**TERMS OF REFERENCE (TOR) FOR THE ASSESSMENT OF PRINCIPAL RECIPIENTS (PRS) OF GLOBAL FUND BY THE UGANDA COUNTRY COORDINATING MECHANISM (UCCM).**

**1. Background**

The Global Fund to Fight AIDS, Tuberculosis, and Malaria is an international financing organization that aims to attract and disburse additional resources to prevent and treat these diseases. The Global Fund operates through a unique partnership model that involves multiple stakeholders, including governments, civil society, the private sector, and affected communities.

**Country Coordinating Mechanisms (CCMs)**

The Uganda Country Coordinating Mechanisms (CCMs) is the national committee that submits funding applications to the Global Fund and oversees the implementation of approved grants on behalf of Uganda to combat HIV, tuberculosis (TB), and malaria, and in strengthening health systems in Uganda.

In addition to the Government and other in-country partners’ contribution, Uganda CCM develops grants funding requests every three years to submit to the Global Fund in order to respond to the three diseases of: HIV, Tuberculosis and Malaria. The development of the grants funding requests is informed by the National Strategic Plans for the three diseases. Besides developing and submitting grants funding proposals or funding requests to the Global Fund, the Uganda CCM is also responsible for selecting the Principal Recipients and providing oversight for the Global fund grant implementation.

Since its establishment, the UCCM has successfully mobilized over $1.5 billion to support Uganda's efforts to end these three diseases while building resilient and sustainable health systems. The UCCM is composed of representatives from various sectors, including Government, Civil Society, Faith-Based Organizations, the Private Sector, Refugees, Youth, and people living with the diseases. The core functions of the UCCM include:

* **Coordinating the development of national funding requests**: The UCCM ensures that funding applications are aligned with national health strategies and priorities.
* **Nominating Principal Recipients (PRs)**: The UCCM selects organizations to manage the implementation of Global Fund grants.
* **Overseeing grant implementation**: The UCCM monitors the performance of PRs and ensure that grants are used effectively and efficiently.
* **Approving reprogramming requests**: The UCCM reviews and approves any changes to grant activities or budgets.
* **Ensuring linkages and consistency**: The UCCM ensures that the Global Fund grants are integrated with other national health and development programs

**Principal Recipients (PRs)**

Principal Recipients (PRs) are entities nominated by the UCCM to manage the implementation of Global Fund grants in Uganda. The PRs are responsible for the overall management of grant funds, including programmatic and financial. The roles of PRs include:

* **Program Implementation**: PRs are responsible for executing grant activities and achieving programmatic targets.
* **Financial Management**: PRs manage grant funds, ensuring that resources are used efficiently and in compliance with Global Fund policies.
* **Monitoring and Evaluation**: PRs track the progress of grant activities, collect data, and report on performance to the CCM and the Global Fund.
* **Sub-Recipient Management**: PRs may work with Sub-Recipients (SRs) to implement specific components of the grant. PRs are responsible for overseeing the performance and financial management of SRs.
* **Risk Management**: PRs identify and mitigate risks related to grant implementation, including financial, operational, and programmatic risks

In 2022, the UCCM Board through the dual track mechanism selected the Ministry of Finance, Planning and Economic Development as the PR for the public sector and The AIDS Support Organization (TASO) as the PR for civil society (non-public sector) for the current round of grants (Grant Cycle 7).

Global Fund recommends CCMs to conduct routine assessments of Principle Recipients during each grant round as part of routine oversight role of CCM to assess areas of strengths and gaps as well as priority areas for ongoing strengthening and performance improvement. Such assessments should result in a Performance Assessment Report and a Performance Improvement Plan for each PR assessed; these documents may be used as an input or reference document in other CCM Activities (as an input into PR Selection).

In 2026, Uganda’s UCCM will be submitting an application to the Global Fund to request funds to support the national response under grant cycle 8, starting in 2027. In line with PR selection guidelines indicate that the UCCM requires that the results of a performance assessment of the current PRs be considered during the PR Selection Process; this report to determine their effectiveness and capacity to continue in their roles. This assessment will provide critical insights into the PRs' performance, compliance with grant agreements, and their ability to manage future grants.

**2. Purpose of the Consultancy**

The purpose of this assignment is to conduct a performance assessment of the current PRs. This assessment is a routine exercise aimed at assessing the ability of PR to effectively and efficiently deliver programmatic and financial performance as well as assessing accountability and transparency in how grant money is used and whether the program is achieving its goals. The evaluation will focus on the PRs' achievements, financial management, compliance with grant agreements, risk management, capacity, and stakeholder perspectives since the last assessment (2019), inclusive of the current awards (Grant Cycle 7). The findings will guide the UCCM in determining whether the current PRs are performing well, identify areas for continuous improvement to enhance efficiency and effectiveness. Additionally, the assessment findings will be used to inform PR selection discussions by the CCM Board.

