

**TERMS OF REFERENCE**  
**Service Provider for Technical Assistance**  
**National Water and Sanitation Policy**  
**Ministry of Energy & Water Resources, Sierra Leone**

DFID wishes to appoint a Service Provider (SP) to manage a programme of support to the Government of Sierra Leone (GoSL) over 4 years to support the implementation of its National Water and Sanitation Policy (NWSP).

**1. Objective**

The objective of the policy is to respond to the urgent need for integrated and cross-sectoral approaches to water management and development. The aim is to improve the financing, management and delivery of sustainable water services in Sierra Leone and to enable whole rural and urban communities to adopt safe hygiene and sanitation practices and consume safe water. This will be done through the development and implementation of One National Water and Sanitation Strategy with accompanying investment plan and will contribute towards the Government of Sierra Leone's goal to reduce the appalling maternal, under 5 and infant mortality rates.

The SP is required to manage a programme of support in order to ensure the achievement of the aims of the NWSP. This support will comprise:

- i) provision of Technical Assistance in key strategic points of the Ministry of Water Resources (MoWR), the Ministry of Health and Sanitation (MoHS), the District Councils, and the state-owned water utilities Guma Valley Water Company (GVWC) and Sierra Leone Water Company (SALWACO) ;
- ii) Development, management and implementation of a £5 million Rural Water Service Grant Facility, working closely with the MoWR

**2. Recipient**

The services of the SP will be provided to the MoWR (including the Water Supply Division/Water Directorate [WSD]), Guma Valley Water Company (GVWC), Sierra Leone Water Company (SALWACO), MoHS, and Local Councils. The beneficiaries of the programme are the poor, vulnerable and excluded people of Sierra Leone, especially women, girls, and youth.

**3. Outputs**

The SP is required to prepare a proposal outlining the approach it will adopt in order to support the Government of Sierra Leone to deliver the National Water and Sanitation Policy. By 30 June 2016, it is expected that the following will be achieved:

- I. Strategic coordination, alignment and harmonisation processes are followed by WASH MDAs (MoWR, GUMA, SALWACO, MoHS and six district councils), DPs and NGOs.
- II. MoWR has designed and implemented required legislative and regulatory framework, and institutional and organisational arrangements to manage WASH strategic change.
- III. MoWR and local governments developed & operationalised investment plans for more sustainable financing at central and local levels responsive to local needs and a funding strategy to bring in new sources of revenue.
- IV. Improved water resources management at District and local levels.
- V. Improved water supply, sanitation and hygiene delivered at community level in seven selected districts with an emphasis on sustainability.

#### **4. Scope of Service Provider Contribution**

- 4.1 The SP is required to manage a programme of support in order to support the achievement of the aims of the NWSP. The SP will therefore use the first four months of the contract as an Inception Phase to prepare and agree work plans for:
  - 4.1.1 Ensuring that the different components of DFID's support are well coordinated, synergistic and working together and maintaining momentum as this new support comes on-line.
  - 4.1.2 A technical assistance plan addressing needs at key strategic points of the Central Water and Health Ministries
  - 4.1.3 Central Water and Health Ministry and Local Council capacity building, particularly in relation to the District Water and Sanitation (WATSAN) Teams.
  - 4.1.4 Support to the Central Water and Health Ministries in the actualisation of the Paris Principles on donor coordination and alignment behind country-led priorities and strategies, and donor effectiveness.
  - 4.1.5 Technical support for the development and implementation of a prioritised post-EVD WASH programme, ongoing investment appraisals and sourcing funding. Collaboration with the Presidential Delivery Unit in ensuring focus on WASH sector and monitoring its performance;
  - 4.1.6 The development of an effective monitoring and evaluation and reporting system including an overall baseline sector governance assessment.
  - 4.1.7 Establishment of a governance structures for the programme to ensure transparency and accountability.

