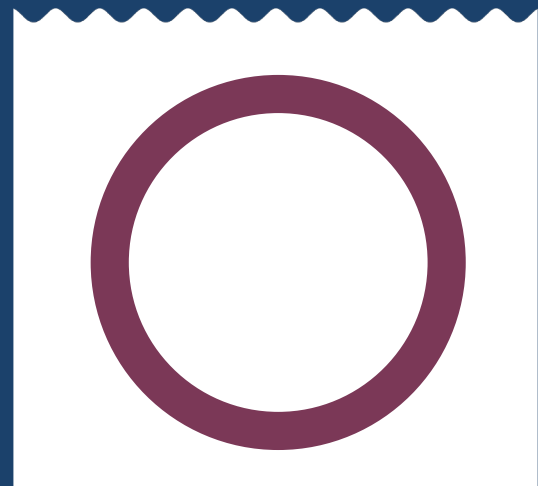


# **MONITORING, EVALUATION & PROGRAM IMPROVEMENT PLAN**

to accompany the Guide for Developing  
Strategic Operational Plans



**Mann Global Health**  
HEALTHIER PEOPLE. STRONGER GLOBAL HEALTH ORGANIZATIONS.

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This is a prototype version. Please contact the authors for questions and to provide feedback to improve the guidance.

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## ABBREVIATIONS

<b>AIS</b>	AIDS Indicator Survey
<b>BBS</b>	Biological-Behavioral Survey
<b>BSS</b>	Behavioral Surveillance Survey
<b>CBO</b>	Community-based organization
<b>DHS</b>	Demographic and Health Survey
<b>KP</b>	Key population
<b>LMIS</b>	Logistics Management Information System
<b>ME&amp;PI</b>	Monitoring, Evaluation & Program Improvement
<b>MSM</b>	Men who have sex with men
<b>NGO</b>	Non-governmental organization
<b>PHIA</b>	Population-based HIV Impact Assessment
<b>PWID</b>	People who inject drugs
<b>SM/SMO</b>	Social Marketing/Social Marketing Organization
<b>STI</b>	Sexually transmitted infection
<b>SW</b>	Sex worker
<b>TMA</b>	Total Market Approach
<b>TOR</b>	Terms of Reference
<b>TRaC</b>	PSI Tracking Results Continuously Survey
<b>TWG</b>	Technical Working Group



# INTRODUCTION

A strong strategic information program is critical for the designing, monitoring for management, and evaluation of condom interventions. Data must provide feedback on the impact of interventions on condom use and the factors that influence condom use. Data collection needs to be coordinated across sectors and implementers to provide the fullest possible picture of market evolution and analyzed and reported in a way that is useful to stakeholders and market actors in each sector. A feedback loop must be developed and nurtured so that new information is regularly used by market stewards to make decisions to improve programs. Without ready access to such information, decision-makers often resort to preconceived notions and gut feelings to make critical decisions.

The Monitoring, Evaluation & Program Improvement (ME&PI) plan will enable continuous improvement throughout the execution of the Strategic Operational Plan. Investing in understanding the condom market and the needs of priority audiences will add value not only in plan execution but also in the next planning cycle.

Approach the ME&PI plan by asking the following questions:

- What changes does the Strategic Operational Plan expect to achieve?
- How will you know if these changes are happening?
- How will this knowledge be used to continuously improve program implementation?



## Who should use this guidance and toolkit? .....

This guidance is for individuals and groups responsible for developing and stewarding comprehensive condom programs, and external consultants supporting those individuals. It is important for program specialists to own and drive the development of ME&PI plans in partnership with evidence or M&E specialists the program can draw on.

This manual, referred to as Guidance for Developing a Monitoring, Evaluation & Program Improvement plan, is part of a package of support that includes:

- Introduction to the Condom Planning Package
- The Guide for Developing Strategic Operational Plans to Achieve Sustainable Increases in Condom Use
- Situation Analysis Guidance
- Design: a manual for identifying strategic priorities for condom programs



## The Results Framework

It is recommended that programs develop a Results Framework that reflects the Condom Program Pathway. Figure 2 provides the structure for a Results Framework in which activities supporting **Demand, Supply, and Program Stewardship** lead to outputs, which lead to lower-level outcomes (factors that influence condom use), which in turn lead to higher-level outcomes (changes in condom use in priority groups) and ultimately, health impact.

