

TERMS OF REFERENCE: ANNEXURE A

SCM /Tender Ref #:	DPME 06/2022-2023
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Request for proposals for:	Implementation Evaluation of the National Food and Nutrition Security Plan 2018- 2023
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1. BACKGROUND / CONTEXT

The National Food and Nutrition Security Plan 2018-2023 embodies South Africa's collective response to the challenge of food insecurity and malnutrition. Over the two decades of democracy, multidimensional poverty, measured in terms of composite indicators for health, education, standard of living and economic activity, declined significantly, from 17,9% of the population in 2001 to 8% in 2011, and subsequently to 7% by 2016 [Stats SA, 2017]. This is largely attributed to the social wage that government provides to improve the quality of life of vulnerable households. This includes free basic services (water, electricity and sanitation), primary health care, no-fee paying schools, and provision of free housing (Stats SA, 2017).

Nonetheless, the levels of poverty remain high, relative to our National Development Plan (NDP) targets for 2030. According to Stats SA, the proportion of the population living below the Lower Bound Poverty Line (LBPL) initially decreased steadily from 51% (24,2 million people) in 2006 to 47,6% (23,7 million people) in 2009 and subsequently to 36,4% (18,7 million people) in 2011. However, recent data reflects that the population living below the LBPL subsequently increased from 36,4% in 2011 to 40% in 2015 (21,9 million people). This is attributed to the fact that notwithstanding the social wage that government has provided to households, their financial well-being, measured through the money-metric poverty measures, declined between 2011 and 2015, due to a combination of international and domestic factors, such as stagnant economic growth (Stats SA, 2017). Government's social protection measures have also cushioned and provided a safety net for 17 million vulnerable people.

South Africa is committed to ending malnutrition and hunger by 2030 - as the new Sustainable Development Goals challenge all countries to do. There are over 50 programmes and initiatives which address food security and malnutrition. There have been successes as wasting and severe acute malnutrition rates have declined. Our social assistance programme witnessed its largest expansion yet, and almost 17 million people are benefiting from the programme. Twelve million of the grant recipients are recipients of the Child Support Grant (CSG) while more than 3.2 million receive the Old Age Grants. These and many other achievements bear testimony to our determination to create a fairer society. During 2015/16 Cabinet approved the Early Childhood Development (ECD) policy, which seeks to ensure universal access to ECD services and appropriate nutrition interventions for children in ECDs by 2030. The number of children enrolled in the more than 27 000 ECD centres has grown marginally, with almost 1 million children subsidised by the state.

The National School Nutrition Programme (NSNP) reaches over 9 million learners among the poorer primary and secondary schools around the country. The school feeding programme alleviates short-term hunger, and thus improves concentration in class. Furthermore, it has the potential of increasing attendance and enrolment of children in schools, resulting in improved retention in the schooling system. Through implementation of the NSNP 2018-2023, it is anticipated these achievements will be enhanced, in particular to ensure that the learners receive adequate, safe and nutritious meals. As part of strengthening the Food and Nutrition Security Programme, government is now operating Food Distribution Centres linked to Community Nutrition and Development Centres (CNDCs) in Provinces, to meet the immediate nutritional needs of the most vulnerable and food insecure members of our society.

Despite the large number of food and nutrition programmes, stunting rates remain high at 27% while some forms of acute malnutrition remains a challenge. This requires that efforts be redoubled to address the challenge.

2. PROBLEM STATEMENT

The National Food and Nutrition Security Plan 2018-2023 (NFNS Plan) is a plan to address the food and nutrition security challenges. Over 27 years of democracy, the country has made significant strides towards surmounting the challenges of food insecurity and nutrition. However, external evaluations reflect that the response to this challenge has been largely sectoral and separate, resulting in suboptimal impact levels. In 2013 Cabinet approved the National Policy on Food and Nutrition Security, the Household Food and Nutrition Security Strategy and the Fetsa Tlala Integrated Food Production Initiative. These policy frameworks were intended to streamline, harmonise and integrate the diverse food and nutrition security interventions in South Africa. In 2014, the Diagnostic/Implementation Evaluation of Nutrition Interventions for Children from Conception to Age 5 was undertaken by the Department of Performance Monitoring and Evaluation together with the Departments responsible for implementing the 18 nutrition interventions.

