

**PROMOTING INFORMATION AND VOICE FOR
TRANSPARENCY ON ELECTION**

(PIVOT)

Report on the Post-Election Evaluation Exercise

December 2007

Alison Lochhead, Annie Longley,

Joseph Batty, Smita Choraria



**Triple Line Consulting ltd
3 Princeton Court
55 Felsham Rd
LONDON SW15 1AZ, UK
Tel: +44-20-8788-4666
Fax: +44-20-8830-8612
www.tripleline.com
3L@tripleline.com**

Table of Contents

Methodology	4
Acknowledgements	4
Executive Summary	5
1. Context/Background	6
1.1. Purpose and Outcomes	6
1.2. Brief Description of each project	7
2. The PIVOT Umbrella	7
2.1. Inception of PIVOT	7
2.2. PIVOT Linkages and Synergies	8
3. Programmatic Achievements	8
3.1. Output 1	9
3.2. Output 2	Error! Bookmark not defined.
3.3. Output 3	Error! Bookmark not defined.
3.4. Output 4	Error! Bookmark not defined.
3.5. Output 5	Error! Bookmark not defined.
3.6. Post Parliamentary and Presidential Elections	12
4. Management and Coordination	12
4.1. Reporting and Monitoring and Evaluation	Error! Bookmark not defined.
5. Value for Money	14
6. Recommendations and Way Forward	14
6.1. Lesson Learning Workshop	Error! Bookmark not defined.
6.2. PIVOT to strategise more clearly around the PIVOT goal 'citizens able to hold local and national governments to account'	Error! Bookmark not defined.
6.3 PIVOT Logframe	Error! Bookmark not defined.
6.4 DFID and Co-ordinator Management	Error! Bookmark not defined.
6.5. Lessons learnt from Umbrella Approach	Error! Bookmark not defined.
6.6. Key lessons for an umbrella programme	Error! Bookmark not defined.
7. Longer term sustainability (accountability and responsiveness)	16
ANNEX 1: Draft Terms of Reference for PIVOT Project Coordinator	
ANNEX 2: List of People Met	
ANNEX 3: Terms of Reference for Evaluation	

N.B Additional Annexes to be added pending stakeholder review

Acronyms

BBCWST	British Broadcasting Corporation World Service Trust
CSO	Civil Society Organisation
CTN	Cotton Tree News
EC	European Community
FH	Fondation Hirondelle
IGAP	Improved Accountability and Governance Pact
INGO	International Non-Governmental Organisation
IRN	Independent Radio Network
LTO	Long Term Observer
NDI	National Democratic Institute
NEC	National Electoral Commission
NEW	National Election Watch
NGO	Non-Governmental Organisation
PIVOT	Promoting Information and Voice for Transparency on Election.
SFCG	Search for Common Ground
TDS	Talking Drum Studio
UNDP	United Nations Development Programme
WFD	Westminster Foundation for Democracy

Methodology

A post-election evaluation exercise was undertaken between the 12th – 24th November 2007. The evaluation team consisted of Alison Lochhead (Monitoring and Evaluation and Social Development Expert), Annie Longley (Elections Expert), Joseph Batty (National Expert) and Smita Choraria (Pan-Africa Strategy Dept, DFID).

The evaluation methodology consisted of:

- Document review;
- Individual / group interviews and roundtable discussions with key PIVOT stakeholders in Freetown, Makeni, Kabala and Bo;
- Discussions with communities, which included key PIVOT target groups (women and youth), in villages including Fadugu, Bamukoro, Kafogo, Heremakono, Lengekoro, Kasoria and Kasongo (Koinadugu District), and Dambala, Bumpe and Tikonko (Bo District) (see annex 9 for full details).

Acknowledgements

The Evaluation Team greatly appreciate the cooperation of all those who gave their time to be interviewed as part of the preparation of this report. In particular, we would like to express our thanks to Jane Hobson and Ada Holloway (DFID Sierra Leone) and to all the PIVOT partners who worked so hard to set up our programme and to those who accompanied us on our field visits. Special thanks to our two drivers Maju and Sumah.

Executive Summary

A mid-term post election evaluation was undertaken between the 12th - 24th November 2007 on the two year, £2.5 million PIVOT programme. The goal of the programme is that 'citizens (are) able to hold local and national government to account'; the purpose of PIVOT, is to support free and fair elections by improving citizens' ability to engage effectively in the electoral process through enhanced capacity of media and civil society. Parliamentary and presidential elections were held in August and September 2007; local elections are due to take place in May 2008.

PIVOT brings five complementary projects together, working towards a common goal and purpose within a shared framework. Strategically, the concept is excellent. The arrangement enables partners to build linkages with one another and external stakeholders, and to share information which is particularly valuable in the final run-up to elections. Through building a common understanding of the intended outcome, activities in individual projects should complement and reinforce each other.

In practice, whilst PIVOT has played a crucial role in ensuring free, fair and non-violent presidential and parliamentary elections potential opportunities presented by the umbrella approach have not been maximised; largely due to management and coordination problems. There has not been adequate facilitation of partners to strategise jointly, to discuss work-plans, and to flag potential synergies and overlaps. Within individual organisations, implementing staff in the field overall have very limited awareness of PIVOT, or more importantly the potential of working with the other partners. It is important that implementers in the field are aware of the common vision, and who partners are, so that they can build links within the PIVOT framework at an operational level.

Provision has been made for a PIVOT coordinator, but due to a number of reasons, including an unclear mandate and limited authority for example, the coordinator has not had sight of narrative and financial reports submitted by partners to DFID and the role has not fulfilled its purpose. A stronger oversight approach is required from a coordinator to bring PIVOT together as a whole. In addition, it is recommended that partners adopt a joint work-plan that is discussed and updated on a monthly basis. This joint work-plan should replace the joint log-frame which does not appear to have been systematically used by any of the partners.

Overall, monitoring and evaluation has been very poor. As a result, it was difficult for the evaluation team to quantify the impact PIVOT has had, and most of the evidence gathered is as a result of interviews conducted. For the final year of PIVOT, partners need to agree with DFID clear, realistic targets with associated indicators that are then regularly reported on.

