Value for Money (VfM), Cost-Efficiency

Ex-post analysis using actual results and expenditures in February 2019–January 2022



Summary

This report summarises an analysis conducted by the International Rescue Committee (IRC), Concern Worldwide (CWW), Restless Development (RD), and BBC Media Action to assess the Value for Money of the Every Adolescent Girl Empowered and Resilient (EAGER) project in Sierra Leone between February 2019–January 2022.

- Among the intervention components, Safe Spaces and Learning Model incurred the highest cost
 per community (£16,719) and highest cost per girl (£689), most of which were staffing costs for
 curriculum development and delivery, including continuous professional development. These
 investments were effective in enabling high quality instruction and improving girls' learning
 outcomes, especially on literacy and numeracy skills.
- Value for Money could be further increased by ensuring that the investments in developing effective
 educational materials and continuous professional development are further realised through
 programme uptake by government partners and other practitioners across all districts in Sierra
 Leone, further replicating the outcomes achieved in this project more widely.
- The spending of £206 per girl on Transition enabled them to improve their self-efficacy, communication skills, financial literacy confidence, and financial autonomy. The spending of £3,336 per community on Community Dialogues and Action Plans were effective in influencing many communities to initiate by-laws that promote girls' empowerment and education as well as stronger sanctions for sexual violence, but continued investment in social and behaviour change communication would be required to maintain the momentum of progress and reduce harmful practices more significantly.

- Potential strategies to benefit more girls with education and empowerment outcomes at lower cost
 per girl and cost per community include continuing to provide the Learning Model and Transition
 components to other girls in the same and more communities and reaching more girls in each
 cohort—these strategies are currently underway for Cohort 2.
- Producing Social and Behaviour Change Communication (SBCC) radio shows on girls' empowerment relies heavily on skilled human resources to develop and edit media content that adheres to the highest editorial standards. Costs spent on mentoring local journalists to produce high-quality and gender-sensitive radio content independently can help sustain Social and Behaviour Change Communication moving forward.
- The more times EAGER radio shows get broadcasted, the lower the cost per broadcast, the more 'mileage' the episodes get, and the higher the chances of ensuring that the target audience will have heard each episode and be impacted by its topics. Given the high costs of media production, consider ways to ensure that the national and local radio shows produced for the project are broadcasted repeatedly on radio stations across the country, even after the end of the project.

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Introduction

The Every Adolescent Girl Empowered and Resilient (EAGER) project is a girls' education and empowerment project in Sierra Leone, funded by the UK Foreign, Commonwealth & Development Office (FCDO) through the Girls' Education Challenge. EAGER is implemented by a consortium of NGOs that includes the International Rescue Committee (IRC), Concern Worldwide (CWW), Restless Development (RD), and BBC Media Action.

The EAGER project aims to improve literacy, numeracy, and financial literacy outcomes as well as life skills for out-of-school (OOS) adolescent girls, and support their transition to education, training, or employment. EAGER is implemented in 10 districts (Freetown Urban, Bo, Kailahun, Kambia, Kenema, Koinadugu, Kono, Port Loko, Pujehun, and Tonkolili) through two cohorts of girls. Cohort 1 was implemented between February 2019—March 2022, reaching 30 communities in each district and serving an average of 25 girls aged 13–17 in each community. Cohort 2 will be implemented between January—November 2022, reaching 19,841 girls in 381 communities.

In assessing the Value for Money of the EAGER project, this analysis focused on quantifying the cost-efficiency (i.e., cost per output) of four intervention components for Cohort 1: (1) Safe Spaces and Learning Model, (2) Transition, (3) Community Dialogues and Action Plans, (4) Social and Behaviour Change Communication (Table 1).

The analysis results were used to assess how resources were spent on achieving quality output results for girls in Cohort 1, identify drivers of costs and efficiency, and identify lessons to maximise reach and impact per pound spent.

Analysis Approach and Methodology

This analysis complements the midterm evaluation¹ and endline evaluation² which focused on assessing the programme outcomes for Cohort 1. Cohort 2 was excluded from this analysis as well as the midterm and endline evaluations due to different implementation timelines and scale.

The total costs for Cohort 1 include direct project costs such as Project Delivery and Monitoring and Evaluation, and support costs such as Central Administration and Indirect Cost Recovery for all partners and the Consortium Coordination Unit (CCU)³ that were incurred during the period of February 2019–January 2022. The costs were further broken down according to the cost categories assigned in the project budget (see Annex). Costs incurred during February–March 2022 were excluded because the data was not available at the time of analysis, and it is not expected to significantly skew the results. Costs related to Cohort 2 were excluded.