The purpose of the evaluation was to assess the implementation of 18 nutrition interventions implemented by South Africa to determine enabling and inhibiting factors for implementation, as well as the level of synergy among sector departments. The evaluation focused on the sufficiency of policy, leadership, resource allocation, management and oversight, and local-level service delivery. It found that South Africa had almost 60 policies, strategies, plans and programmes for addressing hunger and malnutrition, but lacked a single integrated national plan to achieve this goal. Positive findings of the evaluation included the fact that in South Africa, the right to food is entrenched in the Constitution, in Sections 27, 28 and 35. Also positive was the finding that South Africa has a good mix of health and nutrition policies which should address the immediate, basic, and underlying factors associated with poor nutrition. On the negative side, the evaluation found that South Africa has placed emphasis on food production but not nutrition or consumption of nutritious foods.

It was further found that nutrition programmes have not been fully effective in reducing malnutrition because they focused primarily on providing food to the needy, and do not effectively address the underlying causes of malnutrition. The evaluation also found that compared to the 5 comparison countries, South Africa does not have a single or coherent strategy, policy or regulatory system to realise the right to food as set out in the Constitution, and to facilitate and ensure food security for all citizens. The National Food and Nutrition Security Plan notes that there are over 50 programmes that national government implements which address food insecurity and malnutrition. This plan serves as a coherent framework to harness all these efforts towards a common direction. The evaluation findings further showed that there were significant implementation weaknesses, these were human resources, material resources, data management and weak institutional coordination.

3. OBJECTIVES AND SCOPE OF PROJECT

The primary purpose of the evaluation is formative to feed-in to ongoing NFNS Plan implementation, hence the Rapid Evaluation has to assess progress of the implementation of the National Food and Nutrition Security Plan against the set targets and predefined indicators, determine the likelihood of the plan achieving its intended objectives, outcomes and impact.

While the list of questions below is not exhaustive, the evaluation must explicitly answer all the questions listed in this document. The list of questions below must be used as a guideline. The successful bidder must propose which group of question should be asked to which group of evaluation participants.

The key questions which the evaluation will seek to answer are as follows:

3.1. Evaluation Questions

1. To what extent has the implementation of the National Food and Nutrition Security Plan 2018-2023 been effective towards achieving of the set targets?
 - 1.1. Which of the targets set in the National Food and Nutrition Security Plan have been achieved within set timeframes?
 - 1.2. Which of the targets set in the National Food and Nutrition Security Plan 2018-2023 have not been achieved within the set timeframes?

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- 1.3. What are the factors enabling the achievement of the set targets on the National Food and Security Plan 2018-2023?
- 1.4. What are the factors inhibiting/ contributing towards the non-achievement of set targets on the National Food and Security Plan 2018-2023?
- 1.5. Which components of the plan were difficult to implement?
- 1.6. Are there examples of best practise that lessons could be drawn from? (challenging cases and successful cases)
2. What is the likelihood of the National Food and Security Plan achieving its intended objectives in 2023?
3. How can the plan be implemented more cost effectively?
4. What can be done to improve the Implementation of the National Food and Security Plan 2018- 2023 and achievement of targets?
5. Are institutional arrangements working optimally? If not, which mechanisms should be put in place for improvement?

3.2 Potential users of the evaluation

Table 1 summarises the main users and how they are likely to use the evaluation results. This is important in conceptualising the consultation during the evaluation and in dissemination of the results.

