Guidance for bilateral projects

August 2018

TOR for the formulation of the bilateral project/programme

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

[The exact content of a TOR will vary depending on the planning in question. A brief description of the type of information that might be contained in a TOR is provided in the following sub-sections. This is provided for guidance only and does not aim to imply that all the issues listed need to be considered by each planning or that the work necessarily needs to be contracted out.]

**1. Background to the programme planning**

**1.1. An overview**

[This section should provide an overview of the history behind the programme planning and its rationale. It should clearly establish why the planning 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 health problem and as a social problem, governance, environment, climate change and disaster risks;
* place the assignment in the context of Finland’s country programme in the country concerned;
* 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 planning task;
* Provide a brief history of the programme concept 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, evaluated strengths and weaknesses of past cooperation, what formal approvals/agreements have been reached e.g. during bilateral country consultations, possible joint programming (e.g. Joint Assistance Strategy preparation), the planning process and the current ‘status’ of the programme in the programme cycle.]

**1.2. The joint commitment reached between the competent authorities on key issues**

[Planning is preceded by identification mission and diplomatic negotiations. The competent authorities should have reached a conclusion on a minimum set of basic elements. Describe possible conclusion reached on:

* implementing agency,
* the description of the partner country programmes that the support programme will support.
* the intended final beneficiaries and an initial idea of how their poverty is expected to be reduced and how their development is supposed to become more sustainable as an outcome of the programme.
* the key orientation or objective for the support programme,
* the geographic coverage of the support programme,
* the expected duration of the support programme,
* the cross- cutting objectives and principles
* an estimate on the financing requirement.

These issues describe what has been reached so far. They set the scene for the planning team –they define the non-negotiables.]

**2. General approach to the programme planning**

The planning process shall be a joint action by [partner country], Government of Finland and [name possible other partner organisations, e.g. an international financing institution]. Full involvement of key stakeholders, including the final beneficiaries, is essential during the planning in order to ensure their 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 planning process will also establish a foundation for operationalising and achieving the poverty reduction, sustainable development and cross-cutting objectives of Finland’s development policy in the programme formulation.

**3. Objectives of the programme planning**

[The purpose of the section is to clearly and concisely state what the planning phase is expected to achieve, and who the target users/readers of the reporting are. A generic example of planning objectives is shown below.]

The planning task will produce a draft Programme Document. The draft Programme document, together with other background material should provide decision makers in the […………] and the Government and Finland with sufficient information to justify the acceptance, modification or rejection of the programme formulation, and if deemed feasible, adequate information on which to proceed to concluding a financing agreement between the Government of Finland and [partner country and/or international organisation].

**4. Issues to be studied**

[Planning means formulating a programme strategy and approach (defined in the Programme Document) which facilitates the tendering, implementation, management and monitoring and evaluation of the programme in an objectives/results -oriented manner. Building on the work of the programme identification phase, the planning process may include the following:

Analysis:

* identify key stakeholders and assess in detail their needs, interests, constraints and potential roles in the proposed programme, including gender analysis and analysis of easily marginalized groups, and define the intended beneficiaries of the programme
* identify and analyse the related national/regional/sectoral policies, strategies and programmes of the partner country (including other donor-supported processes) in order to ensure that the programme efficiently supports and is coherent with their implementation
* analyse the coherence of the proposed programme idea with Finland’s development policy, sector specific and thematic priorities, cross-cutting objectives as well as the country programme concerned
* analyse lessons learned from past experience in the sector and in related programmes
* identify and analyse the underlying needs/problems and prepare a detailed needs/problem analysis
* identify and analyse the development opportunities and resources as well as potential synergies with other development processes
* analyse 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
* analyse issues related to environment and its vulnerability, climate change and disaster risks, and develop relevant approaches for their inclusion in the programme design
* assess governance and institutional capacity and related gaps as well as possibilities for use of country systems (structures, planning and reporting mechanisms, funding mechanisms) for programme management
* provide a clear analysis of strategy options and a justification for the recommended implementation strategy

Programme formulation:

* define the programme’s scope, approach, formulate the overall objectives, purpose, expected results and indicators, and define key activities related to expected results, naming the responsible agency whenever possible.
* define the critical approaches 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, environment and climate
* double-check the consistency of the proposed intervention logic by turning the proposed plan (the Finnish-funded ‘support package’) into the form of a logical framework or some other result-oriented framework, including disaggregated indicators, with supporting activity and resource/cost schedules
* provide a description of the proposed performance measurement (monitoring, review and evaluation) and accountability system, and how the availability of disaggregated baseline and monitoring data can be ensured
* provide a description of the proposed management/coordination arrangements, which demonstrates how institutional strengthening and local ownership will be effectively supported; consider systematically options for full or partial use of country systems and/ or working jointly with other donors; consider requirements of good governance and anti-corruption measures
* provide an analysis of assumptions/risks, and a risk management plan, including the “do-no-harm” principle with respect to potential unintended social and environmental harms
* provide an analysis of sustainability issues – including issues related to financial and economic, institutional, technical, socio-cultural, and environmental sustainability of the proposed programme, and modify the programme strategy to ensure sustainability
* define the resources needed for programme implementation and present the programme budget including cost breakdowns and funding sources
* prepare any other documents as may be required for supporting the preparation/conclusion of a Financing Agreement]

**5. Methodology**

[The section on methodology should describe how the programme planning will be carried out, including the main methods to be used to collect, analyse, record and report information. Documentation to be reviewed may be presented as an annex to the TOR.

A leading role of the partner Government should be encouraged, as well as full participation of relevant stakeholders, including the final beneficiaries. The role of the planning team is expected to be facilitative and supportive.

This section should include a description of:

* Main phases in the programme planning (i.e. preparatory activities, field work including consultation processes and background analysis, joint report drafting, feedback, editing, report finalisation)
* How stakeholders will be involved and participation promoted, including specific final beneficiaries (such as women, the poor and easily marginalized groups) and/or organizations representing them
* The location and duration of the programme planning
* The data/information collection tools that may be used, including any planned surveys, questionnaires, field observations, reference to administrative records and management reports, key interviews, etc. However, the methods should not be specified in too much detail to enable the planning teams to propose relevant and innovative methods.
* How data will be recorded, analysed and stored, ensuring that all data is disaggregated by gender, age group and other relevant categories, and
* How and when specific reports will be produced including outlines of the reports and documents.]

[Background studies

The planning process should include brief (1-5 pages each) necessary background assessments of the following aspects, unless covered by existing information:

* Institutional assessment: the role of each stakeholder in the programme; immediate winners and losers; key power linkages.
* Poverty and inequality assessment: Whose poverty is the programme expected to reduce? Why and how are they poor or disadvantaged? How is the programme going to expected to make a positive impact on their livelihoods (e.g. by changing relative prices, employment, transfers, access, authority, assets)?
* Vulnerability assessment: existing socio-economic and political status of – and probable impacts of the programme on - easily marginalised population groups (e.g. children, young people, indigenous peoples and ethnic minorities, people living with HIV and AIDS or various kinds of disabilities)
* Gender assessment
* Environmental assessment, climate proofing and disaster risk reduction assessment.
* Institutional integration, ownership, good governance in management systems and procurement systems, using country systems.

A summary of each assessment shall be presented in the annex of the Programme Document.

In case the preceding planning phases have not provided sufficient background information, the TOR may include a wider set of background studies. The studies should include data which deepens understanding and provides justification for the programme rationale. These studies may be presented in separate reports/papers. However, only key conclusions are included in the annexes of the Programme Document. Programme Document should include a corresponding set of thematic assessment placed in the annexes, however, including only short key conclusions/assessments. ]

**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**

[The layout of the Programme Document should cover the topics described in annex M. ]

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

* Anticipated length of the report, (preferred 20-60 pages plus annexes)
* Language to be used
* Format or font to be used
* Computer software programmes to be used
* List for expected reports: inception report, preliminary draft Programme Document, final draft Programme Document, Report on planning process and critical issues. Define the submission date(s) for drafts and final copies
* To whom the report(s) should be submitted
* 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.

A requirement for debriefing during the tendering process of the actual implementation phase may also be included.]

**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. The deadlines of reporting should be specified clearly whereas the schedule of activities 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.

The work plan may be presented in more or less detail, depending on whether or not the contracting authority has a clear idea of how the study should be carried out, and to what extent they want bidders to propose their own methodology, team composition and/or work plan.]

**9. Budget**

[provide indicative budget frame for the planning task.]

The maximum budget for the planning mission is \_\_\_\_ €, including fees, reimbursables and cost related outsourcing (commissioning of studies).

**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 planning team shall share the TOR and/or the letter of introduction of the assignment with the stakeholders they work with.

Annexes:

Identification report, possible concept note.

The outline of the Programme Document. (see specific template for it).

Relevant background material.