

MOLDOVA SOCIAL INVESTMENT FUND

OPERATIONAL GUIDELINE

FOR

SOCIAL CARE SERVICES DEVELOPMENT

CHISINAU- 2004

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ACRONYMS

ATID	Assistance in Technical Issues Department
BA	Beneficiary Association
CBO	Community Based Organisation
CSDD	Community and Social Development Department
ED	Executive Director
EGPRS	Economic Growth and Poverty Reduction Strategy
EO	Executive Office
FAD	Finance and Administrative Department
GoM	Government of Moldova
IDA	International Development Association (World Bank)
LPA	Local public administration
MCR	Microproject Completion Report
MDG	Millennium Development Goals
MIS and ME Department	Management Information System and Monitoring and Evaluation Department
MIS	Management Information System
ME	Ministry of Education
MoH	Ministry of Health
MSIF	Moldova Social Investment Fund
NCB	National Competitive Bidding
NS	National Shopping
NGO	Non-governmental Organization
NB	National Board
PTA	Parents and Teachers Association
SCS	Social Care Services
CDD	Community Driven Development
CDC	Community Development Consultant
ST	Small town
TA	Technical Assistance
UN	United Nations
UNICEF	United Nations Children Fund

Chapter 1. Social care services development component's objectives and expected benefits

1.1. Component's objectives

The **main objective** of component "Social care services development" is the development of a coordinated network of integrated social care services at Rayon level, which would:

- Demonstrate types of services that could be sustained and replicated at national level and would inform policy changes and reform at national level;
- Streamline social welfare decision making mechanisms at Rayon level;
- Enhance the capacity of local authorities and communities to address problems of socially vulnerable groups at community level;
- Increase responsibility and commitment of local communities in addressing social welfare issues within the community;
- Provide vulnerable population groups with adequate, accessible and of a good quality services;
- Reduce reliance on residential care services.
- Reinstall service providing at home.

The services to be developed will **target vulnerable groups** such as:

- children in difficulty,
- children with disabilities,
- teenagers in difficulty,
- women at risk;
- elderly people.

Typology of developed services could be classified as follows:

- a) **by their scope:** prevention, rehabilitation, integration/reintegration services;
- b) **by their content:** diversified, integrated, modular, innovative;
- c) **by their level:** local (preventive and support services) or Rayon level (coordination services and specialised services).

1.2. Expected results

- A coordinated network of integrated social care services created at a Rayon level.

- Innovative programs implemented with an immediate positive impact on the beneficiaries.
- More advanced managerial, professional capacities of the participants at the projects' proposals implementation (LPA, NGO, social services providers, contractors etc.).
- Innovator understanding of problems related to social welfare services.

Chapter II. Promotion and identification of subprojects proposals

The promotion will be performed at a national and rayon level.

2.1. Promotion at national level

The promotion at a national level will have as goals the dissemination of information regarding the MSIF project launch, objectives, procedures, Project's beneficiaries, strategy of implementation. The following modalities will be used for a successful dissemination of this information:

- Project launch seminars,
- Press conference,
- Round table at the television and radio,
- Publication of a special edition of the journal "Rural Alternatives".

2.2. Promotion at rayon level

Promotion at a rayon level will be done through the organisation of several one-day promotion seminars in the 32 rayons of Moldova. Mayors, representatives from the Rayon Council, social welfare offices, educational boards, construction and public utility departments, active local and rayon NGOs, rayon mass media will be invited to the seminars.

Representatives from MSIF and other financing organisations supporting similar programs, as well as mayors from the localities offering alternative social services will participate at the seminars.

Information on the following subjects will be presented at the seminars:

- The concept of Component II – development of a coordinated network of integrated social care services for groups in difficulties and the outputs to be obtained following the implementation;
- Possibilities and condition of financing from MSIF;
- Procedures of preparation and implementation of the project;
- Potential social impact of the Project on rayon's development;
- Collaboration inside the network of organisations activating in the area of social services;
- Procedures and criteria of rayons selection;

- Necessity to create a Coordination Committee (CC) at a rayon level;
- The responsibilities of implementation partners: MSIF, Rayon Councils, Local Councils, NGOs.
- The modality of an intention letter writing for the participation in the MSIF 2 Project.

2.3. Rayons selection

2.3.1. Creation of a Coordination Committee

The Rayon Council will create the Coordination Committee (CC) at the rayon level. The existence of a CC is a compulsory eligibility condition for the participation in the contest. The CC should have in its composition representatives of the rayon council, social welfare service, health direction, medical psycho-pedagogical commission, educational direction and construction and public utility department.

The Coordination Committee will be responsible for:

- Full analyse of the social assistance/protection service system at the rayon level;
- Elaboration of a strategic plan for social care services development at a rayon level;
- Elaboration of concrete projects and their submission to MSIF;
- Monitoring of projects implementation.

2.3.2 Contest of interest

MSIF will publish in the republican and regional press and on MSIF's website an announcement regarding the organisation of a contest for the rayons willing to implement coordinated networks of integrated social care services at the rayon level. The rayons will be stimulated to manifest their interest and to submit a written request for this issue.

The request for participation at the contest can be submitted by the Rayon Council (signed by the president of the rayon council, based on the decision of the rayon council) within a two weeks period after the contest announcement, according to a model elaborated by MSIF.

2.3.2. LPA training in drawing up an Application form (RFA)

All the applicants will be invited to a seminar regarding the modality of Application form drawing up. The seminar will last one day and will be held in 5 regions.

Rayon's Coordination Committee representatives will participate at the seminar regarding the modality of Application form drawing up (see annex A).

Based on a participative method, technical assistance will be provided and practical exercises on Application forms elaboration will be done.

The seminar will be moderated by MSIF's representatives.

The time limit of Application form filling-in will constitute 30 days from the date of the seminar.

2.3.3. MSIF Advisory Board

Moldova Social Investment Fund will create an Advisory Board for social services development, its members being the representatives of the Ministry of Labour and Social Protection, Ministry of Education, Ministry of Finance, National Board for Children's Rights Protection, donors organisations, NGOs (minimum 7 persons).

