



## **Call for Proposals Mid Term Evaluation Decentralised Response to HIV and AIDS Terms of References**

### **1. INTRODUCTION AND CONTEXT**

The Centre for Municipal Research and Advice (CMRA) is seeking an experienced Monitoring and Evaluation expert to conduct the Mid Term Evaluation of the project “Decentralised response to HIV&AIDS in South Africa”. The Mid Term Evaluation is formative in nature and should give insights into the progress made and process involved in the implementation of the project. The evaluation should provide practical, concrete recommendations regarding actions to be taken in order to achieve the end results in a sustainable manner.

#### **1.1 Implementing agency**

In 2005, the Royal Netherlands Embassy in South Africa commissioned CMRA, a joint initiative of the International Cooperation Agency of the Association of Netherlands Municipalities (VNG-I) and the South African Local Government Association (SALGA), to implement a three-year project aimed at strengthening and improving the HIV&AIDS response of local government in South Africa. The project was designed by VNG-I in consultation with SALGA and South African Municipalities.

#### **1.2 Target group**

Direct beneficiaries are the seven municipalities partaking in the project and the South African Local Government Association (SALGA).

### 1.3 Location and implementation sites

Municipality	Province
Nelson Mandela Bay Metropolitan Municipality	Eastern Cape
Emalahleni Local Municipality	Eastern Cape
Buffalo City Municipality	Eastern Cape
Ethekwini Metropolitan	Kwa Zulu Natal
Hibiscus Coast Municipality	Kwa Zulu Natal
Madibeng Local Municipality	North West
Greater Marble Hall Local Municipality	Limpopo

### 1.4 Duration of the project

The project started in October 2005 and will run till September 2008 with a possibility of extending the project for another year.

## 2. PROJECT SUMMARY

### 2.1 Project rationale

The HIV and AIDS epidemic continues to have a devastating impact on a societal, community, household and individual level and requires a multi-sectoral response. For local government, generally accepted to be the government sphere closest to the people, there are two main areas that require attention: prevention and alleviation of 1) the impact on households and communities and 2) the impact on local government functioning. Therefore, the role ascribed to municipalities is to coordinate and facilitate existing and new responses, planning, providing leadership and implementing the internal workplace response. This project aims to assist the municipalities in most of these areas.

While a comprehensive Municipal HIV&AIDS response is required, local authorities are faced with a number of challenges. A full discussion can be found in the project proposal 'Decentralised Response to HIV/AIDS in South Africa (2004) but include the following items:

- HIV and AIDS is only one of many urgent issues requiring attention from the municipality
- Human capacity constraints and understaffing within the municipality;
- Financial constraints
- Perception that HIV and AIDS is mainly a health problem
- Perception of HIV and AIDS as an unfunded mandate and related poor understanding of the concept of HIV and AIDS mainstreaming

- Relationship between municipalities and civil society: integrated development with active involvement of civil society is needed for an effective local HIV/AIDS response;
- Lack of an effective infrastructure to disseminate information and (best) practices to a broader audience of local authorities.

The current response of the majority of municipalities is weak in nature. This pilot project intends to come up with structural and sustainable interventions that will 1) improve the municipal HIV&AIDS response, 2) identify best-practices and 3) provide guidelines to other municipalities not taking part in the project.

## **2.2. Overall objective**

To establish a more effective HIV&AIDS-responsive local government in South Africa by using/adopting a coordinated municipal response building on previous experiences and research and aiming at the development of good practices to be disseminated amongst all South African municipalities.

