

Section 4 Appendix A

CALLDOWN CONTRACT

Framework Agreement with: Palladium International Ltd

Framework Agreement for: DFID International Multi-Disciplinary Programme (IMDP)

Framework Agreement Purchase Order Number/Lot: 8373 (Lot 17 – Livelihoods)

Call-down Contract For: Stamping out Slavery in Nigeria (SoSiN)

Contract Purchase Order Number: 8565

I refer to the following:

- 1. The above mentioned Framework Agreement dated 8th May 2019;
- 2. Your proposal of 14th June 2019

and I confirm that DFID requires you to provide the Services (Annex A), under the Terms and Conditions of the Framework Agreement which shall apply to this Call-down Contract as if expressly incorporated herein.

1. Commencement and Duration of the Services

1.1 The Supplier shall start the Services no later than 14th August 2019 ("the Start Date") and the Services shall be completed by 15th August 2023 ("the End Date") unless the Call-down Contract is terminated earlier in accordance with the Terms and Conditions of the Framework Agreement.

2. Recipient

2.1 DFID requires the Supplier to provide the Services to the DFID Nigeria (the "Recipient").

3. Financial Limit

3.1 Payments under this Call-down Contract shall not, exceed £7,750,000 ("the Financial Limit") and is inclusive of any government tax, if applicable as detailed in Annex B.

4. DFID Officials

4.1 The Project Officer is:

Governance, Conflict and Social Development, DFID Nigeria.

4.2 The Contract Officer is:

PCD, Abercrombie House, East Kilbride.





5. Key Personnel

The following of the Supplier's Personnel cannot be substituted by the Supplier without DFID's prior written consent:

Operations Manager Government Policy Advisor Team Leader Director Finance and Operations Communications and Safeguarding Manager Programme Manager Project Director Finance Manager



6. Reports

6.1 The Supplier shall submit project reports in accordance with the Terms of Reference at Annex A.

7. Duty of Care

All Supplier Personnel (as defined in Section 2 of the Agreement) engaged under this Call-down Contract will come under the duty of care of the Supplier:

- I. The Supplier will be responsible for all security arrangements and Her Majesty's Government accepts no responsibility for the health, safety and security of individuals or property whilst travelling.
- II. The Supplier will be responsible for taking out insurance in respect of death or personal injury, damage to or loss of property, and will indemnify and keep indemnified DFID in respect of:
 - II.1. Any loss, damage or claim, howsoever arising out of, or relating to negligence by the Supplier, the Supplier's Personnel, or by any person employed or otherwise engaged by the Supplier, in connection with the performance of the Call-down Contract;
 - II.2. Any claim, howsoever arising, by the Supplier's Personnel or any person employed or otherwise engaged by the Supplier, in connection with their performance under this Call-down Contract.
- III. The Supplier will ensure that such insurance arrangements as are made in respect of the Supplier's Personnel, or any person employed or otherwise engaged by the Supplier are reasonable and prudent in all circumstances, including in respect of death, injury or disablement, and emergency medical expenses.
- IV. The costs of any insurance specifically taken out by the Supplier to support the performance of this Call-down Contract in relation to Duty of Care may be included as part of the management costs of the project and must be separately identified in all financial reporting relating to the project.
- V. Where DFID is providing any specific security arrangements for Suppliers in relation to the Call-down Contract, these will be detailed in the Terms of Reference.

8. Call-down Contract Signature





8.1 If the original Form of Call-down Contract is not returned to the Contract Officer (as identified at clause 4 above) duly completed, signed and dated on behalf of the Supplier within **15 working days** of the date of signature on behalf of DFID, DFID will be entitled, at its sole discretion, to declare this Call-down Contract void.

No payment will be made to the Supplier under this Call-down Contract until a copy of the Calldown Contract, signed on behalf of the Supplier, returned to the DFID Contract Officer.

Signed by an authorised signatory for and on behalf of The Secretary of State for International Development

Name:

Position:

Signature:

Date:

Signed by an authorised signatory for and on behalf of the Supplier

Name:

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Position:

Signature:

Date:

Terms of Reference (TOR) Stamping out Slavery in Nigeria (SoSiN)

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<u>Annexes</u>

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List of Acronyms

CMP	Centrally Managed Programme
DFID	Department for International Development
DPM	Deputy Programme Manager
EME	Early Market Engagement
FCO	Foreign and Commonwealth Office
FGN	Federal Government of Nigeria
MADE	Market Development in the Niger Delta Programme
MoU	Memorandum of Understanding
ODA	Official Development Assistance
PbR	Payment by Results
PPP	Public Private Partnership
SRO	Senior Responsible Officer
TC	Terms and Conditions
ToC	Theory of Change
ToRs	Terms of Reference
TPM	Third Party Monitoring
VFM	Value for Money

1. Introduction

1.1 This document comprises the Terms of Reference (ToRs) for the competitively tendered element of DFID Nigeria's anti-slavery programme, *Stamping out Slavery in Nigeria* (SoSiN). The UK Government will provide up to £7.75m over 4 years to a contracted lead supplier or consortium lead member to: 1) provide technical assistance to the Edo State Government¹; 2) manage a 'Challenge Fund' for civil society organisations (CSOs); and 3) establish a learning platform to collate, generate and disseminate emerging evidence and lessons.

1.2 DFID activities will support the Edo State Government in the prevention and mitigation of human trafficking, largely through those parts of government that target educational, social, attitudinal and behavioural change². It will support CSO's by establishing a fund that rewards innovative, cost effective, collaborative, scalable and sustainable approaches to reducing the drivers of dangerous migration, trafficking and slavery. Along with the learning platform, the objective is to ensure that anti-slavery institutions and activities are left stronger and more effective as a result of the SoSiN programme.

2. Objective, Impact, Outcome

2.1 The overall goal of the SoSiN programme is to change or reduce the behaviours, attitudes, and social norms in Edo State that drive or enable human trafficking.