Despite these broader, structural issues, most individual projects within PIVOT have performed remarkably well in their core activities including voter education, broader voter sensitisation, election reporting and election observation. PIVOT made a significant contribution during the presidential and parliamentary elections, and was particularly important as civil society engagement was not a priority in the multi-donor Election Basket Fund.

Detailed analyses and recommendations for individual projects are included in the annexes. It is recommended that DFID meet with partners individually to discuss the findings for each project, and crucially to agree priorities for the forthcoming year. Partners should then draw up work-plans for the duration of PIVOT. It is essential that this be done as a matter of urgency as it appears that in the aftermath of the elections, there has been a lull in activities and direction. PIVOT partners now urgently need to regain momentum and direction to support citizens to be able to: hold local and national government to account; participate in the local government elections scheduled for 2008; and build on the foundation that has been built in establishing lines of accountability between citizens and those who govern them.

1. Context/Background

During the last elections Sierra Leone made the transition to a constituency-based 'first-past-the-post' electoral system. Parliamentary and presidential elections were held on August 11th, with a presidential run-off election on September 8th 2007. It was recognised by donors supporting the election process, including the UNDP, EU and DFID, that civil society and the media would play an important role in providing accurate information on: how the electoral system would work; overseeing and monitoring the elections: reducing potential opportunities for electoral malpractices; and reporting on events promptly to avoid rumour, calm tension and help to avert violence.

However, under the basket fund set up to support the electoral process, insufficient attention was given to civil society engagement. DFID had received unsolicited proposals from a number of organisations wanting to support the election process and it was decided to select several which complemented each other, bringing them together as a whole under the PIVOT programme.

PIVOT fits well with DFID's governance policies, as well as specific support to Sierra Leone and the PRSP for promoting good governance, peace and security. PIVOT addresses two core components of the governance framework outlined in White Paper 3, *Making Governance Work for the Poor*: 'Accountability', through building civil society ability to hold government to account; and 'responsiveness,' through building the capacity of government and public organisations to better engage with and respond to the needs of citizens. The UK Secretary of State has specified that free and fair elections will be a condition for continued Direct Budget Support to Sierra Leone. The project also supports the Improved Accountability and Governance Pact (IGAP) agreed between GoSL and Development Partners in 2006.

1.1. Purpose and Outcomes

The purpose of the 'PIVOT' programme is 'to support free and fair elections by improving citizens' ability to engage effectively in the electoral process through enhanced capacity of media and civil society'. This will contribute to the wider goal of 'citizens being able to hold local and national government to account'.

The two year programme will cost up to £2.5¹ million and has covered support for preparations for the national elections. The second year of PIVOT will cover the preparation and oversight of local council elections which are due to take place in May 2008, (although the exact date is not yet fixed), as well as further developing accountability links between civil society, parliament and government.

The intended **outcomes** of PIVOT are:

- **greater understanding of citizens**, particularly poor women and men, on electoral processes and issues, and of their role in holding Government to account;
- **enhanced capacity of media and civil society** to provide accurate information to the public and to effectively monitor election processes;
- **strengthened internal democracy** and issue-based platforms developed within political parties, and increased participation of women and youth in the political process.

The selected international and national organisations and their key tasks within PIVOT are:

- Fondation Hirondelle, the BBC World Service Trust (BBCWST) and Search for Common Ground (SFCG) supporting the media side;
- Westminster Foundation for Democracy (WFD) supporting political party strengthening;
- National Democratic Institute (NDI), and National Election Watch (NEW) facilitating election observers;

¹ PIVOT concept note total is £2.49 million.

- Oxfam and 50/50 to support the engagement of women and youths.

Other donors who provide support to organisations that are PIVOT partners are USAID (providing support to NDI), Irish Aid and DG/Relex (contributing additional funds to the Fondation Hirondelle project).

1.2. Brief Description of Each Project

Fondation Hirondelle: Cotton Tree News (CTN) developed at Fourah Bay College, Freetown, as an independent news and information organisation. The studios at Mount Aureol FM are used to produce daily, six hours of live news and information programming that is broadcast nationally. The recent focus has been on election broadcasting but the aim is for general development and news broadcasts. Mentoring and training is given to local journalists and students of mass communications at Fourah Bay College. (Two year budget).

NDI and NEW: Two international observers' delegations (one prior and one during the election period). Support to coordination of domestic and international observers. Capacity-building and technical assistance to National Election Watch (NEW) a domestic observers' umbrella group, to cover the 2007 elections with observers present in every polling station, to undertake voter education outreach work in collaboration with NEC and to observe the local elections in 2008. (NDI 1 year budget, NEW 2 year budget).

Oxfam and 50/50: The Pacer project aims to increase the number of elected women in national elections and local elections, and to build the capacity of women for effective fulfilment of elected roles, focusing on two priority districts, Koinadugu and Kailahun. Oxfam is also supporting NEC on gender issues and undertaking organisational capacity building for 50/50, including support to two new district offices (2 year budget).

Search for Common Ground and BBC World Service Trust: Voter and civic education through the development of messages and radio slots, capacity building of local radio stations, and co-production of new programmes to support non-violent elections. Training in balanced and unbiased elections reporting and enabling media collaboration for messaging and reporting. Outreach activities including issue based debates and activities with women and youth in communities. Post-election engagement will maintain and strengthen accountability lines and lead up to 2008 local elections. (SFCG 2 year budget, BBC-WST 1 year budget).

Westminster Foundation for Democracy: Cross-party training on campaigning, communications, developing code of conduct, in-country polling. Post-elections supporting transition to Government through training in being an effective parliamentarian and training in 'effective opposition' (2 year budget)

2. The PIVOT Umbrella

2.1. Inception of PIVOT

It was intended that implementation of PIVOT would begin in October 2006. The PIVOT coordinator was appointed in October but there were delays in beginning implementation of projects due to contractual arrangements that needed to be established between NDI and NEW. As a result, DFID did not sign contracts with partners until January 2007. Despite funding constraints, some partners did establish workplans and start-up activities before this date. However, they did report that the initial delay did have some knock-on effects on their workplans.

PIVOT was created relatively late considering parliamentary and presidential elections were scheduled for August 2007. As a result, several partners said that PIVOT 'hit the ground running'. It seems that the relative lack of preparatory time to lay the ground for PIVOT as an umbrella programme has impacted on the development of a strong partnership approach and a common understanding across the projects. Several of the management and coordination problems PIVOT

is facing can be attributed in part to the fact that sufficiently clear and robust structures were not set up and firmly established when the project began.

