

**Order of the Minister for European Affairs and International Cooperation of
December 5, 2011, no. DJZ/BR-1403/2011, laying down administrative rules and a
ceiling for grants awarded under the Ministry of Foreign Affairs Grant
Regulations 2006 (Humanitarian Mine Action and Cluster Munitions)**

The Minister for European Affairs and International Cooperation,

Having regard to article 6 of the Ministry of Foreign Affairs Grants Decree;¹

Having regard to article 4.8 of the Ministry of Foreign Affairs Grant Regulations 2006;²

Orders:

Article 1

The administrative rules appended as an annexe to this Order apply to grants awarded under article 4.8 of the Ministry of Foreign Affairs Grant Regulations 2006 with a view to financing activities relating to the clearance of landmines and cluster munitions, in the interests of promoting peace and security after an armed conflict has ended.

Article 2

A ceiling of €45 million applies to grants in connection with Humanitarian Mine Action and Cluster Munitions awarded between 1 January 2012 and 30 June 2016.

Article 3

1. Applications for grants in connection with Humanitarian Mine Action and Cluster Munitions may be submitted from the date on which this Order enters into force until 15 March 2012.
2. Applications must be submitted using the model application form as stipulated by the Minister and accompanied by the documents stipulated in the form.³

¹ Bulletin of Acts and Decrees 2005, no. 137.

² Government Gazette 2005, no. 251.

Article 4

The available funds will be allocated in accordance with an assessment based on the criteria set out in the annexe to this Order, on the understanding that, of the applications that meet the criteria, those that meet them best will be given priority, with due regard for the need for an even distribution as referred to in article 8, paragraph 3 (d) of the Ministry of Foreign Affairs Grants Decree.

Article 5

This Order enters into force on the day after the date of publication of the Government Gazette in which it appears and lapses with effect from 1 July 2016, with the proviso that it continues to apply to grants awarded prior to that date.

This Order and its accompanying annexe, excluding the appendices, will be published in the Government Gazette. The appendices to the annexe will be published online at: <http://www.rijksoverheid.nl/onderwerpen/subsidies-voor-ontwikkelingssamenwerking-en-europa/subsidies-maatschappelijke-organisaties>.

J.M.G. Brandt

Director-General for International Cooperation

For the Minister for European Affairs and International Cooperation

³ The model application form can be downloaded from <http://www.rijksoverheid.nl/onderwerpen/subsidies-voor-ontwikkelingssamenwerking-en-europa/subsidies-maatschappelijke-organisaties>.

Annexe

1. Introduction

This is the grant policy framework for Humanitarian Mine Action and Cluster Munitions 2012-2016, containing the administrative rules for assessing applications for grants under this framework. It is also to be used, together with the mandatory model application form (see appendix I), as a guide for drawing up grant applications for the 2012-2016 period.

Even years after the end of a conflict, the presence of landmines, unexploded ordnance (UXO) and the explosive remnants of war (ERW) can continue to pose a threat to human security. Besides being a direct risk to people, ERW make large areas of land dangerous and inaccessible, thus forming a major obstacle to humanitarian assistance and socioeconomic reconstruction. Roads, borders and the immediate surroundings of houses and schools can remain no-go areas, obstructing access to food, water and other basic needs and preventing refugees and internally displaced persons from returning home.

By signing and ratifying the Ottawa Convention and the Convention on Cluster Munitions (Oslo Convention), the Netherlands has committed itself to providing mine action and cluster munitions assistance to countries that are less able or even unable to take such action themselves. This includes assistance in the care for mine victims, the clearance of mines, cluster munitions and ERW, the destruction of stockpiled mines and cluster munitions, and mine risk education.

The International Mine Action Standards (IMAS) define mine action as follows:
'Activities which aim to reduce the social, economic and environmental impact of mines and ERW, including unexploded submunitions. Mine action is not just about demining; it is also about people and societies, and how they are affected by landmine and ERW

contamination. The objective of mine action is to reduce the risk from landmines and ERW to a level where people can live safely; in which economic, social and health development can occur free from the constraints imposed by landmine and ERW contamination, and in which the victims' different needs can be addressed.⁴

Mine action includes:

- mine risk education
- humanitarian demining
- victim assistance
- stockpile destruction.

In the context of Protocol V of the Convention on Certain Conventional Weapons (CCW) and the Oslo Convention, a similar obligation also applies in the case of unexploded munitions, unexploded ordnance (UXO) and abandoned explosive ordnance (AXO).

To reduce the number of victims of explosives and promote socioeconomic development in post-conflict zones, Dutch integrated policy on post-conflict reconstruction concentrates on the clearance of both landmines (AP mines as well as 'mines other than anti-personnel mines' (MOTAPM)) and, where necessary, ERW (abandoned munitions stockpiles and unexploded ordnance like submunitions deposited by cluster bombs).

The Netherlands supports a coherent and integrated approach to reconstruction, in which various policy instruments, selected on the basis of the local context, can complement and strengthen one another. These instruments may be political, humanitarian, economic, military or development-related. The Netherlands recognises the need to integrate the mine action sector as a whole into mainstream development and reconstruction.

⁴ See http://www.mineactionstandards.org/fileadmin/user_upload/MAS/documents/imas-international-standards/english/series-04/IMAS-04-10-Ed2-Am3.pdf.

The Netherlands has traditionally been a leading donor for the clearance of UXO, and aims to provide around €15 million per year for detecting and destroying such ordnance. This has led to the decision to publish a multi-year call for proposals covering the period from 1 January 2012 to 30 June 2016.