2.2 The <u>impact</u> of the SoSiN programme is: *more effective Government and Non-Government institutions reduce the drivers and enablers of unsafe migration and trafficking.*

2.3 To achieve this impact, the SOSiN theory of change identifies three outcomes:

- Strengthened Edo State Government response to preventing unsafe migration and human trafficking: more effective and innovative use of resources – human, financial, physical, political and network assets – supports a 'whole of government' approach to preventing unsafe migration and human trafficking through social and attitudinal change;
- Improved coordination, innovation and quality of NGO response to preventing unsafe migration and human trafficking: better

¹ And other neighbouring states, or trafficking hotspots, where resources allow, and needs are identified. SOSiN is not restricted to Edo, but it is expected that the bulk of the work across all three components will focus on this state. For all references to Edo in this ToR, apply this caveat. The main relevant Federal agency, NAPTIP, is supported through another smaller component of SOSiN, and also more substantively, by the wider UK programme of support and cooperation in Nigeria. Collaboration with NAPTIP or other Federal Agencies is encouraged, but the focus of this ToR is state level work.

² Other elements of the SOSiN programme, and other substantive parts of the UK government response address investigative, legal and judicial aspects of slavery prevention; and victim care. Therefore, these aspects are not the focus of this ToR.

coordinated and more effective civil society tackling the drivers and enablers of human trafficking;

 A stronger evidence base for action in anti-slavery prevention, with learning platforms operating and informing policy and interventions: the use of evidence and sharing of best practices becomes embedded in ways of working, to deliver improved performance not only in Nigeria, but globally.

2.4 The supplier will be required to deliver the following outputs, each linked to the relevant outcome above:

- Output 1: Edo State Government capacity improved through delivery of technical assistance. This will include but is not limited to: agreed and participatory assessment of Edo State Government's capacity and current response; programme of intervention agreed with Edo State; delivery of the workplan in partnership with Edo State. The expertise provided by the supplier will include technical expertise on trafficking prevention, social norms, and management and governance systems expertise to strengthen the relevant agencies and departments of Edo State.
- Output 2: <u>'Challenge Fund' designed, established and operating</u>. Activities will include but are not limited to: mapping CSOs working in this area; assessment of effectiveness of their response so far; identify gaps and develop a criterion to evaluate bids and manage competition; management the Challenge Fund; and [possibly] delivery of technical programme of support to selected organisations. The supplier will provide the expertise to design and deliver the Challenge Fund, and the technical and management expertise to build the capacity of potential and actual grantee organisations.
- Output 3 'Learning Platform' established and operating. Activities will include but are not limited to: engaging in international and national fora on modern slavery; generating research and evidence from Outputs 1 and 2 and disseminating widely and effectively. The supplier will need to provide expertise in research and evidence generation, and dissemination, as well as the technical expertise to generate relevant primary evidence through the programme.

3. Programme Context, Budget and Timeframes

3.1 Context

3.1.1 SoSiN represents part of the UK's strong and sustained commitment to tackling modern day slavery. It complements ongoing DFID and UK Government anti-slavery programmes in Nigeria, and targets themes, intervention areas and partners that are not currently covered by them.

3.1.2 There is a variety of international and local non-government actors also working in this space; ongoing activity and new plans, especially from the EU, will be monitored to ensure complementarity.

3.1.3 Although volatile and challenging, the political context for anti-slavery work is currently positive. Nigeria is a leading country in the region on efforts to tackle trafficking, and the Edo State Government has committed substantive political and financial resource to anti-trafficking. In March 2018, the most influential traditional ruler in the most affected areas, the Oba of Benin, also expressed publicly his opposition to trafficking and traffickers. Together these political and cultural developments greatly increase the scope for changing the attitudes and norms that enable trafficking.

3.1.4 The SoSiN programme recognises that there is limited evidence globally on the impact and effectiveness of interventions to prevent modern slavery. However, evidence from projects targeting changed behaviour, social norms and attitudes is stronger, especially in relation to family planning, education and violence against women.

3.1.5 See Section 11 for more detailed background information.

3.2 Budget

3.2.1 The total funding allocated for SoSiN is £10 million over 5 years; September 2018 – September 2023. Within this DFID is contracting the delivery of the SoSiN programme through a framework call down for the value of £7.75m over a 4-year period. Note: DFID programmes are not automatically tax exempt and therefore suppliers may be reliable to pay tax in respective countries of operation. Tax liabilities should therefore be taken into consideration in commercial proposals.

3.2.2 The remaining budget is allocated to an independent evaluation, pilot grants to NGOs, and an expansion of relevant Home Office Modern Slavery Fund activities in Nigeria. This expansion has started with support to an innovative strategic communications programme and evaluation targeting 'positive' messaging about economic opportunities in Nigeria.

3.3 Timelines

3.3.1 The following Tables 1a and 1b summarise key milestones within the contact and the wider SoSiN programme.

Activity	Start Date		Duration		End Date		
Contract procurement	May 2019		3 months		July 2019		
Inception period	Approx. 2019	Aug	5 months		Approx. 2019	Dec	
Implementation	Approx. 2020	Jan		years, onths	7	Approx. 2023	July

 Table 1a – Intended Contract Timelines

Activity	Start Date	Duration	End Date
Interventions through the	Oct 2018	18 months	Mar 2020
UK Home Office Modern			
Slavery Fund			
Accountable Grants	Jan 2019	12 – 18	Feb 2019 -
issued		months	Aug 2020
Evaluation Contract	Oct 2018	9 months	Jul 2019
procurement			
Evaluation implementation	Jul 2019	4 years	Jul 2023
period		-	

Table 1b - SoSiN - Other Component Timelines

4. The Recipient

4.1 The recipients of this service will be, the Government of Nigeria, at both State and Federal level; civil society stakeholders; the modern slavery research community; and potential victims of trafficking.

5. Scope of Work

5.1 An initial inception period of fãç^ months is planned to allow the supplier to undertake the necessary research and relationship building to successfully design and launch the three outputs. It will be concluded by DFID's approval of an inception report detailing the approach, workplans and any revised targets for the implementation period.

5.2 The Supplier will be operating within an environment in which there are many relevant anti-slavery and victim rehabilitation activities (see Context, Section 3; and Background, Section 12). In the context of this existing support, SoSiN will focus on <u>State level initiatives</u>, and on the <u>cultural, social, educational, and normative changes</u> that will reduce the drivers and enablers of human trafficking.

5.3 Support for legal, investigative and judicial work is **not** expected under this ToR; neither is substantial investment in victim rehabilitation.

