

## Terms of Reference

### **Strengthening Community-Led Accountability to Improve Service Delivery in Sierra Leone**

**TORs Updated: 18 February 2016**

#### **Introduction and context**

The Department for International Development (DFID) is the UK Government's aid agency and provides development finance and support in emerging and developing countries. The UK is the biggest bilateral donor in Sierra Leone. The UK's aid programme has a strategic focus on infrastructure, governance and improved basic services.

The Ebola Virus Disease (EVD) epidemic has had a devastating impact on Sierra Leone. It has infected almost 13,000 people in the country and directly caused almost 4,000 deaths. The Ebola crisis, coupled with the sharp decline in iron ore prices, has placed considerable strain on Sierra Leone's economy, household incomes and the government's ability to provide essential services. The crisis brought education to a halt, and disrupted healthcare and economic activity leaving thousands of people vulnerable.

The Government of Sierra Leone (GoSL) wants to get the country back on track, re-establish essential public services, and look to longer term recovery. It is a challenging agenda, with multiple partners (within Sierra Leone and internationally) and the Government has needed to balance clear priorities for early recovery, which will get the country at least back to where it was before Ebola, without losing sight of longer term goals for prosperity. This has required strong coordination and leadership from the Government and sustained investment from the international community.

In July 2015 the President presented a 24-month plan with recovery priorities. The United Kingdom committed £240 million to this plan. Of this, a total of £110m was pledged for increasing economic development and jobs, in particular through improving transport infrastructure and improving access to energy and water. The balance (£130m) was pledged to making adequate basic services available to all, particularly health and education; and to enable Sierra Leone to respond better to new crises; to support the Government's capacity to raise tax revenue; to tackle corruption; and more broadly to improve the capacities of public institutions.

As part of UK's package of support to Sierra Leone's recovery, DFID has approved a four year project called **Strengthening Community-Led Accountability to Improve Service Delivery in Sierra Leone**. The programme will support work with and by communities and youth for improved service delivery, as part of the UK's wider support to the Sierra Leonean Government's post-Ebola recovery plan.

## **Duration**

The project will run for four years from the appointment of the Service Provider in June 2016 to June 2020, there will be no Inception phase. There will be Break Points included in the Contract, the first will be 7 months from contract start date and at the mid point ( end of year 2 ). These will be to assess progress and to determine whether to continue with Implementation. These will also be supported with annual reviews at the end of years 1, 2 and 3. As part of the review points the decision to continue with implementation will be subject to the satisfactory delivery of key outputs and performance against KPI's in any given year to the complete satisfaction of DFID and agreement on outputs and costs for the following year of implementation, based on any efficiencies gained in the previous year.

## **Objective**

The overall impact of the programme is to improve delivery of basic services and the achievement of the post-Ebola Recovery Plan priority results. The project will aim to achieve this through the following project outcomes:

- Stronger demand for services at local level and increased awareness of the services that should be provided (including which are free)
- More effective working relationships locally between services providers and citizens to address locally some of the weaknesses in service delivery
- Better data related to service delivery.

DFID will engage a Service Provider to deliver this programme through the Outputs described below. These Terms of Reference (TORs) describe DFID's requirements for this work. Tenders are solicited from organisations with the required capacity and capability to deliver this work. Tenders should offer innovative and practical solutions to deliver the work within the timeframe specified.

## **The Recipient**

The ultimate recipients of this work will be the citizens of Sierra Leone, who will benefit from the expected increase in the quality and access to basic services resulting from project activities in the long term. Citizens, policy makers in government and civil society will benefit from improved data about the impact of development interventions and strengthened civil society engagement.

Selected Civil Society Organisations (CSOs) and communities will also receive grants through the flexible fund component of this project.

## **Scope**

The programme has four main project outputs, and the Service Provider will be responsible for delivering three of these outputs which are summarized in Table 1

below. The Service Provider will additionally be expected to undertake the management and oversight of the deliverables under the fourth output, and coordination mechanisms will need to be established through an MOU once both suppliers are in place.

