



LIMPOPO
PROVINCIAL GOVERNMENT
REPUBLIC OF SOUTH AFRICA
DEPARTMENT OF HEALTH



*Empowered lives.
Resilient nations.*

TERMS OF REFERENCE

For

**Terminal Evaluation of the UNDP Support to Health Sector in Limpopo
Programme: Phase III**

JULY 2015

TERMS OF REFERENCE

Background and Programming Context

The UNDP Support to the Health Sector in Limpopo programme is the third phase of the UNV Support to the Health Sector in Limpopo. It is an extension of Phase I and Phase II, aimed at assisting the Government of South Africa to improve health care services in Limpopo Province. The health sector has been affected by a chronic deficit of health professionals, as a result of brain drain, the remoteness of the region and more attractive incentives elsewhere and abroad. The objective of the programme is to facilitate the recruitment and deployment of UN volunteer medical professionals in the rural areas of the province.

In this current phase (Phase III), in addition to the recruitment and placement of volunteers, the scope of the programme has expanded to include:

- *Health Planning Support Programme (Health economics)*: The purpose of this sub-programme is to strengthen health service planning, capacity of local health personnel at policy and planning level, through the analysis, development and institutionalization of effective Health Planning.
- *Knowledge management and leadership development*: The purpose is to establish a Health Knowledge Management Centre/s to systematically generate, collect, store and utilize information to inform strategic planning processes. This sub - programme, is aimed at facilitating “knowledge development and exchange platform”, to enhance knowledge sharing between local and international practitioners. Furthermore, a leadership development programme is envisaged to enhance the skills of the relevant local Senior Managers and improve the overall performance within the department.
- *Monitoring and evaluation, which includes the domestication of MDGs*: The purpose of this sub-programme is to establish the provincial Department of Health and Social Development M&E system to improve on service delivery, accountability and strategic planning. It will also assist with the domestication of MDGs within the Limpopo DoHSD.

Amongst the various implementation challenges of the programme, financial constraints related to the administration process instituted within the department as well as the high mobility of staff led to the suspension of three sub-programmes, impeding substantial progress of the program. A mid-term evaluation was conducted in 2011, to assess the strengths, weakness as well as lessons learnt in supporting and promoting volunteerisms in the province. By 2014, the programme had recruited and placed 40 doctors who were placed in 14 hospitals across the province.

UNDP is currently in the process of soliciting the services of a qualified service provider to conduct an end of programme evaluation. The evaluation will assess the overall contribution of the programme to the Government of Limpopo efforts in improving health service delivery as set out in the programme

document, in particular, strengthening the capacity of the Department of Health on strategic planning, monitoring and evaluation, promoting advocacy for volunteerism, MDGs domestication, human rights, south-south cooperation, and gender equality.

Programme Expected Outputs

- 192 Health and Allied Professionals recruited and deployed in Limpopo Province
- A successful Volunteerism programme to enhance commitment of local health professionals to serve in disadvantaged areas as a result of an increased appreciation of volunteerism
- A successfully implemented Mentorship Programme
- A successfully institutionalized Retention Strategy for local doctors and health personnel
- Institutionalization of a Roadmap for effective Health Planning
- A functional Information Nerve Centre
- Monitoring and Evaluation enhanced

Executing Arrangements

The programme is executed by Limpopo Department of Health, with internal support by the 14 hospitals where UNV doctors are deployed across the province. The Programme Management Unit (PMU), located in Limpopo Province provides overall co-ordination of the programme and facilitates effective engagement with the Department, hospital managers and UNV doctors serving across the entire province.

A Programme Steering Committee is instituted to oversee the programme on behalf of the UNDP and Government to ensure synergy and integration in the planning and execution of the programme sub-components. The Programme Steering Committee, as the supreme decision-making body of the programme, is composed solely of representatives of the UNDP and the Department of Health. The Committee is responsible for providing strategic oversight, whilst reviewing progress and results of the programme activities. UNDP acts as Secretariat of the Committee. During the execution of the programme, decisions of the Programme Steering Committee are made through consultation and on the basis of consensus by all parties.

Budget

The total programme budget at the time of signing of the programme document by the Limpopo Department of Health and UNDP was US\$ 36,300,000, however, due to financial constraints, the Department has contributed a total of ZAR 47,364,012 or US\$ 5,967,613.17.

