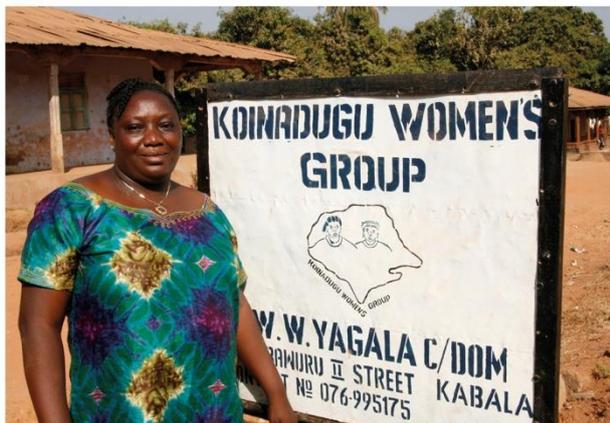


Strengthening Community-Led Accountability to Improve Service Delivery in Sierra Leone



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Part B – General and technical tender



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Front cover photographs clockwise from top left: citizen reporting training in Bo; Women in Governance Network, Kailahun; Bo City Councillor Catherine Koroma and members of Ward 230 WDC, and Hawa Conteh, Koinadugu Women's Group.

Part A: Executive Summary

Christian Aid has assembled a consortium of leading international and Sierra Leonean implementing partners, to deliver the *Strengthening Community-Led Accountability to Improve Service Delivery* programme in Sierra Leone (referred to throughout the bid as SABl). The programme closely aligns not only to the expertise and capability that we have assembled, but also to our own analysis of the accountability programming priorities for the country. We see this programme as the natural development from ENCIS phase 3, which Christian Aid managed very successfully, demonstrating that we have a track record of successfully working at scale in the very difficult Sierra Leone context. Christian Aid brings existing and new capabilities (partners, staff and consultants) to this offer, all of whom, along with their consultants and specialists have extensive experience and knowledge of Sierra Leone, pre- and post- EVD. This includes dedicated partners renowned for their work in media and behaviour change (BBC Media Action) and engaging young people (Restless Development).

Christian Aid Sierra Leone was established in 1988, and works with organisations, networks and coalitions at all levels (community, district, regional and national). We have partners in very remote areas where few others operate due to the difficult terrain, as well as national partners who challenge the systems and structures that perpetuate poverty and inequality in Sierra Leone. This programme would be a major component in delivering our Country Strategic objective:

“to strengthen civil society organisations, networks and coalitions, and empower poor, marginalised women, men, youth and persons with disability to expand space, demand accountability for equitable service delivery and resource allocation within a responsible state.”

Christian Aid has established itself as one of the **leading NGO suppliers on DFID service contracts in governance and accountability. We are** achieving significant results and impact and demonstrating considerable and proven value for money. Our portfolio includes consistently high scoring programmes: A++ (Nigeria Voices to the People), A+ (Poorest Areas Civil Society Programme, India) and A (ENCISIII Sierra Leone, inception phase of STAR2 Ghana).

Christian Aid has assembled a **purposeful consortium**, with a commitment to rapid mobilisation and meeting or exceeding all requirements:

- **BBC Media Action** will deliver a package of media activities, including national radio programming, social media content and basic training to local radio partners.
- **Restless Development** will adapt a model successfully used to manage Youth Social Mobilisers in the Ebola response.
- **Social Development Direct (SDDirect)** will play a lead role in ensuring that gender and social inclusion are central to the programme. SDDirect will also play a supporting role in developing and designing a locally led peer learning platform.
- **Mango** brings its international and Sierra Leone experience in financial capacity building, embedding value for money. Its role involves support on due diligence of CSOs and follow up capacity building.

In line with DFID's expectation of bringing national and local SMEs in to the supply chain, Christian Aid is contracting five Sierra Leonean **implementing partners**. For the current programme, these Sierra Leonean organisations will deliver the bulk of Output A. These partners will link into the management unit through the programme team, with oversight by the Monitoring, Evaluation and Learning Manager and Team Leader:

- **Campaign for Good Governance (CGG)** is a national NGO advocating for good governance in Sierra Leone, and will spearhead project activities at national level.
- **Health Alert** is a Network of Civil Society and Rights groups and will work in the **Western region**.
- **RADA-SL** is an NGO empowering poor and marginalized men and women, and will work in the **South**.
- **SEND Sierra Leone** implements projects promoting women in governance and will lead in the **East**.
- **Sierra Leone Social Aid Volunteer (SLSAV)** supports hard to reach children, youth, women and the physically challenged and will lead in the **North**.

Christian Aid is fully supportive of the change pathways outlined within the Terms of Reference. Our own analysis of the type of accountability programming required in Sierra Leone was initially developed some years ago, prior to the end of the ENCIS programme. **Christian Aid has long been very clear that, notwithstanding the achievements of ENCIS throughout its three phases, future programming requires a step-change in approach.** In particular, we would see a need for stronger engagement with duty bearers and a closer link to service delivery.

Distinctive elements of the approach adopted by the consortium include:

- *An integrated and joined-up approach with other programming in Sierra Leone.*
- *Leadership and broad and inclusive participation from Sierra Leone.*

- *A value added approach to gender and inclusion*
- *Linking community to national.*
- *Purposeful grant making as part of a broader accountability programme.*
- *Value for Money.*

The programme will be operating alongside and supporting the implementation of the **Presidential Recovery Plan**. This presents an important opening for accountability programming, with the potential to make significant shifts in the role of citizens and the responsiveness of the state and service providers.

Ebola and the response has had a massive impact on how the proposed programme can be delivered. It has shaped the accountability context, providing opportunities and challenges:

- Civil society – both individual organisations and networks – have increasingly realised the dangers that a weak state structure poses and are ever more willing to question the performance of duty bearers. The Ebola response, however, did little to strengthen the capacity of civil society to play this critical role.
- The Ebola response has both highlighted and perhaps deepened the lack of trust among communities in government services.
- Through the response, there were significant demonstrations of success in a community driven approach, as opposed to the top down approach.
- Faith and traditional leaders were prominent within messaging at community level
- In contrast to the weakening of civil society, in many respects media was strengthened at local level.
- Created greater demand for accountability

Christian Aid's proposed team of core staff and retained consultants provides a cost effective model for excellent delivery, enabling the programme to hit the ground running and provide consistency and high quality management throughout delivery. The team will be dispersed throughout the country, based in partner offices to maximise value for Money. The model is highly geared towards national Sierra Leonean staff, in line with Christian Aid's ethos and standard operating systems, with international roles providing specific inputs required for certain functions. **We have appointed an outstanding senior leader for this programme and are able to bring the consortium's core supplier support capability** across project management, finance, risk, monitoring, evaluation and learning and technical advisors in governance and accountability gender, inclusion, risk, media, value for money and due diligence alongside **key proven independent consultants in the technical pool.**

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Rapid mobilisation plan

Christian Aid recognises that the programme will not have an inception phase. We have designed our approach to build on the following strengths:

- Recruitment of core senior posts for early start, with interim cover solutions.
- Co-location in existing premises.
- Christian Aid provision of surge capacity and consultancy support.
- SDDirect's consultancy model allows rapid mobilisation of the team.
- Proven grant making and management systems with existing templates and processes.
- Restless Development network is ready and available to be re-mobilised to deliver under this programme
- Use of BBC Media Action office and networks.
- Implementing partners for Output A have already been designing work plans and strategies.

A number of important studies have been carried out pre and post Ebola, including the *Scoping Study for DFID Sierra Leone* and others. Given the availability and high quality of these studies, coupled with the need for rapid progress, the consortium does not propose to conduct PEA from scratch. Instead, the Team Leader will coordinate a light review workshop with consortium members and implementing partners. Further updates of the analysis will be undertaken throughout the programme, informing adaptation of the programme activities at strategic points within the timeframe.

PROGRAMME IMPLEMENTATION

Output A - Strengthened citizen voice and interaction with the state

Citizen feedback platforms and bringing service providers together with citizens to resolve issues

The consortium delivery model will be to establish a series of platforms reaching every district in the country. Programme Managers and Officers based in the four regions will work with the named Sierra Leonean

partners to (re-)establish platforms in each district. We will adopt a convening, coordinating and catalysing stance –similar to that in STAR Ghana, and similar also to the facilitating role that was so important to the success of ENCISS.

The overriding objective of this output is to create an informed and empowered civil society which can engage with and dialogue on a sustainable on-going basis with better engaged and more accountable authorities. A different approach, and a different ‘shape’ to the platforms will be appropriate in different districts: the regional partners will agree this with the programme leadership and ensure synergies with the work of BBC Media Action and Restless Development (and vice versa). The broad approach will be:

- Identify target Ward Development Committees (WDCs) and communities
- Establish and strengthen Community Empowerment Networks (COMENs) in target WDCs
- Carry out power, gender and vulnerability analysis in target communities / WDCs
- Strengthen citizen capacity to engage and influence in target communities
- Develop, and monitor MoUs with District Councils
- Build government and local government capacity for state-citizen engagement
- Facilitate and institutionalise dialogue and interaction
- Enhance influencing capacity of accountability actors
- Use elections as entry point for citizen-state dialogue
- Build capacity of implementing partners

Application of scorecards through the platforms

Ebola has created more demand for services which provides SABI with the opportunity to capitalise on the momentum. However, there has also been a rise in distrust of the government and government services. The scorecards will need to be sensitively developed with this understanding to ensure that citizen engagement platforms are not places where the communities are mobilised ‘against’ the state.

Community and service providers identify criteria at community level - these indicators are relevant to the community and service providers, as they are generated by these groups. Given the fact that the communities and service providers generate these indicators, they will likely have more ownership and understanding of them and this approach emphasises context specific issues and local solutions.

The MEL Manager will analyse the scorecard data from the live data hub on a regular basis which will then be shared and discussed with the lead CSOs. The lead CSOs will share the analysis with the accountability and learning platforms in order for community, service providers and local officials to better understand quality and access to services and where the areas of traction are. This information will then be used to identify, discuss and collaboratively work together to tackle the issues coming out of the score cards.

Informing citizens of services and of post-Ebola Recovery programme priorities

The various feedback platforms will provide a forum for informing citizens around rights to services, and particularly linking into the Presidential Recovery Plan. The programme will take stock of and conduct policy literacy on accountability social services.

In addition, BBC Media Action will deliver a media package including national radio programming, social media content and basic training to partner radio stations over 18 months during the first phase of SABI implementation. The national radio programme will prioritise providing information about and facilitating inclusive discussion around the post-Ebola recovery plan and implementation and rights and entitlements to services, with focus on health, education and social protection. Drawing on new and existing research and experience of producing long-running programmes on government accountability, the programme will follow a magazine format, using a variety of segments to produce a lively and interactive show.

BBC Media Action will also provide training to key radio stations in each district, through a regional workshop model. Training will focus on skills needed to report responsibly on the results generated by community scorecarding and the data collected by young people.

Alongside this new weekly national radio programme, BBC Media Action will use their existing social media platforms for multiple purposes. This includes reinforcing understanding and discussion of services and the recovery plan and sharing findings from the community scorecarding and data collected by young people.

Focus on women, girls and vulnerable groups

SDDirect will develop a **gender, equality and social inclusion strategy** during the first few months of implementation. The strategy will be based on a nuanced understanding of gender and inclusion in the Sierra Leonean context. This contextual knowledge will be brought into SDDirects team by a national

consultant in Sierra Leone. However, SDDirect will also work in close collaboration with the core technical team.

The strategy will promote active citizenship and the equal participation of women, girls, men and boys, and other vulnerable groups such as the disabled. Drawing on a wider social exclusion perspective and analysis, the strategy will outline an achievable set of priorities and actions to reduce gender and social exclusion by empowering women and girls as well as other traditionally marginalised groups to make their voices heard and to participate actively in key decisions and accountability processes that affect their lives. A core part of this is to support these groups to not only participate but to lead some of the processes.

Inclusion of youth as a key vulnerable group in Sierra Leone will be facilitated through the involvement of Restless Development. A particular aspect of their vulnerability is the danger of political manipulation and partisan mobilisation, and so this programme will be reaching out to those at high risk due a lack of accountability for leaders, supporting them to drive accountability initiatives. Restless Development will lead a pilot programme focussed in two districts which will both provide a strong contribution to the deliverables of output A, and support the programme to interact effectively with the provider of the fourth output.

Restless Development's approach of supporting young people to drive forward action planning and implementation on the basis of evidence relating to service provision in their area (collected by the provider of the fourth output) aims towards creating a culture of asking questions, following up and holding to account across the whole community. Rather than linking *just* young people to service providers and decision makers, the programme will capacitate young people to reach out to different groups within communities (e.g. women, young girls, young boys, people with disabilities, elderly people, the most poor) as well as their peers and leaders, in supporting efforts to hold service providers to account from the perspective of all.

Output B - Innovative and locally led solutions to improve accountability

The grants programme will be managed by Christian Aid with Mango playing a critical role in due diligence and associated capacity building aimed at raising the sustainability of grant partners, and hence the potential replication and scale up of projects. For SABI, the aim of the grants programme will be to nurture innovation which can contribute to learning about what accountability interventions work in what contexts within Sierra Leone, and deliver results in themselves. As such specific measures will be applied to ensure high quality funded projects:

- Clarity on defining innovation.
- Focussed projects based on analyses at regional and district level.
- Accompaniment and support throughout the project cycle
- Enabling support to learn lessons from Ebola responses.
- Support pilot and scale-up where necessary.
- Encourage honest assessment and communication.
- Ensure inclusion.

Underpinning the whole process and management of the innovation grants will be a commitment to maximising the impact of resources. Clear guidelines, focussed calls for proposals and targeted communications are vital in enabling potential applicants to decide whether to apply and to design a project with a realistic chance of success. This in turn avoids creating unrealistic and unobtainable expectations among civil society, and overloading programme staff in administering huge volumes of applications.

Output C - Improved knowledge on what works

Christian Aid welcomes the integration of learning as an output. Learning is at the heart of SABI and will be integrated throughout the programme at different levels. The MEL Manager will have overall responsibility for the learning aspect of the programme and will share, discuss and use the learning with the relevant stakeholders.

Firstly, at programme level our primary strategy for managing and communicating knowledge is through 'action learning', which simply defined is 'learning by doing'. This learning is identified and shared through various formal and informal mediums such as the monthly core team meetings, weekly staff meetings, quarterly and annual technical team meetings, etc.

Secondly, the programme leadership team will communicate and extend the lessons and knowledge generated from SABI to other development partners. Rather than 'marketing' a 'SABI' product, the emphasis of sharing learning will be about empathising with our audience, to see their needs, their constraints, their opportunities, and understanding their context well enough to share any SABI learning that might be useful in their context and helping them to adapt it to suit their needs.

Integrating delivery with 'Improved data on service delivery' project

The fourth output to be delivered by an NGO partner under an accountable grant arrangement and contracted separately by DFID will mobilise young people to support data collection for the monitoring of key services in their communities. Given the crossover with the programme outputs, the consortium proposes to go beyond oversight, and to seek opportunities for joined up working. The involvement of youth within the feedback platforms, the collection and analysis of scorecard data and the sharing of lessons learned provide strong contact points between this contact and the proposed grant. While potential savings may be achieved through cooperation and sharing of resources, there will be a major focus on seeking enhanced impact.

Strategy for local engagement and ownership

The consortium has adopted a range of approaches:

- Ensuring coverage at regional and district level.
- Engagement of Sierra Leonean implementing partners to lead on feedback platforms.
- Building systems that reflect and build on Sierra Leonean 'modalities'.
- Participative programme design.
- Adaptive programming.

RESULTS FRAMEWORK

Based on the positive lessons from ENCISS III, SABI will adopt a participatory community led approach to monitoring, evaluation and learning (MEL), documenting and sharing lessons and experience. MEL will be at the heart of the programme, integral across all areas, to measure progress, learn and adapt strategy as the programme evolves. As each district and community is locally defined, flexible and adaptive, results are not predictable in advance. Standardised and rigid monitoring tools are not applicable, and consequently SABI with its implementing partners will design specific tools and results frameworks during the first year of the programme set up through processes of consultation, discussion across implementing partners and the local communities to ensure that an understanding of progress can be mapped out.

The MEL approach will emphasise coordination, reflective learning and how this can be constructive to inform implementing partner approaches and inevitably support to local communities and government. Programme approaches, methods and tools will be broad and open enough to accommodate a wide range of eventualities, both expected and unexpected while ensuring that results are captured and backed with quality evidence. The use of regular reflection and quick local assessments of political economy will inform the team of key questions such as: what is working and what is not working; whether we should adjust, scale down or scale up practices and initiatives; and whether we are making a difference.

Quality assurance, risk management and duty of care

Quality assurance and management of risk is built into Christian Aid's core programme and grant management processes. Quality assurance and risk management are managed in an integrated way, assuring excellence in implementation and operations, ensuring processes identify any potential issues that may undermine impact or outputs, and providing the means to correct or respond to these issues.

Christian Aid uses a series of risk registers for recording and managing risks. From our initial risk assessment and management exercise we are completely confident that we can mitigate and manage risks effectively, given the internal processes and procedures that we have in place. Key risk areas include.

- Risks connected to achieving anticipated programme impact.
- Risks relating to fraud/misuse of funds by grant partners in the innovation fund.
- Logistical difficulty to operate across Sierra Leone.
- Ebola.
- Security and Political risks.

Christian Aid fully accepts the responsibility and affirms its commitment and capability for Security and Duty of Care of all personnel and subcontractors involved throughout the life of the contract.

Part B: Technical tender

Section 1 Any Qualifications to the Terms of Reference.

Christian Aid has fully examined the Terms of Reference and associated documentation, and has no qualifications.