## **2.3 Project goals**

**2.3.1 To strengthen and/or establish an Interdepartmental Forum on HIV/AIDS** in the pilot municipalities with a clear objective, mandate and responsibility, coordination body and budget, (earmarked from the various departments) well embedded in the IDP in order to increase the service delivery to the community related to HIV&AIDS issues;

**2.3.2 To advise the pilot municipalities on how to establish and/or strengthen multi-sectoral or inter-sectoral municipal HIV/AIDS platforms (Local Aids Councils)**

involving all local stakeholders (governmental and non-governmental) in the field of HIV/AIDS to address the problem of HIV/AIDS from the local level in a coordinated and effective way, broaden the scope of the spin off and avoid unnecessary overlaps;

**2.3.3 To develop six pilot activities on service delivery related to HIV/AIDS that can be used as good practices.** The overall objective of the pilot activities is to support Local Government in coordinating concrete HIV prevention and care activities for and with underserved vulnerable groups, in partnership with governmental and non-governmental bodies. Each pilot has a different focus:

- HIV prevention among youth, using sport in Nelson Mandela Bay Metro Municipality.
- HIV prevention and access to services for farm workers in Madibeng Municipality
- HIV prevention and access to HIV services for underserved rural communities in Emalahleni municipality.
- Improving the accessibility of HIV&AIDS services to persons with disability in Buffalo City Municipality
- HIV prevention in the trucking Sector in eThekweni Metropolitan Municipality
- Integrating the delivery of HIV&AIDS services in a Multi-purpose Community Service Centre (MPCSC) in Hibiscus Coast municipality.

**2.3.4 Supporting SALGA in its role of provider of information and support to Local Government on matters related to HIV and AIDS and Local Government.**

#### **2.4. Project End Results**

1. An Interdepartmental Forum on HIV&AIDS established in at least 3 municipalities.
2. An inter-sectoral municipal HIV&AIDS platform established and functioning in at least 3 municipalities.
3. Six pilot activities on service delivery related to HIV&AIDS carried out and leading to development of good practices
4. Support to SALGA in its role of provider of information and support to Local Government on matters related to HIV and AIDS and Local Government. In specific:
  - Development of an HIV&AIDS page for the SALGA website
  - A newsletter on developments in the field of HIV/AIDS relevant to South African Local Government.
  - Support to the SALGA Provincial HIV&AIDS coordinators by means of workshops and an HIV/AIDS manual

#### **2.5 Project set up**

The project has a Project Manager, Researcher and Administrator, who are based at CMRA Head Office. Project Coordinators (PCs) have appointed by CMRA and are based in the respective municipalities. They report to both the CMRA Project Manager and the Municipal Supervisor. A memorandum of understanding regarding the roles and responsibilities of all parties have been signed by CMRA and the Municipal Managers.

## II. OBJECTIVES OF THE EVALUATION

The objectives of the Mid-Term Evaluation are:

- I. To assess process and progress of the overall project in terms achieving the end goals using the evaluation criteria of relevance, effectiveness, efficiency, sustainability and impact
- II. To give recommendations of actions to be taken in order to achieve the end results in a sustainable manner.

## III. EXPECTED RESULTS

The evaluation has to take into account programme design, programme implementation as well as intended and unintended results of the programme till date. While considering the whole programme cycle, the evaluation is expected to provide data/information (based on verifiable observation), analysis, concrete conclusions and recommendations regarding:

### I. Programme design

1. To what extent is the overall design of the project relevant and aligned to national level priorities and policies and coordinated with other donor activities in the country?
2. Review of the logic of the logframe
3. Review of the risks and mitigation strategies identified

### II. Programme content

Progress of achievements with regard to the project expected end results, taking into account the evaluation indicators of relevance, efficiency, effectiveness, sustainability and impact, defined as follows:

1. **Relevance:** The extent to which the objectives of the project are consistent with the beneficiaries' (local government) requirements and the policy context
2. **Effectiveness:** The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.

3. **Efficiency:** A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
4. **Sustainability:** The continuation of benefits from the project after the interventions have been completed. The extent to which the project benefits are likely to be resilient to risks over time.
5. **Signs of Impact:** It is acknowledged that it is difficult to assess impact at this stage of the project, but the evaluation should look at foreseen or unforeseen, positive or negative, in the field of action (*direct impact*) or precisely in other areas not directly targeted by the action (*indirect impact*) signs of impact, and assess whether results made so far can reasonably be expected to make an impact in the longer term.

