



TERMS OF REFERENCE

Consultant Support for Multisectoral Workforce Strategy and Healthcare Workforce Surge Capacity for PPPR

Location: Pretoria, South Africa

Period of Performance: August 2026 to December 2027

Engagement Type: (Estimated 120 days)

1. Background and Context

The Clinton Health Access Initiative, Inc. (CHAI) is a global health organization committed to our mission of saving lives and reducing the burden of disease in low-and middle-income countries. We work at the invitation of governments to support them and the private sector to create and sustain high-quality health systems.

CHAI was founded in 2002 in response to the HIV/AIDS epidemic with the goal of dramatically reducing the price of life-saving drugs and increasing access to these medicines in the countries with the highest burden of the disease. Over the following two decades, CHAI has expanded its focus. Today, along with HIV, we work in conjunction with our partners to prevent and treat infectious diseases such as COVID-19, malaria, tuberculosis, and hepatitis. Our work has also expanded into cancer, diabetes, hypertension, and other non-communicable diseases, and we work to accelerate the rollout of lifesaving vaccines, reduce maternal and child mortality, combat chronic malnutrition, and increase access to assistive technology. We are investing in horizontal approaches to strengthen health systems through programmes in human resources for health, digital health, and health financing. With each new and innovative programme, our strategy is grounded in maximizing sustainable impact at scale, ensuring that governments lead the solutions, that programmes are designed to scale nationally, and learnings are shared globally.

South Africa operates within a complex, multi-hazard risk environment that demands sustained investment in pandemic prevention, preparedness, and response. Strengthening health security is both a national priority and a global obligation under the International Health Regulations (IHR 2005). To advance this agenda, the Government of South Africa secured grant financing through the World Bank-hosted Pandemic Fund to strengthen national capacities across early warning and disease surveillance, laboratory systems, and the health workforce under a One Health framework that recognises the interdependence of human, animal, and environmental health. The programme is led by the National Department of Health (NDoH), with WHO as lead Implementing Entity and CHAI, as delivery partners.

A critical component of effective emergency preparedness and response is the ability to rapidly mobilise and coordinate a skilled health workforce during periods of increased demand. While substantive progress has been made in strengthening South Africa's health workforce and emergency preparedness architecture, there remains scope to advance a multisectoral health workforce strategy, deepen inter-departmental collaboration across government, secure sustained resourcing for a fully costed HRH strategy, and strengthen workforce surge planning, coordination, and visibility across sectors and levels of government.

This consultancy consolidates two closely related areas of work the review and development of a multisectoral workforce strategy, and the analysis and operationalisation of healthcare workforce surge



capacity under a single engagement. The multisectoral workforce strategy establishes the governance and coordination structure, and the surge capacity is designed and finalised to operate within workforce strategy. Both directly advance South Africa's obligations under IHR 2005 and respond to the priority actions identified in the 2024 JEE.

2. Purpose of the Consultancy

CHAI South Africa is procuring a consultant to lead the review and development of the multisectoral workforce strategy for pandemic prevention, preparedness, and response. The consultant will work under CHAI technical oversight and in close collaboration with NDoH, WHO and relevant sectoral stakeholders to produce;

- a. a nationally validated, government-owned multisectoral HRH strategy fit for the demands of South Africa's health security architecture.; and
- b. the healthcare workforce surge capacity analysis and strategic planning required to operationalise coordinated workforce mobilisation during public health emergencies.

3. Scope of Work

The consultancy is structured in three phases, progressing from situational analysis through strategy development to validation and finalisation. Each phase builds on the last, culminating in a government-endorsed multisectoral workforce strategy ready for implementation.

Situational Assessment & Gap Analysis

A single, consolidated diagnostic serving both the workforce strategy and surge components

- Review the existing HRH strategy and related national documentation; benchmark against international multisectoral workforce frameworks.
- Assess the healthcare workforce across public and private sectors, including surge capacity, workforce distribution, and inter-sectoral coordination mechanisms.
- Map relevant stakeholders across all sectors and assess the current state of inter-departmental collaboration.
- Identify gaps against JEE Indicator D3.1 and the priority actions of the 2024 JEE.