ACRONYMS

CBM	Community Based Monitors
CDC	Chiefdom Development Committees
CGG	Campaign for Good Governance
COMEN	Community Empowerment Networks
CSF	Civil Society Fund for Good Governance (DFID programme in DRC managed by Christian Aid)
CSO	Civil Society Organisation
ENCISS	Enhancing the Interaction and Interface between Civil Society & the State to Improve Poor People's Lives (DFID contract managed by Christian Aid in Sierra Leone)
EVD	Ebola virus disease
FMC	Facility Management Committees
GESI	Gender, Equality and Social Inclusion
GFGP	Good Financial Grant Practice (GFGP) Standard, which Mango is helping the African Academy of Science and African Research and Standardisation Organisation to develop
GTF	Governance and Transparency Fund (a DFID grants programme through which Christian Aid managed a £5m global programme)
IAPF	Irish Aid Programme Funding – a strategic funding arrangement with Irish Aid
(I)NGO	(International) Non-Governmental Organisation
IT	Information Technology
LPOC	Christian Aid's Large Programmes Oversight Committee
M&E	Monitoring and Evaluation
MDA	Ministries, Departments and Agencies
MEL	Monitoring Evaluation and Learning
MIS	Management Information System
MoU	Memorandum of Understanding
P2P	Power to the People – Christian Aid's GTF funded programme
PACS	Poorest Areas Civil Society Programme (a DFID programme managed by a Christian Aid led consortium in India)
PEA	Political Economy Analysis
PMU	Programme Management Unit
PPA	Programme Partnership Arrangement with DFID, held by Christian Aid
SABI	Strengthening Community-Led Accountability to Improve Service Deliver in Sierra Leone
SAVI	State Accountability and Voice Initiative (DFID programme in Nigeria)
SDDirect	Social Development Direct
SMC	School Management Committees
STAR	Strengthening Transparency and Responsiveness (a DFID programme managed by Christian Aid in Ghana)
V2P	Voices to the People, a Christian Aid DFID Nigeria funded Accountability programme
VDC	Village Development Committees
VfM	Value for Money
WDC	Ward Development Committees
YAV	Youth Accountability Volunteers

Section 2 Technical response

2.1 Understanding of the Terms of Reference

2.1.1 Christian Aid leading accountability programming in Sierra Leone

Christian Aid, and our international consortium partners and Sierra Leonean implementing partners, are excited about this opportunity to deliver the *Strengthening Community-Led Accountability to Improve Service Delivery* programme in Sierra Leone (referred to throughout the bid as SABI, based on an earlier working name for the programme, though with naming and brand identity to be established early in implementation in cooperation with DFID). The programme closely aligns not only to the expertise and capability that we have assembled, but also to our own analysis of the accountability programming priorities for the country.

We see this programme as the natural development from ENCISS phase 3, which Christian Aid managed very successfully, demonstrating that we have a track record of successfully working at scale in the very difficult Sierra Leone context. ENCISS provides a sustainable legacy in Sierra Leone civil society which this programme can build on, as demonstrated by our Ebola response work.

As an established INGO with an existing infrastructure in the country and a track record of working across networks with national coverage, we present maximum Value for Money. Christian Aid's Sierra Leone programme started in 1988 with a focus on service delivery and humanitarian assistance. Since the civil war ended in 2002, Christian Aid's work has had a greater emphasis on building the capacity of local partners to advocate on national issues, channelling resources towards ensuring the formation and strengthening of Civil Society Organisations, networks and coalitions. The major thrust of our work for a decade has been promoting more accountability. Through the formation and strengthening of CSOs, networks and coalitions, we have worked to influence government policies on public financial management, and natural resources.

Christian Aid Sierra Leone works with organisations, networks and coalitions at all levels (community, district, regional and national), where we have a strong knowledge base and influence. We have partners in very remote areas where few others operate due to the difficult terrain, as well as national partners who challenge the systems and structures that perpetuate poverty and inequality in Sierra Leone. This programme would be a major component in delivering our Country Strategic objective:

“to strengthen civil society organisations, networks and coalitions, and empower poor, marginalised women, men, youth and persons with disability to expand space, demand accountability for equitable service delivery and resource allocation within a responsible state.”

Christian Aid has established itself as one of the **leading NGO suppliers on DFID service contracts in governance and accountability** achieving results and impact with considerable and proven value for money. Our portfolio includes A++, A+ and A scoring programmes. Our expertise and achievements in governance and accountability programmes has been built on decades of experience of working in partnership with civil society, social and faith networks and governments at national and local level. This has been demonstrated to be a high impact model within DFID flagship programmes such as PACS in India and ENCISS Sierra Leone, the more challenging Civil Society Fund in the DRC, as well as the ground-breaking STAR Ghana programme currently in inception. Our commitment is to combine the deep contextual understanding and embedded partnerships that come from years of work within the countries of operation, and a focus on results delivery that characterises the strongest private sector consultancies and contractors.

Christian Aid leads governance and accountability programmes true to our core values of openness, inclusion, transparency and accountability. We believe in downward as well as upward accountability, ensuring that the most excluded have a voice in the programmes that aim to engage them so seeking transformation that is strategically planned to bring deep, lasting and sustainable impacts. Fundamental components of this include:

- High quality scoping studies and contextual analysis forming the basis of interventions.
- Working through strong established Civil Society partners in Sierra Leone.
- High quality support to civil society grant partners, including due diligence to identify capacity development needs (rather than confirm or reject eligibility); mentoring and support throughout project development and delivery; and establishing opportunities for sharing and learning.
- A strong embedded core team in-country able to catalyse activity locally, supported by international thematic experts.
- Coupling work with civil society and activities with authorities, identifying (or creating) available spaces for engagement - genuine accountability interventions, moving beyond advocacy.
- A commitment to adaptive programming, based on strong communication with the donor, through which learning and contextual changes are rapidly incorporated into activities through iteration.

2.1.2 A purposeful consortium committed to delivery

Christian Aid has assembled a **purposeful consortium**, ensuring resources are fully directed towards delivery of the Terms of Reference, with a commitment to rapid mobilisation and meeting or exceeding all requirements. As such, with Programme Management, Civil Society and Accountability expertise being clear strengths of Christian Aid, we have brought in only those agencies that are sector leaders in other requirements for a strong consortium. Furthermore, as will be illustrated throughout the bid, we have only brought in organisations with substantial relevant expertise in applying their approaches in Sierra Leone. The strengths of this approach are:

- Drawing on existing projects, networks, platforms and contacts, offering both value for money in delivery and enabling the consortium to move rapidly into implementation.
- Offering bespoke solutions that are tried and tested in the specific context of Sierra Leone, and innovations based on analysis of what has or hasn't worked in the past, rather than standardised activities that have been applied globally.

BBC Media Action is the international development charity of the BBC. Working with media and communication to help reduce poverty and support people in claiming their rights, their aim is to inform, connect and empower people around the world. BBC Media Action reaches some 200 million people globally each year, and has operated in Sierra Leone since 2007, using multiple media platforms - radio, mobile, social media and interpersonal communication - to reach a truly national audience. They do this by actively managing a range of media production, broadcasting and capacity building partnerships with over 40 local radio stations, across all 14 districts in Sierra Leone. With projects grounded in research, BBC Media Action has a deep understanding of audience media consumption habits and often complex information needs, as well as strong knowledge of the often complex and fragmented media landscape in the country. Using media and communication to address transparency and accountability has been a core priority for BBC Media Action in Sierra Leone, first through the DFID Governance and Transparency Fund (2008-2013) and presently through the DFID Global Grant (2011-2016).

Within this consortium, BBC Media Action will deliver a package of media activities, including national radio programming, social media content and basic training to local radio partners. This package will be implemented during the first phase of the project, concluding before the elections. The national programme will focus on informing citizens about their rights to services and the President's Recovery Plan, whilst creating opportunities for audiences to engage with government, service providers and other leaders. National programming will draw heavily on local stories, to ensure the national conversation is driven by stories, examples and evidence from community-level dialogue and action. In addition, the national programme will feature results from scorecarding and data collected by young people, as well as relevant consortium learning. BBC Media Action will use their established social media platforms alongside the national programme, sharing content and fostering audience interaction. Data journalism will be used to produce visual depictions of community, district and national data, presenting this in a clear and easily accessible format for audiences. BBC Media Action will provide training to local radio partners on how to report responsibly on findings generated by partner scorecarding and data collection activities. This package will be underpinned by research used to inform and evaluate the radio and online content during implementation.

Restless Development is a youth led development agency, which places young people at the forefront of change and development, believing that young people are not only affected by the persistent problems in the world, but are often best placed, most motivated and most energised to address social injustices. Restless Development has 11 years of experience working with young people in Sierra Leone, having been invited by DFID and the then Ministry of Youth, Employment and Sports in 2005 to develop and implement a youth-focused behaviour change programme (initially focused on HIV/AIDS) to serve as a replicable model for national use. Since that time, Restless Development has operated on a national scale, supporting approximately 1,050,000 Young People with programming focussing on Civic Participation, Sexual Reproductive Health, and Livelihoods. In 2014, Restless Development, through its participation in the Social Mobilisation Action Consortium (SMAC), developed the Community Led Ebola Action (CLEA) approach, through which over 2,500 Young People across Sierra Leone were capacitated to lead their communities' efforts to break the chain of Ebola transmission, reaching over 1.8m people with direct support in community level action planning and implementation.

Within the consortium, Restless Development will adapt a model successfully used to manage Youth Social Mobilisers in the Ebola response, to manage Youth Accountability Volunteers (YAVs) who will lead communities' efforts in generating higher levels of accountability for service providers and decision makers.

On the basis of the evidence generated by the agency delivering the fourth output, YAVs will support hubs of communities to develop action plans to bring about change.

Social Development Direct (SDDirect) is a niche research and consultancy firm with a 16-year track record of working with DFID and other leading development agencies globally to have a tangible, life-changing impact on the lives and well-being of vulnerable people. Accountability, social inclusion and gender equality expertise are core areas of their expertise. SDDirect is a trusted partner that regularly participates in consortia to deliver large-scale donor funded technical assistance and grant making programmes and brings a portfolio of experience that is highly relevant to this programme. This includes serving as lead accountability advisors on a DFID maternal and child health programme in South Africa (2012-2015), lead technical advisors on a new DFID accountability programme in Somalia, lead gender and inclusion advisors on DFID's flagship £350m Girls Education Challenge Fund as well as providing the gender lead for the DFID flagship Voices for Change, £28m flagship programme on strengthening the enabling environment for women and girls' empowerment in Nigeria. Furthermore, SDDirect is currently working with Christian Aid on the DFID Strengthening Transparency Accountability and Responsiveness (STAR) II Programme in Ghana.

SDDirect will play a key role in ensuring that the programme puts gender and inclusion at the heart of what it sets out to do. In order to do this, SDDirect will develop a comprehensive Gender, Equality and Social Inclusion (GESI) Strategy during the first few months of implementation. SDDirect will ensure that the programme is well placed to support vulnerable and excluded groups, not by just ensuring that they are included in spaces to engage but that they are provided with the skills and motivation to become active agents of change in their own communities. SDDirect will also play a supporting role in developing and designing a locally led peer learning platform. This builds on SDDirect's strengths in adaptive programming and the current work that SDDirect is leading on STAR II Ghana and with the DFID accountability programme in Somalia.

Mango is the only NGO focused on strengthening the financial management and accountability of NGOs around the world. Their inclusion provides unparalleled expertise in assessing and developing the capacity of CSOs to manage grant funding through the programme. Their role involves support on due diligence of CSOs and follow up capacity building. This capacity building has wider benefits in strengthening the effectiveness of grant partners, improving their accountability and enabling them to become more financially sustainable. Mango played a similar role working with Christian Aid as part of the ENCISSE project, developing a risk and capacity assessment process and tracking tools to monitor progress in implementing required improvements in financial management by grant partners. Mango also trained over 200 CSOs in budgeting, accounting, reporting and internal controls. This financial management capacity building and ongoing monitoring led to improved grant management and fewer reporting problems. In preparation for the end of the grants programme, Mango trained grant partners with limited prior experience of donor funding to develop their grant management and budgeting skills. The improved capacity in financial management improved the value for money of their programmes and also minimised monies lost through fraud and timely reconciliation and recovery of all unspent grant funds at the end of the contract,

Mango also acts as a critical friend to Christian Aid in order to manage risk effectively and achieve value for money. The similar role that Mango played in ENCISSE stimulated more adaptive decision-making in a dynamic context. Mango is working with Christian Aid to embed lessons learned on improving the design of monitoring systems that assess value for money, both from previous Christian Aid projects and wider lesson learning on value for money that Mango is facilitating within the NGO sector.

Within the programme implementation arrangements, we are classifying each of the above agencies as **consortium partners**. This is based on their strategic role which links into the Christian Aid programme management unit primarily at senior level, specifically the Team Leader.

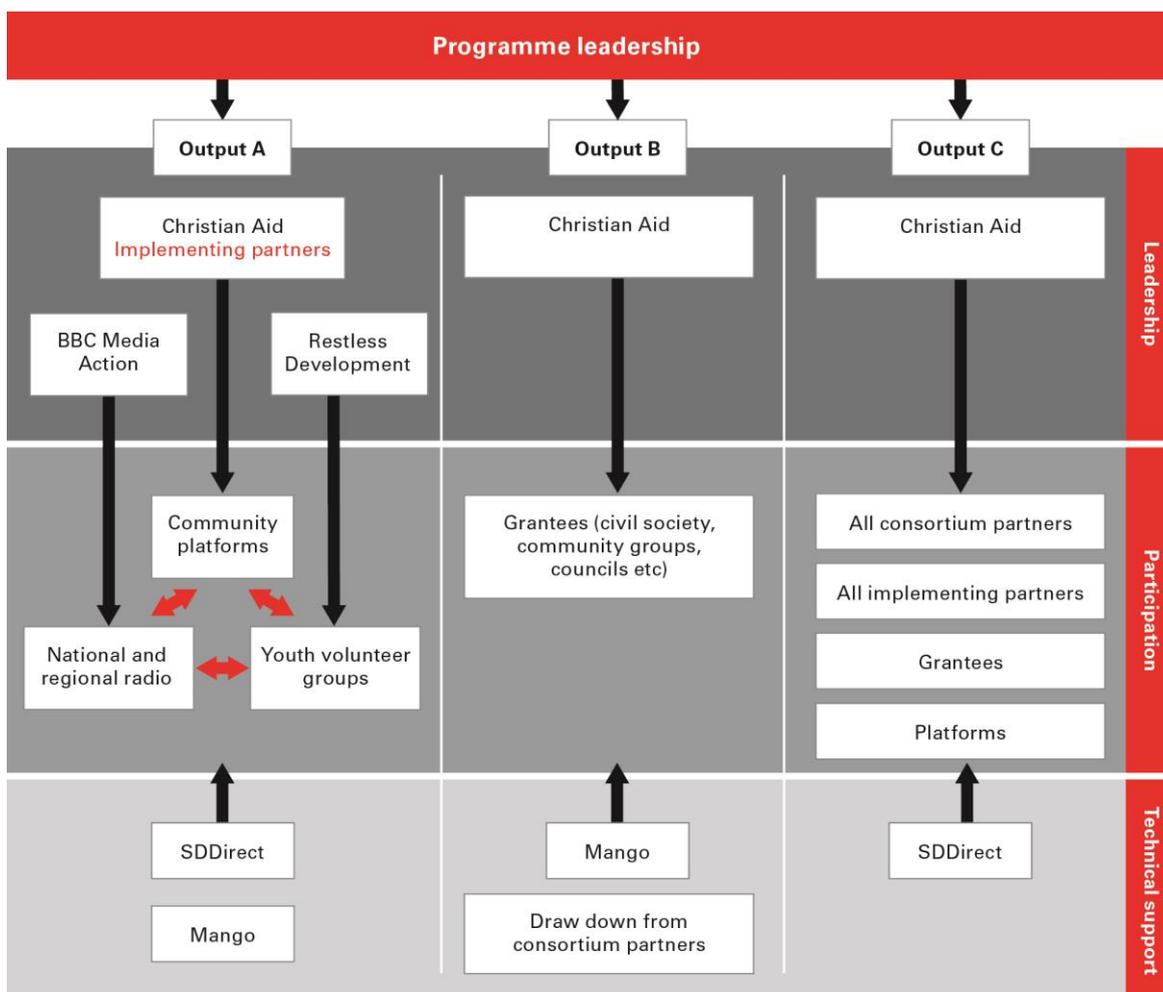
In addition, we have assembled a group of five Sierra Leonean partners that we are classifying as **implementing partners**. The basis of this classification is that, as a partnership based agency, Christian Aid implements its programme and humanitarian work through national and local partners. The Christian Aid role is therefore to provide support on project design, technical expertise, networking, monitoring and evaluation, and organisational development. For the current programme, we will deliver the bulk of Output A through these five existing partners of Christian Aid, who will link into the programme management unit through the programme team, with oversight by the Monitoring, Evaluation and Learning Manager and Team Leader.

The approach of working with deep-rooted community partners is a way of strengthening existing local partner relationships with their communities across the country. Christian Aid's Sierra Leonean partners have

long distinguished themselves in the areas of community mobilization and collaboration with state actors at every level of governance for efficient service delivery in the areas of health, education and social protection.

- **Campaign for Good Governance (CGG)** is a registered national NGO advocating for good governance in Sierra Leone, and will spearhead project activities at national level. CGG exists to increase citizen participation in governance through capacity building and civic education in order to build a more informed civil populace and a democratic state.
- **Health Alert** is a Network of Civil Society and Human Rights group established in 2009 to educate and inform the people on health issues and health care service delivery in Sierra Leone. It seeks to promote the rights of vulnerable people, especially women and children in various communities to access quality and affordable health care services. They will lead work in the **Western region**.
- **RADA-SL** is an NGO involved in empowering poor and marginalized men and women in rural communities to plan and manage their own development activities, and will lead work in the **South**. Their work primarily focuses on gender, women's empowerment, promotion of human rights and social justice for rural communities especially women and girls, youth empowerment through education and skills training and community capacity building to empower them to hold duty bearers accountable.
- **SEND Sierra Leone** implements projects promoting women in governance and politics; income, food and nutrition security of farmers and small scale entrepreneurs; accountability and transparency in the health sector; empowerment through the Agriculture Business Centre scheme and access to improved water and sanitation services. They will lead implementation in the **Eastern region**.
- **Sierra Leone Social Aid Volunteer (SLSAV)** was founded in 2008 by aid workers from the United Nations System and international charity organizations. SLSAV supports hard to reach children, youth, women and the physically challenged in marginalized communities, often cut-off from government services, human rights protection and mainstream humanitarian aid. SLSAV will lead in the **North**.

Diagram A: Programme implementation structure



The variety of partners requires a **programme implementation structure** that is agreed and allocates clear workstreams to each agency, while also ensuring that interaction is built into planning. The structure schematic is presented in Diagram A above. Under **Output A**, the implementing partners will be taking

responsibility for development of the feedback platforms in their region, working with the embedded Christian Aid / SABI programme team. Restless Development and BBC Media Action activities will also be concentrated under Output A, within their respective specialisms. Periodic points for mutual sharing between these 'implementors' are built into learning processes, and there will additionally be ongoing interaction at regional level between the Programme Officers and Managers. Within Output A SDDirect will provide technical expertise around inclusion and scorecards, while Mango will provide some support to the implementing partners around due diligence.

