



**Strategic Plan for the Elimination of Human Rabies in Kenya 2014 -2030**  
**Makueni County Pilot Project**

**Terms of Reference for**  
**End of Pilot Evaluation**

**May – July 2019**

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## 1. Introduction

Project title	Strategic Plan for the Elimination of Human Rabies in Kenya 2014 -2030 Makueni County Pilot Project
Affiliate	Zoonotic Disease Unit (ZDU), Kenya
Partner organizations	Washington State University, Kenya Medical Research Institute, CDC - Kenya
Geographical coverage	Makueni County, Kenya
Project lifespan	August 2014 - December 2019
Evaluation manager	Dr. Emily K Mudoga
Evaluation time frame	June - July 2019

The Strategic Plan for the Elimination of Human Rabies in Kenya 2014-2030 'Makueni County Pilot Project' is a 5-year project that was launched on World Rabies Day 28<sup>th</sup> September 2014 in Makueni County by the Governor, Professor Kivutha Kibwana. The project aims at piloting the strategies outlined in the national strategy and generate learnings that will be used to inform further scale-up across the country.

This document represents the Terms of Reference (TOR) for the mid-term evaluation of the project. It is designed to allow World Animal Protection, the Makueni County Government, Zoonotic Disease Unit, Washington State University and other partners to have a systematic assessment of the design, implementation and the results of the rabies elimination pilot project in order to ascertain the effectiveness, efficiency, impact and gaps for this and future projects.

Further details available in the Terms of Reference include the background, objectives, key questions, scope of the evaluation and methodological approach, schedule, logistics and deliverables, evaluation responsibilities and management arrangements, dissemination requirements, selection process of the evaluator and expectations for evaluation proposal.

## 2. Background, Rationale and Purpose of the Evaluation

### Background of Project:

This project is part of a larger initiative that sits with the ZDU and sponsored by the National and County governments of Kenya, World Animal Protection, Washington State University and other external donors, which aims to deliver 'The Elimination of Rabies in Kenya by 2030'. World Animal Protection and her partners collaborated with ZDU to enable the inclusion of Makueni County as one of 5 Pilot Counties participating in this programme. The ZDU programme is based on a 'Stepwise Approach' formulated by the International Tripartite of the OIE, WHO & FAO, in which the Country (Kenya) will transition from rabies epidemic state to a rabies-free state. The approach consists of six stages that involve sustained mass dog vaccination, pre and post exposure prophylaxis treatments and public education until the country is declared to have a disease-free status. World Animal Protection's and her partners goal is to support the best national translation and integration of the County Government of Makueni pilot programmes results for greater efficiency and effectiveness for both animal as well as human outcomes within the national strategic plan delivery.

Two participatory meetings were held in August and September of 2014. The first meeting brought together key stakeholders for capacity building and training on the implementation of the new national rabies strategic plan, which was launched on September the same year. The second meeting was to train county government veterinary and civic education departments on implementing the rabies strategic plan and developing work plan for efficient execution of activities needed to support the uptake of the plan in Kenya. In this work plan, human resource and additional support materials were identified and this led to formation of a small team to address these issues and develop expanded budget to cover the full project.

In 2015 the Makueni Directorate of Livestock and Veterinary Services developed a comprehensive work plan for dog vaccination and surveillance for the delivery of the Strategic Plan for the Elimination of Human Rabies in Kenya-Makueni Pilot Programme. The outcomes of pre-testing the mass dog vaccination methodology was utilized for the development of a more concise full county vaccination programme that informed the next phase of the project. The outcomes and lessons learnt were shared with the ZDU, which enabled them refine mass dog vaccination programmes in other counties undertaking the elimination of human rabies programme in Kenya. The key stakeholders in Makueni County such as the County Ministry of Health, Ministry of Agriculture & Livestock and Ministry of

Education (both national government and civic education departments), and the Ministry of Information Communications and Technology (ICT) were engaged and bought into the concept committing their time and resources to ensuring that project objectives are achieved.

The other activities that were undertaken are the coordination and planning meeting for the County Rabies Elimination Coordination Committee followed by strategic planning meetings for the six Sub-county Rabies Elimination Coordination Committees; awareness and planning meetings for the Ward Administrators and the appropriate Chiefs and Sub-chiefs to ensure they are familiar with project activities and their role in the success of the vaccination campaign. Supporting the vaccination trail was the development of effective education, mobilization & outreach delivery mechanisms, systems and tools for awareness/ mobilization campaigns specific to targeted audiences, done through the collaboration, support and participation from key stakeholders such as the County Ministry of Health, Ministry of Agriculture & Livestock, and Ministry of education both national government and civic education departments, Ministry of ICT and other identified partners. These stakeholders were important in the continuous development and delivery of the education programmes to target.