The number of communities reached, girls reached, community dialogue sessions conducted, radio episodes produced, and radio broadcasts reflect the results achieved for Cohort 1 during the period of February 2019–January 2022.

The cost per community, cost per girl, and cost per session were calculated by dividing the total cost of each intervention component by the number of communities, girls, community dialogue sessions, radio episodes produced and radio broadcasts of each intervention component in Cohort 1.

Support costs were allocated proportionally to each intervention component based on the proxy percentage of each component's direct project costs out of all direct project costs. For more information: https://www.rescue.org/report/cost-analysis-methodology-irc

¹ Sarr, K. G., Trembley, A., Heaner, G. & Mull, A. C. (2021). Midterm Evaluation Report Midterm Evaluation of the Every Adolescent Girl Empowered and Resilient (EAGER) project within the Girls' Education Challenge (GEC) -Leave No Girl Behind project (LNGB). IMC Worldwide.

² Sarr, K. G., Trembley, A., Heaner, G. & Mull, A. C. (2022). Endline Evaluation Report Endline Evaluation of the Every Adolescent Girl Empowered and Resilient (EAGER) project within the Girls' Education Challenge (GEC) -Leave No Girl Behind project (LNGB). IMC Worldwide.

³ Consortium Coordination Unit (CCU) is the team housed at the IRC which oversees the Consortium programme and leads coordination, quality assurance, technical oversight, grants management, etc.

INTERVENTION COMPONENT	DESCRIPTION	OUTPUTS ACHIEVED
Safe Spaces and Learning Model	Provision of a safe and inclusive learning environment for adolescent girls to participate in a tailored learning curriculum delivered by trained Facilitators and Mentors who are equipped with continuous professional development such as trainings, learning clusters, peer-to-peer meetings, and coaching. The learning curriculum focuses on literacy, numeracy, financial literacy, and life skills. In the final stage of the learning program, girls develop individualised Empowerment Plans where they set goals and steps to achieve their goals across four dimensions of their lives: Learning, Household, Community, and Financial.	300 communities and 7,278 girls reached
Transition	After the learning curriculum, Mentors and Facilitators support the girls with defining and working towards the goals in their Empowerment Plans, continue practising and strengthening the knowledge, skills, and confidence they have developed, as well as establishing Girls Clubs.	300 communities and 6,994 girls reached
Community Dialogues and Action Plans	Sustainability and norms shifting through Community Dialogues led by project officers to foster collective reflection and action planning by community leaders to continue supporting girls' empowerment in their community.	300 communities reached
Social and Behaviour Change Communication	(a) Production of a weekly 30-minute national factual radio show by BBC Media Action for broadcast on 64 stations to shift harmful attitudes and gender norms that hinder girls' empowerment.	69 episodes produced
	(b) Production of a weekly 10-minute local factual radio show that follows the national broadcast. The show is produced by journalists mentored by BBC Media Action for community-level broadcast on 18 partner radio stations.	1,242 episodes produced

Table 1: Intervention components within the EAGER project.

Results

Safe Spaces and Learning Model, Transition, Community Dialogues and Action Plans

	Safe Spaces and Learning Model	Transition	Community Dialogues and Action Plans
Partners	CWW, IRC, RD	CWW, IRC, RD	CWW, IRC, RD
Number of Communities Reached	300	300	300
Number of Girls Reached	7,278	6,994	N/A
Number of Community Dialogue Sessions Conducted	N/A	N/A	2,100
Total Direct + Support + Indirect + CCU Costs	£5,015,571	£1,438,176	£1,000,717
Cost per Community	£16,719	£4,794	£3,336
Cost per Girl	£689	£206	N/A
Cost per Session	N/A	N/A	£477

For Safe Spaces and Learning Model, the largest spending area was on "Project Delivery - Fees -Local" (i.e., national programme staff and incentivised workers receiving stipends) (31 percent), which included staffing costs for Basic Literacy & Numeracy (BLN) Officers, Life and Business Skills (LBS) Officers, Facilitators, and Mentors. The Facilitators and Mentors delivered the learning model every week over several months, and the Officers provided intensive continuous professional development in terms of training and coaching for Mentors and Facilitators to ensure high quality curriculum delivery. This investment in staffing resulted in 85 percent of Facilitators scoring above "3" across all teaching practices and subjects in a four-point rubric ranging from "1" (no evidence / negative) to "4" (exemplary) in the midterm evaluation, demonstrating quality and inclusive instruction in the curriculum. The high quality curriculum delivery was effective in improving learning outcomes: in the midterm evaluation, most girls have improved their learning outcomes since baseline, especially on literacy skills (0.98 standard deviations) and numeracy skills (1.2 standard deviations).