### III. Project and stakeholder management

1. Functionality of structure of project team, including:
  - a. Nature, relevance and execution of roles and responsibilities of the different team members: staff at Head Office, CMRA staff in municipalities, VNG-I
  - b. Positioning of PCs in the municipalities
2. Stakeholder involvement: are all relevant stakeholders involved in the project, what is the nature of their involvement and how effective is their involvement? (this includes SALGA, DPLG, the participating municipalities and other members of the Project Steering Committee)
3. Support systems: are they working well? This includes:
  - a. The support delivered by CMRA head office to the project staff in the Municipalities
  - b. The support of VNG International to the CMRA team in terms of project management support and expertise.
4. The role and position of the pilot Municipalities towards the project
  - a. How relevant are the project activities for the Municipality?
  - b. Is the Municipality well informed about the project process and expected end results?
  - c. How does the Municipality experience the project process?
  - d. What does the Municipality see as its own contributions to the successes/barriers of the project achievements?
  - e. To what extent does the Municipality feel it 'owns' the project?

- f. How does the Municipality perceive the sustainability of the project?
  - g. What recommendations can the Municipality make towards the project meeting its expected end results?
5. The role and functioning of the Project Steering Committee
  6. Quality of external expertise in the project as experienced by the CMRA team and the recipients (i.e. the Municipalities and SALGA)

#### IV. Project Environment

1. Characteristics of the project environment that hinder/facilitate achievement of end results. This may include both organisational (internal) factors as well as external factors related to the national, provincial and local (municipal) environment.
2. The extent to which project conditions changed during the course of implementation

#### VI. Conclusions

General summary of the findings and organised into a SWOT analysis of the project process and the project achieving its end results and specific objectives.

#### VII. Recommendations

What needs to be done for the project to achieve its expected end results and specific objectives in a sustainable manner? Recommendations should be concrete and where applicable made at all levels, i.e. design, logframe, content, project and stakeholder management and project environment, taking into account time and budgetary constraints.

### **IV. METHODOLOGY AND APPROACH**

- I. Document review
- II Preparatory meeting with project manager for operational planning
- III Presentation of Evaluation Workplan (see annex 1)
- III. Interviews with project staff at head office and in municipalities, and other stakeholders including but not limited to the municipal supervisors, SALGA (evaluator decides who else to interview and how to organise those interviews: structured, semi-structured, etc.).
- IV. Project visits (all municipalities and SALGA)
- V. Presentation of preliminary results, including conclusions and recommendations to the Advisory Evaluation Committee. Presentation will include

- a. Introduction of the brief, approach and methodology
  - b. Preliminary results, including conclusions and recommendations
  - c. Facilitation of participatory debate of the successes/barriers identified, feasibility of recommendations and what each stakeholder can contribute towards the project achieving the expected end results. (This phase is essential for ownership of the results by all stakeholders which will facilitate in implementation of the recommendations by the stakeholders)
- VI. Draft report
  - VII. Final report
  - VIII. Presentation of final report and recommendations at Project Steering Committee meeting in the first semester 2008, at a date to be advised

#### **V. REQUIRED EXPERTISE**

- detachment with respect to the action undertaken
- competence in the evaluation methods and techniques applied to complex programmes
- knowledge of local government systems in South Africa
- knowledge of the HIV&AIDS in local government environment in South Africa
- knowledge and experience on institutional capacity building
- pedagogical competences for facilitating participatory approach
- capacity for analysis and synthesis

## VI. PROVISIONAL PLANNING

Document review	5 days
Preparatory meeting	0,5 day
Evaluation plan	3 days
Interviews and field visits	18 in total; 1 day CMRA head office 0,5 days at SALGA 0,5 days at the Royal Netherlands Embassy 0,5 days VNG-I (by phone/email) 1 day contact with the external experts where required (by email/phone) 1 day per municipality= 7 days 7,5 additional days to be used if and where necessary (eg: extra days in particular municipalities, to meet with LAC members, IDF members etc)
Analysis of findings and draft report	10 days
Presentation of main findings to AEC and facilitation of debate	1 day
Final report	2 day
Presentation of final report to PSC	0.5 days
<b>TOTAL</b>	<b>40</b>

Additional explanation:

- The above is the proposed schedule. The evaluator may motivate for a different allocation of the number of days under the different activities.
- Interviews, field visits and analysis of findings to take place between 21 January until 15 February
- Draft report should be submitted latest by 29 February
- Presentation of the draft report and main findings is planned for the week of 9 March
- The final report should be submitted latest by March 19

## **VII BUDGET**

The budget available is R180 000 (excl VAT) for a maximum of 40 days excluding travel expenses and other expenses to be specified in the proposal and approved in advance. In addition, DSA is available for the days travelled.