### The Condom Program Pathway

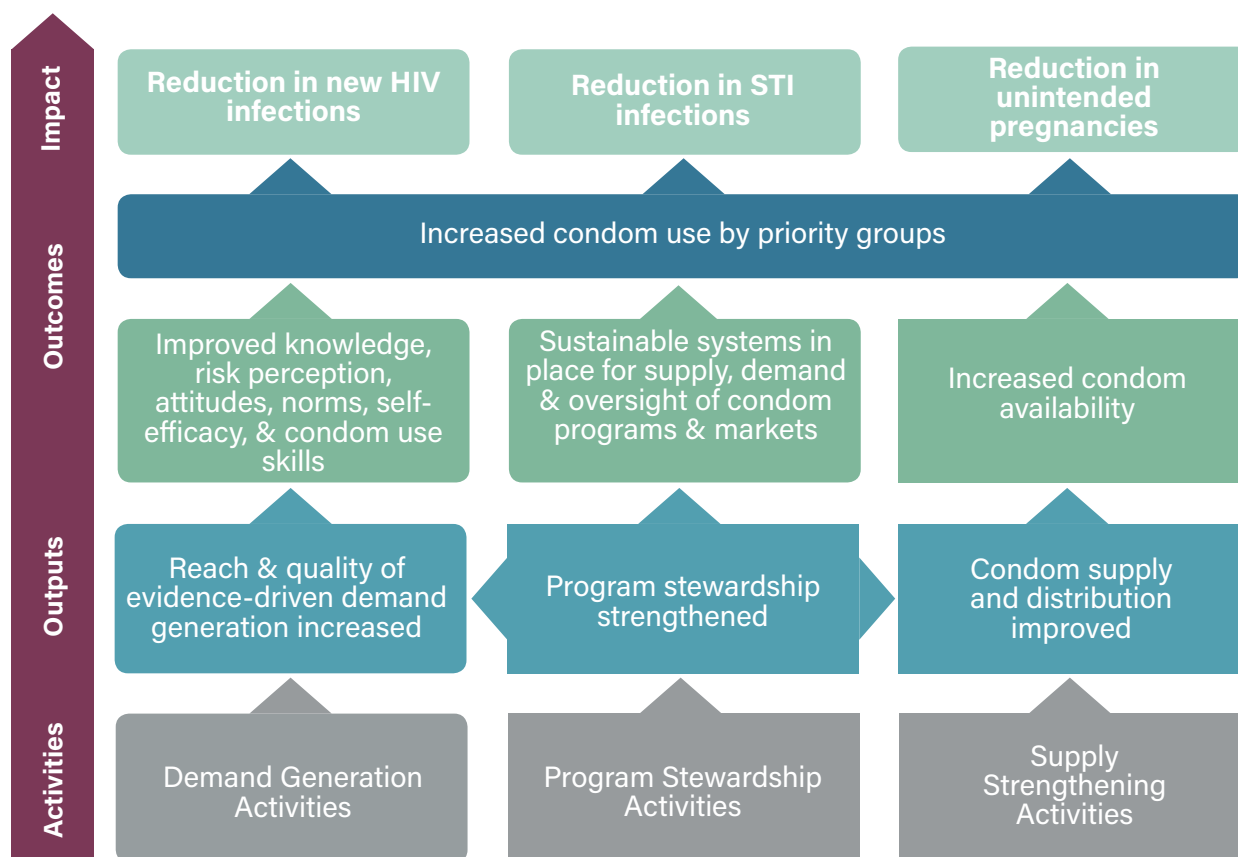


MGH developed the “Condom Program Pathway” (CPP) as a framework for understanding the performance of condom markets. The CPP drew on market development concepts that have been applied to other health and non-health markets to identify functions that are essential for healthy, high-performing condom markets to deliver sustained high levels of condom use with decreasing dependence on donor subsidy.

Read more about the Condom Program Pathway here:

[https://mannglobalhealth.com/wp-content/uploads/2017/11/MGH\\_Condom-Landscaping-Report\\_Final\\_091117.pdf](https://mannglobalhealth.com/wp-content/uploads/2017/11/MGH_Condom-Landscaping-Report_Final_091117.pdf)

## NATIONAL CONDOM STRATEGY: MODEL RESULTS FRAMEWORK



**Annex A** presents an illustrative example of a completed Results Framework with relevant indicators. The specific examples can be helpful to inform how activities link to outputs, which drive outcomes and ultimately, health impact.