Output B will be coordinated by Christian Aid directly through the SABI programme management unit. Mango's support will be provided on due diligence and capacity building of partners. **Output C** will be led by Christian Aid, with support from SDDirect in designing methodologies, but will provide a forum for participation from across the programme.

2.1.3 A shared vision for accountability programming in Sierra Leone

Christian Aid is fully supportive of the change pathways outlined within the Terms of Reference and business case. Our own analysis of the type of accountability programming required in Sierra Leone goes back some years, prior to the end of the ENCISS programme. **Christian Aid has long been very clear that, notwithstanding the achievements of ENCISS throughout its three phases, future programming requires a step-change in approach.**

In particular, a workshop and associated discussions in 2014 sought to draw out learning from ENCISS and other accountability work in Sierra Leone, and observations on the context at that time. It can be seen that our thinking around the need for a greater engagement with the duty bearers and a greater link to improved service delivery was also our own thinking on what should best build on the ENCISS interventions. While Ebola has significantly shifted the context, as described below, we have applied the lessons learned where possible into the current bid.

Distinctive elements of the approach adopted by the consortium, highlighted throughout the bid, include:

- *An integrated and joined-up approach with other work in Sierra Leone.* This includes our capability and planning around integrating the fourth output (to be contracted separately by DFID), based on our experience working on youth and data collection and exploring the links with output A to C. Likewise, we will take the initiative in developing links with suppliers on the range of DFID and non-DFID programmes currently being tendered.
- *Leadership and participation from Sierra Leone.* The implementing partners from Sierra Leone have been fully involved in the design of delivery particularly around Output A, with the inclusion of partners from across the country ensuring a broad approach that can be adapted and applied in each region. These partners will lead the work in communities informing, empowering and capacity building citizens and civil society and will coordinate the essential space for dialogue to generate a true accountability space through the Citizen Feedback Platforms, working with the Sierra Leone based SABI management team and BBC Media Action's Sierra Leone country office.
- *A value added approach to gender and inclusion.* SDDirect's role will be critical in ensuring that the gender, equality and social inclusion strategy goes further than broad disaggregation (which can often mask complexities of marginalisation) to understand how exclusion is manifested and can be addressed in a sustainable way.
- *Linking community to national.* The programme is designed as community driven, but aggregated to national level allowing setting of national agenda and bringing national policy makers to the table. CGG will use the evidence gathered at the district levels by the other implementing partners and the district council to engage policy makers through national dialogue forums or multi-stakeholder engagement processes that will also include the media. Both BBC Media Action and CGG will also promote experience and learning sessions at the national level that brings partners and the respective district councils and regional authorities to share experiences in the presence of policy makers and citizens. These strategies will encourage an interface between policy makers and the citizens to address key development or governance challenges.
- *Purposeful grants as part of a broader accountability programme.* The limited grant fund necessitates more than ever a focussed approach to grant partner selection which maximises linkages with programme objectives and systematically draws and applies learning from projects.
- *Value for Money.* Programme design and implementation draws on existing platforms (including those developed by ENCISS and through our Ebola response work) and trust, focussing on identified areas of potential movement, enabling major impact with limited resources.

2.1.4 Accountability programming post-Ebola

The programme will be operating alongside and supporting the implementation of the Presidential Recovery Plan. The importance of the plan is in the president's public declaration that Sierra Leone would not be going back to business as usual, promising instead a new 'results and delivery' approach. This presents an important opening for accountability programming, with the potential to make significant shifts in the role of citizens and the responsiveness of the state and service providers.

The recovery programme proposed two phases. In the first nine months, it seeks to deliver on four priority sectors: health, education, social protection, and livelihoods. The plan then seeks to 'restore Sierra Leone to the path to prosperity', as set out within the *Agenda for Prosperity*. While continuing to work in the initial priority sectors, the plan adds further priorities including infrastructure, energy and water. Vitally, the president placed accountability at the heart of the plan:

"Mutual Accountability should be a key watchword in this engagement. Being guided by this principle requires open communications about what everyone is doing here in Sierra Leone to support the recovery, and where and to whom resources are being allocated and how those efforts are aligned specially to our post Ebola recovery plan. Nothing must be hidden, and all must be accountable. Development actors should engage openly with the relevant MDAs on their activities in Sierra Leone and collaboration between these parties should lead to a better coordinated effort, and ultimately faster and better development outcomes. Donor partners have a responsibility in this regard to ensure the partners they are funding are collaborating in this way."

"And for my part, I commit my Government to hold up our side of the mutual bargain – to be open with partners about our plans, progress, challenges and resource allocation, to deliver more detailed plans for our medium-term priorities in health, energy, water and private sector development and to guarantee effective delivery of those priorities through a strong delivery mechanism that will provide support and solve problems at all levels of government, right down to local service delivery."

Statement by the President of Sierra Leone, H. E. Dr Ernest Bai Koroma, at the launch of the post-Ebola Recovery Programme 24 July 2015

A recent meeting with the Delivery Unit to discuss progress on the post Ebola recovery plan highlighted that despite progress, significant steps are required to ensure delivery of the plan. Across the four priority areas, 17 targets out of 30 are expected to be met by 2016, seven require additional focus and six are off track. In the area of health, two out of twelve targets are not currently expected to be met by 2016, while under Education two out of six targets are not expected to be met by 2016.

It must be noted at the outset that Ebola and the response has had a massive impact on how the proposed programme can be delivered. It has shaped the accountability context, providing opportunities and impetus, as well as presenting new challenges:

- Civil society – both individual organisations and networks – have increasingly realised the dangers that a weak state structure poses and are ever more willing to question the performance of duty bearers. The Ebola response, however, did little to strengthen the capacity of civil society to play this critical role. These will need significant reinvigoration through the current programme, although we propose to use these building blocks where possible.
- The Ebola response has both highlighted and perhaps deepened the lack of trust among communities in government services. Our approach to managing ENCISS was recognised as one which had developed significant amounts of trust and this trust was the basis on which DFID chose to adapt the programme and continue its funding through into community based Ebola response work. We will work in the same way, generating trust.
- Through the response, there were significant demonstrations of success in a community driven approach, as opposed to the top down approach. The response of ENCISS was notable with this, providing credibility for the adoption of this approach within the current programme (see Box 1).
- Faith and traditional leaders were prominent within messaging at community level¹.
- In contrast to the weakening of civil society, in many respects media was strengthened at local level.
- Created greater demand for accountability, as identified through BBC Media Action research outlined below.

¹ **Keeping the Faith** The Role of Faith Leaders in the Ebola Response, July 2015, Christian Aid, Islamic Relief, Cafod, Tearfund <http://www.christianaid.org.uk/Images/keeping-the-faith-july-2015.pdf>

In December 2014, BBC Media Action conducted a series of interviews with experts in Sierra Leone to get an insight into how the governance and media landscapes were changing, particularly as a result of the Ebola outbreak. Key insights included:

- The outbreak of Ebola has increased public demand for accountability and expectations of what the government should be offering.
- Participants said that people had lost faith and confidence in their leaders and have a lot of questions over how the government has responded to the Ebola outbreak.
- It is not always clear how the government is spending money dedicated to tackling the Ebola crisis and new laws and processes have been introduced that some people do not understand.
- Participants said that the public needed to understand that they too should be accountable for their actions and should not accept favour based on personal affiliation.

Findings from this expert interview research echoed reports by UNDP, ILO, BRAC and others by illustrating how the crisis severely damaged trust in government, the Ministry of Health, NGOs and health workers.

Three key reasons were cited for this damaged trust. This includes how corruption around the Ebola outbreak has increased suspicion of embezzlement in other areas; how the perceived slowness and inadequacy of the response fuelled mistrust; and how differentials in enforcing measures for most people, compared to those in positions of authority, fostered suspicion. Listening to communities and understanding the foundations of mistrust in government is vital for rebuilding effectively. BBC Media Action's research underlines the importance of transparency and dialogue as a basis for trust.

Box 1: Adapting ENCISS to Ebola

One of the successes of ENCISSIII, managed by Christian Aid, was how the programme team and DFID adapted the programme to enhance the Ebola response. The original contract was intended to run until September 2013. During an already agreed 12-month extension period, the Ebola crisis fundamentally changed the governance environment in Sierra Leone (as well as the health environment) and a further four month extension was agreed, partly as a bridging extension through to the anticipated next phase of funding to avoid a gap where there would be no ENCISS structures remaining, and partly to adapt the work of ENCISS to contribute to DFID's Ebola response work during this time. The following extract from the Final Report highlights the work carried out:

"In the eight districts where ENCISS operates it focussed primarily on Social Mobilisation, Psychosocial support, Transparency & Accountability and Reintegration. Implementing Partners were working with relevant Ministries, Departments and Agencies, Ward Development Councils and other Stakeholders to compliment current national efforts to eliminate this disease.

There has been significant positive progress in the work of the Implementing Partners which has gone a long way in increasing support for victims/survivors, reducing stigma and increasing acceptance of survivors, increasing accountability on how funds are being spent, raising awareness on prevention and improving contact tracing ENCISS Implementing Partners, as a result of implementing activities under the Ebola response programme, have highlighted the significant trust and strong relationship with CSOs, Ward Development Councils, Counsellors, Traditional Leaders, Paramount Chiefs, District Councils and CBOs that has been developed throughout the life of ENCISS and has significantly contributed to the smooth running of the Ebola activities....

The work of the Implementing Partners has enhanced positive outcomes for communities (citizens) and authorities (state) through improved communication, better-quality services and transparency. It is also clear that those who were trained as contact tracers and those provided with psychosocial counselling are leading community members (WDC, Councillors, VDC) thereby bringing about greater community ownership.

The fact that ENCISS Implementing Partners in the Northern, Southern, Eastern and Western regions were able to quickly mobilise their efforts and adapt to a big change in the focus of the ENCISS Phase 3 programme and respond rapidly and effectively to an emergency health programme is a clear depiction of the ability of ENCISS Implementing Partners to handle emerging issues on social change, governance, humanitarian emergency responses and so on.

One of the characteristics of NGO sustainability is their ability to respond to change. It also shows that ENCISS Implementing Partners have developed the requisite skills, competencies and experience to work with community authorities and operate efficiently within community structures right down to the grassroots thereby creating an enabling environment for ENCISS programme activities to acquire desired results. One notable outcome that re-echoed during the implementations of the Ebola response programme activities is the profound recognition and appreciation of the ENCISS programme and its impact in strengthening voice and accountability between Citizens and State. This is a direct testimony to the legacy and sustainability of the ENCISS programme and building on the programme implemented in the earlier 4 years."

2.2 Programme team and management arrangements

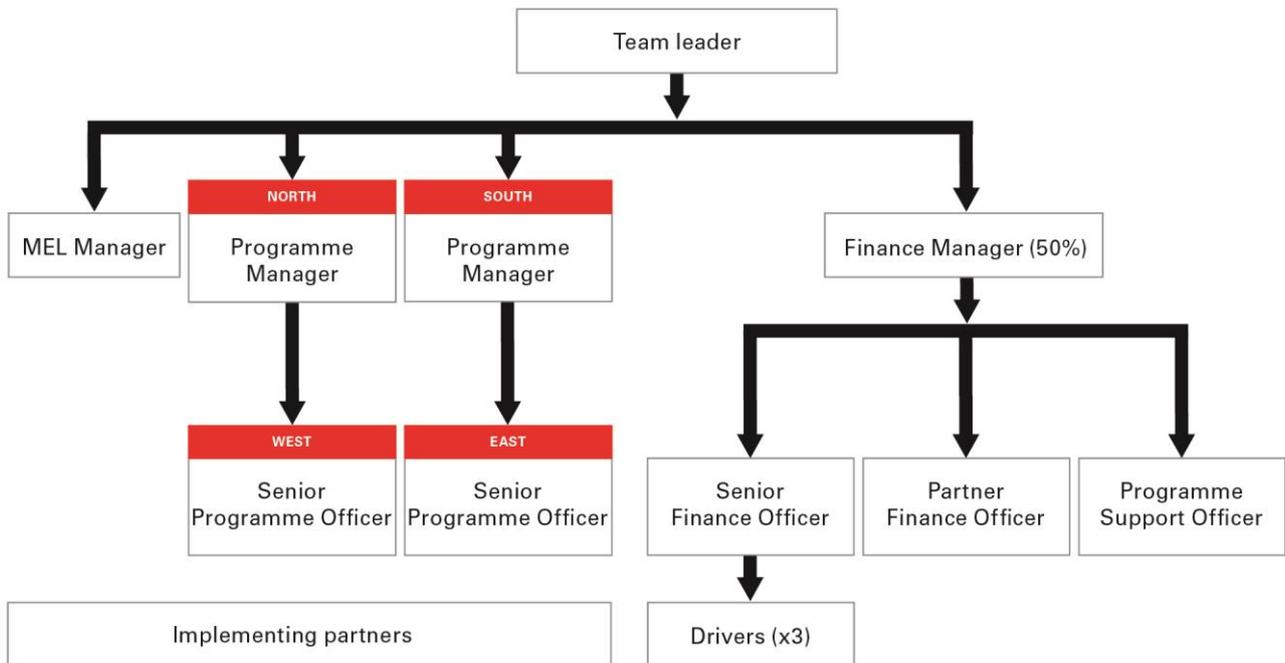
2.2.1 The Team Leader and Programme Team

Christian Aid brings highly experienced staff and consultants to this programme. Alongside the high calibre Sierra Leonean staff and consultants, the majority of international staff and consultants have extensive experience and knowledge of Sierra Leone, pre- and post- EVD. The combination of core staff and retained consultants provides a cost effective model for effective delivery, enabling the programme to hit the ground running and providing consistent and high quality management throughout delivery. The team will be based throughout the country, co-located in partner offices to maximise Value for Money.

The model is highly geared towards national Sierra Leonean staff, in line with Christian Aid's ethos and standard operating systems, with international roles providing specific inputs required for certain functions. **We have appointed an outstanding leader for this programme and are able to bring the consortium's core supplier support capability** across project management, finance, risk, monitoring, evaluation and learning and technical advisors in governance and accountability gender, inclusion, risk, media, Value for Money and due diligence alongside **key proven independent consultants in the technical pool**.

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Diagram B: Programme Team in Sierra Leone



2.2.2 Technical and Development group

Across the consortium, experienced and capable experts in Sierra Leone and globally are being assigned to programme delivery, both in delivering specific programme components and in providing support to the management unit in Sierra Leone.

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Our core group of **independent international consultants** consists of leading experts in Monitoring and Evaluation, and democracy and accountability in Sierra Leone.

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2.2.3 Governance and oversight

Within the programme implementation structure, Christian Aid proposes a lean **Consortium Management Group**. This will provide a forum for senior oversight staff in Christian Aid, SDDirect, Restless Development,

Mango and BBC Media Action to discuss programme progress and consortium operation. Focus will be given to the technical requirements of the programme (identifying where the combined expertise within the consortium and networks may be applied to enhance programming and impact), and maximising the synergies between the different elements of the programme (which as noted throughout section 2.4 are strengthened through several overlaps) and other programmes managed by the consortium members. The chair of this group will be the programme's **Chief Operating Officer, Mark Vyner**.

Accountability and strategic input from the **Sierra Leonean Implementing Partners** will also be essential. Given the day to day nature of the work alongside Christian Aid at regional and community level, as well as the ongoing nature of our partnerships with these organisations, we will build accountability and communication within existing processes. Christian Aid develops partnership agreements with all of our implementing partners globally, and these set out the strategic objectives of the partnership, the workings and priority areas, and the mutual accountability, rights and responsibilities. These will be updated based on the programme to ensure relevant strategic dialogue continues.

As contract lead, the programme will also proceed within the oversight and risk management systems of Christian Aid. Mark Vyner, as Chief Operating Officer, will link into Christian Aid's **Large Programmes Oversight Committee**, and will also lead on client liaison.

2.3 Programme mobilisation

2.3.1 Rapid mobilisation plan

Christian Aid recognises that the programme will not have an inception phase. We understand that this is based on the necessity to coordinate with other programme work already underway, and the assumption that much of the groundwork has already been completed.

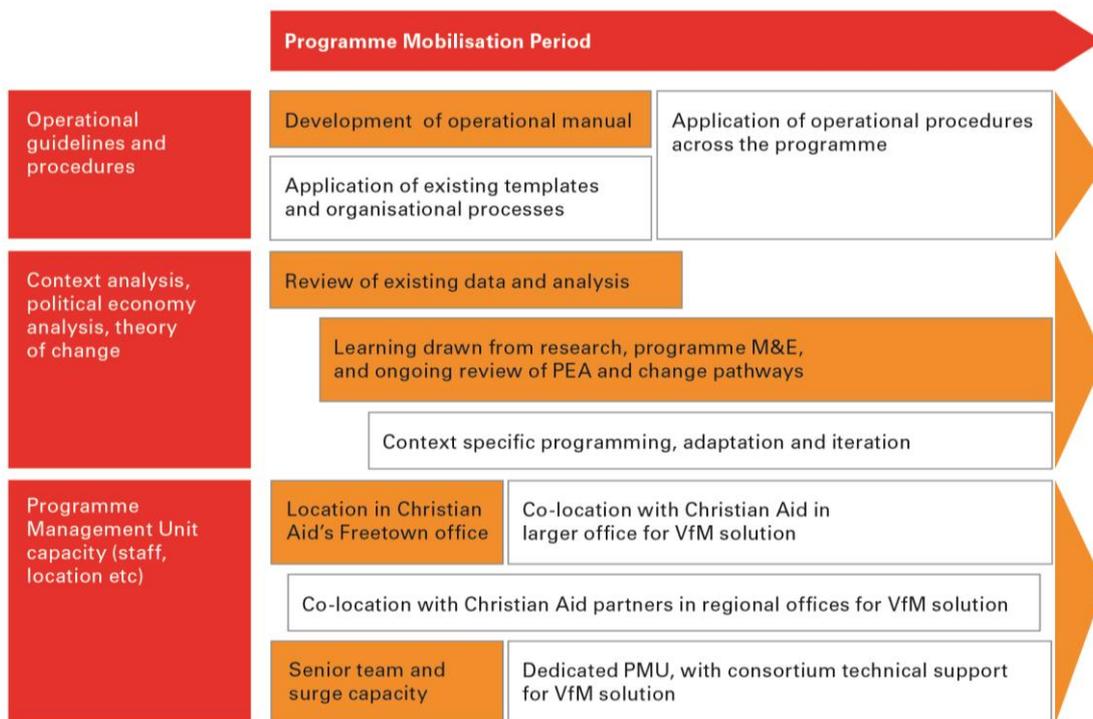
As noted in section 2.1.3, Christian Aid has carried out significant contextual analysis and strategic thinking, which is very much in line with DFID's business case. We are therefore proposing a more iterative process than we would usually apply in contract delivery, through which we will embark early on implementation and output delivery, while in parallel gathering and analysing data and research both from Sierra Leone and from the programme activities. This will inform and adapt the approach throughout implementation. In this regard we would note in particular the approach to the output 'Improved knowledge on what works' outlined in section 2.4, and how we will embed adaptive programming within this output, feeding into delivery across the programme.

