



PRACTICAL GUIDE

FOR THE ELABORATION OF DISTRICT SOCIO-ECONOMIC DEVELOPMENT STRATEGIES

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ABBREVIATION

MRDC	Ministry of Regional Development and Construction
ME	Ministry of Environment
CPA	Central Public Administration
LPA	Local Public Administration
ATU	Administrative Territorial Unit
SEDS	Social Economic Development Strategy
PPP	Public Private Partnership
NGO	Non Governmental Organization
SW	Solid Waste
DR	Development Region
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
RGSP	Rayonal Group for Strategic Planning
NEF	National Ecologic Fund
UPD	Unique Program Document
RDC	Rayonal Development Council
WS	Water and Sewerage
EBRD	European Bank for Reconstruction and Development
EIB	European Investment Bank
DDC	Direction of Development and Cooperation
MSIF	Moldova Social Investment Fund
APSE	Action Plan for Sustainable Energy
CM	Convent of Mayors
MoSEFF	Moldovan Sustainable Energy Financing Facility
MoREEFF	Moldovan Residential Energy Efficiency Financing Facility
RSEDS	Rayonal Social Economic Development Strategy
EE	Energy Efficiency
UNDP	United Nation Development Program
EEA	Energy Efficiency Agency
SRE	Sustainable Renewable Energy

DEAR USER,

The Republic of Moldova is freely moving into a new phase of development, based on principles of European integration. Within these conditions, the needs for development of programming and strategic planning capacities, that will contribute to ensure good governance, become important.

During the recent years, there have been developed several national sectorial strategies. Nevertheless, in order for them to be implemented, they must be adjusted to the realities and specific needs of each level - regional, rayon and, at length, local. In this context, the Ministry of Regional Development and Constructions (hereinafter MRDC) has initiated the development of a „Practical Guide for the Elaboration of District Socio-Economic Development Strategies” (hereinafter DSEDS). The role of this document is to provide brief descriptions and an overview of methods that can be used for the elaboration of policy documents at the rayon level, also adjusting them to national and sectorial regional documents. The limits of this document fall into the information needed to develop documents that would combine the vision of developing local public authority representatives for a certain period of programming, based on previous experiences.

The rayons, as administrative territorial units, play an important role in the Republic of Moldova by their size, number and specific capabilities, as well as the responsibility to provide the population of the country with qualitative public services. It should be noted that currently, the public authority from the Republic of Moldova, witnesses an important and running process of modernization. Namely for these reasons, there are to be achieved actions required for adjustment to social and economic realities and standards of community acquis, based on the priorities of the country towards European integration.

The Ministry of Regional Development and Constructions has supported the development of RSEDS in several sectors and rayons. This guidebook is based, to some extent, on lessons learned and results from these experiences, by conducting some important activities carried out in the context of regional development, especially planning of key sectors such as water and sanitation, solid waste management, energy efficiency of public buildings and regional and local roads. These efforts involve equally fundamental principles of strategic planning, which are valid for rayon planning as well.

In this regard, I would like to express my sincere hope that the given document can contribute in the development of efficient rayon plans, as well as optimization of local public services delivered and, therefore, will improve life quality of citizens from the rayons of the Republic of Moldova.



Sincerely yours,
Marcel RĂDUCAN,
Minister

CHAPTER I.

THE DISTRICT – FRAMEWORK FOR STRATEGIC PLANNING

1.1. THE IMPORTANCE OF STRATEGIC PLANNING AT THE DISTRICT LEVEL

What should we know about strategic planning?

A democratic system is functional when there is a successful local socio-economic development and to the extent of the democratic spirit development in citizens' mentality. We can not have a viable democratic system without a transparent and efficient process for making decisions. **The decision-making process at the district level should be a combination of three approaches:**

- The economic approach in terms of effectiveness and efficiency;
- The legal approach in terms of compliance with legislation;
- The district approach in terms of respect for citizens.

