAID official described it, “The gift of GMS is articulating what it is that works and leaving it in an accessible place.”

Recommendation

9. USAID should consider the benefits of GMS developing case studies and best practice write-ups of operational lessons and insights that could contribute to discussions on future TS, and documenting effective approaches to strengthening country-level governance and grant management systems.

6. RETURN ON INVESTMENT

6.1 KEY COST DRIVERS FOR GMS II TECHNICAL SUPPORT AND OPTIONS FOR COST EFFICIENCIES

Cost drivers that impact the cost of GMS II TS include:

Establishment and maintenance of a large pool of consultants: A comparative advantage of GMS II is its ability to mobilize and field consultant teams quickly. This necessitates maintaining a large pool of consultants to ensure availability. The GMS IMS has 910 consultants from GMS I and GMS II. Of those, 452 are considered active consultants. By the end of PY3, 267 consultants have been used on GMS II assignments.

Large consultant teams and length of inputs: GMS II fields large consultant teams compared to other TS providers—usually 3-4 personnel. GMS II teams generally provide longer inputs at 90 days, compared to the TSFs, where the maximum is 50 days, or EF, where average assignments are 28 days. However, it should be noted that GMS generally receives the more difficult Global Fund TS assignments that require more LOE and multiple trips. Team composition is influenced by factors such as technical difficulty, deadlines and client capacity. The average team composition for short-term TS assignments over the life of GMS II is 4.5 persons.

Separate financial and contracting staff: GMS II management argues that the requirement to mobilize teams quickly necessitates operating separate financial and contracting staff from the parent organization, MSH, or cost sharing with projects like LMG. The finance and operations division has five team members. This structure has been established to manage 60 assignments per year, although the most assignments that GMS II has undertaken in a year is 48 (in PY3).

Range of fixed costs: The range of fixed costs in the program include U.S. Government policies on per diem rates and the Fly America policy. The Foreign Account Tax Compliance Act has affected consultant training and RP activities, requiring trainings to be conducted off-shore due to 30 percent withholding tax obligations. A major fixed cost is the staffing costs of 12 persons in technical support, including five Technical Managers and four Project Associates.

Thirty-three staff member headcount: In PY3 GMS II operated with a 33 staff member headcount (29 full-time and four part-time positions). In addition to the 12 persons in technical support and five in finance and operations, there are five staff in knowledge management and six in capacity building, covering both RPs and consultant training and accreditation.

GMS has high fixed costs. This is configured around provision of support to field teams and rapid contracting and mobilization to meet a target of 60 assignments per year, but since to date GMS has not met this target, the fixed costs become a higher proportion of total program costs. GMS costs also come from its wide geographical spread, operating in often challenging environments. GMS II has provided TS to 11 of the 15 most fragile states. GMS II has provided assistance to all those countries in the bottom 25 percent of the Human Development Index, except where the U.S. Government forbids foreign assistance. As one informant described it, GMS goes “where there is limited donor presence.” GMS is seen as the TS provider of first resort for the quality of its work. It is also the provider of last resort for challenging operating environments, particularly those with a low donor presence. Operating in such environments often carries an additional cost of increased technical backstopping requirements, consultant preparation and supervision obligations and, at times, more intensive pre-mission negotiation and clarification of the project scope. With the greater emphasis now being placed by the U.S.

Government on provision of Global Fund TS to high-priority countries, the geographical spread of GMS coverage has narrowed, which in turn may have had an impact on the overall cost of assignments.

GMS has instituted a number of cost-control measures. These include only economy class travel for consultants and staff, purchasing changeable tickets, considering annual consultant fee rate increases only on request, not allowing LOE to be chargeable for weekend travel and having local transport organized by the client where possible.

A number of savings options could be considered for the remainder of the GMS II contract. With the current uncertainty of the budget for the remaining life of the contract, it may be necessary to make cost savings. Some options proposed below may not yield significant savings but could affect programmatic quality. Other savings options could be more significant without impacting dramatically on quality. Any consideration of savings would need to carefully consider the impact on service quality. Potential savings could include:

- **More selectivity in use of technical backstopping:** There is the potential to cut back on the level of technical backstopping associated with field assignments, including reducing the number of diagnostic visits and field mission support provided by Technical Managers. However, given the high strategic value associated with technical backstopping, consideration needs to be made of the potential impact on TS quality. Reductions in technical backstopping are more feasible where the team leader and/or team members are more experienced, for less complex assignments, where the client is more receptive to TS and not a fragile state, and where GMS has previous experience in country and is familiar with the operating environment.
- **Redundancy of positions in PY5:** As the RP and consultant-training components of the project wind down by the end of PY4, it is expected that the six positions on the Objective 2 team will become redundant. Should staff vacancies occur on the TS team, these could be filled by a flexible consulting structure with temporary contracting arrangements to fill positions on demand.
- **Closer scrutiny of LOE and team size:** Some savings could be achieved by closer scrutiny of the LOE and team size with a view to reducing both, particularly where more experienced consultants are employed and as experience builds in the delivery of CCM strengthening and grant-making assignments. As noted above, the PR DB installation teams could be rationalized to reduce both the number of consultants and the LOE for such assignments through removing duplicated process and resources in the DB installation.
- **Seek to use a higher proportion of regional consultants:** Regional consultants have been increasingly used on assignment teams. There are some cost advantages in increasing the use of regional consultants, due to the lower costs associated with their mobilization. While GMS II has rightly sought to field the best possible teams available, the increasing exposure and use of regional consultants, particularly in Africa, suggests that utilizing a higher proportion of regional consultants for the remainder of the program should not affect the quality of TS provision.
- **Reduce the Results and Knowledge Management headcount:** The Results and Knowledge Management team delivering Objective 3 currently has five positions. As there is ongoing uncertainty over the work plan and consequently the budget for this component, the need for all five positions for the duration of the contract could be reconsidered.
- **Impose an efficiency dividend on non-operational costs:** The GMS II program currently operates with a load factor (i.e., project management costs) of 46.09 percent. This is higher than

was budgeted and higher than other similar TS programs. The reasons for this are discussed below. Consideration could be given to imposing an efficiency dividend of 3-5 percent over each of the remaining years of the contract to encourage greater efficiencies and innovation in the non-operational cost areas (i.e., program support) of the project. For example, a freeze could be placed on consultant fee raises.

6.2 RETURN ON INVESTMENT

Calculating the return on investment across the components of GMS II is a difficult and inexact process. There are methodological challenges in isolating costs that can be directly attributed to benefits and outcomes, given the multifaceted and interrelated nature of both TS for Global Fund grant recipients and outcomes from the RP component. Nonetheless, this calculation attempts to identify and isolate, where possible, those costs and benefits that are most directly attributable to the outcome of GMS II activities and assistance. Consequently, the return on investment of GMS II program components has been calculated on the basis of known costs for PY1-3 and returns and benefits of each project component where these returns and benefits are directly attributable, quantifiable and known.

6.2.1 Objective I: Technical support to CCMs and PRs

The actual cost, including overhead, of 130 assignments undertaken over PY1-3 for Objective I activities is \$39.2 million. The average cost per assignment (all types) is \$301,228. This compares with a budgeted cost to the end of PY3 of \$49.5 million for 180 assignments with an average cost per assignment of \$274,831.

The average cost of fielding grant-making assignments over PY1-3 has been \$227,937. Inclusive of the load factor covering overhead costs, the total cost is \$332,993.⁴³ The average cost of fielding CCM EPA assignments over the same period was \$153,661, with that figure rising to \$285,033 when including the load factor covering overhead costs. The average for all assignments was \$206,198, rising to \$301,228 with overhead costs included.

Through the end of PY3, 130 assignments were conducted: 42 assignments in PY1, 40 in PY2 and 48 in PY3. The budgeted number of assignments for the same period was 180 assignments, with 60 assignments forecast per year.

While overall project expenditure was considerably less than budgeted (as would be expected given the significantly lesser number of assignments), the average cost of assignments was higher, as fixed direct overhead costs were spread over a fewer number of assignments. Consequently, the differential between actual and budgeted costs of assignment has resulted in higher costs to the program of \$3.43 million over PY1-3. This is the difference between the actual costs of assignments and budgeted costs over the 130 assignments.

It is possible to calculate a rate of return for grant-making assignments, as the outcome of grant approval is directly attributable to GMS grant-making TS. While CCM TS is an important component of GMS work in supporting country eligibility for Global Fund grants, there is no directly attributable monetized outcome from this type of TS. It is more difficult to attribute CCM assignments to grant approval, given the long-term and multifaceted nature of CCM eligibility metrics. In any event, CCM TS is not analogous to grant approval. It can, however, be reasonably said that if grant making leads to grant approval then the grant-making process is highly influential on that outcome. Therefore, we caution against any attribution from CCM and other TS assignments. Nonetheless, GMS II reports through the PMP that 96 percent of CCMs met funding eligibility.

The cost of grant-making assignments over PY1-3, including both completed and in-process assignments, is \$6.99 million. The value of new grants signed or to be signed is \$1.81 billion,⁴⁴ comprising grants signed to the end of September 2015 (\$841.7 million⁴⁵) and grants to be signed (\$972.2 million⁴⁶). For the basis of the return on investment calculation, we have assumed all grants will be signed, given GSM's 100 percent track record with grant-making assignments to date. This produces an estimated ratio of 1:259 for the cost of grant-making assignments and the total value of grants. This defines GSM costs as a proportion of grant value at 0.4 percent.⁴⁷

6.2.2 Objective 2: Regional Partners

GMS II program costs for Objective 2 sub-component RPs for the period PY1-3 was \$4.34 million.

GMS Objective I work involved the use of consultants sourced from RPs. The value of this work in fees for PY1-3 is \$6.51 million. This produces a return on investment ratio of 1:1.5 for GSM costs for RP work against the total value of RP GSM consultant contracts. It should be noted, however, that not all GSM costs for the RP component directly relate to RP GSM consultant contracts. A number of business strengthening and P2P activities and costs are unrelated to the use of RP consultants in Objective I assignments. While it is not possible to disaggregate GSM RP costs that directly relate to building the capacity of RP consultants to participate in Objective I activities, the ratio represents a positive return across the spectrum of the GSM RP investment.

In addition to Objective I work, other Global Fund awards—including IQCs, direct contracts and other TS provider (TSF, EF, GIZ) and U.S. bilateral funding—can be partly attributed to GSM support for RPs. Other Global Fund awards totaled \$1.97 million during this period. However, this may be an under-reporting, as firms such as ALMACO occasionally have entered into contracts under the company registration of associate consultants. With the inclusion of other Global Fund awards, the return on investment ratio increases to 1:1.95. This ratio does not represent a directly attributable outcome from GSM II assistance to RPs.

In addition, RPs report a further \$12.84 million in non-Global Fund awards that are partly and indirectly attributable to GSM support and mentoring. This includes other contracts with bilateral and multilateral donors, government agencies, NGOs and sub-contracts with commercial firms. It is not possible to directly attribute this commercial business to GSM support.

6.2.3 Objective 3: Tools, guidance and knowledge management

Expenditure on Objective 3 activities to the end of PY3 was \$1.7 million.

It is not possible to directly calculate a monetized return on investment for Objective 3 outputs, as the key outputs from Objective 3 are infused into Objective I activity outcomes through the use of training and in situ tools and the post-assignment harvesting and dissemination of strategic knowledge that contributes to development of effective TS approaches.

6.2.4 Increasing the return on investment

Possible options to increase return on investment include the following:

Objective I

- Increasing the number of assignments will reduce the overhead costs per assignment but also increase costs overall.
- Where feasible in the operating context, make greater use of technology-enabled consulting, particularly in support of follow-up and second iteration assignments and ongoing CCM support.

Objective 2

- Leverage GMS Global Fund networks with the Secretariat and country partners so that RPs can build their profile to facilitate access to greater Global Fund TS opportunities.
- Foster further P2P partnerships based on technical specializations and complementarity.
- Continue to build capacity and exposure of RP consultants to Objective I assignments.

Objective 3

- Improve the narrative of the GMS performance to better communicate the value of the strategic knowledge, technical insights and results that GMS has produced.
- Harvest technical insights and experience and develop thought leadership on how future TS could be provided more effectively and efficiently.
- Create a genuine community of practice to share successful approaches and methodologies to foster technical knowledge sharing and transfer among the consultant pool.

6.3 GMS II VALUE FOR MONEY

The evaluation sought to undertake a comparative analysis of key program costs under Objective I by benchmarking key program costs against similar TS providers.

A fee rate and range comparison between GMS and other TS providers is summarized in Table 6.1.

GMS II is unique among other TS providers in that the fee rate is capped at \$643 under the U.S. Government Contractor Salary Threshold maximum daily rate. GMS II does not pay above this ceiling. Other TS providers allow exceptions to pay above the upper range. GMS is well placed in comparison of fee rates, having the second lowest average among TS providers.

Over the past year, the Expanded Core Group (ECG) of bilateral and multilateral Global Fund stakeholders has been developing a Comparative Technical Assistance Quality Assurance Framework for comparing TS quality between different donors. The Framework identifies best practices associated with high-quality TS delivery and is intended to be used by ECG members through application of a harmonized methodology to collect data and sharing of results on a regular basis. These data could provide an important adjunct to fee rate and overhead cost comparisons when available.

Table 6.1 TS Providers Fee Rate and Range Comparison⁴⁸

Technical Support Provider	Current Avg. Daily Fee Rate (USD)	Range Payable (USD)
Grant Management Solutions II	449	50-643
Technical Service Provider 1	410	200-700
Technical Service Provider 2	453	200-600
Technical Service Provider 3	571	450-750
Technical Service Provider 4	698	99-919
Technical Service Provider 5	522	98-872
Technical Service Provider 6	510 ⁴⁹	354-665 ⁵⁰
Technical Service Provider 7	520	490-551

Another point of comparison between GMS II and other TS providers is the load factor, or overhead cost ratio associated with operating an outsourced model of TS provision. Table 6.2 compares load factors across other outsourced TS provision models.

Table 6.2 TS Provider Load Factor Comparison⁵¹

Technical Support Provider	Load Factor (%)
GMS II Actual, All Assignments PY1-3	46
GMS II Budgeted, All Assignments	33
Technical Service Provider 1	29
Technical Service Provider 2	38
Technical Service Provider 3	31
Technical Service Provider 4	35

A comparison of other TS providers' load factors underscores the impact of operating the GMS model at less than "full steam" (i.e., 60 assignments per year). This has prevented GMS II from being able to generate the efficiencies envisaged under the budgeted scenario to maximize the deployment of the back office infrastructure, including the Technical Managers. The inability to achieve the assignment targets, due to a range of external factors described above, has caused the load factor to balloon from a budgeted 33 percent to an average over the first three years of the project of 46 percent, with a range of 41 to 53 percent. The budgeted load factor of GMS is comparable with the load factors of other Global Fund TS providers, as is illustrated in Table 6.2. Given GMS incorporates a number of features not commonly offered by other Global Fund TS providers, such as comprehensive consultant training and continuing education, a higher level of technical backstopping for consultant teams, and rapid mobilization of teams, all of which come at a cost, the GMS budgeted load factor can be regarded as good value compared to other Global Fund TS providers.

It was not possible to do a full cost comparison between GMS and other Global Fund TS providers, as not all the unit costs for the latter were known. Another limiting factor is that the type of TS provided by other Global Fund TS providers is not fully comparable with GMS TS. For example, GMS generally undertakes more complex assignments, requiring longer assignments and teams with multiple areas of expertise, which increases costs. This compromises the validity of cost comparisons with other Global Fund TS providers.

6.3.1 Strategic value and comparative advantages of GMS to the Global Fund

In addition to attempting to attribute a comparative monetized value of GMS II services, the evaluation also sought to capture a non-monetized value of GMS II. A number of key themes were captured from stakeholders. Many Global Fund Secretariat staff indicated that the Fund is highly reliant on GMS TS. This reflects the fact that the Global Fund does not mobilize TS for grant recipients, but rather is reliant on donor-provided TS. One dimension of this reliance is that GMS provides the Global Fund with a rapid response mechanism where bottlenecks in eligibility and grant implementation can be quickly addressed. A number of senior Global Fund Secretariat staff indicated that GMS's Global Fund expertise is significantly greater than that of other Global Fund TS providers. This reflects GMS's greater capacity to perform more complex assignments. This, in turn is based on the high level of technical backstopping provided by GMS, which is not matched by other TS providers; GMS training and continuing education of consultants; and the capacity of GMS to mobilize teams with multiple areas of expertise.

Stakeholders saw GMS as interpreting and deconstructing the architecture of the Global Fund for country partners. One Global Fund Secretariat member said GMS got CCMs “function ready.” At a strategic level, GMS is seen by Global Fund Secretariat KIs as an honest broker, playing an interface role between country partners and the Global Fund Secretariat, allowing the Global Fund to remain removed from political machinations at the country level. GMS TS has also provided urgency to the CCM reform process and helped the Global Fund think through how to best operationalize the NFM. For RPs, the exposure to potential clients (donors, the Global Fund Secretariat and country partners) has provided value in inculcating an understanding of donor processes and architecture, expanding business horizons, developing the capacity of regional consultants and fostering strengthened business models. GMS is unique among the Global Fund TS providers in having the capacity to develop innovative tools such as the PR DB.

At a process level, GMS has helped CCMs and PRs meet Global Fund requirements and build greater capability to undertake future grant-making processes internally, as expressed by a number of country partner clients, particularly those in government agencies. GMS has also been credited by some CCMs with helping counterparts “think strategically,” to critically appraise resource utilization, improve representation skills, introduce participatory approaches to decision making and foster more effective engagement with constituencies.

6.3.2 Cost-effective synergies

A number of cost-effective synergies have been and can be further realized from the program. While the program operates under three streams of work, the reality is that all streams are well integrated and mutually supportive. Both Objectives 2 and 3 are well aligned to supporting the core mission of GMS in providing short-term governance and management TS to country partners in support of Global Fund funding eligibility requirements.

The growing use of RP consultants has enhanced and diversified the consultant pool, bringing important cultural and political knowledge to assignment teams, and has driven down program costs by reducing mobilization costs. Continuing to grow the use of regional consultants more generally will enhance efficiencies and the cost-effectiveness of the program over its remaining life, and will build localized capacity as a platform for any future regional TS model that may evolve.

Similarly, consultant training and the consultant certification process have contributed to the development of a rapid-mobilization consultant pool with appropriate skills and orientation to respond effectively to STTS assignments. The accreditation process is particularly valued by consultants and some RPs as a means of providing technical credentials. The work on development of tools and strategic knowledge has also been an important contributor to the success of Objective 1 TS assignments. The development of tools has provided the means for undertaking technical assignments in an effective manner to meet Global Fund requirements.

7. GMS II RESULTS FRAMEWORK AND PERFORMANCE MONITORING PLAN

7.1 APPROPRIATENESS AND EFFECTIVENESS IN CAPTURING GMS II PROGRESS AND RESULTS

7.1.1 Results Framework and logic model

The **GMS II results framework (RF)** has evolved over time, reflecting GMS adaptation to changes in its work due to the NFM. The revised RF forms the basis of the PMP, which is reviewed annually with the COR. While the RF is central to GMS program planning and monitoring, GMS has not produced a separate revised RF document, and the RF is not referred to explicitly in GMS II project documents, such as annual reports. The original and current versions of the RF, the latter derived directly from the PMP, are in Annex 9.⁵² The current RF is similar to the original version, with some notable differences, and is clearer and more coherent.⁵³

Logic model: It is considered best practice to base a RF on a logic model that illustrates a theory of change outlining pathways through which project activities will lead to desired outputs, outcomes and ultimately impact.⁵⁴ The primary focus of the GMS II logic model, which emerged from prior work under GMS I, is the strategic project objective (SPO) of improving the performance of Global Fund grants implemented by GMS II assisted grantees, as measured by improvements in Global Fund grant ratings. The GMS II logic model for Objective I is in Figure 7.1.⁵⁵ Table 7.1, below, summarizes key elements of the logic model that underlies the RF.⁵⁶

The focus on measuring GMS II results through increased grant performance ratings is no longer as appropriate or feasible, due to changes in frequency of grant ratings and difficulty in obtaining timely ratings. In addition, compared to GMS I, where the majority of assignments were PR assignments, under GMS II, the majority of assignments in PY1-2 were for CCMs. PR assignments are significantly more likely to have an impact on grant performance than CCM assignments.

The current RF remains largely appropriate and effective, because it is tied to the updated PMP, which has evolved with revisions to indicators. Compared with the initial GMS II RF, it is a more coherent framework and based on a plausible logic model. Despite its limitations, it is still a reasonable depiction of how the sub-activities contribute to the three overall objectives. Plus, it is sufficiently general to allow for flexibility to accommodate changes in activities.

The primary weakness of the RF is that measurement of the SPO is entirely based on a temporal relationship between grant rating and short-term TS. This has been overtaken by events, mainly changes in Global Fund approaches to grant ratings. In addition, the ambitious, time-bound commitments to improve grant ratings may not be realistic. The RF gives equal emphasis to the three objectives, which is not realistic, given the varying level of effort. It also does not account for the interactive nature of the sub-objectives under each of the three Objectives.

Figure 7.1: Logic model for GMS II technical support to CCMs and PRs

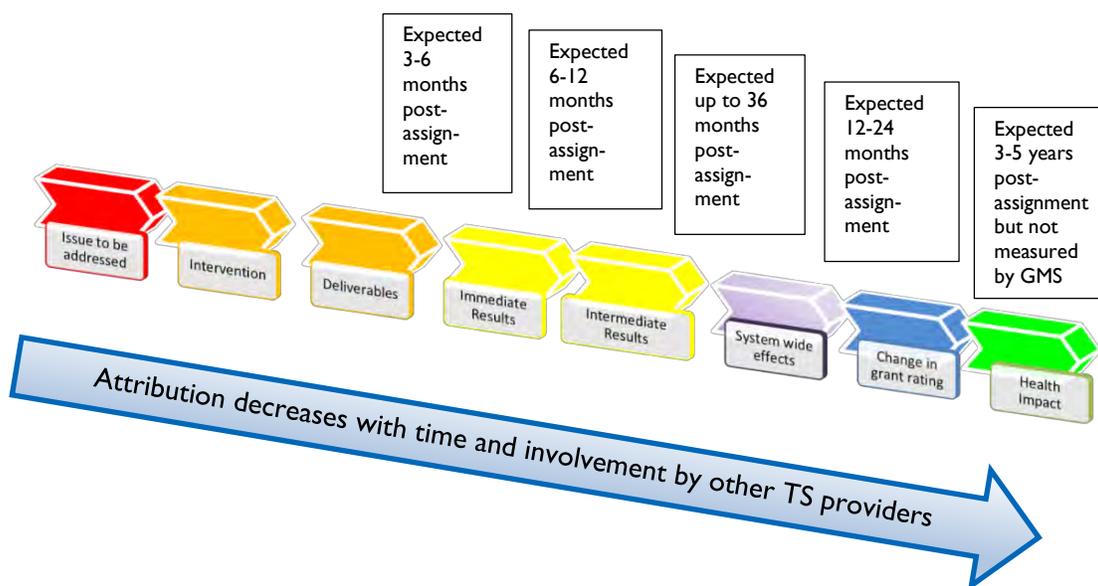


Table 7.1: Summary of components of GMS Logic Model for GMS II Objective I

➔	➔	➔	➔	➔	➔	➔
TS assignment by GMS Team	Deliverables Produced/ End of assignment	Immediate Results	Intermediate Results	Client Institutional Behavior Change	System-wide Effects	Impact after 36 months
1 to 6 months	6 months	1-6 months after assignment ends	6-12 months after assignment ends (End of GMS data collection)	12-24 months after assignment ends (Data not collected by GMS)	24-36 months after assignment ends	More than 36 months after assignment ends
GMS provides TS to resolve urgent bottlenecks and systemic problems of CCM/PR	GMS produces agreed deliverables	Level 1 Effects CCM/PR approves/ validates deliverables	Level 2 Effects CCM/PR implements deliverables and modifies systems or practices	Level 3 Effects Global Fund updates grant ratings and Grant ratings improve	Level 4 Effects E.g., Improved coordination/ reduced stock-outs	Level 5 effects Health impact: Change in morbidity and mortality in target population

7.1.2 Performance Monitoring Plan

PMP indicators have been revised over the life of GMS II, as some indicators were no longer relevant to the current TS landscape due to the absence of demand for that type of TS, which is attributed to the evolution of the Global Fund architecture and the cyclical nature of the NFM.⁵⁷ Despite the loss of utility of some indicators, several indicators retain usefulness for each of the three objectives. The well-established GMS IMS facilitates the routine generation of pertinent indicators. The SI team has made

ongoing efforts for data quality assurance and improving adherence of GMS consultants to reporting guidelines. Overall, the current PMP provides a practical framework for tracking GMS performance.

The key weakness of the PMP is that there is only one impact indicator, which is now difficult to measure. Alternative proxy measures should be developed, such as grant expenditure burn rates, although it is acknowledged that there is a paucity of suitable impact indicators that can be attributed to TS provision. Another weakness is the limited number of outcome indicators related to improved performance by PRs. While some indicators have been deleted, some of the remaining indicators are no longer useful or relevant. There are some problems with the way data are presented. For example, monthly and annual results are shown only as percentages against targets, with no numerator and denominator data, especially for Objective 1 indicators. The way data are presented in annual reports is not consistent from one year to another, and comparisons with data for previous years are often absent. In regards to data collection, the lack of CCM and PR accountability for 12-month reporting limits the timeliness and accuracy of monitoring data.⁵⁸ There are occasional difficulties related to access to Global Fund data for verifying achievement of indicators. In addition, the extremely rapid turnaround times for Team Leaders to generate trip reports (only three working days) contribute to somewhat simplistic and perfunctory reporting.

Recommendations

10. GMS should develop an updated, re-articulated version of the RF, as a separate document.
11. As the impact measure of improved grant ratings is no longer fully functional, GMS should continue to explore the feasibility of alternative impact indicators for grant effectiveness that are tied to provision of TS.
12. All GMS reports of indicators should include data on numerators and denominators.
13. Reduce the number of indicators by dropping the ones that are no longer relevant.
14. Adjust the number of indicators to better reflect the level of effort and financial expenditures (fewer indicators for Objectives 2 and 3).
15. Establish formal TS recipient accountability for follow-up data at 12 months, beyond the current six-month limit.⁵⁹

8. MANAGEMENT OF GMS II

8.1 GMS II MANAGEMENT OF THE PROJECT

The management of GMS II by Management Sciences for Health (MSH) has been of a high standard. From interactions between the evaluation team and the GMS management team in the course of the evaluation, it is clear that there is a high level of leadership, technical competence and commitment to making Global Fund mechanisms work, which collectively drive the project. These domains are also well reflected in the work of the Technical Managers. While there is strong leadership from the GMS Director, this occurs in the context of a team management approach. Senior management clearly has high expectations of both staff and consultants, which appear to be generally met. GMS is clearly strongly committed to providing a high quality of technical support, and the evidence from this evaluation demonstrates that it is generally very successful in doing so. The Multilateral Team in USAID's Office of HIV/AIDS (OHA) reports that GMS is very responsive to requests, although the overall GMS model and ways of approaching work are seen as somewhat rigid.

GMS has developed a range of systems that appear to contribute to the efficient management of the project. The most important of these systems are the four pillars of TS quality assurance: (1) trained and informed consultants and staff; (2) supportive consultant supervision and oversight; (3) feedback from clients, consultant teams and partners; and (4) policies and procedures relating to consultant selection, meeting client TS needs, trip reporting and logistical procedures.

GMS is known for its ability to rapidly respond to urgent TS assignments. This is enabled by well-established process chains for mobilizing assignments. In PY3, the quickest response for mobilizing a GMS assignment was three days, with a median response time of 32 days.

The management of GMS II has reflected a partnership approach. A number of senior GMS staff were recruited from Tier I partners. The selection of consultants for assignments also reflects this partnership approach: Of consultants used on GMS II assignments in PY1-3, 40 percent came from MSH, 30 percent from RPs (Tier 2), 20 percent from the six Tier I partners, and 10 percent from Tier 3 partners.⁶⁰ It is unusual to see this reasonably high level of partner participation in a project. Over the course of GMS II, an increasing proportion of consulting opportunities has been provided to RP consultants, reflecting GMS commitment to this area of work.