We have designed our approach to build on the following strengths:

- (i) *Recruitment of core senior posts for early start, with interim cover solutions.* The team leader has been recruited and will be available from the outset of the programme. The Finance Manager is also in place, while recruitment for the Monitoring, Evaluation and Learning Manager will begin on award of contract. This fits within the programme workplan in that establishing the MEL systems will be the responsibility of an external consultant and Christian Aid's internal advisor.
- (ii) *Co-location in existing premises.* The small programme management unit will be based initially within the Christian Aid office in Freetown, which has immediate available and equipped space as the Ebola response winds down. Potential alternative sites, still with co-location to enable efficiency savings, will be explored, but in order to assure immediate mobilisation the Christian Aid office is earmarked for the programme. Similarly, the regional Programme Managers and Officers will be based in the offices of Christian Aid partners, enabling immediate location as well as long-term economy.
- (iii) *Christian Aid provision of surge capacity and consultancy support.* Christian Aid's operating model seeks to appoint national embedded staff to programmes, providing continuity, local knowledge and expertise, and economy. However, in order to enable rapid start-up we mix this with surge support from elsewhere in the organisation (UK headquarters, or elsewhere in Sierra Leone and Africa). In addition, we have recruited extremely high quality independent consultants to be involved in the crucial early stages of implementation, who have strong knowledge of programming in Sierra Leone and across Africa. The Chief Operating Officer will spend time in Sierra Leone supporting the Team Leader from the start of the programme. A programme commencement workshop for all consortium partners will be organised in Freetown at the start.
- (iv) *SDDirect's consultancy model allows rapid mobilisation of the team.* Much of SDDirect's role is aimed at the early stages of implementation. The consultancy model with immediate availability of one consultant based in the region and another based in Sierra Leone will enable this rapid mobilisation.
- (v) *Use of existing templates and organisational processes for grants management during interim phase.* Christian Aid has existing organisational systems (including the PROMISE programme management system) and durable processes around transfers and approvals. In addition, through management of other grants programmes, we have templates available for all stages of the grants process. While these will be adapted to the Sierra Leonean context, very rapid and light adaptation will be possible to allow early commencement of a grants call. This capability has, for example, enabled us to launch a first call for proposals under the STAR programme in Ghana midway through the inception phase.
- (vi) *Engagement of existing Restless Development networks.* Restless Development will draw on its existing networks of previous volunteers, previous social mobilisers and community champions to rapidly recruit its Youth Accountability Volunteers.
- (vii) *Use of BBC Media Action office and networks.* BBC Media Action has an established country office in Freetown, with staff that combine local talent and BBC international expertise covering radio and social media production, capacity strengthening for local media partners, research & learning, and project management. Its established broadcast partnerships with over 40 radio stations across all districts of Sierra Leone and distribution model will be leveraged to broadcast new national radio programming to a national audience.
- (viii) Implementing partners for Output A have already been designing work plans and strategies, and ENCISS legacy networks (including links with District Councils) will be reinvigorated fast.

The availability of workable interim solutions and prior strategic analysis allow us to initiate time critical activities from the outset of the programme. In the early months, much of the activity that generally forms part of the inception phase will take place, as outlined below, but will therefore be undertaken in parallel to substantive work on delivering the programme outputs.

Diagram C: Enabling immediate mobilisation



2.3.2 Setting the strategic and operational framework

a) Developing the Operational Manual

Financial policies and procedures. Christian Aid has strong financial policies and procedures including procurement, financial induction, scheme of delegation, authorisation of expenditure, petty cash, expenses, reserves and investments, foreign exchange, and the full grants process. In order to ensure customisation to the programme context while retaining best practice, the financial support roles will work with DFID, the Finance Manager and Team Leader to develop a manual for use by the programme.

Oversight and quality assurance. Oversight and quality assurance approaches are described in section 2.6, and will be operationalised during the mobilisation period.

Gender equality and inclusion strategy: Inclusion is a core element of the programme approach, and SDDirect has been brought in to lead on design of how best practice can be applied across the programme outputs and management. Development and features of the strategy are described in section 2.4.1.

Monitoring, Evaluation and Learning manual: A detailed MEL framework, as outlined in section 2.5, will be developed within the first months of the programme.

Risk assessment and mitigation strategy: An initial overview of risks is covered in section 2.6.2. This will be developed into a full risk assessment through detailed analysis with the Steering Committee, with registers covering corporate, strategic and operational risks.

b) Context analysis and Theory of Change development

A number of important studies have been carried out pre and post Ebola. These include:

- *SCOPING STUDY FOR DFID SIERRA LEONE Political Economy Analysis of Democratic Governance.* Adam Platt, Emmanuel Gaima, Garth Glentworth, March 2014
- *REBUILDING BASIC SERVICES AFTER EBOLA A Service Delivery Index for Education, Health, Water and Sanitation in MP Constituencies and Local Councils of Sierra Leone.* By the Institute for Governance Reform with funding from OSiWA, June 2015

- *AFTER EBOLA: WHY AND HOW CAPACITY SUPPORT TO SIERRA LEONE'S HEALTH SECTOR NEEDS TO CHANGE.* Lisa Denney and Richard Mallett with Ramatu Jalloh, ODI, June 2015
- *EBOLA OUTBREAK IN WEST AFRICA: Impact on Health Service Utilisation in Sierra Leone,* Assessment Capacities Project (ACAPS) Thematic Note – 25 March 2015

Recent evidence from the World Bank project², supporting the direct links between community participation and service delivery, will also be drawn on to review the pathways of change. This experiment applied two models to improve service delivery – ‘Community Monitoring’ (communities work with clinics) and ‘Non-Financial Awards’ (NFA -clinics compete on performance indicators) – and tested these against a control group of clinics. The experiment found that where community monitoring was applied, compared to both the NFA and control clinics, households were 11% more likely to use the clinic; 10% more likely to give birth in the clinics; 27% less likely to pay illegal fees; and 44% less likely to have malnourished children.

Given the availability and high quality of these studies, coupled with the need for rapid progress, the consortium does not propose to conduct PEA from scratch, as would normally be our practice in such contracts. Instead, the Team Leader will coordinate a light review workshop with consortium members and implementing partners. This light review will take the PEA produced for DFID as the ‘centre-piece’, and provide a brief update drawing on evidence from the more recent post-Ebola studies. The resultant update will form the basis of early programming by SABI, and will be used by the implementing partners as the foundation for engagement with stakeholders within their region. Further updates of the analysis will be undertaken throughout the programme, informing adaptation of the programme activities.

Similarly, the Theory of Change and change pathways presented in the Business Case will undergo light review at the outset of the programme, drawing on our own analysis and relevant studies as outlined above. A full Theory of Change review will take place under the Output C activities around ‘Improved Knowledge of What Works.’ This will draw in stakeholders from across the programme, and will also need to include the implementing agency for the fourth output on ‘Improved data on service delivery.’

c) Stakeholder engagement

At the strategic level, the programme leadership will, on award of contract, begin targeted engagement with key stakeholders with whom the programme will be working throughout implementation. They will maintain engagement with the Office of the Chief of Staff in the Office of the President, which has the oversight responsibility of two units of key significance: Ebola Recovery Delivery Unit³ and Service Delivery and Performance Monitoring Team. Working with the Office of the Chief of Staff will ensure coherence and complementarity with the National Ebola Recovery priorities, as set out in the 24 month [Recovery Strategy](#).

Oversight of Ministries, Departments and Agencies is one of the key responsibilities of Parliament. Therefore, collaborating with Parliamentary sub-committees (health, gender, youth, local government and education), will strengthen the hand of accountability voices from the community level and by also holding service providers to account at the highest level. The programme will work with Key Line Ministries (Health, Education, Finance & Economic Development, Water Resources, Energy and Local Government) at district and national levels to complement government priorities in the Ebola recovery. It will bring the voice of communities to the district, regional and national levels, enhancing the flow of accountability to influence government policy for quality service delivery in favour of communities.

Local councils are responsible for the provision of social services at the local level; being very close to communities and will incorporate their priorities into their district plans. The project will support communities to engage local councils to increase demand and accountability, whilst strengthening the capacity of councils to address the supply side for quality service delivery. This builds on grants made to Councils by ENCISS and also other work done which brought civil society and Councils together which included MOU's with some Councils, public dialogues and accountability platforms. Furthermore, the project will work with Local Councils, Paramount Chiefs, DHMTs, to ensure ownership and sustainability.

² Community compacts, accountability, and trust: Experimental evidence from Sierra Leone. Bilal Siddiqi (World Bank) with Oeindrila Dube (NYU) and Johannes Haushofer (Princeton). 2015

³ To ensure effective and regular reporting to the President on these four priority areas, a Delivery Unit has been set up at State House under the stewardship of the Office of the Chief of Staff.

2.4 Programme implementation

Across the programme, there are several overlaps within and between activities. The consortium embraces these overlaps, and reaffirms the importance of adaptive programming and strong consortium communication to bring about synergies rather than duplication. Examples include:

- The direction of innovation grants to enhance the work around citizen feedback and interaction with service providers, especially in replicability and scale up of activities.
- Drawing on the innovation grant outcomes to contribute knowledge about what works.
- Gender, equality and social inclusion as themes cutting across all programme approaches.
- The development of media components to go much further than informing citizens, but rather working hand in hand with the feedback platforms, the data collection, and the forums for dialogue with service providers.
- Drawing in the provider of the fourth output to work alongside the 'strengthened citizen voice' activities, and contribute to the improved knowledge of what works.

Furthermore, it is noted that implementation takes place in parallel (and intertwined) with important national processes – the elections, the constitutional review and the census, in addition to the President's recovery plan. These are both potential opportunities and flashpoints, which will be monitored closely by the programme leadership to ensure the programme is relevant and responsive.

2.4.1 Output A - Strengthened citizen voice and interaction with the state

(i) Citizen feedback platforms and bringing service providers together with citizens to resolve issues

The consortium approaches these two components of Output A together. The platforms will be the visible forum for achieving the aims of output A, built on underlying community work:

- Through the involvement of media and service providers and the engagement of trusted sources of information such as faith leaders, they will be a means **to inform citizens about their rights to services**.
- They will take the lead in the **gathering of evidence** around service delivery, using a variety of means including scorecards
- Through the involvement of councils and other relevant authorities, they will **bring service providers and communities together to resolve issues**.
- The consortium will ensure they act as a means to promote the **participation and leadership of women** in decision-making.

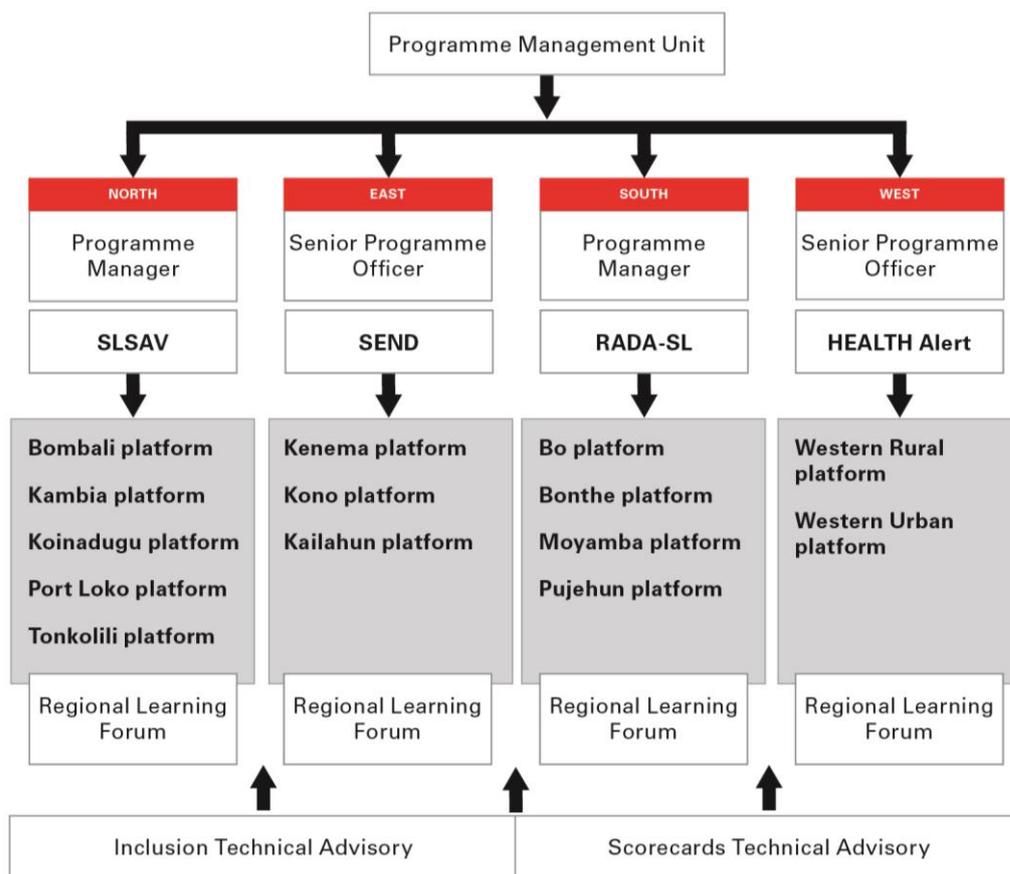
The consortium delivery model will be to establish a series of platforms reaching every district in the country, as shown in diagram D. Programme Managers and Officers based in the four regions will work with the named Sierra Leonean partners (SLSAV in north, RADA-SL in South, SEND in East and Health Alert in the West) to (re-)establish platforms in each district. We will adopt a convening, coordinating and catalysing stance –similar to that in STAR Ghana, and similar also to the facilitating role which was so important to the success of ENCISS. The platforms will consist of:

- Community Based Organisations
- Local media, such as community radio
- Faith leaders
- Councils, representing service providers
- Community members/leaders
- Youth

Each local partner, accompanied by a regional SABI programme leads, will have one region to work in, while a fifth implementing partner - Campaign for Good Governance - will spearhead activities at the national level. The implementing partners in each region together with SABI staff will anchor activities ranging from knowledge and understanding, operationalization of community structures and feedback platforms to evidence gathering. Technical Advisory support will be provided to the partners and to the platforms directly through the consortium partners on critical areas to assist in maximising impact, sustainability and inclusion. However, the principle of being locally led will be embedded at the outset, to ensure a focus on the issues of greatest importance to the communities and to support participant ownership.

This approach is preferred to direct implementation by the SABI management unit because it will strengthen existing community structures such as Ward Development Committees (WDCs), District Health Management Committees and so forth. Working with existing structures on the ground is a continuation of sustainable engagement and dialogue at the community level.

Diagram D: Ensuring nationwide coverage for Citizen Feedback Platforms



The overriding objective of this output is to create an informed and empowered civil society which can engage with and dialogue (i.e. beyond advocacy) on a sustainable on-going basis with better engaged and more accountable authorities. A different approach, and a different ‘shape’ to the platforms, will be appropriate in different districts: the regional partners will agree this with the programme leadership and ensure synergies with the work of BBC Media Action and Restless Development (and vice versa). The summary approach links community work to district work to national work as follows:

Community Level: Implementing Partners will work with communities on gathering evidence and voice to inform engagement at district and national levels. The main activities will include; scorecards, community – led data collection using Kobo Collect (see below). Partners operating in the districts will collate evidence from the community engagement at the district and regional levels. Media engagement (in partnership with BBC Media Action) will support information sharing about the Ebola Recovery work, policy literacy on social services etc.

District Level: Implementing partners accompanied by programme staff along with other CSOs will engage WDCs, MDAs operating in districts and district councils for response/action on community concerns/voice and gaps to improve on the delivery of services. These will be done through the platforms, CSO Coordination Forums, post-dialogue engagements. MoUs will be signed with Local councils to clarify state commitment and support that may be required – which will be scaled-up at national level. Capacity building support will be provided to Local councils to enhance the delivery of services.

National Level: During sessions such as Strategic Partnership Meetings, Post Dialogue Forums and National Services Summit (to be organized by CGG), CGG will use their long-standing, deep-rooted and solid national profile to engage high-level officials at the national level on social services asks collected from communities as a way of furthering high-level accountability in relation to accessible and quality social services for communities.

CGG will also serve as a two-way traffic facilitator for communities and state actors or service providers at the national level. CGG will carry out this role through the four implementing partners with the support of consortium members.

Breaking this approach down, a range of activities is envisaged across the programme, though with regional variations according to context:

Identify target Ward Development Committees (WDCs) and communities: In the first 3 months, a thorough analysis and mapping will be carried out to identify which WDCs to work in within each district, and to establish a clear strategy for where to prioritise limited resources. This will be based on needs in combination with analysis of capacity to mobilise. To make this assessment, implementing partners will receive introductory / refresher training in power analysis.

Establish and strengthen Community Empowerment Networks (COMENs) in target WDCs: COMENs are made up of community-based monitors (CBMs) who will be recruited for a selection of communities in each WDC. SABI will seek to institutionalise improved programme practices into the local governance landscape, for example by supporting COMEN to be a part of MOUs to be established with each District Council.

Carry out power and gender analysis in target communities / WDCs: Power analysis helps communities identify key actors and entry points to work with. Recognising that the accountability culture and specific power structures differ between and even within regions and districts, implementing partners will utilise the power analysis training provided as above to support participating communities, community-based organisations, CBMs and COMENs to carry out power and gender analysis, leading to individual strategies for target communities / local government areas. Participant communities and organisations will be supported to update their analysis and strategies annually.

