

Evaluation Study Terms of Reference

Title:	Independent evaluation of the Supporting Nutrition in Pakistan Food Fortification Programme
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1. Context and programme background

Malnutrition is a serious problem in Pakistan. Millions of women and children continue to suffer from one or more forms of malnutrition resulting in low birth weight, stunting (a measure of chronic malnutrition) and wasting (a measure of acute malnutrition). 44% of children under five are stunted in Pakistan¹ and there has been minimal progress in improving stunting over the last three decades. Micronutrient deficiencies are also widespread, with high rates of iron-deficiency anaemia, as well as zinc, iodine, folic acid and vitamin A deficiencies. These have a damaging impact on the survival, growth, development and productivity of children and pregnant women. Malnutrition in Pakistan is associated with food insecurity, poor diet quality and quantity, high rates of infection and gender inequality.

The UK government is highly committed to improving nutritional outcomes globally with a manifesto commitment to improve nutrition for at least 50 million people by 2020. It has committed to contribute £655 million for nutrition-specific programmes globally during 2013 to 2020.

Food fortification is a safe and cost effective approach to prevent micronutrient deficiencies and has been widely practised in developed countries for well over a century²³. It has already been shown to have some success in Pakistan with the

¹ National Nutrition Survey 2011

² Gaffey *et al.* 2014. Pakistan food fortification scoping study, commissioned under the MQSUN Framework Agreement.

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iodisation of salt which led to a reduction in iodine deficiency among mothers and school children⁴.

Globally 86 countries have legislation to mandate fortification of at least one industrial milled cereal grain⁵. Evidence has shown that iron fortification can improve iron status (measured by serum ferritin, haemoglobin and anaemia)^{6 7}. Folic acid fortification has had a significant impact in reducing neural tube birth defects including spina bifida and anencephaly, particularly in North America^{8 9}, Central and South America, and South Africa.

Vitamin A fortification of staple foods such as vegetable oil, maize flour, wheat flour¹⁰ and sugar has also shown a reduction in the prevalence of vitamin A deficiency in pre-school children in Latin America¹¹. Many countries in Africa have adopted mandatory vegetable oil fortification with vitamin A as part of a national staple food fortification programme.

Introduction to the Supporting Nutrition in Pakistan programme

As part of the UK government's response, the Department for International Development (DFID) will contribute up to £68 million for the Supporting Nutrition in Pakistan (SNIP) programme. The objective of the SNIP programme is to contribute to improved nutritional status for people across Pakistan, particularly women of child bearing age and children under five.

The SNIP programme consists of a £48 million food fortification programme, where wheat flour will be fortified with at least iron and folic acid and edible oil/ghee with at least vitamin A across Pakistan. DFID-Pakistan is also the first donor to invest funds (up to £20 million) in multi-sectoral non-health sector nutrition interventions through a World Bank Multi-Donor Trust Fund. These funds are to incentivise provincial governments to embed multi-sectoral nutritional interventions within their programmes.

The SNIP programme takes into account and builds upon the findings of the national salt iodisation programme in Pakistan, as well as other fortification programmes worldwide and a commissioned scoping study¹².

We expect, based on evidence that increasing iron, folic acid and vitamin A uptake in staple foods through food fortification will reduce iron deficiency anaemia, the risk of neural tube defects in newborns, blindness in women (night blindness) and children,

³ See also Mott MacDonald's FFP monitoring and evaluation framework, Annex F: Summary effectiveness evidence on fortification benefit.

⁴ Masuood A.K. and Janjua T.A. 2013. Achieving universal salt iodisation (USI) in Pakistan: Challenges, experiences and the way forward. IDS Bulletin 44: 57-65.

⁵ http://www.ffinetwork.org/global_progress/index.php

⁶ The global presence of anaemia in 2011, World Health Organization, 2011.

⁷ http://apps.who.int/iris/bitstream/10665/177094/1/9789241564960_eng.pdf

⁸ Jing Sun BD *et al.* 2007. Effects of wheat flour fortified with different iron fortificants on iron status and anemia prevalence in iron deficient anemic students in Northern China, *Asia Pac J Clin Nutr* 16:116-121, <http://apjcn.nhri.org.tw/server/APJCN/16/1/116.pdf>

⁹ Neural Tube Defect Ascertainment Project (2010). National Birth Defects Prevention: Birth Defects Surveillance, Research, and Prevention: <http://www.nbdpn.org/current/2010pdf/NTD%20fact%20sheet%2001-10%20for%20website.pdf>.

¹⁰ Castillo-Lancellotti C. *et al.* 2013. Impact of folic acid fortification of flour on neural tube defects: a systematic review. *Public Health Nutr* 16:901-11, <http://www.ncbi.nlm.nih.gov/pubmed/22850218>

¹¹ Vitamin A fortification of staple foods, World Health Organization,

http://www.who.int/elena/titles/vitamina_fortification/en/

¹² Darnton-Hill I., Overview: Rationale and elements of a successful food-fortification programme,

<http://archive.unu.edu/unupress/food/V192e/ch02.htm>

¹³ Gaffey *et al.* 2014. Pakistan food fortification scoping study, commissioned under the MQSUN Framework Agreement, <http://www.heart-resources.org/assignment/pakistan-food-fortification-scoping-study/>.

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and improve resistance to illness and infection. This will be tracked through measuring iron deficiency, iron deficiency anaemia, vitamin A deficiency in women of child bearing age and children under five; and serum folate levels in women of reproductive age to predict neural tube defects in newborns.

A contract has been signed with the food fortification programme supplier, Mott MacDonald with support from Micronutrient Initiative (January 2016 to January 2021).

This programme includes the following:

- Technical assistance to federal, provincial and special area governments;
- Technical assistance to the flour and edible oil/ghee industries;
- Public advocacy, media and communications; and
- Targeted studies to improve implementation strategies.

The outputs of the food fortification programme are the following:

- A sustainable supply of high quality wheat flour fortified with at least iron and folic acid, and edible oil/ghee fortified with at least vitamin A;
- Improved public sector management of provincial food fortification programmes, including quality assurance; and
- Raised public awareness of the nutritional benefit of fortified food.