The Advisory Board will be created based on the working-group "Creation of social care services", which has been involved in the preparation of MSIF Project.

The Advisory Board will be legitimated by MSIF National Board and will have the following objectives:

- Selection of the rayons that will form the coordinated network of integrated social care services;
- Preliminary approval of project proposals;
- Expertise of project proposals' social design;
- Determination of any eventual overlapping/repeats of project proposals with other programs taking place in the region (World Bank, UNICEF, DFID, USAID, etc) in order to avoid such situations.
- A permanent exchange of information between the organisations working in this domain.

2.3.4. RFA's Content

The Request for Application will present the situation, opportunities and main constraints to social welfare in the Rayon and will provide the evidence that the Rayon has the capacity to carry out and manage a successful program, in accordance with the expected results and strategy of MSIF.

The content of RFA will provide information on the following aspects:

- Rayon's general situation (estimation of the total population living in the program site, the number of towns, communes, villages (or other community unit) that are in the target area and relevant statistics demonstrating the extent of the problems in the Rayon).
- Current status of institutionalised children, youth, adults and elderly in the Rayon and why it is an appropriate site for the application.

- The needs of institutional capacity building as identified by the APL and other local partners.
- The major opportunities and constraints to addressing social assistance/protection issues and the ways how these could be addressed.
- The programs that already exist in the Rayon and potential opportunities for synergy's with other sector programs in the same geographic area.
- The Rayon's past performance as it relates to the proposed MSIF Project. (including (if the case) previous experience in designing, implementing, monitoring, and evaluating community-level social welfare programs or other relevant programs).
- The Rayon reform or social services development strategy (if applicable) and level of preparation of the local authorities (APL) for reform in the social welfare/protection area (the rayon strategy should be presented as attachment to the application).
- The relevant resources available at Rayon level (human, financial, available facilities, etc.).
- Previous or existing partnerships between the APL and NGO partners in Moldova or other countries, and providing examples of how these partnerships have increased the capacity of local groups.
- The previous similar programs in which the APL managed or in which it was involved as a partner
- Provide a list and a brief description of NGOs identified by the APL as potential partners.
- Other potential social partners at Rayon level.

2.3.5. Rayons selection criteria

The Advisory Board will select the rayons based on Application form's corresponding to the evaluation criteria and on the visits in field and will propose them to MSIF National Board for approval.

A number of six (6) rayons will be selected for project implementation, based on the following criteria:

- Level of development of the rayon/local public authority capacity in the social services area,
- Readiness for change/reform of the rayon/local public authority,
- Existence of strategic plans for socio-economic development,
- Experience in implementing similar projects,

- Financial, material and other resources available,
- Human resources available,
- Presence and level of development of the NGO/associative sector,
- Level of community participation and involvement,
- Degree of difficulty of the social issues (vulnerable groups etc).

After approval by the National Board of the six selected rayons, a Memorandum will be signed between LPA and MSIF, containing the responsibilities of the both parts.

2.4. Elaboration of strategic plan for social care services development

The selected rayons will elaborate a strategic plan for social care services development at a rayon level and the corresponding projects proposals.

In order to elaborate the strategic plan and project proposals, the selected rayons will receive technical assistance and training from an *international consulting company*, which will be competitively selected (QCBS) based on the terms of references and on the contest organized by MSIF.

The technical assistance for strategic plan and project proposals' preparation will be offered to selected rayons during 12 months and will include the following aspects:

- Comprehensive analysis of the social assistance/protection services at Rayon level, including (but not limited to):
 - Institutional analysis of the structures - LPA (rayon, mayor's office level etc), NGO, private etc – involved in the social assistance/protection services system at Rayon level, an of the links/relationships between these structures;
 - Analysis of the decision-making mechanisms on the provision of social assistance/protection services for vulnerable groups (families in difficult situations, children in difficulty, disabled children, teenagers in difficulty, disabled adults, elderly);
 - Analysis of the vulnerable groups (numbers, structure etc), of their needs, level of coverage of their needs with corresponding/appropriate social assistance/protection services;
 - Analysis of the services provided by the residential care institutions;
 - Analysis of the community-based/alternative services;
 - Analysis of the NGO sector, on its level of development, capacity and participation to the social assistance/protection services system at Rayon level;

- Analysis of the level of understanding and involvement of the community in the support of the vulnerable groups;
 - Analysis of the partnerships between LPAs and the non-government sector in the social area, at Rayon level;
 - Analysis of the financial resources and financing mechanisms/flow of funds for the various social assistance/protection components/services;
 - Analysis of the existing human resources at Rayon level (public sector, NGO/private sector etc);
 - Assessment of the level of preparation of the Rayon for developing a coordinated network of integrated social assistance/protection services.
- Mapping the system of social assistance/protection services at Rayon level; identifying gaps, needs and priorities to be addressed;
 - Developing the strategic (master) plan for social assistance/protection services development, with the involvement of all stakeholders at Rayon and local level;
 - TA for developing and preparation of the project proposals, in accordance with the strategic plan for social services development at Rayon level;
 - TA for the development of social partnerships at Rayon level between LPAs at various levels, the nongovernmental sector and other social partners, in elaborating and implementing of various projects within the Rayon strategic plan;
 - TA for elaborating the social design of each project proposal from the Rayon strategic plan;
 - Elaborate mechanisms for monitoring and evaluation of the implementation of the strategic plan for development social assistance/protection services at Rayon level, including mechanisms for information and dissemination at national level of the experiences accumulated during project implementation;
 - Identification of training needs at Rayon level, associated to the implementation of the strategic plan and according projects;
 - Identification of further needs for TA to accompany the projects during the first year of functioning.