8.2 U.S. GOVERNMENT MANAGEMENT OF THE GMS II CONTRACT

All requests from CCMs and PRs for U.S. Government-funded Global Fund-related TS are submitted to the Office of the Global AIDS Coordinator (OGAC) and subsequently assessed by the Technical Support Advisory Panel (TSAP), a group of U.S. Government agencies convened by USAID/OHA's Multilateral Team, which supports the TSAP by analyzing all TS requests. Factors considered in the analysis include the need for the requested TS, prior TS received, the size of the grant and the country's Global Fund portfolio, whether the country is a priority country for the disease in question, and urgency. In assessing requests, USAID routinely liaises with bilateral program field teams, PEPFAR Global Fund Liaison officers, Global Fund FPMs and technical partners such as WHO, UNAIDS and Roll Back Malaria. The standardized data collected as part of the assessment process is documented, and a recommendation is made to the TSAP. The TSAP considers the analysis of the request and comes to a consensus on the most appropriate mechanism for providing the TS. The U.S. Government utilizes a variety of multilateral and implementing partners to meet TS needs. Based on the type of request, different partnering mechanisms may be used. This may include GMS or other U.S. Government

mechanisms. Requests may also be referred to other TS providers, such as GIZ Backup, France Expertise International or the UNAIDS Technical Support Facilities.

As this evaluation was primarily centered on GMS, the TSAP was not a major focus of work, although it was discussed in the course of interviews with U.S. Government KIs. Based on those interviews, the TSAP appears to be working effectively. Over the life of GMS II, TSAP processes have become more systematized, and greater effort is put into more rigorous analysis of TS requests.

Over the course of GMS, it has become apparent that requests for TS are more likely to be approved if they come from countries ranked as high priority for U.S. Government health programs or by the Global Fund. The decision to prioritize TS resources in countries with higher disease burdens may result in a greater impact in epidemic control. On the other hand, the prioritization process could be seen as detracting from the global focus of the Fund. Regardless, this is a policy decision for the U.S. Government and beyond the scope of the evaluation, with the exception of noting the need for greater transparency in the criteria used for TS approval. It is now apparent that TS proposals from low-priority countries will not be approved for U.S. Government-supported Global Fund-related TS. While the application process is not particularly onerous, a more transparent set of criteria would help manage expectations of the likelihood of approval for requests.

The GMS II contract is managed by the Multilateral Team in USAID's OHA. Placement of a crosscutting TS mechanism in an office with responsibility for a specific disease could be seen as an anomaly with a potential conflict of interest, given the Global Fund's scope of HIV, TB and malaria. The evaluation concluded, however, that there are in practice no substantive problems with the management of GMS II resting within OHA. While the contract could possibly be managed by a USAID office without responsibility for a specific disease to overcome any perception of COI, this may result in loss of expertise in management of technical support, which exists within OHA. In any case, the reality is that the crosscutting nature of GMS TS does not really pose any COI for a disease-specific office. Moreover, interviews with staff from the Malaria Division and Infectious Diseases Division (which has responsibility for TB) revealed overall satisfaction with OHA's management of the GMS contract. It is evident that the Multilateral Team is engaged in ongoing consultations with the divisions responsible for TB and malaria in regard to management of the GMS contract. An advantage of the Multilateral Team in managing the contract is its existing relationships with multilateral agencies, such as WHO and UNAIDS, which work closely with the Global Fund.

It was the practice for a delegation from GMS I to visit the Global Fund Secretariat's offices in Geneva twice a year. The purpose of these visits was to liaise with a range of Global Fund staff on the latest developments in the Fund and for GMS to share experience from its TS assignments. Given the breadth of GMS experience through multiple assignments in a variety of counties, this provided an important opportunity for the Secretariat to be kept abreast of developments at the country level. Under GMS II, USAID has restricted these visits to the Global Fund Secretariat to once a year, as a cost control measure. While there was perhaps a greater need for closer liaison in GMS I, given that it was a new project, the requirements of the NFM and the greater involvement of Global Fund country teams in country-level monitoring have led to a continuing need for a high level of liaison. It is, however, recognized that much of the coordination between the Global Fund Secretariat and GMS takes place at the country level and virtually. A middle position would have been to retain the twice-yearly visits but with a smaller number of GMS II staff participating. Given the quite limited time left prior to the end of the GMS II contract and the uncertain funding situation, it is not recommended that twice-yearly visits be reinstated at this point.

9. TECHNICAL SUPPORT NEEDS 2017-2023

9.1 STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS IN THE GF TECHNICAL SUPPORT LANDSCAPE

The evaluation conducted a SWOT analysis of the current Global Fund TS landscape as a basis for developing recommendations for key areas and types of TS. While some of the areas identified in the SWOT analysis are not directly related to TS, they influence the landscape in which TS is provided.

9.1.1 Strengths

Global Fund TS expertise: Donor-funded Global Fund TS mechanisms have developed considerable expertise in Global Fund policies, systems and procedures. This is particularly the case for GMS II, which, based on KI interviews, is seen as having the highest level of Global Fund expertise of all the Global Fund TS mechanisms.

Regional expertise: GMS II has developed Global Fund expertise among a large number of regionally based consultants and RP organizations, particularly in sub-Saharan Africa. Regional expertise may prove to be a more sustainable source of technical expertise in the long run and also provides a solid foundation of consultants with a good appreciation of country context.

Range of Global Fund TS providers: Global Fund TS is now available through a range of donor mechanisms. This enables some degree of choice by TS recipients and allows donors to refer requests for TS to other agencies that may better suited to meeting particular TS needs. Collaboration in the provision of TS has been enhanced through the Expanded Core Group on Technical Support Coordination.⁶¹ It is, however, unlikely that there will be effective cross-donor collaboration in the planning of TS projects, as they are planned at different times and need to respond to a range of donor-specific imperatives. Nonetheless, there is the opportunity to plan a new TS project by taking account of the existing TS projects of other donors.

9.1.2 Weaknesses

Scale-up of evidence-based programming is lagging in many countries because of various technical and crosscutting issues, including limited technical knowledge and capacity, poor program quality, inadequate planning, a lack of leadership, poor program management and weak implementation. A range of TS needs flow from these factors.

Short-term TS: The short-term nature of much Global Fund TS provides insufficient opportunity for capacity development, which, in turn, impacts on results and sustainability.

Health systems: The Global Fund Strategic Review 2015 found that only a few countries have proposed that their grants be aligned with and managed through national health systems or that grants progressively work toward integrating current parallel systems into national health systems and structures.⁶² This poses a major risk to sustainability. There are multiple TS needs related to health system strengthening (HSS).

Evidence indicates that some key TS needs are not being addressed: See the box “Matching technical support to critical needs.” This is possibly because TS is more focused on helping grant recipients meet Global Fund requirements, which do not necessarily correlate with TS needs to improve grant performance. Also, some high-priority TS needs remain unidentified by the demand-driven process. The Global Fund’s Implementation through Partnership (ITP) initiative has demonstrated the

utility of a multi-partner approach to identifying TS needs for underperforming grants. Some of the TS needs identified by the ITP had not been previously identified.

Matching technical support to critical needs

A senior staffer working in malaria control for a bilateral development agency who was interviewed by the evaluation indicated that despite sufficient resources to control malaria, poor program planning, resulting from a lack of coordination across donor-funded programs, and institutional weaknesses in the national malaria program were holding back progress. TS needs in the areas of CCM coordination and reprogramming and institutional strengthening of the national malaria program are not being addressed.

Specifically, a national NGO PR was reported to have declined requests from the bilateral donor for better coordination of bed net distribution to pregnant women through defining the geographical areas each would work in, to avoid duplication. The stated reason for this was that the PR was focused on implementing its Global Fund grant, which required national geographical coverage.

The KI claimed that the country does not have an effective partnership forum to bring partners together to address issues such as this. This raises the question of why the CCM (which has received significant levels of GSM TS) had not adequately examined the issue of coordinated geographical coverage with other donor programs prior to submitting the concept note, or given that this opportunity was missed, was not subsequently looking at the option of reprogramming.

A reported ancillary issue was that the institutional weakness of the national malaria program means it is not capable of effectively coordinating donor programs. Key deficit areas are leadership, planning, coordination with district programming, supportive supervision at the sub-national level, PSM, and risk management. Institutional strengthening of the national malaria program is not occurring, even though this is essential for sustainable malaria programming.

Upstream focus of TS: Currently Global Fund TS has a strong upstream focus at the national level, concentrating on CCMs and PRs. This may limit the ability to improve poor implementation of grants at the service-delivery level, especially sub-nationally. While good PR management should affect SR performance, a number of GSM staff and consultants commented on the internal focus of PRs, to the neglect of SRs, although the PR DB is starting to change this.

Civil society: The Global Fund Strategic Review 2015 found that inadequate support has been provided to ensure that the programmatic contributions of civil society to the health sector can be sustained (e.g., NGO programs that promote HIV testing and treatment uptake, retention and adherence).⁶³ These contributions are often the only ones that provide support to KPs. Most Global Fund grant recipient countries lack government systems for financing and managing civil society grants. More emphasis is needed on building sustainable community systems, in contrast to the short-term project nature of civil society grants.

Dependence on donor TS: It is uncommon for Global Fund grant recipients to plan for TS, and rare for them to fund it. The current Global Fund strategy requires grant recipients to have TS plans, although this is not enforced, and consultations with Global Fund Secretariat staff indicate that this is no longer a priority for the Global Fund. The lack of planning for TS may be why many requests for TS are in response to bottlenecks, with possibly more important needs remaining unidentified and unmet. A significant barrier to grant recipients purchasing TS is cumbersome and time-consuming national procurement systems. The ready availability of donor-funded TS means there is no incentive for grant recipients to pay for TS. As a result, skills in planning for and managing TS are not developed. These deficits pose a particular threat to countries transitioning from Global Fund support, where free TS will

no longer be available. There may be no easy solution, but the dependence on donor-funded and donor-provided TS needs to be addressed for program sustainability.

Gender: While gender-related factors have been recognized as creating vulnerability to HIV infection, a gender analysis of concept notes revealed that the social and cultural factors that make women (or men) more or less vulnerable to each of the three diseases is largely absent.⁶⁴ Such an analysis is needed as the foundation for effectively addressing gender in programming.

9.1.3 Opportunities

ITP: The ITP approach of identifying TS needs related to key areas holding back grant performance provides a model of multi-partner planning for TS needs, which could be used to complement the demand-driven approach to TS.⁶⁵

Prioritization: The continued prioritization by the Global Fund and the U.S. Government of high-impact countries, paralleled in the prioritization of TS, provides an opportunity to make maximum impact on epidemic control for the three diseases.

Country differentiation: The next Global Fund Strategy is likely to see a more flexible approach in the application of some Global Fund policies and procedures, based on country context, differing levels of risk and the size of the Global Fund investment.⁶⁶ For example, for a limited number of countries, alternatives to the standard CCM model that are more workable and appropriate may be introduced. This will give rise to differentiated and adaptive TS needs for these countries. There will also be an ongoing need to support strengthening of grant recipient governance mechanisms, especially as this will continue to be tied to eligibility for Global Fund grants.

Health technologies, coupled with capacity to use them appropriately, provide opportunities for more effective epidemic control. These include rapid HIV testing, viral load testing and GenXpert.

9.1.4 Threats

Transition and sustainability: Over the next seven years, many countries will transition out of Global Fund support, posing challenges for sustainability of programming. This threat is magnified by withdrawal or scaling down of support from other donors. Evidence from both multilateral and bilateral donors is that the usual approach to transition planning is one of “benign neglect.”⁶⁷ TS may be required to support transition, particularly in the areas of sustainable financing and the strengthening of health systems to take on the costs and roles of externally funded programs in areas such as logistics, PSM, civil society programming, human resources and M&E.⁶⁸ The Global Fund Strategic Review 2015 found that sustainability and transition planning remain poorly operationalized in many countries.⁶⁹ The review recommended that the Secretariat change its focus from the current analyzing and piloting mode to one of actually supporting countries.

Implementation TS: The NFM resulted in a strong demand for CCM EPA and PIP TS in PYI-2 of GMS II, with only limited demand for PR TS. Given that PR TS is more likely than CCM TS to impact on effective grant implementation, this distortion in demand flowing from the NFM has provided GMS with less of an opportunity to undertake implementation support. Given the need for CCMs to maintain eligibility, the threat of CCM needs predominating may recur cyclically.

9.2 PRIORITY AREAS FOR GLOBAL FUND TECHNICAL SUPPORT 2017–2023

A starting point or assumption that should underlie the design of any future U.S. Government Global Fund technical support is that for Global Fund programs to have a high level of impact in epidemic

control, there is a need for well-designed, evidence-based programs that are well managed and implemented. These components (evidence-based programming and good management and implementation) should be regarded as key ingredients for success. The domains of poor implementation extend beyond just technical factors. For example, an evidence-based program is unlikely to succeed if poor PSM systems or management of those systems means that essential drugs and commodities are not getting to those in need. Effective program leadership and management also significantly increases the likelihood of good program planning for other key ingredients of success, such as effective human resource management, program oversight and supervision, and quantification of drugs and commodities. Effective M&E systems are essential for ongoing planning and highlighting areas where program performance needs improvement. Programs that concentrate on either just improving evidence-based programming or just improving program management and implementation are unlikely to succeed, because one of the key ingredients to success will be absent. As one Global Fund Secretariat KI stated, “The closer you get to the country level, the distinction between crosscutting technical support and [disease-specific] technical assistance becomes less relevant.”

Global Fund technical support needs for the five years following the end of GMS II will consist of both crosscutting technical support and disease-specific technical assistance.⁷⁰ As the focus of this evaluation was on GMS, a mechanism that provides crosscutting TS, responses from KIs to questions relating to future support needs tended to primarily elicit identification of crosscutting TS needs.⁷¹ Disease-specific TS needs may vary significantly by country, although overall TS needs exist. A comprehensive and thorough assessment of global disease-specific TS needs is, however, a major exercise in its own right and was not something that could realistically be undertaken by this evaluation. The above factors mean that future support needs identified by this evaluation are skewed toward crosscutting TS needs. The evaluation is not able to conclude what the appropriate balance between crosscutting and disease-specific TS should be, and this will no doubt vary by country.

Table 9.I shows the TS priorities nominated by GMS TS recipients, Global Fund FPMs and USAID and PEPFAR field support staff in the surveys conducted by this evaluation.

Table 9.I: TS priorities 2017-2023 for TS recipients, USAID and PEPFAR field staff & FPMs⁷²

Nominated TS priority need	CCM/PR (%)	FPMs (%)	USAID & PEPFAR (%)
CCM strengthening/eligibility	20	19	25
PR and SR strengthening	18	17	21
Health system strengthening	15	14	-
Disease-specific and programmatic TA	14	8	4
National Strategy and Concept Note development	13	13	4
Financial management	6	9	11
M&E	4	3	7
PSM	3	4	4
Dashboard	2	-	7
Transition/sustainability planning	-	5	7
CSO technical support	-	3	3

Nominated TS priority need	CCM/PR (%)	FPMs (%)	USAID & PEPFAR (%)
Coordination: Global Fund, governments and development partners	-	-	7
Other	5	5	-
Total	100	100	100

The priorities in Table 9.1 have been synthesized with information gathered in KI interviews and the SWOT analysis of the Global Fund TS landscape. The evaluation has identified the following priority areas for Global Fund-related TS for the period 2017-2022:

Increased priority for implementation TS: focused on an analysis of priority TS that are likely to have the greatest impact on improving grant performance. This assumes a more proactive and planned approach to identifying TS needs through multiple channels and methods. An implication is that lower priority should be accorded to TS that simply helps countries meet Global Fund requirements, unless there is a clear link to improving grant performance. Priority areas for TS are outlined in the following paragraphs, in priority order.

Health system strengthening: A significant number of KIs, especially Global Fund FPMs, identified the need for TS to strengthen health systems, including integrating parallel Global Fund systems into more sustainable national health systems (e.g., PSM, prevention of mother-to-child transmission into antenatal care). System weaknesses are currently seen as a significant impediment to effective Global Fund grant implementation. This is particularly the case in PSM, with pharmaceuticals, commodities and equipment accounting for a large portion of grant expenditure. Other priority areas for strengthening are data quality, analysis and use; health financing; and strengthening the capacity of the health workforce.

Strengthening PR performance management of SRs: The large number of SRs means that it would not be feasible to provide significant levels of TS directly to SRs. A more realistic strategy is to focus on strengthening PR management of SRs. The PR DB is one mechanism to facilitate this. Capacity-building modules and tools for improved PR management of SRs could also be developed.

Organizational strengthening of government PRs: Government PRs are more often underperformers compared to NGO PRs. The reason for this primarily appears to relate to institutional weaknesses and poor systems. Key areas where organizational capacity needs strengthening include leadership, program management and implementation skills, effective partnerships with civil society, human resources, risk management, and effective supportive supervision at the subnational level (currently an impediment to effective program roll-out and scale-up).

Scale-up of evidence-based programming: While there is a good evidence base for interventions that will have the biggest impact on epidemic control, programs often lag in applying this evidence. Contributing factors include limited capacity in the design of evidence-based programs, insufficient focus on most affected populations, a lack of health and community staff skills in implementing evidence-based programs, a failure to reach sufficient scale to have impact, and insufficient use of health technologies. There are TA needs associated with each of these contributing factors. For example, the adoption of health technologies, such as HIV viral load testing, will result in some patients switching to third-line therapies, with associated TA needs for health staff.

Civil society and KPs: A high priority area for TS is the development of sustainable community systems and linking those systems with government systems, as true partners. Systems strengthening should focus on building capacity of communities to contribute to key program needs (e.g., retention in the HIV treatment cascade). TS is also needed to assist governments establish systems for financing and management of civil society grants, to move away from donor dependence.

National Strategy and Concept Note development: The rationale for exclusion of these areas from TS provided by GMS II was to encourage country ownership and avoid consultant-dominated exercises. While these are valid issues, much of this work ended up being done by consultants engaged with other development partner assistance. The quality of national strategies and concept notes has been variable. Given the importance of these documents as a foundation for effective grants, the U.S. Government may wish to reconsider whether it is prepared to offer support for this type of work. Consultant-assisted national strategy and concept note development can avoid the pitfall of a lack of country ownership, provided that sufficient time and effective processes are used for country dialogue, and other processes are put in place to ensure a client-driven process. This may require more LOE to avoid the “quick and dirty” consultant-driven approach but may be worth the additional investment in producing quality foundation documents.

CCM strengthening: The U.S. Government should consider prioritizing areas of TS that are most likely to result in improved grant performance. Using this criteria, the highest priority would be support for effective grant oversight, linked to use of the PR DB and CCM extension dashboard. Continued support for enabling more effective participation and representation on CCMs by affected and KPs, including constituency engagement, has the potential to increase program accountability and performance. Strengthening of CCM Secretariats could be a third priority, given that they are a key enabler of effective CCMs. More broadly, Global Fund eligibility requirements are likely to continue to generate demand for EPA and PIP TS. The U.S. Government may wish to consider the priority it gives to EPA and PIP TS given other competing priorities for TS.

Transition and sustainability planning: Most of the countries transitioning from Global Fund support are not priority countries for U.S. Government health programs. Accordingly, transition planning may not be a priority. This needs to be balanced against the opportunity to maximize the sustainability of the considerable U.S. Government investment in transitioning countries, made through its past contributions to the Global Fund. While this may not be a key priority area for TS, some support could be given, particularly in view of the lack of other bilateral or central support for non-priority countries. Countries with concentrated epidemics among KPs could be a priority. Transition planning may need to call on consultants with a different skill set than that of current Global Fund consultants. Global Fund Secretariat staff reported difficulties in conceptualizing how best to approach transition planning. If support is firmly founded on an analysis of country context, this may help overcome this problem.

In line with the Global Fund Strategic Review 2015, support for sustainable programming should be broadened beyond concerns around transition. That is, sustainability planning should be a focus of TS for all countries, not just those approaching transition.

9.3 KEY ELEMENTS OF U.S. GOVERNMENT FUTURE SUPPORT FOR GLOBAL FUND TECHNICAL ASSISTANCE

The evidence put forward by this evaluation clearly demonstrates that GMS II has been very successful in delivering TS in response to the requirements of the project contract. The assessment of the current and future Global Fund technical support landscape and TS needs indicates that significant changes to the

design of any U.S. Government follow-on project are needed. Cognizant that the quantum of funds available for any follow-on project may be reduced, we have identified a number of options for cost savings. Some of these options may impact on the quality of TS but would enable a greater quantity to be provided.

The evaluation recommends that the following elements be incorporated into the design of any U.S. Government follow-on mechanism for Global Fund TS:

A flexible range of short- and medium-term TS based on need: The length of TS should be based on an assessment of need. Some GMS staff noted there was an opportunity to transition “from fireman to coach.” Or, as one Global Fund FPM noted, “Quick fixes can only unblock certain bottlenecks.” The provision of a greater proportion of medium-term support could strengthen achievement of capacity development outcomes. This may be particularly beneficial for new and underperforming PRs. Medium-term TS does not necessarily need to be intensive, but rather based on responsiveness to need. For example, for CCM oversight strengthening, it could include post-field work remote support by email/phone, periodic shadowing and/or a subsequent trip by one consultant to mentor the oversight committee to build upon previous achievements. That said, some TS assignments, such as developing the organizational and programmatic capacity of government PRs, may require a more intensive level of medium- to long-term support. Whether such support could be justified would depend on a TSAP assessment of the significance of capacity gaps in holding back performance and the likelihood of TS in turning the situation around. The option of referring TS needs/requests to other providers would remain.

Longer-term TS: Addressing systemic bottlenecks, such as dysfunctional PSM systems and institutional strengthening of government disease control programs, may, depending on the nature of the problem, require significantly longer-term TS.

A mixed model for identifying TS needs: This could incorporate a multi-partner assessment of TS needs likely to have a significant impact on grant performance, similar to the ITP process for priority countries. It would be essential to ensure full country engagement in multi-partner assessments of TS needs. Capacity to respond to country demand should be retained.

Continued prioritization of TS provision for high-impact countries, with a particular focus on poorly performing grants: Support for these countries has the potential for greatest impact on epidemic control. This, however, should be accompanied by greater transparency on the criteria used by the U.S. Government in prioritization of TS, so that CCMs and PRs from low-priority countries can make a realistic assessment of the likelihood of success in applying for TS.

A tiered approach to country prioritization: A new mechanism could use a tiered approach to prioritization. For example, Tier 1: high impact countries; Tier 2: countries with significant concentrated epidemics among KPs; Tier 3: countries transitioning from Global Fund support; and Tier 4: ‘medium impact’ countries. The level of prioritization would determine the level of TS provided, as outlined in the next point. For example, less intensive TS could be provided to lower tiers.

Differentiation in the quality of TS provided, based on country priority/tier level and assignment complexity: Currently, the GMS model provides a reasonably uniform level of quality for all assignments. This approach could be continued, but the high cost may serve to minimize the number of countries that receive TS. To maximize coverage across countries, a lighter and more flexible model of TS could be made available, with the key variables being LOE, number of trips, team size, consultant choice and level of technical QA backstopping. While each TS request would be considered on a case-

by-case basis, in general, TS that would attract the highest priority, and hence highest level of quality TS, would be PR implementation assignments for high-impact countries that were assessed as having a high potential to impact on grant performance. Other possible high priority areas of TS that might attract the highest level of TS quality could be systems strengthening that was likely to have long-term benefits, and complex assignments such as high-value and multi-disease grant making.

Lower cost TS options for assignments financed with field support: A future mechanism should provide a flexible menu of TS assignment options, primarily driven by differentials in team size, LOE and number of trips. This would make more affordable TS options available to USAID missions purchasing TS with field support funds. The feasibility of whether CCMs and PRs could directly purchase TS from a global mechanism should be explored for lower priority countries that are unlikely to be successful in applying for core-funded TS and where USAID field support funding is limited.

Greater use of regional consultants for sustainability, to take advantage of country context knowledge and cost reduction.

With pressures on budgets, it is possible that the funding level for any follow-on U.S. Government support may be of a lesser order. The following approaches could be taken to maximize cost-effectiveness:

A smaller core of Global Fund specialist consultants with considerable experience would improve the quality of TS and reduce the size of the consulting pool, which in turn would reduce training costs. It would also reduce the level of intensity of technical QA provided by Technical Managers. Care would need to be taken to get the right mix of consulting skills in a smaller consulting pool.

More flexible back office support: An option to explore is having a smaller core of technical QA staff (i.e., Technical Managers), with short-term contracting of technical QA services when the need for this exceeds what can be provided by staff. This would reduce fixed costs and the total cost of QA if demand for some types of TS is unpredictable and/or sporadic.

Less emphasis on a rapid response in mobilizing TS teams, especially for lower priority countries. The ability to rapidly mobilize comes at a cost, particularly in regard to the size of the trained consultant pool and back office staff needed to effect rapid mobilization. It is possible that the need for rapid mobilization may decline over time as the NFM matures and CCMs and PRs are more familiar with Global Fund requirements. A greater emphasis on forward planning of TS needs may also decrease the need for rapid mobilization. However, some capacity for rapid mobilization should be retained.

More direct engagement of consultants: If short-term consultants were engaged directly by the contractor rather than through partners, this would avoid payment of costly overheads.

9.4 OPTIONS FOR FUTURE U.S. GOVERNMENT GLOBAL FUND TECHNICAL SUPPORT/ASSISTANCE

The priority areas of TS recommended in section 9.2 above involve a lesser emphasis on assisting grant recipients to meet Global Fund requirements and a greater emphasis on implementation support in areas likely to impact on grant performance. This involves some broadening out of the areas of TS currently provided, with a greater emphasis on performance management, programmatic strengthening through developing organizational capacity of government PRs and civil society, evidence-based programming, health system strengthening and transition and sustainability planning.

One option would be to meet this variety of TS needs through a number of TS partners rather than a single mechanism. This could be done through drawing down on task orders that the U.S. Government could enter into with partners with a range of appropriate skill sets. In addition to U.S. Government Global Fund-specific TS task orders, other existing and planned U.S. Government mechanisms could be utilized for particular areas of work. For example, HSS-oriented mechanisms could provide Global Fund-related TS.

A further option would be to have a single mechanism for the global provision of crosscutting TS. Given the broader range of TS required, the mechanism would need to draw on a broader range of expertise than is currently available through the GMS II consultant pool.

Should the U.S. Government decide that some of the 5 percent funding should be made available for long-term crosscutting TS, there is a case for this being directly overseen by U.S. Government agencies, with joint strategizing with the Global Fund Secretariat and potential recipient countries on needs and approaches, rather than doing this through a contractor.

A supplementary option, not mutually exclusive to the above options, would be to fund some TS partners or mechanisms that specialize in particular areas of work. For example, the U.S. Government could provide funding to regional networks currently implementing the Global Fund's Technical Assistance Program on Community Rights and Gender to increase the quantum of available TS, (with a possible broadening of the scope of work currently undertaken⁷³) or could seek to enter into a contractual relationship with a TS provider with specialist skills in civil society strengthening.

9.6 KEY CONCLUSIONS: GLOBAL FUND TECHNICAL SUPPORT 2017-2022

The recommendations relating to Global Fund technical support for the period 2017-2022 are founded on the SWOT analysis of the Global Fund TS landscape, inputs from KIs through surveys and interviews and an overall analysis conducted by the evaluation team. The key conclusion is that higher priority should be accorded to PR implementation TS in key areas likely to have the greatest impact on grant performance. A more proactive and planned approach to identifying TS needs should be adopted to ensure that high-priority TS needs with the potential for high impact on grant performance are addressed, while retaining capacity to respond to demand. Lower priority should be accorded to TS that simply helps countries meet Global Fund requirements, unless there is a clear link to improving grant performance. U.S. Government TS should encompass a flexible range of short- and medium-term TS based on need. Provision of a greater proportion of medium-term TS would strengthen achievement of capacity development outcomes.

Continued prioritization of TS for high-impact countries with poorly performing grants is appropriate, as this will have the greatest impact on epidemic control. Provision of TS to a broader range of countries could be achieved by a tiered approach to country prioritization, involving a less costly, lighter and more flexible model of TS for lower priority countries and less complex assignments.