Strengthen citizen capacity to engage and influence in target communities: Initial awareness-raising sessions in target communities will increase people's understanding of their rights and responsibilities, focusing on: 1) participatory governance; 2) local, state and national development commitments; and 3) health access and quality and the other programme themes in a clear order to be agreed. New CBMs will be put through an extensive training programme, and they will then cascade training to other people in their communities. Training will also be delivered for community-based organisations in target communities. Subjects covered will be power and gender analysis; advocacy and public dialogue; election monitoring; conflict resolution; and the specific health/water/energy/social protection themes. Ongoing support and accompaniment will identify where specific training inputs are still needed.

Develop, and monitor MoUs with District Councils: ENCISS successfully developed MoUs with local and district councils across Sierra Leone. The aim of the MoUs was to strengthen collaboration and coordination between councils and CSOs through established fora and platforms. The MoUs focused on enhancing responsiveness, accountability and transparency in the administration and execution of their different roles and responsibilities to citizens. This process was very successful, not only in improving relationships but also in improving awareness and delivery of roles and responsibilities of all parties. SABI will aim to replicate this model building on the existing relationships developed and where needed re igniting relationships with the focus on improving service delivery and supporting the delivery of the post Ebola recovery plan. All target communities will identify community priorities around service delivery specifically.

Working with WDCs the feedback platforms established will be a forum for bringing these together, and developing MoUs with the relevant District Councils. These can then be monitored on an ongoing basis, with civil society dialogue and engagement in Council discussions and decision making. Alongside this, we anticipate working directly with Councils to capacity build, provide training, and possibly grants under the innovation fund. The scorecard approach will also measure the effectiveness of the MoUs. Critically, the MoU approach developed increased trust between civil society and Councils which created a platform for, among other things, very effective community work during the Ebola crisis. Trust and lack of suspicion will be crucial to creating space for ongoing accountability and dialogue around service provision (as opposed to a shopping list of advocacy demands).

Build local government capacity for state-citizen engagement: Implementing partners will engage in a range of activities to increase both support and capacity for state-citizen engagement in target WDCs and all districts including: 1) direct advocacy; 2) training and capacity building; 3) media campaigns; and 4) working with other influencers, such as religious and traditional leaders. Activities will target local leaders and officials as well as representatives of relevant local offices of Ministries, Departments and Agencies (MDAs). The MOUs will ensure their commitment to dialoguing with and feeding back to community members, and the platforms will provide on-going space for this facilitated by but not led by SABI programme teams. Throughout the programme, the quality of dialogue and the performance and responsiveness of local governments will be assessed through multiple channels and including scorecards.

Facilitate and institutionalise dialogue and interaction: The programme will facilitate a substantial number of opportunities for decision-makers at local government to interact with communities, CBMs, COMENs, community-based organisations, CSOs etc. This is what we refer to as the platforms. These will range from quarterly Town Hall /interface meetings, policy dialogue fora around specific service provision issues such as health, accountability platforms, and other open meetings that cover broad themes to specific engagement meetings with officials on results of community monitoring. These will be peer led not SABI led, facilitated by SABI. Participants will be supported to follow-up on commitments made at such meetings, whilst the long-term aim is to ensure good quality dialogue meetings become institutionalised. Political parties and candidates will be targeted in the run-up to local elections, to secure commitments to community priorities.

Analysis and strategy: This activity will focus on utilising analytical tools to develop regional and national-level change strategies. Partners and programme participants will be supported to do power and political economy analysis to obstacles and incentives affecting service providers whilst mapping exercises will allow SABI to better understand the civil society and media landscape. This process will help to identify key social influencers within each region such as academics, churches and other religious institutions and traditional leadership, as well as important influencers based in Freetown. A number of complementary research outputs will be commissioned focusing on more technical, service provision themes—where currently information is lacking or not easily available. This process will lead to the development of district and/or state-level change strategies which partners and key stakeholders will be supported to regularly reflect upon through the platforms established.

Enhance influencing capacity of accountability actors: Civil society organisations, media organisations and local and national government (District Councils/MDAs) are fundamental accountability actors who have the potential to improve service provision. To harness that potential, SABI will undertake activities to build knowledge, commitment and capacity. Support will be provided to existing partnerships as well as working with key stakeholders to develop new partnerships where there is sufficient demand and opportunity for impact. The innovation fund will be important in this. Considerable accompaniment will be provided to these networks, supporting them to develop and deliver advocacy strategies that clearly identify which individuals and organisations they need to build / strengthen relationships with and the appropriate mix of tactics to be adopted. The focus will be on collaborative initiatives, but not limited to this. SABI will consider providing training and/or accompaniment to strategic civil society / media organisations or state representatives on an ad-hoc basis, subject to resource/budget constraints.

Build government capacity for state-citizen engagement: Implementing partners will engage in a range of activities to increase government support for state-citizen engagement, including enabling local governments further in this regard. Activities will reach specific MDAs targeted by the programme (such as health, education). Ideally MoUs will be signed between the programme and participating MDAs as well as Councils to ensure their commitment to dialoguing with and feeding back to community members. The programme will facilitate opportunities for interaction between state-level politicians and officials and local communities, CBMs, COMENs, community based organisations, CSOs etc. – seeking to involve representatives of MDAs in some of the platform spaces.

Use elections as entry point for citizen-state dialogue: In the run-up to elections, extensive voter education and media campaigns will encourage both turnout - especially of excluded groups - and voting on issues rather than identity. Meetings with political parties and candidates will enable partners, CSOs, target communities and citizens to press their concerns and secure commitments to SABI priorities.

Build capacity of implementing partners: SABI implementing partners have been selected because of Christian Aid's assessment of their ability to influence change in their respective regions. One important criteria for the selection is that partners are able to continue this work into the long-term, so partner capacity assessments will be carried out and a tailor-made programme of capacity development will be designed for each partner to help them meet programme goals and to enable them to develop organisational resilience and sustainability. A key element of this activity will be strengthening the collaborative relationships between implementing partners, particularly ensuring that messages and findings from output A inform each other across regions.

(ii) Application of scorecards through the platforms

The Ebola outbreak has created more demand for services which provides SABI with the opportunity to capitalise on the momentum. However, there has also been a rise in distrust of the government and government services. The scorecards will need to be sensitively developed with this understanding to ensure that citizen engagement platforms are not places where the communities are mobilised 'against' the state. If this is not taken into consideration and the scorecards are not carefully designed, there is the potential to create further divisions between the groups rather than bring them together.

The need to work across both supply and demand side assumes that these two groups firstly exist and secondly are coherent enough in their purposes and workings to be able to make agreements. In reality, what appear from the outside to be coherent groups often have a wide variety of interests within them and individuals may cross divides, belonging to many groups. Therefore, the consortium understands that scorecards have shown to be more effective when they emphasise the importance of building collaborative and collective interests between communities, local leaders, service providers and decision makers, rather than focusing only on the demand side of citizen voice and empowerment.

In the context of Sierra Leone post-Ebola, SABI needs to avoid leading to a situation where the communities create 'shopping lists' rather than working *with* key stakeholders to prioritise and develop local action plans, drawing on locally available resources where appropriate. SABI would use its convening and facilitating role to be more effective at helping the communities come up with clear action points to prioritise how they move forward – developing local action plans that fit within the higher level national recovery plan. The scorecards will be introduced in a way that all stakeholders understand that it is not just 'scoring for the sake of scoring' but to build collaborative action for learning and problem solving. SABI will use terminology carefully to avoid tensions within the community and 'finger pointing'.

Case study: Linking scorecards to local policy and planning

In 2012, SDDirect provided technical assistance and facilitation support to the Namibian Ministry of Education to strengthen community accountability and governance in schools (as part of the Namibia Social Accountability in Education Project, in collaboration with UNICEF. The work included a desk review and political economy analysis of accountability mechanisms; a scoping mission and report; design of a resource kit/manual for the application of social accountability tools in schools; testing of tools and capacity-building of stakeholders; and drafting of an operational plan for roll-out of the initiative. Among the tools proposed and tested with stakeholders were several scorecard tools. Lessons from the process included: the necessity to develop scorecard in close consultation with local stakeholders; the value of developing locally-based 'master facilitators' who can be a resource to communities in the application of scorecard and social accountability methods; and the need to link scorecard tools to some flagship local planning or policy framework, like local or district development plans.

Improving coverage, quality, and equity of services is not a simple matter – there are a number of factors that influence service delivery and utilisation.

- Factors that may affect service use at the individual, household, and community levels include lack of knowledge or perceived need for health and other services, lack of family and community support for use of services, fear or mistrust of service providers, past negative interactions with health providers, concerns about confidentiality, women's decision-making autonomy and power dynamics in the household, underlying gender and social norms in the community, financial barriers, and lack of transport.
- Factors at the service-delivery and institutional levels include problems such as discrimination and disrespectful treatment by service providers, inadequate training and support for service providers, poor working conditions and infrastructure, inadequate internal accountability and performance monitoring mechanisms, inconsistent availability of equipment and supplies, inconsistent salary payment, failure to implement existing policies or inadequate policy guidance, systemic corruption, and non-prioritization of key services in resource planning and distribution at the district or national level

The community scorecard process provides the platform for bringing together the community, service providers and local officials to identify, discuss, and ultimately work together to tackle these issues. In order to ensure that the process is community driven, the team will engage with different stakeholders, including women, girls and vulnerable groups, within the community right from the start in order to incorporate their views and suggestions on how to voice their perceptions. This will create ownership and ensure that the process is one that they can relate to. SABI will provide support and mentoring to the community to help them manage and facilitate the process themselves over time. Christian Aid will provide this ongoing support to ensure that the process is carefully facilitated and does not ignore power imbalances at the local level. Understanding the context is a crucial first step before introducing the scorecards.

Community and service providers identify criteria at community level - these indicators are relevant to the community and service providers, as they are generated by these groups. Given the fact that the communities and service providers generate these indicators, they will have more ownership and understanding of them and this approach emphasises context specific issues and local solutions.

The MEL Manager will analyse the scorecard data from the live data hub on a regular basis which will then be shared and discussed with the lead CSOs. The lead CSOs will share the analysis with the accountability and learning platforms in order for community, service providers and local officials to better understand quality and access to services and where the areas of traction are. This information will then be used to identify, discuss and collaboratively work together to tackle the issues coming out of the score cards. The data emerging from the implementation of the score-carding structure under output A, will be analysed alongside the data derived from the youth-led data collection process under the fourth output, which will be delivered by the NGO contracted by DFID. SABI will work closely with this NGO, ensuring that these two sources of evidence together form the basis of understanding of quality of, and access to, services.

The Rapid Analysis Tool

In early 2016, Christian Aid piloted the use of a digital tool, developed within the organisation, to allow instant analysis of survey data gathered by citizens and civil society. The pilot was part of an impact assessment of resilience work in Kenya funded by the DFID PPA. The Rapid Analysis Tool (RAT) harnesses the potential of digital data gathering and digital data analytics tools to meet a specific need that has been identified within programme work. The basic premise allows citizens and civil society to collect data which leads to stronger and more regular analysis for improved programming approaches and accountability.

Christian Aid has used digital survey tools (KoBo Toolbox) in a number of locations with notable success. Using KoBo to gather survey responses means that, as survey responses come in, a digital dataset is continually updated. A digital data analytics and visualisation tool MS Power BI is connected to the survey dataset so that interactive and live data visualisations are created and continually updated as the data is collected.

The application of RAT in the Kenya impact assessment meant that the time taken to analyse data was significantly reduced and it became possible to carry out a process of identifying emerging correlations, and then revisiting the qualitative data gathering approach to make sure that significant correlations are explored. If paper surveys were used, followed by a long process of transcribing, cleaning and then analysing the final survey dataset, then it would not be feasible for the research team to wait until the survey data has been analysed before commencing the qualitative data gathering through focus group discussions and key informant interviews. Quantitative and qualitative research methods would have had to occur simultaneously, and there would be no opportunity to make sure that the qualitative data adds a depth of understanding to the correlations emerging from the quantitative data.

There are a number of possibilities to use a similar structure to meet different needs. For example, because the tool for engaging with the data is relatively simple, intuitive and interactive, the audience for the data could be broadened; a tool very similar to the Rapid Analysis Tool could be used to engage community members in analysis of the data, giving them an opportunity to feed in their own reactions and make decisions based on the results. Christian Aid is currently exploring these opportunities.

(iii) Informing citizens of services and of post-Ebola Recovery programme priorities

The various feedback platforms will provide a forum for informing citizens around rights to services, and particularly linking into the Presidential Recovery Plan. The programme will take stock of and conduct policy literacy on accountability social services. This will include basic legal literacy - to create a rights framework - where we present the legal framework (based on international and Sierra Leonean law) within which communities can demand their right to services. Creative methods will then be used to raise awareness of communities:

- Design and develop info-graphic materials to promote social service availability
- Interactive community drama to promote social service availability
- Mobilisation and formation of community social liberation theatre groups
- Partnership with theatres groups to train community theatres on rights to social services
- Monthly community social services liberation theatre performance
- Alongside more traditional policy dialogue sessions, work with WDCs and DCs to better publicise their development and service provision plans in communities, and community sensitisation sessions.

- Feedback loops will be created between the COMEN, and the feedback accountability platforms, and the Councils via the MOUs.

In addition, BBC Media Action will deliver a media package including national radio programming, social media content and basic training to partner radio stations over 18 months during the first phase of SABI implementation. Their approach will use media to strengthen community-led accountability in Sierra Leone's post-Ebola environment by:

- *Empowering people*: providing trusted, accurate and balanced information, stimulating discussion and challenging restrictive norms so that people from every section of society are able to raise their voice about the services and on the decisions that are important to them.
- *Creating space*: supporting more inclusive public discussion on the issues that matter to all sections of the population.
- *Influencing power*: exposing those in decision-making roles to views from across society, requiring them to explain and answer for their actions, increasing transparency and improving responsiveness.

The national radio programme will prioritise providing information about and facilitating inclusive discussion around the post-Ebola recovery plan and implementation and rights and entitlements to services, with focus on health, education and social protection. A new BBC Media Action, Krio-language show will be developed produced and broadcast weekly and distributed nationally. The programme will go beyond informing citizens, **integrating outcomes from the feedback platforms and dialogue with service providers and featuring findings from the youth-led data collection component**. This programme will use local voices, stories and examples to create a national conversation about the recovery plan and effective service provision.

Drawing on new and existing research and experience of producing long-running programmes on government accountability, the programme will follow a magazine format, using a variety of segments to produce a lively and interactive show. This will include vox pops, packages and interviews with guests. BBC Media Action will draw on their network of over 40 partner radio stations to commission this content, so that community dialogue is featured in the national conversation. In addition, BBC Media Action's production team will travel intermittently, recording the programme from various locations across the country. This approach ensures the programme reflects a wide variety of voices, from people across the country and all segments of society, particularly those that may be marginalised from mainstream discourse in the media. In addition to vox pop interviews and packages, BBC Media Action will foster interaction with the show through encouraging contribution through SMS and social media platforms. The radio programme will bring together government, service providers, civil society, community leaders and affected citizens, to facilitate understanding of and discussion about services and the Presidential Recovery Plan. BBC Media Action has a wide network of contacts, with many of the implementing partner civil society networks participating in their existing radio programmes.

The programme will be distributed through BBC Media Action's existing nation-wide delivery system and broadcast by select **partner stations across all 14 districts** in the country. These partners represent the diversity of the radio sector in Sierra Leone – including SLBC regional stations, religious-owned stations, commercially-run stations, stations affiliated with tertiary institutions and community-supported stations.

In addition to producing radio and online content, BBC Media Action will provide training to key radio stations in each district, through a regional workshop model. Training will focus on skills needed to report responsibly on the results generated by community scorecarding and the data collected by young people. This will focus on enhancing local broadcast journalists' editorial and production skills and exploring approaches to programme-making. The trainings would be coordinated with SABI regional Project Officers and regional implementing partner civil society organisations, as well as local leaders and the councils, so that local radio stations are linked with the established feedback and dialogue plans with their community and/or district.

Using radio is an effective way to reach audiences at scale. BBC Media Action research shows that 81% of adults have access to a radio.⁴ Compared to TV, newspapers and the internet, radio is the only platform that almost achieved gender equity in access: 51% of those with radio access are men and 49% are women. For all other media, more men have access than women. Radio is also an effective platform to reach rural audiences. Overall, of those who can access radio, 62% are in rural locations, which is comparable to the overall proportion of people in the sample who live in rural areas (65%). In practice, this means that almost

⁴ Data sourced from BBC Media Action 2015 nationally-representative quantitative survey

four in five rural dwellers (77%) can access radio. By contrast only 31% of rural audiences can access TV or DVD content.

BBC Media Action's development and implementation of these activities is underpinned by significant experience of working with the Sierra Leone media sector and their existing research. Data from 2015 research about the current governance-focussed radio programmes – magazine show *Fo Rod* and debate programme *Tok Bot Salone* - demonstrate the impact and outcome for audiences: of listeners to both of these programmes, 44% believed the shows played a key role in holding government to account and 93% reported improved understanding about key governance issues as a result of the shows.⁵ In addition, BBC Media Action used regression analysis, based on 2013 data, to establish associations between listenership and levels of knowledge of key governance issues political participation. This analysis tool removes other potential competing explanations such as respondents' social and demographic characteristics. People who regularly listened to *Tok Bot Salone* and listened to *Fo Rod* as well were **4 times more likely** to report substantial knowledge about key governance issues, rather than low knowledge, compared with those who did not listen. Overall, results suggested a trend of higher levels of perceived knowledge with more exposure to our radio programmes in SL. Similarly, people who regularly listened to *Tok Bot Salone* and listened to *Fo Rod* as well were **3 times more likely** to report frequent political participation, rather than occasional participation, compared with those who did not listen.

Alongside this new weekly national radio programme, BBC Media Action will use their existing social media platforms for multiple purposes. This includes reinforcing understanding and discussion of services and the recovery plan and sharing findings from the community scorecarding and data collected by young people. These platforms include BBC Media Action's Facebook page⁶ and WhatsApp broadcasting channel.⁷ These platforms will be used to trail upcoming topics and guests; source audience questions for guests or topic selection; feature short factual and dramatised videos; share clips from the radio programme, such as a government commitment, a burning citizen question, or a key explanation; and more. Content is created and disseminated based on how audiences use each social media platform. This includes a variety of text, audio, graphics and video content. This will also include use of infographics and other data journalism tools to depict services and the recovery plan and present findings from the scorecarding and data collected by young people, so that the information is easily accessible and understandable to audiences. This online content will be cross-promoted by SABI's digital platforms (see section 2.4.6).

