

GENDER & DIVERSITY IN CONTRACTING AND GRANTS MANAGEMENT



GENDER AND MINE ACTION PROGRAMME

GMAP is an international programme working in the framework of UN Security Council Resolution 1325 on Women, Peace and Security to promote gender mainstreaming in the mine action sector. GMAP conducts research and provides training, advice and support to mine action national authorities, the UN and operators on how to incorporate gender and diversity considerations in their programmes, to ensure that their interventions are more inclusive, effective and efficient, and benefit all affected groups. GMAP is based in Geneva, Switzerland and is hosted by the GICHD.

GENEVA INTERNATIONAL CENTRE FOR HUMANITARIAN DEMINING

The GICHD is an international expert organisation based in Switzerland that works to eliminate mines, explosive remnants of war and other explosive hazards. By undertaking research, developing standards and disseminating knowledge, the GICHD supports capacity development in mine-affected countries. It works with national and local authorities to help them plan, coordinate, implement, monitor and evaluate mine action programmes. The GICHD also contributes to the implementation of the Anti-Personnel Mine Ban Convention, the Convention on Cluster Munitions and other relevant instruments of international law. The GICHD follows the humanitarian principles of humanity, impartiality, neutrality and independence.

The GICHD and GMAP would like to thank the German Federal Foreign Office for their support of this project.



GENDER & DIVERSITY IN CONTRACTING AND GRANTS MANAGEMENT

This toolkit has been developed to assist mine action stakeholders to mainstream gender and diversity¹ in contracting and grants management documentation and practices. The guide is designed for use by a broad range of actors, including:

- Donor agencies;
- National Mine Action Authorities;
- UN agencies;
- Other mine action partners that subcontract components of their work to other organizations.

The toolkit is composed of a checklist that seeks to ensure that gender and diversity considerations are mainstreamed into the core documentation in contracting and grants management, such as: requests for proposals (RFP); invitations to bid; call for expression of interest; grant application forms; statements of work (SOW); contracts and grant agreements.

The toolkit also contains recommendations on how gender and diversity considerations can be mainstreamed into appraisal systems and monitoring and evaluation mechanisms to ensure that any requirements stipulated in the contracting documentation are implemented throughout the duration of the project cycle.

¹ **Diversity** describes differences in age, gender, language, values, attitudes, cultural perspectives, beliefs, nationality, ethnic background, sexual orientation, abilities, impairments, skills, knowledge, level of education, life experience, etc. to be found in a group of people. While the age and gender dimensions are present in everyone, other characteristics vary from person to person and context to context.

Gender refers to socially constructed roles, opportunities and value associated with women, girls, boys and men. It is an acquired identity that is learned, changes over time and varies widely within and across cultures.

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LIST OF ABBREVIATIONS

CL
Community Liaison

CLO
Community Liaison Officer

DCA
DanChurch Aid

ECHO
European Commission's Humanitarian Aid and Civil Protection Office

ERW
Explosive Remnants of War

GICHD
Geneva International Centre for Humanitarian Demining

GMAP
Gender and Mine Action Programme

IASC
Inter-Agency Standing Committee

MRE
Mine Risk Education

NTS
Non-Technical Survey

RE
Risk Education

RFP
Request For Proposals

SOW
Statement of Work

UK
United Kingdom

UN
United Nations

UNMAS
United Nations Mine Action Service

UNSCR
United Nations Security Council Resolution

UOS
Ukroboronservice SC

US
United States of America

Key definitions

GENDER

Refers to socially constructed roles and opportunities associated with women, girls, boys and men (WGBM). It is an acquired identity that is learned, changes over time and varies widely within and across cultures.

DIVERSITY

Differences in age, gender, nationality, values, cultural perspectives, beliefs, ethnic background, sexual orientation, abilities, impairments, skills, level of education, life experiences, etc.