The overall intended outcome of the SNIP programme is improved access and consumption of sufficient, nutritious and safe food for women of childbearing age and children to improve nutritional status. A national food fortification programme will improve the nutritional status of males and females regardless of age, who eat sufficient quantities of fortified wheat flour and edible oil/ghee. However, we expect the impact of the programme in terms of a reduction in iron deficiency anaemia, blindness, and neural tube defects in newborns will particularly benefit women of child bearing age and children. The food fortification programme will achieve this outcome through sustainably improving access and consumption of fortified wheat flour with at least iron and folic acid, and edible oil/ghee with at least vitamin A.

Other DFID-funded nutrition programmes in Pakistan

Aside from the SNIP programme, DFID is helping Pakistan to overcome the nutrition challenge through the Provincial Health and Nutrition Programme (2013 to 2018). This programme supports delivery of an Essential Health Services Package in two provinces through earmarked non-budget support financial aid to government of up to £130 million. The programme aims to improve health outcomes in reproductive, maternal, newborn and child health as well as nutrition.

DFID Pakistan is also funding a repeat of the 2011 National Nutrition Survey and a National Complementary Feeding Assessment with an investment of up to £9.1 million through UNICEF¹³. These surveys will provide much needed multi-sectoral baseline data on nutrition in Pakistan.

SNIP programme theory of change

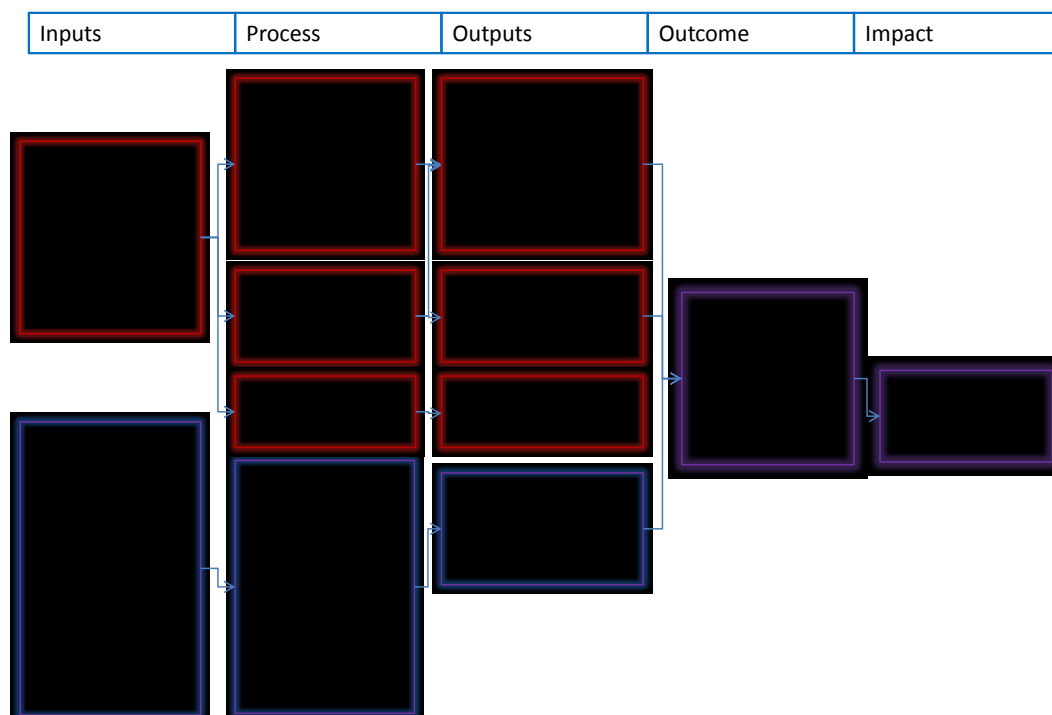
The Theory of Change (Figure 1) for the SNIP programme¹⁴ was developed, based on the interventions that are known to have an impact on malnutrition, as described in the Lancet 2013 framework. Figure 1 includes both the food fortification and World Bank Multi-Donor Trust Funds components of SNIP (to note the Trust Fund component will **not** be tested through this evaluation).

¹³ <https://devtracker.dfid.gov.uk/projects/GB-GOV-1-300306>

¹⁴ <https://devtracker.dfid.gov.uk/projects/GB-1-204023>

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Figure 1: Theory of change



The programme's theory of change revolves around a hypothesis that consumption of fortified food (wheat flour and edible oil/ghee) will contribute to a reduction in micronutrient deficiencies of iron, iron deficiency anaemia and vitamin A, in women and children. Separately, it is expected that improvements in folic acid levels amongst pregnant women who consume fortified wheat flour will yield benefits in a reduced incidence of neural tube defects amongst newborns. Given that these foods are consumed daily by most of the population, we expect that food fortification can yield dramatic improvements without a change in eating habits. A key assumption that needs to be tested is that a population health benefit can be achieved, with an emphasis on women and children, where a large scale supply side intervention to fortify commonly consumed food goods occurs.

Programme success is dependent on population awareness, education and willingness to buy and consume the fortified products, as well as production standards and market regulation being overseen by the government of Pakistan to build sustainable systems and market change. The theory of change for this programme needs to be considered as 'nested' within a wider change theory of development action for improving the nutritional status of the people of Pakistan.

Some of the assumptions used in developing this theory of change include the following:

- foods are adequately fortified to quality standards;
- fortified food is affordable, accessible and available in sufficient quantity;
- fortified foods are considered acceptable and households choose to buy and eat them;
- women of childbearing age and children have access to fortified food;
- eating practices do not prevent women and children eating sufficient quantities of the fortified food; and
- eating fortified food improves nutritional status.

2. Purpose and objectives

This independent impact evaluation will focus specifically and only on the food fortification component of the SNIP programme¹⁵. DFID is primarily interested to learn whether the programme has achieved the intended impacts in improving the nutritional status of women of childbearing age and children and assess the long-term sustainability of the programme beyond the implementation period. While the benefits of fortifying foods are well proven, it is not known whether a population health benefit can be achieved, with an emphasis on women and children, where a large scale supply side intervention¹⁶ to fortify commonly consumed food goods occurs. The evaluation will generate information about the overall progress and any impact of the programme at the midpoint, and impact at the end of the implementation period. The evaluation supplier will also conduct an assessment up to four years after the programme has closed to determine sustainability.