The oversight role of CCM involves implementing routine monitoring of Global fund supported activities implemented by Principal Recipients and sub-recipients and Periodic evaluation of performance of Principal Recipients in grants management. Performance evaluation of Principal Recipients guide performance improvement of running grants and further provide opportunity for reflections that guide decisions towards overall performance improvement for the subsequent grants cycles. The evaluation findings further forms a basis for progressive decision making for the CCM regarding nomination of Principal Recipients (PRs). The CCM is currently implementing Global fund grants cycle ending 2026. Evaluation of PR performance is critical to inform progress in current grant 58 implementation and at the same time form a basis for decision making regarding Principal Recipient selection for implementation cycle (2021-2023).

**3. Objectives of the Assignment**

General Objective: To promote continuous improvement in implementation of Global Fund grants to enhance efficiency and effectiveness.

**Specific Objectives**

1. To determine the effectiveness, efficiency and equity of Principal Recipients in carrying out their roles.
2. To assess PRs’ capacity to manage sub granting (sub recipient) processes.
3. To assess the effectiveness of the Principal Recipient’s financial and procurement management systems.

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| ***Assessment Objectives*** | ***Assessment Key Evaluation Questions*** |
| 1) Determine the effectiveness,  efficiency, and equity of  principal recipients in carrying  out their roles | Effectiveness:   * To what extent have the PRs been able to meet their intended objectives and targets, as stipulated in the Grant Implementation Plan of the respective PRs and programs? * Do the PRs possess the necessary technical, financial, and managerial capacities to implement future Global Fund grants effectively? * Efficiency: * To what extent is leadership and management adequate for timely implementation and coordination of GF activities? * How well have the PRs managed the financial resources provided by the Global Fund?   Equity:   * To what extent have the PRs implemented approaches that address equitable access based on gender, human rights and vulnerability including key population, adolescents’ girls and young women? |
| 2) To assess the PRs’ capacity to management sub granting  (sub-recipients) process | * To what extent have the PRs managed the programmatic,   financial, Monitoring and Evaluation and Procurement  aspects in the SR management process? |
| 3) To assess the principal  recipient’s operations, financial and procurement management  system | *  What are the key risks associated with the PRs' operations, and how have these risks been managed? * To what extent have PRs demonstrated efficiency and accountability in fund utilization as well as adherence to financial management protocols? |
| Cross Cutting | * Have the PRs complied with the terms and conditions of their grant agreements with the Global Fund and the CCM? * What challenges and bottlenecks have the PRs encountered in previous assessments as well as the implementation of their grants, and how have they addressed these issues? What persistent obstacles to effective grant implementation remain? * What do key stakeholders see as strengths and risks of PRs that UCCM needs to be aware of for action? * What actionable recommendations can be made to strengthen the PRs' performance and guide the UCCM's nomination decision? |

The assessment will focus on PRs managing HIV, TB, and malaria grants, as well as health systems strengthening (HSS) interventions.

**4. Scope of Work:**

The consultant will undertake the following activities:

**4.1 Document Review and Synthesis**

This activity will heavily rely on review, analysis and synthesis of existing reports, assessments, and documents (since 2019), with a focus on current status of achievements, strengths, and critical gaps in program implementation, financial management, monitoring and evaluation, sub-recipient management, and risk management/compliance, utilizing existing reports and documents.

The Consultant will review the 2019 PR assessment report to identify the issues that were raised, recommendations made and assess status implementation of those recommendations by the PRs. Key documents to be reviewed include: PR grant agreements, performance frameworks, disbursement records; past audit reports, management letters, and LFA reports; review past capacity and systems-focused assessments (including lab, supply chain, HR, and data systems); UCCM oversight reports and previous PR evaluations; and compliance with Global Fund policies and national health strategies.

Others documents to be reviewed will include; Grant Implementation Plans (HIV, TB, Malaria, AGYW, UGANET, TASO, PR1, PR2, SRs), Disease NSPs, Grants Management and Operations Manuals, CCM Board and Executive Committee Meeting Minutes, CCM Board Meeting Minutes, PR Performance Letters (MOFPED – HIV, TB, Malaria), PR Progress and Disbursement Reports, PR Management Letters (TASO – HIV, TB), Audit Reports (TASO Grants, Global Fund Grants, OIG), Uganda Annual Country Reports (including Prospective Country Evaluation), CCM Grant Oversight Practices – Global Fund Implementer Series.