***Strategic planning** is a systematic process by which the district can create its own picture of the future and designs appropriate steps, depending on the local resources available, to achieve that future.*

For these reasons, planning is above all a process of learning and research. The final result is **“a photo or an image of the future that we want to create.”**

Strategic planning is a complex way to influence the future of the district, a process by which what the district is going to do is determined and how it will achieve its goals. The complexity of the strategic planning process stems from the initial analysis of existing conditions at the district level, specific interactions within the district and external factors influencing the district. On the other hand, the changes that are planned have to influence the whole district. Thus, long term prospects are combined with short term activities.

In that context the strategy is the term used to describe the vast range of points of reference, allocations and responsibilities that are critical components of the objectives and represent the method that will be used to achieve the goal set.

The beginning of a successful strategic planning relies on a proper understanding of the most important socio-economic problems facing the district. In this context, it is required to carry out an analysis of the district economic capacity, a scanning of the social environment and set some concrete goals seeking to improve the situation in the monitored areas. The planning process should aim, first of all, to unify the position and strengthen the efforts of the most important factors: local public administration, economy sector, civil society and citizens.

Throughout the strategic planning process a range of consultations, analyses and assessments of the current socio-economic situation will be conducted. Representatives of the three sectors (local government, private sector and associative sector) planning team's staff will jointly make the required decisions that should emphasize the priorities for development of the district economy and improving the social environment. They will also decide on the activities to be implemented in partnership for achieving the goals set.

Strategic planning establishes a framework which combines different smaller projects with the aim to solve more important problems. Thus, this process helps the district to steer socio-economic development towards the realization of long-term feasible objectives. Obviously, any district seeks to achieve as much as possible within resources available. In addition, quite often the planned programs do not take into account the larger socio-economic development goals. Strategic planning contributes to setting realistic goals and manage these problems more successfully.

Strategic planning should focus primarily on local objectives and resources. This does not mean that only local problems should be addressed while neglecting national or problems and interests of neighboring communities. If all these conditions are taken into account, strategic planning will be influenced by external actors interested in taking part in the local socio-economic development.

What are the strategic planning advantages?

The advantages of the strategic planning for the district relate to the following:

1. Developing a real vision on the long-term socio-economic development of the district;
2. Using the most efficient best practices, advanced tools and techniques of socio-economic analysis to ensure identification and achievement of the district development goals ;
3. Strengthening local governance processes that will lead to the identification of immediate answers and reactions concerning solving local problems in accordance with the district strategic development;
4. Strategic planning will lead to the development of real socio-economic policies within the district and sustainable, efficient and effective development of localities within the district;
5. Encouraging citizens' and business representatives' involvement in the decision-making process within the district;
6. Improving local administration management, including strategic planning;
7. Increasing the capacity of local government representatives and key actors interested in implementing strategic planning in the district in accordance with the national and regional activities and documents;
8. Increasing the responsibility of implementation team and decision makers within the local public administration regarding the achievement of the district socio-economic development goals;
9. Encouraging the establishment and development of public-private partnerships in the district on the implementation of the proposed projects;
10. Increasing citizens' trust that things can be changed for the better and for the benefit of the district inhabitants;
11. Strategic planning forms decisional and executive competences of local public administrations for using the most current and cutting-edge working tools for the district's social and economic development aiming at meeting the needs and interests of all members of local communities;
12. Elaboration of the development strategies for the district will boost and strengthen the participatory process within the district with active involvement of citizens, local government, private sectors and non-governmental sectors. Only in this way will the interests of all citizens in the district be taken into account and the result of this will be prosperity for future generations.

1.2. SUSTAINABLE DEVELOPMENT IN STRATEGIC PLANNING

What is sustainable development?

The best definition of sustainable development is that formulated by the World Commission on Environment and Development report „Our common future” also known as the Brundtland Report „**Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs**”

What is the district economic and social development about?

In accordance with the sustainable development principles, **the district economic and social development is a participatory process in which community (district) members cooperate to boost economic and social activities, provide decent jobs and improve the quality of life for all, including the poor and marginalized.**

The district economic and social development has to respect the following principles which need to be taken into account while elaborating development strategies:

- Integration
- participation and partnership
- economic and social inclusion
- equal opportunities.