The evaluation findings will help DFID and other stakeholders working in the nutrition area in Pakistan to design better nutrition support programmes and also be of interest to the wider global development community. Carrying out this evaluation will also serve to provide a degree of accountability to UK taxpayers for DFID's financing of the programme.

The objectives of the evaluation are to:

- Assess whether the programme has achieved its outcome of improved availability of, access to and consumption of fortified food amongst women of childbearing age and children under five.
- Assess the causal effects (impacts) of the food fortification programme on the nutritional status of women of childbearing age and children under five, particularly the poor¹⁷.
- Test specific programme assumptions to understand why and how programme interventions do/do not produce intended and unintended outcomes and impacts. e.g. are foods adequately fortified, supply, availability and accessibility of food, acceptability of food to households, eating practices etc.
- Make an assessment of the long-term sustainability of the programme, particularly sustainability of the mass fortification process, effects on markets and the *chakki*¹⁸ industry.

3. Recipient

The primary recipient of this study will be DFID-Pakistan. Reports will also be made available to other stakeholders including the food fortification programme supplier as

¹⁵ The World Bank Multi-Donor Trust Fund component will be evaluated separately.

¹⁶ Although there is also a demand component, it is small in comparison to the supply side inputs

¹⁷ The Planning Commission of Pakistan calculate the poverty estimate, based on data from the Pakistan Social and Living Standard Measurement (PSLM) survey (latest estimate taken from the Household Integrated Economic Survey (HIES) 2013-14). The methodology is as follows: "National Poverty Rate is the proportion of people living below national poverty line (NPL). In 2016 the government moved to a Cost of Basic Needs method which establishes a poverty line by calculating the expenditure of a new reference group (bottom 10-40 percent) on food and non-food items. The new poverty line for 2013-14 has increased from PKR 2,502 per person per month to Rs. 3030 per person per month. The calorific threshold remains the same." <http://www.pbs.gov.pk/content/pakistan-social-and-living-standards-measurement> <http://www.pbs.gov.pk/content/household-integrated-economic-survey-hies-2013-14> <http://www.dawn.com/news/1250694>

¹⁸ Small scale traditional millers.

requested by DFID. DFID is committed to publication and communication of all evaluations and research studies¹⁹.

4. Scope of the evaluation

This is a large and complex programme and the supplier must consider the theory of change (Figure 1) in designing the evaluation. The supplier must also consider which aspects of the evaluation are already covered by the food fortification programme supplier (see Annex A, Mott MacDonald's Food Fortification Programme, Monitoring and Evaluation Framework).

Details of what is required at different stages of the evaluation are contained in Tables 1 and 2 and summarised below.

- An inception report will present and describe an evaluation plan.
- Annual summaries will review evaluation progress and feed into DFID annual reviews.
- The mid-term evaluation will assess the quality and extent of implementation of the activities and overall progress against the logframe indicators including milestones, targets and timelines. It will also analyse the logic of the programme as described in the theory of change and identify challenges to implementation. The findings and recommendations of this evaluation will point to appropriate actions to adjust the process of implementation. Where possible it will also evaluate programme impact.
- The end of the programme impact evaluation will analyse whether or not the objectives of the programme have been met and why success has or has not been achieved by identifying the causal pathways in the theory of change and the corresponding factors which support or reduce impact.
- The final policy brief, in case commissioned depending on programme need at the time, will focus on the sustainability of the food fortification programme. Findings will help draw conclusions on design of nutrition programmes, which can be applied in other programmes.

Mott MacDonald, the food fortification programme supplier has produced a detailed Monitoring and Evaluation Framework for the programme (see Annex A) including a specific theory of change (see Annex A, Figure 1). In addition to routine programme monitoring activities at the input, process and output levels of performance, the food fortification programme supplier is planning to undertake operational research and learning that analyses and seeks improved strategies to challenges that may emerge during programme implementation. This will comprise a set of studies, including for example: monitoring at outcome level through a series of Knowledge, Attitude and Practice Surveys; studies on beneficiary targeting; and on the effects of subsidies and incentives. This research will be guided by a Research and Technical Advisory Group which will provide independent advice on the individual research studies.

It will be critical to ensure that the work of the evaluation supplier is well aligned with and complementary to the programme implementer's operational research. The evaluation supplier will need to liaise closely with Mott MacDonald to agree on roles and responsibilities in accordance with respective terms of reference and as requested by DFID's Nutrition Adviser/Senior Responsible Owner for the programme. While recognising the independence of the evaluation, the working relationship will need to be interactive and cooperative.

¹⁹ See paragraph 8 of Annex C – DFID's Ethical Principles for Research and Evaluation

Challenges to evaluating the programme

Factors influencing effectiveness

The fortification programme is broadly a supply side intervention. The causal chain from inputs to outcomes and impact is long and complex. In addition to the programme interventions, multiple factors are likely to affect access to and consumption of fortified foods. The evaluation will need to respond to the practical challenge of assessing intermediate steps in the causal logic within the resources available.

Factors that may influence the programme's effectiveness and impact include the following:

- Existing and evolving changes to national and provincial food fortification legislation, regulation and standards and the government's capacity and willingness to monitor and enforce these;
- The collaboration and support of the private sector including the mills, suppliers and distributors of premix and equipment, and industry representative bodies;
- Fluctuations in market prices of wheat flour and edible oil/ghee which may influence consumer choice and consumption patterns;
- Acceptance and consumption of fortified foodstuffs across geographic regions, age groups, gender and socio-economic groups and
- Sustainability in the programme after the decline in subsidy for premix.

Consumption by the poor

The SNIP food fortification programme does not include fortification of small scale, *chakki* mills. A substantial amount of flour from *chakki* mills is consumed by the population. It is currently unclear who is consuming *chakki* mill flour and who consumes flour from large mills and therefore difficult to ascertain which groups will potentially benefit most from the programme. A coverage survey using the Global Alliance for Improved Nutrition (GAIN's) Fortification Assessment Coverage Tool (FACT) to be commissioned early in the implementation of the food fortification programme, should provide additional information about likely beneficiaries and assess the extent to which the poor typically source flour from the large mills. This baseline information will provide a foundation for a benefit incidence analysis study²⁰ to assess during implementation who is actually consuming fortified food (flour and edible oil/ghee).