The total amount available for awarding grants under the framework for Humanitarian Mine Action and Cluster Munitions during this period is €45 million. This call for proposals will be open to national and international civil society organisations which aim to promote or contribute to the priority themes set out in this grant policy framework. Companies are not eligible for a grant under this framework. In order to be eligible for funding, the starting date of the activities should not fall before 1 July 2012.

The available funds are part of the Stability Fund, which is designed to finance activities that bridge the gap between security and development policy, with the aim of providing rapid and flexible support to programmes operating at the interface of peace, security and development in countries or regions emerging from or at risk of sliding into armed conflict.

The policy principles underpinning this call for proposals are set out in chapter 2 of this grant policy framework. Based on these principles, threshold criteria have been drawn up which all applications must meet in order to qualify for funding under this call for proposals (see 4.1). The assessment criteria are used to assess applications that meet the threshold criteria. These criteria are described in chapter 4. The assessment procedure is described in chapter 3.

Assessment will take place in consecutive stages, using a series of checks. Stage 1 involves the threshold criteria check and the organisational check, which enables the Minister to judge the quality and efficiency of the applicant organisation. In stage 2, the quality of the programme is assessed by means of the programme check. These checks are dealt with in more detail in chapter 4.

This grant policy framework includes several appendices: the model application form (appendix I), the list of priority countries (partner countries and countries in priority regions) (appendix II), the ODA criteria as formulated by the OECD (appendix III), the OECD/DAC definitions of outcomes and outputs (appendix IV), the DAC list of ODA recipients published by the OECD (appendix V) and the IMAS guidelines (appendix VI).

2. Policy principles underlying the framework for Humanitarian Mine Action and Cluster Munitions

2.1 Aim and policy themes

The letter to the House of Representatives of 18 March 2011 presenting the spearheads of development cooperation policy contains the government's development policy objectives.⁵ Prompted by analysis of a rapidly changing global situation which also impacts on development cooperation, the policy letter sets out four spearheads of bilateral development cooperation policy:

1. water
2. food security
3. security and rule of law
4. sexual and reproductive health and rights (SRHR).

In addition, the Minister for European Affairs and International Cooperation has reduced the number of partner countries with which the Netherlands has development ties from 33 to 15, divided into three country profiles, each with its own specific objectives.⁶ For a list of the countries in each profile see appendix II (List of priority countries).

⁵ Parliamentary Papers, House of Representatives 2010-2000, 32605, no. 2.

⁶ Profile I countries: the central objective is to accelerate achievement of the Millennium Development Goals. Countries in this category are generally politically stable and often have established institutions, but also suffer from persistent, large-scale poverty.
Profile II countries: these countries are characterised by fragility, inequality and vulnerability to conflict. Security problems are predominant.
Profile III countries: these are countries with which the Netherlands has a broad-based relationship. They have made progress towards the Millennium Development Goals and are tackling poverty independently.

Promoting security and rule of law, especially in fragile states and conflict areas, contributes to achievement of the Millennium Development Goals, helps protect human rights, and serves the wider aims of security policy. It also furthers Dutch economic interests and is a precondition for sustainable development. The call for proposals on Humanitarian Mine Action and Cluster Munitions falls under the policy priority 'security and rule of law, whose main objectives are:

- 1) improving human security;
- 2) contributing to legitimate government with sufficient capacity;
- 3) achieving a peace dividend by creating conditions for socioeconomic reconstruction.

Applications to this call for proposals should pursue objectives 1 and 3.

In order to be considered for a grant under the framework for Humanitarian Mine Action and Cluster Munitions, the application should concern activities in at least two of the following three categories:

- 1) activities focused on achieving a stable peace and human security through survey and clearance of landmines, ERW, UXO, AXO and cluster munitions;⁷
- 2) activities focused on destroying stockpiles of landmines, UXO, AXO and ERW (including cluster munitions);
- 3) activities focused on victim assistance and campaigns to raise awareness of the presence of mines (mine/ERW risk education).

The activities must also contribute to promoting security and stability for the citizens of the country in question, socioeconomic reconstruction, and local capacity-building to ensure the activities have a lasting impact.

Gender

Strengthening the position of women in reconstruction and peace processes is an important cross-cutting theme within the spearhead 'security and rule of law.

⁷ See http://www.mineactionstandards.org/fileadmin/user_upload/MAS/documents/imas-international-standards/english/series-04/IMAS-04-10-Ed2-Am3.pdf for definitions.

Sustainable peace and reconstruction can only be achieved if these processes are supported and implemented by the local population. Knowledge of the distinctive perspectives and roles of men and women is key in this regard. Security is not gender-neutral. Women are more likely to be the victim of sexual violence. At the same time, the capacity of women is currently underused in conflict prevention and resolution and in transformation processes, which diminishes the efficiency and effectiveness of such efforts. Women are 'early warners' for conflicts and local and national peace brokers. 'Smart security', therefore, means ensuring women's participation. This is in line with UN Security Council resolution 1325 which addresses the impact of armed conflict on women and emphasises the positive contribution that women can make to peace negotiations, conflict resolution and, in the long term, reconstruction. The Netherlands thus aims to strengthen the position of women as actors in peace and reconstruction processes.⁸

In order to qualify for a grant, proposals must therefore seek to strengthen the position of women as actors in peace and reconstruction processes.

Geographic priorities

Grants under the framework for Humanitarian Mine Action and Cluster Munitions are intended for activities carried out in the development cooperation partner countries and/or countries in the priority regions (see appendix II). The three priority regions identified from the perspective of peace, security and development are the Horn of Africa, the Great Lakes region, and the Middle East and North Africa. In awarding grants, priority will be given to activities in countries where clearing mines and cluster munitions is of the utmost importance for the consolidation of peace, security and reconstruction.