5.4 A large proportion of SoSiN will target and work in Edo State, which is the area most affected by human trafficking. However, this will not preclude work in other areas, or even at the Federal level if there is a strong case. Initiatives that support collaboration between agencies, states and partners are strongly encouraged. The supplier will establish a permanent presence in Edo State. There is potential to build relationships with State Governments in other affected States, particularly neighbouring ones (more details in section 6.3 below). This will be explored during inception and reflected in implementation plans.

5.5 Reducing the drivers and enablers of trafficking and unsafe migration refers largely to the outflows of typically young adults, planning aspirational, international travel. However, there is likely to be cross over with attitudes and norms that also help enable abuse of domestic servants trafficked within Nigeria, and related crimes such as baby factories and kidnapping for body parts. All are potentially within scope and should be monitored for opportunity and impact, but only the drivers and enablers of 'aspirational, international travel' are required to be in scope.

5.6 The Supplier will deliver its main activities and impact (Outputs 1 and 2) through local partners – either State Governments acting with SoSiN's technical assistance, or through NGO programmes funded by the project. Output 3, learning platforms, will be delivered directly by the supplier, but in partnerships that allow the platform to sustain itself after the close of the programme.

5.7 The Supplier will provide day-to-day management of the programme, including intervention development and implementation through the programme budget, financial and fiduciary risk management, management of downstream partners and their related due diligence, risk management, internal M&E and logistical and administrative duties

5.8 This programme is dependent on a strong understanding of the local political economy and will require extensive in-country networks. The changeable context, the lack of evidence of what works, and the need to grasp opportunities as they arise demands that SoSiN apply **a flexible and adaptive approach**. This will involve design and prioritisation of interventions based on a shifting/emerging evidence base and political economy analysis.

6. Technical Requirements

6.1 A tender for the main services contract will be conducted through a framework call down process, led by Procurement and Commercial Department (PCD), using this ToR.

6.2 The Supplier will use five months as an inception period. The following deliverables will be required in the inception report:

- A proposal for engagement with Edo State (and potentially other states), outlining opportunities for strengthening the State's response to trafficking prevention, and an agreed workplan that shows clear evidence of the buy-in of the State government.
- Design of the Challenge Fund, including a detailed assessment of the nature and potential of civil society organisations that could bid for funds; the criteria, rules and process that will incentivise and build improved performance; and a workplan.
- A proposal on expected research and how the programme will deliver its learning platform under Output 3
- A detailed theory of change that articulates how the Supplier will impact on attitudes, norms and behaviours at scale, and provide the basis for testing and measurement.
- Revised or more detailed log-frames, budgets and workplans.
- Any supplementary studies proposed by supplier in their bids and agreed by DFID, likely to relate to relevant norms, attitudes and behaviours; social structures; or the capacity of certain partners (Suppliers may also

propose studies that take longer than four months or are delivered in parts).

6.3 SoSiN will require the Supplier to have expertise in: grant design and management; design and delivery of relevant technical assistance programmes to Government; social/attitudinal change; social research and development; adaptive approaches; and monitoring, evaluation, learning and communication in an evidence-challenged sector. Although an independent contractor will evaluate SoSiN overall, the Supplier will have M&E responsibilities in terms of providing oversight of grants and technical assistance provided, and in ensuring that the evidence generated by the project is utilised effectively as a source of learning.

6.4 The programme will involve substantial stakeholder and relationship management amongst the Government and non-government partners that will be critical to the project's success. The Supplier will require experienced/senior personnel to plan and engage in this process.

7. Oversight Requirements

7.1 DFID expects to establish a SoSiN advisory board who will meet twice a year to review progress and provide strategic guidance. Membership is likely to include representatives of State government, donor partners, and other UK government departments and agencies operating in this area in Nigeria.

7.2 Technical oversight will be provided by the senior responsible officer (SRO), currently a Senior Private Sector Development Adviser. The SRO draws on technical support from specialist advisers from DFID Nigeria such as livelihoods, social development and monitoring and evaluation, and also from the DFID UK Migration and Modern Slavery Department, the Home Office and UK law enforcement agencies. Local, political and community engagement is enhanced through the advisory roles played through DFID Nigeria's South-South/South-East and South-West Regional Coordinators. In addition, Programme management and financial oversight will be provided by a dedicated Programme officer supported by strategic programme management oversight from the Deputy Programme Manager (DPM).

7.3 DFID will seek to establish a positive working relationship with the Supplier. DFID Nigeria's programme team will approve all work against work plans, milestone targets delivery and budgets. The programme will be subjected to ARs (periodic programme management reviews), DFID-led programme audits and independent monitoring and evaluation (M&E) to ensure that funds are used for the purpose intended and represent good value for money.

8. Collaboration, Partnership and Sustainability

8.1 <u>Engaging with other DFID Programmes</u>: SoSiN will seek to establish synergies with other relevant programmes most notably the Market Development in the Niger Delta (MADE) programme, and work delivered by the IOM to support returned victims of trafficking. This programme will also ensure

complementarity with relevant centrally managed programmes, specifically DFID's contribution to the Global Fund to End Modern Slavery (GFEMS). The programme will also work closely with other UK Government Departments in Nigeria including the Home Office, NCA and FCO.

8.2 <u>Working with External stakeholders</u>: The programme will complement and coordinate with the efforts of other development partners. DFID established and is an active member of the Modern Slavery Donor Working Group, which helps coordinate activities and spending in country. Of particular relevance is the European Union, who are currently developing programme of support to Edo State.

8.3 <u>Sustainability</u>: Proposals are expected to set out how they will deliver on a set of sustainability measures against which performance will be measured and payment will be made. Examples include but are not limited to: ensuring the impact on NGOs and the learning platform exists beyond the life of the programme and that interventions are sustained.

9. Contract Management Requirements

<u>9.1 Commercial Criteria, Payment by Results (PbR) and Key Performance Indicators (KPIs)</u>

9.1.1 Bidders will be invited to propose a PbR approach and compete on the level of risk sharing created. This will include a categorisation of milestones/outputs to ensure there are no disincentives to tackle experimental or new areas of work. Payment milestones linked to outputs are relatively straightforward, such as: 'Challenge Fund established and operating'; 'programme of technical assistance operational in accordance with agreements with state government'. Higher level outcomes, linked to improved performance of partners, will be more challenging and may need to be specified on an annual basis to adapt to the interventions selected. This should allow sufficient programme flexibility and the ability to scale up successes as they occur, without compromising accountability and delivery. Impact milestones are not expected to be included.