- ***When designing an umbrella programme such as PIVOT, strong management and coordination structures, which ensure a common understanding across individual projects, should be put in place at the outset.***

2.2. PIVOT Linkages and Synergies

The evaluation team tested the synergies as envisaged by DFID at the conception of the programme, and looked for maintained and increased synergies. Conceptual synergies amongst the PIVOT partners as outlined in the project inception were:

- Fondation Hirondelle (FH) – Fourah Bay College – UN Radio ;
- Search for Common Ground and Talking Drum Studios (SFCG/TDS) – BBC World Service Trust (BBCWST) – Independent Radio Network (IRN);
- Westminster Foundation for Democracy (WFD) – CMDA (not DFID funded);
- National Democratic Institute (NDI) – National Election Watch (NEW);
- OXFAM – 50/50 Group.

Actual Synergies amongst the PIVOT partners recorded by the evaluation team were:

- Fondation Hirondelle – Fourah Bay College – UN Radio – IRN Radio – 50/50 Group – NDI – NEW – NEC;
- SFCG/TDS – BBC-WST – IRN – WFD – 50/50 Group, NEC;
- WFD – CMDA – BBC-WST;
- NDI – NEW – SFCG/TDS – 50/50 – Fondation Hirondelle – IRN;
- OXFAM – 50/50 Group – IRN – TDS.

As demonstrated above, synergies did take place outside the original project design. The flexibility and opportunity PIVOT allows to build working relationships was described by several partners as one of its strengths. For instance, BBC-WST voluntarily assisted WFD to include a media slot in a training workshop for aspirants. Existing relationships were also strengthened, for example, between SFCG, BBC-WST and NEW, who despite having worked together previously, stated that through working towards a common goal they had gained a different perspective, from discussing approaches and insights, on how to communicate with their target groups.

However, particularly in the field, these linkages were often made as a result of pre-existing relationships or informal *ad hoc* meetings rather than as a direct result of PIVOT. Some partners we spoke to outside of Freetown were not fully aware of PIVOT, but nonetheless had forged opportunistic links with other organisations within the PIVOT framework, for instance as done by a 50/50 district coordinator with Talking Drum Studio (TDS). Almost all staff up country said it would have helped to have had fuller information about PIVOT so that they could have made more systematic and strategic linkages where this would have reinforced their work.

- ***PIVOT partners in Freetown should ensure implementers in the field share a common vision of the programme so that they are able to maximise the value of the PIVOT framework by building linkages and synergies at an operational level.***

3. Programmatic Achievements

The purpose of PIVOT is 'improved (citizens') ability to engage effectively in the electoral process through enhanced capacity of the media and civil society'.

There was a concerted collaborative effort made by all stakeholders including PIVOT partners, civil society groups, non-government organisations, security services, and the NEC towards this purpose and ensuring free, fair, and non-violent elections. There was a significant effort to ensure

that voters understood all the election processes from registration and voter exhibition to procedures on Election Day. PIVOT also contributed to building citizens understanding of electoral issues, such as information about issue based campaigns and the rights of voters to make their own decisions. Through disseminating information about the wider election process using different approaches and angles; for example, political parties signed codes of conduct which were shared with the electorate, party leaders' broadcasts supporting non violence and their manifesto pledges, jingles about voter education such as the need for calm and the right for all to vote and not be harassed. Targeted programmes to specific groups and around particular issues, such as 'remember to take your ID card with you to vote', balanced and unbiased news coverage and outreach work with communities including youths.

3.1. Output 1: Greater Understanding of Citizens, Particularly Poor Women and Men, on Electoral Processes and Issues; and of their Role in Holding Government to Account

NEC and Voter Education

The activities of PIVOT partners extended the reach of voter education, through working closely with the National Electoral Commission (NEC), to diversify messages to different sectors of the community and reach down to the grassroots levels. Oxfam worked with NEC on gender training for officers and reviewing NEC documentation to better ensure that voter education and electoral processes targeted women's participation. NEW worked closely with NEC in extending the reach of voter education as well as reporting to NEC in their observer capacity. Where NEC received reports from polling stations, NEW helped to clarify these and this helped in building the credibility and trust of NEC and the information they were giving.

Sensitisation

All people spoken to said radio was an important means of gaining information about voting and especially remembered messages on the need for non-violence. Different people remembered different programmes, some the jingles, some the poems, and women on the whole enjoyed the programmes targeting them. One chief commented, 'these elections were very tense. Different organisations helped to calm the people. The danger with elections is that there is a lot of rumour. The media such as IRN helped to calm things down.' Another chief in Bo said, 'without the presence of organisations supporting calm elections then this area would have seen some election-related violence. The surprise on the day was that people voted for their choice and the results were accepted. The information received from IRN and TDS was vital to this'. SLP in Bo also supported this saying that 'radio had an important role in calming tensions. All stakeholders worked very closely together and supported each others efforts; it was a good example of a concerted effort by everyone'.

The power of the radio messages directed towards non aggression, especially targeting the youth, was commented upon everywhere the evaluation team went, not only by elders but by youth leaders and by young males informally interviewed. Whilst the radio appears to have been the main source of information for voter education, particularly in rural communities, outreach work conducted by field officers also contributed. Almost all the communities visited by the evaluation team had been visited by representatives of different organisations in the run-up to the elections, including PIVOT partners such as TDS and 50/50 (in Koinadugu district). They reported that officers had conducted meetings emphasising issues such as the importance of non-violence, and of the right to vote individually.

The reach of both the grass roots CSO's and the INGO's in the PIVOT programme was tested and their messages did get 'off tarmac'. However, there were often many organisations working in one particular area in a chiefdom and not getting beyond the main town. For example, in Bumpe it was reported that few organisations reached all the chiefdom sections as most concentrated on Bumpe town.