Ottawa and Oslo Conventions

Grants should preferably be awarded for activities to be implemented in countries that have signed and ratified the Ottawa and Oslo Conventions. The local government must

⁸ UN Security Council Resolution 1325 (2000): http://www.un.org/events/res_1325e.pdf.

also feel responsible for mine clearance. At the very least, this should manifest itself in a coordinating mechanism for mine action, and preferably in legislation on the subject and, ideally, in a solid national strategy for development or poverty reduction, perhaps in the form of a Poverty Reduction Strategy Paper (PRSP).

Grants can be awarded for up to four years.

2.2 Who are the grants for?

Grants are intended for programmes set up by independent, not-for-profit civil society organisations (CSOs) with legal personality, both Dutch and international, that are specialised in mine action and that contribute in a result-oriented way to promoting peace, security, stability and prosperity through mine action and the clearance of cluster munitions.⁹

CSOs can independently submit a grant application or form part of a consortium in a joint application. In the latter case, a consortium representative (known as the 'lead party') submits the grant application on behalf of the consortium as a whole. If the application is granted, the lead party is responsible for implementing the consortium's programme. Only CSOs of the type specified above can form part of a consortium, and the members of the consortium must satisfy the same requirements as independent applicants.

Organisations that are or have been involved in the illegal trade in mines or arms, or their production, do not qualify for a grant under the framework for Humanitarian Mine Action and Cluster Munitions. Commercial demining companies do not qualify for a grant under the framework, but can apply to UNMAS, which puts demining contracts out to tender in the countries where it operates. The Netherlands annually pays a contribution to UNMAS.

⁹ For a definition of mine action, see: http://www.mineactionstandards.org/fileadmin/user_upload/MAS/documents/imas-international-standards/english/series-04/IMAS-04-10-Ed2-Am3.pdf.

3. Assessment procedure

3.1 Assessment criteria

Organisations applying for grants under the framework for Humanitarian Mine Action and Cluster Munitions must meet certain criteria in order to qualify for a grant. There are three types of criteria:

1. Threshold criteria: criteria which all applications must meet. If an application does not meet all of the threshold criteria, it will be rejected.
2. Criteria relating to the quality of the applicant organisation or the lead party of the consortium (organisational check).
3. Criteria relating to the quality of the programme proposal (programme check).

These criteria are explained in more detail in chapter 4.

3.2 Assessment

The provisions of the General Administrative Law Act, the Ministry of Foreign Affairs Grants Decree and the Ministry of Foreign Affairs Grant Regulations 2006 are fully applicable to the assessment of applications and the grants that are ultimately awarded. Applications will be assessed in accordance with the above legislation and pursuant to the requirements set out in these administrative rules. The administrative rules laid down in the Standard Framework for Development Cooperation also apply.¹⁰ If the administrative rules applying to Humanitarian Mine Action and Cluster Munitions deviate from the Standard Framework for Development Cooperation, the former will prevail.

The assessment of grant applications and the award and allocation of the available funds will take place by means of a call for proposals: the quality of all applications that meet the requirements set out in these administrative rules will be assessed according

¹⁰ Order of the Minister for European Affairs and International Cooperation no. DJZ/BR/0874-10 of 1 December 2010 adopting administrative rules containing general provisions for grants awarded for development cooperation activities (Standard Framework for Development Cooperation), Government Gazette 2010, no. 19701.

to the same criteria. The applications that best meet the criteria will be given priority in the award of grants. The Minister will award grants in accordance with this ranking, taking account of the need for an even distribution of the available resources as referred to in article 8, paragraph 3 (d) of the Ministry of Foreign Affairs Grants Decree.

The Minister will make a decision on the grant applications no later than 16 June 2012.

3.3 Checks and the allocation of available resources

The assessment of grant applications will take place in stages, resulting in a decision on the allocation of resources for Humanitarian Mine Action and Cluster Munitions to the applicants.

The first stage consists of checks of the threshold criteria and the organisation. The second stage looks only at proposals that meet the threshold criteria and that have been submitted by organisations that satisfy the organisational check.

3.3.1 Checks in stage 1

The threshold criteria are criteria that applications for Humanitarian Mine Action and Cluster Munitions grants must meet. No points are awarded; applications that fail to meet all of the threshold criteria are rejected and not processed further.

The organisational check contains criteria relating to the quality and efficiency (track record, planning, monitoring and evaluation, and financial and administrative management) of the applicant organisation. Applications from organisations whose quality and efficiency are judged to be deficient are rejected and not processed further.

3.3.2 Checks in stage 2

Stage 2 involves screening the quality of the programme proposal. If the quality of the programme is judged to be deficient, the application will not qualify for a grant under the framework for Humanitarian Mine Action and Cluster Munitions.

3.3.3 Allocation of available resources

Allocation of the available resources to applicants that have already met the threshold criteria and passed the organisational check takes place at the end of stage 2, i.e. on the basis of the results of the qualitative assessment of the applications following the above programme check.

In order to qualify for a grant under the framework for Humanitarian Mine Action and Cluster Munitions, applications must satisfy the criteria set out in this policy framework.

If insufficient resources are available for all satisfactory applications to receive a full grant, these applications will be ranked according to their results in the programme check. The size of the grant they receive will depend on how well they meet the criteria. In allocating the grants, account will also be taken of an even geographical distribution.