Integration means, on the one hand, that the district development planning should consider all aspects of the territory concerned, identifying the desired future both for the economic sector and that social and environment, analyzing district resources, obstacles and opportunities, defining the combination of strategies, policies and activities to support social and economic development in a healthy environment. On the other hand, integration means that all important stakeholders within the district should be involved in the process in the two main dimensions:

- *horizontal*: district actors from the three sectors - public, private and civil society;
- *vertical*: actors belonging to different levels of decision from the district and local to regional, national and international.

Participation means involving community members in the district development by:

- information and consultation
- workshops and planning seminars
- assuming responsibility in implementation.

The more participatory the process is, the more interested stakeholders are involved, the bigger the chances of a successful planning and implementation of the district development.

Partnership is defined by the relations between organized structures, organizations and institutions taking part in the elaboration and implementation of district socio-economic development strategies DSEDS.

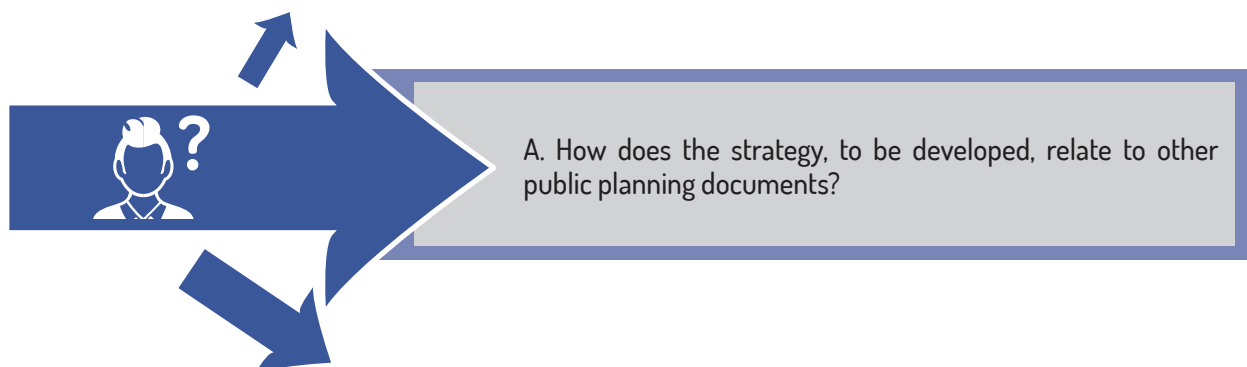
Economic and social inclusion has become a priority objective both at international and local, district, regional, and national levels. This goal can be achieved by coordinating policies of job creation, education, health, housing and social services focused on:

- poor urban or rural areas
- groups socially exclude or at risk, like long term unemployed, single-parent families, children living in poverty, those who drop out of school, low-income families, people with disabilities.

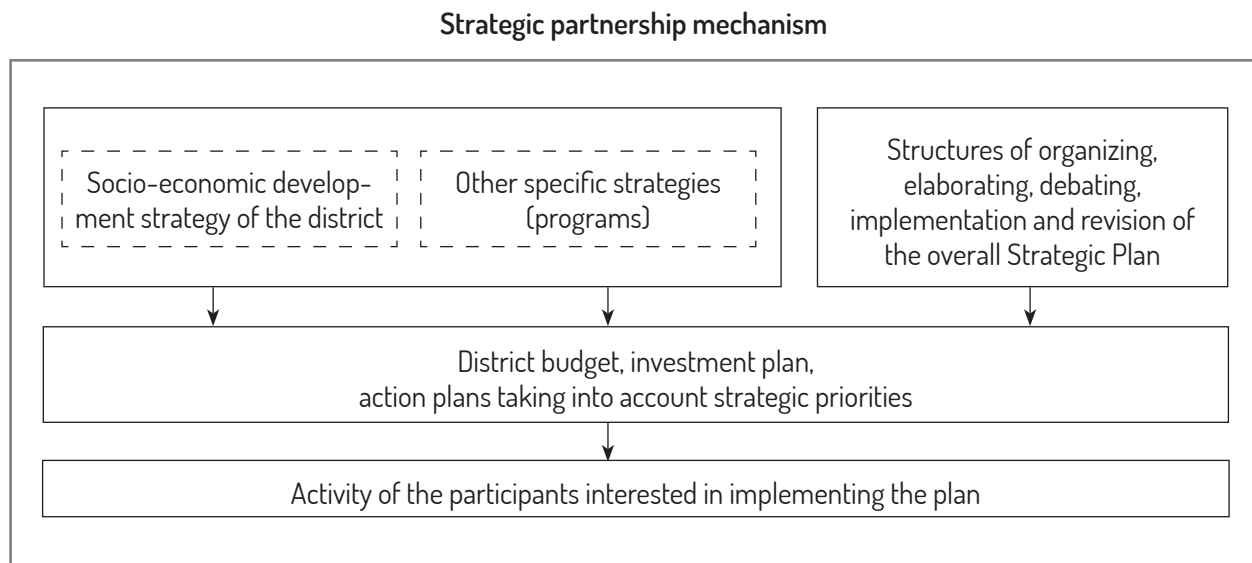
Equal opportunities. A successful district development process should also address discrimination and inequality issues affecting both men and women, youth and elderly, ethnic minorities or people with disabilities.