The team of international consultants will secure training at Rayon level, both to the APL representatives and NGOs active in the field and other social partners, regarding:

- Situations analysis and use of data in strategic planning;
- Development of integrated services for social assistance/protection and their coordination at Rayon level; decision-making mechanisms;

- Standards for quality social services; application and monitoring of standards;
- Elaborating project proposals for social assistance/protection services;
- Social services management;
- Effective/efficient communication and communication strategies;
- Public awareness;
- Community involvement; coordinating volunteer activities;
- Social partnerships development;
- Organizational planning and development.

Training will also include as participants central level representatives of main ministries involved in the social protection field (MLSP, Education, Health etc).

Expected results of the TA/Training services:

- Analysis and assessment report of needs and resources at Rayon level;
- Map of the social assistance/protection system existing at Rayon level with identification of gaps, needs and priorities to be addressed;
- Strategic plan for social assistance/protection services development for each selected Rayon;
- Concrete project proposals developed and submitted to FISM, including the social design for each project;
- Partnership agreements developed for projects' implementation;
- Needs identified for further TA and training needed to support/assist the implementation of the strategic plans and according projects;
- Training plan developed on categories and levels of training, according to the proposed services to be developed;
- Training materials developed and trainings completed according to the TOR and to other needs identified;
- Monitoring and evaluation mechanisms developed for the implementation of the strategic plans for social services development and the according projects.

2.5. Submission of project proposals to MSIF

The Coordination Committee of the rayon will form a package of documents to be presented to MSIF, containing the followings:

- Strategic plan of social protection services development.
- Concrete elaborated project proposals, each one of them consisting of:
 - Detailed description of the project with estimated cost.
 - Enclosure with the list of beneficiaries.
 - The implementation schedule of the project.
 - Detailed financial and sustainability plan.
 - The list of staff needed for the project functioning, along with the LPA responsibility for the staff remuneration. Confirmation letter from the LPA regarding the salaries of staff activating in the given social service.
 - LPA responsibility for covering the operational cost of the facility given for social services for at least 3 years.
 - LPA responsibility for taking the facility on its balance and keep it out from privatisation for 15 years. Confirmation letter regarding preservation of the statute of facility for a period of 15 years and confirmation letter that the objects are on the Mayoralty's balance.
 - LPA commitment to co-finance 3 % of investment cost guaranteed by the letter from the Mayoralty.
 - LPA commitment for monitoring and supervision of project implementation.
- Training plan elaborated according to the levels categories based on created services.

The projects proposals and attached documents will be registered by MSIF project assistant according to standard procedures.

Chapter III. Appraisal of projects proposals

3.1. Projects evaluation by Advisory Board

The project proposals will be examined by the Advisory Board, which will take into account:

- Social design and the cost of the project proposal estimated by the applicant.
- Avoiding of eventual overlapping/repeats with other programs taking place in the region (World Bank, UNICEF, DFID, USAID, etc).

The Advisory Board will select the projects according to the following criteria:

- *Applicant's capacity to develop integrated social services* (previous relevant performances, reforming strategy and the level of preparation for the reforms, relevant resources for program support; previous and actual partnerships with NGOs or other organisations; the level of Partner-NGO's correspondence to the proposed program);
- *Program's correspondence to the objective of the "Social protection services development" component* (aims and expected outputs, problem argumentation,

detailed information on the target population; partners' participation in planning process; sustainability plan is realistic and reasonable; the proposed interventions and strategies correspond to the problems and opportunities; the level of local public authorities implication in the implementation and monitoring process, the existence of any potential investors in this domain; the level of correspondence of the buildings to the proposed objectives; existence of adequate human resources; existence of partnership agreements; the plan of action is detailed and realistic; the proposed budget corresponds to the actions from the plan and to the expected results; public information campaigns are adequate and well integrated in the program.

- *Correct identification of needs in technical assistance and preparation for the implementation process;*
- *Sustainability of the program proposed for implementation (the program elements to be maintained are clearly exposed; medium and long-term sustainability strategies are realistic; LPA's role in sustainability plan is realistic; created or rehabilitated community structures that will contribute to sustainability maintenance);*
- *The level of monitoring and performance evaluation mechanism;*
- *Program management is correctly elaborated (clear organisational structures, identified human resources and finance administration structures; the roles and responsibilities are clearly distributed; sufficient and adequate human resources are allocated for the program; domains for technical assistance are identified and adequate;*
- *Correspondence of the budget to the plan of actions (LPA's contribution is clearly identified and adequate);*
- *The level of diverse community actors involvement in the process of elaboration of integrated social services development strategic plan;*
- *Correspondence of the proposal submitted for financing to rayon's stringent needs in social services and to the national strategies regarding the prevention of disadvantaged groups' institutionalisation;*
- *Correspondence of the services proposed for development to beneficiaries' needs;*
- *Community contribution to the investment cost – minimum 3% of micro-project's cost;*
- *100% support from LPA of the operational costs for developed services for a period of minimum 5 years;*
- *the concept of developed services sustainability maintenance;*
- *the concept of participative monitoring and evaluation of the strategic plan for integrated social services development.*

Based on project proposals' examination results, the Advisory Board will recommend the following:

- approval of project proposal by MSIF Executive Committee;
- reject of project proposal by MSIF Executive Committee;
- conditional approval of project proposals.

3.2. Field Assessment

Project proposals appraisal in field will be performed by the consultants in community development (in technical and social issues) that will travel to localities to verify the followings:

- Proficiency of the LPA in performing social services for disadvantaged population.
- Feasibility of the projects proposal from a technical point of view.
- Capacity to provide the 3% investment of the Grant Application cost.
- Social services centre being at the LPA balance sheet.
- LPA capacity to provide funds for covering operational costs and staff salaries for at least 3 years
- Confirmation of beneficiaries needs in proposed social services.
- Availability in the community of qualified personnel that could deliver social services to the selected target group
- Capacity to ensure sustainability and development of projects when MSIF funding ends.
- Community involvement in identification of target beneficiary groups.
- LPA's capacity in finance management.

The appraisal in the field has a participative nature and is done together with the representatives of LPA and MSIF.