The second largest spending area was "Project Delivery – Fees – International" (i.e., international programme staff) (16 percent), which included staffing costs for Programme Directors and Coordinators, Education and Protection Specialists, and consultants to produce the learning curriculum and ensure program quality. These spending patterns show that the programme relies heavily on highly

trained staff focused on contextualised and user-centred curriculum development and delivery.

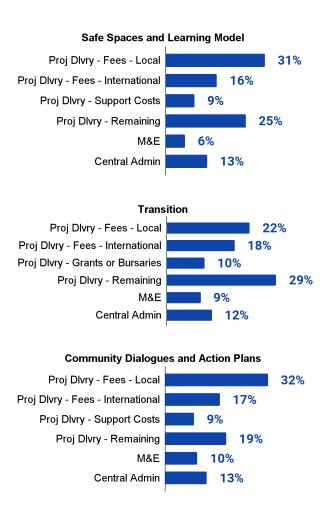
Note that the costs incurred by the programme for Cohort 1 include a one-year inception period for curriculum development and trainings on curricula, identification and rehabilitation of safe spaces, and enrolment of girls. There was also a half-year pause in learning sessions during the early months of the COVID-19 pandemic; costs continued to be incurred while project staff developed short- and medium-term response plans to COVID-19 and adapted some activities during the pause. As such, the costs for Cohort 2 as well as future scale-up may be lower.

For **Transition**, the largest spending area was on "Project Delivery - Fees - Local" (i.e., national programme staff and incentive workers) (22 percent), and the second largest spending area was "Project Delivery - Fees - International" (i.e., international programme staff) (18 percent). Ten percent of spending was on "Project Delivery - Grants or Bursaries", which included costs for conditional cash transfers to support the girls in meeting the goals in their Empowerment Plans. Ten percent of spending was on "Project Delivery - Education Supplies", which included costs for the Empowerment Packages such as materials for health, safety, basic hygiene, and continued learning, which may not be easy for the girls to purchase directly in their communities. This spending pattern is consistent with many other protection and economic empowerment programs which distribute cash or in-kind goods. It may be possible to reduce costs by reducing the amount of each empowerment package and conditional cash

transfer; however, the conditional cash amount of SLL 300,000 (about £24, or just under the cost of a 50kg bag of rice in Sierra Leone) per girl was carefully determined by taking into account the realistic amount to set the girls up for success, and minimised to mitigate potential safety risks of providing excess cash to the girls, therefore reducing it would reduce this component's effectiveness. Moreover, the endline evaluation revealed that the cash transfers were effective in supporting the girls to achieve their **Empowerment** recommended for the cash transfer amount to be increased for Cohort 2 girls to cover at least the cost of a 50kg bag of rice to mitigate financial barriers to achieving their goals. More broadly, the spending of £206 per girl on Transition enabled them to improve their self-efficacy, communication skills, financial literacy confidence, and financial autonomy: 96 percent of girls surveyed in the endline evaluation reported using all foundational skills (Basic Literacy; Numeracy; Life Skills; Financial Literacy) during transition.

For Community Dialogues and Action Plans, the largest spending area was on "Project Delivery -Fees - Local" (i.e., national programme staff and incentive workers) (32 percent), which included staffing costs for BLN Officers, LBS Officers, Facilitators, and Mentors to facilitate the community dialogue sessions. The second largest spending area was "Project Delivery - Fees - International" (i.e., international programme staff) (17 percent), which included staffing costs for Programme Directors and Coordinators. These investments on community engagement were effective in influencing many communities to initiate by-laws that promote girls' empowerment and education as well as stronger sanctions in the case of sexual violence since the start of the programme. That said, more time would be required for the community dialogues to significantly reduce harmful practices within the communities, therefore continued investment in social and behaviour change communication would be required to maintain the momentum of progress.