## **VIII. SUPPORT PROVIDED**

- The project manager will be the main contact person and coordinate the evaluation process. CMRA project coordinators will be responsible for making the appointments with stakeholders within the municipality, with the support of the consultant.
- Logistical arrangements: in close consultation with the project manager, assistance with logistical arrangements possible, depending on local circumstances and to the final judgement of the project manager.
- The consultant will use his or her own equipment.
- Background documentation will be provided to the selected evaluator on commencement of the evaluation.
- An evaluation advisory committee will provide inputs into the evaluation plan and comment on the draft report

## **VIII. DOCUMENTATION**

- Logical Framework
- Project Proposal
- Budget
- Memorandum of Understanding between CMRA and Municipalities
- Job descriptions Project Manager, Researcher, Technical Advisor HIV/AIDS, Project Coordinators
- Situational Analysis reports
- Project Steering Committee reports
- Workshop reports, municipal work plans and progress reports
- IDF workshop reports, municipal workplans and progress reports
- SALGA website workplan, PC training programme and manual, LGB publications
- Municipal pilot project proposals and workplans
- Project progress reports nrs 1 to 4

## **IX. HOW TO SUBMIT YOUR PROPOSAL?**

Please send an electronic and a hard copy of the following documentation:

- Proposal (your understanding of the ToR and your approach to the Mid Term Evaluation, maximum 8 pages)
- Budget (financial proposal) including fees and direct costs.
- CVs of proposed evaluators
- Track record indicating relevant experience for this particular assignment
- a SARS clearance certificate

The electronic copy should be sent to [mversteeg@cmra.org.za](mailto:mversteeg@cmra.org.za). The hard copy should be sent in a closed envelope to the following address:

**CMRA**

**Attention : M.A. Versteeg**

**PO BOX 98341**

**Waterkloof Heights 0065**

Enquiries to: Marije Versteeg at

Office: 012-3473831

Cell: 074-1063800

Email: [mversteeg@cmra.org.za](mailto:mversteeg@cmra.org.za)

**Deadline: 7 November 2007**

### **Annexes to the TOR**

- I. Evaluation Workplan

## **ANNEX I Evaluation Workplan**

After a preparatory meeting with the project management team the Consultant will prepare an evaluation workplan to operationalize and direct the evaluation. The workplan will describe how the evaluation will be carried out, bringing refinements, specificity and elaboration to the terms of reference. It will be approved by the Project Manager and act as the agreement between the two parties for how the evaluation will be conducted. The evaluation workplan will address the following reporting elements:

- Overview of Investment
- Expectations of Evaluation
- Roles and Responsibilities
- Evaluation Methodology
- Evaluation Framework
- Information Collection and Analysis
- Reporting (report template will be provided)
- Work Scheduling

### **Field Mission**

The evaluation will include site visits to:

- CMRA Head Office, +/- 4 persons to consult
- SALGA National office, 2 persons to consult
- All seven municipalities, with interviews with
  - The CMRA PC
  - The supervisor of the CMRA PC
  - Where possible the municipal manager and relevant portfolio councillor
  - Additional persons if required
  - In addition to the interviews the evaluator is supposed to collect information in accordance with the requirements stipulated in the evaluation workplan. In 4 of the municipalities the field visits should not take more than one day while in the remaining 3 municipalities two days may be required.
- VNG-I will be consulted telephonically

### **Evaluation Report**

The Consultant will prepare an evaluation report that describes the evaluation and puts forward the evaluator's findings, recommendations and lessons learnt. The presentation

of results is to be intrinsically linked to the evaluation issues, establishing a flow of logic development derived from the information collected. The template to be used will be provided by CMRA.