Particular attention should be paid to design elements that increase the overall cost of TS provision. These include the size of the Global Fund specialist consultant pool, a more flexible approach to staffing support for QA, a lesser emphasis on rapid response and more direct engagement of consultants by the contractor.

ANNEX I: RECOMMENDATIONS

This annex contains a full list of all recommendations made by the evaluation team. Given the relatively short period of time between completion of this evaluation and the end of GMS II, recommendations specific to GMS II have been restricted to those which are feasible to implement within this time frame.

GMS II TECHNICAL SUPPORT TO CCMS AND PRS

1. For assignments in the remainder of the GMS II contract, USAID and GMS should consider the option of primarily contracting GMS consultants with previous GMS II experience to increase the number of consultants with advanced Global Fund expertise that results from completion of multiple assignments.
2. For PY4-5, the U.S. Government should give highest priority to implementation support TS requests from PRs in areas that will have the greatest impact on improving grant performance. USAID missions, PEPFAR in-country staff and FPMs should be encouraged to play an active role in helping PRs identify priority areas of TS to address areas of significant grant underperformance.
3. For follow-on TS requests which seek to build on capacity developed through an earlier GMS assignment, TSAP and USAID, in consultation with GMS, should consider how best to configure the TS, including alternatives to the full GMS assignment mode such as intermittent TS, using a range of modalities.

REGIONAL PARTNERS

4. GMS should continue to address the unmet business process needs of RPs in PY4 through ongoing use of business coaching, particularly in the areas of marketing and strategic planning. GMS should also continue to foster P2P collaborations both through the Innovation Pods but also through organic alignments in areas of technical synergies.
5. GMS should facilitate the introduction of selected RPs who have the capability to meet emerging areas of technical and management needs at the country and Secretariat levels to Global Fund country partners, development partners and key operational Secretariat staff through the use of dissemination platforms and formal introductions.

TOOLS, GUIDANCE AND LESSONS LEARNED

6. GMS should review the resourcing of the DB installation team to identify process efficiencies and redundancies that can reduce the team size and process steps involved in the installation of the DB.
7. Consideration should be given to developing new tools, including guidelines and operations manuals for the CCM Secretariat, a KP orientation toolkit and a grant-making toolkit.
8. USAID should support the clearinghouse concept proposed by GMS as a PY5 activity to facilitate the take-up of tools, guidance and project-generated strategic knowledge. This would be beneficial to Global Fund stakeholders, including Global Fund country teams, development partners and consultants.
9. USAID should consider the benefits of GMS developing case studies and best practice write-ups of operational lessons and insights that could contribute to discussions on future TS and document effective approaches to strengthening country-level governance and grant management systems.

GMS RESULTS FRAMEWORK AND PERFORMANCE MONITORING PLAN

10. GMS should develop an updated, re-articulated version of the RF, as a separate document.
11. As the impact measure of improved grant ratings is no longer fully functional, GMS should continue to explore the feasibility of alternative impact indicators measures for grant effectiveness that are tied to provision of TS.
12. All GMS reports of indicators should include data on numerators and denominators.
13. Reduce the number of indicators by dropping the ones that are no longer relevant.
14. Adjust the number of indicators to better reflect the level of effort and financial expenditures (fewer indicators for Objectives 2 and 3).
15. Establish formal TS recipient accountability for follow-up data at 12 months, beyond the current six-month limit.

PRIORITY AREAS FOR U.S. GOVERNMENT-SUPPORTED GLOBAL FUND TECHNICAL SUPPORT 2017-2022

(The following recommendations are more fully elaborated in Section 9.2.)

16. The evaluation recommends the following priority areas for U.S. Government Global Fund-related TS for the period 2017-2022:
 - a. Increased emphasis on implementation TS: focused on an analysis of priority TS areas that are likely to have the greatest impact on improving grant performance. This should be coupled with a planned approach to identifying TS needs through multiple channels and methods.
 - b. Health system strengthening: Priority areas are integrating parallel Global Fund systems into sustainable national health systems; PSM; data quality, analysis and use; health financing and workforce.
 - c. Strengthening PR performance management of SRs.
 - d. Organizational strengthening of underperforming government PRs: Key areas include leadership, program management and implementation skills, effective partnerships with civil society, human resources, risk management and effective supportive supervision at the sub-national level.
 - e. Improving the uptake and application of evidence in programming to achieve impact in epidemic control.
 - f. Civil society and KPs: TS for the development of sustainable community systems and linking those systems with government systems, coupled with TS to assist governments in establishing systems for financing and management of civil society grants, to move away from donor dependence.
 - g. National Strategy and Concept Note development to improve the quality of the foundation on which grants are based.
 - h. CCM strengthening in areas most likely to result in improved grant performance: grant oversight, increased program accountability through more effective representation on CCMs by affected and KPs; and strengthening of CCM Secretariats.

- i. Transition and sustainability planning for countries graduating from the Global Fund.
17. The key elements that should be incorporated into the design of any U.S. Government future support for Global Fund TS for the period 2017-2022 should be:
- j. Provision of a greater proportion of medium-term TS to strengthen capacity development, within a flexible package of short- and medium-term TS, based on need.
 - k. A limited amount of longer term TS where systemic or institutional weaknesses require this.
 - l. Developing a system for proactive, multi-partner identification of TS areas that will have a significant impact on grant performance, while retaining capacity to respond to demand.
 - m. Continued prioritization of TS provision to high-impact countries.
 - n. A tiered approach to country prioritization to enable TS provision to a broader range of countries through lower cost TS for lower priority countries and for less complex assignments.
 - o. Greater use of regional consultants to promote sustainability, take advantage of country context knowledge and to achieve cost efficiencies.
 - p. Lower cost TS options for field support financed assignments to make TS more affordable to USAID missions.
 - q. Use of a smaller core of Global Fund specialist consultants with advanced expertise to further improve the quality of TS and to reduce training costs and the intensity of technical backstopping.
 - r. Reduce costs through less emphasis on rapid response in mobilizing TS teams and more direct engagement of short-term consultants to avoid payment of overheads.

ANNEX 2: GMS II MID-TERM EVALUATION SCOPE OF WORK

Global Health Program Cycle Improvement Project -- GH Pro

Contract No. AID-OAA-C-14-00067

EVALUATION OR ANALYTIC ACTIVITY STATEMENT OF WORK (SOW)

Date of Submission: 7/13/2015

9/10/2015

TITLE: Mid-term Evaluation of the Grants Management Solutions II Project

Requester / Client

USAID/Washington

Office/Division: OHA/SPER/Multilateral Team

Funding Account Source(s): (Click on box(es) to indicate source of payment for this assignment)

3.1.1 HIV

3.1.4 PIOET

3.1.7 FP/RH

3.1.2 TB

3.1.5 Other public health threats

3.1.8 WSSH

3.1.3 Malaria

3.1.6 MCH

3.1.9 Nutrition

3.2.0 Other (specify):

Cost Estimate: \$399,224.00

Performance Period

Expected Start Date (on or about): 9/15/2015

Anticipated End Date (on or about): Feb 29, 2016

Purpose

This evaluation serves three key purposes:

1. To better understand the programmatic and cost effectiveness and the relevance of Global Fund-related TA provided through GMS II, so that strengths and synergies can be built upon and weaknesses or challenges can be corrected for the two remaining years of the project.
2. To assess overall project performance against contractual targets, and whether the project is on track to achieve its expected objectives at the end of the project period.
3. To inform the design of any future Global Fund-related technical support project, based on best practices from this project, the evolving Global Fund landscape as it pertains to CCMs and grant implementers, and identified gaps in the provision of crosscutting technical assistance.

Audience

The audience for this evaluation is primarily the U.S. Government, namely USAID’s Office of HIV/AIDS in the Bureau for Global Health, other USAID Global Health Bureau offices, U.S. Government field missions, the Office of the Global AIDS Coordinator (OGAC), and other U.S. Government agencies involved with Global Fund TA. Secondary audiences include the Global Fund, the project’s implementing partner, and other bilateral/multilateral Global Fund TA providers.

Application and use

The Multilateral Team within the Office of HIV/AIDS, in consultation with other stakeholders, will use the results of this evaluation in two ways:

1. First, the findings will help to determine if adjustments to the current project need to be made in the final two years, in order to increase effectiveness and efficiency.
2. Secondly, the results will serve as one component that will contribute to the design of any future U.S. Government-funded Global Fund Technical Assistance project; design is expected to start in FY16, with a project start date anticipated in FY18. Decisions based on the results of this evaluation may include the scope and focus of the project, as well as the type of procurement instrument to be used.

Evaluation questions

Key Question	Analysis	Research Methods
<p>I. How well aligned is the GMS project to Country Coordinating Mechanism and Principal Recipient technical assistance needs?</p>	<p>a. Analysis of the GMS TA model and its components in terms of effectiveness, appropriateness, flexibility within the context of the New Funding Model, including potential areas for adjustment to increase both cost and programmatic effectiveness</p> <p>b. Analysis of TA request vs. GMS diagnosis of TA need, and how GMS TA responded to each (if different)</p> <p>c. An examination of improvements, results, and/or changes post-TA (disaggregated by TA type)</p> <p>d. Analysis of client satisfaction of TA provision (disaggregated by TA type)</p> <p>e. An analysis of the strategic value of GMS TA to the Global Fund, and of the Global Fund’s expectations of grantees in light of GMS’s TA presence.</p>	<ul style="list-style-type: none"> • Document review • KII: individual and small group interviews (CCMs and PRs; GMS, Global Fund; U.S. Government stakeholders) • Survey (CCMs and PRs who received TA; GMS consultants; Global Fund FPMs and USAID mission and PEPFAR field staff) • Focus group discussions (GMS Consultants) • Review of GMS PMP data • For the analysis of TA request vs. TA analysis and GMS response, data sources will be the surveys and KII.

Key Question	Analysis	Research Methods
2. To what extent have the GMS-strengthened regional partners provided the anticipated quality ⁷⁴ and quantity of management-related support to Global Fund grantees?	<ul style="list-style-type: none"> a. SWOT analysis of Global Fund TA provided by regional partners b. An examination of the factors that have affected the achievement or non-achievement of Objective 2's expected results c. An analysis of the assumptions behind the design of Objective 2, and to what extent have they held true during the implementation period d. An analysis of the external (non-GMS) market demand for GMS-trained regional partners and their services 	<ul style="list-style-type: none"> • Document review • KII: individual and small group interviews (Global Fund, GMS, GMS-trained regional partners, TA stakeholders, U.S. Government stakeholders) • Focus group discussions (select Regional Partners)
3. What progress has been made to date in the development and sharing of tools and guidance?	<ul style="list-style-type: none"> a. An analysis of the factors that have affected the achievement or non-achievement of Objective 3's expected results b. An assessment of the sustained outcomes associated with the seven pilots of the PR DB on PR grant management c. An assessment of any unmet needs that may exist for management tools or guidance 	<ul style="list-style-type: none"> • Document review • KII (Global Fund, pilot PRs, GMS)
4. What type of technical assistance and expertise will be needed (a) in the final two years of GMS II, and (b) in any future Global Fund technical support mechanism over the next five years?	<ul style="list-style-type: none"> a. An analysis of TA needs and gaps in the next two years, the factors that contribute to these needs b. A SWOT analysis of the TA needs landscape during the follow-on period, and recommendations for key areas and types of TA in which the U.S. government may want to consider prioritizing for future projects. This analysis will also consider any elements that could optimize sustainability⁷⁵ of TA focused on CCM and PR capacity. c. Development of two or more potential alternate project scenarios that could be considered to ensure appropriate, high-quality TA at a lower cost for years 4-5 of the GMs project and in consideration of the design of any future Global Fund TA project 	<ul style="list-style-type: none"> • Document review • KII (Global Fund, U.S. Government stakeholders, CCMs and PRs) • KII: individual and small group (Global Fund, TA stakeholders) • Survey (CCMs and PRs who received TA) and follow-up telephone/Skype interviews with selected respondents

Key Question	Analysis	Research Methods
5. What opportunities exist to increase return on investment in each of the project objectives?	<p>a. Recommendations on how the return on investment should be calculated for activities under Objective 2</p> <p>b. An analysis of the key cost drivers of the GMS TA model, and recommendations for any adjustments to the Objective I model or its variables that could provide cost efficiencies while maintaining similar quality</p> <p>c. An analysis of how the three objectives have worked together to enhance value for money in GMS II and what further opportunities to create such cost-effective synergies may exist</p>	<ul style="list-style-type: none"> • Document review • KII (U.S. Government stakeholders, GMS project staff) • Focus group discussions (U.S. Government stakeholders, GMS project staff)
Areas for crosscutting analysis		
Performance against expected results	An analysis of project performance compared to expected results to date in both narrative and table format, including an explanation of any internal and external factors that would have contributed to the achievement or non-achievement of the expected results	<ul style="list-style-type: none"> • Document review • KII (GMS and U.S. Government stakeholders)
Management processes	An analysis of whether and what management processes/issues may affect overall effectiveness of the mechanism	<ul style="list-style-type: none"> • Document review • KII (GMS, U.S. Government stakeholders, TA recipients)
Efficacy of the Performance Monitoring Plan	An assessment of the Performance Monitoring Plan in capturing the project's progress and results, and suggestions, as needed, for indicators that may better capture the project results	<ul style="list-style-type: none"> • Document review • KII (GMS and U.S. Government stakeholders)

Country selection for field data collection

The evaluation team is expected to conduct field data collection in three countries for this evaluation, complemented by additional data collection via an online survey and selected follow-up telephone/Skype interviews. Criteria used for country selection were as follows:

- Assignments representative of a “typical” GMS assignment:
 - Three trips (though this is flexible—we would want to avoid assignments that were either one-off trips, suspended, or extended beyond three trips due to issues that would make the assignment atypical)
 - TA to PR and/or CCM
 - No regional grants
 - No dashboard assignments (as sole type of TA assignment under GMS II)
 - No countries that have transitioned out of the Global Fund

- No big-3 Ebola countries
- Between the three, cover the following assignment types:
 - EPA + PIP
 - Grant making
 - Implementation TA or CCM non-EPA TA
 - PR DB (if possible)
- In total, assignments selected cover all three diseases.
- English or French speaking (or can operate in one of these languages)
- Regional diversity: 2 Africa, 1 Asia
- Preference to at least one country with a Regional Partner
- Preference to at least one high-impact and/or priority country

A matrix of the three countries and the selection criteria is presented below:

Table A2.1: Countries Selected for Data Collection and Responsiveness to Selection Criteria

Country	Regional diversity: 2 Africa, 1 Asia	High-impact and/or priority country?	PR or CCM assignment	Disease	At least one assignment in each of the following:			Additional preferences	
					EPA + PIP	Grant-making	Implementation TA or CCM non-EPA TA	PR DB	Regional Partner present*
Ghana	Africa	PEPFAR, PMI, TB and Global Fund	PR	TB/HIV		x			
			CCM	N/A	PIP only				
Uganda	Africa	PEPFAR, PMI, TB and Global Fund	PR	Malaria				x	
			PR	TB		(Phase 2)			
			CCM (currently underway)	N/A			PIP implementation/CCM strengthening		
Bangladesh	Asia	TB and Global Fund	CCM	N/A	x				
			PR (currently underway)	Malaria TB				x	
			CCM (currently underway)	N/A			CCM strengthening		x

ANNEX 3: GMS II MID-TERM EVALUATION DESIGN AND METHODOLOGY

METHODOLOGY

The methodology for this evaluation was consistent with what USAID calls a performance evaluation and what PEPFAR calls a process evaluation. Definitions of these terms are in the Glossary.

A. Data review and collection

1. Document review

Key background documents provided by USAID in the following categories were reviewed by the evaluation team:

Global Fund documents: To provide a good understanding of the Global Fund operating environment in which GMS II works, key documents relating to the Global Fund were reviewed. These included the Global Fund's strategy and documents on the New Funding Model, CCM requirements (including eligibility and performance assessments), core eligibility and counterpart financing policy and quality assurance of technical support.

USAID documents: The key documents reviewed were the United States Government Global Fund Technical Assistance Strategic Framework, which guides strategic planning and provision of U.S. Government TA to Global Fund grant implementation, and the scope of work for GMS II, which operationalizes GMS II-related aspects of the Strategic Framework.

GMS II documents: These include annual work plans, annual reports and recent monthly reports, progress reports on key areas of work, the PMP and performance data, policies, and TA requests and trip reports.

Other bilateral and multilateral Global Fund TA programs: Documents in this area provided an overview of Global Fund TS provided by non-U.S. Government development partners to paint the broader picture of the technical support environment in which GMS II operates.

2. Review of performance related data

The PMP data for GMS II were analyzed to identify achievement of key outputs and outcomes. The main focus of this review was an analysis of data that contributes to answering the key evaluation questions. Trends in output data were examined and performance indicator data were compared to targets. As performance against targets is a key aspect of GMS II performance reporting, the evaluation team explored how PMP targets are set and assessed the appropriateness of these targets. Some secondary analysis of GMS II PMP data was undertaken in relation to the numerators and denominators for key indicators and the impact of late reports on results data.

The evaluation team assessed the appropriateness of the PMP in capturing the project's progress and results and made recommendations for revisions to the PMP.

3. Key informant interviews:

An extensive range of KI interviews were conducted to address the key evaluation questions in the SOW. The following categories of KIs were interviewed:

- Recipients of GMS II technical support in three focus countries, plus remote interviews for PR DB pilot countries (see 4. Focus countries, below) (52 KIs)
- Global Fund Secretariat staff: Strategy Development Team, Grant Management Division, Technical Cooperation Hub, and CCM Hub (26 KIs)
- U.S. Government stakeholders: OGAC, PMI, USAID/TB, USAID/OHA, HHS, based in Washington DC (15 KIs)
- USAID mission and PEPFAR in-country staff (20 KIs)
- U.S. Government’s multilateral and bilateral partners providing technical support to the Global Fund, such as UNAIDS, WHO, RBM, Technical Support Facilities, EF and GIZ Backup (17 KIs)
- GMS II management and staff (17 KIs)
- GMS II consultants: each Team Leader of GMS II assignments for the three focus countries visited by the evaluation team and small group interviews of GMS II consultants based in the countries visited (including consultants based in Washington DC) (25 KIs)
- GMS II Tier 2 Regional Partners: three in Kenya, one in Bangladesh and remote interviews with three other partners selected to represent a range of regions and differing levels of capacity (see 5. Regional Partners, below) (10 KIs)

Given the global nature of the GMS II project, there are a very large number of stakeholders. As it was not possible to interview all stakeholders, USAID developed a prioritized list of stakeholders for interviews. The OHA Multilateral Team identified a list of individuals at field missions, the Global Fund, bilateral and multilateral agencies, and within the U.S. Government who had direct knowledge of GMS II. In addition, OGAC, the Malaria Division and Infectious Diseases Division (TB) in USAID, the USAID liaison officer at the Global Fund, and key contacts in bilateral and multilateral agencies were asked for nominations of people within their organizations to interview. The initial list was then trimmed back, as it was too long. Potential KIs were removed if their involvement with GMS II appeared to be peripheral or where there was significant duplication of knowledge or experience with GMS within the same agency.

At the commencement of interviews, the purpose of the evaluation was outlined. Key informants were advised that the evaluation report would not name individuals as the source of information. Key informants were also advised that they had the right to decline to answer any questions or to end the interview at any time without consequence. Their oral consent to participating in the interview was obtained.

Face-to-face interviews were conducted in Washington, DC and four other countries. A large number of interviews were conducted remotely by phone or Skype. This included all interviews with Global Fund Secretariat staff, with the exception of a small number of Secretariat staff who were in one of the four countries at the same time as the evaluation team.

Interviews were conducted on a semi-structured basis using interview guides that were developed for each KI category. The interview guides were a checklist of the key areas that needed to be covered in interviews, based on the evaluation questions in the SOW. This ensured a consistency in approach to interviews. GH Pro conducted a QA review of the guides prior to field work, and the guides were submitted to USAID for review and feedback. The interview guides are in Annex 3.

4. Focus countries

The evaluation team visited three countries which have received technical support from GMS II. This enabled the team to develop a more in-depth understanding of GMS II technical support. The countries selected were Bangladesh, Ghana and Uganda. The criteria for selection of countries was undertaken by USAID and is outlined in Annex I.

The primary KIs in these countries were CCM Secretariat staff and members and PR management and staff who have had significant involvement in GMS II technical support assignments. The key purposes of these interviews were to:

- understand the process used by CCMs and PRs to articulate their TS needs;
 - determine if there were other needs that were subsequently identified after submission of TS requests and, if so, if and how they were addressed;
 - assess how appropriate the GMS II model/approach was in responding to CCM and/or PR TS needs;
 - assess overall satisfaction with the TS provided by GMS II;
 - explore evidence of what changes (in oversight, financial management, PSM, reporting, M&E, project management) resulted from GMS II TS and whether they have been sustained; and
 - identify any unmet TS needs and forecast future TS needs.
- The team also met with U.S. Government PEPFAR /PMI/TB/HIV USAID mission staff and other bilateral and multilateral agencies involved with Global Fund portfolios in these countries to:
- gain in-country perspectives on CCMs and PRs TS needs;
 - assess the effectiveness and flexibility of GMS II in responding to TS needs;
 - assess the extent of sustainable changes in oversight, management or implementation that have resulted from GMS II TS; and
 - identify any unmet TS needs and forecasts future TS needs.

Interviews were also conducted with the GMS II Team Leaders for assignments in these three countries.

5. Regional Partners

The evaluation team visited Kenya to hold separate interviews with each of the three GMS Tier 2 Regional Partners based in Nairobi, plus a combined focus group of these partners to examine their collaborative work through an innovation hub. The team also held a separate interview with a GMS II consultant based in Nairobi who was affiliated with one of the Regional Partners.

In Bangladesh, the team interviewed the GMS Regional Partner based in Dhaka. Remote interviews were conducted with three other Regional Partners (based in Eastern Europe, LAC and Southern Africa), which provided a sample encompassing the geographical spread and different levels of organizational development. Collectively, inputs were received from seven of the 12 GMS II Regional Partners.

The purpose of the Regional Partner interviews was to explore:

- how well GMS II is contributing to increasing Regional Partner capacity to provide Global Fund TS, particularly in a dynamic TS market;

- experiences and success in applying for non-GMS Global Fund TS contracts;
- successes and challenges around Global Fund TS provision; and
- Regional Partners' perspectives of how well Objective 2 aligns with their business plans and contributes to greater sustainability in their ability to provide Global Fund TS provision.

6. Surveys

As part of the mixed methodology, surveys were developed to provide additional stakeholder input to the evaluation beyond interviews. Surveys were conducted for the following four groups of respondents:

1. Recipients of GMS II TAs, including all PRs and CCMs that had received either completed TS assignments under GMS II or in the case of ongoing assignments, at least 50 percent of TS inputs.
2. GMS II consultants who had completed at least one assignment under GMS II. This survey was not a requirement of the SOW but was added by the evaluation team, as GMS II consultants are an important source of information.
3. The Global Fund's Fund Portfolio Managers: The survey included all FPMs where at least one GMS II assignment has been conducted in their portfolio of countries. This survey enabled input from those FPMs not interviewed, although the survey also included FPMs who participated in KI interviews.
4. USAID mission and PEPFAR field staff who had substantial and ongoing interactions with Global Fund programming and mechanisms (e.g., CCMs and PRs), and where a GMS II assignment had been either completed or at least 50 percent of GMS II TS inputs had been made.

Reasonably short online questionnaires for each of the above categories were developed, with both multiple choice and open-ended questions. Quantitative data from the surveys were analyzed, primarily using descriptive statistics. Qualitative data from open-ended responses in the surveys were analyzed by developing categories for the different themes that were observed, and by identifying trends and patterns for common themes.

The cover page of the surveys outlined the purpose of the evaluation and sought the consent of respondents to participate in the survey. The survey did not ask for the names of respondents. Respondents were informed that the evaluation would take care not to use any information collected in the survey to identify individuals as the source.

The questionnaires for TS recipients and GMS consultants were developed in English and translated into French and Spanish. The translations were checked against the English versions to ensure validity. To increase the return rate, reminder emails were circulated and short extensions of the deadline were provided.

The survey instruments are in Annex 3. GH Pro and USAID conducted QA reviews of the draft surveys.

7. Value for money and cost-effectiveness

Examination of value for money (VFM) and cost-effectiveness used both quantitative and qualitative analysis of the economy, efficiency and effectiveness of GMS services across the three objectives of the project. Data sources included GMS program data (cost of assignments by assignment type); load factor ratios (actual and budgeted and fee rates—average and range); Global Fund grant data (value of grants signed and value of grants to be signed); other TS provider program data (fee rates—averages and range); load factor ratios (for like out-sourced models of TS delivery only) and interviews with KIs relating to non-monetized values.

The evaluation undertook a comparative analysis of program costs under Objective I by benchmarking key program costs (e.g., fee rates) against like type Global Fund technical support provided by other bilateral and multilateral donors. The evaluation also calculated the unit cost of key aspects of service delivery under Objective I from PYI and tracked how costs had changed over time, identifying the key cost drivers in the program.

The process efficiency of GMS was examined by assessing the process chains and logic models for determination of team composition, quality assurance and technical backstopping of technical support under Objective I. Similarly, processes for regional partner capacity building and strategic knowledge management were examined to identify where there are opportunities for process improvement to enhance VFM, cost-effectiveness and a greater return on investment. The assessment identified opportunities to develop new and more economical modes of service delivery.

A qualitative assessment was made of the effectiveness of GMS services and products by determining the value and impacts of GMS services to the client both at a country and Secretariat level. A quantification of effectiveness was made based on the volume of funding unlocked through the provision of GMS technical support where this could be directly attributed.

B. Analysis

Given the large number of interviews, a significant amount of qualitative data was collected. In order to manage these data, the team developed a data summary grid as illustrated below, which allowed data to be grouped into pre-selected themes relevant to the evaluation questions. The team populated the grid with information extracted from interview notes. This categorization of qualitative information by themes helped the team to analyze the qualitative data for the purposes of developing key findings and conclusions.

KII Interview	Theme 1 e.g., VFM	Theme 2	Theme 3	Theme 4	Etc.
OGAC					
USAID ML Team					
CCM Ghana					
Etc.					

A thematic review of qualitative data was performed, connecting the data to the evaluation questions to seek relationships, context, interpretation, nuances and homogeneity and outliers to better explain what has been happening and the perceptions of those involved. Qualitative data were used to substantiate quantitative findings from survey data and project reports, to provide more insights than quantitative data can provide, and answer questions where other data do not exist.

Following completion of key stakeholder interviews and the online surveys, the evaluation team met to conduct a thorough analysis of all data and to develop preliminary findings, conclusions and recommendations related to the evaluation questions. This analysis included triangulation of information from document review, GMS II PMP data, qualitative data collected in interviews and data from the four surveys. This analysis formed the basis upon which the evaluation report was written.

The team’s analysis was based on the key questions, analytical areas and research methods outlined in the SOW, as set out in Annex I.

C. De-brief with USAID

At the conclusion of visits to the four countries and following data cleaning and analysis, the evaluation team's high-level preliminary findings, conclusions and recommendations were presented to the USAID/OHA Multilateral Team in PowerPoint format, for the purposes of feedback, validation and further input. This occurred prior to writing the first draft of the evaluation report.

D. Limitations

Key limitations for this evaluation were:

- It was only possible to interview a relatively small proportion of the total stakeholders for GMS II. This limitation was minimized by a process of prioritizing stakeholders, conducting a significant number of small group interviews to maximize inputs, and the four online surveys.
- Despite repeated efforts, it proved impossible to make appointments for remote interviews with some KIs. Despite this, the evaluation interviewed a large number of KIs, including on a remote basis, and all key categories of KIs were well represented.
- GMS II was involved in the selection of stakeholders to be surveyed and KIs to be interviewed in the three focus countries that the evaluation team visited to assess GMS II TS. This had the possibility of resulting in some selection bias. To minimize any potential bias, USAID reviewed these lists and sought inputs from USAID missions. In addition, the evaluation team interviewed stakeholders who could be regarded as having an independent perspective, such as U.S. Government, UNAIDS and WHO staff.
- The issue of Value for Money (VFM) and cost-effectiveness is challenging when assessing a multi-faceted program such as the GMS. There are a number of challenges in attribution and comparability of service quality against other technical support to the Global Fund. Similarly, challenges exist in determining the opportunity cost of alternative modalities and quantifying in a monetized sense the value of GMS services and products. These challenges were addressed by only assessing VFM in a monetized sense where direct attribution and comparability was possible and by undertaking a combined quantitative and qualitative assessment of the value of GMS services. A client-centric assessment of value was undertaken to determine the outcomes, impacts and sustainability of GMS services to the Global Fund.
- The evaluation team had no control over the return rate for the surveys, as they were distributed and completed online. This limitation was minimized by providing survey participants with adequate time to respond, sending reminder emails to survey participants, and just prior to the deadline for completing surveys, giving a short one- to two-day extension. The survey response rates are set out in Table A4.1 of Annex 4.