Based on the procedures, observations and findings, appraisal form filled out, the community development consultants (for technical and social issues) will put together a report on field findings.

Each appraisal report contains a separate recommendation of the community development consultants regarding the acceptance or rejection of financing for the subproject, as well as the risks that can appear during projects' implementation.

3.3. Procurement of local supervisor ant technical design company

After carrying out the field evaluation, MSIF organises training for the representatives of LPA regarding the procurement of services of design companies and local supervisors. The training will be focused on the issues: role and responsibilities of the local supervisor in the process of

subprojects' implementation, MSIF procurement procedures of services, consultants and goods, partnership relations between the local supervisor and the community etc. The LPA representatives will receive the community procurement handbook as a support for the organisation of procurement.

After the seminar, the LPA will organise a contest for local supervisor procurement. The contest will be performed according to MSIF procurement procedures (see Procurement Handbook, OM).

The LPA with the technical assistance of the local supervisor will organise a contest for design company procurement. The contest will be performed according to MSIF procurement procedures (see Community Procurement Handbook, OM).

Technical project elaboration is done, taking into account community contribution, within a period of *maximum 3 months* from contract signing with the designing company.

3.4. Participatory appraisal of project technical design

When the technical design is finalised, the LPA and MSIF consultants in community development (for technical and social issues) will organise a participative evaluation of the degree of compliance between the developed technical design and beneficiaries' needs.

In the process of participative evaluation, there will be evaluated the quality of the executed technical design, size of works included in the cost estimates, correspondence of the works included in the estimates to the beneficiaries' needs. This fact will be confirmed by minutes drawn up and approved by LPA and MSIF representatives.

As a result of the participative evaluation, the LPA will elaborate with MSIF technical assistance the estimated budget of the project proposals and will meliorate the plan of activities regarding project proposal's implementation.

Chapter IV. Approval of project proposals

4.1. Approval of project proposals by MSIF Executive Committee

After developing the estimated budget of the project proposals and project implementation plan, the LPA representatives will defend the project proposals at the MSIF Executive Committee. They will argue the need for development of such social care service in their locality, will report about the level of preparedness of community to support the implementation of service, will explain the social impact of service on beneficiaries and on the entire community.

Having analysed the project proposals, the Executive Committee of MSIF will either approve, or reject the project proposals.

4.2. Signing the Sub-grant Agreement

If the project proposals are approved, MSIF will sign a Sub-Grant Agreement with the LPA where all the rights and obligations of the parts involved in Sub-grant implementation will be stipulated.

The Sub-Grant Agreement will consist of:

- The Sub-Grant amount
- Procurement and Sub-contracting
- Procedure for payment
- Responsibilities and obligations of the CBO/NGO/LPA
- Responsibilities and obligations of the MSIF
- Hand Over of the renovated objects. Financial and administrative closure of the Sub-Grant Agreement
- Variation to the Sub-Grant Agreement
- Termination or dissolution of Sub-Grant Agreement
- Dispute resolution
- Special terms

The Sub-Grant Agreement will have 3 Supplements:

- Supplement 1 (the Budget),
- Supplement 2 (Drawings and Technical Specifications), and
- Supplement 3 (the Schedule of Works)

The Sub-Grant Agreement will be signed by the MSIF Executive Director and the LPA's authorized representative.

The Sub-Grant Agreement will outline the agreed financial procedures and will specify the terms and conditions under which the Sub-Grant funds may be used.

Additionally to the Sub-Grant agreement a Memorandum of Understanding will be signed with the local government, regarding the commitment to operate and maintain the projects after completion.

Chapter V. Implementation of projects proposal

5.1. LPA responsibilities during the project implementation

According to the Sub-grant agreement signed between MSIF and LPA, the LPA is entire responsible for the efficient implementation of the project and for delivering of qualitative services to beneficiaries. Thus the main LPA responsibilities are as follows:

- Collection of community contribution,
- Procurement of construction company,
- Monitoring and supervision of development of civil works,
- Community involvement in project implementation and monitoring,
- Procurement of goods and services for delivering of qualitative services,
- Selection of staff for future service,
- Staff training and retraining in the field of social assistance
- Insuring 100% of operational cost for services delivering,
- Monitoring of delivering of qualitative services to beneficiaries
- Participatory monitoring and evaluation at community level

The LPA will report monthly to MSIF on project implementation progress, providing information on the physical evolution of works and the expenses paid for project execution at the renovation of the object,

The LPA will present to MSIF *a report twice a year*, regarding the progresses of social care services delivering.

In order to develop communities capacities in the process of project implementation, MSIF will organize at the zone level training of LPA representatives (together with local supervisors) in procurement issues, financial management, methods of monitoring, community involvement in monitoring process, ensuring transparency of subprojects implementation, methods of fund raising etc. duration of training – 4 days.

5.2. Community contribution

Component “Social care services development” will require a contribution from the community that consists of no less than 3% of the investment costs. All 3% of contribution will be cash money. The MSIF will cover 97% of the investment costs. The MSIF contribution will cover:

The hiring of the contractor should not start unless the contribution is collected on the special account of the LPA and evidences are provided to the MSIF.

100% of operational costs for operating services are going to be covered by LPA. In this context the LPA will take care every year to include in the local budget the estimate cost for efficient function of the service. The operational cost will include, but not limited to: staff salaries, service maintenance cost (heating, electricity, telephone, transportation etc), meal to be provided (if it was included into the project concept)

5.3. Procurement of civil work company

The LPA will organize a tender for the procurement of a civil work company in conformity with MSIF procurement procedures.

As a result of the tender, a civil work company will be selected to carry out the renovation or construction works. The data on the tender results should be submitted for examination and approval to MSIF Appraisal Board. After receiving the MSIF no objection, the contract will be signed between the LPA and the contractor regarding the fulfilment of the construction works.

5.4. Selection of service staff

The selection process of the manager and the staff for the future social service will start at the same time with commencement of works for rehabilitation of building destined for the social service. The manager and the staff will be selected on a competition basis organised by Local Public Administration and confirmed by a report of proceedings.