Indicators tracked in the program's ME&PI plan should be driven by the program's Results Framework. A set of SMART indicators linked to activities, output- and outcome-level targets in the Results Framework will track progress of the Strategic Operational Plan.

### SMART INDICATORS ARE:

**Specific** ▪ **Measurable** ▪ **Attainable** ▪ **Realistic** ▪ **Time-Bound**

Most Strategic Operational Plans will have similar indicators at the Outcome level of the Results Framework, many of which may already be reported at national level. It is at the activity level, however, where things can get a little tricky. Each of the activities identified in prioritizing your objectives and identified in the Results Framework will need to have an indicator that captures progress and enables decision-makers to make changes to improve program performance over time. Enlisting local M&E experts to ensure that activity-level indicators are well-crafted will be important in understanding whether and when to make changes to the program. Existing monitoring systems will need to be adapted, or designed if they don't yet exist, to measure progress and make course corrections as needed.

The Results Framework can be filled in as priority populations are identified, strategic priorities and outcomes and outputs defined, and activities designed to support outputs. This process is iterative and takes place throughout the development of the Strategic Operational Plan – but it's helpful to step back and review the Results Framework to ensure it accurately captures the direction your program is headed.



## THE RECOMMENDED APPROACH

A number of tools and approaches to track indicators are available. Where possible countries should make use of M&E systems that leverage existing and funded data collection activities, as it is sometimes possible to integrate key questions into existing surveys. **Annex B** includes the WHO-endorsed strategic information indicators that are collected and analyzed at a global level; where appropriate, country-level indicators should aim to align with those indicators.

The categories, indicators, and data collection tools provided below are recommended but not exhaustive.



### Condom Use

The most basic measure of the effectiveness of condom programming is the percentage of people who use condoms, particularly during sex associated with greater HIV risk. Key Populations indicators designated for global reporting include condom use among SW, MSM, persons who inject drugs, and transgender people. Condom use for the general population focuses on sex with non-regular sexual partners (WHO Strategic Information Guidance).

#### Higher Level Outcomes

Category	Indicators	Data collection tools
Condom Use	<p>Sample indicators:</p> <ul style="list-style-type: none"> <li>▪ % of sex workers reporting condom use with most recent client</li> <li>▪ % of sex workers who reported always using condom with clients in the last month</li> <li>▪ % of men who have sex with men reporting condom use at last anal sex with a non-regular male partner</li> <li>▪ % of people using condoms at last sex with a non-regular partner in the last 12 months</li> </ul> <p>Countries should select priority groups and behaviors based on the strategic priorities in the Strategic Operational Plan and set targets that reflect ambitious but <u>achievable increases</u> in condom use from current levels.</p>	<ul style="list-style-type: none"> <li>▪ DHS, PHIA, or AIS for general population</li> <li>▪ Bio-behavioral Surveys (BBS) for KPs</li> <li>▪ Other quantitative population-based surveys other surveys, such as PSI's TRaC, at the sub-national level, which can be fielded at lower cost on a more frequent basis to provide insight into changes in behavior in specific populations. <u>It is critical for programs to collect these data more frequently than every five years.</u></li> </ul>





## Program Stewardship

The monitoring objective for Program Stewardship is to measure the effectiveness and sustainability of efforts that have been shown to correlate with sustainable markets and program success. These include: leadership & coordination; planning and forecasting; and a favorable policy environment. Sustained execution of the national condom strategy with active participation of all actors in the condom ecosystem is the basic measure of the effectiveness of program stewardship.

Effective program stewardship should also lead to greater sustainability as measured by the decreasing dependence on non-domestic funding for condom programming and decreasing commodity subsidy in the condom market.