3.4 Application procedure

Applications for grants must be submitted, using the model application form as stipulated and made available by the Minister (see appendix I), by 16.30 on **Thursday 15 March 2012** to the Ministry of Foreign Affairs, EFV/Tender Mine Action, Bezuidenhoutseweg 67, 2500 EB The Hague.¹¹ Applications should be complete and without reservations, signed by an officially authorised signatory and submitted in duplicate on paper and on CD-ROM. It is not possible to submit a provisional application. Applications should be submitted in Dutch or English.

With regard to the application procedure, applicants should take note of article 7, paragraph 3 of the Ministry of Foreign Affairs Grants Decree. If an incomplete application is submitted, the Minister may request a supplement. In this case, the date of receipt of the application will be the date on which the application was supplemented. If the application is submitted less than two weeks before the deadline, the applicant runs the risk that, if it is incomplete, the Minister will not use his discretionary powers to

¹¹ The model application form can be downloaded from <http://www.rijksoverheid.nl/onderwerpen/subsidies-voor-ontwikkelingssamenwerking-en-europa/subsidies-maatschappelijke-organisaties>.

request a supplement, because it cannot be submitted before the deadline. In that case, the application would have to be assessed as it stands.

Questions about this policy framework or other matters may be submitted by email. The questions will be anonymised and published online, with answers, on two occasions.

The first deadline for submitting questions is **7 January 2012, 16:30**.

The second deadline for submitting questions is **7 February 2012, 16:30**.

In each case the answers to the questions will be posted two weeks later on the following website: <http://www.rijksoverheid.nl/onderwerpen/subsidies-voor-ontwikkelingssamenwerking-en-europa/subsidies-maatschappelijke-organisaties>.

Questions may be submitted by email to: **EFV-tender-demining@minbuza.nl**.

3.5 Procedure prior to decision-making

The assessment of applications is carried out at civil service level by an assessment committee consisting of at least two members of staff of the Ministry of Foreign Affairs and possibly an external consultant. The procedure is based on the legislation governing the award of grants by the Minister, the Standard Framework for Development Cooperation and this grant policy framework. The Minister will decide on grant applications no later than 16 June 2012.

4. Assessment of applications

4.1 Threshold criteria

Applications that fail to meet all the criteria below will be rejected and will not be assessed further. These criteria are listed below and explained where necessary.

Criterion D.1 *The applicant is a not-for-profit civil society organisation which possesses legal personality.* The organisation must enclose its constitution proving this.

Criterion D.2 *The applicant operates internationally (i.e. in more than one country) and strives to achieve structural poverty reduction in the priority countries of this grant policy framework (see appendix II)¹² by working with not-for-profit civil society organisations in these countries or local and national authorities, with the aim of promoting stability, consolidating peace and security, reconstruction and capacity building, through activities in the areas of mine action and clearance of cluster munitions.¹³ This should be evident from the objectives of the organisation as set out for example in its constitution or other relevant documents (e.g. track record, strategic annual plan/multi-annual plan).*

Criterion D. 3

- a. *The applicant's demining activities are carried out in line with the policies of the National Mine Action Authority (NMAA) or an equivalent body, if such exists in the country in question. This should be evident from the proposal.*
- b. *The applicant's demining activities are likewise carried out in accordance with the international mine action standards (IMAS), including the UN Gender Guidelines for Mine Action Programmes. This should be evident from the proposal.*

Criterion D.4 *The applicant must demonstrate that, as of 1 July 2012, at least 25% of its annual income will derive from sources other than Ministry of Foreign Affairs grants. Grants awarded under the framework for Humanitarian Mine Action and Cluster Munitions will not exceed 75% of the total annual income of the applicant organisation. The applicant can demonstrate this plausibly on the basis of income over the 2008-2010 period.*

If the applicant is the lead party, this criterion applies to the whole consortium. Consequently, if one organisation derives less than 25% of its annual income from sources other than Ministry of Foreign Affairs grants, this may be offset by another

¹² This point deviates from the Standard Framework for Development Cooperation.

¹³ The list of DAC countries can be found in appendix IV and at <http://www.oecd.org/dataoecd/32/40/43540882.pdf>.

party in the consortium. Funds which are directly or indirectly obtained from the budget of the Ministry of Foreign Affairs (e.g. a grant or contribution from a Dutch embassy) do not count when determining the size of the applicant's own income.

Criterion D.5 *From the start of the grant period, the gross salaries of the managers and board members of the applicant organisation are in reasonable proportion to the seniority of their position and to the organisation's geographical location, size and complexity. The applicant must specify the salaries (including allowances) of managers (including the CEO) and board members.*

Criterion D.6 *The applicant is capable of proper financial management. The applicant can ensure effective and efficient implementation of the activities due to its expertise regarding the activities for which a grant is being applied for.*

Criterion D.7 *The minimum grant application is €4 million and the maximum €20 million, and the duration of the activities for which grant funding is sought does not exceed four years. The starting date of the activities should not fall before 1 July 2012. These amounts are proportionally lower for projects with a shorter duration. The minimum duration of the activity is 36 months (with a minimum grant application of €3 million and a maximum of €15 million). This should be evident from the proposal and the accompanying budget and multi-year estimate.*

Criterion D.8 *The programme does not involve initiatives aimed wholly or partly at proselytisation. This should be evident from the proposal and the accompanying budget and multi-year estimate.*

Criterion D.9 *At least 60% of the resources necessary for implementing the activities must be spent in three or more partner countries and/or countries in the priority regions.¹⁴ This should be evident from the proposal and the accompanying budget and multi-year estimate.*

¹⁴ This point deviates from the Standard Framework for Development Cooperation.