In 2016 the Makueni Directorate of Livestock and Veterinary services continued refining & developing a comprehensive work plan for dog vaccination and surveillance for the delivery of the; 'Strategic Plan for the Elimination of Human Rabies in Kenya-Makueni Pilot Programme'. The outcomes of the continued mass dog vaccination methodologies included the development of an effective full county vaccination programme. A trial Training of Trainers (TOT) was conducted for teachers in Makueni county who were used as mentors to pupils in the respective schools on Rabies, dog bite prevention/ management and welfare. Through the Washington State University and Kenya Medical Research Institute, an enhanced surveillance programme for rabies in animals and humans was established. This consisted of health-facility-based surveillance and community-based surveillance for rabies using contact-tracing methods triggered through reported cases of bites. In the health sector improved provision and follow up of vaccination and ease access for dog bite treatment and training of staff was done. The outcomes and lessons learnt were also shared with the ZDU to inform and help refine future mass dog vaccination programmes in other counties undertaking the elimination of human rabies programme in Kenya.

### **Purpose of Evaluation:**

The first two and a half years of the project implementation, the activities focused on trialing the best methodologies to undertake mass dog vaccination and community mobilization and enforcement. The introductory test trial of TOT targeting teachers was done during the same time with an aim to pass dog welfare and rabies information to pupils who will act as change agents. Additionally, and at the same

period, the efforts also focused on improving/ fine tuning the above, finding best means for community awareness and mobilization on dog welfare and rabies and technical work with the county government to develop policies and bylaws including responsible dog ownership as part of the wider Animal Welfare and Livestock policy development in Makueni county.

A mid-term evaluation of the project was done in 2016 to reflect on the outcomes of the first two and a half years so as to develop of the learnings for improvement of the next two and a half years activities, as well as for the identification of potential strategies for the sustainability of outcomes of project activities , especially the continuous mass dog vaccination, community awareness/ participation, surveillance, enhance treatment services and school children education and rabies surveillance in humans and animals.

The intended evaluation should build upon the baseline information, mid-term evaluation and monitoring data, providing an opportunity for more in-depth analysis and understanding as to why certain intended (or unintended) outcomes are/are not achieved. Moreover, this end pilot evaluation will provide the opportunity for accountability towards the project stakeholders, as well as important learning for the project teams and partners.

The end pilot evaluation results will offer the possibility to *use the findings* for:

- Assessing the contribution towards the outcomes achieved by the project so far;
- Learning from best practices for improving the influencing of the project, as well as learning towards the development of the ZDU national roll out strategy
- Providing recommendations on focal areas such as policy/ by-law development, Mass dog vaccination, school education work, Community awareness and extension services in dog welfare (husbandry) and arguments for Makueni County government and other counties to ensure sustainability of project.
- Accountability towards stakeholders at large (government county/national, donor, community and the private sector), to identify key lessons in order to improve the current and future strategies and programmes.

The *primary users* of the end term evaluation report are:

- World Animal Protection, County Government of Makueni, Zoonotic Disease Unit, Washington State University and other stakeholders and partners. The results and recommendations will be essential in improving the new projects aimed in rabies elimination.
- Zoonotic Disease Unit (ZDU), who are the main project stakeholders at national level will gain a better understanding of the dynamics and trends of the project roll out and implementation to achieve greater impact of their advocacy efforts at national and county level on rabies elimination.
- Moreover, the Makueni County Government and her relevant ministries will use the results from this final evaluation for accountability, strengthening and pulling together resources and seeking funding opportunities.

The *secondary audiences* of this final evaluation report is:

- Other counties in Kenyan government and other organizations with an aim of introducing rabies elimination plan. This report will provide evidence and dynamics surrounding dog population management, mass dog vaccination and community education.
- General public and residents of Makueni county government will use this report to help them in understanding the status of rabies in their county and the progress being made towards rabies elimination through mass dog vaccination and community education outreach

Based on the above, the following two types of evaluation approaches will be applied:

1. The *process evaluation* in order to assess how and in what ways the Project did work;
2. The *outcome evaluation* in order to assess how and in what ways the project is contributing to achieving its objectives.

### 3. Specific object and objectives of the evaluation

The *specific object* is to conduct the end of pilot evaluation of the Makueni County Rabies elimination pilot project for the five years of its implementation August 2014 – April 2019. It is to focus on both the process of the project implementation, as well as on the contribution to results and outcomes thus far.