### Lower Level Outcomes

Category	Indicators	Data collection tools
Program Stewardship	<p>Sample indicators:</p> <ul style="list-style-type: none"> <li>The national strategy is being executed</li> </ul> <p>Other indicators measuring the components of program stewardship should be considered at the output level, and reflect relevant strategic priorities the program has identified:</p> <p><b>Leadership &amp; Coordination</b></p> <ul style="list-style-type: none"> <li>Government understands what a TMA is, why it's important to support sustainable markets, and how interventions can be implemented in a manner consistent with a TMA (i.e., free distribution is targeted and coordinated with social marketing (SM) and commercial sectors)</li> <li>Presence of a technical working group coordinating condom programming that meets regularly (specify whether monthly/quarterly/semi-annually, etc.).</li> <li>Technical working group that is undertaking and accountable for initiatives linked to the Strategic Operational Plan</li> <li>% of stakeholders who agree with the statement, "The actions of the TWG contribute to successful implementation of the Strategic Operational Plan"</li> <li>Condom needs estimates and targets updated in the past 12 months, reflecting latest data on use and supply levels</li> </ul> <p><b>Program Analytics</b></p> <ul style="list-style-type: none"> <li>Existence of a national-level strategic information plan supported by stakeholders</li> <li>Data from the national-level strategic information plan is collated and reviewed on a regular basis</li> <li>Total market analysis updated regularly (specify if annually or more frequently) with relevant data</li> <li>Identified studies supporting program management are conducted and used to inform programmatic decisions</li> <li>Condom TWG analyses existing market data to inform decisions on regular basis; data is used (and members know how to use it)</li> </ul>	<ul style="list-style-type: none"> <li>Programmatic reports</li> <li>Verification by existence of plans, policies, regulations</li> <li>Other document review</li> <li>Stakeholder survey to assess perceived value of stewardship</li> </ul>

## Lower Level Outcomes (continued)

Category	Indicators	Data collection tools
Program Stewardship	<p><b><u>Policies &amp; Regulation</u></b></p> <ul style="list-style-type: none"> <li>▪ Policies in place that enable programs to reach priority populations (e.g., policies that support key population rights or in-school condom programs)</li> <li>▪ Presence of government regulatory, quality assurance, and taxation policies that create an even playing field for all sectors, and are not excessively inhibitive, such as being costly or overly arduous to follow (Note: one or more indicators spelled out for each strategic priority that addresses regulation, quality assurance, or taxation)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Programmatic reports</li> <li>▪ Verification by existence of plans, policies, regulations</li> <li>▪ Other document review</li> <li>▪ Stakeholder survey to assess perceived value of stewardship</li> </ul>



## Demand

In the condom program, demand is consumer desire to acquire and use condoms. To measure changes in condom demand, programs will need to track factors associated with condom acquisition and use, such as HIV-related knowledge, risk perception, attitudes, social norms, self-efficacy, and condom-use skills. Data should be disaggregated by priority audience, which will likely include risk group, age, geography, and wealth.

The monitoring objective in this category is to measure changes in factors that are associated with condom use in a particular group (ideally also measuring whether changes are attributable to condom program interventions).

Category	Indicators	Data collection tools
Demand	<p>Sample indicators:</p> <ul style="list-style-type: none"> <li>▪ % of target population who feel confident negotiating condom use with a partner</li> <li>▪ % of target population who perceive themselves to be at risk of HIV</li> <li>▪ % of target population who have comprehensive knowledge of HIV prevention</li> </ul>	<p>Factors associated with condom use in a particular context can be identified through the studies outlined under "Condom Use" above and through qualitative methods</p>

## Supply

In the condom market, supply means the number of condoms is adequate to meet the needs of target populations of interest in the places and times where/when target populations need to access them. Monitoring supply in the condom market will need to measure both physical availability and the target audience's perceptions of availability.

Category	Indicators	Data collection tools
Supply	<p>Sample indicators:</p> <ul style="list-style-type: none"> <li>▪ Total number of condoms distributed and sold in the past 12 months</li> <li>▪ % of appropriate outlets (i.e., delivery points across sectors) that carry condoms</li> <li>▪ Number of sites reporting stockouts of condoms in the past 12 months, or</li> <li>▪ % of sites (formal/informal) reporting stockouts of condoms in the past 12 months</li> <li>▪ The proportion of target areas meeting established coverage standards (e.g., X number of condom-selling outlets per Y number of households)</li> <li>▪ % of target population that report condoms are available “where and when I need them”</li> </ul>	<p><u>Perceived Availability</u></p> <ul style="list-style-type: none"> <li>▪ Tools cited in Condom Use section above</li> </ul> <p><u>Coverage</u></p> <ul style="list-style-type: none"> <li>▪ Outlet surveys, retail audits, LMIS</li> </ul> <p><u>Distribution</u></p> <ul style="list-style-type: none"> <li>▪ Program records (data reported from public, social marketing and private sectors should be aggregated)</li> </ul>



## Activity Level Indicators

Activity level indicators can be tricky because there is a tendency to try to measure everything, which produces a results table that is difficult to read and where decision-makers lack clarity about what is important to focus on. As above, the Results Framework should be your guide to what is important to measuring success and identifying areas for program improvement.