<b>Table 1: Project Outputs</b>	
<b>Output</b>	<b>Activity</b>
Output A: Strengthened citizen voice and interaction with the state	<ul style="list-style-type: none"> <li>• Informing citizens of services and of post- Ebola Recovery programme priorities</li> <li>• Citizen feedback platforms relating to health, education and social protection services in their locality, expanding to water and energy sectors as the 24 month recovery priorities roll out.</li> <li>• Focus on women, girls and vulnerable groups</li> <li>• Bringing service providers together with citizens to resolve issues.</li> </ul>
Output B: Innovative and locally led solutions to improve accountability	<ul style="list-style-type: none"> <li>• A flexible innovation fund to give small grants to communities and districts to improve accountability and resolve service delivery challenges.</li> </ul>
Output C: Improved knowledge on what works	<ul style="list-style-type: none"> <li>• Quick impact assessments</li> <li>• Dissemination about what works and what has failed</li> </ul>

A fourth project Output ‘Improved data collection on service delivery’ will engage young people across Sierra Leone to improve data collection on service delivery. This Output does not form part of these TORs and will be delivered by an NGO engaged through a separate process. This output is described in more detail below for reference only.

### **The Requirements**

DFID will engage a Service Provider to deliver the three project outputs described in the table above and in more detail below. They will establish a team in Sierra Leone which will deliver the project Outputs to the agreed performance criteria and schedule. The team should comprise of a high proportion of local staff, and the core international staff must be based full time in Sierra Leone. The team should comprise staff with sufficient levels of technical expertise to realise the project outputs in addition to high levels of management and administrative expertise and experience of delivery of large complex projects in challenging contexts

The programme is designed to have nationwide coverage. Tenders should describe how nationwide coverage would be best achieved within the context of Sierra

Leone's administrative divisions. It is expected that a significant proportion of the team will be based in Sierra Leone's districts.

The Service Provider should have significant experience of delivering comparable projects in other contexts, preferably including Sierra Leone and in the region or comparable areas. The programme will not have an inception or design phase. The Service Provider should have the ability to quickly establish the mechanisms for the delivery of project Outputs based on models that have been demonstrated to be effective in Sierra Leone, drawing where appropriate from lessons from other contexts. It is however expected that the initial months will be a period of rapid learning and iterative development of the programme mechanisms, quickly scaling up coverage to a significant proportion of the population as soon as possible. They will need to develop partnerships with local institutions and communities quickly and inform programme delivery with an understanding of local context, culture and political economy.

The Service Provider will be engaged through a results based contract and a methodology for the verification of results before payment will be developed. Elements of the work may be sub-contracted to downstream partners following proportionate due diligence and prior written approval by DFID. Liability for the delivery of project Outputs and project management shall remain with the Service Provider. DFID will also consider bids from more than one supplier in a consortium. However, one Service Provider must be clearly identified and act as the lead, and will be liable to DFID for the delivery of project Outputs and the management and performance of other consortium members. The Service Provider will undertake substantial monitoring of project delivery and take swift remedial action to address any underperformance.

## **Project outputs**

### **Output A: Strengthened citizen voice and interaction with the state**

This output will enable the rollout of citizen feedback engagement processes across Sierra Leone, strengthening the dialogue for delivery between citizens and basic service providers, and creating a forum to resolve problems locally. The system will be led and implemented with and by community members, with a strong focus on ensuring women and girls participate and, where appropriate, lead. Information about service delivery access and outcomes will be discussed with communities and service providers, including schools and health facilities in each district. Special focus shall be given to issues affecting women and girls as well as the disabled, with targeted discussion groups geared towards increasing awareness, building sustainable local capacity for engagement, and sharing feedback with government representatives.

This will include using citizen scorecards, which can assess the availability, access, quality and cost and responsiveness of service provision, and provide a framework that can allow for aggregating and comparing information from

different communities. A forum for engaging key local partners will be established (facilitated by an implementing partner) based on the existing structures in the district. The engagement will begin with sensitisation and meetings at district level with the objective of rolling out to ward level.