2. Purpose of the Evaluation

This evaluation is being undertaken to evaluate the collective outcomes of the four years (2009 -2015) of UNDP's contribution in enhancing health service delivery through good governance and capacity development in Limpopo Province. The evaluation report will present findings, conclusions, good practices, lessons learned, and recommendations. The evaluation results will be used for the development of the new programme which will start in 2015.

3. Evaluation scope and objectives

The objective of this terminal evaluation is to determine the extent to which the programme objectives were achieved, or are expected to be achieved, and assess whether the programme has led to any other positive or negative outcomes. If possible, the extent and magnitude of any programme impacts to date will be documented and the likelihood of future impacts will be determined. The evaluation will also assess programme performance and the implementation of planned programme activities and planned outputs against actual results.

4. Evaluation questions

The evaluation will focus on the following key questions:

1. How effective was the programme in increasing retention rate of Health Professionals and interns in the Province.
2. To what extent has the programme improved quality and quantity of health care service delivery in the Province
3. How effective was the programme in promoting volunteerism and a commitment of local Health and Allied Professionals to serve in Limpopo.
4. To what extent was the programme successful in improving the use of information for planning, monitoring and evaluation
5. How effective was the programme in increasing the capacity to conduct monitoring and evaluation

The analysis of impact and outcomes achieved should include, *inter alia*, an assessment of the extent to which the programme has (1) improved mechanisms for co-operation in the management of the programme, and; (2) The “achievement” indicators and verifiers provided in the log frame of the programme document should be used together with the evaluation parameters specified below.

The evaluation shall make recommendations that may contribute to the assessment and development of the Programme Document for the 4th Programme Cycle. Furthermore, the evaluation should highlight lessons learned - both the positive as well as the negative, geared towards enhancing planning and implementation of future programs and programmes.

The evaluation should also include a breakdown of final actual costs and cost-sharing for the programme prepared in consultation with the relevant stakeholders. The evaluation shall comment on financial management and co-financing arrangements.

5. Methodology

This terminal evaluation will be conducted as an in-depth evaluation using a participatory approach whereby Programme Manager and the UNDP focal Point and other relevant staff are kept informed and regularly consulted throughout the evaluation. The evaluators will liaise with the Programme Manager any logistical and/or methodological issues to properly conduct the review in as independent a way as

possible. The Programme Manager will assist with the planning and necessary logistic arrangements to support the final agreed programme and demonstration site visits.

The findings of the evaluation will be based on the following:

1. A desk review of programme documents including, but not limited to:

- a) The programme documents, outputs, monitoring reports (such as progress and financial reports to UNDP and the Department annual Programme Implementation Review reports), mid-term evaluation, and relevant correspondence.
- b) Review of specific products including but not limited to technical publications, knowledge documents and meeting reports, case studies, methodological guidelines, strategies and recommendations, and public awareness materials in relation to the planned products and outputs detailed in the programme document;
- c) Reports from the Steering committee and Programme Management Unit (PMU)
- d) Other material produced by the programme or partner organisations
- e) Feedback from stakeholders: and Senior Government Personnel both decision makers and managerial level; hospital staff & managers, local communities and other partners engaged in demonstration site and pilot activities.

2. Interviews with the Programme Management Unit (PMU) including UNDP management, staff and consultants, UNV doctors and the designate programme staff in the Department of Health in Limpopo, including hospital managers and staff

3. The evaluators shall consult other relevant stakeholders and target audiences (e.g. key Departments of the Ministries of Health in the province, policy makers, members of the programme steering committee, representatives of hospitals, representatives of local communities, private sector partners, donors, and other UN Agencies and organizations etc.). Examples and evidence of the use of programme products by key target audiences shall be verified and reported wherever possible.

4. Interviews with the UNV staff in the UNDP Country Office and Bonn as necessary

6. Key Evaluation principles

In attempting to evaluate any outcomes and impacts that the programme may have achieved, evaluators should remember that the programme's performance should be assessed by considering the difference between the answers to two simple questions "**what happened?**" and "**what would have happened anyway?**". These questions imply that there should be consideration of the baseline conditions and trends in relation to the intended programme outcomes and impacts.

In addition, it implies that there should be plausible evidence to attribute such outcomes and impacts to the actions of the programme.