Criterion D.10 *The programme does not relate to commercial services, investment or other commercial activities. This should be evident from the proposal and the accompanying budget and multi-year estimate.*

Criterion D.11 *The programme relates to activities that qualify for funding from the ODA budget in line with OECD/DAC criteria.¹⁵ This should be evident from the proposal and the accompanying budget and multi-year estimate.*

Criterion D.12 *The programme focuses on at least two of the following three categories of activities:*

- 1) activities focused on achieving a stable peace and human security through survey and clearance of landmines, ERW, UXO, AXO and cluster munitions;¹⁶*
- 2) activities focused on destroying stockpiles of landmines, UXO, AXO and ERW (including cluster munitions);*
- 3) activities focused on victim assistance and campaigns to raise awareness of the presence of mines (mine/ERW risk education).*

This should be evident from the proposal and the accompanying budget and multi-year estimate.

Criterion D.13 *The mine action activities contribute to socioeconomic reconstruction and promote security and stability for the citizens of the country in question.*

This should be evident from the proposal and the accompanying budget and multi-year estimate.

Criterion D.14

Insofar as the programme concerns mine action, at least one of the following demining techniques should be applied:

¹⁵ The OECD/DAC criteria are described in appendix II and at:
<http://www.oecd.org/dataoecd/21/21/34086975.pdf>.

See http://www.mineactionstandards.org/fileadmin/user_upload/MAS/documents/imas-international-standards/english/series-04/IMAS-04-10-Ed2-Am3.pdf for definitions.

1) *Manual detection, with mechanical support.* Manual detection involves the use of metal detectors and probes, supported by mechanical means, such as mowers and excavators (armoured or otherwise), steel wheels, rollers, drum screens, vibrator conveyors and flails.

2) *Toolbox.* The choice of instrument depends on the specific problem to be tackled. Grants may also be awarded for the training and deployment of mine detection dogs (or rats) as part of programmes that focus on mine clearance.

This should be evident from the proposal and the accompanying budget and multi-year estimate.

Criterion D.15 *The programme does not relate to activities in the field of:*

- 1) *commercial demining activities;*
- 2) *the organisation of conferences.*

This should be evident from the proposal and the accompanying budget and multi-year estimate.

4.2 The organisational check

The organisational check is part of the assessment in the first stage. The aim is to enable the Minister to judge the quality and efficiency of the applicant organisations.

Assessment within the context of the organisational check is based on the extent to which the organisation complies with the following criteria:

Criterion O.1 *Track record over the past three years:* an applicant's performance over the past three years shows that they are capable of achieving planned outcomes¹⁷ and outputs,¹⁸ of obtaining the contributions from third parties necessary for the implementation of the programmes and of ensuring the sustainability of programmes vis-à-vis the ultimate target group.

¹⁷ As defined by OECD/DAC, see appendix III; <http://www.oecd.org/dataoecd/29/21/2754804.pdf>

¹⁸ As defined by OECD/DAC, see appendix III; <http://www.oecd.org/dataoecd/29/21/2754804.pdf>

Criterion O.2 Planning, monitoring and evaluation: the PME system used by the organisation is sufficient for monitoring progress in terms of outcomes, outputs and sustainability at programme and organisational level. The organisation periodically commissions independent evaluations of programmes, programme components and its own functioning. The organisation has a sound quality management system in place for its primary processes.

Criterion O.3 Financial and administrative management: the organisation's policy on the financial supervision of organisations with which it has a funding relationship is satisfactory; it uses a satisfactory method for assessing the quality of partner organisations with which it has a financial relationship; it has a financial monitoring system that enables it to identify shortfalls (or potential shortfalls) or surpluses at an early stage and take adequate measures to anticipate these contingencies; it also has a broad donor base.

If the organisation's quality is deficient, the application will be rejected and will not be assessed further.

4.3 The programme check

The programme check assesses the quality of the programme on the basis of the following criteria:

Criterion P.1 Policy relevance: the extent to which the programme is relevant to policy.

This is assessed on the basis of the following factors:

1. *Relevance to development:* the degree to which the activities contribute to structural poverty reduction in the partner countries and/or countries in the priority regions.¹⁹
2. *Relevance to the objective of this call for proposals:*
 - a: the degree to which the activities contribute to peace and security after the end of an armed conflict, in particular to the promotion of security and stability

¹⁹ This point deviates from the Standard Framework for Development Cooperation.

for ordinary people, through mine action and clearing cluster munitions and creating enabling conditions for socioeconomic reconstruction;

b: the degree to which the activities strengthen the role of women as actors in reconstruction and peace processes.

3. *The degree to which the activities are aligned with the spearhead 'security and rule of law' as set out in the letter to the House of Representatives of 18 March 2011.*
4. *The countries where the activities are to be carried out (see appendix II):* priority will be given to activities in countries where clearing mines and cluster munitions is of the utmost importance for the consolidation of peace, security and reconstruction.
5. *Complementarity:* the extent to which the activities are aligned with the development policy of the Netherlands and other donors in the countries in which the activities are to be carried out.

Criterion P.2 Innovative nature: the extent to and the way in which the proposed activities are innovative, in a thematic sense or due to improvements to the intervention strategy used (increasing the effectiveness of the programmes) or efficiency gains in programme implementation.

Criterion P.3 Contextual analysis: the extent to which the proposal, especially the defined problem and objective, reflects contextual analysis findings.

Criterion P.4 Position of partners in the programme: the degree to which the programme contributes to building the institutional capacity of the partners in the countries in question and the extent to which partners or the target group can effectively influence the programme.

Criterion P.5 Details of envisaged outcomes, outputs, activities and resources: the extent to which the programme provides a detailed description of outcomes, outputs, intended activities and resources, and a clear link has been established between the outputs to be achieved and the resources necessary to do so.

