

# The End-Term Strategic Review (2017-2023)

17 March 2025

*This document contains the original text for the Terms of Reference of this evaluation as approved by the Independent Evaluation Panel (IEP). The document has been reformatted so it may be published to the Global Fund website.*

# Terms of Reference (ToR)

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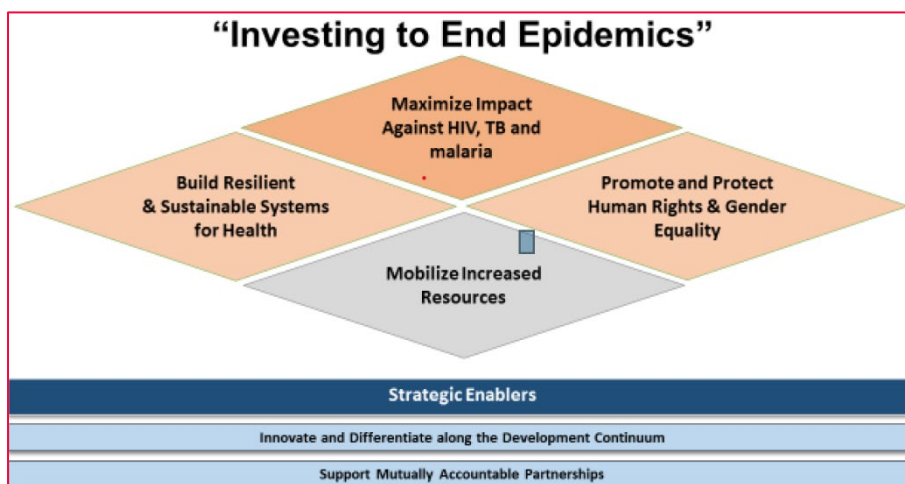
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# 1. Purpose of Document

1. This document presents the Terms of Reference (ToR) of the scope for the Global Fund Strategic Review 2023 (SR2023). The SR2023 will provide critical insights to assess the achievements and challenges related to the latest Global Fund strategy, while capturing critical findings to inform implementation of current efforts. The document includes an overview of the evaluation objectives and three sub-objectives of SR2023. Also included are indicative themes and evaluation questions under each of the three sub-objectives of SR2023.

## 2. Background

A. Global Fund 2017-2022 Strategy<sup>[1]</sup>: In November 2016, the Board approved the Global Fund Strategy 2017-2022 (Investing to End Epidemics). The Strategy was based on an ambitious vision, mission, and four strategic objectives, which were each underpinned by operational objectives and supported by two strategic enablers (Figure 1). The strategic objectives and the operational objectives provided a critical path outlining how the Global Fund will work with partners to ensure an inclusive, impactful, and sustainable response.



**Figure 1:** Strategic Objectives of the 2017-2022 Strategy

The four strategic objectives of the Global Fund Strategy 2017-2022 are as follows:

- A. Maximize impact against HIV, TB and malaria – through differentiated approaches for diverse country contexts, increased alignment, and planning for sustainability of programs.
- B. Build Resilient and Sustainable Systems for Health – which are essential to make progress against the three diseases and are crucial to ensuring that people have access to effective, efficient, and accessible services through well-functioning and responsive health and community systems.
- C. Promote and Protect Human Rights and Gender Equality - Human rights barriers, stigma and

discrimination undermine an effective response to the three diseases. Promoting and protecting human rights is essential to ensure that countries can control their epidemics, scale up where needed, and sustain their gains. Addressing gender inequality is essential as it drives increases in infection rates.

1. Mobilize Increased Resources – for successful scale-up of the response to the three diseases.

### **3. Strategic Review 2023 (SR2023)**

2. The Evaluation and Learning Office (ELO) of the Global Fund, with guidance and oversight of the Independent Evaluation Panel (IEP), will conduct an end-term evaluation of the Global Fund's 2017-2022 Strategy, referred to as the Strategic Review 2023 (SR2023). This is a cyclical evaluation that occurs at the end of each Global Fund Strategy period and builds on the mid-term Strategy evaluation, in this case, the Strategic Review 2020 (SR2020) that was conducted in 2020.