- ***For the local election it will be important to ensure all chiefdoms are targeted for information and outreach and not only the main chiefdom centre.***
- ***The approach taken in the information programmes and messages, including non-violent messages, resulted in people feeling confident to vote and possible rumours and misunderstandings were averted through timely coverage of news items, which all contributed to free and fair elections.***
- ***Politicians and aspirants were involved in discussing their campaigns and visions and this has started the process of gaining evidence from politicians through which their constituents can hold them to account.***

3.2. Output 2. 'Enhanced Capacity of the Media to Produce Election Materials and Provide Accurate, Credible and Unbiased Information to the Public about Elections'

Radio is the most commonly mentioned and most trusted source of information in Sierra Leone² and was focused on as a key area to support PIVOT. Fondation Hirondelle is now producing six hours of live news and information programming through Cotton Tree News, with the focus on election broadcasting, as well as training and mentoring staff. BBC World Service Trust undertook training for about 100 staff in seven IRN community radio stations. 254 producers and reporters were trained in election reporting from all IRN stations and 133 women producers and presenters were trained.

The training was highly regarded in the radio stations visited by the evaluation team, with the main benefit being more balanced reporting and better delivery of news. An example given, was that reporting was much tighter and more focused after the training with more focus on issues important to the community. New programmes were developed such as at KISS 104 'Count down to elections'.

The training was aimed at producing more balanced and unbiased reporting and information. An example was given by radio staff in Makeni saying that before the training, they would have given the focus on the opposition party as it 'was here' but after training they gave even coverage to all parties and an outcome of this change in reporting was the fact that the opposition party headquarters was not trashed after the election, which everyone thought would happen.

- ***People interviewed generally commented that there was greater tolerance during and after the election.***

3.3. Output 3. 'Enhanced Integrity of the Electoral Process through Observer Delegation and Improved Credibility in Monitoring and Reporting on Elections Process through Enhanced Capacity of Civil Society to Effectively Monitor the Election Process'

NDI exceeded their original proposal by not only deploying two six person pre election international observation delegations, but also putting in place nine long term observers in four regions, from April 2007 through to September 2007. The long term observers (LTO's) are a vital component for any observation mission and without them an observation mission can be considered unsound.

In August, NDI deployed a team of 42 international observers, 8 more than originally proposed, to observe Sierra Leone's August 11 presidential and parliamentary elections.

NDI also provided targeted technical assistance to the NEW coalition to help strengthen its ability to implement an effective domestic election monitoring program. NDI provided training of trainers, assistance in producing poll watchers manuals, training in the collating of observation checklists and writing of observation statements and reports. NEW executive and temporary recruits on the

² Media Use and Knowledge, Attitudes and Behaviour around Politics and Elections in Sierra Leone. Baseline Survey BBCWST/SFCG

ground were very satisfied with the support from NDI and the training of trainers was excellent; evidenced by not only the esteem that NEW observers were held in, in their communities, but a lack of complaints and, the fact the National Electoral Commission is using their observer check lists for verification of complaints from parties on election day malpractice.

- ***All spoken to confirm the presence of observers, both international and national, and the contribution this made to orderly voting. Whilst voters could not specifically remember NEW or NDI by name, many mentioned domestic observers wearing black t-shirts; which was the NEW uniform.***
- ***NEW is establishing itself as a non-partisan and credible observer group, not only through being seen as observers in the polling stations but through their outreach work, for example working with chiefs and elders in 15 chiefdoms in Bo on voter education.***

3.4. Output 4. 'Increased Participation of Women and Youth in the Political Process'

Messages on the importance of women's participation in the elections had a broad reach. Women and crucially also men (including chiefs) in villages visited by the evaluation team said that many organisations had visited them in the run-up to elections emphasising that women also have a right to participate. 50/50 was specifically mentioned in several different communities, as was messaging and programmes targeting women by TDS. Overall, there appeared to be a very positive attitude to the right of women to participate in elections as voters and candidates.

Although relatively few women stood for election, the majority of people spoken to were publicly in favour of women participating, and many said they wanted more women to stand as they might 'make a better job of it'. Women spoken to, for example, the chair of the Market Women's Association in Kabala, said she wanted to stand for local election and was being encouraged to do so through the activities of women's groups, including 50/50. Women said that they feel part of the process and they know how to vote through listening to the radio and organisations coming to tell them what to do. Women were particularly encouraged by hearing women's voices on the radio discussing the elections and seeing women officiating in the polling stations. Outreach support was given by SFCG and CSOs to women and youths and through 50/50 grassroots to engage women in participating in the election process and giving them a voice. Training to women aspirants was undertaken by various organisations, including 50/50, although little coordination appeared to take place to support all efforts.

Youths in Koinadugu, in Kabala and villages visited, commented on the importance of the radio jingles and voter information and how programmes did influence them, especially on non-violence. Some youth groups would then take this message to others in their community to convince them. Youths spoken to did feel included and part of the election process.

- ***NEC stated that although messages were getting through to women and more voted as a result, women's participation is still a big issue and needs more attention.***
- ***Gender disaggregated data to be used more widely to inform design and reach of activities.***

3.5. Output 5 'Strengthened and Representative Political Parties Providing Choice to Electorate Based on Policies'

There is one activity which can be attributed solely to PIVOT. For the first time, candidates were asked to state their policies to the people in the form of public forums and debates, through a facilitated combination of PIVOT partners working with communities, political parties, and using the radio to broadcast. No other donor funded projects targeted this important aspect of voter education; informing voters about candidates from an issue based perspective.

Different partners were involved, such as the work of WFD in working with political parties on the delivery of their manifestos to the public, through BBCWST training on election reporting and SFCG staging the public forums and debates in communities and broadcasting these to gain a greater reach, while enabling listeners to text or phone in with questions and comments. These debates were often followed up within communities and further discussions held.

Chiefs told the evaluation team that they supported issue based discussions within their communities and the campaigning was on the whole based on issues rather than party loyalty. They welcomed this development and would support this continuation into the local government elections. Many people in communities recalled attending public forums, and spoke of them very positively. Some people said it made a difference to their perceptions of the candidates, while others could not attribute any differences it made to their voting behaviour. Work in this area is nascent, and much needs to still be done in terms of civic education. Nonetheless, through these debates an issue based campaign began to be developed, supported by the work of WFD in working with political parties on the delivery of their manifestos to the public, and through BBCWST training on election reporting. This is how synergy should work and has enabled valuable evidence to be gathered on the answers candidates gave, and promises made to the electorate that can be used to hold them to account in the future.