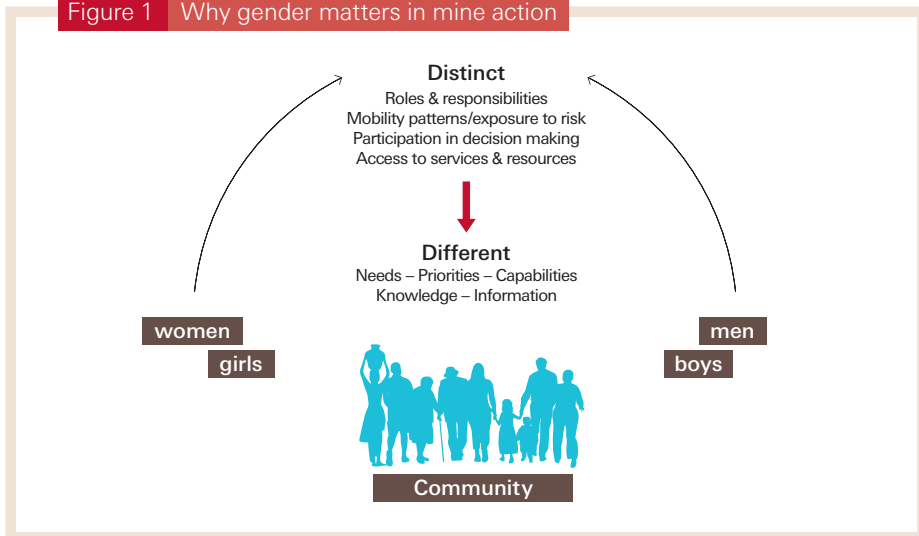


Interactive MRE session, ©UNMAS South Sudan

GENDER AND DIVERSITY IN MINE ACTION

Women, girls, boys and men are affected differently by landmines and explosive remnants of war (ERW) and therefore need to be assisted in ways that respond to their individual needs and strengths. Gender specific mobility patterns, roles and responsibilities, mean that females and males of various ages and from diverse backgrounds will have different information on areas that are contaminated in their communities, and also different priorities for clearance and post-release land use. In addition, power dynamics based on age, gender and other diversity dimensions mean that the different groups in the community will not always have the same opportunity to actively participate in decision-making processes.

Figure 1 Why gender matters in mine action



The inclusion of all stakeholders in consultations and surveys, ultimately leads to more complete information on the nature and extent of the problem and a more accurate understanding of all the different priorities and requirements in the affected communities. Thorough consultation also influences prioritisation processes and the design and implementation of inclusive and effective mine action operations, resulting in more sustainable outcomes for women, girls, boys and men from different backgrounds in mine and ERW affected communities.

Case study

DANCHURCH AID, SOUTH SUDAN

In 2013, DCA had a joint project with a commercial mine action company in the northern border states of South Sudan. The commercial company was tasked with a route survey of both major and minor roads in the states, while DCA was tasked with providing risk education (RE) to communities along these routes.

As is still usual practice in many route surveys and non-technical surveys (NTS), the commercial company interviewed local authorities (generally men) in each of the villages they reached, and asked them about contamination in the area. These single interviews were generally quick in nature and the route survey team was able to progress swiftly. The route survey team arrived in Guit, met with local authorities, asked them about any mine/ERW contamination in the area, and were told that there was nothing. The route survey team promptly completed their paperwork and reported that Guit village was free from mines.

The DCA team arrived in Guit the following day and met with local authorities. Again, the local authorities told them there were no mines or any other ERW in Guit, but they gave their permission for the RE team to meet with women and youth representatives, and to provide RE in the village. During the meeting, the women told the team about some suspicious items some other women had seen whilst collecting firewood on the outskirts of the village. They said they had not reported these items to the local authorities because they were not really sure if they were dangerous and did not want to waste their time.

After an investigation by the RE team, four anti-tank mines were confirmed on either side of a dirt track leading to another hamlet. They were less than 300m away from a group of tukuls (mud and grass huts), inhabited by female-headed households who had lost their husbands to sickness. As a result, a technical team was sent to the area to clear the mines.

WHY MAINSTREAM GENDER AND DIVERSITY IN CONTRACTING AND GRANTS MANAGEMENT?

Mainstreaming gender and diversity in contracting and grants management promotes operational efficiency and value for money in mine action operations. For example the triangulation of different data sources through inclusive and effective non-technical survey will lead to a more accurate picture of mine/ERW contamination and inform evidence-based decision making on the prioritisation of clearance tasks in areas where the impact will be highest. Contracting and grant making provides a key opportunity to promote gender and diversity mainstreaming in mine action programs as it allows donors and contracting agencies to provide a clear framework on how they expect these aspects to be taken into consideration in the implementation of the project activities.