3. The SR2023 will provide an independent appraisal of progress made on the commitments reflected in the Global Fund Strategy (2017-2022); it will examine the extent to which the objectives of the 2017-2022 were achieved and identify enabling factors that facilitated achievements and hindering factors that limited success. It will examine progress of the Strategy against the globally recognized OECD-DAC evaluation criteria of relevance, coherence, effectiveness, efficiency, impact and sustainability.

4. Recommendations from the evaluation of the 2017-2022 Strategy are expected to inform ongoing implementation of the 2023-2028 Global Fund Strategy and 2026-2028 grant cycle. Accordingly, the SR2023 will comprise three objectives that can be translated into a framework of enquiry characterized as "looking backward to look forward." It will build on findings and recommendations from previous reviews and evaluations and on-going organizational learning<sup>1</sup>. The evaluation will assess how the Global Fund has taken on board lessons and recommendations of SR2020 and previous evaluations in the delivery of the Strategy over the second half of the Strategy period.

5. The ELO and IEP are responsible for ensuring the quality of SR2023. The ELO evaluation quality management system will comprise two elements; a quality assurance mechanism that will promote quality throughout the evaluation process and a quality assessment that will be conducted on the final report. SR2023 will also promote learning throughout the evaluation process. Accordingly, it will incorporate principles of Utilization-Focused Evaluation (UFE) and will explore avenues for organizational learning across the evaluation lifecycle.

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<sup>1</sup> The SR2023 will synthesize and validate findings and build on previous Technical Evaluation Reference Group (TERG) evaluations, Office of the Inspector General (OIG) audits, Technical Review Panel (TRP) reports and other relevant Secretariat reports and documentations.

## 4. Main Aims of SR2023

6. The SR2023 will provide an independent appraisal of progress made on the commitments reflected in the Global Fund Strategy (2017-2022); it will examine the extent to which the objectives of the 2017-2022 were achieved and identify enabling factors that facilitated achievements and hindering factors that limited success.

## 5. Objectives and Indicative Evaluation Questions/Themes

7. Based on the purpose of the evaluation, the objectives are:

- a. Objective 1: To assess the extent to which the Strategic Objectives of the 2017-2022 Strategy have achieved their intended aims.
- b. Objective 2: To assess the degree to which the Global Fund initiatives, policies, systems and processes played a role in ensuring the relevance, coherence and effectiveness of the Global Fund Strategy.
- c. Objective 3: To make actionable recommendations with respect to implementation of the 2023-2028 Strategy and planning process for the 2026-2028 grant cycle.

8. The scope of the evaluation will cover Global Fund Strategy 2017-2022.

9. The key evaluation questions that will guide this evaluation have been informed by consultations with Global Fund Secretariat and Strategy Committee members and are listed below. The questions will be fine-tuned, as deemed appropriate, during the inception phase to ensure relevance and utilization of the exercise once the evaluation team is onboard in further consultation with a broad set of stakeholders and in close collaboration with ELO.

<b><i>Evaluation Objectives, or Criteria or Themes</i></b>	<b>Indicative Evaluation Questions</b>
Objective 1: To assess the extent to which the Strategic Objectives of the 2017-2022 Strategy have achieved their intended aims.	<b>Relevance, Coherence and Efficiency</b> 1) To what extent have the programs and activities supported by Global Fund investments in the recipient countries been relevant to address the needs of the three diseases in specific epidemiological and country contexts? 2) Were Global Fund investments focused on the most appropriate interventions to deliver the most impact and the best value for money, in practice and according to country context?
	<b>Effectiveness</b>