- ***Debates between all parties were very positively received and this approach needs to be further built upon for local elections to build confidence in politicians, decision makers and the electorate to engage with each other on issues and demands.***
- ***Evidence from all the PIVOT activities, regarding promises and pledges made by politicians, to be gathered and used by constituents to hold them to account post election.***

3.6. Post Parliamentary and Presidential Elections

The post-election response from PIVOT partners has been less noticeable although in many communities there are instances of uncertainty, frustration and anger about the results, some due to invalidated polling stations. There has been inadequate follow-up and explanation about these issues which is causing pockets of distrust and a feeling of disempowerment from the process. For example, there has been little action to track the outcomes of cases brought by NEC, or floggings and other misdemeanours reported by NEW, or to report on follow-up processes regarding the 477 invalidated polling stations. This needs to be urgently addressed by PIVOT partners through outreach activities, including messaging and community level sensitisation, targeted at areas where such problems did occur.

PIVOT activities have gradually begun to build a demand to hold those elected accountable for promises and the issues they raised during campaigning. In the communities the evaluation team visited, on numerous occasions, people asked for more public debates and opportunities to question those in power. It is important that PIVOT capitalises on this and maintains the momentum that has been built up.

- ***Practical follow-up of issues arising during the elections is critical to ensure the confidence and trust developing in the electoral process is maintained.***

4. Management and Coordination

A PIVOT coordinator was appointed on a part-time basis; 10 days a month to oversee regular monitoring and co-ordination of the programme, to arrange monthly meetings, and to report on PIVOT progress. To enable clear monitoring of the PIVOT programme a joint PIVOT logframe was developed, building on the individual log-frames each partner had presented with their proposals. An activity monitoring schedule was established with a schedule to September 2007; despite PIVOT being a 2 year programme. This has not been updated.

There were monthly meetings held, where partners fed back on activities and there was an opportunity to meet with invited guests, such as NEC. These monthly meetings were time bound to one hour, which was appreciated by some partners but others said it didn't provide sufficient time to share views. Some partners commented that these meetings were not used adequately to explore issues arising, discuss difficulties, ways of working together and how to further synergies. These meetings were not minuted and no record has been kept of them. Therefore all information shared and decisions made in these meetings have been lost. There will be a wealth of information from meetings and discussions held, due to lack of recording, which can now not benefit PIVOT future decisions and progress.

DFID staff have full work loads and appointing a PIVOT coordinator was intended to enable DFID advisers to concentrate on oversight rather than management and follow-up. However, the management structure was not robust enough to deliver on this as the co-ordinator's role was not clear and lacked the authority to oversee the whole programme. He did not access the narrative or financial reports which partners gave to DFID and therefore could not analyse and take action on whether progress was on track or not, and issues arising relevant to PIVOT implementation from these reports were not shared with all partners.

There was a lack of clear responsibility for PIVOT within DFID. The Programme Manager only processed payments and did not oversee any other part of the programme, such as tracking reports or budget spend against logframe and activities. This was reported as due to overload of work and that as a result, it was only possible to be reactive to issues arising, for example a request for payment, and not possible to manage the programme. The co-ordinator's terms of reference did not enable him to take on this role, nor was this suggested, and therefore no responsibility was taken for overall PIVOT management. An indication of this was the difficulty in obtaining a full set of reports and relevant PIVOT documents. There was no 'home' for these and no one person taking responsibility to ensure oversight of PIVOT progress and guidance. It must be noted that there was a 6 month staffing gap on the programme management team which impacted on the ability to closely manage PIVOT progress. Management is falling between various positions, with resulting overall lack of coordination and oversight.

- ***To ensure robust management and oversight of PIVOT, clear authoritative responsibility needs to be included in the coordinator role.***

4.1. Reporting and M & E

Overall M&E was weak in all projects and in the overall PIVOT programme. The logframes for the projects were very varied, there were few indicators which would help to assess the impact and difference the activities were making to achieve the outputs and goals. Some indicators were unrealistic for the PIVOT time-span and therefore not useful in assessing progress. An example of weak M&E was the fact that Oxfam were still waiting for a commissioned M&E framework and in the meantime had not developed any alternative M&E.

A PIVOT logframe was developed by the coordinator and shared with PIVOT partners. Although the intention for this was sound, to bring together all project activities as a cohesive programme, this was not used to systematically monitor the programme and partners would use their own logframes to report against, and there was confusion about what was to be reported as PIVOT (the logframe) and their own projects to DFID. It was a very unclear structure which did not help overall coherent M&E.

The inadequate monitoring and lack of ownership of the PIVOT programme beyond Freetown made it hard for the evaluation team to assess the achievements of the projects, and the overall impact, to date, of PIVOT, beyond anecdotal evidence and recorded achievement of activities such as numbers of people trained, attending workshops, public debates held or media

programmes made. There was little systematic collection of evidence of activities undertaken and their outcomes. There is an opportunity to develop this in the next phase of PIVOT.

Reporting lines for reports. There were various reporting arrangements; some quarterly, some six monthly and one partner has not submitted any reports. These reports were sent to the DFID project manager, and not to the PIVOT co-ordinator. The DFID project manager did not review these reports nor feedback any issues arising from them. They were therefore not used to inform on PIVOT progress and as a management tool.

Partners did a one or two page report to the PIVOT co-ordinator, this was not against their logframes and did not include all activities, issues arising and any discussion points for PIVOT as a whole. These reports were combined as monthly reports but not shared with partners, or other stakeholders, such as donors.

- ***Monitoring and evaluation is an important management tool and without an agreed goal and clear indicators which are systematically reported against, the overall achievement of PIVOT is difficult to assess. This minimises the ability of all partners to gain an understanding of where the strengths and weaknesses are in the programme and collectively take action to further complement each others efforts.***

5. Value for Money

There are some projects which could have had more budget scrutiny at proposal stage and this has resulted in some over budgeted activities, such as the WFD survey which was highly expensive and has not been disseminated. There was also duplication in survey work, as the BBCWST survey was adequate for the information required and it would have been more cost effective to ensure the surveys covered all needed information across PIVOT partners rather than duplicating effort and cost.