For each intervention component, M&E costs were kept low (between 6–10 percent) due to streamlined M&E processes, where all regular and ad hoc monitoring data were collected by the BLN and LBS Officers during regular programmatic visits. By integrating with regular programmatic travel, the M&E travel costs were also kept low. Moreover, the BLN and LBS Officers who were collecting the data can identify problem areas at the point of data collection, for example flagging issues to the district supervisor about the minimum standards of safe spaces during quarterly reviews, leading to quick and efficient course correction.



Figures 1–3: Summary cost categories of each intervention component. Project Delivery cost categories beyond the top three are lumped into the bar named "Proj Dlvry – Remaining". See Annex for the full cost category breakdown.

Among the intervention components, Safe Spaces and Learning Model incurred the highest cost per community and highest cost per girl, most of which staffing costs as mentioned above. were Rehabilitating safe spaces did not incur significantly high costs (only 2 percent of the entire intervention indicating infrastructural component), that investments could be a low-cost yet effective way to provide a safe and inclusive learning environment for out-of-school girls. The costs of education supplies such as learning materials for girls, facilitators, and mentors, as well as supplies for safe spaces and menstrual hygiene kits to enable learning with dignity, were also not especially large (9 percent of the entire intervention component). This shows that the procurement and printing of materials to enable effective learning incurred less costs than the significant staff time required to produce, adapt, and deliver the learning curriculum.

One way to increase Value for Money in the latter phases of this project is to ensure that these investments in developing educational materials and continuous professional development are fully realised, by mainstreaming them into government policies and programs. These investments in curriculum development and delivery have been shown to be effective within this project: in the midterm evaluation, most girls who participated in the

project have improved their learning outcomes since baseline, especially on literacy skills (0.98 standard deviations) and numeracy skills (1.2 standard deviations). If the learning curriculum and educational materials can be taken up, adapted, or mainstreamed by government partners and other practitioners across all districts in Sierra Leone moving forward, there is potential to widely replicate these outcomes.

Since a lot of the costs were incurred at the community level, potential strategies to ensure that limited funds are benefitting as many people as possible with impactful programming are:

- Continuing to provide the Learning Model and Transition components to other girls in the same and more communities and reaching more girls in each cohort to leverage on existing investments on curriculum and staffing. This strategy is currently underway for Cohort 2, which is serving more than 50 girls in each community across 381 communities, for a total of 19,841 girls.
- Continuing to leverage community support for initiatives on girls' empowerment in the communities beyond Cohort 2, through Girls' Clubs and Community Action Plans.



Social and Behaviour Change Communication: National and Local Factual Radio Shows

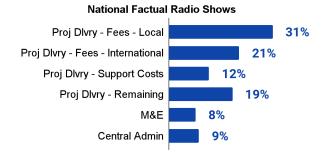
	National Factual Shows	Local Factual Shows
Partner	BBC Media Action	BBC Media Action
Number of Radio Episodes Produced	69	1,242
Number of Radio Broadcasts	2,684	1,242
Total Direct + Support + Indirect + CCU Costs	£601,106	£603,466
Cost per Radio Episode Produced	£8,712	£486
Cost per Radio Broadcast	£224	£486

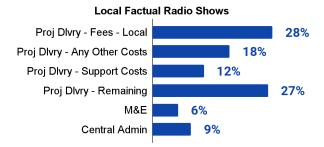
The Social and Behaviour Change Communication intervention component includes National Factual Radio Shows and Local Factual Radio Shows, because radio is the most popular media platform in Sierra Leone. For National Factual Radio Shows, 31 percent of spending was on "Project Delivery -Fees - Local" (i.e., national programme staff), which included staffing costs for producers and production assistants. Twenty-one percent of spending was on "Project Delivery - Fees - International" (i.e., international programme staff), which included staffing costs for editorial, thematic and research advisors, as well as project, production, and finance managers. Producing media shows relies heavily on skilled human resources to develop and edit content; these staff are also trained to follow strict editorial, protection, and safeguarding standards at all stages of production and broadcast, especially when it involves discussions on themes around girls' empowerment. These costs were followed by the "Project Delivery - Any Other Costs", which included production costs, supplies and equipment to produce the national shows.

Even though the cost per episode produced for the national radio shows was nearly £9,000, the cost per broadcast was low (£224) because a single show is broadcasted multiple times. The cost per broadcast could continue to decrease in the future due to continuous repeat broadcasts—these figures only represent results achieved to-date. The more times the national shows get broadcasted, the more 'mileage' each episode will get, and the higher the chances of ensuring that the target audience will have heard and will have been impacted by the topics discussed in each episode.