9.1.2 The PbR mechanism will ensure transparency of progress towards the achievements of outputs, intermediate outcomes and outcome, with annual workplans and quarterly milestones or progress markers set out in the Results Framework. Bidders will be partly evaluated on their level of ambition, feasibility and risk-sharing of their PBR proposals. Proposed milestones will be categorised into the following Delivery Profile, showing the resources to be deployed across four key categories:

Cat	Responsibility of Supplier	Supplier Risk	
A	Deliverables within the control of the supplier to complete on time	Very low	
В	Deliverables partially within the control of the supplier and recognised as achievable/outputs gradually more within supplier's control, through learning what works	Low - Medium	
С	Deliverables partially within the control of the supplier Medium and recognised as more difficult to achieve		
D	Deliverables contributing to the outcome – gradually within supplier's control as programme progresses, over time	Medium - High	

9.1.3 This Delivery Profile approach has been successfully implemented in other DFID Nigeria contracts, providing a powerful tool to assess both technical use of resources, tracking the trend of delivery throughout the programme, as well as the changing risks linked to the commercial PbR mechanism.

9.1.4 KPI's will be set to ensure rapid mobilisation and adherence to the design and outcomes of the project. This will include performance milestones associated with the stability of the core team including retention of the team leader for the first year. The exact wording of the sub-criterion for the first year will be agreed between DFID and the supplier by the end of the inception phase. KPIs will ensure that management of the contract is undertaken as transparently as possible and to ensure that there is clarity of roles and responsibilities between DFID and the agency. The supplier will demonstrate to DFID at specific review points, to be agreed with DFID prior to contract award, its performance against these KPI's. Together with final agreement of the relevant KPI's, the supplier and DFID will also agree an effective system to monitor their achievement over time and provide appropriate management information for both parties in respect of such. This system will include a process whereby any disputes concerning achievement of the KPI's or otherwise can be dealt with effectively.

9.1.5 Transition from inception to implementation will be subject to DFID approval of the start-up Phase report and detailed implementation proposal. The implementation will include a suite of specific programme outputs, programme performance measures and payment milestones agreed between DFID and the Supplier.

9.2 Implementation Phase:

- Based on learning from the inception phase, the supplier will scale-up implementation to meet the output targets;
- During the implementation phase, payments will be on the basis of milestones achieved. The tender submitted to DFID should include quarterly payment milestones. The milestones should be fee based only with a separate payment schedule provided for expenses which will be paid on actual receipted costs. These milestones can, if required, be refined during inception;

- DFID, with the support of the Contractor providing independent evaluation, will review the performance of the Supplier throughout the life of the project and at least bi-annually one of which be part of DFID standard AR of the programme. A suite of KPIs will be developed and agreed as part of the contract management process during the inception phase;
- The supplier will ensure a robust and transparent assessment, supervision and reporting of work delivered.

9.3 Procurement – fees and payments structure

9.3.1 This is a flexible and adaptive programme where the requirements, opportunities and risks will evolve throughout the lifetime of the programme. It requires the development of innovative solutions to provide the best technical approach to deliver the outputs.

9.3.2 DFID will work in close partnership with the lead supplier to ensure payments are made against progress. It will be left to bidders to determine what proportion of their fees will be at risk or if they propose a blended cost proposal containing some inputs.

9.3.3 There will be full transparency on overheads, the amount paid to individuals and sub-contractors and the mark-up on sub-contractor services under new contract terms and conditions. This will reduce the risk of excessive profits/overhead costs, both of which will be monitored from the onset.

9.4 Contract Review Points

9.4.1 The contract will be reviewed at the end of the inception period and at the mid-point.

9.5 Scale up/ Extension Options

9.6.1 The contract will make explicit the potential for a contract amendment and extension of up to 2 years and up to 50% of the contracted amount. This is justified by the flexible, experimental and learning nature of the programme, and the possibility that additional time and resources may deliver a substantial boost to the results.

9.6.2 The mid-term review point will be used as an opportunity to consider extending the length and value of the contract to deliver additional outcomes that are underpinned by the outputs detailed in these terms of reference.

9.6.3 Any extension will be subject to the agreement of DFID, and sign-off by DFID Ministers.

9.7 Scale Down

9.7.1 DFID reserves the right to scale down this programme at any point in line with the Terms and Conditions. Scaling down is at DFID's discretion, and may occur for a number of reasons, including but not limited to a change in the

security and/or political circumstances of the country; poor performance; political economy reasons; a shortage of funds, A change in the situation of the security, government stability, corruption, or delays in key, necessary government engagement in the specific areas in question which are such that they affect the effective delivery in the specific areas (rather than generally) in a way and it is not possible to make a reasonable adjustment to the programme in an appropriate time-frame.

9.8 Variation of Permitted Funding Allocation

9.8.1 Indicative funding for the Contract is £7.75m. However, SoSiN is intended to be flexible and adaptive. If agreed with the SRO following review in the quarterly check-in, component funding allocations may be reassigned. The effectiveness of the allocation to each component will be reviewed on an annual basis, to coincide with the Annual Review, and changes may be agreed where there is a justifiable need to adapt. As such, the PbR and KPIs will also be reviewed on an annual basis. The supplier will have the flexibility to move resource around to complete milestones on time though no overruns will be paid by DFID and an annual statement of actual resources used will be provided by the supplier within one month of the year end. Any unused resource costs will be deducted from the next available invoice.

9.9 Exit Strategy

- 9.9.1 Early closure will remain an option. Potential triggers could include:
 - Rapid falling away of political support for anti-trafficking work (e.g. closure of NAPTIP, or election of an unsupportive Governor in Edo);
 - Major contextual change which implies the problem is much reduced (e.g. in Edo);
 - Interventions/downstream partners are ineffective.

9.9.2 The Supplier contract will be designed to ensure that critical assumptions are tracked effectively, and that closure will remain an explicit contingency throughout the project. In such a case, the SoSiN Supplier will be required to document lessons learned (with implications for a number of other global anti-slavery efforts) and share them widely.