More scrutiny would also have helped to ensure a balance between funding consumed by implementing organisations versus expenditures directly benefiting the target groups. In some of the projects the budget lines for supporting costs such as: office equipment; staff and travel, is high and lacks explanation in intended activity outcome.

There were also under budgeted activities, such as no follow up surveys, without which the initial surveys serve little purpose as baseline information. There is very little in budget lines for post election activities, which are crucial to overall impact and without which the pre-election positive impact of activities can easily be lost and expectations and hopes of the political arena being more accountable are not supported.

- ***Overall PIVOT represents good value for money, as it contributed to the overall calm acceptance of the election results and more importantly the activities have contributed to the development of issue based campaigning and the awareness within civil society that they have the right to hold those elected accountable for their promises.***

6. Recommendations and Way Forward

The PIVOT programme is suffering a post election malaise and there is an urgent need to revive activities and to plan for the next year of the programme. There is a need to move the programme away from voter education and election messaging (which was successfully achieved for the elections), towards engagement with civic and political education to build capacity of civil society, including young people under voting age, to engage with decision makers to hold them accountable and to enable the decision makers to respond to needs. The focus of the programme needs to extend beyond national and local election engagement, to a broader civic and political engagement with governance, for example, representation, elections and accountability lines for

ward committees, town councils, trade unions, parent teacher associations, youth groups, district officers. There is a need to build people's confidence and ability to engage with governance and decision making at all levels; the emphasis of building women's and youth's capacity to participate, needs to be developed from grassroots upwards and not only concentrate at local and national election level.

6.1. Lesson Learning and 2008 Planning Workshop to Be Held With All Partners and Key Stakeholders of PIVOT

Actions

Develop joint PIVOT strategy for the local elections. This should happen immediately and not wait for the date of the election to be announced. Lessons from previous elections include:

- Move to developing approaches to civic and political education and away from general election messages, such as non-violence. These were successful in last election and PIVOT now to build on growing confidence of electorate to fully participate in political process;
- Development of informed voting choices for electorate;
- Need for blanket sensitisation to ensure full outreach coverage rather than a concentration on main chiefdom towns;
- Ensure the local election basket fund programmes further support accountability and responsive element and develop clear information sharing strategy with all election stakeholders, to avoid duplications of effort and over bombardment of similar information to the public;
- Establishing accountability links with aspirants and candidates to enable post local election accountability.

6.2. PIVOT to Strategise More Clearly Around the PIVOT Goal: 'Citizens Able to Hold Local and National Governments to Account'

Actions

- All partners to assemble the evidence they have been collecting in the pre-election period with which civil society can hold those elected and government to account. For example, SFCG has taped all debates, question and answer sessions, presidential addresses. WFD will have party pledges and manifestos; 50/50 will have promises from parties of equal representation in parliament as well as the new gender laws and signed international conventions such as CEDAW.
- All partners to analyse the evidence they have and *together*, to strategise on how they will work with civil society to ensure effective use of this evidence, including time lines, training needs for targeted groups and development of accountability lines.

There is an urgent need for all partners to work in a co-ordinated way to build both ends of the responsiveness and accountability sides of government. For example, WFD can work on: developing accountability to civil society within the parliamentary structure; developing civil society representation on parliamentary committees and oversight/monitoring bodies and civil society is not being sufficiently supported to participate fully in decision making processes. There is a need to design programme and activities which integrally links partners together in trainings, discussion, developing oversight bodies, monitoring and accountability bodies.

6.3. PIVOT Logframe

Actions

- The PIVOT logframe to be replaced with a joint PIVOT workplan. Each partner to develop their overall workplan, with detailed three monthly plan, which is pulled together by the co-ordinator. This to be used to report back to at monthly meetings, to discuss synergies, overlaps, new opportunities and activities/focus revised accordingly.

- The PIVOT purpose and goal to be adopted by all partners and all activities focus on achieving the PIVOT goal.

6.4. DFID and Co-ordinator Management

Actions

- Review Terms of Reference for PIVOT co-ordinator (suggested draft ToR attached Annex 8).
- Clear lines of responsibility established within DFID.
- Stock take for each project, each partner to sit with DFID and co-ordinator and undertake a budget analysis to ascertain what budget lines have been used, where there is some slack and where monies can be relocated for post election activities. Look at what equipment has been purchased and create an inventory of where it is. Redraft logframes and budgets accordingly.
- Develop an archive of all PIVOT materials.
- Monthly meetings to have clear intent and be used for discussing issues arising, problem solving and development of activities and plans.
- All meetings to be minuted and these shared with all relevant stakeholders, including donors.
- All implementing partners throughout Sierra Leone to receive all reports and minutes and be kept up to date with PIVOT developments.

6.5. Lessons Learned for Umbrella Approach

An important aspect of the umbrella framework was the ability for partners to be able to respond to issues and needs as they arise and are able to be flexible in the work they were doing, especially in the sometimes chaotic run up to the election. Co-ordination and management needs to be strong enough to ensure oversight of changed priorities, budget lines and where partner activities support each other and where synergies need to be developed. To help strengthen this important aspect, the monitoring framework needs to reflect the possibility for flexible involvement in activities and achievement of outcomes.

6.6 Key Lessons For an Umbrella Programme

- Clear co-ordination role, with authority to manage the programme and have budget oversight.
- A clear agreed structure, including line management and clear responsibility lines to enable effective authoritative management.
- Agreed common purpose and initial time to develop common approach.
- Agreed common key indicators to achieve purpose.
- Agreed ways of reporting and sharing information, adhered to by all partners.

7. Longer Term Sustainability (Accountability and Responsiveness)

PIVOT is developing a foundation which can be built upon to:

- Enable civil society to become better channels for identifying and communicating development and security needs, and voicing concerns about government actions.
- Build capacity of Parliamentarians to engage effectively with and respond to constituent's needs and demands. An example of engagement would be for civil society to monitor parliamentary effectiveness and participate in oversight bodies, holding government and parliament to account for its functioning and the establishment of a Press Lobby, which has synergies with Fondation Hirondelle, BBCWST/SFCG and include the print media.
- Collaboratively (civil society and government) develop and advocate for viable and effective policy recommendations to address needs, based on policy analysis.
- Foster mechanisms for ongoing policy dialogue between citizens, local and national government officials, regional initiatives, politicians and chiefdom officials.
- Engage with all the seats of power in each community, including religious leaders, elders, chiefs and state authorities.