Criterion P.6 *Expression of envisaged outcomes, outputs and resources in SMART terms:* the outcomes, outputs and resources have been formulated in SMART terms (Specific, Measurable, Acceptable, Realistic and Time-related).

Criterion P.7 *Risks, monitoring and corrective action:* the degree to which satisfactory risk management is in place, consisting of a satisfactory risk analysis and a satisfactory system for monitoring and corrective action

Criterion P.8 *Sustainability:* sustainability of the activities: whether they will produce a lasting effect for the ultimate target group and contribute to the institutional sustainability of partners and the applicant's own organisation.

Criterion P.9 *Effectiveness:* the extent to which the activities are in areas where the immediate risks to the population are greatest and/or the socioeconomic benefits of clearing the land are greatest.

Criterion P.10 *Cost-effectiveness:* the degree to which the activities contribute to effective mine-clearing operations, at the lowest possible cost and using local employees.

Criterion P.11 *Capacity transfer:* the degree to which the activities contribute to the enlargement of the national capacity of the authorities in the affected countries with regard to mine action.

Appendix I Model Application Form (see link on webpage)

Appendix II List of priority countries²⁰

This call for proposals is focused on the following countries: a) the partner countries of the Ministry of Foreign Affairs, and b) countries in the priority regions.

- a) Partner countries: in line with the letter outlining development cooperation policy, the government will operate a list of 15 partner countries.
- b) Priority regions: countries with severe humanitarian distress.

<u>Profile I</u>	<u>Profile II</u>	<u>Profile III</u>
1. Benin 2. Ethiopia 3. Mali 4. Mozambique 5. Rwanda 6. Uganda	7. Afghanistan 8. Burundi 9. Palestinian Territories 10. South Sudan 11. Yemen	12. Bangladesh 13. Ghana 14. Indonesia 15. Kenya

Priority regions

Countries in the Middle East and North Africa (MENA):

- Iraq
- Jordan
- Lebanon
- Libya
- Tunisia

Countries in the Horn of Africa: Somalia

Countries in the Great Lakes region: Democratic Republic of the Congo

²⁰ For a more detailed explanation of the selection of countries, please see the March 2011 letter to the House of Representatives presenting the spearheads of development cooperation policy at: <http://www.rijksoverheid.nl/documenten-en-publicaties/kamerstukken/2011/03/18/aanbiedingsbrief-focusbrief-ontwikkelingssamenwerking.html> .

Appendix III: Explanation of the ODA criteria

IS IT ODA?

Factsheet - November 2008

DAC Members occasionally request the Secretariat's view as to whether a particular expenditure should be reported as official development assistance (ODA). This paper outlines the reasoning the Secretariat uses to answer such enquiries, and discusses some specific cases. It should not be taken as a definitive guide to ODA eligibility, since only the DAC may determine such eligibility. Further details are provided in the Statistical Reporting Directives (available at www.oecd.org/dac/stats/dac/directives).

Official development assistance is defined as those flows to countries and territories on the DAC List of ODA Recipients (available at www.oecd.org/dac/stats/daclist) and to multilateral development institutions which are:

- i. provided by official agencies, including state and local governments, or by their executive agencies; and
- ii. each transaction of which:
 - a. is administered with the promotion of the economic development and welfare of developing countries as its main objective; and
 - b. is concessional in character and conveys a grant element of at least 25 per cent (calculated at a rate of discount of 10 per cent).²¹

ECONOMIC DEVELOPMENT AND WELFARE AS THE MAIN OBJECTIVE

This is often the decisive criterion for determining ODA eligibility. In the final analysis it is a matter of intention. But in order to reduce the scope for subjective interpretations and promote comparable reporting, Members have agreed to limits on ODA reporting, *e.g.*:

²¹ This calculation helps determine whether a loan is concessional. If the loan satisfies the ODA criteria, then the whole amount is reported as ODA. The grant element itself is not reportable as a flow. Reporting is on a cash (nominal) basis, except for Paris Club debt service reduction (see under 'Flows' below).

Exclusion of military aid - The supply of military equipment and services, and the forgiveness of debts incurred for military purposes, are not reportable as ODA. On the other hand, additional costs incurred for the use of the donor's military forces to deliver humanitarian aid or perform development services are ODA-eligible.

Peacekeeping - The enforcement aspects of peacekeeping are not reportable as ODA. However, ODA does include the net bilateral costs to donors of carrying out the following activities within UN-administered or UN-approved peace operations: human rights, election monitoring, rehabilitation of demobilised soldiers and of national infrastructure, monitoring and training of administrators, including customs and police officers, advice on economic stabilisation, repatriation and demobilisation of soldiers, weapons disposal and mine removal. ('Net bilateral costs' means the extra costs of assigning personnel to these activities, net of the costs of stationing them at home, and of any compensation received from the UN.) Similar activities conducted for developmental reasons outside UN peace operations are also reportable as ODA, but not recorded against the peacekeeping code. Activities carried out for non-developmental reasons, e.g. mine clearance to allow military training, are not reportable as ODA.

Civil police work - Expenditure on police training is reportable as ODA, unless the training relates to paramilitary functions such as counter-insurgency work or intelligence gathering on terrorism. The supply of the donor's police services to control civil disobedience is not reportable.

Social and cultural programmes - As with police work, a distinction is drawn between building developing countries' capacity (ODA-eligible) and one-off interventions (not ODA-eligible). Thus, the promotion of museums, libraries, art and music schools, and sports training facilities and venues counts as ODA, whereas sponsoring concert tours or athletes' travel costs does not. Cultural programmes in developing countries whose main purpose is to promote the culture or values of the donor are not reportable as ODA.