	<ol style="list-style-type: none"> <li>1. To what extent have the strategic targets set for the 2017-2022 Strategy been met at portfolio level?</li> <li>2. How did performance and trends differ by regions and high impact countries over 2017-2022- period?</li> </ol> <p><b>Sustainability</b></p> <ol style="list-style-type: none"> <li>3) To what extent has implementation of the Global Fund's sustainability, transition, and co-financing (STC) policy facilitated prioritization for increased domestic investments in national responses to the three diseases and RSSH to enable scale up of services?</li> </ol>
<p><u>Objective 2:</u> To assess the degree to which Global Fund initiatives, policies, systems processes played a role in ensuring the relevance, coherence and effectiveness of Global Fund Strategy.</p>	<p><b><u>Partnerships</u></b></p> <p><b>Effectiveness</b></p> <ol style="list-style-type: none"> <li>1. To what extent has coordination between technical, bilateral, and multilateral partners at (a) the global level and (b) country level, facilitated the design and implementation of Global Fund supported programs aligned to the Strategy?</li> <li>2. Over the Strategy period, have mechanisms been effectively instituted to strengthen roles, responsibilities, accountabilities, and sustainability of long-term and newer partnerships?</li> <li>3. How has experience from the Global Fund's participation in global coordination mechanisms, such as the SDG Global Action Plan and Access to COVID-19 Tools Accelerator partnership (ACT-A), demonstrated stronger coordination and effectiveness in delivery of the Strategy?</li> </ol> <p><b><u>COVID-19 and C19 Response Mechanism (C19 RM)</u></b></p> <p><b>Effectiveness</b></p> <ol style="list-style-type: none"> <li>1. To what extent have the post-2021 changes made in the C19RM processes contributed or hindered effective implementation of Global Fund C19RM investments?</li> <li>2. How effectively have the interventions supported by C19RM up to the end of the Strategy period contributed to mitigating the effect of COVID-19 on the three disease program outcomes? Have there been any unintended effects?</li> <li>3. How and to what extent were COVID-19 resources leveraged for health and community systems strengthening?</li> </ol> <p><b>Sustainability</b></p> <ol style="list-style-type: none"> <li>4. How are countries integrating learning from the C19RM into their ongoing grant implementation and new funding request efforts?</li> </ol>

	<p><b><u>Catalytic Investments</u></b></p> <p><b>Relevance</b></p> <ol style="list-style-type: none"> <li>1. How did the Global Fund advance findings and recommendations of the Strategic Initiative and Multi-Country Grant evaluations of 2021-2?</li> </ol> <p><b>Effectiveness</b></p> <ol style="list-style-type: none"> <li>2. To what extent has the catalytic effect of matching funds been effective in driving focus in intended areas?</li> </ol>
	<p><b><u>Business Processes</u></b></p> <p><b>Effectiveness</b></p> <ol style="list-style-type: none"> <li>1. To what extent did the funding model support prioritization and implementation to deliver against the strategy targets?</li> <li>2. How did Global Fund policies and processes support country disease program planning, prioritization, and implementation?</li> <li>3. What aspects of the funding model have most supported or hampered efforts to reduce human rights related barriers and advance gender equality?</li> </ol> <p><b>Sustainability</b></p> <ol style="list-style-type: none"> <li>4. To what extent has implementation of Global Fund's processes and policies facilitated prioritization for increased domestic investments in national responses to the three diseases and RSSH to enable scale up of services?</li> </ol>
	<p><b><u>Risk Management</u></b></p> <p><b>Effectiveness</b></p> <ol style="list-style-type: none"> <li>1. How has the Global Fund leveraged the Risk Management Framework and the Board approved Risk Appetite?</li> <li>2. Have the risk trade-off decisions impacted program delivery and implementation of Global Fund programs and initiatives?</li> </ol>
	<p><b><u>Monitoring and Evaluation</u></b></p> <p><b>Effectiveness</b></p> <ol style="list-style-type: none"> <li>1. To what extent did Global Fund's approach to monitoring and evaluation meet the decision-making needs of stakeholders responsible for delivering on Strategy objectives? <ul style="list-style-type: none"> <li>• How has Global Fund M&amp;E evolved since the mid-term SR2020 evaluation?</li> </ul> </li> </ol>