- 4.1.8 Development of a sustainability strategy for the programme of support which will be regularly reviewed.
- 4.1.9 Development of a £5 million WASH Sector Grant Facility.
- 4.2 The inception phase will also be used for:
  - 4.2.1 The set-up of a small administrative office located outside MoWR.
  - 4.2.2 Updating the Programme Logframe.
  - 4.2.3 Embedding three long term advisers in the MoWR.
  - 4.2.4 Setting up institutional relationships.
  - 4.2.5 Developing programme governance structures.
  - 4.2.6 Development of an overall baseline sector governance assessment.
  - 4.2.7 Preparing an Inception Report and Implementation Plan.
  - 4.2.8 The handover of certain activities under DFID's support to the NWSP/MoWR.
- 4.3 The work of the SP will focus on the following areas:
  - 4.3.1 Strengthen the stewardship role of the MoWR and the MoHS to ensure adequate resource allocation, planning, coordination, monitoring and evaluation of the NWSP.
  - 4.3.2 Provision of Technical Assistance to:
    - Strengthen financial effectiveness and accountability
    - Strengthen human resources, including policy, practice and development
    - Strengthen effective management and coordination of the WASH programme
    - Support the implementation of the NWSP
- 4.4 This support will entail:
  - 4.4.1 Facilitating and developing a National Implementation Plan for the NWSP with an accompanying Investment Plan.
  - 4.4.2 Supporting co-ordination amongst the relevant MDAs, and the Local Councils, DPs, the Private Sector, INGOs and NGOs.
  - 4.4.3 Supporting the review and rationalisation of institutional arrangements for water supply and sanitation, building on the NWSP.

- 4.4.4 Supporting and strengthening key central functions, including sector WASH monitoring, water quality surveillance and WASH reporting.
- 4.4.5 Facilitating the development of guidance to councils on their water and sanitation functions.
- 4.4.6 Strengthening the capacity of GVWC and SALWACO.
- 4.4.7 Establishing clearly defined roles and responsibilities for sanitation and hygiene promotion at the Centre and within district health services.
- 4.4.8 Supporting and strengthening interdepartmental collaboration on sanitation and hygiene promotion centrally and in the districts.
- 4.4.9 Developing effective and transparent financing mechanisms for the sector.
- 4.4.10 Assisting in strengthening Public Financial Management in the sector.
- 4.4.11 Capacity building of and support to District Councils to deliver on their water and environmental sanitation responsibilities.
- 4.4.12 Development, implementation and administration of a WASH Grant Facility.
- 4.4.13 Providing managerial and technical support to the core recipients, whilst at the same time promoting capacity development to ensure sustainability.
- 4.4.14 Ensuring that issues of gender, youth and inclusion continue to be fully addressed throughout the programme, and that policy commitments are backed up on the ground by practical responses.
- 4.4.15 Ensuring counterparts' skills are enhanced to build sustainability in the sector.
- 4.4.16 Collaborate with GoSL and Development Partners in supporting the delivery of the NWSP, ensuring a harmonised approach under GoSL leadership and coordination.
- 4.4.17 Actively engage in national and regional fora with government and other donors including participation in joint coordination and monitoring meetings and joint reviews, as well as in other donor missions for the design of their support.
- 4.4.18 Collaborating and synergy with other DFID SL programmes.

- 4.4.19 Collaborate with DFID SL staff to identify critical areas which will benefit from continuation of a successor technical assistance programme; document the status of technical assistance activities and key sector issues; prepare other supporting information to facilitate the commencement of a successor technical assistance programme.

## **5. Method**

### **5.1 Identification of requirement**

The SP, working in close coordination with stakeholders including MoWR, MoHS, MoF, other relevant government ministries, local councils, DFID and other Development Partners, will:

- develop a close working relationship with stakeholders across the WASH sector, including central and local government and development partners;
- identify specific requirements of technical assistance (in accordance with Background guidance – attached) to facilitate the delivery of the NWSP;
- develop an appropriate management structure for delivering technical assistance, including a local point of contact working closely with the MoWR;
- develop indicators for measuring performance and quality of technical assistance, based on the NWSP and the logframe for DFID's support to the WASH sector.

### **5.2 Delivery of service**

The SP will:

- identify and mobilise national, regional and international consultants, seconded staff and other resources to provide technical assistance for the implementation of the programme at national and district level;
- provide appropriate technical assistance to the programme recipients to implement the programme;
- maximise use, and development of, local contractors in providing its services;
- support Government's efforts to develop and implement a national strategy for knowledge management, documenting and disseminating useful results;
- provide a resource to NWSP of good practice, drawing on local, regional and international experience;

- support Government's efforts to develop and implement a robust National Monitoring and Evaluation framework in close coordination with GoSL, UNICEF and other development partners, I/NGOs and CBOs to monitor outcomes, which will provide an appropriate, robust and longer term monitoring framework for the sector;
- produce annual work-plans with time bound objectives, budgets, progress reports and statements of expenditure and a yearly report, and
- be responsible for the programme management of all DFID support to the NWSP and ensure synergies with these and other interventions.