Consumption by children

The consumption patterns of wheat flour and edible oil/ghee, particularly for young children remain largely unknown and it is possible that children under two will not benefit directly from the fortification programme. The evaluation supplier will need to make use of information as it becomes available including the benefit incidence analysis, and a National Complementary Feeding Assessment commissioned through UNICEF²¹ which will provide data on the complementary feeding of children six to 24 months as well as the published literature.

Differences between fortified food

Two fortified foods, wheat flour and edible oil/ghee are being produced for consumption across Pakistan. It is likely that individuals will eat both these staple foods. However, the existing evidence base for the efficacy and effectiveness of these differs, with less evidence available for fortified edible oil/ghee. The supplier

²⁰ The benefit incidence analysis is to be completed under the Mott MacDonald, Food Fortification Programme.

²¹ This study is currently in progress and reports should be made available to the successful evaluation supplier.

should suggest ways to evaluate the impact of the two fortified foods separately, and any synergistic health effect of consuming both together.

DFID's contribution to food fortification in Pakistan

Other partners are supporting food fortification programmes in Pakistan including the World Food Programme, Department of Foreign Affairs and Trade (Australia), United States Agency for International Development and GAIN. It will be necessary to consider the expected reach of the programmes when evaluating DFID's contribution.

5. Evaluation criteria

The evaluation supplier will provide the overall framework of the evaluation which links evaluation criteria and questions, to methods, data sources and analysis, providing justification for their choice based on evidence and experience.

DFID suggests that the evaluation should be organised around the Organisation for Economic Co-operation and Development's, Development Assistance Committee (DAC) criteria for evaluating development assistance²². The main evaluation questions which DFID would like the evaluation to answer are set out below as a guide to the supplier. These are framed around the DAC criteria for effectiveness, impact, coverage and sustainability²³ and additionally 'coverage' as unfortified flour will also be consumed in Pakistan (produced through *chakki* mills)²⁴. Also, 'coverage' has been widely used as a criterion in evaluation of humanitarian work²⁵. However, the supplier may propose different or additional questions, if justified by their analysis of the background information and knowledge of the evidence base in the field of nutrition and their analysis of the programme.

During a three month inception phase, the evaluation supplier will refine the evaluation questions in consultation with DFID's Nutrition Adviser and other key stakeholders. The final evaluation questions will be agreed with DFID's Nutrition Adviser.

Proposed evaluation questions

Coverage

- Which groups has the programme actually reached, including the poor, women of childbearing age and children under 5 years?
- Which poor/marginalised/disadvantaged groups is the programme reaching or excluding and why (consider further gender and equity related questions)?
- What coverage is seen in households/communities who eat flour from *chakki* mills (unfortified flour) in rural and urban communities?

Effectiveness

- What effect has the programme had on the availability of fortified wheat flour and edible oil/ghee, for example in terms of geography, accessibility, affordability, but not only those exclusively?

²² <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

²³ The criteria of 'relevance' was not included as it seemed less applicable to this study, but could be included if the supplier feels it is justified.

²⁴ It is not a programme objective to seek to change market dynamics among people who are currently consuming *chakki* flour

²⁵ International development evaluation policy, DFID May 2013,

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/204119/DFID-Evaluation-Policy-2013.pdf paragraph 55.

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- Subsidiary questions might include:
 - How have other donor funded programmes contributed to the effectiveness of fortification in Pakistan?
 - What are the social and cultural norms affecting decision making and how do these affect access to programme benefits?
 - Has the public advocacy campaign increased public awareness of the nutritional benefit of fortified food?
 - What effect has the public advocacy campaign had on the consumption of fortified wheat flour and edible oil/ghee?

Efficiency

- What is the cost effectiveness of the programme compared to other fortification programmes elsewhere and compared to other ways of reducing micronutrient deficiencies (supplements/dietary interventions)?

Impact

- What has been the impact of the food fortification programme on nutritional status, particularly for women of childbearing age, children under five and the poor?
- Other impact questions might include:
 - Has the programme had an impact on the regulatory framework including quality assurance and control programmes?
 - What is the impact on the private sector and markets including premix suppliers and distributors, and the *chakki* industry?
 - Has the programme had unintended impacts?

Sustainability

- To what extent is the food fortification programme likely to lead to a continuation of the mass fortification of wheat flour and edible oil/ghee in Pakistan?
- To what extent has the programme provided sustained benefits **a few years after the programme ends**, (to provide information for the policy brief, see Table 1 in Outputs (section 8)?
- Subsidiary questions might include:
 - What factors are expected to affect the continuation of mass fortification of wheat flour and edible oil/ghee when programme funding ends?
 - What effect has the fortification programme had on market prices (current and projected) and affordability of fortified wheat flour and edible oil/ghee?
 - What effect has the fortification programme had on the *chakki* industry? How have any consequences been managed?

All data collected must be disaggregated by relevant criteria including age (include groups for children six to 24 months, children under five, and women of child bearing age, sex, geography (province, district, rural and urban), socio-economic group, ethnic groups, disability and other criteria that may affect efficiency, effectiveness and impact of the programme

Gender issues

The supplier should describe how they will address gender and equity issues. The evaluation should take into consideration equity issues for example through highlighting intended and unintended consequences for the most vulnerable and disadvantaged groups.

6. Methodology

DFID is commissioning an **impact** evaluation although the evaluation will need to draw on other types of evaluation in order to answer all the evaluation questions.

The evaluation supplier will provide the following:

- An evaluation design and methodology most likely to meet the evaluation objectives and questions that delivers the following:
 - ensures a **high level of rigour** in both data collection and analysis;
 - reflects international best practice;
 - provides value for money for the evaluation and is within budget;
 - considers a range of designs (this may also be a mixed methods design); and
 - justifies the methodology based on the peer-reviewed literature and previous fortification evaluation studies.

Data collection methods should include sampling strategy and power calculations where relevant.

As part of the evaluation process the supplier will:

- Adopt a flexible approach to the evaluation due to the uncertainty around drivers controlling the roll out of the programme and the need for the programme to adapt to the changing context; and
- Discuss promptly with DFID's Nutrition Adviser any concerns or potential shortcomings of the methodology during implementation and suggest possible solutions.

