Guidance for bilateral projects

August 2018

TOR for the identification of the bilateral project/programme

Note: The scope of the task may vary depending on whether a detailed project concept has been already outlined or whether there is only a rough idea.

HUOM: Tunnisteosiot alusta (pvm, laatija, kenelle laadittu jne) puuttuvat tästä versiosta.]

**1. Background to the identification**

[This section should provide an overview of the history behind the identification and its rationale. It should clearly establish why the identification is being carried out and relate it to the wider policy or programming context.

This section could vary in length from a few paragraphs to one or two pages, and should generally:

* place the assignment in the broad context of poverty, inequality, vulnerability, and sustainability challenges in the country/theme/sector concerned
* place the assignment in the context of the Partner Government’s policy and programme priorities;
* place the assignment in the context of Finland’s development policy, sector specific and thematic priorities, as well as cross-cutting objectives: gender and social equality, human rights and equal participation opportunities of easily marginalized groups (including children, people with disabilities, indigenous peoples and ethnic minorities), HIV/AIDS as a development challenge, governance, environment, climate change and disaster risks;
* place the assignment in the context of the support that other donors are already providing or planning to provide, to address the same issue, as a basis for considering joint work during planning and implementation;
* describe the role of the partner government, other local stakeholders, including participation opportunities of the final beneficiaries, in undertaking the identification;
* provide a brief history of the programme idea to date. This should allow the reader to understand the origins of the idea, who has participated in generating the idea, what prior work has been carried out and by whom, what formal approvals/agreements have been reached e.g. during bilateral country consultations, possible joint programming (e.g. JAS preparation), and the current ‘status’ of the programme in the project cycle.]

**2. General approach to the identification**

The identification process shall be a joint action by [partner country], Government of Finland and [name possible other partner organisations, e.g. an international financing institution]. The key stakeholders, including the final beneficiaries shall be involved in the identification process in order to ensure their full ownership.

Finland’s support, guided by the Finnish development policy, shall be built on the partners’ development policies and priorities and be aligned, to the extent possible, with the partners’ planning and management systems. Coordination and coherence with other development processes need to be ensured. The identification process will establish a foundation for operationalising and achieving the cross-cutting objectives of Finland’s development policy in the subsequent phases of the project cycle.

In case several strategic options are available for the programme, the identification should identify and analyse their relevance and feasibility to provide the decision makers with analytical base for decisions on the programme’s strategic scope and approach.

**3. Objectives of the identification**

[The purpose of the section is to clearly and concisely state what the identification is expected to achieve, and who the target audience is. A generic example of identification objectives is shown below: ]

To provide decision makers in the […………] and the Government and Finland with sufficient information to justify the acceptance, modification or rejection of the proposed programme idea, and determine the scope of further programme formulation work.]

**4. Issues to be studied**

[The following issues could be included for study/assessment:

* assess the coherence of the proposed programme with the Partner Government’s development policy, sector specific and thematic policies, strategies and budgeting
* assess the coherence of the proposed programme with Finland’s development policy, sector specific and thematic priorities, cross-cutting objectives as well as the country programme concerned
* assess the coherence of the proposed programme with international legal instruments and norms guiding both the Partner Government and Finland
* identify key stakeholders and assess their needs, interests, constraints and potential roles in the proposed programme, including private sector and civil society
* identify a relevant scope for the programme’s geographical focus area
* identify the key problems and needs, including issues related to cross-cutting objectives, to be addressed and prepare a preliminary problem analysis
* identify the key development opportunities and available resources as well as potential synergies with other development processes
* identify issues and experiences related to the cross-cutting objectives – including promotion of gender and social equality, human rights and equal participation opportunities of easily marginalized groups (including children, people with disabilities, indigenous peoples and ethnic minorities), HIV/AIDS as a development challenge.
* identify (and/or screen) main issues related to environment and climate change challenges and disaster risks.
* assess governance and institutional capacity and related gaps as well as possibilities for use of country systems for programme management
* analyse and formulate preliminary project objectives, scope and proposed implementation strategy
* analyse and, if appropriate formulate proposed management/coordination arrangements considering options for full or partial use of country systems and/ or working jointly with other donors
* analyse sustainability issues – including issues related to financial and economic, institutional, technical, socio-cultural, and environmental sustainability of the proposed programme
* analyse likely resource/cost implications and identify a tentative funding framework for the programme, and define a tentative budget and funding frame
* analyse key risks and define preliminary key assumptions, including the “do-no-harm” principle
* define areas requiring further analysis, analyse the adequacy of disaggregated data relevant to the project problematic, and provide clear recommendations on next steps of the planning process]