### **5.3 Planning and Reporting**

5.3.1 The inception report will contain a logframe with impact and outcome level indicators for programme monitoring. Activities will be monitored against this framework. It will therefore be important to regularly review the logframe as part of the programme's annual review process.

5.3.2 At the end of the Inception Period, the SP will produce a workplan with time-bound deliverables identifying:

- The proposed programme of work in each of the key areas identified in the ToRs and the rationale for it, noting that some of the activities will be completed during the inception phase.
- The programme governance structure for delivery of the technical assistance.
- Workplan and budget for the remainder of year one and indicative work plan for years two, three and four.
- A sustainability/exit strategy.

5.3.3 Throughout the contract period, the SP will:

- Submit invoices monthly in arrears.
- Submit quarterly statements of expenditure to be submitted to DFID at the end of April, July, October, and January.
- Prepare a quarterly progress report showing progress against the SP's objectives related to the NWSP and the logframe to be submitted to DFID and the MoWR at the end of April, July, October, and January. The report should not exceed 10 pages and should focus on results and impact, linked closely to milestones and the logframe. It should also outline activities undertaken, expenditure against planned budget, and an update to the asset register.

- Prepare an annual report containing annual work plans with time bound deliverables, and budgets including an annual procurement plan detailing the technical assistance, equipment and other requirements for goods and services. The report should not exceed 10 pages and should overall progress for the year against activities undertaken, progress against the annual work plan and delivery against log frame. It should also include expenditure for the year against the planned budget and an update to the asset register.

## **7. Timing**

The overall programme will run for five years commencing in February 2011. There will be an inception phase of 4 months followed by a 61month implementation phase.

## **Annex A**

### **More detail on expected outputs/outcomes of the SP:**

1. Facilitate and develop One National Water and Sanitation Strategy with an accompanying Investment Plan.
2. Support inter-agency co-ordination and advocacy.
3. Support the review and rationalisation of institutional arrangements for water supply and sanitation, building on the NWSP.
4. Support and strengthen key central functions, including sector WASH monitoring, water quality surveillance and WASH reporting.
5. Facilitate the development of guidance to councils on their water and sanitation functions.
6. Establish a technical resource centre within MoEWR.
7. Strengthen the capacity of Guma Valley Water Company to effectively collaborate with MDAs, I/NGOs and CSOs.
8. Establish clearly defined roles and responsibilities for sanitation and hygiene promotion at the Centre and within district health services.
9. Support and strengthen the hygiene promotion function within Primary Health Care (working closely with DFID's RCH programme).
10. Support and strengthen inter-departmental collaboration on sanitation and hygiene promotion centrally and in the districts.
11. Develop effective and transparent financing mechanisms for the sector.
12. Assist in strengthening Public Financial Management in the sector.
13. Support School Hygiene and Education and technology options.
14. Capacity building of and support to District Councils to deliver on their water and environmental sanitation responsibilities.
15. Development; implementation and administration of a small Rural Water Service Grant to empower council-level water and sanitation units to undertake their functions, including transport, office equipment, etc; shadowing GoSL systems as far as appropriate.
16. Ensure close collaboration and channels of communication with Guma Valley Water Company and a consortium of I/NGOs and CBOs; and ensure that lessons on innovative appropriate technologies, cost recovery, inclusion and sustainability inform and influence service delivery efforts in towns and nationwide.
17. Provide managerial and technical support to the core recipients, whilst at the same time promoting capacity development to ensure sustainability.
18. Ensure that issues of gender, youth and inclusion continue to be fully addressed throughout the programme, and that policy commitments are backed up on the ground by practical responses.
19. Ensure counterparts' skills are enhanced to build sustainability in the sector.
20. Manage and coordinate DFID funded interventions to the NWSP, including funds that are going directly to UNICEF, the World Bank and the INGOs.
21. Collaborate with GoSL and Development Partners in supporting the delivery of the NWSP, ensuring a harmonised approach under GoSL leadership and coordination.