When developing activity level indicators, ensure that:

- Each indicator is clearly defined and measures only one variable or program element
- There is a reference point for comparison (to be able to compare results and assess the level/ quality of progress towards the strategic priority)
- Data exists to measure a baseline and will exist to measure progress and the end point
- The frequency of measurement is known at the outset (routine reporting vs periodic survey results, for example)

The monitoring objective for this category is to enable decision makers to know whether the activities in the Results Framework are leading to improved supply, demand, and program stewardship. To do this, they must strike a balance between providing enough information to know what's happening "out there" but not trying to address every stakeholder concern or question. Well-crafted indicators enable you to assess with confidence whether an activity in the Results Framework is:

- On-target for success
- Showing positive results but needs improvement to meet targets
- In need of course correction

When measuring complex activities such as condom promotion that are comprised of numerous implementing partner programs, it is important to focus on a very small number (ideally 1 or 2) of factors that will show whether the national program is on track (or not).

Category	Indicators	Data collection tools
Activity	<p>Sample indicators:</p> <ul style="list-style-type: none"> <li>Population-specific communication strategy developed for all key populations</li> <li>X out of Y benchmarks for condom promotion met</li> <li>Program analytics agenda defined and monitored quarterly</li> <li>X% increase in public sector outlets stocking condoms</li> <li>X # new private sector vendors stocking condoms</li> <li>Training intervention targeting public supply chain &amp; provider role designed, developed, and used in x% clinics in y regions</li> </ul>	<ul style="list-style-type: none"> <li>Programmatic reports</li> <li>Verification by existence of plans, policies, etc.</li> <li>Program records (data reported from public, social marketing and private sectors should be aggregated)</li> </ul>



## Total Market Approach

Healthy condom markets increase equitable use, while decreasing reliance on external (donor) subsidy. While a healthy market requires all sectors to contribute to the goal of increasing use sustainably, the ideal “market mix” or relative volume contributions of the public, social marketing, and commercial sectors depends on each context. A TMA will help countries develop sustainable condom programs that leverage the relative strengths of each sector to support a vision of a healthy, sustainable market.

A successful TMA has overarching benefits for all sectors by increasing condom demand, managing supply efficiently, and ensuring the policy and taxation environment ensures a level playing field and is conducive to market growth. This enables the public, social marketing, and commercial sectors to play their roles effectively and sustainably.



## Program Improvement

In addition to routine monitoring of the set of indicators as outlined above, successful implementation of the Strategic Operational Plan will require setting up procedures to regularly analyze and make decisions based on the findings. Actively responding to changing conditions is what is meant by “program improvement” and is a fundamental component of Program Stewardship.