Social media presently reaches a predominantly young, urban male audience: 16% of adults are able to access the internet, with 81% of these adults are urban based and 67% men. Of all 15 – 25 year olds, 23% have access to the internet. Whilst social media does not have wide or equal access, it reaches an influential audience. Anecdotal evidence also suggests that social media content rapidly reaches the airwaves, with discussion on social media platforms transferring to discussions on radio and other media platforms.

(iv) Focus on women, girls and vulnerable groups

SDDirect will develop a **gender and social inclusion strategy** during the first few months of implementation. The strategy will be based on a nuanced understanding of gender and inclusion in the Sierra Leonean context. This contextual knowledge will be brought into SDDirects team by a national consultant in Sierra Leone. However, SDDirect will also work in close collaboration with the core technical team. SDDirect will aim to anchor the strategy firmly in the culture of the organisation to ensure that gender and inclusion is at the core of the programme and cuts across the three different outputs.

The strategy will promote active citizenship and the equal participation of women, girls, men and boys, and other vulnerable groups such as the disabled. Drawing on a wider social exclusion perspective and analysis, the strategy will outline an achievable set of priorities and actions to reduce gender and social exclusion by empowering women and girls as well as other traditionally marginalised groups to make their voices heard and to participate actively in key decisions and accountability processes that affect their lives. A core part of this is to support these groups to not only participate but to lead some of the processes.

Output A:

- The focus will be to ensure that the citizen feedback processes and platforms include women, girls and vulnerable groups and where possible, are supported to actively lead;

⁵ Data sourced from BBC Media Action 2015 nationally-representative quantitative survey

⁶ www.facebook.com/bbcmediaactionSL

⁷ To join, add 00 232 77 200 100 to your contact list. Open your WhatsApp and send 'JOIN' to the number.

- That scorecards and social accountability tools are gender sensitive and address inclusion – scorecards will be developed in collaboration with the community, including women, girls and other marginalised groups and then results and learning discussed to help communities prioritise and address key issues;
- To ensure that women, young people and vulnerable groups have a voice and are fairly represented within media and communication activities – within content, within the production team – as guests, experts, interviewees, contributors and audiences.
- To recognise and consider issues around access to and control of media and communication platforms.

Output B:

- To provide guidance to the programme on the criteria for the innovation grant and to reflect on measurements of impact to show that more than 50% of the grants demonstrate and capture impact for women and vulnerable groups.
- To ensure that M&E of grantees' programmes include participatory methodology

Output C;

- To ensure that learning from the programme captures what works in terms of gender and inclusion and that the learning platforms are inclusive.

A guiding principle for strategy-making will be to embed gender equality and social inclusion 'inward', within the organisation as well as in its 'outward facing activities':

- Inward processes and commitments will ensure that SABI and its stakeholders understand and share a commitment to gender equality and social inclusion, have a vision for the role the organisation can play, and develop a road map on how SABI will place gender justice at the centre of its analysis and work.
- Outward processes and commitments will not be based on the assumption that the existence or creation of platforms and spaces for active citizenship is sufficient to ensure that traditionally marginalised groups are able to exercise active citizenship. The strategy will address the need to create demand for participation and address barriers to access and uptake – through, for example, capacity-building of women and girls; raising awareness among partners and stakeholder organisations of the value and importance of tackling gender inequality, women's empowerment and inclusion; outlining options and priorities to promote active citizenship for women, girls and excluded groups; and addressing the particular burden of risk faced by women and girls when they venture into forums dominated by men and other power-holders.

Inclusion of youth as a key vulnerable group in Sierra Leone will be facilitated through the involvement of Restless Development. A particular aspect of their vulnerability is the danger of political manipulation and partisan mobilisation, and so this programme will be reaching out to those at high risk due a lack of accountability for leaders, supporting them to drive accountability initiatives. Restless Development will lead a pilot programme focussed in two districts which will both provide a strong contribution to the deliverables of output A (potentially also offering further scale-up should additional funds become available), and support the programme to interact effectively with the provider of the fourth output.

Restless Development's approach of supporting young people to drive forward action planning and implementation on the basis of evidence relating to service provision in their area (collected by the provider of the fourth output) aims towards creating a culture of asking questions, following up and holding service providers and decision makers to account across the whole community. Rather than linking *just* young people to service providers and decision makers, the programme will capacitate young people to reach out to different groups within communities (e.g. women, young girls, young boys, people with disabilities, elderly people, the most poor) as well as their peers and leaders, in supporting efforts to hold service providers to account from the perspective of all.

The programme would initially target two districts - Bonthe and Pujehun - supporting 5 pairs of Youth Accountability Volunteers (YAVs) across the two districts. Restless Development's National Volunteer Model supports Young People on voluntary placements for a cycle of 9 months, maintaining a standard of skill acquisition and experience gaining to all Young People who proceed through the volunteer programme. This initiative will work in hubs of communities and each pair of YAVs will spend a total of 8 days per hub of communities over the 9 month cycle period as follows

- Visit 1- for 2 days: Evidence sharing, PLA tools, action planning
- Visit 2 - for 1 day: Follow up on action plan
- Visit 3- for 1 day: Follow up on action plan
- Visit 4 - for 2 days: Evidence sharing, PLA tools, action planning
- Visit 5 - for 1 day: Follow up on action plan

- Visit 6 - for 1 day: Follow up on action plan

Each pair of volunteers will reach 24 hubs per 9 month cycle, meaning that a total of 240 hubs will be reached per cycle. There will be 2 cycles over the 28-month period, giving space following the pilot period to demonstrate that communities have adopted the process of holding service providers to account without volunteers receiving stipends driving the process. We also hope to scale up this element of the programme, if it demonstrates effectiveness and efficiency, should further funding become available.

In parallel to the action planning and implementation process that YAVs will be supporting at community level, Restless Development programme staff will be working with District and National Youth Councils to develop action plans at district and national levels, targeting decision makers and influencers along the same decision and resource pathways. On the basis of the same evidence shared at community level, these simultaneous actions will form part of a national movement, publicised through partnership with media institutions, which will spark a culture of asking questions and demanding actions from power holders.

2.4.2 Output B - Innovative and locally led solutions to improve accountability

The grants programme will be managed by Christian Aid with Mango playing a critical role in due diligence and associated capacity building aimed at raising the sustainability of grant partners, and hence the potential replication and scale up of projects. Technical advisory services will be provided by other consortium partners on a draw down basis, dependent on themes and grant partner selection.

In recent years the use of grant making has come under scrutiny as a mechanism for accountability work, with some agencies favouring a move away from open, transparent and competitive calls, preferring other means for selection of implementing agencies and projects. For Christian Aid too, there are occasions when we favour sub-contracting of specified activities, as proposed through Output A activities. However, we believe that used correctly, strategically targeted open grants programmes can enable improved identification of projects based on local understanding of context, improved sustainability through local ownership, and programme credibility through transparency, and stimulate innovation.

Grants enable civil society to carry out their activities, to build coalitions for change, and to operate within the available spaces. However, as Christian Aid has long appreciated, it is essential **but not sufficient** for grant making processes to be efficient and manage risk effectively. To achieve impact, grant making must:

- *Fit within a broader strategy*, so as to avoid a disconnected set of interventions. As such, we will commission a scoping paper for each window for applications based on PEA, power analysis to identify the way we should target the grants strategically.
- *Encourage partnership*, so as to develop impact-focussed coalitions and partnership that will increase the effectiveness of their projects.
- *Be based on sound evidence*, and gather evidence throughout implementation which will provide guidance on project adaptation and follow-up activities, and contribute to broader understanding of accountability work.
- *Enable adaption at programme and project level*, through collection of evidence to inform iteration and support or contradict project assumptions.
- *Be looking to a sustainable post grants future phase*, framing the project within the long term.

For SABI, the aim of the grants programme will be to nurture innovation which can contribute to learning about what accountability interventions work in what contexts within Sierra Leone, and deliver results in themselves. As such specific measures will be applied to ensure high quality funded projects:

(i) Clarity on defining innovation. The programme publicity will define innovation, and require applicants to specify the innovative aspect of the application in concrete terms. It will be essential that the projects contribute to accountability results or learning. For example, we will be looking to understand the particular nature of the innovation and what and how they will learn from its introduction, and for credible plans for replication or scale-up.

(ii) Focussed projects based on analyses at regional and district level. The innovation grants will be set within the programmatic priorities identified through Output A, looking at areas where progress is deemed possible and necessary, and improved practice may have a significant impact. We would hope to include Councils as possible grant partners.

(iii) *Accompaniment and support throughout the project cycle.* While grant selection will be open, competitive and transparent, in order to maximise project impact and learning support will be given to final development of workplans and throughout implementation. Key areas of support will include:

- High quality investment in monitoring and analysis to draw lessons that will inform future programming based on the innovation project
- Organisational capacity building, especially financial, so as to support organisational sustainability

(iv) *Enabling support to learn lessons from Ebola responses.* Several activities took place in the Ebola response which were effective and innovative. Applications will be encouraged which seek to build on and more thoroughly assess the wider applicability of methodology.

(v) *Support pilot and scale-up where necessary.* Lessons from ENCISS demonstrated the importance of longer timeframes in order to be able to both assess impact and draw learning. We will therefore support projects of 1-3 years, but so as to ensure best use of limited resources we will, where appropriate, split projects into pilot and scale-up phases.

(vi) *Encourage honest assessment and communication.* Crucially if practice is to improve and learning applied more widely, it is vital that grant partners are confident in sharing both the successes and the failures of their project. Christian Aid has a distinct advantage in this respect, with a reputation as embedded in-country and more than a donor. For seventy years, Christian Aid has been active in supporting southern based civil society to undertake development initiatives, and has established itself as one of the largest non-governmental grant making bodies. Partnership has therefore always been a fundamental principle of Christian Aid.

(vii) *Ensure inclusion.* The consortium notes the target of 50% of innovation grants demonstrating impact for women and vulnerable groups. We would propose a higher target, and will seek to achieve this with deep and sustainable impact, guided by the Gender, Equality and Inclusion Strategy to be developed by SDDirect.

In 2015, Christian Aid commissioned external research to evaluate its partnership approach. The aim was to identify and understand the added value of our approach to partnership in programme delivery with regard to achieving big, deep, lasting and inclusive change, and where added value has been identified, to explore the 'Value for Money' of the approach. Importantly, Christian Aid has experience of applying its partnership values and approach to the management of open grants programmes. This is crucial to our 'added-value' as a supplier to DFID. For example, the Learning Review of our major governance contracts observed that,

'Partnership in PACS is characterised by equality and mutual accountability, working for the common cause of non-discriminatory access to state services and resources. In an interview, one partner explained how PACS/Christian Aid's value-driven approach is characterised by "*equal terms of dialogue*" in which "*opinions can be shared honestly*". The partner went on to explain that partnership with PACS is empowering, notably because through knowledge brokering, PACS shares its aggregated, bigger picture of governance and social exclusion in India with partners working at sub-national levels. PACS's responsiveness in meeting partner's urgent technical support needs was also empowering (interview with partner).' [extract from *Partnership, power and pathways to change: learning from Christian Aid's donor-funded governance programmes (Keen and Hall unedited version, to be published April 2016)*]

Christian Aid is currently finalising the grants management manual for the STAR programme in Ghana. Application of these processes with small variation will enable the grants programming to start early in the programme implementation. Key elements will include:

Decisions on process: The programme will need to consider potential grouping of themes within each call cycle for efficiency. We will use two stage processes (concept note prior to full proposal), though would leave the option for one stage processes where appropriate (especially where a limited number of applicants are eligible to apply).

Development of guidelines: The grants manual will provide an adaptable template, drawn from existing guidelines, including practicalities (deadlines, grant sizes and duration), objectives and scope, eligibility and assessment grids.

Publication: We have proven expertise and experience in developing effective outreach strategies with targeted messaging and communications activities at the key stages of the grant-making process. In the past, this has included Q&As and national and regional events. We will place advertisements and seek

editorial coverage publicising the grant-making process in key media outlets within Sierra Leone (including those engaged under Output A).

Grant selection: Selection panels will be drawn from senior technical experts from Christian Aid, DFID country office technical advisers where possible, and national experts with no conflict of interest specific to the opportunity.

Due diligence: Due diligence will be undertaken with all grantees, against standards proportionate to grant size. Mango will provide advice on developing and implementing a due diligence framework and process for grant partners, which includes a capacity and risk assessment of each grantee. This due diligence framework and process will be based on the new pan-African Good Financial Grant Practice (GFGP) Standard, which Mango is helping the African Academy of Science and African Research and Standardisation Organisation to develop. The GFGP Standard consolidates established good practice and will be designed to meet a variety of donors' requirements including DFID, SIDA and USAID. This will enable SABI to pilot the standard as it is being developed during 2016, ready for its adoption across Africa from late 2017 onwards.

Grant management and reporting: Grant management will be facilitated through Christian Aid's Programme Management Systems. These provide programmatic capability on programme and financial management, and compliance. Contracts with grant partners will be based on Christian Aid's standard 'Funding and Reporting Agreement'.

Underpinning the whole process and management of the innovation grants will be a commitment to maximising the impact of resources. Clear guidelines, focussed calls for proposals and targeted communications are vital in enabling potential applicants to decide whether to apply and to design a project with a realistic chance of success. This in turn avoids creating unrealistic and unmettable expectations among civil society, and overloading programme staff in administering huge volumes of applications.

2.4.3 Output C - Improved knowledge on what works

Christian Aid welcomes the integration of learning as an output. As previously mentioned learning is at the heart of SABI and will be integrated throughout the programme at different levels. The MEL Manager will have overall responsibility for the learning aspect of the programme and will share, discuss and use the learning with the relevant stakeholders. Our Knowledge Management & Communications strategy will focus largely on the gathering and sharing of 'lessons learnt' and 'best practice', of what works and what doesn't, why, how, and how well, in relation to the process of improving voice and accountability for good governance. It is firmly integrated into our M&E & Learning strategy, building on the broad theory of change.

Firstly, at programme level our primary strategy for managing and communicating knowledge is through 'action learning', which simply defined is 'learning by doing'. This learning is identified and shared through various formal and informal mediums such as the monthly core team meetings, weekly staff meetings, quarterly and annual technical team meetings, etc. In these reflection meetings quick impact assessments from the data analysis from the live data hub combined with findings from the broader M&E will be analysed to inform learning and adapt the programme accordingly.

Secondly, the programme leadership team will communicate and extend the lessons and knowledge generated from SABI to other development partners. Rather than 'marketing' a 'SABI' product, the emphasis of sharing learning will be about empathising with our audience, to see their needs, their constraints, their opportunities, and understanding their context well enough to share any SABI learning that might be useful in their context and helping them to adapt it to suit their needs. They are not one-off events or single messages; they are processes that will take place over time as part of an adaptive learning and disseminating approach.

In response to the type of learning coming out of the process, our approach and the needs of our audiences, we will develop a 'communications & influencing strategy' rather than just a strategy for dissemination to facilitate the replication of core aspects of the SABI approach.

(i) Quick impact assessments

Much of the information and data collection is described within the results framework section. The live data hub will allow for quick and regular analysis of the scorecard data which will then be used internally for programme development and externally for accountability purposes. The MEL Manager will have overall oversight and responsibility of analysing the score card data however this will be shared and discussed with

a variety of stakeholders in the accountability and learning platforms who will take the lead on how to tackle the issues coming out of the score cards.

(ii) Dissemination about what works and what has failed

SABI will nurture and facilitate a community of practice through the initiation of a series of regional **learning platforms** internally within the project at a higher level and a series of sub groups amongst partners and grantees and within the communities. SDDirect will provide some guidance on the learning framework for Output C during the first few months of implementation and light touch support thereafter.

The learning platforms will be designed with the understanding that post Ebola a number of CSOs have deteriorated and many working groups and platforms are no longer operational. A key part SABI will be to support and facilitate the reinvigoration of the civil society sector by bringing together different stakeholders for reflection and learning. A key learning from ENCISS is that learning platforms have not always been inclusive. Therefore, SABI will give particular attention to creating a 'safe space' and to ensuring that women, girls and vulnerable groups are included in these spaces.

The community of practice will provide platforms for civil society/citizen voice, inclusive multi-stakeholder dialogue, knowledge-sharing, peer learning and documentation of evidence-based initiatives supported by SABI (including good practice models, tools and policy briefs). The community of practice will build an on-going web of relationships and knowledge exchange between grantees, other citizen-based groups, government, communities and other key stakeholders.

SABI will call on its recipients of the innovation grants, to be more than implementers of projects or activities – it will support them to be brokers of knowledge, evidence, multi-stakeholder engagement and partnership. Through the community of practice, partners will exercise leadership in the process of collecting evidence, capturing learning, disseminating knowledge and scaling up innovations.

The community of practice will mobilise 'action/reflection,' evidence-based and experiential learning approaches, based on the assumption that much of the knowledge about the systemic challenges of poverty and inequality lies with the people and organizations engaged with these issues on the ground – and that among the most powerful vehicles for learning and capacity building are 'learning through doing' and 'peer-to-peer' learning.' SABI will facilitate the learning but the process needs to be owned by the key stakeholders.

To conclude, SABI will aim to have both local level and national level learning events / processes. At national level, such events will be used to harvest cross-programme lessons and evidence.

BBC Media Action will conduct qualitative research into their media activities. This will be used both to evaluate impact of the output and inform on-going implementation. This research will focus on understanding how audiences perceive the new national programming. BBC Media Action's Research & Learning team, in London and in country offices, have specialised expertise in conducting research into media and communication, using a variety of tools and methods. This thematic and technical expertise will be drawn on for research design, fieldwork and analysis.

BBC Media Action will also draw on their existing research to inform activity design and implementation. This includes a 2015 national mobile and media usage and access survey; interviews with media and governance experts in 2014 to understand how the landscape changed during the Ebola outbreak; multiple rounds of qualitative audience research between 2011-2016; and quantitative data from 2013 providing impact and outcome data for BBC Media Action's governance programming, and more.

Work in Output A will include a number of pilot projects in early months – deliberately designed to maximise learning which will feed into this output. Lesson learning will be built into work plans with a view to feeding into subsequent implementation. Technical experts will be used to commission research and studies into perceptions of SABI, what is working and what needs to be developed. We would also anticipate working very closely with DFID and annual reviewers/evaluators to maximise the learning coming out of reviews and evaluations.