Due to the staggered roll out of implementation of this programme a randomised control trial of the overall programme would need to overcome the challenges of finding comparable control areas and spill over effects and the supplier will propose ways of achieving this. A step wedge design could also be considered as discussed in Mott MacDonald's Monitoring and Evaluation Framework (Annex A). However, feasibility of design is an important factor and alternatively the evaluation supplier could choose to use quasi-experimental methods using secondary data. DFID does not have a preferred methodology in mind.

7. Data

The 2011 National Nutrition Survey may provide an adequate source of baseline data assuming that little has changed in the period until the start of the SNIP programme. DFID-Pakistan is funding a repeat of this survey (with preparations in 2016 and data collection and analysis in 2017-2018) together with a National Complementary Feeding Assessment (2016-2017) for children six to 24 months²⁶ through UNICEF. Both these surveys will provide some data to inform programme monitoring and evaluation. The National Nutrition Survey will provide data on anaemia, iron deficiency, vitamin A deficiency and the estimated prevalence of neural tube defects. However, the timing of the survey would mean that additional data may need to be collected as a baseline for the evaluation and at the end of the food fortification programme to measure impact and if required during implementation (for the mid-term evaluation)²⁷. Also, the evaluation supplier will need to collect additional data well after the programme finishes, to contribute to the policy brief on sustainability

²⁶ <https://devtracker.dfid.gov.uk/projects/GB-GOV-1-300306>

²⁷ Depending on the final composition of the micronutrients to be added to fortified food, the evaluation supplier could also consider collecting additional data on other relevant micronutrients eg vitamin D.

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and value for money of the food fortification programme (see outputs section). **The evaluation supplier should consider the issue of how much and what types of primary data collection is needed and when.**

The food fortification programme supplier will be responsible during programme implementation for routine data collection and monitoring (see Annex A).

Pakistan's Demographic and Health Survey (2012-'13) provides some information on micronutrients, but this is not consistent with the National Nutrition Survey data. It is expected that the Demographic and Health Survey will be repeated in 2017 to 2018 but will **not** include nutrition data.

The following information will be used to inform this evaluation:

- The SNIP programme including the business case and logframe²⁸;
- Food fortification contract with Mott MacDonald²⁹;
- Pakistan food fortification scoping study (2014)³⁰;
- National Nutrition Survey 2011³¹;
- Demographic and Health Survey 2012-2013³²;
- Multiple Indicator Cluster Surveys for Punjab (2014), Sindh (2014) and Balochistan (2010)³³. The survey for Khyber Pakhtunkhwa is in the early stage of design.
- Pakistan Nutrition Surveys programme³⁴, which includes the planned National Nutrition Survey and the National Complementary Feeding Assessment.

Additional DFID-funded general publications on nutrition in Pakistan can be found in Annex B.

8. Outputs

The supplier will provide robust evaluation deliverables that incorporate the key criteria summarised in Tables 1 and 2 and coincide with delivery of the food fortification programme to enable course correction and learning over the course of the programme. The evaluation will also extend beyond the life of the food fortification programme contract.

Key dates for the SNIP food fortification programme are the following:

- Annual reviews will be completed yearly in July to assess performance against the logframe, and monitor results, outcomes and value for money.
- The mid term review will take place in May 2018; and
- The food fortification programme contract ends in January 2021 with the completion report due in April 2021.

The evaluation will have a **three month inception phase** to refine the evaluation programme, ending in an inception report.

Inception Phase Requirements

²⁸ Found on DFID's development tracker, <https://devtracker.dfid.gov.uk/projects/GB-1-204023/documents>

²⁹ <https://www.contractsfinder.service.gov.uk/Notice/b9978272-c841-40ec-8b52-4bb953d2fbc0>

³⁰ Gaffey *et al.* 2014. Pakistan food fortification scoping study, commissioned under the MQSUN Framework Agreement, <http://www.heart-resources.org/assignment/pakistan-food-fortification-scoping-study/>.

³¹ <https://www.humanitarianresponse.info/operations/pakistan/document/national-nutrition-survey-2011>

³² <http://www.nips.org.pk/>

³³ Multiple indicator cluster surveys, UNICEF <http://mics.unicef.org/surveys>

³⁴ <https://devtracker.dfid.gov.uk/projects/GB-GOV-1-300306>

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- Mobilise the project team, undertake any logistical set-up tasks required;
- Work with the SNIP food fortification programme supplier to coordinate the evaluation strategy with the timing of the food fortification programme including monitoring plan;
- Produce an Inception Report, approved by DFID;
- Finalise an initial set of activities to deliver during implementation phase; and
- Agree payment criteria for payment by results.

The supplier will submit an outline of the proposed inception phase tasks.

Table 1 Summary of evaluation deliverables

Deliverable	Due Date	Deliverable details
Inception report and discussion.	2 months after contract award for discussion of draft inception report. 3 months after contract award for final inception report.	Draft and final inception reports describing evaluation plans should be produced as indicated* and cover the content as outlined in Table 2.
Annual summaries including discussions.	30 April 2019 (a midterm review), and 2020.	These summaries will contribute to DFID's annual reviews (which will be carried out by DFID staff). They should be produced as indicated* and cover the content as outlined in Table 2.
Midterm evaluation report and workshop	Workshop combined with a draft report due one month before this final report. 30 April 2019, final report.	This report contributes to DFID's mid-term review of the food fortification programme. The draft and final mid-term report describing evaluation progress and plans should be produced as indicated* and cover the content specified in Table 2.
End of programme evaluation reports (DFID internal and external) and a workshop.	Workshop combined with a draft report due one month before this final report. 30 November 2020 for the final reports.	These reports contribute to DFID's project completion report (which will be conducted by DFID staff). The end of programme evaluation reports should be prepared in two formats: <ul style="list-style-type: none"> • An internal DFID document; • An external peer-reviewed, academic publication. It is the authors' choice the size of the academic publication. The draft DFID internal report and draft external report should be produced as indicated* and cover the content in Table 2.
Policy brief and discussion	To be determined subject to further extension of the business case and dependent on supplier's performance to date, value for money, agreement of work plans and financial plans and	A draft and final policy brief will be produced as indicated* and cover the content specified in Table 2. This is indicative of reporting requirements which will be determined closer to the time (likely the last year of the programme i.e. January 2020 to January 2021).