Assistance to refugees - Assistance to refugees in developing countries is reportable as ODA. Temporary assistance to refugees from developing countries arriving in donor countries is reportable as ODA during the first 12 months of stay,

and all costs associated with eventual repatriation to the developing country of origin are also reportable.

Nuclear energy - The peaceful use of nuclear energy, including construction of nuclear power plants, nuclear safety and the medical use of radioisotopes, is ODA-eligible. Military applications of nuclear energy and nuclear non-proliferation activities are not.

Research - Only research directly and primarily relevant to the problems of developing countries may be counted as ODA. This includes research into tropical diseases and developing crops designed for developing country conditions. The costs may still be counted as ODA if the research is carried out in a developed country.

Anti-Terrorism - Activities combatting terrorism are not reportable as ODA, as they generally target perceived threats to donor, as much as to recipient countries, rather than focusing on the economic and social development of the recipient.

ODA ELIGIBILITY OF AID TO MULTILATERALS AND NGOS

Annex 2 of the Statistical Reporting Directives lists those international agencies contributions to which are reportable as ODA. ODA coefficients are provided for United Nations agencies which conduct part of their activities in favour of development. These coefficients are revised every few years in consultation with the agencies concerned.

United Nations agencies have established many specific-purpose funds. These are too numerous, and arise and disappear too quickly, to be listed in the Directives. The same applies to national non-governmental organisations. In both cases, Members must use their judgement as to whether contributions have an ODA character.²² When in doubt, they may consult the Secretariat, at dac.contact@oecd.org providing details of the fund in question.

²² The coefficient established for an agency partly active in development does not normally apply to specific-purpose funds it sets up, the ODA character of which should be assessed individually. For example, 70 per cent of contributions to WHO's core budget are reportable as ODA. But contributions to WHO's bilharzia programme are 100 per cent ODA-reportable, while contributions to its International Agency for Research on Cancer are not ODA-reportable.

The Directives also list the main international non-governmental organisations (INGOs) contributions to which are reportable as ODA. These are increasingly numerous. Where Members have contributed to INGOs not on this list, they should assess their ODA character in the light of the INGOs' aims, programmes and membership. If they believe the contribution should be counted as ODA, they should inform the Secretariat so that Members can consider the INGO in the annual review of Annex 2.

OFFICIAL AGENCIES

Official flows comprise transactions undertaken by the official sector (i.e. Government) at their own risk and responsibility, regardless of the source of funds (taxation of or borrowing from the private sector). Official agencies include federal, state and local departments and agencies. The market-based transactions of central monetary authorities, however, do not enter into the statistics.

Sometimes one official agency subsidises another. Since the subsidy is internal to the official sector of the donor country, it is not reported as a flow. Rather, the transaction recorded is that between the subsidised agency and the developing country. If this transaction meets the other ODA criteria described in this paper, it is recorded as ODA.

Official subsidies to private firms may be recorded as other official flows (OOF). They are not considered to meet the tests of ODA, since by definition they support activities with a primarily commercial objective.

Official subsidies to private not-for-profit organisations ('non-governmental organisations') that are active in development are reportable as ODA.

FLOWS

Flows are transfers of resources, either in cash or in the form of commodities or services. Since DAC statistics concentrate on transactions likely to have a development impact, loans for one year or less are not counted. Repayments of the principal of ODA loans count as negative flows, and are deducted to arrive at net ODA, so that by the time a loan is repaid, the net flow over the period of the loan is zero. Interest is

recorded, but is not counted in the net flow statistics. Where official equity investments in a developing country are reported as ODA because of their development intention, proceeds from their later sale are recorded as negative flows, regardless of whether the purchaser is in a developed or a developing country.

Disbursements are measured on a cash basis, not an accruals basis, except that:

- wherever contributions to multilateral development banks and funds are made in the form of promissory notes, the full amount of the note is recorded at the time of deposit; and
- the net present value of debt relief provided by implementing a Paris Club debt reorganisation through debt service reduction is reportable as an ODA grant in the year of the reorganisation.

Some transactions not recorded as transfers in balance of payments statistics are nevertheless eligible to be recorded as ODA, since they represent an effort by the official sector in favour of development. These include the costs of developmentally relevant secondary and tertiary education and vocational training (including stipends and travel) provided to developing country nationals in the donor country, the administrative costs of ODA programmes, subsidies to non-governmental organisations, in donor refugee costs and programmes to raise development awareness in donor countries.

Capital investment in the donor country is not regarded as a flow and is therefore not eligible to be reported as ODA. This applies even to the construction and equipment of training and research facilities related to development issues. The running costs of such facilities may, however, be counted as ODA.

CONCESSIONAL IN CHARACTER

From the earliest discussions of the concept of ODA, Members agreed that it should represent an effort in favour of developing countries by the official sector. Loans at market terms were excluded. When in the early 1970s interest rates began rising sharply, it was further specified that loans could only be reported as ODA if they had a

grant element of at least 25 per cent, calculated against a notional reference rate of 10 per cent per annum.

These elements remain today. In recent years, long-term interest rates in most OECD Member countries have fallen well below 10 per cent, so the 25 per cent grant element level has become easier to attain. But to qualify as ODA, loans must still be concessional in character, i.e. below market interest rates.

Where concessional and non-concessional financing are combined in so-called 'associated financing packages', the official and concessional elements may be reported as ODA, provided they have a grant element of at least 25 per cent. Such contributions must also meet the special concessionality tests for associated financing, which are based on market interest rates and set out in the Arrangement on Guidelines for Officially Supported Export Credits (OECD, 2008 Revision).