Sometimes, adequate information on baseline conditions and trends is lacking. In such cases this should be clearly highlighted by the evaluator, along with any simplifying assumptions that were taken to enable the evaluator to make informed judgements about programme performance.

In a nutshell, the evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation:

- Independence
- Impartiality
- Transparency
- Disclosure
- Ethical
- Partnership
- Competencies and Capacities
- Credibility
- Utility

7. Programme Evaluation Parameters

The consultant should provide **ratings** of Programme achievements according to Programme Review Criteria. Aspects of the Programme to be rated are:

- 1 Implementation approach
- 2 Country ownership/drivers
- 3 Outcome/Achievement of objectives (meaning the extent to which the programme's major objectives were efficiently and effectively achieved)
- 4 Stakeholder participation/public involvement
- 5 Sustainability of the programme outcomes focusing on financial, socio-political, institutional frameworks and governance
- 6 Catalytic role/Replication approach
- 7 Cost-effectiveness and cost sharing
- 8 Contribution to human rights and gender equality
- 9 Monitoring and evaluation
- 10 UNDP supervision and backstopping

The ratings to be used are:

HS	Highly Satisfactory
S	Satisfactory
MS	Marginally Satisfactory
MU	Marginally Unsatisfactory
U	Unsatisfactory
HU	Highly Unsatisfactory
NA	Not applicable

8. Evaluation products (deliverables)

The key evaluation products that the evaluation consultant is expected to produce should include:

- Evaluation inception report - An inception report will be prepared by the consultant before going into the full-fledged evaluation exercise. It should detail the evaluator' understanding of what is to be evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables. The purpose of the inception report is to provide an opportunity to verify and share the same understanding about the evaluation and clarify any misunderstanding at the outset.
- Draft evaluation report - The programme unit and key stakeholders will review the draft evaluation report to ensure that the evaluation meets the required quality criteria.
- Final evaluation report.
- Evaluation brief and other knowledge products or participation in knowledge sharing events, if relevant.

9. Required competencies

The consultant selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities. The evaluator shall have prior experience in evaluating similar projects. Former cooperation with UNDP is an advantage.

The selection of consultants will be aimed at maximising the overall "team" qualifications and competencies in the following areas:

- (i) At least Masters Degree, preferably in Development and Public Management, Public, Policy Analysis, or related fields in social science;
- (ii) Recent experience with result-based management evaluation methodologies;
- (iii) Experience applying participatory monitoring approaches;
- (iv) Experience applying SMART indicators and reconstructing or validating baseline scenarios;
- (v) Recent knowledge of the UNDP Monitoring and Evaluation Policy;
- (vi) Recent knowledge of UNDP's results-based evaluation policies and procedures
- (vii) Demonstrable analytical skills;
- (viii) Work experience in relevant areas for at least 5 years;
- (ix) Experience with multilateral or bilateral supported capacity development projects;
- (x) Project evaluation experiences within United Nations system will be considered an asset;
- (xi) Excellent English communication skills (oral and written).

The consultant must be independent from both the policy-making process and the delivery and management of assistance. Therefore, a consultant who has had any direct involvement with the design or implementation of the project will not be considered. This may apply equally to evaluator who is associated with organisations, universities or entities that are, or have been, involved in the project

policy-making process and/or delivery of the project. Any previous association with the project or other partners/stakeholders must be disclosed in the application.

If selected, failure to make the above disclosures will be considered just grounds for immediate contract termination, without recompense. In such circumstances, all notes, reports and other documentation produced by the evaluator will be retained by UNDP.

10. Evaluation report format and review procedures

The report should be brief, to the point and easy to understand. It must explain; the purpose of the evaluation, exactly what was evaluated and the methods used. The report must highlight any methodological limitations, identify key concerns and present evidence-based findings, consequent conclusions, recommendations and lessons. The report should provide information on when the evaluation took place, the places visited, who was involved and be presented in a way that makes the information accessible and comprehensible. The report should include an executive summary that encapsulates the essence of the information contained in the report to facilitate dissemination and distillation of lessons.