The *process evaluation should focus* on accessing how and in what ways the programme worked, and for whom. This is to provide opportunities for feedback and reflection amongst the stakeholders to inform the ongoing implementation process and current design of the programme. The process evaluation will also assess whether the use of resources is proving to be effective and efficient, and whether county's

systems and capacities are appropriate for achieving project results. This should also answer whether the results achieved in terms of undertaking the mass vaccinations, providing primary health care, school children education and community mobilization & outreach systems are effective and sustainable, and the extent to which the project is contributing to increased welfare, reducing culling of dog's and reduction in dog rabies cases.

The *outcome evaluation should assess* how and in what ways the Project is or can contribute to changes in policies, practices, ideas and attitudes, and if there have been any negative or unexpected effects. It should also seek to identify the mechanisms that have contributed to or worked against programme effectiveness and successful change. Based on the above, the *specific objective* of the end term evaluation is to provide information on:

- Progress towards the Project outcomes;
- The reasons behind the achievement (or not) of the objectives (e.g. if project is not achieving its objectives, whether the problem rests in the theory of change, or with difficulties in the implementation [including the institutional context], and whether these are leading to unintended [positive or negative] consequences);
- External partner's contribution and added value;
- The relevance of the project - extent to which the Project is suited to the priorities and policies of Makueni county and the ZDU national process, extent to which it will be relevant both for the national and county governments in Kenya, as well as the donor; Extent to which it is relevant to beneficiaries, with specific reference to the dogs, children and wider community; Considerations on changing context and external factors effecting the environment and the project implementation;
- Conditions scaling up, handover or other types of transitions for guaranteeing the sustainability of partnerships and county government ownership.

#### 4. Questions to be answered by the evaluation

Based on the above-mentioned objectives, the specific key questions that the final evaluation should answer are as follows:

1. How effective and efficient the **processes** of project's efforts are in achieving the project objectives?



- o How effectively and appropriately has the project team worked in their role and how have they involved others in relevant stages through the process (partners, private sector, policy makers, media, etc.)?
  - o What are the capacity and the current gaps in human capacity, financial provision, county government support, accountability mechanisms, monitoring & evaluation systems and learning outcomes?
2. What is the progress towards the Project **outcomes**? What are the reasons? What are the unintended positive and negative results of the Project? **How have the counties socio-economic political factors effected this process, constraints and contributing external factors?**
- o What is the proportion of stakeholders (government, education sector & community) who provide positive feedback on the effectiveness of project work activities? Why? What can be improved? What do they perceive as gaps not being addresses? How should they be addressed?
  - o Are there any behavioral and attitudinal changes of stakeholders (decision makers, educators, community, eternal partners, etc.) on how the programme is developing
  - o Are the issues being placed in the policy agenda of the county government and what are the perceptions of the authorities responsible?
  - o Are their integrated monitoring systems in place within the relevant departments involved in the programme work?
3. How **relevant** is the project to the priorities and policies of the County government of Makueni? Extent to which it is relevant both the a) national government, b) other county governments, c) beneficiaries, d) external stakeholders, with specific reference to the experiences and opinions of government project team and responsible officers, teachers, pupils and general community members. How does the present context of the project, the environment and external factors affect the project implementation?
4. How **sustainable** will the programme be post exit of the funding partners? What is the current capacity of the Makueni County Government for sustaining of Strategy implementation till elimination of rabies?
- o What can be the possible strategies to ensure positive transition and the sustainability of the elimination programme? What are the strategies in ensuring the various departments will continue their multifaceted approach to the elimination of rabies until possible declaration of freedom.

## 5. Scope of the evaluation and approach on methodology

The process of final evaluation will be carried out in a transparent and participatory manner, including consultation with a broad range of stakeholders in the assessment. The process, as well as the final results should be, addressing and incorporating the inclusive aspects and needs, as well as guarantying all relevant stakeholders / respondents. The methodology for the evaluation envisages both desk and field researches. The desk research will be the first step for the evaluator in order to:

- Understand the Project and its specifics; and
- Assess the process through project documentation;

The sources/reference for the desk research include:

- Kenya National Rabies Elimination Strategy.
- World Animal Protection DPM documents.
- Project grant documents and reports.
- Mid-term project evaluation report
- Makueni County KAPS and Dog Census reports
- Surveillance data reports
- Scientific publications
- Other documentation, such as reports produced by the county team, communiqués, cabinet papers etc.

The field research will include face to face interviews with the project teams, partners, and stakeholders through semi-structured questionnaires in order to guarantee the availability of both quantitative and qualitative evidence whenever appropriate.