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	ongoing need.	
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*When proposing deliverables, supplier must consider the following:

- The draft reports, summaries and policy brief should be presented to DFID's Nutrition Adviser (and team) and stakeholders for their comments in discussions or workshops, as requested by the DFID Nutrition Adviser.
- Attendees at discussions and workshops should be agreed by DFID's Nutrition Adviser.
- The final reports, summaries and policy brief should incorporate changes agreed from these discussions and workshops.
- All deliverables should be presented to DFID's Nutrition Adviser for final approval including academic publications prior to submission for publication.
- The final inception report, mid-term report, DFID's end of programme report and DFID's policy brief should contain a one-page summary, three page executive summary and up to 25 page report, not including technical annexes (1:3:25 format).
- The annual summaries should contain up to a six-page report including a half page summary.
- The evaluation supplier may also suggest other dissemination fora for specific audiences.
- All deliverables must confirm to UKAid branding guidance.

Table 2 - Content of evaluation deliverables³⁵

	Inception report	Annual summaries	Mid-term evaluation report	Final evaluation report	Policy brief
Evaluation progress	X	X	X	X	
Outline evaluation plans for the duration of the programme.	X	X	X		
Validity of the theory of change including assumptions. What modifications are needed, if any? Provide recommendations.	X		X	X	
Updated evaluation workplan including milestones, detailed methodology, timescales, budgets, skills and logistics	X	X	X		
Efficiency of the programme		X	X	X	X
Effectiveness of the programme and impact			X	X	X
Risks, concerns and challenges	X	X	X	X	X
Lessons learned		X	X	X	X
Recommendations for programme improvements		X	X	X	X
Value for money of the food fortification programme	X	X	X	X	X
Changes in the evidence base and implications for the programme and evaluation.	X	X	X	X	X
How does evidence from implementation of the		X	X	X	X

³⁵Table 2 provides a guide to what is required. The exact content of evaluation deliverables may be changed by DFID.

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programme contribute to the wider evidence base?					
Benefit to the poor, women of childbearing age and children.		X	X	X	X
Sustainability of the programme	X		X	X	X

If delays occur in the food fortification programme, DFID reserves the right to modify the due date of the deliverables as required to allow evaluation findings to contribute to DFID reporting.

9. Workplan

The supplier's proposal in response to these Terms of Reference, should cover the following:

- A workplan including milestones, timescales, methodology, budgets, skills and logistics;
- Details of the stepwise evaluation process including a timeline;
- Indicative costs for the impact evaluation;
- Demonstrate why the proposal offers best value for money in terms of meeting the objectives of the Terms of Reference whilst ensuring the best use of resources? Also describes the trade-offs that have been considered.
- A detailed methodology or detailed plan on how they will develop the methodology, along with how the working relationship with the programme implementer will be approached and built upon.
- A proposed sampling strategy including how and what data is to be collected (describe disaggregated data criteria), sample sizes, ways of ensuring data quality, and strength and weaknesses of different options.
- A timeline for sampling including data collected for the baseline, impact evaluation and to inform the policy brief on sustainability and value for money of the food fortification programme.
- Details of assessment tools to be used and ways to capture lessons learned;
- A breakdown of personnel costs with details of their relevant skills and describing responsibilities for each aspect of the evaluation;
- Details on data storage and accessibility and how data will be kept secure; and
- Compliance with DFID's ethics principles for research and evaluation (see Annex C).

10 Staffing Requirements

The evaluation team should have a mix of skills that covers the following:

Essential:

- Nutrition, private sector and public sector experience specifically around **food fortification** and behavioural factors involved in population based intervention programmes;
- **Proven experience in complex evaluation design and implementation** including quantitative research methods and qualitative research methods to conduct evaluations to academic standards
- Understanding the strengths and limitations of different methodological approaches and how to accurately interpret data;

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- Demonstrated ability to communicate complex studies and findings in an accessible way for technical and non-technical readers, including presentation of data in visually appealing ways, highly structured and rigorous summaries of findings.
- Experience in publishing in the peer-reviewed, academic literature.
- Presence and experience of working in Pakistan.
- A respect for cultural sensitivities including taking account of differences in gender roles (see Annex C).

Desirable:

- Experience of conducting evaluations in Pakistan
- Experience of conducting food fortification evaluations.

11. Responsibilities

The supplier will report directly to the DFID's Nutrition Adviser in Pakistan on technical and strategic matters relating to this project) and the Deputy Programme Manager for all administrative matters including contract compliance requirements and finances.

It is expected that the supplier will liaise frequently (at least quarterly) with DFID's Nutrition Adviser to discuss progress and ensure that emerging conclusions and recommendations are shared. A DFID Evaluation Adviser will also have a role in the evaluation, including in reviewing reports.

The evaluation supplier will liaise with the food fortification programme supplier as agreed with DFID's Nutrition Adviser while ensuring an independent evaluation. DFID-Pakistan has secured an agreement from the food fortification programme supplier that they will work with the evaluation supplier as required to ensure that programme design and monitoring data adequately informs the evaluation. The food fortification programme supplier has appointed a Monitoring and Evaluation Manager who will have responsibility for: developing and overseeing the implementation of routine programme monitoring systems, including the development of protocols; standardised reporting mechanisms; training for monitoring systems, data analysis; and synthesis of results. This position is supported by a UK based Monitoring and Evaluation Adviser, senior programme management and global fortification technical experts.

The food fortification programme supplier may be called upon to facilitate logistics and access to programme sites, beneficiaries and key stakeholders. However it is crucial that the team implementing the evaluation work is independent of those delivering the programmes under study.

DFID and the evaluation service provider will agree on formal governance arrangements during the inception phase. This is likely to include a reference group or steering committee that provides technical oversight and ensures the independence of the evaluation.

The supplier must comply with DFID's Duty of Care (see Annex D).

12. Timeframe

DFID will contract the supplier for a period of up to 3 years, commencing April 2018. The project will begin with a 3 month inception phase followed by a 31 month implementation phase.