Figure 2 Donors' good practices

US Bureau of Political Military Affairs – Office of Weapons Removal and Abatement	Requests that applicants integrate gender mainstreaming into conventional weapons disarmament programs by tracking male and female participation rates and submitting reports containing sex- and age-disaggregated data.
UK Department for International Development	Requires that the contractors design, develop and implement the project in a way that takes into account the different needs, priorities, knowledge and capabilities of women, girls, men and boys, ensuring that they participate in, and benefit equally from, the proposed project.
Norwegian Ministry of Foreign Affairs	All grant recipients must incorporate a gender perspective into their activities, and reports must be prepared specifically on gender issues. The reporting format includes a question on the project's relevance to the implementation of UN Security Council Resolution 1325 on women, peace and security.
Swiss Federal Department of Foreign Affairs	Provides guidelines, including on the use of gender analysis to respond to the following: effects on men and women of the planned activities; do-no-harm principle with regard to relations between women and men taken into consideration.
Government of the Netherlands	Threshold criteria include that the applicant's demining activities must be carried out in accordance with the UN Gender Guidelines for Mine Action Programmes.
German Federal Foreign Office	The grant application form includes questions on target groups selection and involvement, paying attention to gender-specific features, and asks to describe the impact of the project on the social participation of women and men (gender mainstreaming).

The UN Mine Action Strategy 2013 – 2018 acknowledges the importance of gender mainstreaming in contracting processes by committing to sustaining the implementation of the 2010 UN Gender Guidelines for Mine Action through the adherence to gender requirements in UN contracting procedures and fund allocation. Some donor agencies also use gender marker tools, such as the IASC Gender Marker² and the ECHO Gender - Age Marker³. The markers foster assistance that is more sensitive to the different needs and capacities of women, girls, boys and men and also tracks gender and age sensitive actions and financial allocations, allowing implementing agencies and donors to monitor their own performance in integrating gender and age in humanitarian interventions.

Case study

EXAMPLES OF GOOD PRACTICE

UNMAS Somalia

In 2014 UNMAS Somalia issued an invitation to bid for twenty risk education teams, each composed of one man and one woman, to be deployed in South Central Somalia. This was also then included in the statement of work for Ukroboronservice SC (UOS), along with the requirement that they select a gender focal point and develop a gender action plan in line with the UN Gender Guidelines. With the exception of one district, the deployment of gender-balanced risk education teams has been achieved throughout South Central Somalia. The success of the project is due to working closely with local authorities to get their acceptance and also receiving their nominations on male and female community members that could be recruited for these roles.

UNMAS South Sudan

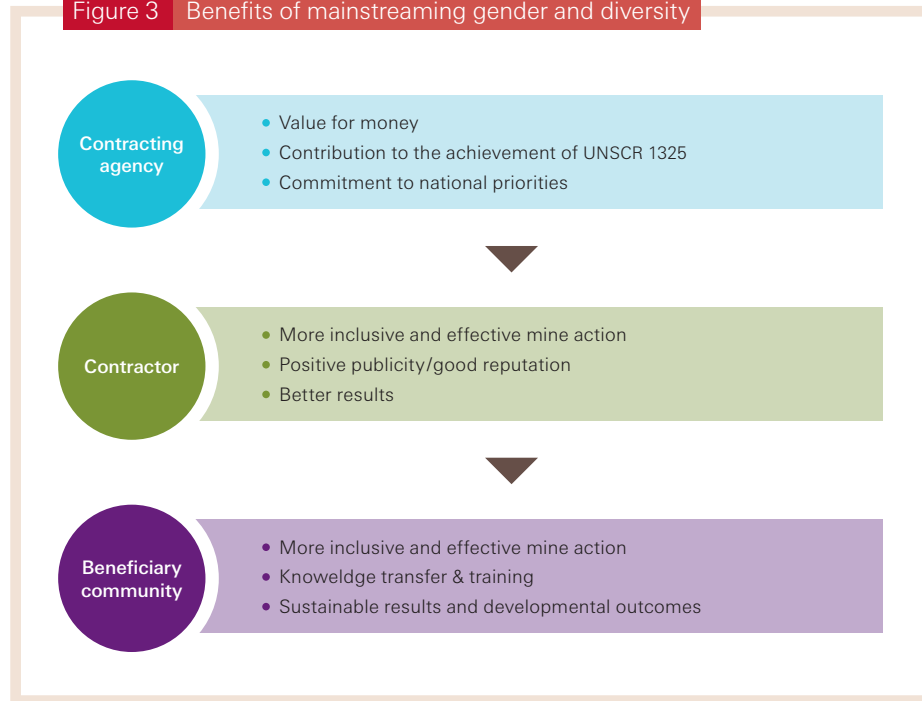
For the request for proposals (RFP) launched in November 2014 for two Multi-Task teams, UNMAS incorporated more prescriptive language and scoring of contractors on gender elements. The evaluation criteria and weighting are published with the RFP so all bidders are aware of the importance of including gender mainstreaming into their proposals/operations. Gender balanced teams for mine risk education (MRE) and community liaison officers (CLO) are now required, not just recommended. Contractors are required to provide a plan outlining CL activities that will take into consideration the gender perspective as well as a plan for gender-sensitive MRE activities.

