



REPUBLIC OF UGANDA

**MINISTRY OF GENDER, LABOUR AND SOCIAL  
DEVELOPMENT**

**GENERATING GROWTH OPPORTUNITIES AND PRODUCTIVITY  
FOR WOMEN ENTERPRISES (GROW) PROJECT - P176747**

*Terms of Reference*

**For hiring of a consultant to Support in the Development  
of a Grievance Redress Mechanism (GRM) Handbook for  
the Project**

**November 2023**

## 1. Introduction

The Ministry of Gender, Labour and Social Development in partnership with the Private Sector Foundation Uganda (PSFU) is implementing the **Generating Growth Opportunities and Productivity for Women Enterprises (GROW) project funded by the World Bank**. The Project Development Objective (PDO) is to increase access to entrepreneurial services that enable female entrepreneurs to grow their enterprises.

The Project arises out of the desire to respond to the needs of women entrepreneurs to grow their businesses, sustain self-employment and create more jobs. The Project Development Objective (PDO) to increase access to entrepreneurial services that enable female entrepreneurs to grow their enterprises. The project targets female owned enterprises, including Refugee owned businesses. GROW will therefore support women entrepreneurs with the growth potential to improve productivity, sustainability and transition their enterprises from micro to small and then to medium scale.

The project will be implemented in all the districts and cities of Uganda starting with 40 districts in phase 1. The implementation also targets Refugee settlements and Refugee Hosting Districts (RHDs). The project implementation will be supervised at multiple levels to fasten addressing of any issues or challenges that may arise, ensuring effectiveness and efficiency. GROW Project will be delivered under 4 project components namely:

**Component 1:** Support for Women empowerment and enterprise development services.

**Component 2:** Access to finance for women entrepreneurs.

**Component 3:** Enabling infrastructure and facilities for women enterprise growth and transition and

**Component 4:** Program management, policy innovation, and evidence generation.

### **Back Ground to the GROW Project GRM**

GROW Project involves many stakeholders including Donors, Central and Local governments, service providers and local communities among others operating and relating in various ways. During project design, implementation and operation, many issues and complaints may arise that must be addressed for successful implementation of the project. It is against this background that GROW Project under Ministry of Gender Labour and Social

Development wishes to develop a Grievance Redress Mechanism (GROW-GRM) to enable its stakeholders raise issues, concerns and grievances throughout project cycle including; project planning, implementation and during projects operation. Therefore, developing and establishing the GRM becomes paramount as it ensures all concerns and grievances are appropriately recorded, managed and addressed for smooth running of projects activities. Thus, the GROW-GRM is expected to provide a clear, transparent and credible process to all parties, for fair, effective and efficient documentation and resolution of grievances.

## **2. The Grievance Redress Mechanism (GRM) under the GROW Project.**

A Grievance is a concern or complaint raised by an individual or a group within communities affected by project activities. A grievance is defined as a complaint, an issue, concern, problem, disputes or claim (perceived or actual) of unfairness that an individual, community or group wants the project, contractors/service providers or project stakeholders to address, redress or resolve.

### **What is the expected GROW GRM.**

This is expected to be a standardised procedure under the GROW project in Uganda for receiving, assessing and addressing grievances. It outlines the method and/or process through which documentation, resolution or redress to a grievance is sought and to provide a fair, just, reliable, prompt, transparent and effective response and resolution. The GROW-GRM is expected to provide a fair, legitimate, reliable, and cost-effective redress procedure to enable Project Affected Persons (PAPs) and other interested parties to present their grievances and find satisfactory resolutions/redress. This is also a critical tool for promoting transparency and accountability for World Bank funded projects for which GROW is one of them. It is therefore important to have a GROW-GRM to properly handle project related grievances.