9.10 Programme Reporting and Management

9.10.1 Reporting requirements will include: progress on milestones; supply chain/delivery chain management; due diligence assessment of partners, which will include safeguarding; team performance; risk management, spend to date and financial performance. DFID will expect suppliers to report on and monitor VfM on a quarterly basis. A risk management log will also be maintained by the supplier, proactively recording risks associated with programme delivery and identifying mitigation measures. VFM reviews of supplier performance will be conducted annually by DFID Nigeria, as well as quarterly checks under the Strategic Relationship Management (SRM) process.

9.10.2 Aside from the formal SRM process, a specific escalation process for dispute resolution will be enshrined as part of the contract. The Supplier will also align and comply with the new commercial policy of providing information which includes commercial data identified for further analysis. Aside from the SRM requirement for six monthly discussions with the senior management of the supplier, there will be an escalation procedure enshrined in the contract to ensure action is taken quickly to deal with issues affecting the delivery of the contract.

9.10.3 Programme progress, reporting and management will be monitored and tracked through the following:

- <u>Monthly check-in meetings</u> with DFID staff to provide oversight, review work plans and financial forecasts.
- <u>Bi-annual Advisory Board meetings</u> which will include broader UK Government Departments, such as the National Crime Agency (NCA) and the Home Office Modern Slavery Fund Programme Manager, core Supplier team and key Nigerian project partners. The purpose of the meeting will be to assess progress and share lessons, provide advice and ensure coordination.
- <u>Quarterly report</u> on progress and lessons learned.
- Updates on systems used to manage fiduciary risks in the Challenge Fund.
- <u>The Programme Results Framework</u>: A comprehensive results framework and log-frame will be finalised during SoSiNs inception phase by the main Supplier, following initial work from the independent M&E contractor, and regularly updated during the life of the programme. High level results are outlined in the business case and presented in the table below and will be agreed at inception.

Objective	Indicator and means of verification
Impact: More effective	
Government and Non-	Edo State has initiated a limited form of tracking based on police records
Government institutions	
reduce the drivers of	
irregular migration from	after interventions, amongst general and targeted populations, although
Nigeria.	cost and methodological issues will limit the explanatory power.
Outcome 1: Improved coordination and quality of Government response to preventing modern slavery and trafficking;	
	The Supplier will be expected to create concrete and specific targets on an annual basis, as they apply to individual interventions. Indicatively, for example: <i>delivery of 'anti-slavery' curriculum material rises from x% of year 6 classrooms to y%.</i>

Outcome 2: Improved coordination and quality of NGO response to preventing modern slavery and trafficking	As above, <u>indicators of NGO performance</u> can be applied and scored through pre-and post-qualitative assessments in respect of performance affected by the project. This might include a variety of management and operational indictors.
	In addition, the Supplier, in partnership with NGOs, will create concrete and specific targets for each grant/mini-project that is awarded. Indicatively, for example: 'proportion of returned victims of trafficking remaining in contact/supportive programming and supporting anti-trafficking initiatives'
Outcome 3: A stronger evidence base for action in anti-slavery prevention, and learning	'Sound evidence', as assessed by stakeholders and evaluators, is contributed by the programme at international and national fora and used as a basis for decision making.
platforms operating and informing policy and interventions	This indicator is qualitative in nature, although the quantitative standard of the evidence generated will, in itself, be assessed
 <u>Outputs</u> Challenge Fund; Technical Assistance programme; Learning platform. 	The <u>existence and functioning of the three main outputs</u> will be straightforward to confirm. Assessments of their functionality and quality, however, will be subjective and qualitative.

- Routine monitoring: implementing partners will develop and implement monitoring systems which track progress towards the achievement of outputs and outcomes. The systems will reflect DFID's data disaggregation action plan and commitment to leave no-one behind by disaggregating data by sex, age and disability. Where relevant the data should be geocoded, and the organisations should engage with the GRID3 platform for geospatial information.
- SoSiN requires a responsive M&E system that allows intervention activities to be reviewed altered, expanded or dropped, and where several interventions are being tested in parallel to address a particular problem. Aside from fixed log frame indicators, an extensive flexible measurement framework is required that will assign indictors for a variety of interventions, as those intervention are developed. The presence and quality of that M&E system will be tracked through the log frame and assessed at ARs. The DFID SRO and other officials will have independent contact with direct and indirect beneficiaries of the project through field visits no less than twice per year (current travel to Edo by SRO is averaging once per quarter), including for the AR.
- Learning, Research and Evaluation: As well as accountability, the MEL system should improve the outcomes of the project: to strengthen the quality of government and NGO response; and to enable potential victims of trafficking and their communities to make better choices. The Supplier will therefore package and present intelligence and learning in a form designed and targeted at audiences inside and outside of the development community. This might be either for dialogue and influencing around possible opportunities, or data in its raw form. The key users of this

information will be DFID, the SoSiN team, Government stakeholders and NGOs, CSOs, and other Development Partners.

- <u>Use of an independent monitoring, quality assurance, research and evaluation</u>: A separate contract to manage project services procured directly by DFID Nigeria. This will use Evaluation Quality Assurance and Learning Service (EQUALS) to provide quality assurance of reports and ensure evaluations are useful, represent good value for money and can be published externally. This includes delivery of an independent theory-based impact evaluation comprising baseline, mid-line and end-line assessments; advice on designing and strengthening M&E; and verification of log-frame results reporting.
- Annual reviews: DFID will report progress against the indicators in the Results Framework each year as part of the AR process. ARs will include: an assessment of delivery including validation of results); financial reporting; performance of the commercial or other agreement; and an assessment of how VfM is being delivered. Additional information for the AR will be gathered from federal and state reporting systems, research and evaluation, and site visits to observe activities and interview beneficiaries.
- Financial Reports: Supplier's Quarterly Report will include: updated work plans, procurement plans and budgets. Financial reports will include quarterly and year-to-date expenditure report; annual and monthly forecast of expenditure, including any forecasting risks; supplier's annual audited statements when available; updated asset register; performance related to VfM framework and indicators. Programme financial performance will be monitored through monthly forecasting; quarterly programme management meetings; and annual reviews. Independent financial audits of the Supplier (and its arrangements with downstream partners) will determine compliance with terms of contracts, and international accounting standards and practices. Recommendations will be listed, and progress tracked. The contracted supplier will be required to produce an annual financial statement of all funds received and disbursed solely related to this programme. Independent audits will be commissioned by DFID annually.
- <u>Asset Register</u>: the SRO and DPM will manage an updated inventory for all programme assets and undertake spot checks. At the end of the programme, assets disposal will follow DFID Smart Rules. The supplier and DFID shall agree the scope of work required no later than six months prior to the end of the contract.
- <u>Risk Matrix</u>: Risk analysis will be required in Supplier's bids, and a much more substantial analysis will be required in the Supplier's inception report. Updates to the Risk assessment will be required from the Supplier in each quarterly report and discussed in each quarterly review meeting.
- <u>Delivery Chain Mapping</u>: Bids will need to demonstrate a clear link between the deployment of resources in their delivery chain, including the responsibilities of key partners, and the Theory of Change. The Supplier will