13. Delivery Mechanisms

Delivering this project will require a flexible and adaptive approach. The supplier will provide a financial plan including a suitable payment model that permits the adaptive use of inputs and processes to allow the most efficient delivery mechanism whilst focusing on payments which are linked to outputs and outcomes. To achieve this, a hybrid type of Payment by Results (PbR) model, i.e. a proportion of the contract value is linked to achievement of outputs or outcomes, with the remainder paid against inputs or performance may be appropriate. The supplier should provide detailed milestones leading to deliverables given in Table 1 under section 8 for the first year and outline for subsequent years. The supplier is free to suggest an alternative payment model, so long as this is well reasoned.

The supplier in their financial proposal should suggest a proportion of their actual costs to be linked to achievement of the deliverables and related milestones. The supplier should also provide a methodology which details procedures to ensure the evaluations, including the final sustainability evaluation is costed appropriately within the stated funding envelope, with retention of budget for each evaluation displayed clearly within the commercial pro-formas.

14. Other Requirements

The evaluation supplier will observe the most effective form of delivery for this requirement ensuring value for money in terms of expertise, structure and capability. The evaluation supplier, confirms that they have the range of skills and capability required to effectively design, plan and implement a programme to deliver all the requirements. The lead supplier will be expected to manage the consortium and lead the effective design, management and implementation of the programme and take action to tackle any poor performance.

The evaluation supplier will maintain a strong commitment towards transparency, financial accountability and due diligence of approved partners, and to exhibit zero tolerance to corruption and fraud. The evaluation supplier must comply with DFID's policies on fraud and anti-corruption and cooperate with checks and balances programme staff will require from them for the duration of the evaluation e.g. annual audited statements, policies on management of funds.

The supplier must be aware of and in a position to fully meet any legal or operational requirements of all the respective governments at national, provincial and district levels in Pakistan to ensure the successful delivery of the programme.

The supplier for the independent evaluation should take into account the following:

- How to disseminate the findings of the reports to DFID and others as stated in the deliverables section.
- Be prepared to operate independently for the duration of the contract, this includes logistical support.
- All evaluation outputs, including design, will be subject to DFID quality

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- assurance processes.
- The supplier grants DFID an irrevocable right to publish and re-use the outputs from the evaluation.

To ensure access to key suppliers in a limited market, lead supplier is reminded of DFID's statement of Priorities and Expectations for suppliers which states: suppliers should apply a strong emphasis on building local capacity by proactively seeking ways to develop local markets and institutions and **refraining from the use of restrictive exclusivity agreements**.

15. Safeguarding

DFID has prioritised safeguarding as a critical feature in its delivery and partnerships across the aid sector. The supplier should ensure effective safeguarding measures are implemented during contract delivery and are in line with DFID standards

Annex A General DFID-funded publications on nutrition in Pakistan

- Preventing undernutrition through multi-sectoral initiatives in Pakistan – a landscape analysis (July 2015)
 - <http://www.heart-resources.org/assignment/preventing-undernutrition-through-multi-sectoral-initiatives-in-pakistan/>
- Pakistan Political Economy studies:
 - The political economy of undernutrition. Zaidi et al. (2013)
 - <http://www.heart-resources.org/assignment/the-political-economy-of-undernutrition-national-report-pakistan/>
 - <http://www.heart-resources.org/assignment/action-on-under-nutrition-in-pakistan-opportunities-and-barriers/>
 - Four provincial political economy reports.
 - Zaidi et al. (2013) Provincial political economy, Pakistan reports for Punjab, Khyber Pakhtunkhwa, Sindh and Balochistan,
 - <http://www.heart-resources.org/assignment/punjab-province-report-nutrition-political-economy-pakistan/>
 - <http://www.heart-resources.org/assignment/khyber-pakhtunkhwa-province-report-nutrition-political-economy-pakistan/>
 - <http://www.heart-resources.org/assignment/baluchistan-province-report-nutrition-political-economy-pakistan/>
 - <http://www.heart-resources.org/assignment/sindh-province-report-nutrition-political-economy-pakistan/>
- Seeing the Unseen: Breaking the logjam of undernutrition in Pakistan.
 - IDS Bulletin series 44: 1-102
 - <http://onlinelibrary.wiley.com/doi/10.1111/idsb.2013.44.issue-3/issuetoc>
 - http://www.heart-resources.org/doc_lib/seeing-the-unseen-breaking-the-logjam-of-undernutrition-in-pakistan/
- Evidence from Pakistan: Child Nutritional Outcomes and Community-based Health Service.
 - World Bank SAFANSI Series (October 2014)
 - http://www-wds.worldbank.org/external/default/WDSPContentServer/WDSP/IB/2015/05/04/090224b082e33346/1_0/Rendered/PDF/Evidence0from00th0service0provision.pdf
- Leveraging Agriculture for Nutrition in South Asia publications.

- Agriculture and Nutrition in Pakistan: Pathways and Disconnects, M Balagamwala & H Gazdar, 2013.
 - <http://www.lansasouthasia.org/content/agriculture-and-nutrition-pakistan-pathways-and-disconnects>.
- A brief review of the agriculture/nutrition policy landscape in Pakistan (April 2014)
 - <http://lansasouthasia.org/sites/default/files/Country%20Policy%20Landscape%20Analysis%20Pakistan.pdf>.
- Convergence on Nutrition in Agricultural Systems of Innovation: Concepts and Methods with examples from Pakistan, M Loevinsohn & R Mehmood, 2014
- <https://assets.publishing.service.gov.uk/media/57a089e140f0b652dd000452/WP1-Systems-of-Innovation.pdf> Markets for Nutrition Policy Brief, J Humphrey & S Zuberi, 2015.
 - <http://www.lansasouthasia.org/content/markets-nutrition>.

Annex B – DFID ethics principles for research and evaluation

DFID expects the research and evaluation it funds to adhere to the highest standards of integrity. To facilitate this it has drawn up these Principles on ethical practice in research and evaluation. All research and evaluation conducted or funded by DFID (wholly or partially) is expected to uphold these Principles. These Principles should be read in conjunction with DFID's Ethics Guidance for Research and Evaluation.