2.4.4 Integrating delivery with 'Improved data on service delivery' project

The fourth output to be delivered by an NGO partner under an accountable grant arrangement and contracted separately by DFID will mobilise young people to support data collection for the monitoring of key services in their communities. Given the crossover with the programme outputs, the consortium proposes to go beyond oversight, and to seek out synergies and opportunities for joined up working. The involvement of

youth within the feedback platforms, the collection and analysis of scorecard data and the sharing of lessons learned all provide strong contact points between this contact and the proposed grant. While potential savings may be achieved through cooperation and sharing of resources, there will be a major focus on seeking enhanced impact.

For example, the improved data collected under the fourth output will be featured in, and used to inform, the new national radio programme produced by BBC Media Action. In addition, data journalism techniques will be used to present the data in a clear and accessible way. These visualisations will be hosted on BBC Media Action's social media platforms and shared with consortium partners for their use.

The consortium contains high quality expertise on working with youth in Sierra Leone, and this experience will be crucial in drawing out the benefits of working together.

Case studies: BBC Media Action and Restless Development in youth accountability partnership

BBC Media Action and Restless Development worked together as partners under the Social Mobilisation Action Consortium (SMAC). The consortium led the social mobilisation response to the Ebola outbreak in Sierra Leone, implementing at scale from October 2014 until January 2016. Led by GOAL, and with additional partner Focus 1000, SMAC supported community-led Ebola response, through networks of social mobilisers, Christian and Islamic leaders, and local and national radio. BBC Media Action produced two weekly national radio programmes, alongside social media content, and trained and supported 42 radio stations to produce local radio programmes. Restless Development trained and resourced over 2,500 young people across 11 districts in the country as social mobilisers, capacitating them to engage with communities and supporting the development of community action plans. SMAC demonstrated strong national and district coordination. Restless Development managed District Liaison Officers (DLOs) in 11 districts, who quickly integrated into the DERCS, offering support services to the social mobilisation pillar and supporting BBC Media Action's local media partners to work with social mobilisers and religious leaders at district level. This approach ensured Ebola information and communication priorities were consistent across a range of media and outreach platforms. It also fostered relationships between the local actors, ensuring that radio programming reflected emerging audience needs identified by social mobilisers and religious leaders and that influential local voices were featured in local radio programmes. BBC Media Action also produced audio content used by the social mobilisers to foster community knowledge and discussion, including the 'Mr Plan Plan' mini-dramas produced in multiple local languages. The audio was loaded onto mobile phones that Restless Development youth social mobilisers used as part of a SMAC data collection initiative. This project was set up and went to national scale in less than a month. BBC Media Action's 2015 survey demonstrated that their Ebola radio programming reached 68% of the adult population (over 2.5m people).

2.4.5 Adaptive programming

We welcome DFID's statement that this programme 'will need to be flexible and adaptive to the local context and to ongoing learning as engagement develops.'

Christian Aid experience affirms the importance of building adaptive programming into design and implementation processes. Adaptive programming is about looking for opportunities to maximise impact, adjusting programming to meet contextual changes, responding to learning throughout all stages of the programme cycle, and achieving value for money by regularly evaluating where resources are focussed. It should not be viewed as the capacity to respond when operational challenges are encountered.

Christian Aid's recent Learning Review of Christian Aid's previous large governance contracts emphasised the need for adaptive programming:

Christian Aid's experience in governance programming points increasingly to the need for more flexible programme management approaches to facilitate adaptive programming and agile, politically-informed decision-making in complex settings... Development programming most often takes place in highly complex and dynamic contexts. Social transformation processes which involve changing power relations in favour of poor and excluded groups are most often incremental, long term, unpredictable and non-linear.

Partnership, power and pathways to change: learning from Christian Aid's donor-funded governance programmes. (Keen and Hall unedited version, to be published April 2016)

The report focuses on two broad elements in enabling adaptive programming – the collaborative approach with the donor, and how Monitoring, Evaluation and Learning are incorporated into programme design.

With regard to the donor relationship, Christian Aid is one of the most experienced development NGOs involved in delivery of major service contracts with DFID, and has a positive understanding of the value of an open and collaborative approach. This will be facilitated by key elements in programme design:

- Senior Christian Aid Sierra Leone and UK staff with direct oversight responsibility engaging with DFID in Sierra Leone through quarterly meetings and more regular communication.
- Ensuring the high level national expertise and on the ground monitoring is built in throughout implementation to enable strong analysis and learning to feed into discussions with DFID.
- A commitment to openly and frankly address difficult issues, which characterised Christian Aid's approach in the ENCISS programme (see below), where the strong donor/supplier relationship was critical to the success of the programme.

Adaptive programming is facilitated by mutual trust, respect and open dialogue with donors, and the space to make changes

ENCISS' productive relationship and mutual understanding with DFID Sierra Leone, and DFID's openness to change within the programme, allowed for adaptive approaches to be embedded. DFID Sierra Leone were cooperative and supportive while also being challenging, using annual reviews to make evidenced changes to the logframe that better reflected the reality on the ground...

From October 2014 to January 2015 ENCISS further demonstrated how donor relationships and behaviour are pivotal for effective programming, as these enabled the programme to adapt in response to the Ebola crisis. The Ebola crisis fundamentally changed the governance environment in Sierra Leone and as a result additional Ebola-related activities were integrated, building on ENCISS' community based work, and carefully designed and agreed on by ENCISS, Implementing Partners, Christian Aid and DFID. As a result, the logframe was adapted and an extra indicator was added to ensure that the Ebola-related activities would be delivered, monitored and reported against.

[extract from *Partnership, power and pathways to change: learning from Christian Aid's donor-funded governance programmes* (Keen and Hall unedited version, to be published April 2016)]

The second element in adaptive programming is the effective use of Monitoring, Evaluation and Learning. The critical issue is to ensure we have the capability and capacity to continually test the Theory of Change logic and assumptions. Elements to emphasise within the proposed programme design are:

- *Investment in monitoring and learning capacity.*
- *A range of 'results artefacts' to inform decision making.*
- *A locally owned PEA undergoing periodic review.*

2.4.6 Communications

Effective communications will be critical in engaging with key programme stakeholders and audiences, providing relevant, accurate and timely information through a range of communications channels in Sierra Leone and beyond. We will:

- Ensure transparent messaging and programme identity which will enable stakeholders to engage with the overall vision and objectives of the programme.
- Amplify the voice of citizens and the role of civil society in strengthening demand for and increased awareness of services.
- Bring a communications focus to the community of practice and learning platforms (see section 2.4.3), to **capture and share learning, best practice and replicable models among grant partners and beyond and to build a body of evidence of what works.**

As noted, we have referred to the programme throughout the bid as SABI, based on an earlier working name for the programme, and drawing on the Krio word for 'to know'. However, early in the programme, we will establish in cooperation with DFID a name and brand identity for the four year programme.

SABI will have access to specialists in citizen voice communications, social media, SMS for good governance, participatory communications, media relations, web development, publications, design and story gathering. A brand identity including assets and guidelines, along with a **key messaging framework** will be developed to reflect the strategic vision of the programme including highlighting the DFID funding.

An external relations strategy will be developed and include plans for national and district-level **stakeholder engagement and profile-raising events** at key moments such as the launch, grant call announcements, key forums and close-out.

SABI will convene opportunities for shared communications campaigns by grant partners on key programme themes, creating a calendar of 'moments' for joint communications. Through the community of

practice and learning platforms, grant partners will be encouraged to share experience and skills in areas such as **citizen voice communications and campaign communications**.

Broader media relations will help to **raise the profile of the programme and the work of grant partners**, such as promoting calls for applications, and programme news and events. Our public relations will be handled by the Mano River Marketing Company, a Sierra Leonean SME.

Strong content, resources and publications will be created including newsletters, thematic materials and flagship programme publications. We will gather case studies and audio-visual content providing the dynamic content for use across all communications channels telling the best stories which demonstrates:

- **Best practice and innovation:** interesting, innovative examples of an approach or project supported by the project
- **Results:** how and why certain approaches have achieved expected/unexpected results.
- **Learning:** sharing the perspectives from across the programme including grant partners and communities including the reasons why an approach did not work as well as expected and advice on what could be done differently.

We will provide access to **effective, existing tools and templates to support staff, partners and grantees to regularly gather engaging learning case studies**.

Christian Aid's digital specialists will develop a simple to deploy Wordpress site with an emphasis on **dialogue and rich content (film, audio, photos, impact stories and blogs) reflecting the experience of partners, grantees and citizens**. We will reinvigorate the Learning Labs online section created in ENCISSE with downloadable resources and tools, and explore the potential to integrate an online discussion forum allowing the SABI community of practice and learning platforms to participate in real-time discussions on a specific topic or event. SABI will actively build a social media presence for the programme to share programme news and cross-promote content developed by BBC Media Action. Implementing partners and grant partners will be encouraged to cross-promote content through their own digital channels. All digital content will be available for use on DFID's digital channels. We recognise that internet use is affected by low bandwidth and is restricted to urban areas so it is important to ensure low bandwidth usability and simple functionality, as well as making information available through offline channels⁸.

2.4.7 Strategy for local engagement and ownership

Christian Aid and the consortium recognise that local engagement and ownership are essential for the impact of the programme and its sustainability. This is viewed in two respects – firstly the importance of Sierra Leonean leadership within the programme arrangement, and secondly the ability of the programme to reach across the country at grassroots level.

Evidence to support this approach can be found within BBC Media Actions research, which demonstrated both the potential for engaging at local level and the importance of reaching out beyond Freetown. Their findings from quantitative research in 2013 shed light on the nature of citizen participation in Sierra Leone. On the one hand, they confirm that interaction between citizens and national officials is limited: only 14% report contacting a national official, though contact with local officials is higher at 30%. However, looking beyond these channels, we see much broader sections of the population getting involved: 48% attended a meeting of a local town council and 67% took part in an organised effort to solve a problem in their community. Additionally, with 89% reporting discussing governance issues with others, clearly Sierra Leoneans are actively engaged in the issues that affect their lives. This pyramid of participation points to a context in which space for formal participation is limited, especially at the national level, but grassroots engagement is high. Participation in Sierra Leone is by no means the domain of an urban elite, our research has shown that those in rural areas and those with fewer resources are the groups who participate the most.

In order to operationalise this understanding, the consortium has adopted a range of approaches:

(i) Ensuring coverage at regional and district level. The consortium has sought within available resources to achieve coverage across all districts of the country, while not compromising on programme quality and accountability. The ability to locate staff within partner offices has been critical to this coverage, enabling planned recruitment of senior and capable programme staff to cover each region, supervising implementing partner staff working at district levels.

⁸ BBC Media Action 2015 nationally-representative quantitative survey

(ii) Use of Sierra Leonean implementing partners to lead on feedback platforms. Central to the consortium offer is the implementation of the feedback platforms by strong Sierra Leonean partner organisations, working alongside the programme team. The work of these partners is then built on by the consortium partners, for example with BBC Media Action media activities drawing on the platforms and mechanisms created.

(iii) Building systems that reflect and build on Sierra Leonean 'modalities'. Throughout the bid, the consortium has looked at what already exists in Sierra Leone, and applied this as the foundation for work. For example, radio is understood as the key communication medium within Sierra Leone, and so is the basis for BBC Media Action activities. Similarly, the platform development seeks to build on existing structures at community level rather than to run parallel systems which would be less likely to continue beyond the programme duration, while the scorecard methodology reflects the community level access to mobile phones while building onto that an ability to analyse and present the data collected.

(iv) Participative programme design. Leadership within the programme design as a whole has come from the Christian Aid Sierra Leone programme, staffed throughout by Sierra Leoneans with substantial experience in accountability programming in the country, and participating in all relevant networks. A design workshop was then carried out with the national implementing partners in order to develop the framework for implementation of the citizen feedback platforms, based on an understanding of local context and regional variations. As such, we have ensured a grounded approach to fulfilling the programme terms of reference.

(v) Adaptive programming. Building on the participative programme design, it is vital to incorporate adaptive programming into our programme systems, as outlined in section 2.4.5. This enables the programme to draw on lessons of what is working (or not working) – drilled down to a local level - on an ongoing basis, and to vary implementation accordingly. It further provides the means for innovation and ideas to be generated and fed into programme iteration.

2.5 Results framework

2.5.1 A results framework geared for learning and adaptive programming

Based on the positive lessons from ENCISS III, SABI will adopt a participatory community led approach to monitoring, evaluation and learning (MEL), documenting and sharing lessons and experience. MEL will be at the heart of the programme, integral across all areas, to measure progress, learn and adapt strategy as the programme evolves. As each district and community is locally defined, flexible and adaptive, results are not predictable in advance. Standardised and rigid monitoring tools are not applicable, and consequently SABI with its implementing partners will design specific tools and results frameworks during the first year of the programme set up through processes of consultation, discussion across implementing partners and the local communities to ensure that an understanding of progress can be mapped out.

The MEL approach will emphasise coordination, reflective learning and how this can be constructive to inform implementing partner approaches and inevitably support to local communities and government. Programme approaches, methods and tools will be broad and open enough to accommodate a wide range of eventualities, both expected and unexpected while ensuring that results are captured and backed with quality evidence. The use of regular reflection and quick local assessments of political economy will inform the team of key questions such as:

- what is working and what is not working;
- whether we should adjust, scale down or scale up practices and initiatives
- whether we are making a difference.

Furthermore, the MEL will be bottom up community led with the aim of empowering CSOs and citizens to monitor progress of their work and assess state accountability through the use of score cards and community led learning forums.

In order to develop a sound results framework for an adaptive programme we will start with an initial review of the Theory of Change in the business case and revise based on the current situation and the programme vision. In the first year, the Theory of Change will be reviewed twice in order to test the assumptions and routes to improve service delivery. During subsequent years we will review the Theory of Change once per year, prior to the Annual Review in order to prepare and have a solid understanding of the programme progress and gaps. There will be an immediate revision of the logframe tied into the Theory of Change.

The logframe will therefore be aligned to the Theory of Change. However, in order to capture the wider picture of results and the 'process' stories of change we will develop a 'complement of indicators'. For a programme with high level outputs, outcomes and multiple processes, logframe indicators alone will not suffice to tell the story of change. Some of the logframe indicators will therefore be broken down further to provide the fine grain for measuring programme performance, determining the breadth and depth of change, and facilitating judgements about these.

Together with high level indicators, these will constitute SABI's 'complement of indicators', emphasizing the need for multiple indicators to really tell the story of change. They will be a mix of qualitative and quantitative indicators and include process indicators. As a result, this will enable not only the capturing of the logframe indicators but it will also provide a wider picture of results and change that take place outside of the logframe. The process will also have a strong focus on inclusion ensuring that it is captured at different levels in the logframe. It is important to note that a light touch Political Economy Analysis (PEA) will be carried out building on the existing analysis. This will then inform the Theory of Change review and baseline. A light touch baseline will be carried out to fill any gaps in the PEA.

2.5.2 Methodology

Perception Surveys: Christian Aid will carry out periodic perception surveys on an annual basis. This will be done in collaboration with local authorities and other key stakeholders in order to track the progress of higher level objectives (outcome and impact) of the programme. The findings will be used to inform the programme design and approaches going forward as well as for assessing state accountability and responsiveness. Media outlets will disseminate the results of the surveys to the wider population across all districts in Sierra Leone.

Scorecards and Rapid Analysis Tool: The aim is for the score cards to be led by the lead CSOs, innovation fund CSOs and community leaders with technical support from SABI and Christian Aid staff. The MEL Manager will lead on the development of the scorecards with technical input from the consortium and

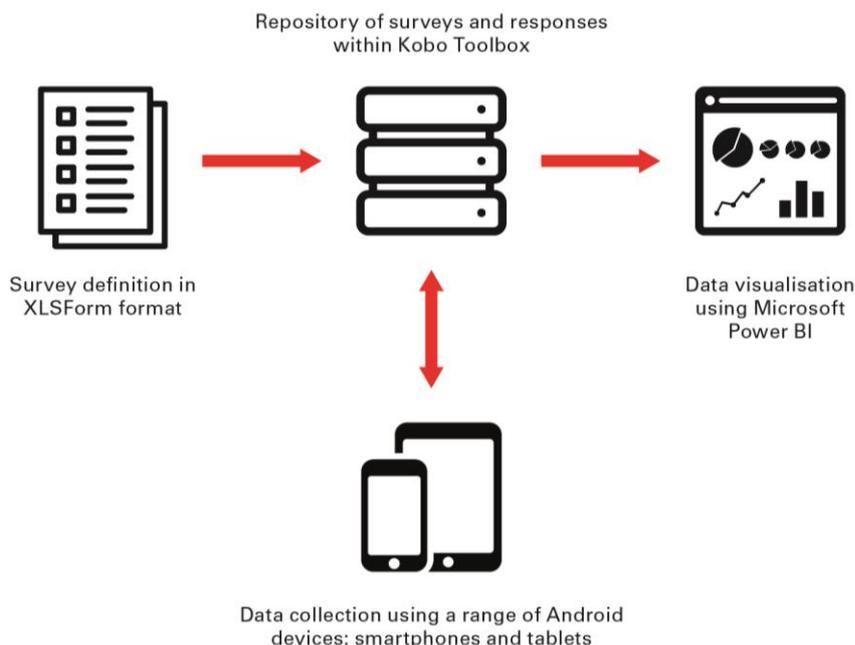
consultants. The MEL Manager, Christian Aid staff and M&E consultant will train the Senior Programme Officers, lead CSOs, smaller CSOs and community members in each region on the scorecards and data collection. Close mentoring and support will be provided by MEL / Project staff to the data collectors throughout the programme.

The data collected for the score cards will be carried out using tablets or other mobile devices and the data will be uploaded onto a central system, the live data hub (specifically, running the Harvard Humanitarian Initiative's *Kobo Toolbox*, integrated with Microsoft's Business Insight tool *PowerBI*), to allow for live and regular analysis of the score card data. Christian Aid has developed and successfully used this in Kenya to harness the potential of digital data gathering and digital data analytics tools to meet a specific need that has been identified within programme work specifically designed for rapid impact assessments. Data can be collected with no internet access and later uploaded to the server, with low bandwidth requirements (i.e. using local phone networks or office Wifi connections when available). The Sierra Leone Christian Aid team have successfully used the *Kobo Toolbox* for KAP Surveys and post distribution surveys for their EVD work. They therefore already have devices with the software installed and knowledge and expertise all of which can be used to help support the process for SABI.