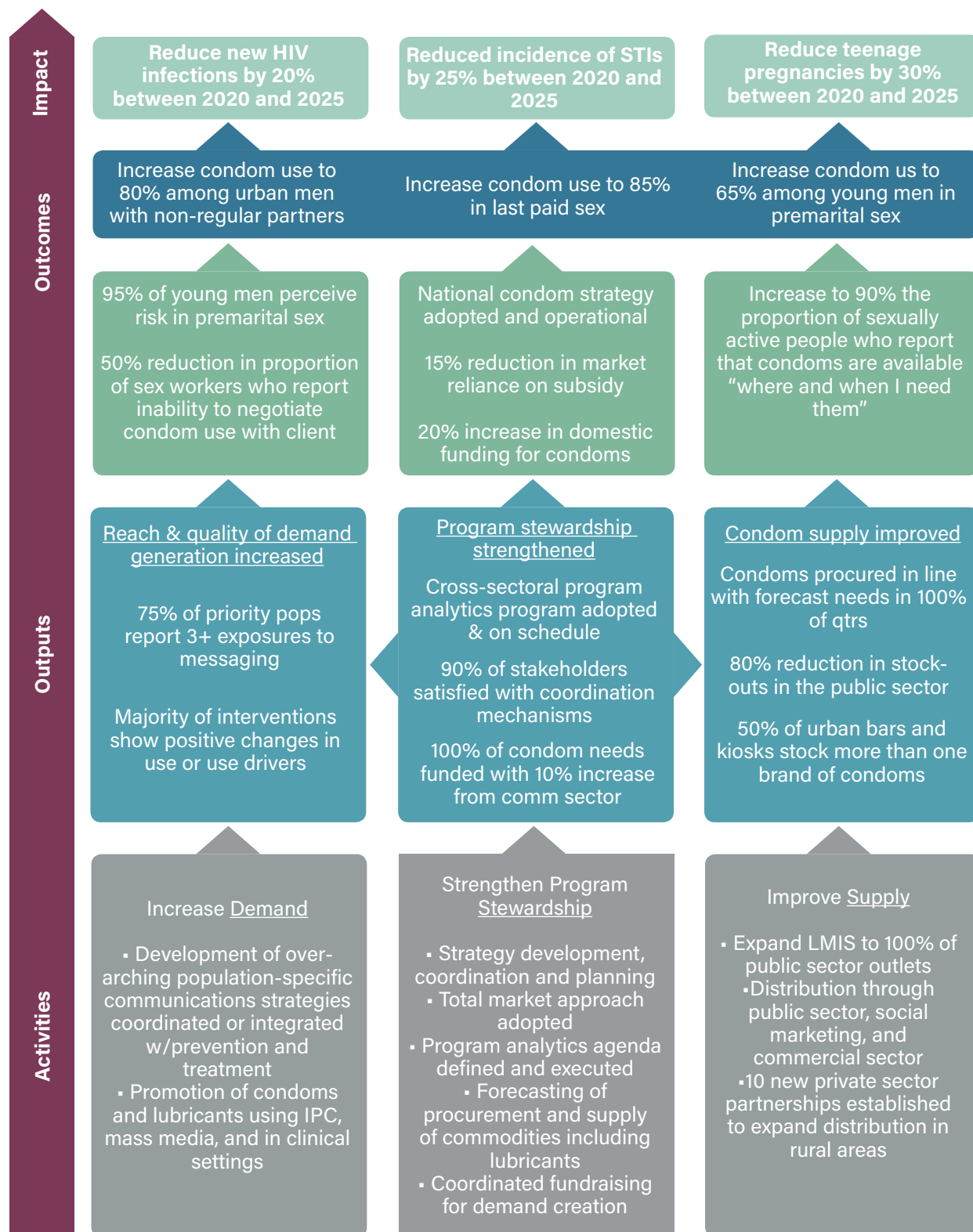
Programs will need to establish the frequency that data will be analyzed, which stakeholders will be responsible for carrying out the analysis, and who will participate in course correction decision-making. Typically, programs with strong Program Stewardship have review meetings to assess progress and make decisions about needed changes at least on a semi-annual basis.

Responsibility for documenting successes, failures, and changes made to the program will need to be established at the launch of the Strategic Operational Plan, and funds and time allotted for undertaking this work. Even where the bulk of the analysis and reporting is done by a consultant, someone in the government needs to have ownership of the program improvement process for it to be embedded in implementation and to be an ongoing feature of the program.

# ANNEX A

## ILLUSTRATIVE COMPLETED RESULTS FRAMEWORK WITH RELEVANT INDICATORS

### MODEL RESULTS FRAMEWORK: ILLUSTRATIVE COUNTRY EXAMPLE





## ANNEX B

### STRATEGIC INFORMATION GUIDANCE FROM WHO

The “Consolidated Strategic Information Guidelines for HIV in the Health Sector” produced by WHO can serve as a reference to develop consistent and quality HIV indicators. The aim of the guidance is to monitor the national and global response of the health sector to HIV. Its goal is to help countries choose, collect and systematically analyze strategic information to guide the health sector response to HIV.

The indicators specific to condom programs presented below are included in an updated version of that guidance, which is expected to be published in 2020. These indicators are routinely captured and reported through the UNAIDS supported Global AIDS Monitoring reports. To the extent possible, countries should use the language and measurement method as outlined below to feed into global reporting efforts and reflect best practice.