need to develop and maintain a delivery chain for funding flows and risk mitigation to downstream supplier.

- Communications products to document and disseminate useful results and lessons learned as and when required.
- <u>Project Completion Report</u>: consolidating the entire programme including consolidated results, beneficiary feedback, lessons learned and recommendations for future education Programmes.

9.10.4 All reports should be of a length and level of detail appropriate to the purpose, and generally be as concise as possible. The writing and presentation of data must be written in plain English. Templates will be provided by DFID where applicable, which the Supplier may add to, to provide additional relevant information to enhance the quality of the report.

9.10.5 The structure of the contract through phased implementation will provide a platform to manage costs and to ensure the budgets available are utilised effectively. Full transparency will allow a look back at actual costs versus results to gauge, with learning taken into account, what future costs will be required to do more of the same or to stop expensive activities that are not progressing enough, or where risks are proving to be too great.

10. Profile and Management of the Supply Chain

10.1 DFID intends to award a contract to a lead supplier or lead consortium member, who will be responsible for delivering the SoSiN programme. The supplier should tender a senior representative with whom any contract management issues may be escalated.

10.2 The Supplier will be required to provide full details of the supply chain map of all economic operators on whom the supplier relies for delivery of the contract. The supply chain map shall include the proportion and volume of spend going to each different party engaged in project delivery. The Supplier takes on full responsibility for conducting adequate due diligence of these operators and for sharing the results of this with DFID. They are also responsible for ensuring that the quality of work produced is to the required standards and the risk sits with the Supplier in respect of issues with any other entities to whom work is subcontracted. Discussion of the delivery chain and management of the supply chain will be a standing item on each quarterly meeting during the contract.

10.3 It is likely that additional subcontractors, particularly for specialisms or emerging priority areas, will need to be added throughout the life of the 4-year programme. The supplier will be required to demonstrate a robust process for identifying and procuring the best expertise. Subcontractors can only be amended or added with DFID permission and a process should be devised for doing this efficiently during inception phase, in order to respond promptly to opportunities or shifting priorities.

10.4 Where particular specialist advice is required, the lead supplier must consult with DFID on the ToRs, form of contract and requirements, and agree these in advance.

10.5 DFID require that the lead supplier effectively engages with local partnerships through their contracting arrangements. This is particularly important in the interests of embedding sustainable systems in each state and region and driving continued value for money. DFID welcomes tenders which involve local and international private sector firms and NGOs actively engaged in the modern slavery agenda in Nigeria and beyond.

10.6 Value for Money (VfM)

10.6.1 The Supplier will be expected to present in their proposals their approach to driving and measuring value for money throughout the programme period. They will be routinely expected to demonstrate how value for money is being accurately measured within the programme implementation.

10.6.2 Bidders are expected to consider a set of qualitative measures relating to quality of services, client satisfaction and effectiveness at addressing intended short- and long-term economic outcomes of the programme as part of VfM proposition.

10.6.3 DFID is open to additional measures being proposed as relevant. Suppliers should outline the trade-offs being proposed, especially in accessing 'harder to reach' and possibly more costly groups as opposed to those who might be easier/cheaper e.g. providers might want to highlight the trade-offs inherent in working in different contexts such as rural versus urban regions, through different channels or with different client groups.

10.6.4 Successful bidders are to consider these VfM measures and propose how they will ensure this data is available and reported on, on an annual basis for all annual reviews.

10.6.5 Where VfM assessment also corresponds to the formal M&E processes of the programme, the same DFID or other approved global best practice definition should be used consistently across the programme.

<u>10.7 Risk of Fraud</u>: The lead supplier will be required to set out their fraud mitigation strategies including internal risk management and reporting systems. DFID will further require that annual financial audits include spot checks of high-risk areas of programme activity (e.g. procurement), and – if any causes for concern arise – these must be reported to DFID immediately. DFID will reserve the right to conduct a full forensic audit. DFID takes a zero tolerance to fraud.

10.7.1 The risk of fraud through downstream suppliers or with partners in country will need to be partly mitigated through the Supplier's due diligence of downstream suppliers, ensuring acceptable levels of financial control and reporting before granting funds. It will also be partly mitigated through the third-party monitoring contract. The Supplier will be required to set out how they will

monitor the performance and financial management of downstream suppliers and national partners supported through the programme. This may include the use of 'quality control checks to ensure partners are delivering services to the required standard and data tracking mechanisms.

11. Programme Minimum Requirements

11.1 Requirements for operating in Nigeria:

- Registering the company name with the Nigeria Corporate Affair Commission (CAC). Confirmation of registration is required at ITT stage.
- Registering the company with the Ministry of Budget and National Planning (MBNP) after following the CAC processes. The preferred Supplier will require to confirm registration immediately after contract award.

11.2 DFID Policy Requirements

11.2.1 <u>UK Aid Branding</u>: Given the sensitive nature of the work, the supplier should seek prior consent from DFID before using the logo or acknowledging funding. This will also be captured on the visibility statement. Generally, the supplier must use the UK aid logo to be transparent and acknowledge that it and resulting products are funded by UK taxpayers, but must seek DFID's consent before using the logo. Partners should acknowledge funding from the UK government in any interviews, press releases, public statements, on social media and in all other communications, but must seek DFID's consent before doing so. No publicity is to be given to the broader Contract without the prior written consent of DFID. A branding discussion will be held with the lead supplier and their consortia where appropriate.