22. Actively engage in national and regional fora with government and other donors including participation in joint coordination and monitoring meetings and joint reviews, as well as in other donor missions for the design of their support.
23. Collaboration and synergy with other DFID SL programmes, particularly Public Sector Reform, Public Financial Management, Institutional Reform and Capacity Building Programme (IRCBP) and the Reproductive and Child Health Programme.
24. Work closely with DFID to support joint Annual Reviews of its entire support to the NWSP, and Project Completion activities.
25. Work with DFID to contribute to DFID's performance management, such as Monthly Programme Reviews and Quarterly Strategic Reviews.
26. Ensure explicit focus on exclusion and gender issues will be required in all reporting to ensure that these indicators are mainstreamed across all activities.

Expected outputs/Outcomes (Reproduced from Original TORs)	How/where this is addressed in New TOR/Implementation Plan & Remarks
1. Facilitate and develop One National Water and Sanitation Strategy with an accompanying Investment Plan	<ul style="list-style-type: none"> <li>• <i>Ref 5.4.1: Facilitating and developing a National Implementation Plan for the NWSP with an accompanying Investment Plan</i></li> <li>• The facilitation and development of this document is broken down into a series of sequential activities described on Page 7 of the Implementation Plan. Ultimately all thematic strategies which are produced through the consultative framework approach will be consolidated into One National Water and Sanitation Strategy and Action Plan. A key component of the document will be a Sector Investment Plan. It is important that this sequential approach is appreciated as it does not only ensure input and broad stakeholder ownership, but also allows for the relevant information to for a meaning Sector Strategy and Investment Plan to be gathered through the other activities indicated in the Implementation Plan.</li> </ul>
2. Support inter-agency co-ordination and advocacy	<ul style="list-style-type: none"> <li>• <i>Ref 5.4.2: Supporting co-ordination amongst the relevant MDAs, and the Local Councils, DPs, the Private Sector, INGOs and NGOs.</i></li> </ul>
3. Support the review and rationalisation of institutional arrangements for water supply and sanitation, building on the NWSP	<ul style="list-style-type: none"> <li>• <i>Ref 5.4.3: Supporting the review and rationalisation of institutional arrangements for water supply and sanitation, building on the NWSP.</i></li> </ul>
4. Support and strengthen key central functions, including sector WASH monitoring, water quality surveillance and WASH reporting	<ul style="list-style-type: none"> <li>• <i>Ref 5.4.4: Supporting and strengthening key central functions, including sector WASH monitoring, water quality surveillance and WASH reporting.</i></li> </ul>
5. Facilitate the development of guidance to councils on their water and sanitation functions	<ul style="list-style-type: none"> <li>• <i>Ref 5.4.5: Facilitating the development of guidance to councils on their water and sanitation functions.</i></li> </ul>
6. Establish a technical resource centre within MoEWR	<ul style="list-style-type: none"> <li>• This is a matter for DfID to decide given the position that no infrastructure spending is envisaged under the programme of support. However the issue of learning and information and data management are</li> </ul>

Expected outputs/Outcomes (Reproduced from Original TORs)	How/where this is addressed in New TOR/Implementation Plan & Remarks
	addressed in the Implementation Plan
7. Strengthen the capacity of Guma Valley Water Company to effectively collaborate with MDAs, I/NGOs and CSOs	• <i>Ref 5.4.6: Strengthening the capacity of GVWC.</i>
8. Establish clearly defined roles and responsibilities for sanitation and hygiene promotion at the Centre and within district health services	• <i>Ref 5.4.7: Establishing clearly defined roles and responsibilities for sanitation and hygiene promotion at the Centre and within district health services.</i>
9. Support and strengthen the hygiene promotion function within Primary Health Care (working closely with DFID's RCH programme)	• This is a programme being implemented through UNICEF
10. Support and strengthen inter-departmental collaboration on sanitation and hygiene promotion centrally and in the districts	• <i>Ref 5.4.8: Supporting and strengthening interdepartmental collaboration on sanitation and hygiene promotion centrally and in the districts.</i>
11. Develop effective and transparent financing mechanisms for the sector	• <i>Ref 5.4.9: Developing effective and transparent financing mechanisms for the sector.</i>
12. Assist in strengthening Public Financial Management in the sector	• <i>Ref 5.4.11: Assisting in strengthening Public Financial Management in the sector.</i>
13. Support School Hygiene and Education and technology options	• The school hygiene and sanitation programme is being implemented through UNICEF. However through our work with MoHS, we will have an opportunity to provide assistance as required
14. Capacity building of and support to District Councils to deliver on their water and environmental sanitation responsibilities	• <i>Ref 5.4.12: Capacity building of and support to District Councils to deliver on their water and environmental sanitation responsibilities.</i>
15. Development; implementation and administration of a small Rural Water Service Grant to empower council-level water and sanitation units to undertake their functions, including transport, office equipment, etc	• <i>Ref 5.4.13: Development, implementation and administration of a WASH Grant Facility.</i>
16. Ensure close collaboration and channels of communication with Guma Valley Water Company and a consortium of I/NGOs and	• This is an ongoing activity throughout the support, ref our support to sector co-ordination, NGOs (including activities of GOAL's WASH mapping,