**4.2 Stakeholder Engagement**

Based on initial desk review and synthesis of existing reports and assessments, the consultant will identify targeted questions and information to be collected through stakeholder engagement; this may include:

* Conduct interviews with PR leadership, program managers, and finance officers.
* Engage with SRs, civil society representatives, and communities affected by the grants.
* Interview Global Fund Country Team representatives and LFAs.
* Interview relevant stakeholders including any CCM Board members and CCM Secretariat staff.
* Gather perspectives from relevant Government Ministries, Departments and Agencies

**4. Methodology**

The consultant is expected to employ a mixed-methods approach, including:

* **Quantitative Analysis**: Review programmatic and financial data, including grant performance reports and expenditure trends.
* **Qualitative Analysis**: Collect targeted feedback from key stakeholders, through surveys, key informant interviews (KIIs) and/or focus group discussions (FGDs) with stakeholders.

**5. Deliverables and Timelines**

The assignment will be undertaken within 8 weeks and the Consultant will be responsible for delivering the following:

**Week 1 – Inception Report**  
Submission of an inception report detailing:

* The refined scope of work
* Methodology and tools for desk review and gap analysis
* Stakeholder engagement plan
* Work plan for the entire assignment

**Weeks 2–3 – Synthesis and Analysis of Existing Information**

Review, synthesize, and analyze existing documents, reports, evaluations, and data sources. This desk review will constitute approximately 80% of the evidence base for the assessment.  
Note: Analysis will be ongoing throughout the assignment period.

**Week 4 – Initial Presentation of Desk Review Findings to PD&RM and UCCM Secretariat**

* Presentation of key insights and trends from the desk review
* Identification of gaps in information requiring validation or further input
* Agreement on scope and targets for additional stakeholder consultations

**Weeks 5–6 – Targeted Stakeholder Consultations**

* Conduct targeted consultations with stakeholders to address identified gaps
* Focused engagements via key informant interviews, virtual discussions, or in-person meetings (as appropriate)

**Week 7 – Draft Report Presentation and Validation Workshop**

* Submission of the **Draft Assessment Report** covering findings, analysis, and preliminary recommendations
* Presentation of the draft to PD&RM, UCCM constituencies, PRs, and stakeholders in a validation workshop
* Collect feedback to refine the report

**Week 8 – Final Report Submission**

* Submission of the **Final Assessment Report**, incorporating stakeholder feedback
* A concise **Power Point presentation** summarizing key findings, gaps, and actionable recommendations

The phasing of the assignment will be **sequential**, beginning with an **initial synthesis of existing reports and assessments** to be completed and presented to the PD&RM Committee within the **first 3 weeks**. This synthesis will help identify **targeted follow-up questions** for any additional qualitative inquiry. The consultant is expected ensure that the desk review is **focused and time-bound**, specifically addressing the **defined assessment period.**

**6. Consultant Qualifications**

The consultant should possess:

**Contextual knowledge about Global Fund Architecture**: Knowledge about the Global Fund New Funding Model /mechanism, structures and key players is required to enable the consultant to carry out this assignment.

**Monitoring, Evaluation and Research Skills:** The consultant should have experience in conducting programmatic evaluations. Extensive research knowledge and proven track record conducting project evaluations.

**Communication & Writing Skills**: The consultant must have the ability to communicate with audiences using multiple channels. Additional communication and writing skills, such as good data visualization skills and creative presentation techniques, which can help to communicate results to people without technical backgrounds is also required.

**Other requirements.**

* A post-graduate degree in Public Health, international development, finance, Economics, Public Policy or a related field.
* At least 10 years of experience in program evaluation, particularly in health-related grants.
* Strong knowledge of Global Fund grant management and CCM operations.
* Experience in conducting performance and financial audits of large-scale donor-funded programs.
* Demonstrated expertise in governance, fiduciary risk management, and organizational capacity assessments.
* Excellent analytical, report-writing, and presentation skills.

**7. Reporting and Coordination**

The Consultant will be supervised by the CCM Secretariat Coordinator/Executive Secretary on behalf of the CCM. The consultant will also be required to work closely with the PDRM Chairperson and provide regular updates to, and consult with the CCM PD&RM committee through the chairperson. A final presentation of findings will be made to the UCCM Board and other relevant stakeholders.

**9. Confidentiality**

All information collected during this assessment will be treated as confidential and used solely for the purpose of this assignment. The consultant shall not share or disclose findings without prior authorization from the UCCM.

**10. Application Process**

Refer to Standard Bidding Document: CCMPROC2025-40