	5)
	<b><u>Strategy Transition Planning</u></b>
	<b>Relevance</b>
	6) Does the Global Fund model and related policies and processes provide sufficient flexibility to adopt new strategic shifts? How coherent and seamless is the transition when advancing from one Strategy period (2017-2022) to the next (2023-2028)
Objective 3: To make actionable recommendations with respect to implementation of the 2023-2028 Strategy and planning process for the 2026-2028 grant cycle.	1. What are the key lessons learned from the 2017-2022 Strategy period which can influence changes to driving impact in the new Strategy? 2. What actionable recommendations can be provided with respect to the Global Fund's planning process for the 2026-2028 grant cycle?

## 6. Indicative Timeline for SR2023

10. A tentative time frame for the evaluation is provided below. The entire evaluation process from contract signing to the approval of the very final deliverables is expected to take about 8-9 months (target commencement of the inception phase and onboarding is week of 20th January).

11. The approximate time of expected submission of the evaluation's main deliverables to ELO is outlined below. Exact dates will be confirmed during the inception. Payment will be made against deliverables once approved by ELO.

12. Evaluation Core Deliverables and Approximate Due Dates<sup>2</sup>

Deliverable	Submission Date
High-Level Workplan	Not relevant
Final Inception Report	End May 2023
Preliminary Findings Presentation	Beginning December to 16 February 2024
Draft Evaluation Report	First draft report: 31 August 2023. Second draft report: 31 October 2023.
Summary Presentation of recommendations to be used in the Recommendations Workshop	Mid February 2024
Final Evaluation Report	Early December 2024

<sup>2</sup> The exact date to be set is based on the date of the final contract signing.



Deliverable	Submission Date
Evaluation Brief and Summary Slide Deck	End May 2024

## Annexes

### Annex 1: 21 Operational Objectives of 2017-2022 Strategy

**Strategic Objective 1:** Maximize impact against HIV, TB and malaria.

5 operational objectives.

- a) Scale-up evidence-based interventions with a focus on the highest burden countries with the lowest economic capacity and on key and vulnerable populations disproportionately affected by the three diseases
- b) Evolve the allocation model and processes for greater impact, including innovative approaches differentiated to country needs. continued refinement is needed to increase impact and successfully invest to end epidemics.
- c) Support grant implementation success based on impact, effectiveness, risk analysis and value-for-money
- d) Improve effectiveness in challenging operating environments through innovation, increased flexibility and partnerships
- e) Support sustainable responses for epidemic control and successful transitions

**Strategic Objective 2:** Build Resilient and Sustainable Systems for Health

7 operational objectives.

- a) Strengthen community responses and systems
- b) Support reproductive, women's, children's, and adolescent health, and platforms for integrated service delivery
- c) Strengthen global and in-country procurement and supply chain systems
- d) Leverage critical investments in human resources for health
- e) Strengthen data systems for health and countries' capacities for analysis and use
- f) Strengthen and align to robust national health strategies and national disease-specific strategic plans
- g) Strengthen financial management and oversight

**Strategic Objective 3:** Promote and Protect Human Rights and Gender Equality

5 operational objectives.

- a) Scale-up programs to support women and girls, including programs to advance sexual and reproductive health and rights
- b) Invest to reduce health inequities including gender- and age-related disparities
- c) Introduce and scale-up programs that remove human rights barriers to accessing HIV, TB and malaria services.

- d) Integrate human rights considerations throughout the grant cycle and in policies and policy-making processes
- e) Support meaningful engagement of key and vulnerable populations and networks in Global Fund-related processes

Strategic Objective 4: Mobilize Increased Resources.

4 operational objectives.

- a) Attract additional financial and programmatic resources for health from current and new public and private sources
- b) Support countries to use existing resources more efficiently and to increase domestic resource mobilization
- c) Implement and partner on market shaping efforts that increase access to affordable, quality-assured key medicines and technologies
- d) Support efforts to stimulate innovation and facilitate the rapid introduction and scale-up of cost-effective health technologies and implementation models

## **Annex 2: Quality Assurance and Quality Assessment of SR2023**

Quality assessment and quality assurance will be reviewed on an ongoing basis and at critical checkpoints using quality checklists by ELO and IEP on the ToR, RFP, and draft reports. Appraisal will be based on, and adapted for Global Fund from, recognized global standards. The final report being the last step for IEP quality assessment and position on the Strategic Review 2023.