Table 1: Main users and stakeholders of the evaluation results

Stakeholder	Likely use of the results
Department of Planning , Monitoring and Evaluation	<ul style="list-style-type: none"> • Facilitate and advise on improvement • Advise on progress with the implementation of the plan • Promote accountability and transparency
12 National Departments responsible for the implementation of the NFNSP 2018-2023	<ul style="list-style-type: none"> • Planning • Promote accountability and transparency, • justification for funding, • Inform policy decision making process and introduce reforms of the programmes contributing to the plan where necessary
Provincial departments	<ul style="list-style-type: none"> • Planning • Alignment with national departments
Inter-departmental Task Team NFNSP	<ul style="list-style-type: none"> • To improve implementation of the plan to address food insecurity and malnutrition.
United Nations Agencies	<ul style="list-style-type: none"> • To review technical support provided to contribute to address the gaps identified
Cabinet	<ul style="list-style-type: none"> • Policy making • Decision making • Strategic direction of the plan • Resource and capability building
Parliament	<ul style="list-style-type: none"> • Enhance oversight • Improved policy and decision making
Public	<ul style="list-style-type: none"> • Trust and confidence in the government plans and programmes • Accountability for public resources

3.3 Scope of the evaluation

3.3.1 Period of review

The evaluation will focus on the NFNSP implementation period from inception of the plan in 2018 to September 2022.

3.3.2 Programmatic themes to be covered

The evaluation must cover all the seven strategic objectives of the NFNSP, namely:

1. Multi-sectoral Food and Nutrition Security Council to oversee alignment of policies, coordination and implementation of programmes and services which address food and nutrition security

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2. Inclusive local food value-chains to support access to nutritious and affordable food.
3. Targeted social protection measures and sustainable livelihood programmes
4. High-impact nutrition interventions targeting women, infants and children
5. Making informed food and nutrition decisions through an integrated communications strategy
6. Monitoring and evaluation system for FNS, including an integrated risk-management system for monitoring FNS-related risks
7. Build entrepreneurial skills

3.3.3 Geographic coverage

It is envisaged that the Plan has a national coverage to be implemented at National level and in all the nine (9) provinces and all districts. While most of the lead departments are national government departments, all government departments involved in the implementation of the plan, relevant UN Agencies, Academia and Civil Society will be sampled. Implementation occurs at provincial and local government levels as well as in the private sector throughout South Africa. Councils and Forums at National, Provincial and District levels tasked to engage with civil society and make the planning and reporting process as participatory as possible and members of Steering Committees will be included in the sampling. Members of the Sector Monitoring Branch in the DPME, who are leading the implementation and monitoring of the NFNSP, will also be part of the sample. Accountability for steering the NFNSP 2018-2023 towards success lies with the Office of the Deputy President, the Provincial Premiers and District Mayors and they should also be included in the sample.

Given the period within which this evaluation is expected to have generated findings, (November 2022), it is envisaged that the service provider will sample accordingly for key informant interviews. It is anticipated that desktop analysis, document analysis and key informant interviews will be conducted to answer the key evaluation questions. Data should be collected at the same time by different teams in order to have finalised analysis and draft findings by June 2022. It may be advisable to use technological means to collect the data due to the current socio-economic and health conditions. However, the quality and integrity of the data collected must not be compromised.

4. PROPOSED METHODOLOGY / APPROACH

The prospective service provider/evaluator must propose an appropriate methodology to respond to the evaluation questions (above). The service provider/evaluator is expected to use both qualitative and quantitative methods to respond to the evaluation questions. The evaluation is expected to follow a collaborative and participatory rapid approach ensuring close engagement with a representative sample of key stakeholders. The evaluation shall provide evidence-based information that is credible, reliable, useful. Amongst others, the approach should include the following:

4.1 Document and literature review

This rapid evaluation will focus on existing data sources rather than collecting new data – using a desktop approach, utilising existing administrative data, survey data, monitoring reports (National, Provincial, District reports, Quarterly reports, SAVAC reports, SADHS report, STATS SA reports, Academia reports, HSRC reports and all other accredited references) etc., with less reality testing of these in the field.