The prior selection of the manager and the staff will permit to begin the delivering of services immediately after the handover of the renovated facility.

Thus, the selected staff will be involved in:

- Monitoring of civil work execution,
- Procurement of goods (equipment and furniture for center),
- Organization of promotion campaigns, for dissemination of information about the centre,
- Development of cooperation with other institutions and organizations acting in social care services. Elaboration of common action plans
- Beneficiary selection and identification of their needs,
- Signing of social contracts with beneficiaries relatives,
- Elaboration of individual plans for personal development and social integration of beneficiaries,
- Coordination of individual plans with the parents or relatives of the beneficiaries,
- Identification of staff training needs and organization of training for their capacity building,

5.5. Procurement of goods and consulting services

The LPA together with the project staff will organise the competition for procurement of necessary equipment and furniture, as was included into the project budget. In case the project proposal includes the training, capacity building of the staff, the LPA will organize also the competition for hiring consulting services in accordance with the elaborated TOR. The procurement will be done according to the MSIF Procurement Handbook. The LPA having effected the first procurement of goods shall submit for examination and approval to the MSIF Appraisal Board data on the results of these procurement.

5.6. Capacity building of LPA and social care services staff

According to the identified training necessities, the project staff, as well as the representatives of LPA will benefit from capacity building program. The capacity building program will be performed by *an international training company* selected on a competitive basis according to the MSIF procurement procedures.

The Terms of references for capacity building program will be elaborated in accordance with the recommendations elaborated per every project by the international company which prepared the strategic plan for development of integrated social care services.

The main target groups for capacity building program:

- Coordination Committee
- Local public administration representatives
- Service managers
- Service staff

The capacity building program for Coordination committee will be oriented toward:

- Better understanding of integrated social care services meaning and objectives
- Improving of collaboration between different institutions and organizations working with vulnerable groups;

- Developing the mechanism of cooperation between different institutions,
- Developing monitoring and evaluation mechanism of integrated social care services impact at rayon level.

The capacity building program for local public administration will be oriented toward:

- Better understanding of community based social care services role,
- Development of social care services as part of decentralized budget,
- Participatory elaboration of the public budget
- Delivering of social services in accordance with beneficiaries needs
- Monitoring and evaluation of the quality of delivered services
- Building community consensus around social protection of vulnerable groups

The capacity building program for service managers will be oriented toward building capacities of managers in:

- The vision and the mission of the centers
- Elaboration of strategic plan
- Principles of establishing partnerships and working with community
- Staff recruitment process
- Plan for improvement of managerial skills
- The influence of group culture on management
- Ethics in leadership and supervision
- Principles in management (rights and obligations, delegation, documentation, monitoring and supervision, evaluation)

The capacity building programs for staff will take into consideration the staff training needs and the typology of services to be delivered and will be oriented toward building capacities in:

- legislation regarding social protection of vulnerable persons;
- particularities of different vulnerable groups;
- specialized intervention in accordance with beneficiaries' needs;
- work techniques and instruments;
- quality standards;
- evaluation and monitoring;
- communicational abilities;
- multidisciplinary team approach for solving problems.

The methodology for capacity building will be different and will take into consideration the training objectives, the target group and the existent experiences in the field.

Thus, the international consulting company will use the following methods for capacity building:

- theoretical seminars,
- round tables, discussions
- study tours,
- hands on training,
- on the job learning.

The capacity building methodology and the modules of training are well described in the MSIF capacity building handbook (see the annex).

5.7. Monitoring and evaluation of Sub-grant implementation

Monitoring and evaluation of Sub-grant implementation will be done in the following ways:

- internal monitoring and evaluation (done by the local supervisor and LPA)
- Participatory monitoring and evaluation (effected with the support of external facilitators engaged by MSIF)
- Monitoring and evaluation of sub/grant progress by MSIF community development consultants (technical and social issues)

5.7.1. The internal monitoring and evaluation

The internal monitoring and evaluation is aimed at ensuring and controlling the quality and size of the effected works at all stages of execution. The internal monitoring and evaluation of the progress of civil works will be done by the LPA through the engaged local supervisor. The LPA will require from the local supervisor qualitative supervision of renovation works execution. The LPA will organize at least twice a month joint sessions with the hired civil work company and will evaluate the execution of the scheduled activities. The local supervisor will report to the LPA about the progress of project implementation and the problems that appear on the building site, and will propose solutions necessary to put things right.

The LPA will monitor also the progress of preparatory work for beginning the delivering of social care services and will supervise the quality of delivered services and the level of client's satisfaction.

The participatory monitoring and evaluation is included into the MSIF logframe as a mechanism for generating learning at community level.

5.7.2. Participatory Monitoring and Evaluation (PME)

The PME is a collaborative process that involves stakeholders at different levels working together to assess a project or policy, and take any corrective action required.

The key principles of PME are as follows:

- ◆ Local people are active participants—not just sources of information.
- ◆ Stakeholders evaluate and outsiders facilitate.
- ◆ Focus on building stakeholder capacity for analysis and problem-solving.
- ◆ Process builds commitment to implementing any recommended corrective actions.

The stakeholder groups involved in a participatory M&E activity will include:

- beneficiaries,
- representatives of LPA
- institutions and organizations involved in project implementation

- Coordination Committee members

The PME activities will be organized at community level based on the project cycles. The PME will be facilitated by the local facilitators hired by MSIF.