## Annex 3: Scope and Prioritization of Evaluation Questions for SR2023

The SR2023 will evaluate selected themes from each of the four strategic objectives of the Global Fund Strategy 2017-2022. The thematic areas and corresponding evaluation questions were prioritized under each of the four sub-objectives of SR2023, through the following phases.

### Phase 1 (Identification of areas of greatest strategic and operational interest):

- This was informed by prominent elements of the 2017-2022 Strategy and review of previous evaluations and existing evidence. This included previous Strategic Reviews (incl. SR2020), other TERG evaluations, the Prospective Country Evaluations (PCEs) and OIG audits and advisories. It was also informed by the prioritization exercises that took place as part of internal planning to prepare for the implementation of the 2023-2028 Strategy and other areas that can potentially inform recommendations for the implementation of the 2023-2028 Strategy and planning for the 2026-2028 grant cycle.

### Phase 2 (Consultations)

- Extensive consultations were conducted with Secretariat staff to validate and focus on key thematic areas, and to identify other thematic areas of interest. This enabled development of evaluation questions under each selected thematic area. This information was complemented by consultations with the IEP, MEC members, the Strategy Committee (SC) and country stakeholders.

Phase 3 (Application of criteria): A set of criteria was used by the ELO, overseen by the IEP, to prioritize the final evaluation questions for SR2023.

- Limited implementation – Some areas/initiatives may have limited implementation. Some other issues may be better addressed through more tailored thematic evaluations.
- Evaluability: This relates to the evaluability of particular areas within the Strategy Objectives. Evaluability can be defined as *“the extent to which an activity or project can be evaluated in a reliable and credible fashion”* (OECD-DAC 2010; p.21). The following dimensions of evaluability were considered:
  - a. Evaluability “in principle”, on given the theory of change of the specific intervention/project. Interventions / themes will not be excluded due to a lack of a ToC. In this instance, the ELO, in discussion with the relevant team, will explore the possibility of retrofitting a ToC.
  - b. Evaluability “in practice”, given the availability of relevant data and the capacity of information systems to provide it. This was adjudged in discussion with the relevant teams and by review of previous evaluations and other reports.

These steps helped reduce the thematic areas and to finalize the evaluation questions for SR2023. Based on these considerations, ELO and IEP did not attempt to give equal weight to all operational/sub-objectives of the Strategy but rather focused on a select set of issues that will provide for accountability, learning and utilization.

## Annex 4: Strategic Review Process Objectives

Process objectives will guide the conduct and engagement of the SR2023 to ensure utility for stakeholders.

### Strategic Review 2023: Process Objectives

1. Facilitate wide consultation on scope, design, preliminary findings, and learning plans with staff and stakeholders, across the GF ecosystem.
2. Ensure coordination with OIG on scoping, data collection, sharing evidence and/or results of prior work.
3. Ensuring independence of primary data collection, analysis, and recommendations.
4. Distilling strategic, technical, and operational recommendations and actions.
5. Developing shared learning and adaptation plans on actionable recommendations.
6. Applying clear and agreed quality assurance criteria.
7. Ensuring innovation to communicate findings and follow up actions widely and interactively.

## Annex 5: Figure 3 SR2023 Framework

## Strategic Review 2023: Objectives

1. To assess the extent to which the Strategic Objectives of the 2017-2022 Strategy have achieved their intended aims.
2. To assess the degree to which the Global Fund initiatives, policies, systems and processes played a role in ensuring the relevance, coherence and effectiveness of the Global Fund Strategy.
3. To make actionable recommendations with respect to implementation of the 2023-2028 Strategy, and planning process for the 2026-2028 grant cycle.