Appendix IV: OECD/DAC definition of outcomes and outputs

Outcome

The likely or achieved short-term and medium-term effects of an intervention's outputs.

Related terms: result, outputs, impacts, effect.

Outputs

The products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.

Appendix V: DAC list of ODA recipients

Effective for reporting on 2011, 2012 and 2013 flows

Least Developed Countries	Other Low Income Countries (per capita GNI < \$1,005 in 2010)	Lower Middle Income Countries and Territories (per capita GNI \$1,006-\$3,975 in 2010)	Upper Middle Income Countries and Territories (per capita GNI \$3,976-\$12,275 in 2010)
Afghanistan	Kenya	Armenia	Albania
Angola	Korea, Dem. Rep	Belize	Algeria
Bangladesh	Kyrgyz Rep.	Bolivia	*Anguilla
Benin	South Sudan	Cameroon	Antigua and Barbuda
Bhutan	Tajikistan	Cape Verde	Argentina
Burkina Faso	Zimbabwe	Congo, Rep.	Azerbaijan
Burundi		Côte d'Ivoire	Belarus
Cambodia		Egypt	Bosnia and Herzegovina
Central African Rep.		El Salvador	Botswana
Chad		Fiji	Brazil
Comoros		Georgia	Chile
Congo, Dem. Rep.		Ghana	Cook Islands
Djibouti		Guatemala	Costa Rica
Equatorial Guinea		Guyana	Cuba
Eritrea		Honduras	Dominica
Ethiopia		India	Dominican Republic
Gambia		Indonesia	Ecuador
Guinea		Iraq	Former Yugoslav Republic of

			Macedonia
Guinea-Bissau		Kosovo ¹	Gabon
Haiti		Marshall Islands	Grenada
Kiribati		Micronesia, Federated States	Iran
Laos		Moldova	Jamaica
Lesotho		Mongolia	Jordan
Liberia		Morocco	Kazakhstan
Madagascar		Nicaragua	Lebanon
Malawi		Nigeria	Libya
Mali		Pakistan	Malaysia
Mauritania		Papua New Guinea	Maldives
Mozambique		Paraguay	Mauritius
Myanmar		Philippines	Mexico
Nepal		Sri Lanka	Montenegro
Niger		Swaziland	*Montserrat
Rwanda		Syria	Namibia
Samoa		Thailand	Nauru
São Tomé and Príncipe		*Tokelau	Niue
Senegal		Tonga	Palau
Sierra Leone		Turkmenistan	Panama
Solomon Islands		Ukraine	Peru
Somalia		Uzbekistan	Serbia
Sudan		Vietnam	Seychelles
Tanzania		West Bank and Gaza Strip	South Africa
Timor-Leste			*St. Helena
Togo			St. Kitts-Nevis
Tuvalu			St. Lucia
Uganda			St. Vincent and

Vanuatu		Grenadines
Yemen		Suriname
Zambia		Thailand
		Turkey
		Tunisia
		Uruguay
		Venezuela
		*Wallis and Futuna

*Territory

(1) This is without the prejudice to the status of Kosovo under international law.

Appendix VI International Mine Action Standards

International Mine Action Standards (IMAS)

The assessment of grant applications will be based on the internationally accepted concept of mine action. This is a comprehensive package of measures designed to cope with the possible negative effects of interaction between the population and landmines in their surrounding environment. Mine action is not only about mine clearance. It also involves mine mapping, victim support, mine risk education, local capacity building, lobbying and coordination.

Relationship to other components and actors. Any application for a grant must clearly state how the proposed activities relate to other essential aspects of mine action. A statement indicating which counterparts are covering the aspects not included in the application, how coordination has been arranged, and how the responsibilities have been divided will suffice.

Integrated socioeconomic planning. The application must also demonstrate that the activities in question are in tune with existing plans for the socioeconomic rehabilitation of the post-conflict community (the return of refugees and displaced persons, health care, agriculture, education, etc.). The most obvious touchstone for this purpose is the relevant UN Consolidated Appeal (if available) or the national poverty reduction strategy. The use of result-driven methods should be evident not only from the target figures (e.g. for total surface area of cleared land) given in the application, but also – and especially – from the socioeconomic effects of demining. Some possible indicators of progress are: the number of IDPs and refugees who have been able to return to their land; increased access to social infrastructure like schools and health centres; accessibility of economic infrastructure like roads, bridges, production areas, electricity supplies, distribution systems, etc.; a higher human development index ranking at regional or sub-regional level and/or changes in security indicators.

IMAS. The International Mine Action Standards (IMAS) drawn up by UNMAS (United Nations Mine Action Service) provide guidelines for mine action, aiming to improve safety and efficiency. They also define a number of internationally accepted principles, procedures and minimum requirements for national authorities, international donors and organisations involved in mine action.

In accordance with the IMAS a coordinated strategy should be followed in each individual country containing the following elements:

- promoting awareness of the presence of mines and UXO and reducing the risks to the inhabitants and users of the area concerned;
- research into the location and size of minefields and their marking and clearance;
- assistance to victims of accidents involving mines and UXO and their rehabilitation and reintegration;
- stigmatising the use of landmines and supporting a total ban on landmines;
- building local capacity through education and training so that mine clearance can be transferred to a national agency;
- carrying out quality control checks on the above-mentioned activities.

Organisations must subscribe to the IMAS if they are to qualify for mine action grants. This means that, wherever applicable, they must operate in accordance with the relevant IMAS and/or national technical standards and guidelines. Deviation from these standards is permissible only if the organisation can substantiate its decision with solid arguments and demonstrate its involvement in consultations on the specific points of contention.