2 <http://www.humanitarianresponse.info/topics/gender/page/iasc-gender-marker>

3 http://ec.europa.eu/echo/files/policies/sectoral/gender_age_marker_toolkit.pdf

Mainstreaming gender and diversity in contracting and grants management is crucial because evidence suggests that some mine action operators will not prioritise it unless given clear instruction to do so, and where there is a scoring system in place that rewards it as part of the financial and technical proposal. For example, some commercial contractors can be reluctant to mainstream gender and diversity in their operations as they claim it makes projects 'more expensive' and impacts negatively on their profit margins. In this situation it is important to incentivise potential contractors by offering additional points for sufficiently addressing it as part of their application, or a loss of points in a bidding process for not doing so. Financial penalties could also be imposed to those that do not plan or implement projects in a gender and diversity sensitive way. Resistance to gender and diversity mainstreaming also underlines the importance of inserting requirements into core documentation, such as statements of work, to legally bind the implementing partner to the requirements of the contracting agency.

Figure 3 Benefits of mainstreaming gender and diversity



Female mechanical machine operator from the HALO Trust, Mozambique

HOW TO MAINSTREAM GENDER AND DIVERSITY IN CONTRACTING AND GRANTS MANAGEMENT

Documentation

Ensuring gender and diversity are taken into account in certain documentation is essential for providing the framework for how contracts are to be implemented in a gender and diversity-sensitive way. The below checklist should be used to ensure that gender and diversity considerations are mainstreamed into the core documentation for contracting and grants management. The checklist provides suggestions on aspects that should be integrated into existing documentation, although it should be noted that some would have to be adapted to the specific context and type of activity that is to be implemented.

		Question	Requires action	Yes
1	Request for Proposals/Invitation to Bid/Call for Expression of Interest	Does the document require that the implementing partner shall clearly explain how women, girls, boys and men will participate in the project proposal that they submit?	<input type="checkbox"/>	<input type="checkbox"/>
2		Does the document specify team composition for relevant activities ⁴ , such as: <ul style="list-style-type: none"> • NTS teams should include men and women with the relevant linguistics skills for the area of operation; • Tribal composition of teams; • The ratio of men and women in MRE teams should be 50:50; • The implementing partner should have a certain % of female employees/those from a certain ethnicity working on the project overall. 	<input type="checkbox"/>	<input type="checkbox"/>
3		Does the document make it explicit that implementing partners shall develop gender sensitive budgets and that additional points will be allocated for gender mainstreaming? For example, where project staff includes men and women, adequate maternity leave should be budgeted into the project costs, as well as costs for appropriate separate facilities.	<input type="checkbox"/>	<input type="checkbox"/>
4		Does the document require partners to develop a gender mainstreaming action plan, the implementation of which shall be monitored and reported on at the end of the project?	<input type="checkbox"/>	<input type="checkbox"/>

⁴ For these examples the project should then include an indicator on ratio of women: men in RE teams, or % of female employment overall on the project, so that it can be tracked as part of the monitoring and evaluation.