### **Purpose and Objectives of the GROW GRM.**

The main purpose of the GROW-GRM is to enhance project efficiency through a clear and transparent means of receiving, documenting and resolving complaints as well as provide data for reference and planning for improvement of the project. Through the GROW-GRM, the project also expects to create awareness among beneficiary communities as a means of stakeholder engagement. The GRM framework will also ensure that project related

complaints are resolved within a stipulated time frame which is critical in managing social tension. The following are the specific purposes of GROW-GRM:

- i. Receive and resolve varied categories of project related grievances in a timely, appropriate and cost-effective manner.
- ii. Build trust among project staff, communities and stakeholders in general.
- iii. Promote community empowerment and participation in project decisions that affect them.
- iv. Ensure proper documentation, prompt, fair and transparent resolution of grievances.
- v. Provide feedback mechanism to project affected persons

### **Guiding principles for the GROW -GRM Design**

The design of GROW-GRM is expected to be grounded on the following principles:

- a) **Legitimate:** Ensure that the mechanism has clear, transparent and sufficiently independent governance structures to ensure that there is no bias or interference and that the process can be conducted fairly with respect to all parties (context specific), trust, recognized by community. Include all key stakeholders.
- b) **Accessible:** The mechanism is publicized and provide adequate assistance to those who wish to access it, including specific groups such as children, women and the disabled accessibility needs to take into consideration language, literacy, awareness, finance, distance, or fear of reprisal.
- c) **Predictable:** The mechanism provides a clear and known procedure, with timeframes for each stage, clarity on the types of processes and outcomes it can and cannot offer, and means of monitoring the implementation of any outcome.
- d) **Equitable:** The mechanism ensures that stakeholders have reasonable access to the necessary sources of information, advice and expertise to engage in the process on fair and equitable terms.
- e) **Transparent:** The mechanism provides sufficient transparency of process and outcomes to meet the public interest concerns at stake and should presume transparency wherever possible.

- f) **Harmonization:** The mechanism creates good collaboration and synergy within the project activities and with external stakeholders who run similar projects.
- g) **Engagement and Dialogue:** For an operational-level grievance mechanism, engaging regularly with affected stakeholder groups on the GRM's design and performance can help to ensure that it meets their needs, that they will use it in practice, and that there is a shared interest in ensuring its success. Dialogue as one of the best means of addressing and resolving grievances should be embraced.
- h) **Continuous Learning:** Identifies lessons for improving the mechanism and preventing future grievances and harms. The GRM shall regularly provide analysis of the frequency of occurrence, patterns, and causes of grievances; strategies and processes used for grievance resolution; and the effectiveness of those strategies and processes. This is to enable GROW structures overseeing the GRM procedures and practices to improve performance and prevent future harm.
- i) **Process Simplicity:** Simplify submission of grievances and suggestions to encourage the PAPs to share their grievance and to trust the GROW-GRM structure structures in place to redress the grievances.
- j) **Objective, fair and independent:** The GRM shall equally consider all grievances irrespective of their nature, size and complexity without biases or prejudices.
- k) **Confidentiality and Responsiveness:** As confidentiality is an integral part of fairness, the identity and personal details of complainants will only be disclosed to those involved in the resolution of the grievance.
- l) **12. Culturally Appropriate:** The GRM structure should take into consideration the different cultural beliefs, structures and systems to resolve grievances and adapt as appropriate.

### **Policy and regulatory framework**

To address grievances, the Ministry of Gender, Labour and Social Development developed the Social, Safety and Health Safeguards Implementation Guidelines for Local Governments (2020). These Guidelines provide for the need to have GRCs for all the development projects and at all levels.

The World Bank ESS 10 and as part of the Stakeholder Engagement Plan (SEP), the framework for GROW project GRM was developed. The GRM will be led by MGLSD with the support of PSFU and local governments playing a key role in grievance management in keeping with the policy of decentralization. Therefore, the implementation of the GROW project requires a comprehensive GRM for timely reporting and management of any grievances that may arise in the project implementation.

### **3.1 Purpose**

The purpose of the consultancy is to develop a GRM handbook that will operationalize the GROW project GRM framework included in the SEP.