**5. Methodology**

[The section on methodology should describe how the identification will be carried out, including the main methods to be used to collect, analyze, record and report information. A leading role of the partner Government should be encouraged, as a well as full participation of relevant stakeholders, including the final beneficiaries. In many cases, the methodology may be left rather open in order to enable the identification team to use their own expertise in proposing relevant methods.

This section should include a description of:

* Main phases in the identification (i.e. preparatory activities, field work, analysis, report drafting, feedback, editing, report finalization)
* Involvement/participation of key stakeholders and final beneficiaries, including final beneficiary groups (such as women, the poor and easily marginalized groups) and organizations representing them
* Location and duration of the identification
* Materials and information to be reviewed
* How data will be analyzed and recorded, ensuring that all data is disaggregated by gender, age group and other relevant categories; and
* Reporting requirements (schedule, outline)]

**6. Expertise required**

The exact expertise requirements are described in the Instructions To Tenderers and any description in ITT will override description in this TOR.

**7. Reporting requirements**

[This section of the TOR should clearly specify the reporting requirements, and might include details of:

* The table of contents for the identification report (Concept Paper), including annexes
* The language to be used
* The format or font to be used
* The computer software programmes to be used
* The submission date(s) for drafts and final copies
* To whom the report(s) should be submitted
* The number of copies to be produced, and whether in hard copy/and or electronic copy
* Whether or not a (face to face) presentation of the contents of the report is required, when and to who ( incl stakeholders in the partner country)
* Responsibilities for report production and presentation

Reference might also be included to other guidelines where these provide further guidance with respect to

report formats or other reporting requirements. [

**8. Work plan and time-schedule**

[This section should provide a summary of the anticipated work plan and time-schedule, based on an analysis of the issues to be studied, including adequate time for addressing the cross-cutting objectives and facilitating an inclusive and participatory process. Sufficient time for commenting by stakeholders and competent authorities needs to be reserved as well. A reservation for briefing of the next planning phase (programme formulation) may also be included.

The deadlines of reporting should be specified clearly whereas the schedule of activities (workplan) may be left more open to be specified in the tenders. The work plan may be presented in the form of an activity schedule/Gantt chart.]

**9. Tentative budget**

[The TOR may include a tentative budget frame, or it may be defined in the Instructions to Tenderers (ITT) in case the identification will be outsourced for a consulting agency. In case of tendering the consultants will present their budget proposal in their tenders. The text underneath may be used to indicate the tentative budget. ]

The maximum budget for the task is [xx euro], including fees and reimbursable costs.

**10. Mandate**

[The consultant should not have any mandate to make commitments on the behalf of the MFA and partner country unless the MFA officer is attached to the consultancy and the MFA officer is given explicit mandate to make specific commitments. ]

The consultant does not have any mandate to make commitments on behalf of the competent authorities.

The identification team shall share the TOR and/or the letter of introduction of the assignment with the stakeholders they work with

Annexes:

1.[ Standard Table of contents of the identification report, if applicable].  
2. [ Standard Table of contents of the project concept note, if applicable].

3. [Reference to the MFA web-page on programme cycle management. In this page further links exist on detailed administrative and thematic/sectoral guidelines]