We have further expertise of using the *Kobo Toolbox* in Burkina Faso and Ethiopia for the BRACED baseline and in Nepal for Post Distribution Monitoring. The live data hub will be regularly analysed by the SABI MEL Manager who will also provide quality control. The MEL Manager will use the data internally to inform and adapt the programme as well as using it to feed into the learning /accountability platforms to inform the programme in terms of quality and access to services and where the areas of traction are.

The live data hub is pivotal for the programme in order to enable quick impact assessments which can then be disseminated and used for MEL and accountability purposes. It is important to highlight that the data collection element for the separately contracted fourth output will need to complement the way in which data is collected for the SABI score cards. Furthermore, the data collected for the fourth output will be integral to the analysis process in order to assess the entire programme results. Therefore SABI will work collaboratively with the service provider for output 2 to ensure the data collection and analysis complements each other.

Diagram E: Christian Aid's live data hub



Output to Outcome Journals: Alongside the scorecard data collection there will be a process of qualitative data gathering. At outcome level, we will adopt a two pronged approach of **tracking** and **ranking**. Tracking will be on two levels; grant partners and communities. All grant partners will track 'stories or moments of change' that will be diarised on an on-going basis, also referred to as 'outcome journals.' The outcome journals will not only focus on the change but also on the process that led to the change which will be crucial for learning. Periodically, grant partners will be brought together to rank the change in terms of success to help validate what has been tracked. This will ensure that evidence of change is being captured beyond

output level. The anecdotal evidence captured by partners through the outcome journals will then be coded and aggregated to identify broader trends and create a strong evidence base.

The second level will involve working with a representative selection of community members. The communities will record their 'stories of change' in relation to the project in a medium they feel most comfortable with i.e. using videos, symbols, writing, pictures, drawings etc. The MEL Manager and Programme Officers will conduct meetings every six months with the partners and the selected community members to reflect on their 'stories of change' thus incorporating the voice of the citizens in the on-going monitoring process. The longitudinal nature of this approach will give rich data for learning and communicating programme impacts. In order to make this representative, we will use a **Most Significant Change** methodology, whereby we will rank the 'stories of change' in order of significance by partners and beneficiaries.

The stories that are selected as most significant will then be mapped onto the log frame thus providing a Most Significant Change story for each output and/or outcome indicator which will then inform programming implementation. Results and findings will be shared and discussed with a variety of stakeholders at programme management level and in the learning forums to validate and give legitimacy to the findings as well as to inform the programme implementation. The key areas of change that partners and communities will be tracking will be linked directly to the logframe outcome and output indicators. This approach will also help build the capacity of partners and communities in MEL thus supporting an active and independent citizenry with the ability to carry out MEL.

Regular monitoring of partners/ implementing partner Support: Christian Aid will ensure the quality of implementing partners' implementation and monitoring information through a supportive approach providing guidance in the establishment of monitoring systems, processes and methodologies and regular discussions with implementing partners about results, their Theory of Change and the changing political, economic context which will inform the projects going forward. Our experience globally is that capacity on project cycle management varies considerably, and we are experienced in increasing our support where it is required through **technical support and accompaniment**.

Christian Aid's approach is to support partners to be very specific about the desired changes, and the logic behind how their activities could bring about those changes. For SABI we will build on the systems developed during ENCISIII and develop a refined and results orientated grants approach based on realistic and innovative intervention logics. Through our GTF, PACS, ENCIS, CSF and IAPF programmes we have developed an organisational expertise in providing a supportive approach to partners, and play a key role in leading debates with NGOs in UK and Europe on this issue.

The programme team will conduct an adaptive rolling programme of field visits to IPs on a quarterly basis to discuss progress and challenges in achieving outputs, outcomes and overall objectives, changes in the context and solutions to any problems (in line with DFID thinking on Problem Driven Iterative Approach – PDIA) encountered. There will also be a particular focus on equity, gender and inclusion. Monitoring visits will also be used to assess and discuss capacity building needs with the partners, and identify similar issues across projects within the same regions, which will feed into the capacity building plans of grant partners.

Learning and dissemination is discussed in section 2.4.3. The overall approach is one of learning by doing combined with the dissemination of learning with the broader community of development partners. The MEL Manager will lead and oversee this key area of work.

Management information

A Management Information System (MIS) will draw on the learning from a pre-existing MIS created by Christian Aid staff that is being successfully used by the PACS programme, our DFID service contract in India. The aim of the MIS system will be to have an overview and understanding of the overall progress of SABI towards outcomes and outputs and to draw learnings to feed into the SABI learning framework as well as to help identify support needs for Implementing Partners.

The SABI MEL Manager will input information into the MIS on a quarterly basis based on the outcome journals, perception surveys, live data hub and quarterly monitoring. The data will include information such as beneficiary reach, target groups, coverage area, service delivery and gender related information and will be linked directly to the logframe.

There will also be the opportunity to capture challenges, opportunities and learnings. The MIS will be based on a simple spreadsheet model which will need limited resources to set up and manage but will allow for the

aggregation of results from the different strands of monitoring and evaluation providing a picture of overall progress, key trends, challenges and learnings. The MEL Manager will use this information to feed into the reflection sessions with the management unit.

Reporting: The SABI team will quarterly formal progress reports to DFID on data collection and progress towards the logframe and financials. These reports will draw on reports and updates provided by consortium and implementing partners, and grantees.

Evaluations: It is envisaged that midterm and final evaluations would be procured in parallel to the programme, and we would work in conjunction with DFID to establish the process and outputs of these evaluations. The mid-term evaluation will primarily be to provide a substantial body of evidence on progress and learning at output and outcome levels. For the end of programme evaluation, we will repeat the baseline, and synthesise the monitoring information, score card and perception survey information over the course of the four year programme period, using the baseline as the benchmark to show change over time. Finally, DFID Annual Review exercises will be treated by the programme as an opportunity for an evaluative process (not an external exercise for DFID only) for the programme to adapt and re-strategise on where the programme can strengthen its work on the ground.

2.6 Quality assurance, risk management and duty of care

2.6.1 Quality assurance

Quality assurance and management of risk is built into Christian Aid's core programme and grant management processes. Quality assurance and risk management are managed in an integrated way, assuring excellence in implementation and operations, ensuring processes identify any potential issues that may undermine impact or outputs, and providing the means to correct or respond to these issues.

The first stage of quality assurance is the careful planning, which has begun with the bid development and continues through mobilisation. This includes the elaboration of a risk assessment as outlined below, but also strong context analysis and programme planning, building on pre-existing evidence and studies. The planning is then followed up by close monitoring to identify and respond to emerging issues. Again, the maintenance of the risk registers is a vital part of this, as below. It is also necessary to test and assess the assumptions on which programmatic interventions are made.

Quality assurance processes are applied at programmatic level and grant partner level. At a programmatic level, the Team Leader will report to the Chief Operating Officer. The Chief Operating Officer is in turn accountable to the Christian Aid Large Programmes Oversight Committee, a cross-organisational senior management body which ensures adequate risk management and monitors progress and performance through regular programme reports.

At the level of grant partners for the innovation fund, project proposals will need to include clear and realistic risk assessment and planning. A close accompaniment approach by the programme team will allow refinement of proposals prior to award to assure the quality of the analysis and planning. Provisional awards will be followed by due diligence of all grant partners, overseen using tried and tested systems that have been developed by Mango and used across Christian Aid contracts. Rather than limiting to a simplistic yes/no assessment, these systems help identify potential weaknesses, any capacity building needs, and monitoring plans to ensure these are addressed. Regular monitoring and reporting of grantees through named contacts within the programme team will then be undertaken on all grants.

As is common practice in Christian Aid programmes, beneficiary feedback mechanisms will be established at a community and national level to allow girls, women, community members as well as other stakeholders and duty bearers to provide anonymous feedback on the programme and individual interventions. This feedback will be reviewed and reflected on to inform programming. This is a way to ensure different voices are heard and can be particularly useful for attracting critical feedback and feedback from marginalised groups. The Humanitarian Accountability Partnership standards (succeeded by the Common Humanitarian Standards), provide a good basis for this work, despite having been developed for humanitarian work. In 2016, Christian Aid became one of the first organisations to be certified against the Core Humanitarian Standard by the independent certification body HQAI. Certification against the CHS replaces our HAP certification, and once again demonstrates our organisational commitment to accountability and programme quality by putting the people we are working with and for at the centre of our work.

2.6.2 Risk management

Christian Aid uses a series of risk registers for recording and managing risks. The registers ensure that risks are properly identified, evaluated and monitored, and that appropriate action is taken to manage them. They record risks at a corporate, strategic and operational level. Risk management at **corporate** and **strategic** level ensures Christian Aid is a strong and stable organisation. Mango also critically reviews Christian Aid's risk management, providing supportive challenge on whether risks have been properly identified and whether mitigation actions are sufficient and timely. Mango's role supports that of Christian Aid's internal audit department and Mango's Executive Director, Tim Boyes-Watson, is part of LPOC, a key risk management committee with the relevant Directors of Christian Aid and other senior management which oversees high risk contracts and programmes and supports adaptive programming from the highest level.

Christian Aid has undertaken an initial **operational risk assessment**. The Operational Risk Register assesses risks under the headings Financial; Fraud & Corruption; Governance; Operational, Legal; Reputational; Political, and; Security. The assessment rates the potential impact and probability, and provides mitigation measures.

If awarded the contract we will develop a comprehensive plan to manage risk, to be maintained throughout implementation by senior management. From our initial risk assessment and management exercise we feel completely confident that we can mitigate and manage risks effectively, given the internal processes and procedures that we have in place. Key risk areas are identified as follows.

Risks connected to achieving anticipated programme impact. As previously noted, the Theory of Change and approach correspond to Christian Aid's analysis of programming priorities in Sierra Leone. Nevertheless, accountability programming by its nature deals with uncertainty – with interactions with a complex range of stakeholders and affected by a moving context (including events such as elections, as well as developments in communications). The relevance of priorities raised, and the applicability of approaches adopted, at the outset of a four year project may lose relevance. There are a number of mitigation measures

- Methodologies that embed a participative approach in which the communities define the priorities
- Adaptive programming throughout design, ensuring the programme is able to respond to changing context
- A close relationship with grant partners to enable iteration at project level prior to award and throughout project implementation.

An initial assessment of potential 'blockages' by the Christian Aid team in Sierra Leone identified a range of issues relevant to Output A, requiring mitigation to be designed into the workplan:

Blockage	Mitigation
Responsiveness of local councils	Openness early & continuous engagements
Capacity of local councils & partners	Target right personnel + involve in implementation
Disbursement of funds from central govt + timeliness of funds transfer + amount of funds to local councils	Train councils on robust budget analysis + reporting (BAN)
Govt & state interference + policy dialogues close to elections	Setting up an inclusive project governance structure + transparency & inclusiveness + clarity on purpose + buy in from govt
Not getting rapid buy in from citizens	Media engagement (radio + TV) + wider engagement + partnership building
Government policies	Understanding government policies e.g. Recovery plan

Risks relating to fraud/misuse of funds by grant partners in the innovation fund. Misuse of funds by grant partners damages the reputation of the programme and reduces the impact of available resources. Mitigation is through effective grant processes (ensuring sound basis for awards), strong due diligence, integrated financial and programmatic monitoring (with proportionate staffing costed into the bid), and grant level cash flow management. Responsibility lies with the Head of Programme.

Exchange rates. As the UK goes through the EU membership referendum and Sierra Leone encounters potential risks to stability, exchange rate movement presents varying risks around the value of the sterling funds in local currency, and around the competitiveness of local salaries within Christian Aid's salary scale. Any major impacts on availability of funds would require some re-budgeting in discussion with DFID, while ongoing monitoring of salary competitiveness would enable an internal Christian Aid response if necessary.

Logistical difficulty to operate across Sierra Leone. Christian Aid is committed to nationwide coverage and presence of the team across Sierra Leone. This reflects the success of ENCISS, which had a large commitment to district level engagement. However, within a relatively small budget, it is important to design a structure that will deliver both strong results and value for money. Christian Aid's experience of locating in partner offices during Ebola response will be positive here.

Ebola. A further Ebola outbreak would impact on the practical delivery of planned activities, and may also require a refocussing of the programme. Previous experience demonstrated our ability to respond effectively with DFID's support in this way.

Political risks. Sierra Leone will be going through some big strategic national processes which need to be managed well and can easily become risks to the programme implementation: National Census and delimitation of political boundaries; Review of the National Constitution; and National Elections in 2018. In the case of the elections, DFID has raised the possibility of programme suspension during the election period as a mitigation measure. While Christian Aid considers that this should be a last resort, this does provide assurance should it be necessary.

2.6.3 Duty of Care

Christian Aid fully accepts the responsibility and affirms its commitment and capability for Security and Duty of Care of all personnel and subcontractors involved throughout the life of the contract. We note the following steps in fulfilling this responsibility:

- a. As outlined above, we have undertaken an initial assessment of potential risks based on our own understanding of the context and requirements, and consultations with other stakeholders.
- b. Our risk assessment further identifies management strategies for these risks and ownership of responsibility.
- c. All staff recruited will be fully trained.
- d. Risk will be monitored on an ongoing basis both by the management unit and steering committee in country, with oversight from Christian Aid's corporate risk management systems.
- e. The office will be fully equipped with appropriate material and equipment, and this is budgeted for. We will use local knowledge alongside corporate security expertise to ensure a safe and secure location.
- f. Christian Aid has a country security plan that include analysis of specific risks and emergency planning, including evacuation routes and safe areas. This is supported corporately by security expertise in London and business continuity plans.

Christian Aid has the knowledge, experience and resources and therefore the capability to assume the responsibility for Security and the Duty of Care. This has been recognized by our global insurance company who have given us a premium because of our impressive track record. Christian Aid employs a Corporate Security Manager whose responsibility is for the management of security of Christian Aid operations worldwide; in line with its core priority for ensuring the safety and security of all its personnel in all the countries we work in. The Security Manager is also tasked with managing and developing Christian Aid's Security Policy and ensuring its implementation. The policy is aimed at ensuring that Christian Aid meets its duty of care obligation to its staff in all countries of operation.

In each country, the country manager produces and maintains a country security plan, crisis management plans as well as business continuity or contingency plans. The security plans outline the security procedures specific to that context and provide information on the entire security and cultural context as well as the background to the field operations of the country in question. There is also a risk analysis section which outlines the risks, vulnerabilities and threats of the country by region and country border. This is followed by a Standard Operations Procedures section which outlines the practices that must be followed.

All Christian Aid staff who travel overseas take part in a compulsory security training. The training aims to provide relevant and appropriate security training for development and humanitarian workers, equipping them with the skills required to both prevent and respond to the most predominant security threats. The level of training undertaken by staff will depend on the risk rating of the country one will be working in. All country staff are fully covered by insurance, including medical coverage. Christian Aid also has a global corporate and medical insurance coverage which covers both travellers and country staff. Our long term presence in-country and involvement in relevant networks and links with communities ensure that our security and risk assessments are specific, tested and relevant.

Using the rating scale of 1-5 (5 indicating extreme risk and potential evacuation), Sierra Leone is currently rated as 3 ('medium'). Our plan also reflects the regional variations in security context across the country, and further highlights key national risks, including Ebola, road traffic accidents, crime, civic unrest, and outlines appropriate standard operating procedures which enable Christian Aid to work across the country while assuring sound duty of care.

2.7 Workplan

Development

Delivery

YEAR 1

Activity/deliverable	Month											
	1	2	3	4	5	6	7	8	9	10	11	12
Programme Management												
Developing operational guidelines												
Context analysis, PEA, Theory of Change testing and review												
M&E methodology and tool development												
M&E training on methodology and tools												
Core senior team in place												
Recruitment of full team												
Stakeholder engagement at national level												
Gender and Inclusion strategy												
Develop MIS												
Output A - Strengthened citizen voice and interaction with state												
Assessing community structures and status of networks/platforms at district level												
Consultation and engagement at local level												
Developing detailed workplans for platform establishment and support with implementing partners												
Platform mobilisation												
Training and support to platforms for effective functioning												
Scorecard development and launch												
Scorecard testing and training												
Scorecard collection and analysis												
Forums for dialogue												
National radio programming												
Use of social media												
Recruit Youth Accountability Volunteers – Cycle 1												
Foundation Training for Youth Volunteers and representatives – Cycle 1												
Youth Accountability Volunteers on placement, evidence sharing, action planning and follow up sessions with communities – Cycle 1												
Mid-Term Training for Youth Volunteers and representatives – Cycle 1												
Output B – Innovative and locally led solutions to improve accountability												
Light adaptation of grant architecture												
Thematic scoping for Call for Proposals												
Call for Proposals launch and deadline												
Assessment, due diligence, contracting												
Project implementation												
Finalisation of grant architecture												
Output C – Improved knowledge of what works												
Development of learning platforms plans												
Research on media activities												
Implementation of learning platforms												
Adaptation and iteration												
Perception surveys												

YEARS 2-4

Activity/deliverable	Year 2				Year 3				Year 4			
	q1	q2	q3	q4	q1	q2	q3	q4	q1	q2	q3	q4
Programme Management												
Context analysis, PEA, Theory of Change testing and review												
Mid-term review												
Final evaluation												
Output A - Strengthened citizen voice and interaction with state												
Scorecard collection and analysis												
Forums for dialogue												
National radio programming												
Use of social media												
Youth Accountability Volunteers on placement, evidence sharing, action planning and follow up sessions with communities – Cycle 1												
Recruit Youth Accountability Volunteers – Cycle 2												
Foundation Training for Youth Accountability Volunteers and Youth Council representatives in action planning for accountability – Cycle 2												
Youth Accountability Volunteers on placement, evidence sharing, action planning and follow up sessions with communities – Cycle 2												
Mid-Term Training for Youth Accountability Volunteers and Youth Council representatives in action planning for accountability – Cycle 2												
Output B – Innovative and locally led solutions to improve accountability												
Thematic scoping for Call for Proposals												
Call for Proposals launch and deadline												
Assessment, due diligence, contracting												
Project implementation												
Output C – Improved knowledge of what works												
Research on media activities												
Implementation of learning platforms												
Adaptation and iteration												
Perception survey												

Section 3 Names & CVs of personnel to work on this project.

REMOVED

Section 4 Personnel Inputs

Removed

Section 5 Matters not appropriate in any other appendix

Removed