1.3. LEGAL AND POLICY FRAMEWORK ON STRATEGIC PLANNING

Strategic planning is not carried out in a void but within a framework where there are already other strategies, plans, concepts etc. and public planning documents in place. The First Question to be answered before the elaboration of the district socio-economic development strategy is:



The strategic plan is developed and implemented within the **strategic partnership mechanism**, which includes:



Strategic planning principles are applied at all levels of the public sector to ensure greater efficiency and better governance results. This is achieved by:

- Maximum integration of policy planning and resource allocation at all levels and time periods to ensure a long-term orientation;
- Introduction and maintenance of policy planning and medium-term budgetary planning;
- Ensuring results orientation at all levels of public administration;
- Ensuring a greater efficiency while using available financial, material and human resources by establishing SMART¹ objectives and applying performance management.

Therefore, strategies at different levels of public government should be correlated.

Din punct de vedere geografic, ierarhia strategiilor se prezintă în felul următor:	Din punct de vedere al nivelurilor de decizie, ierarhia strategiilor este:
Global strategies National strategies Regional strategies District strategies Local strategies	Supranational strategies National strategies Sectoral strategies Regional strategies District strategies Local strategies

Examples of different types of strategies in the public sector:

1. Development strategy/high (national) level

- Consideration of the problem at the high level
- Medium or long term
- enerale Oriented towards establishing and achieving objectives
- Includes several sectors /domains of policy
- interdependent problems
- Involves numerous institutions

(for ex., *National Development Strategy (NDS) of the Republic of Moldova*, the *National Strategy for Regional Development of the Republic of Moldova (NSRD)*, etc..)

¹ SMART from S – specific, M – measurable, A – achievable, R – relevant, T – time-bound

2. Sector oriented / problem-based strategy

- Focused on resolving issues related to the sector or a particular problem
- Usually is medium term

(for ex., *Administration Reform Strategy*)

3. Regional Development Strategies

- Regional level Document, which identifies priorities and specific measures of regional development in each of the development regions
- Medium or long term

(*Regional Development Strategies North, Center and South*)

4. Institutional strategy

- Organizational Strategy focused on achieving results needed for planning documents at national level, sectoral and inter-sectoral policies and directed towards institutional development

(for ex., Strategic Development Programmes (SDP) of ministries)