Intended purpose of the evaluation and dissemination

The evaluation report will be used to inform decisions about any possible adjustments to GMS II PY4-5 and to inform thinking on any future crosscutting Global Fund TS projects. The report will be distributed through the Development Experience Clearinghouse and shared with stakeholders such as the Global Fund Secretariat, bilateral and multilateral development partners, and KIs.

ANNEX 4: DATA COLLECTION INSTRUMENTS

I. ONLINE SURVEYS OF GMS II STAKEHOLDERS

I.1 Recipients of GMS II technical support: CCMs and PRs/SRs

Organization: _____

Country: _____

I. Please indicate your role in relation to the Global Fund grant or grants:

CCM member: What is your position on the CCM and CCM Committees?

Which constituency do you represent on the CCM? (e.g., Ministry of Health, key populations, etc.):

Regional Coordinating Mechanism member: What is your position on the RCM and RCM Committees? _____

Which constituency do you represent on the RCM? (e.g., Ministry of Health, key populations, etc.):

Part of a PR team.

What is your position (job title) in the PR? _____

Part of a SR Team.

What is your position (job title) in the SR? _____

2. From the list below, what type of technical support have you received from the GMS II project since October 2012? If there have been multiple GMS technical support assignments, please answer this question for the **one** GMS II assignment you are most familiar with. For all other questions in this survey about GMS assignments, answer the questions about this **same** technical support assignment. That is, the assignment you are most familiar with.

- a. EPA and/or PIP (CCM)
- b. CCM governance and/or oversight strengthening (Non-EPA)
- c. PR grant making
- d. PR DB
- e. PR M&E
- f. PR PSM
- g. PR financial management
- h. Change of PR
- i. PR restructuring

- j. PR grant start-up
 - k. PR Consolidation/Phase 2 (Pre-New Funding Model)
 - l. Other: please specify _____
3. Which of the following statements best describes the technical support **request** made by your CCM or PR and the **diagnosis** of the technical support need made by the GMS consultant team when they were working in your country?
 - a. The technical support request by the CCM or PR and the GMS team’s diagnosis identified the **same** needs, issues and problems.
 - b. The technical support request by the CCM or PR and the GMS team’s diagnosis identified the **same** needs, issues and problems, but the GMS team also identified **some additional** needs, issues and problems.
 - c. The technical support request made by the CCM and PR and the GMS team’s diagnosis of needs, issues and problems were **very different**.
 - d. Don’t know
 4. If the technical support needs, issues and problems identified in the request by your CCM or PR were different to the GMS diagnosis, what changes were made to the technical support provided by GMS?
 - a. The scope of work was changed to address the additional needs identified by GMS and the original needs identified by the CCM or PR.
 - b. The original scope of work was not changed to address the additional needs identified by GMS.
 - c. The scope of work was adjusted very significantly.
 - d. Other (please specify):
 5. Please rate each of the following statements based on your experience with the GMS technical support assignment you are most familiar with.

Statement	Rating
GMS was quick to mobilize the consultant team following approval for the assignment by the U.S. Government.	Strongly agree Agree No opinion/don’t know Disagree Strongly disagree
The GMS consultant team had a good understanding of our country context and needs.	Strongly agree Agree No opinion/don’t know Disagree Strongly disagree
The local consultant provided valuable follow-up technical support between trips by the GMS team and after the GMS assignment was completed.	Strongly agree Agree No opinion/don’t know Disagree Strongly disagree

Statement	Rating
The GMS consultant team took a partnership approach to its work with the CCM and PRs and made sure we made all the key decisions.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
The GMS consultant team was highly knowledgeable of Global Fund requirements and procedures.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
The tools and instruments used by the GMS consultant team were useful and relevant to our needs.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
It was good to have the GMS assignment spread over multiple trips.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
The GMS model is too inflexible regarding the number of trips and number of GMS consultants on a team.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
GMS helped us or is helping us to effectively overcome a bottleneck to meet Global Fund requirements and/or grant implementation.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
The assistance from GMS has resulted in significantly improved CCM governance and oversight. (Only answer this question if the GMS assignment has been completed.)	Strongly agree Agree No opinion/don't know Disagree Strongly disagree Not applicable
The assistance from GMS has resulted in significantly improved PR and/or SR management. (Only answer this question if the GMS assignment has been completed.)	Strongly agree Agree No opinion/don't know Disagree Strongly disagree Not applicable
The support provided by GMS was not able to help us address the CCMs or PRs/SRs medium- to longer-term technical support needs.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree

6. Has this GMS II technical support assignment been completed?
 - a. Yes
 - b. No
7. Did the GMS technical support assignment achieve its objectives/desired results?
 - a. Yes
 - b. No

If No, please explain why the objectives/desired results were not achieved.
8. The number of days spent by the GMS team on this assignment was:
 - a. Sufficient for effectively meeting the technical support need set out in the scope of work agreed on between the technical support recipient and GMS
 - b. Too short for effectively meeting the technical support need set out in the scope of work agreed on between the technical support recipient and GMS
 - c. Longer than was needed for effectively meeting the technical support need set out in the scope of work agreed on between the technical support recipient and GMS
9. The GMS II technical support assignment provided the CCM and/or PRs/SRs with sufficient knowledge and skills to make improvements to CCM governance and oversight and PR/SR grant management.
 - a. Strongly agree
 - b. Agree
 - c. No opinion/don't know
 - d. Disagree
 - e. Strongly disagree
10. How satisfied were you with the technical support you received from GMS II?
 - a. Very satisfied
 - b. Satisfied
 - c. Somewhat satisfied
 - d. Not satisfied
 - e. Very dissatisfied
11. Since October 2012, has your CCM or PR/SR received governance or management Global Fund-related technical support from any of the following organizations?
 - a. Expertise France/Initiative 5%
 - b. GIZ Backup

- c. UNAIDS Technical Support Facility
 - d. Other: please specify
12. What alternative ways of providing Global Fund technical support would you suggest for ensuring sustainability of outcomes (i.e., for achieving longer term institutional capacity building to address Global Fund-related issues and reduce dependency on technical support providers?)
13. Over the next **two** years, what are your highest priority technical support needs in the areas of CCM governance and PR/SR management? You can choose more than one area of technical support if there are multiple needs.
- a. EPA and/or PIP (CCM)
 - b. CCM governance and/or oversight strengthening (Non-EPA)
 - c. PR grant making
 - d. PR DB
 - e. PR M&E
 - f. PR PSM
 - g. PR financial management
 - h. Change of PR
 - i. PR restructuring
 - j. PR grant start-up
 - k. Other: please specify
14. If the U.S. Government continues to provide Global Fund-related technical support for a five-year period from late 2017 to 2022, what are the **five highest priority areas of technical support** from the following areas? Please provide specific areas of technical support that you think you will need, for example, financial management support for SRs. Your responses can include specific areas of technical support needed to improve program quality and effectiveness.
- a. Disease-specific (HIV, TB and/or malaria) programmatic technical assistance
 - b. Health systems strengthening technical assistance
 - c. National Strategy and Concept Note development
 - d. CCM technical support
 - e. PR and SR technical support
15. Do you have any additional comments you would like to make regarding technical support from GMS II?

I.2 Global Fund: Fund Portfolio Managers

If the portfolio of countries for which you are responsible has changed since October 2012, when GMS II started, please answer questions for all the countries that have been in your portfolio since October

2012. That is, countries currently in your portfolio and countries previously in your portfolio, since October 2012.

1. Which country or countries are in your portfolio? If there has been a change in countries in your portfolio since October 2012, please include countries for which you are currently and previously responsible.
2. On average, how frequently do you have contact with GMS II headquarters staff?
 - a. Only when there is a GMS assignment being planned or underway, including post-assignment follow-up
 - b. Frequently, in addition to when there is a GMS assignment being planned or underway, including post-assignment follow-up
 - c. Occasionally, in addition to when there is a GMS assignment being planned or underway, including post-assignment follow-up
 - d. Rarely or never
3. On average, has GMS II technical support in your country(s) correlated with what you see as the high-priority technical support needs in the areas of CCM governance and oversight and PR grant management?
 - a. Completely
 - b. To a large extent
 - c. To a medium extent
 - d. To a small extent
 - e. Not at all
 - f. There have been no GMS II assignments in my portfolio of countries (since October 2012).
4. When GMS II is providing technical support to a country in your portfolio, on average, how satisfied are you with GMS II communication with the Global Fund Secretariat country team?
 - a. Completely satisfied
 - b. Satisfied
 - c. Not satisfied
 - d. Completely dissatisfied
 - e. GMS II communication varies too significantly for me to give an average level of satisfaction.

If you are not satisfied with GMS communication with your country team during GMS technical support assignments, please indicate why.
5. On average, for GMS II assignments in your portfolio of countries, the total number of consulting days was:
 - a. Sufficient for effectively meeting the technical support need set out in the scope of work agreed on between the technical support recipient and GMS

- b. Too short for effectively meeting the technical support need set out in the scope of work agreed on between the technical support recipient and GMS
 - c. Longer than was needed for effectively meeting the technical support need set out in the scope of work agreed on between the technical support recipient and GMS
6. For countries in your portfolio where the PR DB has been introduced, on average, to what extent has the PR DB resulted in improved PR and SR management and program improvement?
- a. To a very large extent
 - b. To a significant extent
 - c. To a medium extent
 - d. To a small extent
 - e. Not at all
 - f. The PR DB has only recently been introduced and it's too early to measure results
7. Please rate each of the following statements based on your **overall** experience with the GMS II technical support assignments in your portfolio of countries (for all countries within your portfolio since October 2012).

Statement	Rating
GMS was quick to mobilize the consultant team following approval for the assignment by the U.S. Government.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
The GMS consultant team had a good understanding of the country context and needs.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
The GMS consultant team took a partnership approach to its work with the CCM and PRs and made sure the CCM and/or PRs made all the key decisions.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
The GMS consultant team was highly knowledgeable of Global Fund requirements and procedures.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
The tools and instruments used by GMS consultant teams are useful and relevant to Global Fund needs.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree

Statement	Rating
It was good to have GMS assignments spread over multiple trips.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree Not applicable
The GMS model is too inflexible regarding the number of trips and number of GMS consultants on a team.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
GMS helped the CCM and/or PRs/SRs to effectively overcome a bottleneck to meet Global Fund requirements and/or grant implementation.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
The assistance from GMS has resulted in significantly improved CCM governance and oversight. (Only answer this question if there has been a GMS II CCM assignment that has been completed.)	Strongly agree Agree No opinion/don't know Disagree Strongly disagree Not applicable
The assistance from GMS has resulted in significantly improved PR and/or SR management. (Only answer this question if there has been a GMS II PR assignment that has been completed.)	Strongly agree Agree No opinion/don't know Disagree Strongly disagree Not applicable
The support provided by GMS was not able to address the CCM's or PRs'/SRs' medium- to longer-term technical support needs.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree

8. Based on your experience with GMS II technical support in your portfolio of countries since October 2012, on average, what is your perception of the quality of technical support provided by GMS II?
- Excellent
 - Good
 - Satisfactory
 - Poor
 - Very poor

9. Highly variable, depending on the assignment
10. What are the most valuable contributions of GMS II technical support to the Global Fund?
11. What do you see as the two **highest priority areas** for technical support in the areas of CCM governance and oversight and PR grant management in the remaining two years of the GMS II contract?
 - a. EPA and/or PIP (CCM)
 - b. CCM governance and/or oversight strengthening (Non-EPA)
 - c. PR grant making
 - d. PR DB
 - e. PR M&E
 - f. PR PSM
 - g. PR financial management
 - h. PR restructuring
 - i. PR grant start-up
 - j. Other: please specify
12. In the absence of a mechanism like GMS for providing technical support in the areas of CCM governance and oversight and PR grant management, how would the Global Fund go about meeting technical support needs in these areas?
13. If the U.S. Government continues to provide Global Fund-related technical support for a five-year period from late 2017 to 2022, what are the **five highest priority areas of technical support** from the following areas?
 - Disease-specific (HIV, TB and/or malaria) programmatic technical assistance
 - Health systems strengthening technical assistance
 - National Strategy and Concept Note development
 - CCM technical support
 - PR and SR technical support

Please nominate specific areas of technical support, for example, financial management support for SRs. Your responses can include specific areas of technical support needed to improve program quality and effectiveness.

1. What **alternative ways** of providing Global Fund technical assistance would you suggest for maximizing cost-effectiveness and efficiency?
2. What **alternative ways** of providing Global Fund technical support would you suggest for ensuring sustainability of outcomes (i.e., for achieving longer term institutional capacity building to address Global Fund-related issues and reduce dependency on technical assistance providers)?

3. Is there anything else that you would like to mention about your experience with GSM II technical assistance?

I.3 USAID and PEPFAR field support staff

Job Title:

Country:

1. How long have you been working in this country (years/months)?
2. What involvement have you had with Global Fund programming in this country?
3. How familiar are you with the GSM II project (since October 2012)?

- a. Very familiar
- b. Somewhat familiar
- c. Not familiar at all

NOTE: If your answer is “not familiar at all,” please go to Question 14.

4. Has your mission used field support funds to purchase GSM II Technical Assistance?
 - a. Yes: Please explain why
 - b. No: Please explain why
5. Have the TA requests to the U.S. Government placed by the CCMs/PRs in the country where you are working reflected **what you see as their priority technical support needs**?
 - a. Yes
 - b. No
 - c. Don't know
6. If you answered “No” to question 6, please indicate the priority areas of technical assistance that were **not** requested by the CCM and/or PR.
 - a. EPA Plus (CCM)
 - b. Post EPA (CCM)/PIP
 - c. Non-EPA (CCM)
 - d. PR grant making
 - e. PR DB
 - f. PR M&E
 - g. PR PSM
 - h. PR financial management
 - i. Change of PR

- j. PR grant start-up
 - k. PR Consolidation/Phase 2/ Pre-New Funding Model
 - l. PR restructuring
 - m. Other: please specify
7. Based on your experience with GMS II technical support since October 2012, what is your perception of the quality of TA provided by GMS II?
- a. Excellent
 - b. Good
 - c. Adequate
 - d. Poor
 - e. Very poor
 - f. Variable for different assignments
 - g. Don't know
8. To what extent have GMS II assignments in this country met their objectives? (If there has been more than one GMS assignment in your country since October 2012, please give an overall assessment of the extent to which all GMS assignments have met their TA objectives.)
- a. Fully met all TA objectives
 - b. Mostly met TA objectives
 - c. Met around 50 percent of TA objectives
 - d. Mostly did not achieve TA objectives
 - e. Did not achieve any TA objectives
 - f. Don't know
9. Apart from deliverables and immediate outputs achieved by the end of the GMS II assignment(s) in your country, did the GMS II TA achieve any longer-term outcomes, such as improved CCM governance, improved PR management and improved grant implementation and performance?
- a. Yes: Please specify.
 - b. No: Please explain why this was the case.
10. Do you consider the results of the technical assistance provided by GMS II to be sustainable (i.e., for achieving longer-term institutional capacity building to address Global Fund-related issues and reduce dependency on TA providers)?
- a. Yes: Explain in what way/how.
 - b. No: Explain why.

11. Have any bilateral and multilateral development partners in this country supported medium- to longer-term capacity building to build on the work done by GMS II?
- a. Yes
 - b. No
 - c. Don't know

If yes, please explain what was provided?

12. To what extent did the GMS II consultant team have appropriate knowledge about Global Fund procedures and processes that was *appropriate for this country*?
- a. Completely
 - b. To a large extent
 - c. Adequately
 - d. To a small extent
 - e. Not at all
 - f. Don't know
13. Based on your experience with GMS II, to what extent did the GMS II consultant team provide options or solutions for Global Fund-related issues that were *appropriate for this country*?
- a. Completely
 - b. To a large extent
 - c. Adequately
 - d. To a small extent
 - e. Not at all
14. What are the **two** most important **unmet** Global Fund TA needs for CCMs and/or PRs that should be a priority for this country over the remaining two years of GMS II? (Select only two TA areas.)
- a. EPA Plus (CCM)
 - b. Post EPA (CCM)/PIP
 - c. Non-EPA (CCM)
 - d. PR grant making
 - e. PR DB
 - f. PR M&E
 - g. PR PSM
 - h. PR financial management

- i. Change of PR
 - j. PR grant start-up
 - k. PR Consolidation/Phase 2/ Pre-New Funding Model
 - l. PR restructuring
 - m. Other: please specify
15. If USAID continues to support a Global Fund technical support mechanism for another five years after the end of the GMS II (from October 2017), what do you see as the three key priority areas **(not necessarily limited to CCMs and PR management)** for which technical assistance and capacity building should be provided?
16. What **alternative ways** of providing Global Fund TA would you suggest for maximizing cost-effectiveness and efficiency?
17. What alternative ways of providing Global Fund TA would you suggest for ensuring sustainability of technical assistance (i.e., for achieving longer-term institutional capacity building to address Global Fund-related issues and reduce dependency on TA providers)?
18. Is there anything else that you would like to mention about your experience with GMS II technical assistance?

I.4 GMS II consultants

This survey should only be completed by consultants who have completed at least one assignment under GMS II

1. Country of residence:
2. How many GMS I assignments have you undertaken (assignments up to September 30, 2012)?
 - a. No GMS I assignments
 - b. 1 assignment
 - c. 2 assignments
 - d. 3 assignments
 - e. 4 assignments
 - f. 5 or more assignments
3. How many GMS II assignments have you undertaken? Please include completed and current assignments since October 2012.
 - a. No GMS II assignments
 - b. 1 assignment
 - c. 2 assignments
 - d. 3 assignments

- e. 4 assignments
 - f. 5 or more assignments
4. Have you been certified as a GMS consultant?
- a. Yes
 - b. No
5. Please indicate the areas of technical support for which you have been responsible for all GMS II assignments in which you have been involved. Please include both completed and current assignments. You can tick multiple boxes, if applicable.
- a. CCMs
 - b. PR M&E
 - c. PR PSM
 - d. PR financial management
 - e. Other
- If other**, please indicate the area of technical support.
6. Please indicate your position within the team for each GMS II assignment. If you have been on more than one assignment and had different roles, please check all applicable boxes.
- a. Coordinating team leader
 - b. Team leader
 - c. Team member: international consultant
 - d. Team member: local consultant
 - e. Other
- If Other**, please specify.
7. On average for all GMS II assignments you have undertaken, the total number of consulting days (i.e., the level of effort) was:
- a. Sufficient for effectively meeting the technical support need set out in the scope of work agreed on between the technical support recipient and GMS
 - b. Too short for effectively meeting the technical support need set out in the scope of work agreed on between the technical support recipient and GMS
 - c. Longer than was needed for effectively meeting the technical support need agreed on between the technical support recipient and GMS
8. For your most recently **completed** GMS II assignment, please indicate if the technical support achieved the objectives set out in scope of work agreed on between the technical support recipient and GMS? (Do not answer this question if you have only done one GMS II assignment and it is not yet completed.)

- a. Yes, fully met objectives
 - b. Largely met objectives
 - c. Met around half of the objectives
 - d. Met only a minority of objectives
 - e. Did not meet any objectives
 - f. I have not worked on a GMS II assignment that has reached completion.
9. If the technical support assignment met around half of its objectives or less, please indicate why this was the case.
10. Thinking of all the GMS II assignments in which you have participated, on average, the technical support recipients acquired sufficient knowledge and skills to make improvements to CCM governance and oversight and PR/SR grant management.
- a. Strongly agree
 - b. Agree
 - c. No opinion/don't know
 - d. Disagree
 - e. Strongly disagree
11. Please rate each of the following statements based on your experience with GMS II technical support during **your most recent assignment**. If your current assignment is not complete, answer this question for your most recently completed GMS II assignment. If you have only been on one GMS II assignment and it is not yet complete, do not answer this question unless at least two country trips have been completed.

Statement	Rating
11.1 The technical support request by the CCM or PR and the GMS diagnosis identified the same needs, issues and problems.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
11.2 Your consultant team took a partnership approach to its work with the CCM and PRs and made sure the CCM and/or PR were fully involved and made all the key decisions.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
11.3 All members of the consultant team had a good level of knowledge and understanding of Global Fund procedures and processes.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree

Statement	Rating
11.4 Your consultant team had the full range of necessary technical expertise to respond to the technical support needs.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
11.5 GMS headquarters provided good technical support to your team on a regular basis.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
11.6 The technical support significantly increased the CCM's/PR's knowledge and understanding of Global Fund policies, procedures and processes.	Strongly agree Agree No opinion/don't know Disagree Strongly disagree
11.7 The local consultant played an invaluable role in ensuring that the technical support provided was appropriate to the country context. (This question should be answered only by the Team Leader and international consultants, and not by the local consultant.)	Strongly agree Agree No opinion/don't know Disagree Strongly disagree

12. Do you consider the results of the technical support provided by GMS sustainable (i.e., for achieving longer-term institutional capacity building to address Global Fund-related issues and reduce dependency on technical support providers?)
- Yes: Why?
 - No: Why?
13. What do you consider **the single most important strength** of the way in which GMS II provides technical assistance?
14. What do you consider the **single greatest shortcoming/weakness** of the way in which GMS II provides technical support?
15. What alternative ways of providing Global Fund technical support would you suggest for ensuring sustainability of outcomes (i.e., for achieving longer-term institutional capacity building to address Global Fund-related issues and reduce dependency on technical support providers?)

2. INTERVIEWS GUIDES FOR GMS II STAKEHOLDERS

Interviews with GMS II stakeholders were conducted on a semi-structured basis, using interview guides that were developed for each stakeholder category. While there is a high degree of commonality across the interview guides, each was tailored to the different category of stakeholder. The interview guides were used as a checklist of the key areas that needed to be covered in interviews, based on the evaluation questions in the SOW. This ensured a consistency in approach to interviews.

GMS II headquarters staff

The following interview guide was used by the evaluation team during three half-day visits to GMS headquarters.

TS and quality assurance

1. How effective are the processes for assessing CCM and PR TA needs?
 - a. How well do CCMs and PRs assess their TA needs?
 - b. Effectiveness of the U.S. Government review process for TA applications?
 - c. How does GMS II assess their TA needs from afar?
 - d. Is there a need for greater investment in diagnostics of TA needs (possibly in country) at the initial stages?
2. What are the key factors that result in a successful GMS TA assignment and the key factors contributing to less successful assignments? (Factors could be country-related, TA-related, etc.)
3. What is the extent of GMS TA support to SRs and SSRs?
 - a. What is your assessment of the need for this type of TA?
 - b. What are the opportunities and challenges in providing this type of TA?
4. How do you determine the mix and size of a GMS consultant team and the length of each assignment? What is the average size of a consulting team for GMS II and the average length of assignments?
5. Do GMS II consultant teams work with/collaborate with other organizations in the provision of TA beyond CCMs and PRs (national, development partners, other TA providers)?
 - a. To what extent and for what purpose?
 - b. Do GMS teams try to link the CCMs and PRs with others who can provide medium- to longer-term capacity building to build on the short-term work done by GMS?
6. How does GMS capture lessons learned from TA assignments (CCMs/PRs, consultants, Global Fund Secretariat, USAID, etc.)?
 - a. How are these lessons applied? Evidence of change resulting?
 - b. Do you share lessons learned with others and are there systems in place? (USAID, Global Fund Secretariat, other Global Fund TA providers, etc.)
7. How does GMS coordinate and share information with other Global Fund TA providers/programs such as French/Germans, WHO, RBM, Stop TB Partnership, TSFs? Purpose? Effectiveness? Synergies? Duplication?
8. What's your assessment of the need for medium- to longer-term TA?
9. Is there a need for any variations in GMS II TA modalities?
10. How are field support assignments different for GMS?

- a. What are the reasons for missions both using and choosing not to use field support funds for GMS TA?
 - b. Level of demand by missions for GMS TA using field support funds; impact on who is the client (mission rather than CCM/PR); relationships between missions and GMS, etc.
 - c. How do you handle the need to balance GMS obligations of confidentiality to country clients and expectations of communication flow with USAID field support 'clients' and also CCM Hub and FPMs?
11. GMS guide/policy on TS to KPs:
- a. What impact has this had on how GMS provides TA and for which types of assignments?
 - b. In what way do KPs benefit from GMS TA and to what extent (examples)?
12. How do you undertake TA demand forecasting and trend analysis? By the end of GMS II in 2017, how many TA assignments do you anticipate completing? (Target is 240.)
13. What do you see as the opportunities for process improvement in TA QA?
- a. Quality at entry
 - b. Quality at exit (capture of post-assignment lessons learned and application of this knowledge)
 - c. What percentage of consultants underperform, and how do you respond?
14. What are the key challenges for PR adoption development and use of dashboards?
15. What information do you have to date on the impact of the PR DB on PR grant management and performance? Is there evidence of PRs using the DB to identify priority areas of TA? Evidence of use of DB in PR decision making and management improvement?

Performance measurement

1. Given the GMS focus on short-term TS to overcome roadblocks, are the primary measures of success short-term immediate deliverables? Is GMS able to deliver medium- to longer-term capacity development outcomes given the short-term nature of TS? If so, how do you measure these?
2. Are you able to measure the extent to which CCMs and PRs actually implement new policies, manuals, tools, procedures, etc. that result directly from GMS TA assignments? Do you measure sustained use and implementation in addition to initial use?
3. Is GMS able to intervene after completion of an assignment to promote implementation of deliverables? How?
4. How did you go about setting targets for the PMP? Explore appropriateness of the targets.
5. To what extent is GMS II building institutional capacity and how do you do this?
 - a. What are the results (evidence)?
6. Are the results of GMS II TA sustainable (TA recipients continue to use tools, policies and procedures and new ways of working)? (CCMs, PRs and Regional Partners)
7. Can you point to evidence of sustainable capacity development change in CCMs and PRs?

8. How does GMS go about enhancing sustainability so recipients continue to apply tools, policies and new ways of working?
9. What is the current status of the development of a common logic model across Global Fund TA providers?
10. To what extent do the client satisfaction surveys capture effectiveness of GMS TA?
 - a. Are the CSS indicators adequate for measuring TA outcomes?
 - b. Issue of possible bias, as respondents are selected by TL and administration by phone by GMS, rather than respondent filling in the form.
11. For key targets in the PMP where GMS is significantly below target, what are the factors that have led to this? (Refer to GMS PMP table and ask about specific areas of underperformance.)

Consultant strengthening

1. What improvements have there been in GMS II to training, certification and QA of TA teams' in-country work? How effective have these changes been? Evidence?
 - a. What is the value of consultant certification and to whom?
 - b. How do you ensure that the consultants who are selected are familiar with the country context, especially if selected on an availability basis?

Regional Partner strengthening

1. What is the potential and realized added value of Regional Partners, and how would RPs potentially affect demand for GMS TA? Is there a niche or comparative role for RPs and in what way?
2. What is your assessment of the extent of market demand for Global Fund TA from GMS-trained RPs for work commissioned directly with the RPs rather than through GMS? What do you base your assessment on?
3. As CCMs and PRs can get free TA through GMS and other mechanisms, does this effect demand for TA services from RPs if the client needs to pay?
4. Over the life of GMS II there has been a lot of change in relation to Objective 2.
 - a. What have been the key factors that have impacted on what Objective 2 has been able to achieve?
 - b. What have been the key lessons learned from each of the different approaches taken in years 1-3 (mentorship model, marketplace model and business coaching model)?
 - c. Have the changes to Objective 2 adequately responded to those lessons learned? How?
 - d. In the design of Objective 2, were there any planning errors or assumptions that have not held true?
 - e. Over the remaining one year of RP activities, are there any changes you would like to see in how Objective 2 is implemented?
 - f. Are the risks for RPs in investing time and resources into developing a stream of Global Fund work independent of GMS too great in comparison to the likely returns?