### **3.2 Specific tasks are to:**

- i. Review all GROW project components hand books and implementation arrangements and update the list of grievances that are likely be triggered by GROW project
- ii. Extensive review of any other relevant materials on grievance handling such as GRM Hand books of other projects.
- iii. Review the MGLSD guidelines on management of Environmental, Social Health and Safety risks in development projects and assess their applicability or parts thereof to management of GROW Project related environmental and social risks and impacts including grievances. Review the LC system at community level and assess its relevance or parts thereof to management of GROW project related grievances.
- iv. Guide on the ideal structure of the GROW GRM structure taking into consideration implementation arrangements, technical and geographical scope and regulations.
- v. Develop the GRM handbook
- vi. Develop structure/format for requisite tools and instruments (Grievance submission form and Log books).
- vii. Develop guidance on the architectural lay out, technical and operational specifications of the GRM MIS module.
- viii. Propose an outline of training materials on grievance management for GRCs including referral of GBV related grievances to providers of the MPS in keeping with principles of the survivor centered approach (SCA).
- ix. Prepare IEC/BCC materials such as brochures and posters that impart knowledge and skills on grievance management for staff, WEs, communities and other stakeholders.

#### **4.0 Scope of the assignment:**

The scope of the assignment includes geographical, institutional/regulatory and methodological as enlisted below:

##### **a) Geographical scope:**

The implementation of the GROW project is country wide therefore the development of the GRM hand book should cover as much information as possible to have a broad perspective to realities in existence in all the regions.

##### **b) Institutional and regulatory scope**

The institutional and regulatory scope includes review of all GROW project components and implementation arrangements approved documents; review of mechanisms for grievance management in related projects such as DRDIP and GRMs in refugee settlements; MGLSD guidelines on management of ESHS risks in development projects and assessment of their applicability to GROW; GRM framework in SEP with regard to management of GBV related grievances including SEA and SH;

##### **c) Methodology/approach**

The methodology to be employed in the development of the GRM handbook will take a qualitative approach that fosters in-depth understanding of how GRMs are functioning and to enable formation of GRCs of GROW project. In particular, the methodology for development of GRM handbook includes: a) Review of project documents and other relevant literature, b) active community consultations, meetings with community leaders on districts level GRMs, c) review of undocumented cases of grievances and best practice, Batwa, the IK, the Tepeth and the Bennet and review their existing mechanisms for grievance management and their applicability or parts thereof to management of GROW related grievances of these ethnic minorities; and d) engage with all the implementing entities of GROW project including MGLSD, PSFU, Local governments, MUBS and potential PFIs, to assess their current grievance management

#### **5. Activities for the development of the Handbook**

Consultative meetings, technical working group meetings and validation workshops

## **6. Deliverables**

- i. An inception report
- ii. An updated list of grievances potentially associated with GROW project
- iii. An assessment report of existing grievance redress systems and their applicability or parts thereof to GROW project
- iv. GRM Handbook for GROW project with structure, procedures, processes, referral pathways, publicity strategy, MIS module and annexes of tools / instruments.
- v. IEC/BCC materials (posters and leaflets, with clear messages on grievance management
- vi. Training outline for GROW GRCs
- vii. Materials on grievance management under GROW project.
- viii. Samples for the GRM Receipt Book and GRM Log Book

## **7. Qualifications**

The following minimum qualifications are required:

- a. A postgraduate degree in Social Sciences, Development Studies, Development, Human Rights, Social Sciences or any related field.
- b. A bachelor's in Arts, Social Sciences, Development Studies, Human Rights or any related field.
- c. At least 10 years working with Social Safeguards Assessments, out of which 4 are for grievance management in World Bank funded projects
- d. Proven and verifiable competency in undertaking similar assignments in Uganda or even other countries.
- e. Good understanding of the relevant safeguards' regulatory frameworks both by World Bank and Government of Uganda.
- f. Knowledge of broad social, cultural and economic dynamics affecting women enterprises in Uganda

## **8. Duration and Timelines**

The duration of the assignment is 60 days; including the time for field consultations. The consultant is expected to comply with the following reporting timelines



S/N	ACTIVITY	TIME
1.	Inception report submitted to the MGLSD.	10 days after signing contract
2	Draft GRM document with assessment reports, draft IEC/BCC materials report submitted to the MGLSD	40 days after submission of final inception report
3.	Submit the final GRM document	10 days after submission of draft report

#### 10 **Financing and payment schedules**

The consultant shall be paid 30% upon submission of an acceptable inception report, 50% upon submission an acceptable draft GRM handbook and IEC/BCC materials and 20% upon submission of a final GRM book and IEC/BCC materials.