The level of engagement and focus of the scorecard will be tailored to the specific sectors, in line with the recovery and post-recovery period objectives. Specifically, health scorecard discussions will need to take place at district level as well as in communities, with reference to the local health facility. In the first two years, health sector objectives will focus on improving the quality of access in the existing facilities (availability of staff, whether the clinic was open, timeliness of service, access to free drugs), in line with the Recovery Plan focus areas. In Phase Two of the programme, this will evolve to cover both increased access and quality of access, which will be reflected in a shift in the approach of scorecards and in the way discussions between service providers and communities are facilitated. For energy, roads and water the approach will begin with discussions with local councils at district level, focusing more on access, timely delivery against Recovery Plan targets, and transparency of process. In social protection, the focus will be transparency, timeliness and responsiveness of grievance redress mechanisms.

Communities, particularly women, and community based organisations will be supported with capacity building training to help them develop their skills. Training will be provided on advocacy and social accountability tools, and coordination mechanisms will be established for information sharing. Training will be delivered by the Service Provider or by trusted sub-contractors closely managed by the Service Provider.

### **Output B: Innovative and locally led solutions to improve accountability**

A flexible fund of up to £2.2 million over the life of the programme will be available for small grants to communities to enable them to mobilise to resolve service delivery accountability challenges, likely to be identified through the scorecards process. The innovation fund will be managed by the Service provider to ensure that there is not a proliferation of very small grants, which create excessive management burden or for which smaller partners may not be able to account. Successful programmes could be scaled up with further grants. The programme will engage with local councils and district education and health offices, supporting them to contribute to the problem solving process, in coordination with activities supported through DFID sector programmes. Training will be offered by the Service provider to support these groups to formulate proposals, and to help develop their processes so that they understand how they can better engage service providers, their district councils and others in positions of responsibility, and to ensure they have the capacity to properly implement and account for activities supported.

Projects supported through the fund would need to demonstrate potential to improve outcomes in the post-Ebola Recovery Plan and post recovery development agendas, and address the risks to those outcomes. This might include mechanisms for raising awareness about particular entitlements, innovative mechanisms for identifying and reporting corruption locally, helping communities track the provision and availability of text books in partnership with schools, or supporting better dissemination of information on when and how to access services.

Based on lessons learned from the Sierra Leone ENCISS programme and the Act Tanzania programme, the innovation fund will have a clear set of criteria and an application process that is responsive to the capacity of the applicants. Applicants will therefore submit a concept note prior to developing a full application. The concept note will be evaluated by a technical committee, and a capacity and fiduciary assessment of the applicant will be undertaken. If the concept is determined to have potential, and the fiduciary and capacity assessment demonstrates that the organisation can deliver, the applicant will develop a full plan for the project, with support from the Service Provider. Applicants will be supported to network and learn from one another, and the targeted outcomes will be flexible enough to ensure the focus is on delivery impact rather than rigid outputs. The Service Provider will need to show that at least 50% of the innovation fund grants demonstrate impact for women and vulnerable groups.

Service Providers should include in their Tender a summary of the mechanisms they would put in place to ensure the robust management of DFID money held by and disbursed by this fund. This should include a process for ensuring that appropriate and proportionate due diligence is conducted on potential grant recipients before DFID funds are disbursed to minimise the risk of misappropriation of funds, non-delivery or fraud. Tenders should also describe how the risk of fraud will be mitigated and how fraud will be dealt with if it does occur.

### **Output C: Improved knowledge on what works:**

This component will finance continuous learning in the programme. There will be regular assessments of the various interventions and approaches being tried, to identify what works and how we can learn from failure. It will look for innovations that can be scaled up, and collect information on the programme's impact. Support will be provided by the Service Provider to undertake relevant perception surveys and assessments, including collaboration with local authorities, to track progress over the life of the programme. This component will also support local media outlets to disseminate and report on the programme's progress, activities and results in a responsible and professional manner.