- g. When revisiting Objective 2, GMS concluded that its efforts would be more productive if they focused on the quality of service PRs provide and on increasing their visibility to potential clients. To what extent does the business strengthening model focus on quality of consulting services provided? Appears to be more focused on organizational development.
5. To what extent is there currently variance in the organizational strengths and competencies of the regional partners?
 6. Can you elaborate on the decision by the Global Fund Board to earmark TS funding through WHO, which was work generally not accessible to Tier 2 RPs?
 7. What needs to be done to overcome the obstacles for direct contracting of RPs by CCMs and PRs? What is the likelihood of the obstacles being adequately addressed?
 8. Regional partners: the phased capacity building approach over five years: on track? Facilitating and impeding factors? At the end of PY4, where do you anticipate the RPs to be in terms of their Global Fund TA development?
 9. If USAID does continue to support a Global Fund TS mechanism from 2017 onwards, should it include continued support for RP strengthening, and why? What would be the key things and approaches you would like to see in any new program in relation to RP strengthening?

Responding to changes in the Global Fund and PEPFAR

1. What have been the challenges faced by GMS II in responding to changes in PEPFAR and USAID's/OGAC priority countries for TA?
 - a. PEPFAR 3 focuses on very high-burden countries. How does the demand-driven nature of GMS impact on how you might align with PEPFAR 3?
2. Are you satisfied with USAID's management of the GMS contract? Strengths and challenges? Areas needing resolution/change?
3. What have been the challenges faced by GMS II in responding to the changes in the Global Fund (especially NFM and how this affected demand for TS. PY2 Annual Report: Whirlpools, stuck inside currents, slipping ahead, etc.). How effectively has GMS responded to these challenges?
4. PY2 Annual Report mentions how the rapidly changing external environment has impacted on GMS's work with a need for continual adjustment (especially NFM and how this affected demand for TS): Whirlpools, stuck inside currents, slipping ahead, etc. Is this still the case in PY3 and now? How well has GMS responded to this?
5. Adequacy and effectiveness of GMS II interface with Global Fund Secretariat?
 - a. How would you characterize your relationship with the Global Fund Secretariat?
 - b. Are there any difficulties or frustrations you experience with the Global Fund Secretariat?
 - c. What influence has GMS II had on how the Global Fund Secretariat approaches TS and Global Fund programming more generally? (including tools/products)
 - d. What liaison has GMS had with the Global Fund Secretariat on issues such as the IQCs and regional partners and mechanisms for CCMs and PRs to contract directly with RPs? Is GMS supported by USAID on these type of issues?

VFM and cost-effectiveness

Economy

1. What are the key cost drivers in the program?
 - a. Operational/Direct costs (program costs—consultant fees etc.)
 - b. Direct support costs (administration costs including logistics costs)?
 - c. Indirect costs
2. What is the uplift/overhead rate for provision of TS under Objective I (NICRA)?
3. How does the GMS program actively manage program costs?
4. What is the average fee rate paid to:
 - a. International consultants
 - b. Regional consultants
 - c. Local consultants
 - d. How have these fee rates changed over time?
5. Does the GMS program currently operate under any cost norms?
6. If so, what are those cost norms and in what areas of the program?
7. What is the total number of GMS-certified consultants on MSH and partner databases?
 - a. How many of these consultants have been utilized on GMS assignments?
 - b. What is the range of assignments consultants have undertaken (i.e., 0-)?
 - c. What percentage of GMS-placed consultants underperform?
 - d. What is the process for sanctioning underperforming consultants?
8. How does the GMS program practice cost controls?

Efficiency

1. How do you measure VFM in the GMS program?
2. How could the GMS processes be changed to ensure better VFM and cost-effectiveness in the program?
3. Where are the opportunities for process improvement in the TA QA process chain at:
 - a. Quality at entry
 - b. Quality at exit
4. Can you give examples of mechanisms that have shown improved process efficiency over time within the GMS program?
5. How does the GMS program practice innovation?

- a. Provide examples of innovation?
6. What opportunities exist to develop new and more economical modes of TS delivery?
7. How long does it take from request to mobilization of TS teams?
8. How is strategic knowledge captured and managed by GMS?
9. How are TS teams formed, and what factors determine the composition of TS teams?
10. How does the GMS coordinate with other TA providers to the Global Fund to avoid duplication and fragmentation through incompatible inputs?
 - a. How does GMS ensure appropriate sequencing of TA provided by others and GMS? (e.g., disease-specific TA may be needed first in grant making before GMS TA)

Effectiveness

1. What is the value of new grants signed (unlocked) following GMS support for grant making?
2. What is the total value of the Global Funds portfolio affected by GMS support?
3. How is GMS currently measuring the outcomes and impacts of TS?
 - a. Monetized value
 - b. Impact
 - c. Sustainability

Future needs for TA

1. Are there specific changes GMS would like to see to the OGAC and USAID processes that could enable the TA provided to be more effective?
2. What do you see as the priority areas for TA support to CCMs and PRs in the remaining two years of the GMS II contract? Any emerging or anticipated trends in TA needs? (Explore SR and SSR management-related needs.)
3. If USAID continues to support a Global Fund TS mechanism for another five years after the end of the GMS contract in 2017, what do you see as the key priority areas for Global Fund TA and expertise that should be provided? (not necessarily limited to short-term governance and management related TA)
4. How would you like future Global Fund TA to be delivered?
 - a. What alternative types of Global Fund TA modality would you suggest for enhancing efficiency and cost-effectiveness?
 - b. What alternative types of Global Fund TA modality would you suggest for enhancing sustainability?
5. What should be the balance between short-, medium- and long-term TA for Global Fund support?
6. The Global Fund strategy recommends that CCMs and PRs develop sound national TA plans. Does GMS provide support for this currently, or is this a potential area for future TS?

Overarching question

- I. Are there any key strengths or challenges for GMS II that we haven't touched on?

GMS consultants focus groups

- I. Participant introductions to cover:
 - a. How long have you been a GMS consultant?
 - b. Have you been certified by GMS?
 - c. How many GMS I and GMS II assignments have you done?
 - d. What are the roles you have undertaken on those assignments (TL, TM, local consultant)
 - e. What other non-GMS Global Fund TA support have you been involved with?
2. How effective is GMS II training (not GMS I) in preparing consultants for assignments? Strengths/weaknesses/areas for improvement?
3. How effective is post-training GMS II (not GMS I) support for ongoing learning? Strengths/weaknesses/areas for improvement?
4. How effective is the GMS II certification process as a quality control mechanism? Strengths/weaknesses/areas for improvement?
5. How adequately prepared are you prior to your first trip on a new assignment? Strengths/weaknesses/areas for improvement? (Check for confidence and preparedness for working in new country contexts.)
6. On your first trip, when you are validating the CCMs/PRs TA needs, how common is it for the real TA need to vary from what was expected?
 - a. What could be done to minimize this variance and better specify TA needs ahead of missions?
 - b. Where the TA needs vary, is there flexibility (by GMS teams and TA recipients) to vary the orientation of the TA assignment? What challenges does this pose?
7. To what extent are the tools developed by GMS II helpful in your TA assignments? Strengths/weaknesses/areas for improvement?
8. How does GMS II go about providing backup support and supervision for teams on assignment? Strengths/weaknesses/areas for improvement?
9. On trips do you work with other organizations beyond the CCMs and PRs (national, development partners, other TA providers)? To what extent and for what purpose? Probe: do you try to link the CCMs and PRs with others who can provide medium- to longer-term capacity building to build on the short-term work done by GMS?
10. To what extent have your GMS II assignments met their objectives?
 - a. What happened as a result of the TA?
 - b. Do you consider these results sustainable? Why/why not?

- c. In addition to deliverables and immediate outputs achieved by the end of the GMS assignment, are you aware of any longer-term outcomes that flowed from the immediate results?
11. What do you consider to be the strengths and weaknesses of the GMS II TA modality?
 - a. What improvements could be made?
 - b. To what extent do the TA recipients meaningfully participate in and own the TA, or is there an expectation that the GMS team will do everything? (Provide examples).
 - c. Are the size and composition of the teams, LOE and number of trips appropriate?
 - d. How could the cost-effectiveness of GMS II TA be enhanced?
 - e. How could the sustainability of results from GMS II TA be enhanced?
 - f. Views on balance between short-, medium- and long-term TA.
 - g. From any work you have done in providing Global Fund TA with non-GMS TA providers or your observations of the work done by these providers, what do you consider to be the comparative strengths and weaknesses of the TA modalities of GMS and non-GMS providers?
 12. Following an assignment do you receive any feedback from GMS? Do you find this feedback useful?
 13. Do GMS consultant teams and the GMS office capture lessons learned from your assignments? How is this done? How is this information used by consultants and GMS? What evidence is there of how lessons learned are used, and what changes have there been?
 14. What do you see as the priority areas for TA support to CCMs and PRs in the remaining two years of the GMS II contract? (Explore SR and SSR management-related needs.)
 15. If USAID continues to support a Global Fund TS mechanism for another five years after the end of the GMS contract in 2017, what do you see as the key priority areas for Global Fund TA and expertise that should be provided? (not necessarily limited to short-term governance and management related TA)
 16. How would you like future Global Fund TA to be delivered?
 - a. What alternative types of Global Fund TA modality would you suggest for enhancing efficiency and cost-effectiveness?
 - b. What alternative types of Global Fund TA modality would you suggest for enhancing sustainability?

GMS Team Leader interviews (for assignments in Uganda, Ghana and Bangladesh only)

Note: questions about “assignments” apply only to the assignments in Uganda/Ghana/Bangladesh.

1. How long have you been a GMS consultant and how long have you been a Team Leader?
2. How many GMS I and GMS II assignments have you done as a Team Leader?
3. What other non-GMS Global Fund TA support have you been involved with?
4. How adequately prepared were you and your team members prior to your first trip on this assignment? Strengths/weaknesses/areas for improvement?

5. When you arrived in country and did your initial assessment, did the TA need vary in any significant way from the TA request and/or the TA approved by USAID? If so, how? How did you respond?
6. To what extent were the tools developed by GMS II helpful in this assignment?
Strengths/weaknesses/areas for improvement?
7. How did GMS II go about providing backup support and supervision for this assignment?
Strengths/weaknesses/areas for improvement?
8. On this assignment did you work with other organizations beyond the CCMs and PRs (national, development partners, other TA providers)? To what extent and for what purpose? Probe: did you try to link the CCMs and PRs with others who can provide medium- to longer-term capacity building to build on the short-term work done by GMS?
9. As a Team Leader, how to you go about creating country ownership of the process and the product of the TA support? (Prompts for who makes decisions and decision-making process)
10. What do you see as the key strengths and weaknesses of the TA you and your team provided on this assignment? What were the most significant challenges you faced on this assignment?
11. To what extent did your GMS II assignment meet its objectives?
 - a. What happened as a result of the TA?
 - b. Do you consider these results sustainable? Why/why not?
 - c. In addition to deliverables and immediate outputs achieved by the end of the GMS assignment, are you aware of any longer-term outcomes that flowed from the immediate results?
12. What were the most important strengths and weaknesses of your team?
13. Were there any key lessons learned? Were these lessons learned captured and used by GMS? How?
14. Following the assignment, did you receive any feedback from GMS? Did you find this feedback useful?
15. What do you see as the priority areas for TA support to CCMs and PRs in the remaining two years of the GMS II contract? (Explore SR and SSR management-related needs.)
16. If USAID continues to support a Global Fund TS mechanism for another five years after the end of the GMS contract in 2017, what do you see as the key priority areas for Global Fund TA and expertise that should be provided? (not necessarily limited to short-term governance and management related TA)
17. How would you like future Global Fund TA to be delivered?
 - a. What alternative types of Global Fund TA modality would you suggest for enhancing efficiency and cost-effectiveness?
 - b. What alternative types of Global Fund TA modality would you suggest for enhancing sustainability?

USAID Multilateral Team interviews

1. What do you see as the key strengths and weaknesses/challenges of GMS's work each of the three objectives?
2. In what ways could GMS strengthen its work in each of the three objectives over the remainder of the contract?
3. Based on your knowledge of GMS, are there areas where costs could be lowered without compromising quality?
4. To what extent does GMS capture and effectively disseminate strategic knowledge generated by the program?
 - a. What do you see as the purpose and importance of this type of activity?
 - b. Are there opportunities to enhance GMS efforts in this area?
5. The updated U.S. Government Global Fund TA Strategic Framework was approved in Sep 2013, one year into the GMS II contract. What were the key changes relevant to GMS II, and how effectively has GMS II responded to the new framework?
6. "This is just short-term TA and cannot be expected to offer long-term solutions to institutional problems, but the results can be integrated into our [USAID] capacity building so we can follow up to institutionalize with TA partners." Quote of USAID staffer in country from GMS I MTR.
 - a. To what extent do USAID missions take this approach?
 - b. Does GMS, the Global Fund Secretariat or USAID attempt to identify longer-term TA needs emerging from GMS assignments and link PRs and CCMs to possible providers?
7. What is your view on the appropriateness of the size of GMS consultant teams? (too small/large/about right)
8. What is the extent and effectiveness of GMS communication and collaboration with the Global Fund Secretariat? What do you see as the main purpose of such collaboration?
9. For other Global Fund TA providers, both bilaterals and multilaterals (e.g., WHO, TSFs, French, GIZ), how does GMS TA interface/relate to these other sources of TA in terms of complementarity, duplication, overlap? Is there coordination relating to the different sources of TA, and how effectively does this occur?
10. What is the current status of the development of a common logic model across Global Fund TA providers?
11. What are the key factors or criteria used by the TSAP/USAID in either rejecting requests for GMS TA from eligible countries or referring those requests to a non-U.S. Government Global Fund TA provider?
 - a. Are the criteria clear and known to other partners, and is the process of assessing TA requests transparent?
12. Has the level of mission buy-in of GMS TA using field support funds been at the level expected by USAID/Washington?

- a. What has been the experience/issues relating to missions using field support funds for GSM TA?
13. There doesn't appear to have been much demand for medium- to longer-term TA under GSM II. Why is this?
14. What are the key changes that you anticipate in the Global Fund's strategic directions and how it operationalizes those strategies over the next five years? How will those changes impact on Global Fund TS needs?
 - a. Where is CCM reform likely to head: likely scenarios and implications for TA?
15. Are there specific changes to the OGAC and USAID processes that could enable the TA provided to be more effective?
16. How effective is MSH's management of GSM?
 - a. What are the strengths, weaknesses and opportunities for improvement?
 - b. Is MSH responsive to the needs of USAID?
17. Can you see any cost savings/efficiency opportunities and/or ways to increase the return on investment from GSM II?
18. What do you see as the priority areas for TA support to CCMs and PRs in the remaining two years of the GSM II contract? Any emerging or anticipated trends in TA needs? (Explore SR and SSR management-related needs.)
19. If USAID continues to support a Global Fund TS mechanism for another five years after the end of the GSM contract in 2017, what do you see as the key priority areas for Global Fund TA and expertise that should be provided? (not necessarily limited to short-term governance and management related TA)
20. How would you like future Global Fund TA to be delivered?
 - a. What alternative types of Global Fund TA modality would you suggest for enhancing efficiency and cost-effectiveness?
 - b. What alternative types of Global Fund TA modality would you suggest for enhancing sustainability?
21. What should be the balance between short-, medium- and long-term TA for Global Fund support?
22. The Global Fund strategy recommends that CCMs and PRs develop sound national TA plans. Does GSM provide support for this currently, or is this a potential area for future TS?

USAID: TB and Malaria teams, Regional Advisors and Commodity Logistics Advisor and LAC Bureau

1. Can you please give us an overview of how your team and your position/job is involved with overseeing and implementing the U.S. Government's strategy for Global Fund technical support?
2. What has been your degree of involvement with GSM II and in which areas?
3. What do you see as the key strengths and weaknesses/challenges of GSM's work?
 - a. In what ways could GSM build on its strengths and address any weaknesses and challenges?

- b. How does GMS II compare to other Global Fund TA providers in terms of quality, timeliness, effectiveness and results?
 - c. COMMODITY LOGISTICS: How effective is GMS PSM TA in achieving needed results? Areas for improvement?
4. Does GMS TA have a strategic value to the Global Fund and to the U.S. Government? If so, in what ways?
 - a. What do you see as the niche role and comparative advantages of GMS technical support to the Global Fund?
 - b. What level of priority do you think should be accorded to crosscutting Global Fund technical support in the areas of CCM governance and oversight and PR management vis-à-vis programmatic technical support? Does U.S. Government TS to the Global Fund currently have this balance right?
 5. In your view, to what extent are the results of GMS II TA sustainable?
 - a. What are the key factors that contribute to sustainability? (Sustainability covering increasing partner government funding and increasing organizational, management and technical capacity of Global Fund grant recipients)
 6. Over the remaining two years of the GMS II contract, what do you see as the priority areas for U.S. Government TA support to the Global Fund, particularly for CCMs and PRs?
 - a. Are there any emerging or anticipated trends in TA needs?
 - b. To what extent is current GMS support aligned to the priority areas you have just outlined?
 7. If the U.S. Government continues to support a Global Fund TS mechanism for another five years after the end of the GMS contract in 2017, what do you see as the key priority areas for Global Fund TA that should be supported by the U.S. Government? (Taking a broad perspective, including short- to medium-term governance and management related TA and also programmatic TA)
 8. What should be the balance between short-, medium- and long-term TA for Global Fund support by the U.S. Government?
 9. From 2017, do you see the need for any changes in TA modalities for future U.S. Government-supported Global Fund TA (not just confined to GMS's area of TA)?
 - a. What alternative types of Global Fund TA modalities would you suggest for enhancing efficiency and cost-effectiveness?
 - b. What alternative types of Global Fund TA modalities would you suggest for enhancing sustainability? (Sustainability covering increasing partner government funding and increasing organizational, management and technical capacity of Global Fund grant recipients).

U.S. Government Office of the Global AIDS Coordinator

- I. Can you please give us an overview of how OGAC and your position/job is involved with overseeing and implementing the U.S. Government's strategy for Global Fund TA and your previous roles outside of OGAC in relation to the Global Fund?

2. What has been your degree of involvement with GMS II and in which areas?
3. What do you see as the key strengths and weaknesses/challenges of GMS's work?
 - a. In what ways could GMS build on its strengths and address any weaknesses and challenges?
 - b. How does GMS II compare to other Global Fund TA providers in terms of quality, timeliness, effectiveness and results?
4. Does GMS TA have a strategic value to the Global Fund and to the U.S. Government? If so, in what ways?
 - a. What do you see as the niche role and comparative advantages of GMS technical support to the Global Fund?
5. To what extent are the results of GMS II TA sustainable?
 - a. What are the key factors that contribute to sustainability? (Sustainability covering increasing partner government funding and increasing organizational, management and technical capacity of Global Fund grant recipients)
6. Over the remaining two years of the GMS II contract, what do you see as the priority areas for U.S. Government TA support to the Global Fund, particularly for CCMs and PRs?
 - a. Are there any emerging or anticipated trends in TA needs?
 - b. To what extent is current GMS support aligned to the priority areas you have just outlined?
7. What key changes do you anticipate in the next Global Fund Strategy, and how will they be operationalized? How will these changes affect TA needs (new TA needs/changes in TA needs)?
8. If the U.S. Government continues to support a Global Fund TS mechanism for another five years after the end of the GMS contract in 2017, what do you see as the key priority areas for Global Fund TA that should be supported by the U.S. Government? (Taking a broad perspective including short- to medium-term governance and management related TA and also programmatic TA)
9. What should be the balance between short-, medium- and long-term TA for Global Fund support by the U.S. Government?
10. From 2017, do you see the need for any changes in TA modalities for future U.S. Government-supported Global Fund TA (not just confined to GMS's area of TA)?
 - a. What alternative types of Global Fund TA modalities would you suggest for enhancing efficiency and cost-effectiveness?
 - b. What alternative types of Global Fund TA modalities would you suggest for enhancing sustainability? (sustainability covering increasing partner government funding and increasing organizational, management and technical capacity of Global Fund grant recipients).

U.S. Government: Department of Health and Human Services

1. Can you please give us an overview of how HHS and your position/job is involved with overseeing and implementing the U.S. Government's strategy for Global Fund TA?
2. What has been your degree of involvement with GMS II and in which areas?

3. What do you see as the key strengths and weaknesses/challenges of GMS's work?
 - a. In what ways could GMS build on its strengths and address any weaknesses and challenges?
4. Does GMS TA have a strategic value to the Global Fund and to the U.S. Government? If so, in what ways?
 - a. What do you see as the niche role and comparative advantages of GMS technical support to the Global Fund?
5. To what extent are the results of GMS II TA sustainable?
 - a. What are the key factors that contribute to sustainability? (Sustainability covering increasing partner government funding and increasing organizational, management and technical capacity of Global Fund grant recipients)
6. Over the remaining two years of the GMS II contract, what do you see as the priority areas for U.S. Government TA support to the Global Fund, particularly for CCMs and PRs?
 - a. Are there any emerging or anticipated trends in TA needs?
 - b. To what extent is current GMS TA aligned to the priority areas you have just outlined?
7. What key changes do you anticipate in the next Global Fund Strategy, and how that will be operationalized? How will these changes affect TA needs (new TA needs/changes in TA needs)?
8. If the U.S. Government continues to support a Global Fund TS mechanism for another five years after the end of the GMS contract in 2017, what do you see as the key priority areas for Global Fund TA that should be supported by the U.S. Government? (Taking a broad perspective including short- to medium-term governance and management related TA and also programmatic TA)
9. What should be the balance between short-, medium- and long-term TA for Global Fund support by the U.S. Government?
10. From 2017, do you see the need for any changes in TA modalities for future U.S. Government-supported Global Fund TA (not just confined to GMS's area of TA)?
 - a. What alternative types of Global Fund TA modalities would you suggest for enhancing efficiency and cost-effectiveness?
 - b. What alternative types of Global Fund TA modalities would you suggest for enhancing sustainability? (sustainability covering increasing partner government funding and increasing organizational, management and technical capacity of Global Fund grant recipients)

Recipients of GMS II technical assistance: CCMs, PRs/SRs

1. Does your (CCM/PR) have a TA plan and budget for TA? (Check \$ budget, how the plan is developed and areas of TA)
2. Why did you request TA for the assignment which was carried out by GMS II, and how did you go about determining exactly what type of TA you needed (developing the SOW)? What did you hope to gain from the TA? If you asked for GMS in your application, why was this? Specifically, what type of TA did you request?
 - a. CCM: EPA/post-EPA/non-EPA

- b. PR: Grant making/PR M&E/PSM/Financial Management/Grant start-up/Dashboard/PR restructuring/Consolidation/Phase 2/Pre-NFM/Change of PR.
3. What was your perception of the quality of TA provided by GMS II (since Sept 2012)?
 - a. Was GMS II flexible in the way it responded to your TA needs? How? (including response to needs identified subsequent to the TA request/when the GMS II team arrived in-country)
 - b. Did the TA achieve its objectives, and what happened as a result of the TA?
 - c. In addition to deliverables and immediate outputs achieved by the end of the GMS assignment, were there any longer-term outcomes? (e.g., improved governance/management, improved grant performance etc.).
 - d. Do you consider these results sustainable? Why/why not? Evidence of lasting change?
 - e. Did the TA increase your understanding about Global Fund policies, procedures, and processes? Which ones?
 - f. Did the GMS TA team help you to develop tools, instruments, plans, or materials for your work? If so, what was developed? Are they useful? Does your organization still use the tools?
 - g. Did you learn anything from the GMS II TA that you have used to make broader improvements in your organization (not necessarily Global Fund-related)? What improvements?
 4. GMS II delivers short-term TA to address bottlenecks in governance and management. Have any bilateral and multilateral development partners supported medium- to longer-term capacity building to build on the short-term work done by GMS? How?
 5. What did you think of the way that TA was provided by GMS? (Prompts: Well organized? Did GMS consultants facilitate you to be the primary problem solvers of issues? How did they do this? Was their approach effective? Or did they do most of the work? Did you feel that the timeframe (six months, three visits) was appropriate for the type of TA requested?)
 - a. What did you like best about the way the GMS consultant team approached the task?
 - b. What did you like least?
 - c. How could GMS improve how it provides TA?
 - d. Did the GMS consultant team work with you to understand your needs so that their TA was tailored to your situation? How did they do this, and was it effective?
 - e. Did the GMS consultant team have appropriate knowledge about Global Fund procedures and processes? Did they arrive in country well prepared and knowledgeable of your situation?
 - f. Did the GMS TA team consult with or work with other TA providers at the country level? Was this needed? Was any consultation or joint work effective?
 - g. Did a local consultant work with the GMS team? What did the local consultant do over a six-month period and since the end of the assignment? Do you think that the local consultant has the appropriate knowledge and experience to provide you with adequate support and would you engage them for more TA?
 6. What is the value of GMS technical support from your perspective?

7. Not including the TA you have received from GMS II, have you requested and/or received TA for Global Fund-related issues before or since the GMS TA? If so, from whom? What type of TA did you request/receive? What was the source of funds for this TA? Were you satisfied with the quality of the TA and the results and how does that compare to GMS II TA?
8. For future TA needs, would you consider paying for TA provided by GMS II RPs instead of through the U.S. Government and GMS II? Why/why not?
9. Are there any unmet Global Fund TA needs, especially short term governance and management related TA for CCMs and PRs, that should be a priority for this country over the next two years? (Explore SR and SSR management related needs.)
10. If USAID continues to support a Global Fund TS mechanism for another five years after the end of the GMS contract in 2017, for this country what do you see as the key priority areas for Global Fund TA and expertise that should be provided? (not necessarily limited to short-term governance and management related TA)
11. How would you like future Global Fund TA to be delivered?
 - a. What alternative types of Global Fund TA modality would you suggest for enhancing efficiency and cost-effectiveness?
 - b. What alternative types of Global Fund TA modality would you suggest for enhancing sustainability?
12. Is there anything else that you would like to mention about your experience with GMS technical assistance?

PR/SR recipients of GMS technical assistance for the dashboard pilot

1. What are the prerequisites that need to be in place to enable the PR DB to be introduced (prompts: effective M&E system, PR commitment, etc.)?
2. What problems did you encounter when preparing for and setting up the dashboard? Did GMS II help you overcome these problems? How? Was their help effective? (Prompt for non-dashboard specific problems such as robust M&E system, SR capacity to input, etc.).
3. Overall, how satisfied or dissatisfied were you with the dashboard TA provided by GMS?
4. Do you find the PR DB a useful tool? How? (Prompt: is it user friendly?)
5. What do you most like about the dashboard?
6. What do you least like about the dashboard?
7. How could the dashboard be improved?
8. Has the PR DB helped improve CCM oversight and PR management and grant performance? How?
9. Have you used the dashboard to identify priority areas where you have needed TA? Examples?
10. Have you learned anything from using the dashboard that you have used to make broader improvements in your organization (not necessarily Global Fund-related)? What improvements?

11. What support is needed for CCMs and PRs to make more effective use of dashboards? Is GMS or other TS providers providing this support?