ANNEX 1: List of People Met

Name	Organisation and/or role
Patrick Zombo	PIVOT Coordinator
Jane Hobson	DFID
Ada Holloway	DFID
Danny Shimmin	DFID
Denise Hill	DFID
Baindu Massaquoi	DFID
Christina Wilson	50/50 group Programme Coordinator
Joyolyn Lamin	50/50 Group Programme Officer
Mary Palmer	50/50 Programme Office, Koinadugu
Hannah Conteh	50/50 Coordinator. Koinadugu
Mohamed Bizimana	OXFAM, Pacer Project Manager
Amara Mannah	OXFAM, Pacer. Capacity Building Officer
Clara Cole	NDI Programme Officer
Honorine M Muyoyeta	NDI, Resident Country Director
Nick Dementer	NDI, former Resident Country Director
Deja Oolgore	NDI
Kenneth Conteh	NEW, Vice Chair, Freetown
M. A. Kolipha Koroma	NEW, Freetown
James Lahai	NEW, Overall Coordinator, Freetown
Power Conteh	NEW & CDHR, Kabala
Mr Massaquoi	NEW Regional Coordinator, BO
Mr John	NEW District Coordinator, Bo
Anne Bennett	Fondation Hirondelle Project Coordinator
Marina Narnor	Westminster Foundation for Democracy Head of Programmes
Ambrose James	SFCG Country Director.
Rashid Sanah	SFCG Studio Coordinator
Saa Bandabla	SFCG Officer in charge D&G coordinator, BO
Ansumana Ahmed Mabien	SFCG Assistant Technician. Bo
Rashid Saudi	SFCG Studio Coordinator. Bo
Joyce Sia Nyuma	SFCG Field Officer. Bo
Abraham Fotos	SFCG Field Officer. Bonthe.
Hassan Arouni	BBC/WST
Miatta French	NEC Spokesperson
Mr Kangbai	NEC Deputy District Elections Officer, Bo
Fodie Daboh	SLP, Chief superintendent, Bo
J.M. Ngevao	SLP, Superintendent
Adama Bangura	SLP, Women's Chair (50/50 member)
Sallay Marah	SLP, Police wives rep (50/50 member)
Edward Kamara	UNDP Head of Governance

Marco A Moreno Grainne O'Neill Francesca Varlese	UNDP Procurement Officer Irish Aid, Country Representative European Community
Mohomed Sankoh Mohamed B Bangura Mr Mohamed Bah Ms Theresa Mannah Matthew Abdul Kanu Abdul Charles Mansaray	Radio Mankneh, Station Manager, Makeni Radio Bintumani, Kabala and Office of National Security Kiss FM, News Director & Ass Gen Manager Kiss FM, Journalist Radio Maria, Makeni Radio Maria, Makeni
Hawa Conteh Alex Nallo Marie M.R. McCarthy Kenneth Amadu Sophie Allieu	Centre for Democracy and Human Rights, Kabala. Regional Chair of Civil Society Movement. Bo Margao Women's Association. Bo Chair Amalgamated Youth movement. Bo Director, Forum for Women and Empowerment (FOWED) Bo.
Morie Kamara MP Mohamed Osman Koromah	APC, Koinadugu APC, District Campaign Chair, Youth Section Financial Secretary
Tony Allie Francis Hindowa Edward Mansaray Philipson Nepor Sulaiman Kamara Mohamed Zackew Patrick Kanagbon Augustine Honnah Fatmata Sannoh Marietta A Kamara Beatrice Gloatina Cole Isatu Kargbo Magaret Kamara Fanta Samura Orla Fagan	PMDC Chair, Bo and failed candidate SLPP Regional Secretary, Bo SLPP Bo SLPP Bo SLPP Bo SLPP Bo SLPP Bo failed candidate and party patron SLPP Bo, Publicity Secretary Kailahun District Councillor – council aspirant Kenema District Councillor – council aspirant APC Aspirant, Bo APC Aspirant, Bo PMDC District Women Organiser, Bo Female Aspirant, Bo (party not known) UNIFEM women aspirant trainer.
Councillor Joe Kangbai Makavorie Mrs Makavorie	Paramount Chief, Tikonko Chiefdom Chiefs Wife, Tikonko & Reg, Exhib & Poll Centre Monitor for NEC
Chief Kposowa Chief Ali Marah Kawa Go Guwa Alfred Aruna Albert Sua Moses Pywer Joseph Squire Cecelia Gyki Juliet Conteh Mohamed B Koroma Foday Fofanah Saio Marah Yorpoh Kamara Muyo Kamara	Bumpeh Chiefdom Paramount Chief, Sengbe Chiefdom Koinadugu Paramount Chief, Bo District (female) Deputy Chief Dambala Section Chief Dambala Section Chief Dambala Youth Section Leader, Dambala Women's Section Leader, Dambala Women's Leader, Kabala Koinadugu Youth, Kambala Koinadugu Youth, Kambala Sengbe Chiefdom Mammy Queen, Kabala Mammy Queen, Kabala
Yeabu Oliver Mansaray	Chair, Market Women's Association, Kabala,

Haja Bintu Mansaray

Founder member, Koinadugu Women's Group, Kabala
and NEW Observer

Zuma Heremakono
Musu Baptsing
Kurio Mansary
Francis Blah

Village Chief, Mbliakoy
Village Chief, Kafogo
Women trader, Lengekoro
Polling Station Manager, Kasong Village

Many community members, including religious leaders, town councillors, ward committee members, Mammy queens, women, men and youths were met and talked to in order to gain their views. Names were not obtained for all people met.

I hope all people met have been included.

Annex 2: Terms of Reference for Post-elections Evaluation Exercise

Promoting Information, Voice and Transparency on Elections (PIVOT)

Introduction

The **purpose** of the 'PIVOT' programme is to support free and fair elections by improving citizens' ability to engage effectively in the electoral process through enhanced capacity of media and civil society.