Expected outputs/Outcomes (Reproduced from Original TORs)	How/where this is addressed in New TOR/Implementation Plan & Remarks
CBOs; and ensure that lessons on innovative appropriate technologies, cost recovery, inclusion and sustainability inform and influence service delivery efforts in towns and nationwide.	Urban Consortium) and learning activities in the Implementation Plan. The Grant facility, with ASI oversight, is also to promote innovation and lessons sharing from good practice
17. Provide managerial and technical support to the core recipients, whilst at the same time promoting capacity development to ensure sustainability.	• <i>Ref 5.4.14: Providing managerial and technical support to the core recipients, whilst at the same time promoting capacity development to ensure sustainability.</i>
18. Ensure that issues of gender, youth and inclusion continue to be fully addressed throughout the programme, and that policy commitments are backed up on the ground by practical responses.	• <i>Ref 5.4.15: Ensuring that issues of gender, youth and inclusion continue to be fully addressed throughout the programme, and that policy commitments are backed up on the ground by practical responses.</i>
19. Ensure counterparts' skills are enhanced to build sustainability in the sector.	• <i>Ref 5.4.16: Ensuring counterparts' skills are enhanced to build sustainability in the sector.</i>
20. Manage and coordinate DFID funded interventions to the NWSP, including funds that are going directly to UNICEF, the World Bank and the INGOs.	• DfID prefers not to add this to the SP's TOR.
21. Collaborate with GoSL and Development Partners in supporting the delivery of the NWSP, ensuring a harmonised approach under GoSL leadership and coordination.	• <i>Ref 5.4.17: Collaborate with GoSL and Development Partners in supporting the delivery of the NWSP, ensuring a harmonised approach under GoSL leadership and coordination.</i>
22. Actively engage in national and regional fora with government and other donors including participation in joint coordination and monitoring meetings and joint reviews, as well as in other donor missions for the design of their support.	• <i>Ref 5.4.18: Actively engage in national and regional fora with government and other donors including participation in joint coordination and monitoring meetings and joint reviews, as well as in other donor missions for the design of their support.</i>
23. Collaboration and synergy with other DFID SL programmes, particularly Public Sector Reform, Public Financial Management, Institutional Reform and Capacity Building Programme (IRCBP) and the Reproductive and Child Health Programme.	• <i>Ref 5.4.19: Collaborating and synergy with other DFID SL programmes.</i>

Expected outputs/Outcomes (Reproduced from Original TORs)	How/where this is addressed in New TOR/Implementation Plan & Remarks
24. Work closely with DFID to support joint Annual Reviews of its entire support to the NWSP, and Project Completion activities.	<ul style="list-style-type: none"> <li>• An Annual Sector Review is one of the activities identified in the Implementation Plan. ASI will be supporting the associated processes</li> </ul>
25. Work with DFID to contribute to DFID's performance management, such as Monthly Programme Reviews and Quarterly Strategic Reviews.	<ul style="list-style-type: none"> <li>• Noted. Already on-going</li> </ul>
26. Ensure explicit focus on exclusion and gender issues will be required in all reporting to ensure that these indicators are mainstreamed across all activities.	<ul style="list-style-type: none"> <li>• Noted</li> </ul>