11.2.2 <u>Transparency</u>: DFID requires Suppliers receiving and managing funds, to release open data on how this money is spent, in a common, standard, reusable format and to require this level of information from immediate subcontractors, sub-agencies and partners. Further International Aid Transparency Initiative information is available from: <u>http://www.aidtransparency.net/</u>

11.2.3 <u>Delivery Chain Mapping</u>: In advance of any release of funds, the supplier must produce a delivery chain risk map which will identify and capture (usually in visual form) the names of all partners (funding and non-funding e.g. legal/contributions in kind) involved in delivering a specific product or service, ideally down to the end beneficiary, including financial values. The first version of this will be needed by the end of the inception phase. Updates to this will be required whenever the delivery chain changes and/or quarterly. As a minimum, it should include details of:

- The name of all downstream delivery partners and their functions.
- Funding flows (e.g. amount, type) to each delivery partner in each geographical location.
- High level risks involved in programme delivery, mitigating measures and associated controls.

11.2.4 <u>Small to Medium-sized Enterprises (SMEs)</u>: The supplier is expected to report on the levels of contracted work being allocated to SMEs. Information needs to be provided on the levels of direct and indirect SME spend. This should be provided in the annual report.

11.2.5 <u>Digital spend</u>: The UK government defines digital spend as 'any externalfacing service provided through the internet to citizens, businesses, civil society or non-governmental organizations'. The Government Digital Service (GDS), on behalf of the Cabinet Office, monitors all digital spend across government and DFID is required to report all spend and show that what we have approved meets with GDS Digital Service Standard. In DFID, this applies to any spend on web-based or mobile information services, websites, knowledge or open data portals, transactional services such as cash transfers, web applications and mobile phone apps. Plans to spend programme funds on any form of digital service must be cleared with DFID in advance and must adhere to the following principles:

- Design with the user
- Understand the existing ecosystem
- Design for scale
- Build for sustainability
- Be data driven
- Use open standards, open data, open source & open innovation
- Reuse & improve
- Address privacy & security
- Be collaborative

Bidders are requested to highlight any digital aspects of their proposal including potential budget assigned to these interventions, licenses/permissions required and sustainability of investment.

11. 3 Duty of Care

11.3.1 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.

11.3.2 DFID will share available information with the supplier on security status and developments in-country where appropriate. DFID will provide 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. A named person from the contracted organisation should be responsible for being in contact with DFID to ensure information updates are obtained. There should be a process of regular updates so that information can be passed on (if necessary). This named individual should be responsible for monitoring the situation in conjunction with DFID. 11.3.4 Travel advice is also available on the FCO website and the supplier must ensure it (and its personnel) are aware of this. The supplier is responsible for ensuring appropriate safety and security briefings for all of its personnel working under this contract.

11.3.5 The supplier is responsible for ensuring that appropriate arrangements, processes and procedures are in place for its personnel, taking into account the environment they will be working in and the level of risk involved in delivery of the contract (such as working in dangerous, fragile and hostile environments etc.). The supplier must ensure its personnel receive the required level of appropriate training prior to deployment. Travel advice is also available on the Foreign & Commonwealth Office website and the supplier must ensure they (and their personnel) are up to date with the latest position. See annex 2 for DoC assessment.

12. Background

12.1 The International Organisation for Migration (IOM) estimate that over 44,000 Nigerians migrants are in Libya, most seeking to travel to Europe. In 2016 and 2017, Nigerians made up the largest single nationality of arrivals through the central-Mediterranean route at 21% and 16% of the total, respectively. Nigerian victims also target other destinations, across West Africa and the Sahel, and to the Middle East. 2017 saw a drop in Nigerians crossing the Mediterranean after a huge increase between 2011 (358 arrivals) and 2016 (27,172 arrivals). However, the recent drop in arrivals, driven by stronger European action in the Mediterranean, has led to a new focus on those enslaved in Libya. CNN, in November 2017, showed Nigerian citizens being auctioned as slaves in Libva: 'owners' can be assumed to be utilising those slaves across North Africa, rather than exporting them to Europe, for example. The reduction may also simply imply changes in routes taken - migration routes, and destinations, are fluid and subject to rapid change. Data from IOM field monitoring centres report 700 emigrants per day were still passing through Northern Nigeria in April 2018.

12.2 Edo State is in the central southern part of Nigeria, part of the Niger Delta region. It has an outsize influence on trafficking and slavery: despite having less than 3% of the population of Nigeria, 65% of Nigerian migrants returned from Libya originated from Edo State in 2016, and 57% in 2017. It has been estimated that approximately 70% of remittances to Edo State are from prostitution in Europe.

12.3 The origins of this can be traced back centuries to trading routes established between the kingdom of Benin (and particularly Benin City, now the capital of Edo State), across North Africa and to Italy. Recent decades have seen these established networks take on trafficking for the purposes of sexual exploitation. Victims of sexual trafficking who 'succeed' and become madams in Southern Europe, return with visible economic success and then engage, in turn, in recruitment. Family members, church and traditional leaders have all been implicated in supporting the trade; some believe that stopping it runs counter to the interests of the region and its people. A study by Edo State

based on interviews with returnees suggests that within the state there are certain hotspot areas, where victims and their traffickers are commonly based

12.4 Until 2017, Nigerian Federal and State Government response to the problem had been limited to the creation of legal and investigative instruments, and work in partnership with international police forces, including the UK. In 2003 Nigeria passed its first law prohibiting human trafficking, creating the National Agency for the Prohibition of Trafficking in Persons (NAPTIP). However, the resources of NAPTIP are insufficient to fully address their broad mandate, and prosecutions for trafficking have been low.