This is intended to contribute to the wider goal of citizens being better able to hold local and national government to account. PIVOT is an umbrella programme of support to international and national organisations: Foundation Hironnelle, the BBC World Service Trust and Search for Common Ground (media strengthening); Westminster Foundation for Democracy (WFD) (political party strengthening); National Democratic Institute (NDI), and National Election Watch (NEW; through NDI) (international and local election observation); and Oxfam and 50/50 (women's participation and representation). A Coordinator was appointed to oversee regular monitoring of the programme and ensure that programmes are being implemented satisfactorily.

PIVOT is complementary to DFID's other programme of support for electoral reform which is providing funds to increase skills and knowledge within the National Electoral Commission and supporting agencies through the provision of technical assistance as well as direct procurement of election materials. This programme is being managed by UNDP as part of a 'Basket Fund' arrangement in partnership with other Donors such as the EC, Irish Aid, DANIDA, JICA, & the French.

PIVOT is a £3 million programme that began in November 2006. It is a two-year programme designed to cover both the national elections in 2007 and local elections scheduled for May 2008.

Having completed the first year of implementation and the conclusion of credible and largely free and fair parliamentary and presidential elections³ in August – September 2007, DFID Sierra Leone has been asked by the programme partners to fund a 'stock-take' evaluation of PIVOT. DFID is therefore seeking to contract a small team of consultants to carry out this exercise.

The purpose of the evaluation is to learn from the impact of activities under the first year of this innovative and complex programme, to document the lessons learnt and feed them into (appropriate) revisions of design and approach to DFID support for the local elections in 2008. This will be a learning experience for our implementing NGO partners as well as for DFID.

Recipient

The recipient of the consultants' services will be all PIVOT Partners and DFID Sierra Leone.

Objective

To assess the programme's performance and determine progress towards the achievement of the stated objectives in the logframe, proposing amendments as necessary.

To make recommendations relating to the 6 sub-projects and the programme as a whole for the second year of the programme which will support local elections in 2008.

³ . As declared by EC, NDI, Commonwealth and other international Election Observation missions.

Scope of Work

An evidence-based assessment of PIVOT's progress in delivering its outputs and achieving its purpose and goal as set out in the log-frame and original individual implementing partner proposals. This will include:

- a. assessing progress against activities and outputs;
- b. estimating the likelihood that outputs and purpose will be achieved;
- c. reviewing assumptions about risks at all levels
- d. assess the coordination of the programme & suggest ways in which this can be improved;
- e. suggesting improvements to the programme M and E framework , including recommendations of further surveys as appropriate
- f. identifying any key strategic issues that need attention in the concluding year of the programme if it is to achieve its purpose and contribute towards achieving the goal (and if appropriate suggesting changes to the logical framework to better achieve the purpose); and
- g. assessing PIVOT's complementarities with other programmes supporting the 2007 Presidential Elections and with plans for 2008 local elections and suggest any changes as appropriate.

Methodology:

The consultants will evaluate the activities of PIVOT by:

- a. reviewing background programme documentation and examining reports supplied by DFID and PIVOT partners;
- b. Discussions with PIVOT partners (see paragraph 1 above);
- c. Individual meetings and focus group discussions (format to be defined by the team) with key stakeholders and informants:
 - All implementing partners and their subcontractors and partners
 - The programme co-ordinator
 - DFID staff (Head of Office, SDA, Governance advisors, programme manager)
 - British High Commission (HC/DHM/Political Officer)
 - National Electoral Commission and Political Parties Registration Commission; and
 - Other donors: EC, UNDP, UNIOSL, Irish Aid, USAID;
 - ENCISS
 - Civil Society organisations;
 - Political parties, including Presidential campaign staff and MPs/failed MP aspirants)
 - Voters: women and men (including young people) in Freetown and upcountry locations

The work will require field visits to PIVOT activities in Freetown and four upcountry districts to be decided.

The team will be expected to complete the DFID evaluation Report (See draft template at Annex 2) in discussion with the PIVOT partners & DFID Sierra Leone.

Outputs

A main report of no more than 20 pages plus annexes, and which should include (but not be limited to):

- a. Summary of impact of PIVOT;
- b. Summary of lessons learned;
- c. Summary of recommended changes to the programme including to the logframe;
- d. Summary of key issues for the programme relating to the 2008 local elections;
- e. Revision of the risks matrix (if appropriate);
- f. An assessment of project coordination, with recommendations for improvements;
- g. Recommendations to ensure complementarity with a new DFID programme under development for support to the next Parliament;
- h. Recommendations on further DFID support beyond 2008 to media, political parties and other activities related to improving accountability and political participation and representation (including of women and youth).

A presentation of the key findings on the last day of the in-country evaluation to DFID and PIVOT partners.

Annexes should include:

- Revised logical framework as appropriate;
- Schedule of individuals and organisations consulted.

Inputs

The evaluation team should be a core team of 3 that includes both national and international consultants, with combined expertise and experience in elections, governance, media, addressing social exclusion including gender issues, working with political parties, monitoring and evaluation.

The team will also include a fourth member who is the Governance Adviser from the Pan Africa Strategy Team in DFID's Policy Division. The DFID staff member will contribute to the evaluation process and also draw lessons and experiences from the PIVOT programme to inform DFID's policy work on how we can work more effectively with civil society and media institutions in Africa.

Timeframe

The post-elections evaluation exercise is scheduled to take place between 29th October - 16th November 2007 and will be for a maximum of 15 working days. This will be divided as follows:

- 14 days in country
- 1 day report writing

The first draft of the main report should be submitted to DFID-Sierra Leone no later than 30th November 2007. The final report should be submitted to DFID one week after receiving feedback from DFID.

Reporting

The consultants should report to Jane Hobson and Denise Hill at DFID-Sierra Leone.

Additional Background

The intended outcomes of this programme are:

- greater understanding of citizens, particularly poor women and men, on electoral processes and issues, and of their role in holding Government to account;
- enhanced capacity of media and civil society to provide accurate information to the public and to effectively monitor elections process;
- strengthened internal democracy and issue-based platforms developed within political parties, and increased participation of women and youth in the political processes

This umbrella programme was devised as a way to support 6 projects implemented by different organisations as a coherent whole, and effort has been made to ensure complementary working, strong communication and joint working between partners, through the programme co-ordinator and monthly meetings. A joint Monitoring and Evaluation framework was developed and agreed by all programme partners at the start of the programme. This is the central tool for monitoring progress of PIVOT but is likely to require some improvements during the evaluation.