The facilitators will be involved in PME activities at community level, which will include:

- initial training for stakeholder groups in objectives, procedures, community benefits as a result of exercising PME
- developing of PME activities according to the project cycle and elaborated indicators.
- Introducing of collected data into the MSIF MIS, module elaborated for PME

The main indicators to be monitored through the PME exercise are as following:

The project progress indicators

- Diversification of services
- Total no. of staffs contracted (as per job description)
- No. of children, youth, women and old people benefiting from social care services within the Centre
- No. of children, youth, women and old people benefiting periodically from social care services within the Centre
- No. of children, youth, women and old people benefiting from social care services on out-reach approach
- No. of parents benefiting from social care services
- No. of children integrated in school, youth, women and old people integrated in society after receiving services
- No. of children, youth, women and old people from community placed in long-term residential institution
- No. of children, youth, women and old people returned to community from long-term residential institution
- % of children, youth, women and old people returned to community to no. of children youth, women and old people placed into the long-term residential institutions
- No. of children, youth, women and old people integrated family/adopted
- % children integrated into family or adopted to child beneficiaries
- No. of children, youth, women and old people re-admitted (repeat cases)
- Out of total child, youth, women and old people beneficiaries
- Average cost per child, youth, women and old people
- Average number of days spent by a child at risk, youth, women and old people in residential centre
- Average number of days spent by a disabled child, youth, women and old people in residential centre
- Level of support from community network (good, satisfactory, poor)
- No. of volunteers in the centre

Capacity building indicators:

- Name of the course
- Duration of Training (days) - weighted by man days
- Name of the Agency/Organisation conducting the training

- Target Group
- No. of persons trained: male, female, total, % of female to total
- Cost of training (lei)
- Cost of training per beneficiary (lei)

Project impact indicators in function of target beneficiaries

A. children

- Crimes committed by children less than 14 years of age
- No. of children with average score of 5 and more
- Share of children under tutelage
- Share of children adopted locally
- Share of children adopted by foreigners
- Drop-out rates from secondary School
- No. of children abandoned

B. youth

- No. of crimes committed by youth (> 14 and <18)
- Rate of alcoholism among youth per 000
- Rate of drug addiction among youth per 1000
- Unemployment rate among youth (> 14 and < 18)

C. women

- No. of crimes committed by women
- Use of drugs by women
- Rate of alcoholism among women per 000
- Trafficking of women

D. Old people

- Support system for old people
- Destitute among old people

5.7.3. Monitoring and evaluation of Sub-grant progress by MSIF

Each approved Sub-grant application is supervised during execution by two community development consultants (technical and social issues) and a financial auditor, assigned by MSIF. The supervision trips of those three consultants will take place on a monthly basis and mandatory before every new installment disbursed from MSIF, based on a request from the LPA .

The mentioned consultants verify to what extent, how and when the sub-grant objectives have been achieved and, at the same time, provide technical assistance to the community or the LPA to improve the quality of activities and build local capacities.

The mentioned consultants supervise, verify, provide technical assistance and establish remedy measures in matters concerning the following:

- Involvement of community in the Sub-grant implementation.

- The stage of implementation of the projects included in the Sub-grant application from the physical point of view and regarding its objectives, in relation to the work schedule.
- Quality of the executed works.
- Execution of contracts signed by the LPA with different suppliers.
- Management and observance of the procurement procedures for goods, services and works.
- Meeting the requirements of environmental protection
- Financial management and Sub-grant's accounting
- Collection of the necessary funds for further maintenance of the renovated objects
- Local supervisors' training.
- Facilitation of community in all issues pertaining to the Sub-grant implementation.
- Community involvement in project implementation and monitoring,
- Procurement of goods and services for delivering of qualitative services,
- Selection of staff for future service,
- Staff training and retraining in the field of social assistance,
- Insuring 100% of operational cost for services delivering,
- Monitoring of delivering of qualitative services to beneficiaries

Chapter YI. Sub-Grant financial management

MSIF disburses financial means to the LPA in instalments. The first instalment is considered an advance and is disbursed on the basis of the project proposals implementation plan and the justification of the works included in the plan.

The subsequent instalments are disbursed on the basis of the request, taking into account the execution and ending of certain works included in the project proposals, and based on the report of the community development consultants and the financial auditor after their field trip.

The report of the MSIF consultants includes:

- analysis of works executed according to the plan of work;
- analysis of the quality of executed amounts of works;
- quality of social management;

- recommendations on whether the next instalment should or should not be disbursed.

When it asks for the next instalment, the LPA should justify to the MSIF consultants the spending of at least 75% of the previous instalment. The justification of the remaining 25% is done with the execution of the request for the next instalment.

At each disbursement the LPA will be the guarantee of payments correctness.

Before making the last disbursement, MSIF will conduct a revision of the financial resources allotted for the community project proposals to see if there are any unused financial resources and in order to do the transfer in strict conformity with the de facto expenses. If during the implementation of the last instalment some financial means are saved they will be transferred to a special account of MSIF.

The methods of project proposals funds transfer; the terms and conditions of funds disbursements are stipulated in the Sub-grant Agreement.

Chapter VII. Sub-grant closing

The Sub-grant is considered closed, if all the objectives agreed in the Sub-grant Agreement have been achieved, all amounts received from the MSIF have been justified by evidence and all sub-grant closing formalities have been performed.

Before sub-grant closure, the consultants in community development (technical and social) together with the financial auditor write and submit to MSIF a *Final Report*, where it is shown that:

- the subproject proposals objectives have been achieved according to the Sub-grant Agreement and in compliance with the quality and environmental standards;
- the subprojects implemented under the Sub-Grant have a direct and immediate impact on beneficiaries;
- all the granted amounts have been used according to their destination stated in the Sub-grant Agreement;
- the unspent amounts after the last instalment will be transferred to a special account of MSIF.

The closure of the Sub-grant is done in two steps:

- a) preliminary hand over of the renovated facility supported by MSIF
- b) final hand over of the renovated facility supported by MSIF,

The LPA will be responsible to organise the process of preliminary and final hand over of the renovated objects, according to MSIF procedures.

The preliminary hand over will take place with the participation of the contractor, local supervisor and beneficiaries, and the MSIF consultants in community development (technical and social issues).

The contractor is obliged to correct within an established period of time the lacks that were found and registered in preliminary hand over minutes.

The procedure of *final hand over* will be organised at the end of guarantee terms only by the LPA.