In-country field staff–USAID missions, PEPFAR and multilateral agencies (e.g., UNAIDS and WHO)

1. What involvement have you had with Global Fund programming in this country?
2. What experience have you had with Grant Management Solutions II since September 2012?
3. Since September 2012, in your opinion what have been the key Global Fund-related TA needs in this country (especially short-term governance and management related TA for CCMs and PRs)?
4. How effective do you think CCMs and PRs are in identifying their TS needs? Have their TA requests to GMS II reflected what you see as their priority TS needs?
5. What is your perception of the quality of TA provided by GMS II (since Sept 2012)?
 - a. Was GMS II flexible in the way it responded to the TA needs in this country? How? (including response to needs identified subsequent to the TA request)
 - b. Did the TA achieve its objectives?
 - c. What happened as a result of the TA?
 - d. In addition to deliverables and immediate outputs achieved by the end of the GMS assignment, were there any longer-term outcomes? (e.g., improved governance/management, improved grant performance etc.)
 - e. Do you consider these results sustainable? Why/why not? Evidence of lasting change?
 - f. Are the CCM and PRs still using any tools, instruments, plans or materials developed as part of the GMS II assignment?
6. Have any bilateral and multilateral development partners in this country supported medium- to longer-term capacity building to build on the short-term work done by GMS? How? Who initiated this TA?
7. What did you think of the way TA was provided by GMS II?
 - a. Did the GMS II consultant team have appropriate knowledge about Global Fund procedures and processes and solutions appropriate for this country?
 - b. What did you like best about the way the GMS consultant team approached the task?
 - c. What did you like least?
 - d. Was the team size, team composition and duration of the GMS TA appropriate?
 - e. Describe how the GMS II consultants worked with CCM/PR staff, CCM members, other partners, Global Fund Portfolio manager, etc. Was their approach appropriate and effective? How could it be improved?
8. Are there any unmet Global Fund TA needs, especially short-term governance and management related TA for CCMs and PRs, that should be a priority for this country over the next two years? (Explore SR and SSR management-related needs.)

9. If USAID continues to support a Global Fund TS mechanism for another five years after the end of the GMS contract in 2017, for this country (and more broadly), what do you see as the key priority areas for Global Fund TA and expertise that should be provided? (not limited to short-term governance and management related TA but including all Global Fund TA needs, including technical support for program implementation.)
10. How would you like future Global Fund TA to be delivered?
 - a. What alternative types of Global Fund TA modality would you suggest for enhancing efficiency and cost-effectiveness?
 - b. What alternative types of Global Fund TA modality would you suggest for enhancing sustainability?
11. Is there anything else that you would like to mention about your experience with GMS II technical assistance?

For USAID mission staff only

1. Has your mission used or considered using field support funds to purchase GMS II TA? (Explore why/why not; experience of GMS management of the TA and responsiveness to the mission; any issues on who is the client—mission or CCM/PR?)

Multilaterals at global and regional levels (WHO, UNAIDS, RBM, etc.)

1. What degree of engagement does your organization have with USAID or the USAID-funded GMS on TA to the Global Fund?
2. Has USAID or GMS sought to coordinate assistance in collaboration or consultation with your organization?
 - a. If so, how is this coordination or collaboration managed or arranged?
3. What are your impressions of the appropriateness and quality of TA that GMS provides to Global Fund recipients?
4. What do you see as the particular niche or comparative advantage, if any, of GMS TA to the Global Fund?
5. What do you see as being the priority needs of Global Fund recipients in terms of TA?
6. Do you view GMS TA providing any longer-term benefits to Global Fund funding recipients?
 - a. If so, in what way?
7. In the longer term, what do you see as being the future needs or areas of unmet need of Global Fund recipients in terms of TS?
8. Are there ways that USAID or the GMS could work more effectively with:
 - a. the Global Fund
 - b. Global Fund funding recipients
 - c. your organization

9. What are your organization's future plans for TA to Global Fund recipients?
10. More broadly, where do you see the future focus of donor assistance to the Global Fund heading in terms of the type of assistance modalities, priority areas of future assistance and focus of disease burden response?
11. Are there alternative TA modalities that may be more effective in support of Global Fund objectives, particularly in light of the NFM architecture, than the TA models currently employed?

GMS II Regional Partners

1. Can you please give a brief overview description of your organization in terms of structure, expertise and your clients (not just in relation to Global Fund and GSM work)?
2. How many GSM II consultants are affiliated with your organization? How many have been certified? How many have undertaken a GSM II assignment?
3. Can you please give us a brief overview of how GSM II and their partners have been working with you since September 2012?
4. Has your organization's capacity been increased as a result of TA from GSM and its partners? What key changes can you point to?
5. Have you identified areas where your organization needs further strengthening?
6. What are your perceptions of the quality of TA provided by GSM II and its Tier I partners in organizational development?
 - a. What were your primary needs, and has the TA met those needs? Was there flexibility to tailor the TA to accommodate your needs?
 - b. What were the strengths and weaknesses of the mentorship model used in PY1?
 - c. What were the strengths and weaknesses of the marketplace model used in PY2?
 - d. What were the strengths and weaknesses of business coaching model used in PY3?
7. Over the last three years how much Global Fund governance and management related TA work for CCMs and PRs has your organization undertaken as part of:
 - a. GSM II assignments commissioned by GSM in Washington (in which your consultants have taken part)
 - b. Other Global Fund TA not commissioned by GSM? (all Global Fund TA work, not just CCM and PR)
8. Did your organization apply for Global Fund IQCs? What was your experience? Do you see this a significant potential source of future funding and why/why not?
9. Direct contracts for TA between the Global Fund Secretariat and CCMs and PRs and your organization: do you see this a significant potential source of future business? Why/why not?
 - a. What are the obstacles to obtaining this type of work and how could they be overcome?

- b. What is your assessment of the extent of market demand for Global Fund TA from GMS-trained RPs for work commissioned directly with your organization rather than through GMS? What do you base your assessment on?
 - c. Have you developed any innovative TA products or services that your organization can directly propose to Global Fund grantees? Do you have any plans to do so?
 - d. Is your organization interested in pursuing unsolicited contracts with the Global Fund and Global Fund grantees? Do you see this a significant potential source of future funding? Why/why not? What are the benefits and risks?
10. As CCMs and PRs can get free TA through GMS and other mechanisms, does this affect demand for TA services from Regional Partners if the client needs to pay?
11. How do you go about measuring and assuring the quality of work of your organization?
12. Does GMS monitor the quality of your Global Fund TA work? How do they do this? What have been the results?
13. Do you have expertise in working with civil society, including community groups of key populations and people affected by HIV, TB and malaria? Please outline your expertise.
14. Were you involved in collaborative work with other RPs as part of the Innovation Hubs?
- a. Were you satisfied with the GMS facilitation of this work (strengths and weaknesses)?
 - b. What have been the results to date of this work?
 - c. What lessons were learned through this work?
 - d. Did the Innovation Hubs open your eyes to new ways of working and generating business, or do you see this as too time-consuming and risky for the potential return?
15. Over the life of GMS II there has been a lot of change in relation to Objective 2.
- a. What have been the key lessons learned?
 - b. Have the changes to Objective 2 adequately responded to those lessons learned? How?
 - c. In the design of Objective 2, were there any planning errors or assumptions that have not held true?
 - d. Over the remaining one year of GMS II RP support, are there any changes you would like to see in how Objective 2 is implemented?
16. What is the value of GMS technical support, from your perspective?
17. If USAID continues to support a Global Fund TS mechanism for another five years after the end of the GMS contract in 2017, in this region, what do you see as the key priority areas for Global Fund TA and expertise that should be provided through a new project? (not necessarily limited to short-term governance and management related TA)
18. If USAID does continue to support a Global Fund TS mechanism from 2017 onwards, should it include continued support for RP strengthening, and why? What would be the key things and approaches you would like to see in any new program in relation to RP strengthening?

19. Is there anything else that you would like to mention about your experience with GMS II technical assistance?

GMS II Regional Partners Innovation Hubs Focus Group (Kenya only)

1. Can you elaborate upon the formation, function and benefit of the Innovation Hubs?
2. How do you define “innovation” within the context of the Innovation Hub?
3. What have been the most useful assistance and outcomes from GMS assistance?
4. Are there still gaps in capacity that require further strengthening?
5. What have been the results to date of this work? How much business related to the Innovation Hubs’ work has been generated directly attributable to GMS assistance from the following sources:
 - a. the Global Fund
 - b. Commercially
 - c. Other donor consulting
6. Where do you go from here with the Innovation Hub concept?
 - a. How can this partnership be sustained and expanded?
 - b. Market analysis: where are the future innovative opportunities to provide TA to the Global Fund and/or other entities?
7. Is this genuine South-South collaboration, or is there a degree of dependency upon GMS or other external support to sustain this model?
8. What lessons were learned through this work?
9. Did the innovation hubs open your eyes to new ways of working and generating business, or do you see this as too time-consuming and risky for the potential return?

Global Fund Secretariat Fund Portfolio Managers

1. What contact do you have with GMS on a regular and episodic basis?
2. What is your perception of the quality of TA provided by GMS II (since Sept 2012)?
 - a. Was GMS II flexible in the way it responded to the TA needs in this country? How? (including response to needs identified subsequent to the TA request)
 - b. Did the TA achieve its objectives?
 - c. What happened as a result of the TA?
 - d. In addition to deliverables and immediate outputs achieved by the end of the GMS assignment, were there any longer-term outcomes (e.g., improved governance/management, improved grant performance etc.)?
 - e. Do you consider these results sustainable? Why/why not?

- f. Are the CCM and PRs still using any tools, instruments, plans or materials developed as part of the GMS II assignment?
3. Does GMS support correlate with what you see as the high-priority TA needs in the areas of governance and management? Any key unmet needs?
4. Is TA by GMS based on a sound analysis of the problems that CCMs and PRs face?
5. Do you receive reports from GMS after trips and assignments have been completed? How do you use those reports? Does GMS have any confidentiality obligations to CCMs and PRs that constrain their communication with you?
6. Do you think that the LOE for GMS assignments (six months, three visits) is too short, sufficient or too long?
7. What is your view on the appropriateness of the size of GMS consultant teams? (too small/large/about right)
8. In what ways do you find the tools developed by GMS to be useful for current and future Global Fund activities? Areas for improvement?
9. Based on what you have observed, do you think that the GMS TA model can be improved? How?
10. What information do you have on the impact to date of the PR dashboard on PR grant management and performance?
 - a. To what extent are PRs using the dashboard in decision making for management and program improvement?
 - b. Is there evidence of PRs using the dashboard to identify priority areas of TA?
 - c. Uptake/resistance to adoption of dashboards?
11. What support is needed for CCMs and PRs to make more effective use of dashboards? Are GMS or other TS providers providing this support?
12. The Global Fund strategy recommends that CCMs and PRs develop sound national TA plans. Is the Global Fund still promoting this? To what extent does this happen, and what is the quality of the plans? Do the plans get implemented and if so, how effectively? Impediments?
13. What is the strategic value of GMS TA to the Global Fund? How is it valuable?
14. How does GMS TA compare to Global Fund-related short-term technical assistance provided by other TA providers? (Prompts: quality, timeliness, etc.)
15. What key changes do you anticipate in the next Global Fund Strategy, and how they will be operationalized? How will these changes affect TA needs (new TA needs/changes in TA needs)?
16. What do you see as the priority areas for TA support to CCMs and PRs in the remaining two years of the GMS II contract? Any emerging or anticipated trends in TA needs? (Explore SR and SSR management related needs.)
17. If USAID continues to support a Global Fund TS mechanism for another five years after the end of the GMS contract in 2017, what do you see as the key priority areas for Global Fund TA and

expertise that should be provided? (short-term governance and management related TA and programmatic TA)

18. What should be the balance between short-, medium- and long-term TA for Global Fund support?

19. How would you like future Global Fund TA to be delivered?

- a. What alternative types of Global Fund TA modality would you suggest for enhancing efficiency and cost-effectiveness?
- b. What alternative types of Global Fund TA modality would you suggest for enhancing sustainability?

Global Fund Secretariat Regional Managers

1. What contact do you have with GMS on a regular and episodic basis?
2. What is your perception of the quality of TA provided by GMS II (since Sept 2012)?
 - a. Was GMS II flexible in the way it responded to the TA needs in countries? How?
 - b. Did the TA achieve its objectives?
 - c. What happened as a result of the TA?
 - d. In addition to deliverables and immediate outputs achieved by the end of the GMS assignment, were there any longer-term outcomes (e.g., improved governance/management, improved grant performance etc.)?
 - e. Do you consider these results sustainable? Why/why not?
 - f. Are the CCM and PRs still using any tools, instruments, plans or materials developed as part of the GMS II assignment?
3. Does GMS support correlate with what you see as the high-priority TA needs in the areas of governance and management? Any key unmet needs?
 - a. Is TA by GMS based on a sound analysis of the problems that CCMs and PRs face?
4. Based on what you have observed, do you think that the GMS TA model can be improved? How?
5. What information do you have on the impact to date of the PR dashboard on PR grant management and performance?
 - a. To what extent are PRs using the dashboard in decision making for management and program improvement?
 - b. Is there evidence of PRs using the dashboard to identify priority areas of TA?
 - c. Uptake/resistance to adoption of dashboards?
6. What support is needed for CCMs and PRs to make more effective use of dashboards? Are GMS or other TS providers providing this support?
7. The Global Fund strategy recommends that CCMs and PRs develop sound national TA plans. Is the Global Fund still promoting this? To what extent does this happen, and what is the quality of the plans? Do the plans get implemented, and if so, how effectively? Impediments?

8. What is the strategic value of GMS TA to the Global Fund? How is it valuable?
9. What key changes do you anticipate in the next Global Fund Strategy, and how they will be operationalized? How will these changes affect TA needs (new TA needs/changes in TA needs)?
10. What do you see as the priority areas for TA support to CCMs and PRs in the remaining two years of the GMS II contract? Any emerging or anticipated trends in TA needs? (Explore SR and SSR management-related needs.)
11. If USAID continues to support a Global Fund TS mechanism for another five years after the end of the GMS contract in 2017, what do you see as the key priority areas for Global Fund TA and expertise that should be provided? (short-term governance and management related TA and programmatic TA)
12. What should be the balance between short-, medium- and long-term TA for Global Fund support?
13. How would you like future Global Fund TA to be delivered?
 - a. What alternative types of Global Fund TA modality would you suggest for enhancing efficiency and cost-effectiveness?
 - b. What alternative types of Global Fund TA modality would you suggest for enhancing sustainability?

Global Fund Secretariat: CCM Hub

1. What contact do you have with GMS on a regular and episodic basis?
2. What is your perception of the quality of the CCM TA provided by GMS II (since Sept 2012)?
 - a. Has GMS II been flexible in the way it has responded to TA needs in CCM strengthening? How?
 - b. To what extent has GMS II TA achieved strengthened CCMs and in what ways?
 - c. In addition to deliverables and immediate outputs achieved by GMS CCM assignments, to what extent have any longer-term outcomes been achieved? (e.g., EPA, improved governance/improved grant performance, etc.)
 - d. Do you consider these results sustainable? Why/why not?
 - e. To what extent are CCMs still using any tools, instruments, plans or materials developed as part of GMS II assignments?
3. Does GMS support correlate with what you see as the high-priority TA needs for CCMs? Any key unmet needs?
4. Is TA by GMS based on a sound analysis of the problems that CCMs face?
5. Do you receive reports from GMS after trips and assignments have been completed? How do you use those reports? Does GMS have any confidentiality obligations to CCMs that constrain their communication with you?
6. Do you think that the LOE for GMS assignments (six months, three visits) is too short, sufficient or too long?

7. Are the size and composition of GMS consulting teams and the duration of GMS assignments appropriate?
8. In what ways do you find the tools developed by GMS to be useful for current and future Global Fund activities? Areas for improvement?
9. Based on what you have observed, do you think that the GMS TA model can be improved? How?
10. What information do you have on the impact to date of the PR DB on CCM grant oversight and grant performance?
 - a. To what extent are CCMs using the dashboard for oversight of grant implementation?
11. What support is needed for CCMs to make more effective use of dashboards? Are GMS or other TS providers providing this support?
12. What is the strategic value of GMS TA to the Global Fund? How is it valuable?
13. The Global Fund strategy recommends that CCMs develop sound national TA plans. To what extent does this happen, and what is the quality of the plans? Do the plans get implemented and if so, how effectively?
14. Does GMS represent good VFM from a client perspective in comparison to other forms of similar TA?
15. Can you see any cost savings/efficiency opportunities and/or ways to increase the return on investment from GMS II?
16. The Global Fund strategy recommends that CCMs and PRs develop sound national TA plans. Is the Global Fund still promoting this? To what extent does this happen, and what is the quality of the plans? Do the plans get implemented, and if so, how effectively? Impediments?
17. What key changes do you anticipate in the next Global Fund Strategy, and how that will be operationalized? How will these changes affect TA needs (new TA needs/changes in TA needs)?
18. What do you see as the priority areas for TA support to CCMs in the remaining two years of the GMS II contract? Any emerging or anticipated trends in TA needs?
19. If USAID continues to support a Global Fund TS mechanism for another five years after the end of the GMS contract in 2017, what do you see as the key priority areas for Global Fund TA and expertise that should be provided? (short-term governance and management related TA and programmatic TA)
20. What should be the balance between short-, medium- and long-term TA for Global Fund support?
21. How would you like future Global Fund TA to be delivered?
 - a. What alternative types of Global Fund TA modality would you suggest for enhancing efficiency and cost-effectiveness?
 - b. What alternative types of Global Fund TA modality would you suggest for enhancing sustainability?

Global Fund Secretariat: Strategy Development Team, Grants Management Division, Technical Assistance & Partnership Unit, and Technical Cooperation Hub

1. What has been your degree of involvement with GSM II and in which areas?
2. What are your responsibilities for technical assistance in your work in the Global Fund?
3. What do you see as the key strengths and weaknesses/challenges of GSM's work?
4. In what ways could GSM strengthen its work?
5. What do you see as the particular or comparative advantage GSM technical support has in providing TA to Global Fund recipients?
6. What is the strategic value of GSM TA to the Global Fund? How is it valuable?
7. How does GSM II compare to other Global Fund TA providers in terms of quality, timeliness, effectiveness and results?
8. To what extent are the results of GSM II TA sustainable? What are the key factors that contribute to sustainability?
9. The Global Fund strategy recommends that CCMs and PRs develop sound national TA plans. Is the Global Fund still promoting this? To what extent does this happen, and what is the quality of the plans? Do the plans get implemented, and if so, how effectively? Impediments?
10. What are the key TA needs for countries that will be transitioning out of the Global Fund? Which TA providers are currently meeting those needs? Is this a growing area of demand?
11. What do you see as the priority areas for TA support to CCMs and PRs in the remaining two years of the GSM II contract? Any emerging or anticipated trends in TA needs?
12. If USAID continues to support a Global Fund TS mechanism for another five years after the end of the GSM contract in 2017, what do you see as the key priority areas for Global Fund TA and expertise that should be provided? (short-term governance and management related TA and programmatic TA)
 - a. What key changes do you anticipate in the next Global Fund Strategy, how that will be operationalized, and how will this affect TA needs (changes/new TA needs)?
13. What should be the balance between short-, medium- and long-term TA for Global Fund support?
14. How would you like future Global Fund TA to be delivered?
 - a. What alternative types of Global Fund TA modality would you suggest for enhancing efficiency and cost-effectiveness?
 - b. What alternative types of Global Fund TA modality would you suggest for enhancing sustainability?

Global Fund Secretariat: Community Rights and Gender Unit

1. Can you please give us a brief overview of the work of the Community Rights and Gender Unit, particularly in relation to the area of Global Fund technical support?

- a. Does technical support activities of the CRG Unit have any interface with the work of GMS II? If so, in what ways? (Prompts: check for any interface in relation to KP representation on CCMs and for civil society PRs/SRs)
 - b. What has been your degree of involvement with GMS II and in which areas? (Prompt: check for CRG interface with GMS Regional Partners)
2. What do you see as the key strengths and weaknesses/challenges of GMS's work?
 3. In what ways could GMS strengthen its work?
 4. What do you see as the particular or comparative advantage GMS technical support has in providing TA to Global Fund recipients?
 5. What is the strategic value of GMS TA to the Global Fund? How is it valuable?
 6. How does GMS II compare to other Global Fund TA providers in terms of quality, timeliness, effectiveness and results, particularly for technical support in relation to CRG issues?
 7. To what extent are the results of GMS II TA sustainable? What are the key factors that contribute to sustainability?
 8. The Global Fund strategy recommends that CCMs and PRs develop sound national TA plans. Is the Global Fund still promoting this? To what extent does this happen, and what is the quality of the plans from a CRG Unit perspective? Do the plans get implemented, and if so, how effectively? Impediments?
 9. What do you see as the priority areas for TA support to CCMs and PRs in the remaining two years of the GMS II contract? Any emerging or anticipated trends in TA needs?
 10. If USAID continues to support a Global Fund TS mechanism for another five years after the end of the GMS contract in 2017, what do you see as the key priority areas for Global Fund TA and expertise that should be provided? (short-term governance and management related TA and programmatic TA)
 - a. What key changes do you anticipate in the next Global Fund Strategy, how that will be operationalized, and how will this affect TA needs (changes/new TA needs)?
 11. What should be the balance between short-, medium- and long-term TA for Global Fund support?
 12. How would you like future Global Fund TA to be delivered?
 - a. What alternative types of Global Fund TA modality would you suggest for enhancing efficiency and cost-effectiveness?
 - b. What alternative types of Global Fund TA modality would you suggest for enhancing sustainability?

Global Fund Secretariat: Disease-specific and other coordinators (HIV, malaria, HSS) and Procurement and Program Finance and Control Departments

1. What are your responsibilities for technical assistance in your work in the Global Fund?
2. What has been your degree of involvement with GMS II and in which ways/areas?

3. What do you see as the key strengths and weaknesses/challenges of GSM's work?
 - a. In what ways could GSM build on its strengths and address any weaknesses and challenges?
 - b. How does GSM II compare to other Global Fund TA providers in terms of quality, timeliness, effectiveness and results?
 - c. COMMODITY LOGISTICS: How effective is GSM PSM TA in achieving needed results? Areas for improvement?
 - d. FINANCE: How effective is GSM management support to PRs in improving financial management of grants? Areas for improvement?
4. Does GSM TA have a strategic value to the Global Fund? If so, in what ways?
 - a. What do you see as the niche role and comparative advantages of GSM technical support to the Global Fund?
 - b. What level of priority do you think should be accorded to crosscutting Global Fund technical support in the areas of CCM governance and oversight and PR management vis-à-vis programmatic technical support? Does U.S. Government TS to the Global Fund currently have this balance right?
5. In your view, to what extent are the results of GSM II TA sustainable?
 - a. What are the key factors that contribute to sustainability? (Sustainability covering increasing partner government funding and increasing organizational, management and technical capacity of Global Fund grant recipients)
6. Over the remaining two years of the GSM II contract, what do you see as the priority areas for U.S. Government TA support to the Global Fund, particularly for CCMs and PRs?
 - a. Are there any emerging or anticipated trends in TA needs?
 - b. To what extent is current GSM support aligned to the priority areas you have just outlined?
7. If the U.S. Government continues to support a Global Fund TS mechanism for another five years after the end of the GSM contract in 2017, what do you see as the key priority areas for Global Fund TA that should be supported by the U.S. Government? (Taking a broad perspective, including short- to medium-term governance and management related TA and also programmatic TA)
 - a. What key changes do you anticipate in the next Global Fund Strategy, how that will be operationalized, and how will this affect TA needs (changes/new TA needs)?
8. What should be the balance between short-, medium- and long-term TA for Global Fund support by the U.S. Government?
9. From 2017, do you see the need for any changes in TA modalities for future U.S. Government-supported Global Fund TA (not just confined to GSM's area of TA)?
 - a. What alternative types of Global Fund TA modalities would you suggest for enhancing efficiency and cost-effectiveness?

- b. What alternative types of Global Fund TA modalities would you suggest for enhancing sustainability? (sustainability covering increasing partner government funding and increasing organizational, management and technical capacity of Global Fund grant recipients)

Other Global Fund technical support providers including UNAIDS, Technical Support Facilities, France Expertise International and GIZ Backup

1. Please describe the nature of your technical assistance (TA) to the Global Fund
 - a. What types of assistance/areas of work does your organization provide to Global Fund recipients?
 - b. Have there been occasions where TA funded by your organization has preceded, collaborated with or followed GSM TA?
2. Does your organization have any engagement with GSM?
 - a. If yes, is the nature of the engagement through a formalized mechanism or on an ad hoc opportunistic basis?
 - b. If yes, what is the nature of that engagement, and how do your organization and GSM work together?
 - c. Has GSM sought to coordinate assistance in collaboration or consultation with your organization?
 - i. If so, how is this coordination or collaboration managed or arranged?
3. Has your organization ever used GSM-qualified consultants on TA assignments in support of Global Fund recipients (e.g., CCM, PR, SR, SSR etc.)?
 - a. If yes, what have been your views on the quality and technical competence of GSM-qualified consultants?
4. Can you describe your views of the value of GSM assistance to Global Fund recipients?
 - a. What do you see as the strengths/weaknesses or advantages and disadvantages of GSM assistance to Global Fund recipients?
5. In your experience, how would you describe the quality of GSM TS to Global Fund recipients?
6. Are there ways that the GSM could work more effectively with:
 - a. the Global Fund
 - b. Global Fund funding recipients
 - c. your organization
7. What do you see as the particular niche or comparative advantage GSM technical support has in providing TA to Global Fund recipients?
8. Do you view GSM TA providing any longer-term benefits to Global Fund recipients?
 - a. If so, in what way?
9. What do you see as being the current priority needs of Global Fund recipients in terms of TA?

10. In the longer term, what do you see as being the future needs or areas of unmet need of Global Fund recipients in terms of TA?
11. How do you measure the results of your TA in terms of immediate deliverables and medium to longer-term outcomes?
12. What are your organization's future plans for TA to Global Fund recipients?
13. Are there alternative TA modalities that may be more effective in support of Global Fund objectives, particularly in light of the NFM architecture, than the TA models currently employed?
14. If your organization engages consultants to provide TA to Global Fund recipients what is the range and average of fee rates paid to consultants engaged on Global Fund TA?
 - a. Does your TA operate under any cost norms or framework?
15. If your organization engages consultants to provide TA to Global Fund recipients, what type of training or pre-mission QA processes do you follow to prepare consultants for missions?

ANNEX 5: SURVEYS OF GMS II STAKEHOLDERS

The evaluation conducted four separate online surveys with the following categories of respondents:

1. Recipients of GMS II TS–CCMs and PRs/SRs: the survey was sent to all TS recipients for completed GMS II assignments or in the case of ongoing assignments, where at least 50 percent of TS inputs had been completed.
2. Global Fund–Fund Portfolio Managers: The survey was sent to FPMs where at least one GMS II assignment had been conducted among their portfolio of countries.
3. USAID and PEPFAR field support staff who have had substantial and ongoing interactions with Global Fund programming and mechanisms (e.g., CCMs and PRs) in the country where they are based, and where a GMS II assignment has been either completed or at least 50 percent of GMS II TA inputs had been completed.
4. GMS II consultants who have completed at least one assignment under GMS II.

The survey was sent by email to all recipients. The English language version of the survey was translated into Spanish and French. Response rates to the surveys are set out in Table A4.1, below. A limitation of online surveys is that the response rate is largely outside the control of the evaluators. Survey recipients were sent a reminder email shortly before the deadline, and the deadlines for surveys were extended, which did result in an increase in the response rates. The response rate to the GMS consultants' survey was very good. The response rate to the other surveys was in a much lower range but still sufficient to gain meaningful insights.

Table A5.1: Response rates to the surveys by category of respondents

Respondent category	Number of surveys sent	Number of responses	Response Rate %
Recipients of GMS II TS: CCMs and PRs/SRs	451	123	27.3
Global Fund-Fund Portfolio Managers	64	21	32.8
USAID mission and PEPFAR field support staff	34	11	32.4
GMS II Consultants	234	166	70.9

Characteristics of respondents to each survey are set out below.