12.5 The last twelve months have seen three major developments. First, the new Governor of Edo State instituted an 'Anti-Slavery Task Force' in July 2017, headed by the State Attorney General, with representatives from State Government, Federal Agencies and civil society. It has gained publicity and momentum and is seeking partnerships to increase its work and impact. Second, the FGN became one over 50 countries to sign up to UK sponsored 'Call to Action' to end Modern Slavery at the 2017 United Nations General Assembly and pledged to return 5,000 migrants to Port Harcourt from Libya. Public conferences on tackling slavery, with high level political participation, have become common, such as the Senate President hosted roundtable in February 2018 in Benin City. Finally, the most important traditional leader in Edo State, the Oba of Benin decreed that all curses placed on victims of trafficking to prevent them running away or testifying, were revoked – a hugely influential and positive step.

12.6 A Nigerian prostitute in Italy may be able to earn enough, at EUR 10 per encounter, and providing services for up to 6,000 clients, to pay off a typical EUR 50,000 debt bondage in three to five years. The high remittance flows back to Edo State, and the 'madams' houses' visible across Benin City, are powerful drivers of aspiration, affecting individuals, families and communities. Those who 'succeed' abroad are more visible and vocal than the many who suffer or 'fail'. However, Nigeria has far poorer regions than Edo State - it is the fourth wealthiest state by GDP per capita, out of 37 - and even within this region, it is not the poorest that travel. Upfront fees to traffickers, and connections within the facilitating networks embedded within Edo State, mean that the non-poor are more likely to have migration aspirations. Joblessness is also not a strong predictor: IOM data reports most male migrants in Libya as having a trade, while 69% of returnees profiled by the Edo State had gainful employment before leaving. So, while aspiration for income is surely part of a victim's motivation, it is not sufficient to account for the prevalence of trafficking in Edo.

12.7 Some studies have highlighted social norms within Edo State and surrounding areas, where polygamous family structures and exploitation of women increase the perceived value of being economically independent and have created a culture that is permissive of prostitution. Others note a form of 'Prosperity Christianity', emphasizing the opportunities and importance for increasing wealth; some have even identified pastors that facilitate trafficking. The role of traditional witchcraft, or 'juju', has been significant: traffickers may

require migrant clients to undertake frightening oaths to enforce debt bondage, and to prevent traffickers being reported. However, the use of juju may now be reducing, (accelerated by the Oba's recent pronouncement – see Section 4) but may be being replaced by the use of sexually 'shaming' videos of victims, who are then threatened by the fear of those videos being shared on social media. Some observers also point to the high tolerance of victims for suffering – 'successful' returnees creating a mythic narrative of wealth gained through great hardship. Generally, the trauma and abuse suffered, combined with juju or the presence of shaming videos, the close role of family and community members in the trafficking network, and remaining debts of early returnees, together greatly reduce the capacity and incentives of victims to testify against their traffickers – NAPTIP reported only 16 prosecutions in 2016.

12.8 Gender differences are critical to a proper understanding of trafficking. The experiences of men and women victims are very different, although both are victims of abuse and criminality. IOM estimate that 79% of migrants in Libya are men; consistent with Edo State data on returnees from Libya. While females are a smaller proportion of returnees from Libya, their trauma as victims of trafficking for prostitution can be seen as a greater crime, and their treatment on return needs to be more substantial to facilitate rehabilitation. Only women appear to be victims of juju rituals, and shaming videos, consistent with their particular vulnerabilities to networks of trafficking for sexual exploitation. There are numerous and consistent reports of rape and other sexual violence en route, in Libya and at trafficking destinations.

12.9 Men are more likely to have jobs, or trades, and somewhat higher levels of education. A stylised generalisation might be that men are more independent travellers, less dependent initially on large up-front payments or debts to sponsors or traffickers. They are also likely to be married, whereas as women are more typically single. This does not detract, however, from the violence and abuse faced by either sex en route – over half of all both male and female returnees interviewed by Edo State said they had been severely beaten, and 71% had witnessed the death of a friend.

12.10 Overall, the evidence base is weak; despite pockets of strong data, it is not thorough or deep enough to understand the drivers of human trafficking with confidence, especially in the complex forms they are manifest in areas such as Edo State.

Stamping Out Slavery in Nigeria (SoSiN)

Annex 1: Redacted Business Case – attached separately

Annex 2: 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 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. A named person from the contracted organisation should be responsible for being in contact with DFID to ensure information updates are obtained. There should be a process of regular updates so that information can be passed on (if necessary). This named individual should be responsible for monitoring the situation in conjunction with DFID.

Travel advice is also available on the FCO website and the supplier must ensure it (and its personnel) are aware of this. The supplier is responsible for ensuring appropriate safety and security briefings for all of its personnel working under this contract.

The supplier is responsible for ensuring that appropriate arrangements, processes and procedures are in place for its personnel, taking into account the environment they will be working in and the level of risk involved in delivery of the contract (such as working in dangerous, fragile and hostile environments etc.). The supplier must ensure its personnel receive the required level of appropriate training prior to deployment.

Suppliers must develop tenders on the basis of being fully responsible for Duty of Care in line with the details provided above and the initial risk assessment matrix prepared by DFID (see Annex X to this Terms of Reference). They must confirm in the tender 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.
- They will give responsibility to a named person in their organisation to liaise with DFID and work with DFID to monitor the security context for the evaluation.

If you are unwilling or unable to accept responsibility for security and Duty of Care as detailed above, your tender will be viewed as non-compliant and excluded from further evaluation.

Acceptance of responsibility must be supported with evidence of capability (no more than 2 A4 pages) and DFID reserves the right to clarify any aspect of this evidence. In providing evidence tenderers should consider and answer yes or no (with supporting evidence) to the following questions:

- I. Have you completed an initial assessment of potential risks that demonstrates your knowledge and understanding, and are you satisfied that you understand the risk management implications (not solely relying on information provided by DFID)?
- II. Have you prepared an outline plan that you consider appropriate to manage these risks at this stage (or will you do so if you are awarded the contract) and are you confident/comfortable that you can implement this effectively?
- III. Have you ensured, or will you ensure that your staff are appropriately trained (including specialist training where required) before they are deployed, and will you ensure that on-going training is provided where necessary?
- IV. Have you an appropriate mechanism in place to monitor risk on a live / on-going basis (or will you put one in place if you are awarded the contract)?
- V. Have you ensured, or will you ensure that your staff are provided with and have access to suitable equipment and will you ensure that this is reviewed and provided on an on-going basis?
- VI. Have you appropriate systems in place to manage an emergency / incident if one arises?