PRINCIPLES

1. Researchers and evaluators are responsible for identifying the need for and securing any necessary ethics approval for the study they are undertaking.

This may be from national or local ethics committees in countries in which the study will be undertaken, or other stakeholder institutions with formal ethics approval systems.

2. Research and evaluation must be relevant and high quality with clear developmental and practical value. It must be undertaken to a sufficiently high standard that the findings can be reliably used for their intended purpose. Research should only be undertaken where there is a clear gap in knowledge. Evaluations might also be undertaken to learn lessons to improve future impact, or in order to meet DFID's requirements for accountability.

3. Researchers and evaluators should avoid harm to participants in studies. They should ensure that the basic human rights of individuals and groups with whom they interact are protected. This is particularly important with regard to vulnerable people. The wellbeing of researchers/ evaluators working in the field should also be considered and harm minimised.

4. Participation in research and evaluation should be voluntary and free from external pressure. Information should not be withheld from prospective participants that might affect their willingness to participate. All participants should have a right to withdraw from research/ evaluation and withdraw any data concerning them at any point without fear of penalty.

5. Researchers and evaluators should ensure confidentiality of information, privacy and anonymity of study participants. They should communicate clearly to prospective participants any limits to confidentiality. In cases where unexpected

evidence of serious wrong-doing is uncovered (e.g. corruption or abuse) there may be a need to consider whether the normal commitment to confidentiality might be outweighed by the ethical need to prevent harm to vulnerable people. DFID's fraud policy will apply if relevant.

6. Researchers and evaluators should operate in accordance with international human rights conventions and covenants to which the United Kingdom is a signatory, regardless of local country standards. They should also take account of local and national laws.

7. DFID funded research and evaluation should respect cultural sensitivities.

This means researchers need to take account of differences in culture, local behaviour and norms, religious beliefs and practices, sexual orientation, gender roles, disability, age and ethnicity and other social differences such as class when planning studies and communicating findings. DFID should avoid imposing a burden of over-researching particular groups.

8. DFID is committed to publication and communication of all evaluations and research studies. Full methodological details and information on who has undertaken a study should be given and messages transmitted should fully and fairly reflect the findings. Where possible, and respecting confidentiality requirements, primary data should be made public to allow secondary analyses.

9. Research and evaluation should usually be independent of those implementing an intervention or programme under study. Independence is very important for research and evaluation; in fact, evaluations in DFID can only be classified as such where they are led independently. Involvement of stakeholders may be desirable so long as the objectivity of a study is not compromised and DFID is transparent about the roles played. Any potential conflicts of interest that might jeopardise the integrity of the methodology or the outputs of research/ evaluation should be disclosed. If researchers/ evaluators or other stakeholders feel that undue pressure is being put on them by DFID officials, such that their independence has been breached, this should be reported to the Head of Profession for Evaluation who will take appropriate action

10. All DFID funded research/ evaluation should have particular emphasis on ensuring participation from women and socially excluded groups.

Consideration should be given to how barriers to participation can be removed.

Annex C Duty of Care

The supplier is responsible for the safety and well-being of their Personnel and Third Parties affected by their activities under this contract, including appropriate security arrangements. They will also be responsible for the provision of suitable security arrangements for their domestic and business property.

DFID will share available information with the supplier on security status and developments in-country where appropriate. DFID will provide the following:

- All Personnel of the supplier will be offered a security briefing by the British High Commission/DFID on arrival. All such Personnel must register with their respective Embassies to ensure that they are included in emergency procedures.

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- A copy of the DFID visitor notes (and a further copy each time these are updated), which the Supplier may use to brief their Personnel on arrival.

The supplier is responsible for ensuring appropriate safety and security briefings for all of their Personnel working under this contract and ensuring that their Personnel register and receive briefing as outlined above. Travel advice is also available on the FCO website and the supplier must ensure they (and their Personnel) are up to date with the latest position.

The supplier will be required to operate in conflict-affected areas and parts of Pakistan are highly insecure. Travel to many zones within the regions may be subject to obtaining No Objection Certificates from the Ministry of Foreign Affairs in advance. The security situation is volatile and subject to change at short notice. The supplier should be comfortable working in such an environment and should be capable of deploying to any areas required within the regions in order to deliver the contract (subject to NoC being granted and security advice).

The supplier is fully responsible for Duty of Care in line with the details provided above and the initial risk assessment matrix prepared by DFID and confirms that:

- They fully accept responsibility for Security and Duty of Care.
- They understand the potential risks and have the knowledge and experience to develop an effective risk plan.
- They have the capability to manage their Duty of Care responsibilities throughout the life of the contract.

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DFID Overall Project/Intervention Summary Risk Assessment Matrix

Theme	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score
Province	Islamabad Capital Territory & Rawalpindi	Punjab (north) including Lahore	Punjab (south)	Sindh (north)	Sindh (south) including Karachi	Balochistan	FATA	Khyber Pakhtunkhwa (south) including Peshawar	Khyber Pakhtunkhwa (north and east)	Karakorum Highway (KKH)	Gilgit-Baltistan (except KKH)
Overall Rating*	3	3	4	4	4	4	4	4	3	3	2
FCO Travel Advice	2	2	2	3	2	4	4	4	3	4	2
Host Nation Travel Advice	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Transportation	3	3	4	4	4	4	4	4	4	4	4
Security	4	4	4	4	4	4	4	4	4	4	4
Civil Unrest	3	3	3	3	4	5	5	4	2	2	2
Violence/crime	2	3	4	4	5	4	4	4	3	3	2
Terrorism	5	5	5	5	5	5	5	5	5	5	5
Conflict (war)	2	2	2	2	2	4	5	3	2	2	2
Hurricane	2	2	2	2	2	2	2	2	2	2	2
Earthquake	4	3	3	3	3	4	3	4	4	4	4
Flood / Tsunami	2	4	4	4	4	3	2	2	2	2	2
Medical Services	1	2	3	3	2	4	4	3	3	3	3
Nature of Project Intervention	2	3	3	3	4	4	4	4	3	4	3

1 Very Low Risk	2 Low Risk	3 Medium Risk	4 High Risk	5 Very High Risk
Low		Medium	High	

*As assessed by DFID Risk Manager

Updated: 23/03/2017