Financial and administrative closure of the Sub-grant will be done by MSIF based on the followings:

- copy from the bank statement of account with a zero balance;
- copy of the current and final financial balance;
- existence of a sustainability plan for the renovated facility, indicating the concrete sources of financing of activities included in the plan.

Chapter VIII. MSIF mechanism for disseminating experiences and influencing policy changes

The Moldova Social Investment Fund Project will periodically analyze the impact of social care services on beneficiaries, the experiences and lessons learnt during the implementation the projects.

The MSIF consultants will perform the analysis of the impact, experience and learnt lessons with technical assistance of international consultants.

The experience and lessons learnt by the MSIF will be disseminated at national level aiming to maintain a bi-directional informational flow between communities and the Central Government and their taking into account when elaborating new social policies.

The MSIF will use the following mechanism for disseminating the gained experiences in social care services field:

- The Social Care Services Network,
- Partnership development and cooperation with other international and local institutions activating in social protection field.

8.1. Social Care Services Network development.

The MSIF will support the intention of community service centers to create a Social Care Services Network at the national level designated for experience exchange and promotion of social care for vulnerable groups policy changes.

The Social Care Services Network will elaborate the Statute and a plan of actions for two years. The Network Statute will include network's development objectives and goals, mechanisms of objectives achievement, the direction of the network. The plan of action will depend on network's objectives and the needs of community service centers members of the Network.

The MSIF will support the network's activities from the plan of actions oriented towards:

- community service centers capacity development for the improvement of provided services,
- exchange of information, work methods and experience,
- dissemination of experience gained at local, district and national level,

- development of partnerships between centers.

The MSIF will encourage the active involvement of network members in the following activities:

- development and discussions of country development strategies, regarding particularly the components for social care development (EGPRS, Education for all, Child and Family Protection Strategy, etc.)
- elaboration of local strategies for social service development basing on national and local strategies,
- participatory monitoring and evaluation of the local and national strategies implementing process,
- analysis of gained experience and lessons learnt by the communities during the implementation of community service centers and elaboration of practical recommendations for the Ministry of Labor and Social Protection, Ministry of Education, Ministry of Finance, district administration, local public administration,
- active involvement in the discussion of projects and laws in social assistance and protection and elaboration of recommendations for their improvement.
- Organization of campaigns for alternative social care services promotion for disadvantaged people.

The MSIF will promote and support the following methods of participation and dissemination of experience used within the network:

- Seminars at network level,
- Discussions at network level,
- Electronic bulletin,
- Other national and local journals,
- Specialized magazines,
- TV and radio programs,
- Participation of the network members in various work-groups created at national level for national strategy development,
- Study tours,
- National conferences,
- Booklets for dissemination of recommendations at the level of the Government and the district public administration,
- Adhering to other networks created by other organizations and institutions.

8.2. Partnership development and cooperation with other institutions

The Moldova Social Investment Fund promotes the principle of collaboration and partnership between various institutions at all levels.

The Moldova Social Investment Fund is oriented towards the participation at the dialog between institutions interested in social care services development, resort ministries, development agencies, local, district councils and beneficiaries, having the following aims:

- Transparency of Fund's activities,
- Coordination of activities,
- Permanent exchange of information,
- Dissemination of positive experience and lessons learnt during project implementation,

- Insurance of a synergy and attraction of other financial sources to the MSIF beneficiary communities in order to increase the Project impact and ensure sustainable local development,
- Promotion of changes in social policy based on the lessons learnt during the Project implementation.

For the development of partnerships with various agents and institutions interested in alternative social services development, the MSIF will use the following mechanisms:

- Signing of Memorandum of Understanding with the respective institutions and agencies,
- Creation of MSIF Advisory Boards in social services development, and involvement of representatives from agencies and institutions in the activity of this Board,
- Participation of the MSIF representatives in other advisory boards and work-groups organized by partner institutions,
- Organization of joined work meetings,
- Invitation of partner organizations to seminars, conferences, study tours.

MOLDOVA SOCIAL INVESTMENT FUND

TOR FOR TECHNICAL ASSISTANCE AND TRAINING FOR SOCIAL SERVICES DEVELOPMENT AT RAYON LEVEL

I. BACKGROUND

Moldova Social Investment Fund is a Government of Moldova Project created with the support of the World Bank in order **to contribute to the implementation of Moldova's Economic Grows and Poverty reduction strategy by empowering poor communities and vulnerable population to manage their priority development needs.**

The main benefits of the project on the long term include:

- Improved education, health and economic outcomes due to improved basic services in the communities,
- External institutional capacity and long term sustainability of community based organizations,
- Empowering of communities and strengthening social capital,
- Improved accountability and transparency of local governments.

The short term benefits of the project are as following:

- Improved quality of basic services into the communities,
- Improved planning and management of social care services,
- Benefits of short term temporary jobs created in the community,
- Work opportunities for designer and contractors.

The MSIF project provide funding for implementation of activities under the following components:

- **Component 1. Community development** finances activities under three subcomponents: rural community development (for the first time participating communities; rural CDD (communities with previous SIF experience); small town community development.
- **Component 2. Social care services development** finances activities under the following three subcomponents: preparation of master plan for social services development; social care services subprojects; capacity building of public authorities, service providers and social workers
- **Component 3. Capacity development, Communication, Monitoring and Evaluation** provides funding for three subcomponents: capacity building activities to support transfer of learning and experiences from local communities to government institutions; monitoring and evaluation; communication, dissemination and replication of best practices

II. COMPONENT II OBJECTIVE AND EXPECTED RESULTS

The main objective of Component II is to enhance capacities of central and local government in the development of coordinated network of integrated social care services at rayon level in partnership with civil society.

The expected results of Component II are as following:

- to demonstrate models which could be sustained and replicated at national level and would contribute to inform policy changes and reform at national level;
- to streamline social welfare decision making mechanisms at Rayon level;
- to enhance the capacity of local authorities and communities to address socially vulnerable groups at community level;
- to increase responsibility and commitment of local communities in addressing social welfare issues within the community;
- to provide vulnerable groups with adequate, accessible, good quality services;
- to reduce reliance on residential care services.