The programme is innovative and will need to be flexible and adaptive to the local context, and to ongoing learning as engagement develops.

**Improved data on service delivery (to be supervised by the supplier after DFID has agreed an accountable grant with the partner)**

A fourth project output, 'Improved data on service delivery', does not form part of the delivery requirement and will be delivered by an NGO engaged through a separate process. However, for coherence of overall delivery and impact, the supplier will be expected to manage and oversee the progress against outputs delivered by the NGO partner, as well as coordinating delivery of the four components to ensure synergies are leveraged for maximum impact. The output will mobilise young people to support data collection for the monitoring of key services in their communities: This output will explore options for building upon the use of technology used in the Ebola response to collect real time data through SMS and mobile based platforms, working particularly with young people. Service delivery data will be disseminated both to the community and upwards into government systems responsible for the recovery process and service delivery. The data collected will complement official data with community reporting on the services delivered. The Pay No Bribe corruption reporting system, health and education programmes will also generate complementary data, particularly around illegal user fees for services which should be free.

**Constraints and dependencies**

The Service Provider will have to mobilise quickly, as this project is designed to support the President's 24-month Recovery Plan, which runs from July 2015 to July 2017. Tenders should include a summary workplan describing the timeframes for the mobilisation of the team and key implementation milestones.

As noted above, the Service Provider will coordinate closely with and oversee the NGO responsible for delivering the fourth project Output, which will engage young people to improve data collection on service delivery. The Service Provider will ensure that the workplans and reporting of both suppliers are synchronized, regular coordination meetings are held and that activities are complementary

The Service Provider will also need to coordinate their work with the relevant GoSL Ministries, district and local government agencies as appropriate to build relationships and engagement for feedback.

Tenders should outline how the Service Provider will ensure that their activities are coordinated with and complementary to the activities of the NGO responsible for delivering the fourth project output. Tenders should also provide a strategy for how the project will interact, coordinate and build relationships with the relevant GoSL Ministries and district and local government service delivery partners.

The following information is being provided as part of the tender pack:

- The approved business case
- Draft Logframe

### **Performance requirements**

DFID will use an output based contract to engage the Service Provider. A percentage of payments to the Service Provider under the contract will be subject to performance against agreed milestones. Examples of milestones are:

- Agreement of community scorecard template with DFID by agreed date
- Rolling out citizen feedback platforms in X number of communities

Actual milestones will be agreed with the Service Provider. The milestones for the first quarter will be agreed prior to award of the contract. Milestones for the first year of implementation will be agreed prior to the end of the first quarter.

### **Reporting**

The Service Provider will send formal progress and financial reports to DFID on a quarterly basis. Logframe updates will be supplied quarterly by the Service Provider to DFID.

### **DFID co-ordination**

The Service Provider will report to the Governance Adviser, DFID Sierra Leone, who is also the Senior Responsible Owner (SRO) for this project.

### **Duty of Care**

DFID Sierra Leone does not accept Duty of Care for the Service Provider or their sub-contractors whilst in country. The contracted Service Provider that DFID appoints via this contract will accept full liability for their employees and any sub-contractors. The Service Provider will arrange and include in the quote for this contract all logistical and substance costs for the duration of the work.

The Service Provider agrees to observe protocols in place for DFID staff, including a requirement to take anti-malaria vaccines, discourage the use of any public transport and to adhere to public health protocols. The Service Provider is responsible for their own medical clearance/checks and anti-malarial provisions before they reach Sierra Leone and also standard non-Ebola related insurance, including cover for any evacuation required.

The Service Provider is responsible for ensuring appropriate safety and security briefings for all of their Personnel working under this contract and ensuring that their Personnel register with the British High Commission on arrival. Travel advice is

also available on the FCO website and the Service Provider is responsible for and must ensure they (and their Personnel) are up to date with the latest position.

The Service Provider must develop their Tender on the basis of being fully responsible for Duty of Care. They must confirm in their 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.

**Duty of Care Assessment Matrix – Please see attached document**