I.1 RECIPIENTS OF GMS II TECHNICAL SUPPORT: CCMS AND PRS/SRS

Table A5.2: Organizational affiliation of respondents to the technical recipients' survey

Organization type	%
NGO	29
CCM	18
Ministry of Health	17
UN organization	12
Other government institution	12
CCM donor member	9
Other	3
Total	100

N=103

Table A5.3: Technical recipients survey by region of respondents

Region	%
East Africa	23
West Africa	22
Asia	17
Southern Africa	16
Central America	7
Northern Africa	6
Central Africa	5
Oceania	2
Caribbean	2
Total	100

N=122

Table A5.4: Technical recipients survey by role in relation to Global Fund grant

Role	%
CCM member	58
Part of a PR team	32
Part of a SR team	5
Regional Coord. Mech. member	5
Total	100

N=123

Table A5.5: Type of technical support received from GMS II⁷⁶

Type of technical support	%
CCM governance/oversight (non-EPA)	44
CCM: EPA/PIP	15
PR DB	14
PR grant making	11
PR PSM	4
PR grant start-up	3
PR M&E	2
PR financial management	2
PR consolidation/Phase 2	2
Other	2
Change of PR	1
Total	100

N=123

I.2 GLOBAL FUND: FUND PORTFOLIO MANAGERS

Table A5.6: Global Fund-Fund Portfolio Manager respondents by region of portfolio

Region	%
East Africa	24
West Africa	19
Asia	19
Southern Africa	14
Central Africa	6
Northern Africa	5
South America	5
Caribbean	5
Central America	3
Total	100

N=21

I.3 USAID AND PEPFAR FIELD SUPPORT STAFF

Table A5.7: USAID mission and PEPFAR field staff by country/region

Country/Region	%
Nigeria	18
Democratic Republic of Congo	9
East Africa	9
Malawi	9
Senegal	9
Swaziland	9
Uganda	9
Zambia	9
Dominican Republic	9
Nicaragua	9
Total	100

N=11

Table A5.8: USAID mission and PEPFAR field staff by job title

Country/Region	%
Global Fund Liaison	22
PEPFAR Coordinator	22
HIV Team Leader/Advisor	22
Malaria Specialist	11
Strategic Technical Advisor	11
Coordinator (unspecified)	11
Total	100

N=9

The number of years that USAID mission and PEPFAR field staff had been working in the country in which they were based ranged from less than one to 20. The mean was 5.4 and the median was 3.7.

I.4 GMS II CONSULTANTS

Table A5.9: GMS consultant respondents by region of residence

Region	%
East Africa	27
Asia	18
West Africa	16
North America	8
Southern Africa	8
Central Africa	5
European Union	5
Europe (non-EU)	5
South America	3
Caribbean	3
Oceania	1
Central America	1
Total	100

N=151

Table A5.10: GMS consultant respondents by certification

Certified as GMS consultant	%
Yes	70
No	30
Total	100

N=153

Table A5.11: GMS consultants by areas of technical support undertaken for GMS II assignments

Area of technical support	%
CCM	64
PR M&E	29
PR financial management	29
PR PSM	15
PR DB	6
Other	5
Total	148*

N=156. * Multiple responses allowed

Table A5.12: GMS consultants' role on GMS II assignments

Role on GMS team	%
Team member: international consultant	67
Team member: local consultant	40
Team Leader	34
Coordinating Team Leader	7
Other	1
Total	149*

N=166. * Multiple responses allowed

ANNEX 6: STAKEHOLDERS INTERVIEWED

This annex lists the names, positions and organizational affiliations of stakeholders who participated in individual and small group interviews conducted as part of the evaluation.

NAME AND POSITION	ORGANIZATION
WASHINGTON DC INTERVIEWS	
United States Government	
David Stanton, Director	Office of HIV/AIDS, Bureau for Global Health, USAID
Lisa Luchsinger (Team Leader), Laurel Rushton (COR), Sarah Weber (Senior Advisor), Shimon Prohow (Senior Advisor), Sarah Warrick (Administrative Assistant)	Multilateral Team, Office of HIV/AIDS, Bureau for Global Health, USAID
Billy Pick, HIV Technical Advisor	Office of HIV/AIDS, Bureau for Global Health, USAID
Bhavana Patel, Senior Malaria Advisor	Malaria Division, Office of Health, Infectious Diseases and Nutrition, Bureau for Global Health
Megan Holohan, TB and Multilateral and Country Support Advisor and Alex Golubkov, Senior TB Technical Advisor	Infectious Diseases Division, Office of Health, Infectious Diseases and Nutrition, Bureau for Global Health.
Stephanie Weber Moore, Director, Multilateral Engagement	Office of the Global AIDS Coordinator
Julia Martin, Deputy Global AIDS Coordinator	Office of the Global AIDS Coordinator
Lisa Nelson, Deputy Coordinator, Program Quality	Office of the Global AIDS Coordinator
Jin Park, Senior Policy Analyst and Charles Darr, International Health Analyst	Office of Global Affairs, Department of Health and Human Services
Grant Management Solutions	
Catherine Severo (Project Director), Lisbeth Loughran (Deputy Director–Technical Support), Bruce Gatti (Deputy Director–Finance and Operations, Maria Trujillo (Deputy Director–Capacity Development), Christine Onyango (Deputy Director–Results and Knowledge Management), Iryna Reshevska & Atiq Chajai (CCM TMs), Graeme Kerridge (PR TM), Patricio Murgueytio (M&E TM), Dah El Hadj Sidi (PSM TM), Jane Andelman (Senior Program Officer), Clare Gibson-Giraud (OD, Training and Coaching), Nina Pruy (Capacity Building), Saba Waseem (SI), Neann Mathai (SI), Sahar Shamseldin (Finance Manager), Rosario Japson (Contract Officer).	GMS Headquarters
Dennis Weeks, Armund Utshudi and Pam Foster	GMS consultants (Note: GMS consultants were also interviewed during country visits and on a remote basis)
Other (non-GMS) Global Fund technical support providers	
Jason Wright, Director	Leadership, Management and Governance Project

NAME AND POSITION	ORGANIZATION
COUNTRY INTERVIEWS: FACE TO FACE	
Bangladesh	
Manaj Kumar Biswas and Rajib Ali	Bangladesh CCM Secretariat
Jahangir Hossain (Care), Kathrin Tegenfeldt (FHI 360), Jesmin Prema (SKUS) and Megan Byers (Canadian High Commission)	Bangladesh CCM members
Sukmar Sarker, Senior Technical and Policy Advisor	USAID/Bangladesh and CCM member
Nazrul Islam, M&E Expert	National Malaria Control Program (PR)
Mujibar Rahman, Program Coordinator and CCM member and Sharmina Rahman, M&E Expert	National TB Program (PR)
Abu Nomaan Hossain, Local Fund Agent	UNOPS, Bangladesh
Abu Sayed, Managing Director and GMS Team Leader/Consultant and Ghulam Khan, Director, Programs and Operations and GMS Consultant	Technical Assistance Inc. (GMS Regional Partner)
Ahmedul Ghani and Tapan Fouzder, GMS consultants	Technical Assistance Inc./GMS
Richard Cunliffe, Senior FPM and Meixun Jin, Program Officer.	High Impact Asia Department, Global Fund Secretariat
Ghana	
Colins Nti, Coalition of NGOs in Malaria and CCM Chair and Genevive Dorbayi, TB Voice Network and CCM Member	Ghana CCM
Daniel Norgbedzie, Executive Secretary	CCM Secretariat
Cosmos Ohene-Adjei, A/Director Technical	Ghana AIDS Commission
Stephen Ayisi-Addo, Program Manager	National AIDS Control Program (PR)
Ekow Wiah, IT Manager and Rosemund Jimma, Finance Manager	National AIDS Control Program (PR)
Kenneth Danso, M&E Manager	National AIDS Control Program (PR)
Frank Bonsu, Program Manager	National TB Program (PR)
Mark Saafeld, FPM Ghana	Global Fund Secretariat
Acua Kwateng-Addo, Head, Health Office and CCM Member	USAID/Ghana
Laurent Kapesa, Senior Regional HIV/AIDS/STI Advisor	USAID/West Africa
Helen Atieno Odido, Investment Efficiency Advisor	UNAIDS, Ghana
Jan Pfeiffer, Nick Njoka, Chris Alando, Vaishalee Patel, and Brian Agbiriogu, GMS Consultants	GMS
Sylvia Hinso Ekong, GMS Consultant	GMS
Kenya	
Joseph Waruingi, Managing Director and Ngengi Kamau, Business Development Officer	Advantech Consulting (GMS Regional Partner)

NAME AND POSITION	ORGANIZATION
Douglas Odhiambo, Business Development Manager and Muneweza Muleji, Operations Manager	Upward Bound (GMS Regional Partner)
Margaret Oriaro, Associate Consultant/GMS Team Leader, Robina Omosa, Finance and Administration Manager and Tom Omurwa, Associate Consultant/GMS consultant	Almaco (GMS Regional Partner)
Alex Mutuli, GMS Consultant	GMS/Advantech
Agiso Odhuno, Global Fund Liaison Officer	USAID/East Africa
Uganda	
Professor Vinand Nantulya, Chairman	Uganda AIDS Commission and Uganda CCM
Syson Namaganda Laing, CCM Coordinator and Rosemary Ssenabulya, Executive Director, Federation of Uganda Employers and CCM Deputy Chair	Uganda CCM Secretariat and Uganda CCM
Henry Magala, AIDS Health Care Foundation and Oversight Committee Chair and Mary Oduka-Ochan, Irish Aid and Oversight Committee Member	Uganda CCM
Dorothy Namutamba, Program Manager, International Community of Women Living with HIV and CCM Member	Uganda CCM
Frank Rwabinumi Mugabe, Program Manager	National TB and Leprosy Program (PR)
David Masiko, Program Manager	Church of Uganda (SR)
Dick Muhwezi, Project Coordinator, Brian Twesigye, Information Management Officer and Dickson Ainomugisha, M&E Officer	The AIDS Support Organization (PR)
Denis Tindyebwa, Executive Director	African Network for Care of Children Affected by HIV/AIDS (PR)
Elly Ssetongo and Abaasi Kabogo, GMS Consultants	GMS
Kassa Belay, Team Leader, Malaria and Emerging Pandemic Threats	USAID/Uganda
Estella Birabwa, TB/HIV and PMTCT Specialist and Dan Mowami, Deputy Team Leader, HIV Team	USAID/Uganda
Lisa Godwin, Team Leader, Systems Strengthening and former CCM member	USAID/Uganda
REMOTE INTERVIEWS: SKYPE AND PHONE	
Global Fund Secretariat	
Oren Ginsburg, Head, Grant Management Support Department	Global Fund Secretariat
Chris Game, Chief Procurement Officer	Global Fund Secretariat
Michael Johnson, Head, Technical Assistance and Partnership	Global Fund Secretariat
Igor Oliynyk, Advisor, Technical Assistance and Partnership	Global Fund Secretariat

NAME AND POSITION	ORGANIZATION
Emily Hughes, Advisor, Technical Assistance and Partnership	Global Fund Secretariat
Illana Kirsztajn, Strategy Development Team	Global Fund Secretariat
Rene-Frederic Plain and Maria Cecilia Boada de Tapia, CCM Hub	Global Fund Secretariat
David Traynor and Sharmeen Premjee, Community Rights and Gender Unit	Global Fund Secretariat
Caty Fall Sow, Regional Manager, Central Africa and Joseph Serutoke, Regional Manager, Middle East and North Africa	Global Fund Secretariat
Annelise Hirschmann, Regional Manager, LAC and Artashes Mirzoyan, Senior FPM, Eastern Europe and Central Asia	Global Fund Secretariat
Annet Odhiambo, FPM Nigeria, Sonia Florisse, FPM Côte d' Ivoire, and Youssouf Sawadogo, FPM Burkina Faso	Global Fund Secretariat
Cecilia Vitale, FPM Dominican Republic, Kazim Hizbulla, former FPM Bangladesh and Phillipe Creach, FPM Nepal	Global Fund Secretariat
Tatjana Petersen, FPM Tanzania, Patrick Manlutac, FPM Uganda, Wilfred Thalmas, FPM Chad and Richard Cunliffe, FPM Bangladesh	Global Fund Secretariat
<i>GMS II technical support recipients</i>	
Ivelisse Sabagh, Technical Manager	CONAVIHSIDA, Dominican Republic (PR)
Sesupo Makakole-Nene, Chief Director, Program Management Unit	Department of Health, South Africa (PR)
Emilie Seck, M&E Advisor	National TB Program, Senegal (PR)
Momar Talla Mbodj, Head, Global Fund Program Management Unit	Plan International, Senegal (PR)
<i>USAID and PEPFAR field staff</i>	
Lucrecia Peinado, Global Fund Liaison Officer	USAID/Central America
Bethany Baxter, Global Fund Liaison Officer	USAID/Zambia
Judith Chaumba, Global Fund Liaison Officer	USAID/Zimbabwe
Denis Mali, Team Leader, HIV Team	USAID/South Sudan
Basse Nsa, Strategic Advisor HIV/TB and alternate CCM Member	USAID/Nigeria
Lolem Ngong, PEPFAR Coordinator	PEPFAR, Democratic Republic of Congo
Dirk Buyse, USAID Health Team	USAID/Côte d' Ivoire
Mame Birame Diouf, Malaria Specialist and CCM Member	USAID/Senegal
Inga Olesky, PEPFAR Coordinator	Cambodia
Timothy O'Hearn, Global Fund Liaison Officer	USAID/Central Asia Republics

NAME AND POSITION	ORGANIZATION
Rajeev Patel, former PEPFAR, Program and Budget Advisor	USAID/Central Asia Republics
Ivana Lohar, Team Leader, HIV, Family Planning and Logistics	USAID/Nepal
GMS Regional Partners	
Magdalena Rathe, Executive Director	Fundacion Plenitud
Development partners	
Richard Carr	Roll Back Malaria
Karina Halle and Soliel Labelle, TB Technical Advisors	World Health Organization, Geneva.
Maju Varghese and Aina Saeta	Regional Support Team Asia Pacific, UNAIDS.
Leopold Zekeng Achengui, Deputy Director	Regional Support Team, West and Central Africa, UNAIDS.
Other (non-GMS) Global Fund technical support providers	
Susan O'Leary, Program Advisor	UNAIDS Secretariat, Geneva
Judith Fisher and Klaus Pieter	GIZ Backup
Adeline Lautissier, Project Manager, South East Asia	France Expertise International
Sun Paranjothy	Technical Support Facility, Asia Pacific
Anthony Kinghorn, former Director and Jamie Johnson, Director	Technical Support Facility, East and South Africa
Jean-Baptiste Guiard-Shmid	Technical Support Facility, West and Central Africa
GMS consultants	
Pam Foster, Organization Development Specialist and GMS Consultant	Training Resources Group (GMS Tier I partner)
Caroline Trigg, Team Leader, GMS Uganda assignment	GMS
Marc Pechevis, Team Leader, GMS Uganda assignment	GMS
Asma Bokhari, Team Leader, GMS Bangladesh assignment	GMS
Rajan Mani, Team Leader, GMS Bangladesh assignment	GMS
Zacheaus Zeh Akiy, Team Leader, GMS Ghana assignment.	GMS

ANNEX 7: GMS CLIENT SATISFACTION SURVEY RESULTS

This annex sets out the quantitative results for the client satisfaction surveys for completed assignments up to the end of PY3. GMS developed three different versions of the CSS:

1. CCM EPA version. This was only used for one assignment. The other versions of the CSS were used for all other CCM EPA assignments.
2. CCS version 1 was used for completed assignments up to October 2014.
3. CSS version 2 was used for completed assignments from November 2014. CSS version 2 is similar to version 1, with some improvement in the questions and a different rating scale for two questions.

The questions used in versions 1 and 2 of the GMS II client satisfaction survey are in Table A6.1, with differences in the questions highlighted.

Table A7.1: Questions used in GMS Client Satisfaction Survey, versions 1 and 2

Question Number	CSS version 1 questions (differences highlighted)	Question Number	CSS 2 version 2 questions (differences highlighted)
2	Did the GMS consultants enable you to contribute to the planning of the assignment?	2	Did the GMS consultants use a participatory approach to the planning of the assignment?
3	Did the GMS consultants enable you to contribute to the implementation of the assignment?	5	Did the GMS consultants use a participatory approach to the implementation of the assignment?
4a	Did the GMS consultants present multiple options for resolving your priority issues? Used standard scale	6a	Did the GMS consultants present multiple options for resolving your priority issues? Yes/No answer
4b	If yes, was the set of options relevant to the issues?	6b	If yes, was the set of options relevant to the issues?
5	Did the GMS consultants have the knowledge to address the issues?	3	Did the GMS consultants have the knowledge to address the issues? (technical, contextual)
6	Did the GMS consultants have the skills to address the issues?	4	Did the GMS consultants have the skills to address the issues? (communication, presentation, diplomatic)
7a	Did the GMS consultants produce the agreed products?	7a	Did the GMS consultants produce the agreed products?
8	Are you pleased with the quality of the work done by the GMS consultants? Used standard scale	10	How would you rate the quality of the work done by the GMS consultants? Different scale (see below)

A standard rating scale was used for all questions in both survey versions, except for questions 6a and 10 in CSS version 2:

5: To full extent

- 4: To great extent
- 3: To certain extent
- 2: To limited extent
- 1: Not at all

The rating scale for question 10 in CSS version 2 regarding the quality of consultants was:

- 5: Outstanding
- 4: Better than expected
- 3: Meets expectations
- 2: Unremarkable
- 1: Poor

Table A6.2 sets out the results for the CCM EPA survey. Tables A6.3–A6.8 set out the survey results by assignment type for CSS version 1 for completed assignments to October 2014. Tables A6.9–A6.10 set out the survey results by assignment type for CSS version 2 for completed assignments between November 2014 and September 2015. As the questions for CSS versions 1 and 2 were reasonably similar, it was possible to combine the results by assignment type, although some caution should be taken in interpretation due to these differences. The combined CSS results are set out in Tables A6.11–A6.12.

Data provided to the evaluation by GMS for CSS 1 covered 53 assignments. There were 183 respondents, ranging from one to seven per assignment, with an average response rate of 3.3 per assignment. CSS 2 data cover 24 GMS assignments. There were 101 respondents, ranging from one to six per assignment, with an average response rate of 4.2.

I.1 CLIENT SATISFACTION SURVEY RESULTS: SURVEY VERSION I

Table A7.2: GMS II Client Satisfaction Survey CCM EPA results

Question	Not at all %	Limited extent %	Certain extent %	Great extent %	Completely %	No response %
GMS consultants had skills and knowledge to assist in developing improvement plan	0	0	0	75	25	0
Extent to which challenges faced for assessment component of EPA	25	0	75	0	0	0
Extent to which improvement plan will help in development of SMART interventions	0	0	50	50	0	0

N=4; 1 assignment. Note: The EPA version of the CSS was only used for one assignment. The standard CSS (versions 1 and 2) were used for all other EPA assignments.

Table A7.3: GMS II Client Satisfaction Survey version I results: CCM assignments to October 2014

Question	Not at all %	Limited extent %	Certain extent %	Great extent %	Full extent %	No response %
GMS consultants enabled client contribution to planning of assignment	5	1	13	39	37	5
GMS consultants enabled client contribution to assignment implementation	1	1	9	42	45	2
GMS consultants presented multiple options for resolving priority issues	0	3	5	32	56	4
The set of options was relevant to the issues	0	1	7	32	57	3
GMS consultants had knowledge to address the issues	0	0	3	21	76	0
GMS consultants had skills to address the issues	0	0	6	21	73	0
GMS consultants produced the agreed products	0	0	2	30	67	1
Pleased with the quality of work by GMS consultants	0	0	6	30	54	10

N=108; 27 assignments

Table A7.4: GMS II Client Satisfaction Survey version I results: PR management assignments to October 2014

Question	Not at all %	Limited extent %	Certain extent %	Great extent %	Full extent %	No response %
GMS consultants enabled client contribution to planning of assignment	0	0	0	12	88	0
GMS consultants enabled client contribution to assignment implementation	0	0	0	12	88	0
GMS consultants presented multiple options for resolving priority issues	0	3	0	22	75	0
The set of options was relevant to the issues	0	0	0	13	81	6
GMS consultants had knowledge to address the issues	0	0	0	16	84	0
GMS consultants had skills to address the issues	0	0	3	9	88	0
GMS consultants produced the agreed products	0	0	3	16	81	0
Pleased with the quality of work by GMS consultants	0	0	3	6	75	16

N=32; 11 assignments

Table A7.5: GMS II Client Satisfaction Survey version I results: Dashboard installation assignments to October 2014

Question	Not at all %	Limited extent %	Certain extent %	Great extent %	Full extent %	No response %
GMS consultants enabled client contribution to planning of assignment	4	12	4	16	60	4
GMS consultants enabled client contribution to assignment implementation	0	4	4	20	72	0
GMS consultants presented multiple options for resolving priority issues	0	4	0	28	64	4
The set of options was relevant to the issues	0	4	0	16	76	4
GMS consultants had knowledge to address the issues	0	0	0	8	92	0
GMS consultants had skills to address the issues	0	0	0	20	80	0
GMS consultants produced the agreed products	0	0	0	8	92	0
Pleased with the quality of work by GMS consultants	0	0	0	48	24	28

N=25; 8 assignments

Table A7.6: GMS II Client Satisfaction Survey version I results: PSM assignments to October 2014

Question	Not at all %	Limited extent %	Certain extent %	Great extent %	Full extent %	No response %
GMS consultants enabled client contribution to planning of assignment	0	0	0	22	78	0
GMS consultants enabled client contribution to assignment implementation	0	0	11	11	78	0
GMS consultants presented multiple options for resolving priority issues	0	0	11	11	67	11
The set of options was relevant to the issues	0	0	11	45	33	11
GMS consultants had knowledge to address the issues	0	0	11	11	78	0
GMS consultants had skills to address the issues	0	0	11	11	78	0
GMS consultants produced the agreed products	0	0	11	33	45	11
Pleased with the quality of work by GMS consultants	0	0	11	11	78	0

N=9; 3 assignments

Table A7.7: GMS II Client Satisfaction Survey version I results: M&E assignments to October 2014

Question	Not at all %	Limited extent %	Certain extent %	Great extent %	Full extent %	No response %
GMS consultants enabled client contribution to planning of assignment	0	0	0	60	40	0
GMS consultants enabled client contribution to assignment implementation	0	0	0	60	40	0
GMS consultants presented multiple options for resolving priority issues	20	0	0	40	40	0
The set of options was relevant to the issues	0	0	0	60	20	20
GMS consultants had knowledge to address the issues	0	0	0	0	100	0
GMS consultants had skills to address the issues	0	0	0	20	80	0
GMS consultants produced the agreed products	0	0	0	60	40	0
Pleased with the quality of work by GMS consultants	0	0	20	0	60	20

N=5; 1 assignment

Table A7.8: GMS II Client Satisfaction Survey version I results: Pre-signature assignments to October 2014

Question	Not at all %	Limited extent %	Certain extent %	Great extent %	Full extent %	No response %
GMS consultants enabled client contribution to planning of assignment	0	0	0	0	100	0
GMS consultants enabled client contribution to assignment implementation	0	0	0	0	100	0
GMS consultants presented multiple options for resolving priority issues	0	0	0	0	100	0
The set of options was relevant to the issues	0	0	0	0	100	0
GMS consultants had knowledge to address the issues	0	0	0	0	100	0
GMS consultants had skills to address the issues	0	0	0	0	100	0
GMS consultants produced the agreed products	0	0	0	0	100	0
Pleased with the quality of work by GMS consultants	0	0	0	0	100	0

N=4; 1 assignment

I.2 CLIENT SATISFACTION SURVEY RESULTS: VERSION 2

Table A7.9: GMS II Client Satisfaction Survey version 2 results: CCM assignments Oct 2014 – Sep 2015

Question	Not at all %	Limited extent %	Certain extent %	Great extent %	Full extent %	No response %		
GMS consultants used participatory approach to planning of assignment	0	2	5	23	70	0		
GMS consultants had knowledge to address the issues (technical, contextual)	0	0	0	28	72	0		
GMS consultants had skills to address the issues (communication, presentation, diplomatic)	0	0	4	21	75	0		
GMS consultants used participatory approach to assignment implementation	0	1	5	22	71	1		
GMS consultants presented multiple options for resolving priority issues	No: 1		To some extent: 7		Yes: 91		No response: 1	
The set of options was relevant to the issues	0	0	4	24	67	5		
GMS consultants produced the agreed products	0	1	3	22	73	1		
Rating of the quality of work by GMS consultants (Note: different rating scale used for this question)	Poor: 0	Unremarkable: 0	Meets expectations: 13	Better than expected: 40	Outstanding: 43	No response: 4		

N=79; 18 assignments

Table A7.10: GMS II Client Satisfaction Survey version 2 results: PR management assignments Oct 2014 – Sep 2015

Question	Not at all %	Limited extent %	Certain extent %	Great extent %	Full extent %	No response %
GMS consultants used participatory approach to planning of assignment	0	0	0	14	82	4
GMS consultants had knowledge to address the issues (technical, contextual)	0	0	0	18	78	4
GMS consultants had skills to address the issues	0	0	0	23	77	0
GMS consultants used participatory approach to assignment implementation	0	0	0	5	95	0
GMS consultants presented multiple options for resolving priority issues	No: 0			Yes: 100		
The set of options was relevant to the issues	0	0	0	23	73	4
GMS consultants produced the agreed products	0	0	0	5	95	0
Rating of the quality of work by GMS consultants (Note: different rating scale used for this question)	Poor: 0	Unremarkable: 0	Meets expectations: 0	Better than expected: 32	Outstanding: 68	No response: 0

N=22; 7 assignments, including 2 grant-making assignments

I.2 CLIENT SATISFACTION SURVEY RESULTS FOR VERSIONS 1 AND 2 COMBINED

Table A7.1 I: GMS II Client Satisfaction Survey results for versions 1 and 2 combined: CCM assignments, PY1-3

Question (Version 1 wording of questions used below)	Not at all %	Limited extent %	Certain extent %	Great extent %	Full extent %	No response %
GMS consultants enabled client contribution to planning of assignment	3	2	9	32	51	3
GMS consultants enabled client contribution to assignment implementation	1	1	7	33	56	2
GMS consultants presented multiple options for resolving priority issues (different rating scales)	CSS 2:	No: 1	To some extent: 7	Yes: 91	No response: 1	
	CSS 1: 0	3	5	32	56	4
The set of options was relevant to the issues	0	1	6	28	61	4
GMS consultants had knowledge to address the issues	0	0	2	24	74	0
GMS consultants had skills to address the issues	0	0	5	21	74	0
GMS consultants produced the agreed products	0	1	2	27	69	1
Pleased with the quality of work by GMS consultants (note: different rating scale used for versions 1 and 2)	0	0	9	34	49	8

N=187; 45 assignments

Table A7.12: GMS II Client Satisfaction Survey results for versions 1 and 2 combined: PR management assignments, PYI-3

Question (Version 1 wording of questions used below)	Not at all %	Limited extent %	Certain extent %	Great extent %	Full extent %	No response %
GMS consultants enabled client contribution to planning of assignment	0	0	0	13	85	2
GMS consultants enabled client contribution to assignment implementation	0	0	0	9	91	0
GMS consultants presented multiple options for resolving priority issues (different rating scales)	CSS 2: CSS 1: 0		No: 0		Yes: 100	
	0	3	0	22	75	0
The set of options was relevant to the issues	0	0	0	17	78	5
GMS consultants had knowledge to address the issues	0	0	0	17	81	2
GMS consultants had skills to address the issues	0	0	2	15	83	0
GMS consultants produced the agreed products	0	0	2	11	87	0
Pleased with the quality of work by GMS consultants (note: different rating scale used for versions 1 and 2)	0	0	2	17	72	9

N=54; 18 assignments

ANNEX 8: REGIONAL PARTNERS' SELF-ASSESSMENT OF CAPABILITIES FOR MEETING FUTURE GLOBAL FUND TECHNICAL SUPPORT NEEDS

	AT	Almaco	Curatio	EFCA	GCC	IRESKO	Khulisa	OASYS	Plenitud	QP	TAI	UB
HSS	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>			<input type="checkbox"/>				
M&E	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>							
Procurement and supply chain management	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	
Quantification and demand forecasting	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	
Support of new Global Fund PSM reforms	<input type="checkbox"/>	<input type="checkbox"/>				<input type="checkbox"/>		<input type="checkbox"/>				
Building systemic resilience									<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
Helping countries prepare for transition out of Global Fund financing			<input type="checkbox"/>		<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
Financial management	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>
Cost-effectiveness studies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>
Health financing and expenditure tracking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>
Data management and strengthening information systems	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>				
CSO capacity building in advocacy and negotiation skills			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Designing social contracting mechanisms												<input type="checkbox"/>
Empowering participation of key populations				<input type="checkbox"/>	<input type="checkbox"/>					<input type="checkbox"/>	<input type="checkbox"/>	
Building managerial leadership skills		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>					

AT = Advantech

EFCA = Eurasia Foundation of Central Asia

GCC = Global Challenge Corporation

IRESKO = Institut pour la Recherche, le Development Socio-Economique et la Communication

QP = Q Partnership

TAI = Technical Assistance Inc.