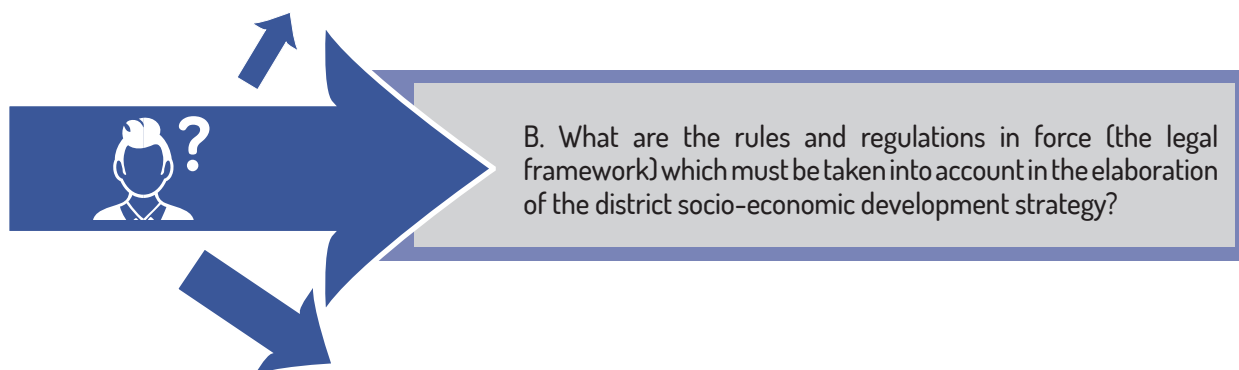
The main strategic planning documents are:

- Policy Planning Documents:
 - Concept
 - Strategy
 - Program
 - Plan
- Budget planning documents:
 - Medium Term Budgetary Frameworks (MTBFs)
 - State Budget Law

There are currently over 250 strategic policy documents, including those at the national level:

- National Development Strategy „Moldova 2020” - the main strategic planning document / „umbrella” document;
- Millennium Development Goals (2015);
- Rethink Moldova: priorities for medium term development (2010-2013);
- Activity Program of the Republic of Moldova Government „European Integration: Freedom, Democracy, Welfare 2013-2014”, etc.

The interaction of various policy documents developed at different levels by various state authorities, is regulated by Government Decision no. 33 of 11.01.2007 „On **drafting rules and unified requirements** to policy documents”/ Policy documents, including strategies shall be developed in accordance with the provisions of Law No. 317-XV of 18 July 2003 on the normative acts of the Government and other authorities of the central and local public administration including establishment of the hierarchy of normative acts.



The main rules and regulations governing the strategic planning in the Republic of Moldova are contained in:

- Government Decision no. 33 of 11.01.2007 „On drafting rules and unified requirements to policy documents”;
- Law No. 317-XV of 18 July 2003 on the normative acts of the Government and other central and local public authorities;
- Law 847-XIII of 24.05.1996 on the budget system and budget process;
- Government Decision no. 176 of 22.03.2011 on the Methodology of drafting strategic development programs of the CPA authorities;
- Methodological guide on the decision-making process, developed by the State Chancellery;
- Unique Budget Development Methodology/



1. In developing the district socio-economic development strategy there will be a need to consider and refer to other strategies and programs of a higher hierarchical geographical or decision-making level which are being implemented or have already been completed to ensure continuity and avoid overlapping of objectives, actions and costs.
2. In developing the district socio-economic development strategy there will be a need to consider the legal framework governing the strategic planning in the Republic of Moldova.

1.4. DISTRICT - THE SUBJECT OF STRATEGIC PLANNING

What is the district?

According to *Law no. 764-XV of 27.12.2001 on administrative-territorial organization of the Republic of Moldova*, the administrative-territorial organization of the Republic of Moldova is carried out on two levels: villages (communes) and cities (municipalities) constitute the first level, districts the second level.

The district is an administrative unit composed of villages (communes) and cities united by land, economic and socio-cultural relations.

Depending on geographical location, districts are part of the development regions.

What are the structures responsible for developing SEDS and what are their powers?

The primary responsibility for developing the district economic and social development strategy lies with the LPA at the second level.

Thus the *chairman of the district* – executive public authority of the district council, issues the order on initiating the elaboration of the district socio-economic development strategy and establishing, for this purpose, the working group that will be directly involved in drafting the strategy.

Then, the chairman of the district through the *District Chairman Apparatus* ensures the drafting of SEDS. The SEDS draft is then submitted for approval to the District Council.