Evidence, findings, conclusions and recommendations should be presented in a complete and balanced manner. The evaluation report shall be written in English, be of no more than 50 pages (excluding annexes), use numbered paragraphs and include:

- (i) An **executive summary** (no more than 3 pages) providing a brief overview of the main conclusions and recommendations of the evaluation;
 - ii) **Introduction and background** giving a brief overview of the evaluated programme, for example, the objectives and status of activities;
 - iii) **Scope, objective and methods** presenting the evaluation's purpose, the evaluation criteria used and questions to be addressed;
 - iv). **Programme performance and impact** providing factual evidence relevant to the questions asked by the evaluator and interpretations of such evidence. This is the main substantive section of the report and should provide a commentary on all evaluation aspects (A - F above).
 - v) **Conclusions and rating** of programme implementation success giving the evaluator's concluding assessments and ratings of the programme against given evaluation criteria and standards of performance. The conclusions should provide answers to questions about whether the programme is considered good or bad, and whether the results are considered positive or negative;
 - vi). **Lessons learned** presenting general conclusions, based on established good practices that have the potential for wider application and use. Lessons may also be derived from problems and mistakes. The context in which lessons may be applied should be clearly specified, and lessons should always state or imply some prescriptive action. A lesson should be written such that experiences derived from the programme could be applied in other programmes or at portfolio level;
 - vii) **Recommendations** suggesting *actionable* proposals regarding improvements of the current programme. They may cover, for example, resource allocation, financing, planning, implementation, and monitoring and evaluation.
- Recommendations should always be specific in terms of who would do what, provide a timeframe, and a measurable performance target. In general, Terminal Evaluations are likely to have very few (only two or three) actionable recommendations;

viii) **Annexes** include Terms of Reference, list of interviewees, documents reviewed, brief summary of the expertise of the evaluator / evaluation team, a summary of cost-sharing information etc. Management responses to the evaluation findings may later be appended in an annex.

11. Review of the Draft Evaluation Report

Draft reports submitted to UNDP will be shared with the corresponding focal point in the Department for initial review and consultation. The UNV staff is allowed to comment on the draft evaluation report. They may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions. The consultation also seeks agreement on the findings and recommendations. UNDP collates the review comments and provides them to the evaluators for their consideration in preparing the final version of the report.

All UNDP Evaluation Reports are subject to quality assessments by Evaluation Office. Evaluation quality assessment criteria will be used as a tool for providing structured feedback to the evaluator.

12. Evaluation ethics

The evaluators must read and familiarise themselves with the evaluation ethics and procedures of the UN System to safeguard the rights and confidentiality of information, for example: measures to ensure compliance with legal codes governing areas such as provisions to collect and report data, particularly permissions needed to interview or obtain information about children and young people; provisions to store and maintain security of collected information; and protocols to ensure anonymity and confidentiality.

13. Implementation arrangements

The principal responsibility for managing this evaluation lies with UNDP South Africa Country Office. UNDP South Africa will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. UNDP will liaise with the evaluators to set up stakeholder interviews, arrange field visits, coordinate with the Government, etc.

14. Resources and schedule of the evaluation

The evaluation will begin on 01 Sept 2015 and end on 30 Sept 2015. The evaluator will submit a draft report on 16 October 2015 to UNDP.

Table 1: The activities and timeframe are broken down as follows:

Activity	Timeframe and responsible party
Desk review	4 days by the Consultant
Briefings for evaluators	1 day by the UNDP procurement Unit
Field visits, interviews, questionnaires, de-briefings	5 days by the Consultant
Preparation of first draft report	5 days by the Consultant
Review of preliminary findings with project stakeholders through circulation of the draft report for comments, meetings and other types of feedback mechanisms	5 days UNDP South Africa Office and Government Counterparts
Incorporation of comments from project stakeholders and submission of second draft report	3 days by the Consultant
Review and preparation of comments to second draft report	2 days UNDP South Africa Office, and Government Counterparts
Finalisation of the evaluation report (incorporating comments received on second draft)	5 days by the Consultant
Stakeholder Validation Workshop of the evaluation report	1 day facilitated by the Consultant

15. Submissions of Final Terminal Evaluation Reports

The final report shall be submitted in electronic form in MS Word format and should be sent to the following persons: Mr. Walid Badawi (UNDP Country Director)

All interested applicants should submit: a recent CV; a proposal outlining of the evaluation approach and methodology; period of availability, a proposed budget for the assignment implementation to: www.undp.org.za. Application deadline: 15 August 2015.