The sources of information for the field research for the evaluation include:

- Makueni county Vet, Health, Education, Civic education and partners;
- Teachers, farmers and pupils where permissible;
- World Animal Protection staff;
- External partners such as ZDU, Washington State University, Office of the DVS etc.

The exact list of respondents should be elaborated with close consultations with Makueni County Veterinary department and World Animal Protection.

## 6. Evaluator: qualifications and skills needed

The required skills and competences for the evaluator (s)/ team are:

- ❖ A masters or professional qualification relating to Monitoring, Evaluation or at least 5yrs experience in undertaking M&E. A degree in Veterinary Medicine and or Project Management would be an added advantage
- ❖ Experience with multisectoral 'One health' Programmes (Desirable).
- ❖ A proven record in delivering effective and professional evaluation results (Essential).
- ❖ Excellent communication, analysis, writing and report presentation skills in English (Essential).
- ❖ Capacity to carry out field research in a county setting;
- ❖ Knowledge and awareness of the Kenya National and Global drive to eliminate dog mediated human rabies. Also welfare knowledge on dogs (Desirable).

## 7. Schedule, budget, logistics and deliverables

Activity	Responsible	Deadline
Selection of Evaluator and Contact issued	World Animal Protection	14 <sup>th</sup> June 2019
Desk research	Evaluator	24 <sup>th</sup> - 28 <sup>th</sup> June 2019
Data collection	Evaluator	1 <sup>st</sup> - 12 <sup>th</sup> July 2019
Analysis	Evaluator	15 <sup>th</sup> - 19 <sup>th</sup> July 2019
First Draft Report	Evaluator	26 <sup>th</sup> July 2019
Feedback on Draft report	World Animal Protection	9 <sup>th</sup> August 2019
Final Report	Evaluator	16 <sup>th</sup> August 2019
Branding and Publication	World Animal Protection	August 2019

The precise timeline, data collection methods and tools will be agreed with World Animal Protection, partners and Makueni County teams and the Evaluator. Both teams will ensure timely provision of the project documentation and will assist in scheduling the interviews with the stakeholders if required. Targeted timeline within 21 days.

The following Deliverables are expected from the Evaluation Team:

- ❖ Inception report

## ❖ □ Evaluation report

The contract and payment schedule will be based on agreement between World Animal Protection and the Evaluator upon agreement to undertake the call for evaluation.

## 8. Dissemination strategy and using findings.

All products and documentation for the end pilot evaluation will be developed in English.

All products and documentation for the end pilot evaluation will be the property of World Animal Protection and Makueni county government.

The final report will be posted on the World Animal Protection - Africa Office website and made available for publishing by partners, stakeholders, donors etc. The report will also be published in limited number to be disseminated to the relevant authorities within Makueni County Government and our partners.

## 9. Process of the selection of the evaluator

The Terms of Reference will be posted for 2 weeks, within which period the applicants can ask questions and seek further clarifications needed before the deadline for the delivery of proposals.

The application from the evaluator shall contain the following sections:

- ✓ Evaluator's approach on conducting the mid-term evaluation - Methodology.□
- ✓ Research implementation plan (questionnaire piloting, implementation, data quality assurance, processing, analysis)
- ✓ Timetable
- ✓ Detailed Budget, proposed payment schedule
- ✓ Information about the company and proposed staff (company portfolio in case of companies, containing information about similar projects, staff resumes; in case of individuals resumes and information about similar projects)
- ✓ Example of previous similar work/report if available.

The application should also include the following documents on the company/organization applying (in case of companies/organizations)

- ✓  Registration document of the legal entity;

**Note:** The Project budget is inclusive of all tax

**Application Submission:** Applications can be submitted by sending documents to [EmilyMudoga@worldanimalprotection.org](mailto:EmilyMudoga@worldanimalprotection.org) and copy [PatrickMuinde@worldanimalprotection.org](mailto:PatrickMuinde@worldanimalprotection.org) any further document required can be given by hard copy during contract negotiations.

**Application deadline:** 14<sup>th</sup> June 2019

## Proposal assessment criteria

The assessment of the proposals will be done against the following pre-determined criteria and parameters:

Assessment Criteria	
Quality of the methodology offered	Clearly defined methodological proposal
	Adequacy of methodology to key questions and criteria defined in TOR
	Proposal well-structured work plan, with phases, deadlines and detailed time line
	Viability of the methodology in relation to the time available
Quality of the evaluation team	Methodological knowledge and M&E experience
	Knowledge and experience of similar project evaluations
Adaptation of the economic proposal	In relation to proposed data collection and analysis
	In relation to available funds

The shortlisted applications will be invited to make an in-house presentation to the World Animal Protection Team on the issues around assessment criteria.