UB = Upward Bound

ANNEX 9: GMS II RESULTS FRAMEWORK/LOGICAL FRAMEWORK

This annex contains the original GMS II Results Framework (Figure A9.1) and the revised GMS Results Framework (Figure A9.2). The revised Results Framework was developed by the evaluation team, based on the GMS II PMP.

Figure A9.1: GMS II original Results Framework

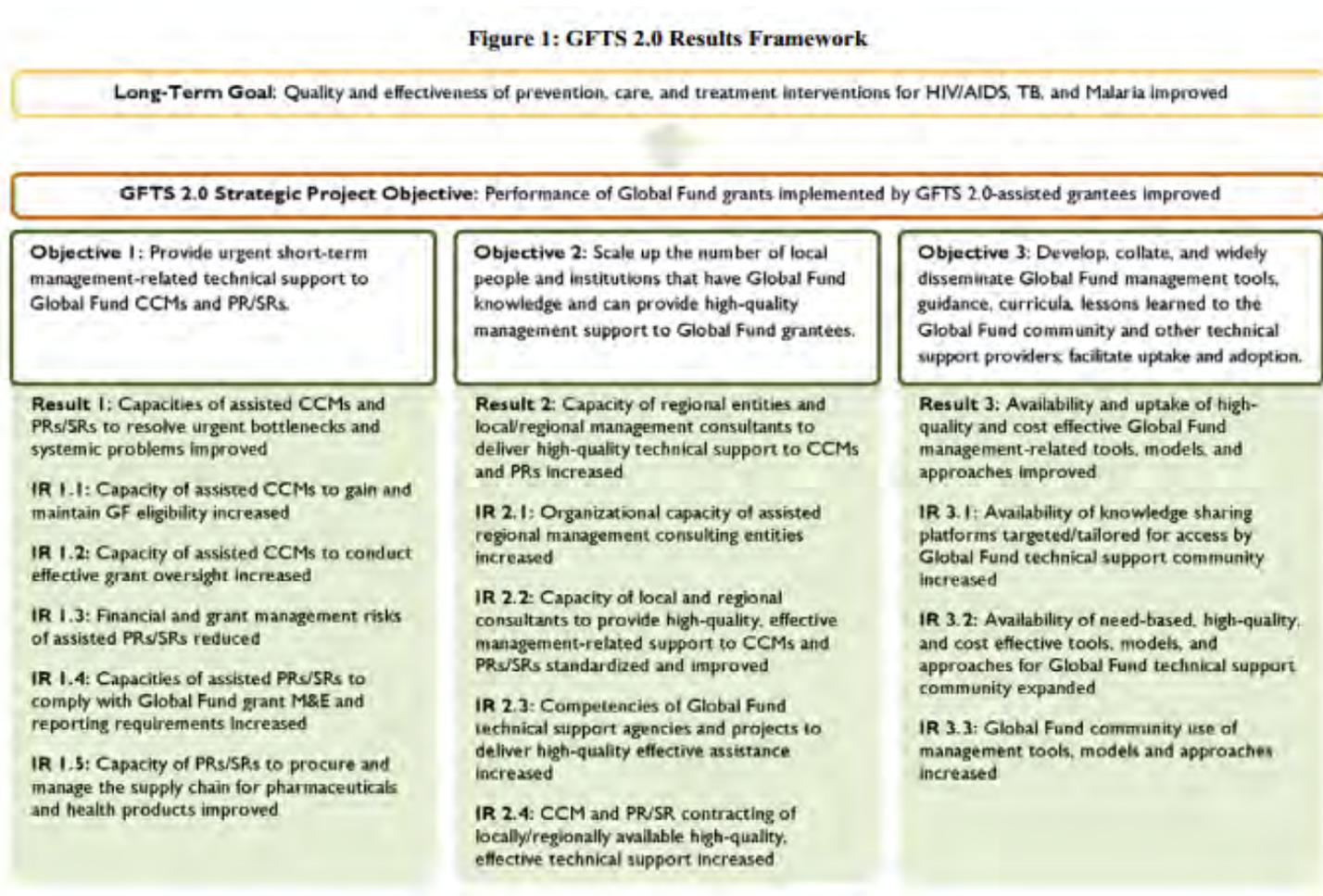
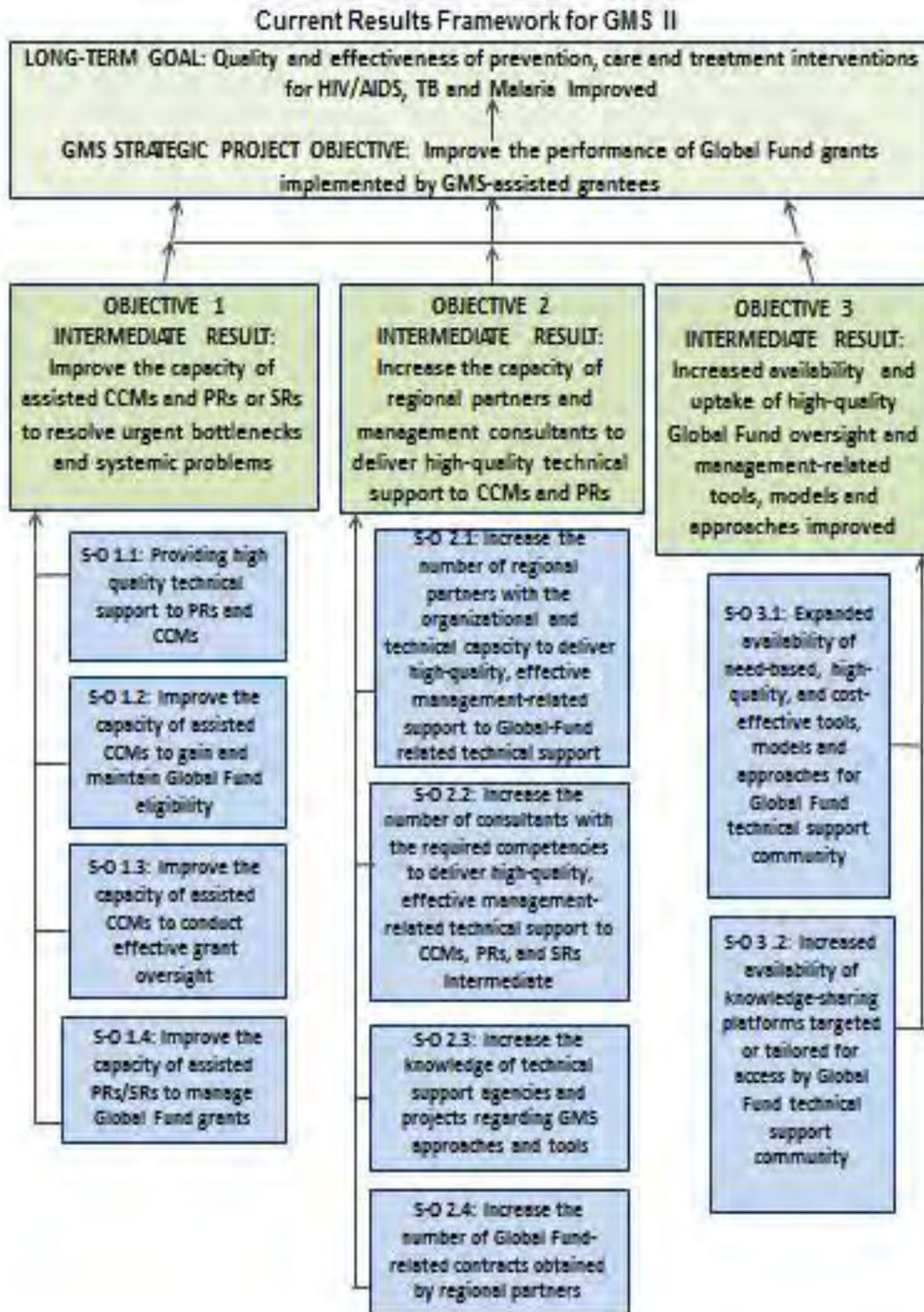


Figure A9.2: GMS II current Results Framework



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ANNEX II: EVALUATION TEAM

This evaluation was conducted by David Lowe and Darren Leitch. David's primary role, in addition to being Team Leader, was to serve as the Capacity and Organizational Development Specialist. Darren's primary role was as the Grant Management and Systems Specialist. While the team took collective responsibility for the evaluation as a whole, including the contents of this report, David was responsible for leading the analysis on GMS's Objective 1 work (TS to CCMs and PRs), the management of GMS II, and TS needs in the final two years of the GMS II contract and for any future U.S. Government Global Fund technical support mechanism over the five years after the end of GMS II. Darren was responsible for leading the analysis of GMS's work with its Regional Partners, development and sharing tools, guidance and lessons learned, and the return on investment.

David Lowe has an extensive background in public health and HIV program design, monitoring and evaluation, management, capacity and organizational development, and strategy and policy development, gained through more than seven years in senior positions in the Australian health system, followed by 20 years as an independent consultant in Australia and the Asia Pacific region. David has worked in partnership with a wide range of Asian governments and bilateral and multilateral development partners to build and consolidate national and regional responses to HIV and to address health and community systems strengthening. In addition to his HIV experience, David has undertaken a significant amount of work in a range of other public health areas.

Darren Leitch is a development specialist with more than 12 years' experience in team leader and technical advisory roles on health and rural development projects in Asia and Africa. He has led the design, evaluation and management of innovative HIV/AIDS prevention and harm reduction programs in a number of southeast Asian countries. Darren also has a strong background in social research and has undertaken a number of program design and evaluation assignments for bilateral and multilateral development partners, including DFAT (Australia), the Japan Bank for International Cooperation, the United Nations Office on Drugs and Crime, UNAIDS and the Asian Development Bank.

ANNEX 12: CONFLICT OF INTEREST DISCLOSURE STATEMENTS

Name	David Lowe
Evaluation Position	Team Leader and Capacity and Organizational Development Specialist
Evaluation Award Number	Global Health Program Cycle Improvement Project -- GH Pro Contract No. AID-OAA-C-14-00067
USAID Project Evaluated	Project Name: Grant Management Solutions II Implementer: Management Sciences for Health Contract No: AID-OAA-C-12-00040
I declare that I have no real or potential conflicts of interest to disclose.	
<p><i>Real or potential conflicts of interest may include, but are not limited to:</i></p> <ol style="list-style-type: none"> <i>1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.</i> <i>2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.</i> <i>3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.</i> <i>4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.</i> <i>5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.</i> <i>6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.</i> 	
<p>I certify that I have completed this disclosure form fully and to the best of my ability and that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.</p>	
Signature	 <hr/>
Date	February 1, 2016

Name	Darren Leitch
Evaluation Position	Grants Management and Systems Specialist
Evaluation Award Number	Global Health Program Cycle Improvement Project -- GH Pro Contract No. AID-OAA-C-14-00067
USAID Project Evaluated	Project Name: Grant Management Solutions II Implementer: Management Sciences for Health Contract No: AID-OAA-C-12-00040

I declare that I have no real or potential conflicts of interest to disclose.

Real or potential conflicts of interest may include, but are not limited to:

- 7. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.*
- 8. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.*
- 9. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.*
- 10. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.*
- 11. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.*
- 12. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.*

I certify that I have completed this disclosure form fully and to the best of my ability and that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

Signature	
Date	February 1, 2016

ENDNOTES

¹ It is rare for SRs to be the direct recipients of GMS TS. TS is usually provided to PRs, and only indirectly to SRs.

² Under GMS II, the U.S. Government's Technical Support Advisory Panel has more closely scrutinized applications for Global Fund TS than was the case for GMS I. This has resulted in a significant number of requests for Global Fund TS being referred to other TS providers or being declined.

³ The lower demand in PY3 for the more typical PR grant implementation TS assignments that characterized GMS I may have been the focus of PRs on grant-making assignments, which flowed from the Global Fund's NFM.

⁴ The table only includes GMS assignments that have been completed and where post-assignment outcomes have been measured. Depending on the indicator, outcomes are measured from six to 18 months after the completion of the assignment. The method of verification of results varies by indicators. Some indicators are verified using Global Fund Secretariat data, (e.g., CCM eligibility/EPA status and signed grants), while other indicators are verified by GMS Technical Managers following up with CCMs and PRs, with further verification checks with GMS local consultants and team leaders, most of whom are reported to stay in contact with CCM/PR clients.

⁵ Data for this indicator is derived from the GMS Client Satisfaction Survey.

⁶ An example of an implementable deliverable is a grant oversight plan, intended to be implemented by a CCM Oversight Committee. If an oversight plan was being implemented, it would be measured by the indicator "proportion of deliverables produced through GMS assignments implemented by the relevant entity (implementable deliverables)."

⁷ Whereas CPs and TBAs were used extensively under the initial Global Fund model to manage risk while accelerating the signature of grants, the use of CPs or TBAs is not inherent in the new funding model. PR demand for meeting CPs and TBAs has therefore disappeared.

⁸ The success of grant making (measured by grant signature) may primarily be due to the efforts of the GMS team rather than the PR.

⁹ Grant Management Solutions, Quantified Results of Urgent Technical Assistance Provided to Global Fund Country Coordinating Mechanisms and Principal Recipients by Grant Management Solutions 2007 to 2012. Final Technical Report Number 1. June 2012. p. 51.

¹⁰ The question for TS recipients (CCMs and PRs) asked for a yes/no answer. The question for USAID and PEPFAR in-country staff and GMS consultants used a Likert scale. GMS consultants were asked to answer this question for their most recently completed assignment only. For USAID and PEPFAR staff, results were: TS fully met objectives—50 percent, mostly met objectives—40 percent, and met around half the objectives—10 percent. For GMS consultants, results were: fully met objectives—45 percent, largely met objectives—50 percent, met around half the objectives—4 percent, and met a minority of objectives—1 percent. The number of respondents was 94 TS recipients, 10 USAID and PEPFAR staff, and 138 GMS consultants.

¹¹ GMS consultants were asked to answer this question on average for all GMS II assignments in which they had been a team member. For TS recipients the results were: strongly agree—31 percent, agree—58 percent, disagree—6 percent, strongly disagree—2 percent, and no opinion/don't know—3 percent. For GMS consultants the results were: strongly agree—43 percent, agree—51 percent, disagree—2 percent, strongly disagree—1 percent, and no opinion/don't know—4 percent. The number of respondents was 95 for TS recipients and 140 for GMS consultants.

¹² These other stakeholders include Global Fund FPMs and Regional Managers, USAID and PEPFAR in-country staff and the staff of multilateral agencies at global and country levels.

¹³ GMS's local consultants would be one mechanism of providing ongoing support to CCMs, but given the significant diversity in the role and competencies of local consultants, they may not be at the right level to support ongoing CCM capacity development or may have a COI.

¹⁴ Responses of "no opinion/don't know" were excluded. The number of respondents was 93 for TS recipients and 16 for FPMs.

¹⁵ Medium-term TS is generally for 3-6 months, short-term for under three months, and long-term for more than six months.

¹⁶ However, a number of KIs (primarily GMS and Global Fund Secretariat staff) reported that some new FPMs were not aware of GMS and the TS available through this mechanism.

-
- ¹⁷ The number of respondents to this question was 10. Eighty percent of USAID and PEPFAR in-country respondents also indicated that their mission had used field support funds to purchase GMS II TS. Where missions use field support funds for TS, they can have a significant influence on determining TS needs. This may have influenced their responses to alignment of TS requests to what USAID and PEPFAR staff saw as priority TS needs.
- ¹⁸ Ten percent thought GMS II TS was not at all correlated to high-priority TS needs, and 5 percent thought the TS was correlated to a medium extent. There were 21 respondents to this question.
- ¹⁹ Given the wide range of issues to be canvassed with TS recipients, the evaluation team did not include a question on this issue in the standard questions asked.
- ²⁰ Ten “don’t know” responses were excluded from this calculation. The total number of respondents was 120.
- ²¹ 134 respondents
- ²² While it was not within the evaluation’s SOW to compare GMS’ performance with like Global Fund TS providers, stakeholders quite frequently indicated that the knowledge and Global Fund-experience of GMS consultants was significantly superior to that of consultants engaged by like Global Fund TS providers.
- ²³ Grant Management Solutions, Annual Report. Project Year 2–October 1, 2013–September 30, 2014. p. 15.
- ²⁴ The definition of sustainability used in the survey was, “achieving longer term institutional capacity building to address Global Fund related issues and reduce dependency on TA providers.” An open-ended question asked, “why were the results of the TS sustainable/not sustainable?” An analysis of open-ended responses for USAID and PEPFAR staff has not been presented, due to the low number of responses, which makes grouping difficult. The number of respondents was 10 USAID and PEPFAR staff, and 142 GMS consultants.
- ²⁵ Active consultants are those who are listed on the GMS IMS database as being interested and generally available for GMS TS assignments, although they may not be available at specific times due to other commitments. The active consultant database includes GMS consultants who have undertaken boot camp training and those who have self-proposed or been proposed by GMS partners who have not been trained but accepted by GMS for inclusion in the consultant database.
- ²⁶ While the total number of active GMS consultants that have not had a GMS II assignment is 188 (42 percent), the number of active consultants that have never had a GMS I or II assignment is 114 (25 percent). That is, 74 active consultants who completed a GMS I assignment have not had a GMS II assignment. This raises the question of why so many additional consultants needed to be trained by GMS II when there was a substantial number of consultants from GMS I who have not been used in GMS II.
- ²⁷ Data provided by GMS indicates that 47 of the 141 active consultants with only one GMS II assignment were local consultants. The role of local consultants varies significantly, from logistics to full team members (see the Glossary). GMS has not provided data on the number of local consultants who played a logistical role and the number that were full team members. It is therefore not possible to interpret the significance of this data.
- ²⁸ The number of consultants trained by GMS II in PY1-3 was 196. As of October 21, 2015, 99 of these consultants had not been awarded a GMS II assignment (51 percent). However, by late October 2015, 16 of these consultants had become inactive, reducing the number of active consultants with no GMS II assignment to 42 percent.
- ²⁹ GMS feedback on this report.
- ³⁰ Data in Table 3.4 are for all active GMS consultants, and data in Table 3.5 represent GMS II consultants who responded to the survey conducted by this evaluation. To be eligible to complete the survey, consultants had to have completed at least one GMS II assignment.
- ³¹ The total number of consulting days (e.g., 90) is shared among the consulting team. In addition to the number of in-country days, consultants are allocated a small number of days for pre-trip preparation, home-based work to be undertaken between trips and some post-assignment work.
- ³² There were 115 TS recipient respondents and 21 FPM respondents to this question.
- ³³ For countries that had multiple GMS II TS assignments, recipients of TS were asked to answer this question for the assignment they were most familiar with. Global Fund FPMs were asked to answer this question on average for all GMS II assignments in their portfolio of countries. GMS consultants were asked to answer this question on average for all GMS II assignment they had undertaken. The number of respondents to this question was 95 TS recipients, 21 FPMs and 156 GMS consultants.
- ³⁴ Responses of “no opinion/don’t know” were excluded. The number of respondents was 73 for TS recipients and 17 for FPMs.

³⁵ A GMS assignment can be regarded as repeated if the reason for the assignment is that an earlier similar GMS assignment did not meet a significant number of objectives. The information on the number of repeat GMS assignments is derived from assessments by USAID and GMS. The evaluation did not have sufficient time to analyze trip reports to make an assessment of the number of repeat assignments so relied on triangulation of USAID and GMS assessments.

³⁶ GMS indicated that it meets its contractual obligation by including the CSS data in the final trip assignment report. The annual report is seen by GMS as a public document for a different audience, which provides other forms of quantified results and analysis. In that context, GMS sees inclusion of CSS data in Annual Reports as similar to advertising and therefore inappropriate.

³⁷ Two grant-making assignments are included in the PRM CSS results. The other grant-making assignments conducted in PY3 had not been finalized by the end of PY3, so CSS data were not available for these assignments by the cutoff date of September 30, 2015.

³⁸ The question asked was, “How satisfied were you with the technical support you received from GMS II?” The data presented compare responses by all CCM respondents and all PR respondents, excluding TS for PR dashboard assignments. There were 56 CCM respondents and 20 PR respondents to this question. The data collected by the CSS survey, despite the methodological limitations, could be regarded as more reliable as it covers a larger number of assignments.

³⁹ There were 10 responses to this question by USAID and PEPFAR in-country staff and 21 responses from Global Fund FPMs.

⁴⁰ CCM and PR respondents were able to nominate unlimited multiple areas of TS, so the percentages do not add to 100. FPMs and USAID and PEPFAR staff were asked to nominate the two highest TS priority needs. Broadly reflecting the high proportion of CCM assignments undertaken by GMS II, 59 percent of TS recipient survey respondents had received CCM TS, compared to 41 percent who had received PR TS. The high representation of CCMs among survey respondents has, in all likelihood, resulted in the large number of respondents who have nominated CCM TS as one of their highest TS priority needs for the remainder of the GMS II contract.

⁴¹ Given the very large number of SRs, it would not be feasible for GMS to provide significant levels of TS to SRs. Any increased focus on SRs would need to be achieved through strengthening the capacity of PRs to effectively manage SRs or very specific modular TS. The roll-out of the PR Dashboard is increasing the focus of PRs on the importance of effective SR management. This is an opportunity which can be built upon.

⁴² This includes Regional Partner consultants and also consultants resident in these regions who are not affiliated with a GMS Regional Partner.

⁴³ This figure includes completed and ongoing assignments, thus the figure is an estimate.

⁴⁴ This figure is an estimate, as the grants to be signed are still subject to change.

⁴⁵ This figure is provided by GMS based on data sourced from the Global Fund.

⁴⁶ Ibid.

⁴⁷ This figure includes both actual and estimated costs of grant making for assignments both completed and currently being implemented, and both actual grants signed and the proposed value of grants to be signed. As such, the ratio of cost to value is an estimate only.

⁴⁸ Currencies converted to USD at exchange rate as of December 5, 2015.

⁴⁹ This is a median figure only.

⁵⁰ Based on exchange rate as of December 5, 2015.

⁵¹ The load factor includes all costs associated with acquiring and managing the consultants for TS assignments.

⁵² The evaluation team produced this version of the RF, based on the current PMP.

⁵³ The RF has been reduced from 18 objectives, results and intermediate results to just three objectives and 10 sub-objectives, worded with greater clarity. Terminology has been revised (e.g., change “results” to “objectives,” and refer to “sub-objectives” rather than “intermediate results”), wording has been simplified, and some IRs have been dropped. The original Objective 1 was changed to S-O1.1 and replaced with the original Result 1: “Improve the capacity of assisted CCMs and PRs and SRs to resolve urgent bottle necks and systemic problems.” A significant change was the dropping of IR 1.5: “Capacity of PRs/SRs to procure and manage the supply chain for pharmaceuticals and health products improved.” The original Objective 2 was changed to S-O 2.2 and replaced by the original Result 2. Two new sub-objectives were added for Objective 2: S-O.3: “Increase knowledge of GMS

approaches and tools among TS agencies,” and S-O.4: “Increase the number of Global Fund contracts obtained by regional partners.” The original Objective 3 was dropped and replaced by Result 3, and IR3.3 was dropped.

⁵⁴ “GMS’s theory of change proposes that STTS causes a chain of results including institutional behavior change that culminates in improved grant performance and potentially system-wide effects and long-term health impact.”... “Over time, effects at each level are influenced by technical-support activities provided from other sources, and other factors and events particular to the grant’s context. Attribution of effects to GMS’s STTS decreases between Level 1 and Level 4.” Poster by Katz et al. No Date. Short-term Technical Support for Global Fund Grant Implementers: Measuring Results, Effects and Impact.

⁵⁵ Two detailed posters based on GMS I STTS present variants of the GMS II logic model for Objective 1. Both of them underscore the primacy of improving Global Fund grant ratings within a clearly defined time frame. See poster by Katz et al. Not dated. Short-term Technical Support for Global Fund Grant Implementers: Measuring Results, Effects and Impact. See also poster by Katz et al. Not dated. Measuring Effectiveness of Global Fund-Related STTS on Grant Management Bottlenecks: Results from 43 STTS interventions in 24 countries.

⁵⁶ “Each deliverable should lead to an immediate result within six months after the end of the assignment (usually, end of assignment is defined as the end of the international team’s last trip in-country), and an intermediate result to be achieved within 12 months after the end of assignment.CCMs and PRs that adopt and integrate GMS deliverables and new methods into their everyday functioning can be expected to demonstrate systemic behavior changes. It has been GMS’s observation that, beyond immediate and intermediate results, PRs and CCMs who employ more effective management and governance behaviors enjoy higher grant performance ratings (these ratings are given by the Global Fund Secretariat.) Grant ratings integrate scores for the programmatic performance of a grant and the quality of the grant management. Since the grant rating summarizes grant performance, it is the key impact indicator for GMS.” Source: Section 3.2 of GMS II PYI Annual Report.

⁵⁷ For example, the latest PMP for PY 1-3 to Sep 30, 2015 has no data for three indicators: 1.2b, 1.2d and 1.4b. The indicator actuals for 1.2b and 1.2d are zero percent, because GMS did not work with any CCMs to help them receive additional funding or with resolving an urgent crisis. Given the demand-driven nature of the GMS project, these are examples of indicators not being achieved due to lack of requests for support in those areas. Indicator 1.4b shows zero percent achievement because GMS did not receive any assignments asking for support with resolving CPs or time-bound actions on grants.

⁵⁸ The major constraint on data collection for 12-month reports is the absence of a person on the ground to collect the information. GMS contracts with local consultants end with the 6-month report. GMS Technical Managers email clients for updates, but these are often delayed.

⁵⁹ Accountability for data is somewhat challenging, given that GMS TS to CCMs and PMs is provided for free and there is no contractual relationship between the TS recipient and GMS or USAID/U.S. Government. TS recipients could be informed that a condition of receiving TS is that they provide post-assignment data on deliverables/outcomes. This could not be enforced, but prospectively it might be feasible to negotiate with TS recipients for greater accountability.

⁶⁰ GMS, GMS Partners Meeting. Budget and Contract Issues. October 9, 2015. PowerPoint presentation.

⁶¹ The Expanded Core Group consists of the U.S. Government, FEI, GIZ BACKUP, UNAIDS, WHO, Stop TB and other technical partners.

⁶² Global Fund, 34th Board Meeting: Strategic Review 2015.

⁶³ Ibid.

⁶⁴ Ibid.

⁶⁵ While the ITP is only a short-term mechanism, it does provide a model.

⁶⁶ Global Fund, 34th Board Meeting: Strategic Review 2015.

⁶⁷ Pearson M and Mundy J, Graduating from global health programme financing. Lessons learned and future challenges in the Asia Pacific region. Paper presented at the 2015 Australasian Aid Conference. 2015.

⁶⁸ Ibid.

⁶⁹ Global Fund, 34th Board Meeting: Strategic Review 2015.

⁷⁰ See the glossary for definitions of crosscutting technical support and disease-specific technical assistance.

⁷¹ The KI interviews and the online surveys focused on GMS performance in meeting crosscutting TS needs. Given that this was the focus, when the evaluation team asked about future technical support needs, respondents tended to primarily identify crosscutting TS needs, although they were asked to identify both crosscutting and disease-

specific needs. In other words, as their mindset was focused on crosscutting TS, their answers to questions regarding future needs tended to remain within this domain. This can be regarded as a methodological limitation.

⁷² The number of respondents to this question was: 97 TS recipients, 19 FPMs, and 10 USAID and PEPFAR field staff. Respondents were allowed to nominate up to five priority areas.

⁷³ Currently this program provides TS for concept note development.

⁷⁴ Quality, as defined by Global Fund Quality Assurance of Technical Assistance report, May 2015: “Assistance that utilizes consultants with appropriate experience and skills to deliver the output(s) defined by relevant Terms of Reference at or above the expectations of the TA recipient and TA commissioner, within the agreed time frame.”

⁷⁵ Sustainability is defined as the continuation of project results or benefits after the end of the intervention or project.

⁷⁶ If there had been more than one GMS II assignment in their country, respondents were asked to nominate the assignment they were most familiar with.

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