Services to be developed should target vulnerable groups such as (but not limited to):

- Families in difficult situations
- Children in difficulty
- Children with disabilities
- Teenagers in difficulty
- Disabled adults
- Elderly people

Services to be developed could be:

- By their scope: Prevention, rehabilitation, integration/reintegration services
- By their contents: Diversified, integrated, modular, innovative
- By their level: Local (preventive and support services) or Rayon level (coordination services and specialised services)

III. MSIF PROGRAM APPROACH AND STRATEGY

MSIF will competitively select for project implementation, a number of 6 Rayons.

Selected Rayons will be required to develop Strategic Plans for Social Assistance/Protection Services Development and according project proposals which should demonstrate effective and efficient implementation of coordinated, complementary, integrated social assistance/protection services at rayon level in partnership with NGOs and private service providers.

MSIF seeks to support activities/models that can be sustained and replicated throughout Moldova at the end of the project.

Project proposals will have to include partnerships of the APL with NGOs with clear definition of roles and responsibilities of each partner involved.

Project proposals should be based and should support the implementation of the Strategic Plans of the selected Rayons. They should also reflect the National strategies and policies in the field of

social protection/assistance (e.g. Child Welfare Reform Strategy, PRSP, Social Sector Strategy, etc.).

For ownership and sustainability reasons, LPAs must assume from start all operating costs of all services to be developed under this program.

Development of an integrated social welfare management/coordination structure at the APL level as a part of the project proposal is a must.

IV. CONSULTANT SERVICES REQUIRED

Consultant services are required to assist and support the 6 selected Rayons with developing the strategic plans and project proposals, to meet MSIF II, Component 2 expected results and strategy as outlined above.

The Consultant will be required to provide:

- Comprehensive analysis of the social assistance/protection services at Rayon level, including (but not limited to):
 - Institutional analysis of the structures - APL (rayon, mayor's office level etc), NGO, private etc – involved in the social assistance/protection services system at Rayon level, and of the links/relationships between these structures;
 - Analysis of the decision-making mechanisms on the provision of social assistance/protection services for vulnerable groups (families in difficult situations, children in difficulty, disabled children, teenagers in difficulty, disabled adults, elderly);
 - Analysis of the vulnerable groups (numbers, structure etc), of their needs, level of coverage of their needs with corresponding/appropriate social assistance/protection services;
 - Analysis of the services provided by the residential care institutions;
 - Analysis of the community-based/alternative services;
 - Analysis of the NGO sector, on its level of development, capacity and participation to the social assistance/protection services system at Rayon level;
 - Analysis of the level of understanding and involvement of the community in the support of the vulnerable groups;
 - Analysis of the partnerships between LPAs and the non-government sector in the social area, at Rayon level;
 - Analysis of the financial resources and financing mechanisms/flow of funds for the various social assistance/protection components/services;
 - Analysis of the existing human resources at Rayon level (public sector, NGO/private sector etc);
 - Assessment of the level of preparation of the Rayon for developing a coordinated network of integrated social assistance/protection services.
- Mapping the system of social assistance/protection services at Rayon level; identifying gaps, needs and priorities to be addressed;

- Developing the strategic (master) plan for social assistance/protection services development, with the involvement of all stakeholders at Rayon and local level;
- TA for developing and preparation of the project proposals, in accordance with the strategic plan for social services development at Rayon level;
- TA for the development of social partnerships at Rayon level between LPAs at various levels, the nongovernmental sector and other social partners, in elaborating and implementing of various projects within the Rayon strategic plan;
- TA for elaborating the social design of each project proposal from the Rayon strategic plan;
- Elaborate mechanisms for monitoring and evaluation of the implementation of the strategic plan for development social assistance/protection services at Rayon level, including mechanisms for information and dissemination at national level of the experiences accumulated during project implementation;
- Identification of training needs at Rayon level, associated to the implementation of the strategic plan and according projects;
- Identification of further needs for TA to accompany the projects during the first year of functioning.

The Consultant will provide training at Rayon level, both to the APL representatives and NGOs active in the field and other social partners, regarding:

- Situational analysis and use of data in strategic planning;
- Development of integrated services for social assistance/protection and their coordination at Rayon level; decision-making mechanisms;
- Standards for quality social services; application and monitoring of standards;
- Elaborating project proposals for social assistance/protection services;
- Social services management;
- Effective/efficient communication and communication strategies;
- Public awareness;
- Community involvement; coordinating volunteer activities;
- Social partnerships development;
- Organizational planning and development.

Training will also include as participants central level representatives of main ministries involved in the social protection field (MLSP, Education, Health etc).

Y. CONSULTANT OUTPUTS:

- Analysis and assessment report of needs and resources at Rayon level;
- Map of the social assistance/protection system existing at Rayon level with identification of gaps, needs and priorities to be addressed;

- Strategic plan for social assistance/protection services development for each selected Rayon;
- Concrete project proposals developed and submitted to FISM, including the social design for each project;
- Partnership agreements developed for projects' implementation;
- Needs identified for further TA and training needed to support/assist the implementation of the strategic plans and according projects;
- Training plan developed on categories and levels of training, according to the proposed services to be developed;
- Training materials developed and trainings completed according to the TOR and to other needs identified;
- Monitoring and evaluation mechanisms developed for the implementation of the strategic plans for social services development and the according projects.

YI. INSTITUTIONAL ARRANGEMENTS

The Consultant will be required to work in close collaboration with the MSIF management and in partnership with the Rayon authorities and other stakeholders at Rayon level.

The consultant will provide to MSIF quarterly progress reports, both in Romanian and in English.

All materials produced under this assignment are property of the MSIF and no materials will be published without the MSIF consent.

YII. TIMEFRAME

Activities under this assignment should be completed within 12 months from the date the contract is signed.