5	Grant Application form	Does the document highlight that the implementing partner shall clearly explain how women, girls, boys and men will participate in the project throughout the proposal – needs assessment, activity design, monitoring and evaluation?	<input type="checkbox"/>	<input type="checkbox"/>
6		Does the document contain a separate section where the implementing partner shall address how gender and diversity will be mainstreamed into the project ⁵ ?	<input type="checkbox"/>	<input type="checkbox"/>
7		Does the document state that beneficiary data shall be disaggregated by sex and age?	<input type="checkbox"/>	<input type="checkbox"/>
8		Does the document request that the proposed project staff shall be presented disaggregated by sex?	<input type="checkbox"/>	<input type="checkbox"/>
9	Statement of work	Does the document include information on the impact of ERW on women, girls, boys and men as part of the situation analysis ?	<input type="checkbox"/>	<input type="checkbox"/>
10		For services to be provided , does the document specify that these should be tailored to women, girls, boys and men as beneficiaries for the relevant activities?	<input type="checkbox"/>	<input type="checkbox"/>
11		Does the document clearly articulate gender-sensitive results and targets , linked to the activity to be carried out?	<input type="checkbox"/>	<input type="checkbox"/>
12		Are these results and targets realistic and will they enable the contractor to implement activities in a gender and diversity-sensitive manner?	<input type="checkbox"/>	<input type="checkbox"/>
13		In minimum staff requirements does the document make it clear that teams should be composed of both men and women and take into consideration issues such as language and ethnicity to ensure the best possible access to all community members?	<input type="checkbox"/>	<input type="checkbox"/>
14		Does the document specify that where project staff includes men and women, adequate parental leave shall be budgeted into the project costs, as well as costs for appropriate separate facilities?	<input type="checkbox"/>	<input type="checkbox"/>
15		Does the document specify that project and support staff shall receive training on gender awareness and codes of conduct?	<input type="checkbox"/>	<input type="checkbox"/>
16		For reporting does the document specify that data shall be disaggregated by age and sex and include gender and diversity issues?	<input type="checkbox"/>	<input type="checkbox"/>
17		Does the document state that the implementing partner shall appoint a gender focal point at a senior level and to develop their own gender mainstreaming implementation plan in accordance with the 'UN Gender Guidelines for Mine Action Programmes'?	<input type="checkbox"/>	<input type="checkbox"/>
18		Does the document make it clear that where appropriate, financial penalties shall be imposed on implementing partners that do not uphold the gender and diversity requirements in the statement of work?	<input type="checkbox"/>	<input type="checkbox"/>

⁵ This is helpful for implementing partners that have not yet developed the capacity to fully mainstream gender and diversity throughout a contracting or grant application, but should be viewed as an interim step.

Appraisal

It is crucial that those evaluating financial and technical proposals are equipped with the knowledge and tools to do so from a gender and diversity perspective. This is especially important if contractors are to be allocated additional points during the appraisal process. Contracting agencies can utilize the below checklist to ensure that gender and diversity are meaningfully mainstreamed into project design and for contractors that fulfill the requirements outlined, then additional points should be allocated. The exact number of points is to be determined by the contracting agency, but it is suggested that it is a proportional breakdown as specified in the table below.

	Question	Requires action	Yes	Points
Technical Proposal	Needs Assessment			
	Is IMSMA casualty data available and disaggregated by age and sex?	<input type="checkbox"/>	<input type="checkbox"/>	5
	Are the activities that put women, girls, boys and men at risk clearly identified?	<input type="checkbox"/>	<input type="checkbox"/>	
	Is the different impact of ERW on women, girls, boys and men clearly explained?	<input type="checkbox"/>	<input type="checkbox"/>	
	Are the different priorities of women, girls, boys and men clearly identified?	<input type="checkbox"/>	<input type="checkbox"/>	
	Activities			
	Do the proposed activities meet the identified needs of women, girls, boys and men?	<input type="checkbox"/>	<input type="checkbox"/>	10
	Does the methodology clearly outline how women, girls, boys and men will participate in activities?	<input type="checkbox"/>	<input type="checkbox"/>	
	Is it made clear how activities will be adapted to the needs of different sex and age groups?	<input type="checkbox"/>	<input type="checkbox"/>	
	Do activities include impact monitoring for the different sex and age groups?	<input type="checkbox"/>	<input type="checkbox"/>	
	Is the proposed composition of teams to implement activities explained?	<input type="checkbox"/>	<input type="checkbox"/>	
	Are the policies/procedures for mixed teams explained and if the contractor has not addressed certain issues have they explained why?	<input type="checkbox"/>	<input type="checkbox"/>	

	Indicators and Targets			
Technical Proposal (cont.)	Is there an output indicator on team composition for data-gathering activities?	<input type="checkbox"/>	<input type="checkbox"/>	5
	Is there an output indicator on participation of women, girls, boys and men in activities?	<input type="checkbox"/>	<input type="checkbox"/>	
	Does the target allow for them to participate equally in these activities?	<input type="checkbox"/>	<input type="checkbox"/>	
	Is there an outcome indicator on behaviour change of women, girls, boys and men?	<input type="checkbox"/>	<input type="checkbox"/>	
	Gender and Diversity Responsive Budget			
Financial Proposal	Have the costs of maternity and paternity leave been budgeted for, taking into consideration the different needs of office and operations staff?	<input type="checkbox"/>	<input type="checkbox"/>	5
	Have the costs of other parental leave allocations been budgeted for?	<input type="checkbox"/>	<input type="checkbox"/>	
	Have the costs of appropriate separate facilities for the context (toilets, prayer areas, accommodation etc.) been budgeted for?	<input type="checkbox"/>	<input type="checkbox"/>	
	Have the costs of ensuring disabled access to all work areas been budgeted for?	<input type="checkbox"/>	<input type="checkbox"/>	

In addition to this it is suggested that contracting agencies establish a project review team for contracts/grants that is composed of men and women and ensure that this team receives training on how to evaluate projects from a gender and diversity perspective.