For Local Factual Radio Shows, the largest proportion of spending was also on "Project Delivery -Fees - Local" (i.e., national programme staff) (28 percent), which included staffing costs for BBC Media Action Mentors who were guiding journalists at 18 partner stations on radio production skills, with an emphasis on the production of gender-sensitive content. This mentoring approach was adopted so that radio stations can produce high-quality content independently to sustain Social and Behaviour Change Communication moving forward. Eighteen percent of spending was on "Project Delivery - Any Other Costs", which included equipment and connectivity support to the partner stations to strengthen their technical resources for producing quality content and for reaching greater audiences.

The cost per episode produced for the local show was only around £500, but the cost per broadcast was much higher (£486) than the national show because the local shows only get broadcasted once, according to current project records. BBC Media Action could advocate for the partner stations to broadcast the local shows multiple times to get more 'mileage' for each episode, since some audience members might not have heard it the first time it was broadcasted. In future, BBC Media Action could also consider tracking the number of repeat broadcasts of the local shows more systematically.





Figures 4–5: Cost categories of National Factual Radio Shows and Local Factual Radio Shows within the Social and Behaviour Change Communication intervention component. The category "Proj Dlvry - Any Other Costs" encompasses radio production supplies and equipment. Project Delivery cost categories beyond the top three are lumped into the bar named "Proj Dlvry - Remaining". See Annex for the full cost category breakdown.

When estimating the audience reach of its national and local radio shows. BBC Media Action considered the population data based on the 2015 national census, its media landscape survey conducted in 2016, and the EAGER endline evaluation. In the 16 districts where the radio shows were broadcasted, the population size was about 7,092,113 people⁴. If 55 percent of the population are of working age (between 15-64 years old)⁵, 77 percent of working age people have access to a radio⁶, and 50 percent of people with radio access have ever listened to EAGER radio shows⁷, an estimated total of 1,501,755 people would have listened to a radio episode at least once. According to the endline evaluation, among caregivers who listened to the radio shows, more than 87 percent agreed that it helped them better understand girls' learning, skills development, and education opportunities. Many stakeholders interviewed in the endline evaluation were also able to recall topics covered in particular episodes, suggesting that the high costs on radio production high-quality episodes that were resulted in memorable and effective. When coupled with the Community Dialogues and Action Plans, continuous Social and Behaviour efforts on Change Communication through radio would be required to maintain the momentum of shifting deep-seated harmful attitudes and practices towards girl's empowerment and education.

⁴ http://sierra-leone.org/Census 2015.pdf

⁵ ibid

https://dataportal.bbcmediaaction.org/site/assets/uploads/2016/11/Sierra-Leone-Mobile-Media-Landscape-Report.pdf

⁷ Sarr, K. G., Trembley, A., Heaner, G. & Mull, A. C. (2022). Endline Evaluation Report Endline Evaluation of the Every Adolescent Girl Empowered and Resilient (EAGER) project within the Girls' Education Challenge (GEC) -Leave No Girl Behind project (LNGB). IMC Worldwide.

Annex: Cost Categories

Safe Spaces and Learning Model

Project Delivery		
Cost Category	Total	% of Total Amount
Fees - Local	£1,538,428	31%
Fees - International	£797,162	16%
Support Costs	£465,881	9%
Education Supplies	£464,347	9%
Hotel Accommodation and Subsistence Costs	£339,049	7%
Training Material Costs	£121,803	2%
Expenses Relating to Assets	£107,940	2%
Travel - Local	£98,027	2%
Vehicles	£53,143	1%
IT and Office Equipment	£47,407	1%
Grants or Bursaries	£36,943	1%
Travel - International	£27,737	0.55%
Monitoring & Evaluation		
Cost Category	Total	% of Total Amount
Fees - Local	£142,035	3%
Fees - International	£136,490	3%
Hotel Accommodation and Subsistence Costs	£805	0.02%
Any Other Costs	£690	0.01%
Travel - International	£419	0.01%
Training Material Costs	£292	0.01%
Central Administration		
Cost Category	Total	% of Total Amount
Indirect Cost Recovery	£277,885	6%
Fees - Local	£182,595	4%
Support Costs	£73,541	1%
Fees - International	£68,682	1%
Overheads	£15,101	0.30%
Expenses Relating to Assets	£13,087	0.26%
Travel - International	£2,759	0.06%
Hotel Accommodation and Subsistence Costs	£1,994	0.04%
Travel - Local	£1,312	0.03%