The document review will include an analysis of the (1) Grey and published literature on food security and nutrition in South Africa, (2) Review of reports produced by the implementing departments as well as the National Task Team (including performance reports, data report, annual reports, etc.); (3) desktop analysis of 2016 South African Demographic Survey; 2012 SANHANES, 2020 General Household Survey; District Health Information System (GHIS) Crop Estimates Report etc., and (4) An analysis of the legislative and policy frameworks and guidelines pertaining to the NFNSP.

The DPME and other partner departments who are responsible for the implementation of the plan will make the relevant data available to the appointed service provider.

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4.2 Interviews

Due to the prevailing health and economic conditions, the service provider must conduct a number of telephonic interviews as well as other technological means, and focus groups or evaluative workshops with a range of stakeholders who are involved in the implementation of NFNSP.

Key informant interviews should take place with officials from the following national government departments:

Department of Social Development,
Department of Basic Education,
Department of Health,
Department of Women,
Department of Small Business Development,
Government Communications Information Systems,
Department of Agriculture, Land Reform and Rural Development,
Department of International Relations,
Department of Cooperative Governance and Traditional Affairs,
Department of Trade, Industry and Competition,
Department of Water and Sanitation,
Statistics South Africa,
National Treasury,
United Nations Agencies (FAO; UNICEF; WHO), and
Civil Society Organisations

4.3 Quantitative and Qualitative analysis

The service provider must use both quantitative and qualitative analysis across all the 7 objectives to answer the evaluation questions.

4.4 Learning processes

Reflective processes with interviewees, and a stakeholder validation workshop (virtual/hybrid) to reflect on emerging findings and how the NFNSP can be improved.

Workshops (Inception, Evaluative / Validation)

- Participation in an inception workshop with the steering committee to develop a focused and detailed methodology to address key sub-questions. The service provider will be expected to revise their proposal following the inception workshop (if applicable) and prepare a final inception report for approval.
- Presentation of initial findings, analysis and recommendations to a steering committee, as and when it is necessary and subsequently, a stakeholder evaluative/ validation workshop. The service provider will utilise the feedback from the workshop to finalise the report and its recommendations.
- The service provider should note that the final report will be approved when all the steering committee members, and the peer reviewers, are satisfied with it. This may entail a few revisions of the report before it is approved and the service provider must commit to the revisions until the steering committee and other key stakeholders are satisfied with the process.

Note: Though an evaluation approach has been suggested, this does not preclude a service provider from recommending a different methodological approach, considered more responsive or more innovative. Should a service provider apply the approach provided in the ToRs, the service provider will be expected to propose a detailed methodology (innovation and creativity in this regard will be an added advantage).

5. DELIVERABLES AND TIME FRAMES

5.1 Products/ deliverables expected from the evaluation

The deliverables include the following:

- **Inception Report** by the service provider as a follow-up revised proposal with a revised evaluation plan, overall evaluation design and detailed methodology, including an analytical framework, and content structure for the final report. This forms the basis for judging the effective implementation of the intervention

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- **Document review** (collect information and data based on management monitoring reports, quarterly monitoring reports, relevant legislation, etc.)
 - **Data Collection** (including interviews with various identified stakeholders (key informants))
 - **1st Draft full evaluation report** for review with findings, recommendations and proposed revised theory of change and logframe, using the DPME template
 - A **workshop** with stakeholders to discuss the draft report and refine recommendations
 - The **final evaluation report**, both full and in 1/5/25 format – in Word and PDF format
 - Provision of all **datasets**, metadata and survey documentation (including summaries of interviews) when data is collected, which has been made anonymous for confidentiality
 - A **PowerPoint** or audio-visual presentation of the results and the service provider will have to present the final report to the evaluation steering committee as well as EXCO of DPME
- The full report may be up to 100 pages in length excluding appendices. The 1/5/25 report includes a one-page policy summary of implications for policy, a five-page executive summary of the whole report and a 25-page main report (Arial 11 point, single space, exclusive of appendices). The 1/5/25 is what will be distributed widely, but both reports will also be posted on the website. There is a standard template which should be used for the reports. All deliverables will be subject to peer review and a post evaluation quality assessment process.