Norwegian People's Aid Battle Area Clearance team during training, ©UNMAS Somalia

Monitoring and Evaluation

Evidence has proven that simply mainstreaming gender and diversity considerations into core documentation is not sufficient: there must also be robust monitoring and evaluation mechanisms in place to ensure that any requirements stipulated in the contracting documentation are implemented throughout the duration of the project cycle. An important first step is to ensure that gender and diversity-sensitive indicators and targets are clearly articulated in the statement of work, or contract/grant agreement. These should be linked to existing reporting mechanisms to facilitate ongoing monitoring of the targets. A sample of indicators, targets and means of verification are included in the table below:

Indicator	Target	Means of Verification
% of field teams receiving training on gender-sensitive data-collection techniques	100% of field teams receive training during the in-country preparation phase	Mobilisation report
% of women on NTS/MRE/CL teams	Teams composed of 50% women for the duration of the project	Mobilisation report Monthly report Demobilisation report
% of overall female participation in data-gathering activities	50% of those interviewed as part of data-gathering are female	Weekly report Monthly report Demobilisation report
Gender and diversity focal point appointed	Gender and diversity focal point appointed and retained for the duration of the project	Mobilisation report
% of activities in gender and diversity mainstreaming implementation plan achieved	100% of activities in gender and diversity mainstreaming implementation plan achieved by the demobilisation phase	Demobilisation report
% of project staff receiving training on the UN and/or organisational code of conduct	100% of project staff receives training during the in-country preparation phase	Mobilisation report
% of beneficiaries who are women/girls/boys/men	% reflect the demographics of the area of intervention	Mobilisation report



Evaluating the impact of mine action in Afghanistan

To further underline the importance that the contracting agency puts on gender and diversity mainstreaming, **financial penalties should be imposed** on contractors and implementing partners that do not achieve the targets outlined in the statement of work. In addition to this, the capacity of any contracting agency to successfully implement the gender and diversity component of previous projects should also be evaluated when deciding whether to allocate funding in the future.

A balance scorecard for gender and diversity mainstreaming may be used in conjunction with the appraisal checklist to monitor the compliance between the targets set and what is actually implemented and achieved at the end of the contract. This can be done by attributing a certain value to each indicator as demonstrated in the table below:

	Sample Gender and Diversity Indicators	Actual	Target	% Compliance	Score	Indicator Value	Value given
1.1	% of field teams receiving training on gender-sensitive data-collection techniques	70%	100%	70%	4	10%	4%
1.2	% of women on NTS teams	40%	50%	80%	6	30%	18%
1.3	% of overall female participation in data-gathering activities	25%	50%	50%	1	30%	3%
1.4	Gender and diversity focal point appointed	1	1	100%	10	10%	10%
1.5	% of activities in gender and diversity mainstreaming implementation plan achieved	90%	100%	90%	8	20%	16%
Total score of the implementing partner out of 100%							51%

A compliance above 95% scores full mark – **10**, compliance between 94% and 90% scores **8**, compliance between 89% and 80% scores **6**, a compliance between 79% and 70% scores **4**, compliance between 69% and 60% scores **2**, compliance between 59% and 50% scores **1**, and a compliance less than 50% scores zero. Contracting agencies should then use a traffic light system, whereby the total score received by the contractor over the duration of the project for their capacity to mainstream gender and diversity in operations will dictate whether or not they are considered for future funding opportunities:

0 – 30%	31 – 69%	70 – 100%
Will not be considered for future funding	Will be considered for future funding	Given priority for future funding

There should also be scope for dialogue during the project between the contracting agency and the contractor, to identify any challenges to the implementation of the gender and diversity requirements and to come up with appropriate corrective action where necessary. This should be integrated into the standardised milestone reporting mechanisms of the contracting agency.

For further support in developing a context specific balance scorecard system for gender and diversity mainstreaming, please contact the Gender and Mine Action Programme at info@gmap.ch

Gender and Mine Action Programme

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