Transition

Project Delivery		
Cost Category	Total	% of Total Amount
Fees - Local	£323,194	22%
Fees - International	£261,152	18%
Grants or Bursaries	£145,643	10%
Education Supplies	£143,293	10%
Support Costs	£122,669	9%
Training Material Costs	£33,275	2%
Hotel Accommodation and Subsistence Costs	£32,062	2%
Expenses Relating to Assets	£21,717	2%
Vehicles	£21,268	1%
Travel - Local	£18,152	1%
IT and Office Equipment	£13,236	1%
Travel - International	£4,343	0.30%
Monitoring & Evaluation		
Cost Category	Total	% of Total Amount
Fees - Local	£81,999	6%
Fees - International	£46,222	3%
Any Other Costs	£575	0.04%
Travel - International	£419	0.03%
Hotel Accommodation and Subsistence Costs	£115	0.01%
Central Administration		
Cost Category	Total	% of Total Amount
Indirect Cost Recovery	£78,757	5%
Fees - Local	£45,570	3%
Support Costs	£19,047	1%
Fees - International	£16,935	1%
Overheads	£4,080	0.28%
Expenses Relating to Assets	£3,001	0.21%
Travel - International	£649	0.05%
Hotel Accommodation and Subsistence Costs	£457	0.03%
Travel - Local	£301	0.02%

Community Dialogues and Action Plans

Project Delivery		
Cost Category	Total	% of Total Amount
Fees - Local	£323,678	32%
Fees - International	£173,623	17%
Support Costs	£90,623	9%
Training Material Costs	£67,531	7%
Hotel Accommodation and Subsistence Costs	£65,580	7%
Travel - Local	£19,643	2%
Education Supplies	£15,188	2%
Vehicles	£10,788	1%
IT and Office Equipment	£9,716	1%
Travel - International	£3,010	0.30%
Grants or Bursaries	£224	0.02%
Monitoring & Evaluation		
Cost Category	Total	% of Total Amount
Fees - International	£63,842	6%
Fees - Local	£30,754	3%
Any Other Costs	£345	0.03%
Travel - International	£314	0.03%
Hotel Accommodation and Subsistence Costs	£173	0.02%
Training Material Costs	£62	0.01%
Central Administration		
Cost Category	Total	% of Total Amount
Indirect Cost Recovery	£55,650	6%
Fees - Local	£36,272	4%
Support Costs	£15,252	2%
Fees - International	£12,332	1%
Expenses Relating to Assets	£2,519	0.25%
Overheads	£2,417	0.24%
Travel - International	£539	0.05%
Hotel Accommodation and Subsistence Costs	£384	0.04%

Social and Behaviour Change Communication: National Factual Radio Shows

Project Delivery		
Cost Category	Total	% of Total Amount
Fees - Local	£184,009	31%
Fees - International	£124,507	21%
Support Costs	£70,638	12%
Any Other Costs	£68,743	11%
IT and Office Equipment	£18,244	3%
Vehicles	£14,041	2%
Hotel Accommodation and Subsistence Costs	£4,816	1%
Travel - International	£4,435	1%
Travel - Local	£4,391	1%
Training Material Costs	£2,882	0.48%
Monitoring & Evaluation		
Cost Category	Total	% of Total Amount
Fees - International	£23,129	4%
Fees - Local	£18,272	3%
Any Other Costs	£7,026	1%
Travel - International	£42	0.01%
Central Administration		
Cost Category	Total	% of Total Amount
Indirect Cost Recovery	£55,930	9%

Social and Behaviour Change Communication: Local Factual Radio Shows

Project Delivery		
Cost Category	Total	% of Total Amount
Fees - Local	£166,042	28%
Any Other Costs	£110,974	18%
Support Costs	£70,916	12%
Fees - International	£63,077	10%
Training Material Costs	£34,965	6%
Hotel Accommodation and Subsistence Costs	£25,634	4%
IT and Office Equipment	£18,245	3%
Vehicles	£14,041	2%
Travel - Local	£4,392	1%
Travel - International	£2,750	0.46%
Monitoring & Evaluation		
Cost Category	Total	% of Total Amount
Fees - Local	£18,273	3%
Fees - International	£12,862	2%
Any Other Costs	£5,102	1%
Travel - International	£42	0.01%
Central Administration		
Cost Category	Total	% of Total Amount
Indirect Cost Recovery	£56,149	9%