Multisectoral Workforce Strategy Review & Development

Develop the overarching strategy that establishes the governance architecture on which the surge system depends.

- Develop the National Multisectoral Workforce Strategy for PPPR, defining governance structures and inter-departmental coordination mechanisms across all relevant sectors and cadres.
- Articulate a costed implementation framework with performance indicators and a monitoring and evaluation framework aligned to national preparedness priorities.
- Convene multi-stakeholder consultations to secure government ownership and cross-sectoral alignment.

Surge Capacity System Design

Design the surge components in parallel with Phase 2, aligned to the emerging strategy architecture. Outputs remain provisional until the dependency gate.

- Design a workforce surge database for real-time visibility of available healthcare professionals across sectors, built for integration with existing government systems.
- Develop surge capacity modelling tools to support scenario planning.
- Draft workforce mobilisation protocols and surge-activation standard operating procedures.



- Develop training and preparedness materials to build institutional readiness for activation.

Surge Validation and Finalisation

- Finalise the National Workforce Surge Plan as a nested operational component of the parent strategy.
- Lock surge mobilisation protocols, institutional roles, activation SOPs, and database governance to the validated strategy architecture.
- Reconcile any divergence between the provisional Phase 3 design and the settled strategy framework.

Joint Validation, Implementation Planning & Handover

A single, coherent validation and handover covering both the strategy and the nested surge plan.

- Convene multistakeholder validation sessions to review and finalise the strategy, surge plan, tools, and operational guidelines together.
- Incorporate stakeholder inputs and produce a sequenced implementation roadmap with priority actions.
- Prepare a stakeholder engagement and communication framework to sustain inter-departmental collaboration beyond the consultancy.
- Formally hand over all products to NDoH and relevant departments for adoption and institutionalisation.

4. Expected Outputs

Multisectoral Workforce Strategy

- A consolidated assessment and review report covering the existing HRH strategy, gaps against JEE Indicator D3.1, surge capacity and coordination gaps, international benchmarking, and a cross-sectoral stakeholder mapping.
- A National Multisectoral Workforce Strategy incorporating all relevant sectors and cadres, with defined governance structures, inter-departmental coordination mechanisms, and integration of public health professionals across all levels.
- A costed implementation framework, including a sequenced roadmap, resource requirements, and an M&E framework aligned to national preparedness priorities.

Healthcare Workforce Surge Plan

- A National Workforce Surge Plan finalised as a nested operational component of the parent strategy, outlining workforce mobilisation and activation protocols.
- A functional workforce surge database enabling visibility of available healthcare professionals across sectors and supporting real-time tracking and deployment.
- Surge capacity modelling tools to support scenario planning.
- Standard operating procedures and operational guidelines for workforce surge activation, including roles, responsibilities, and coordination pathways.
- Training and preparedness materials to support implementation and institutionalisation of workforce surge mechanisms.

Cross-cutting

- A validated implementation roadmap incorporating stakeholder inputs, sequencing of activities, and priority actions to operationalise the strategy and surge system.



- A stakeholder engagement and communication framework to sustain inter-departmental collaboration through and beyond implementation.
- A completed handover package formally transferring all products to NDoH and relevant departments for adoption.

5. Consultant Qualifications and Experience

Qualifications:

- Advanced degree in Public Health, Health Systems Management, or related field
- Minimum 12 years' experience in health workforce planning and emergency preparedness
- Demonstrated experience in surge capacity planning, pandemic preparedness and emergency response
- Previous work with government health departments preferred
- Strong analytical and strategic planning capabilities

Technical Expertise:

- Health workforce planning; pandemic preparedness and response strategies; multi-sectoral coordination and collaboration; health systems strengthening; and policy development and implementation.

Additional Requirements:

- Excellent written and verbal communication skills
- Proven track record of stakeholder engagement
- Knowledge of South African national health system structure and governance
- Understanding of professional regulatory frameworks
- Experience with JEE processes and health security frameworks
- Experience in pandemic or emergency response coordination
- Background in epidemiologist training and career development