5.2 Budget and payment schedule

Funding for this evaluation will be provided by the DPME, and payments will be effected by the DPME. The payment schedule is illustrated in Table 2 below.

Table 2: Deliverables and Timeframes

- ***It must be borne in mind that payment of invoices will be dependent on the satisfactory quality of the outputs as assessed by the commissioning department and the appointed Steering Committee and is not automatic upon submission of the deliverable/s and the invoices.***
- ***It is the responsibility of the service provider to ensure that the quality of the output is sound. Neither the commissioning department nor the Steering Committee should be expected to write the report on behalf of the service provider and can only make inputs aimed at enriching the outputs.***

The service provider should produce the implementation plan indicating the milestone against the deliverable. The evaluation will start in 01 August 2022 and should be completed by April 2023. The service provider should produce the implementation plan indicating the milestones against the deliverables in **Table 2** below.

Description	Outcome	Expected date	% of project (Payment)
1. Approved Inception report and service provider contract signed	Service provider to provide an inception report on how the study will be conducted.	September 2022	10%
2. Approved Literature review	Including comparison with other developing countries, and review of policies and legislation)	September 2022	0%
3. Document review	Collect information and data based on management monitoring reports, quarterly monitoring reports, statistical databases, relevant legislation, etc.	September - October 2022	20%

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Description	Outcome	Expected date	% of project (Payment)
4. Data analysis and key informant interviews for all the 7 objectives of the Plan	Data analysis and key informant interviews.	November - December 2022	0%
5. Submission and approval of the 1 st draft full evaluation report	Service provider to conduct an analysis and write up of 1 st draft report. Upon delivery of a satisfactory 1 st draft report, payment will be made.	February 2023	20%
6. Validation of the emerging findings and 1 st draft evaluation report by Steering Committee	Service provider needs to conduct the validation / evaluative workshops and finalisation of the report and presentation of findings.	February 2023	
7. Approval of the final full report and 1/5/25 summary evaluation report; and Service provider presentation to the evaluation Steering Committee and DPME EXCO	<p>Service provider to submit the final report on the basis that it is of acceptable quality, otherwise there may be more versions until the steering committee is satisfied.</p> <p>Project close out meeting and handover of all datasets, metadata and survey documentation, Service provider to make final presentation of the report to the Steering Committee.</p> <p>The service provider will produce a full PowerPoint presentation and a 10-slide succinct one based on the evaluation.</p>	March 2023	50%

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6. PROJECT MANAGEMENT / REPORTING ARRANGEMENTS

6.1 Management arrangement

The bid proposal submitted by the bidder must include a detailed project plan. As summary of deliverable dates must be included in Annexure B3. The start of the project will depend on the DPME procurement process. The total duration of the project as indicated in the bidder's proposal is binding (except for delays due to circumstance beyond the bidder's control).

The service provider shall be managed by DPME together with the Chairperson of the **Project Steering Committee** supported by the **Project Steering Committee** that shall be responsible for the sign off for the deliverables submitted. The **Project Steering Committee** will be chaired by DPME Health Outcomes Facilitator and the secretariat role will be provided by DPME Evaluation Unit.

6.2. Reporting arrangements

The evaluation project manager to whom the service provider will report to is Ms Thokozile Molaiwa, Thokozile@dpme.gov.za / 012 312 0110 and Mr Diniko Setwaba, Diniko@dpme.gov.za / 012 312 0167.

7. PEER REVIEW

National and/or international peer reviewers might be contracted to support the assignment. Refer to the DPME Guideline on Peer Reviewers; from the DPME website for more details.

8. QUALITY ASSESSMENT

Once the final evaluation report has been approved, the evaluation will be quality assessed by independent assessors, using a methodology based on the national evaluation standards. These standards and an example of the quality assessment can be found on the DPME website.

9. OTHER

None.