Indicator	Measurement method	Program relevance and interpretation
<b>National indicators</b>		
<p><b>PREV.1.a Condom use among sex workers</b></p> <p>% of sex workers reporting condom use with most recent client</p> <p>GAM 3.6a</p>	<p>Bio-behavioral surveys (BBS) or other special surveys such as polling booth surveys, every 2 years</p>	<p>Condoms are most effective when their use is consistent, rather than occasional. This indicator measures condom use during a single sex act and, therefore, is likely to overestimate the level of consistent condom use.</p>
<p><b>PREV.1.a(2) Consistent condom use among sex workers</b></p> <p>% of sex workers who reported always using condom with clients in the last month</p>	<p>Behavioral surveillance or other special surveys every 2 years</p>	<p>Consistency of condom use provides a better measure of the proportion of protected risk acts. This measure may be considered as an alternative to last time condom use, especially where last time condom use is at high levels.</p>
<p><b>PREV.1.b Condom use among men who have sex with men</b></p> <p>% of men reporting condom use at last anal sex with a non-regular male partner</p> <p>GAM 3.6b</p>	<p>BSS or other special surveys every 2 years</p>	<p>For men who have sex with men, condom use at last anal sex with a male partner gives a good indication of overall levels and trends of protected and unprotected sex. In countries where many men in the sub-population surveyed are likely to have partners of both sexes, condom use with female as well as male partners should be investigated.</p>
<p><b>PREV.1.c Condom use among transgender people</b></p> <p>% of transgender people reporting condom use during last anal sex with a non-regular partner</p> <p>GAM 3.6d</p>	<p>BSS or other special surveys every 2 years</p>	<p>For transgender people, condom use at last anal sex with a non-regular partner gives a good indication of overall levels and trends of protected and unprotected sex. In countries where many men in the sub-population surveyed are likely to have partners of both sexes, condom use with female as well as male partners should be investigated.</p>



Indicator	Measurement method	Program relevance and interpretation
<p><b>PREV.1.c Condom use among people who inject drugs</b></p> <p>% of people who inject drugs reporting condom use at last sexual intercourse</p> <p>GAM 3.6c</p>	<p>Behavioral surveillance or other special surveys</p>	<p>Contributes to understanding the patterns of sexual mixing and condom use among people who inject drugs and between people who inject drugs and the wider population</p>
<p><b>PREV.1.d Condom use in general population</b></p> <p>% of people using condoms with a non-regular partner in the last 12 months</p> <p>GAM 3.18</p>	<p>General population survey</p> <p>Health facility records could also collect this routinely in specialized clinics, e.g.: HIV Adolescent Clinics, STI clinics, male health clinics, etc.</p>	<p>Measures the extent to which condoms are used by people who are likely to have higher-risk sex. Trends should be interpreted along with changes in the percentages of people that have had more than one sexual partner within the last 12 months</p>
<p><b>PREV.X Condom distribution</b></p> <p>Total number of condoms distributed and sold in the past 12 months</p>	<p>Program records (local distribution offices, central warehouse stock records, etc.)</p>	<p>Measures the number of condoms distributed, which should then be analyzed nationally and sub-nationally by comparing condoms distributed per adult male. The indicator is important for analyzing monthly and annual trends. The best approach is to aggregate the number of condoms that moved out of service delivery points. As this data is not available in most countries, the number of condoms distributed out of central warehouses is also acceptable.</p>
<p><b>PREV.X Condom availability (1)</b></p> <p>% respondents who agree that condoms are available when and where I need them.</p>	<p>General population or key population surveys (BSS, BBS, other, polling booth, small area surveys, etc.)</p>	<p>Measures perceived access, leveraging a user centered approach to assessing availability. This question phrasing accommodates different user contexts and health settings which may vary by priority population.</p>
<p><b>PREV.X Condom availability (2)</b></p> <p>Number of sites reporting stock out of condoms in the past 12 months</p>	<p>Program records (local distribution offices, central warehouse stock records, clinic records, NGO / CBO records, etc.)</p>	<p>This indicator measure whether a consistent condom supply is available at the level of service delivery points. Inconsistent supply disrupts use and undermines the credibility of condoms as a method.</p>

### End note

Consolidated strategic information guidelines for HIV in the health sector. Geneva: World Health Organization; 2015, <https://www.who.int/hiv/pub/guidelines/strategic-information-guidelines/en/> accessed 1 October 2019. Draft indicators to be included in updated report scheduled for publication in 2020.