The main competences conferred by law on the District Council in the elaboration and implementation of regional strategies of socio - economic development are as follows:

- approve the district budget, account closure of the budgetary exercise and use of special funds;

- approve strategies, forecasts, plans and programs of socio-economic development of the district, rehabilitation programs and environmental protection programs, use of labor in the field and monitor their implementation;
- decide upon public consultation, in accordance with the law, on draft decisions on issues of local interest that may have economic, environmental and social impact (on the way of life and human rights, culture, health and social protection, local communities and public services), and other matters of concern to the population or part of the administrative-territorial unit population.

On the basis of the fields of activity of district public authority, the district chairman exercises, within the administered territory the following basic functions connected to the development and implementation of district development strategies:

- ensures the proper execution of the district council decisions;
- ensures the elaboration of feasibility studies and submits for approval the lists of public goods and services of local public interest for PPP (public-private partnership) projects implementation;
- ensures monitoring and supervision of PPP projects implementation where LPA participates as a public partner;
- ensures elaboration of district budget and fiscal year closing report and submits them for approval to the district council;
- proposes to the district council to consult, by referendum, the population on issues of local importance, and under the board's decision, takes action to organize the referendum.
- District Chairman Apparatus has the following powers:
- ensures public consultation of the district council decisions drafts and district chairman normative provisions and informs the public on decisions taken and the provisions adopted;
- collects and submits to the district chairman information for the district annual report on the economic and social situation in the district;
- submits to the district chairman together with public services information on their activity and the activity of enterprises set up by the district council;
- supervises proper execution of measures ordered by the chairman of the administered territory;
- contributes to the elaboration of the administrative-territorial unit budget and projects to amend the budget for the following fiscal year that have to be subsequently submitted by the district chairman for examination to the district council;
- ensures execution of the ATU budget in accordance with the district council decisions and compliance with legal provisions;

The district socio-economic development strategy is an important document not only for district public authorities but also for voicing the wishes of the first level local communities. The LPA of the first level are responsible for the SEDS of the district and to the extent that the ATU of the first level is part of the district and are referred to in the district strategy.

Local councils have the following competences related to strategic planning.

- approve the local budget, the use of the reserve fund and special funds, approve loans and fiscal year closing report and amend local budget;
- approve, under the law, urban plans of settlements within the administrative-territorial unit and landscape design plans;
- approve studies, forecasts and socio-economic development programs and other projects;

Mayor shall have the following powers:

- Ensure the development of ATU local budget draft for next budget year and fiscal year closing report and submit them for approval to the local council;
- ensures the development of feasibility studies and submits for approval the lists of public goods and services of local public interest for PPP (public-private partnership) projects implementation;

- ensures monitoring and supervision of PPP projects implementation where LPA participates as a public partner;
- ensures the development of the general urban plan and documentation of urban planning and landscaping design planning and submits them for approval to the local council, under the law;
- proposes to the district council to consult, by referendum, the population on issues of local particular importance, and takes action to organize these consultations.

At the same time, considering that each district is part of a development region and can participate as a potential beneficiary in different regional projects with a positive impact on socio-economic development when developing district socio-economic development strategies the structures with competences in regional development and promotion of regional development strategies may be consulted as well.

Thus, a **Regional Development Agency** is established in each development region, has a legal personality and acts in accordance with regulations approved by the agency under a regulation framework developed and approved by the Government.

The Agency performs the following tasks:

- carries out the analysis of socio-economic development of the development region, develops strategies, plans, programs and projects for regional development;
- coordinates the implementation of strategies, plans, programs and projects for regional development;
- monitors and evaluates the implementation of strategies, plans, programs and projects for regional development;
- submits annual reports on the implementation of regional development strategies to the regional council, the authority in charge of implementing the regional development policy and the National Coordination Council for Regional Development;
- attracts non-budgetary resources for the implementation of strategies, programs and projects for regional development;
- provides informational, methodological and advisory support for regional council and LPA authorities for the balanced and sustainable development of the region;
- boosts civil society cooperation in socio-economic development of the region.

Co-opting local actors during this step is accomplished in several ways:

- Public consultation through sociological tools (questionnaires and interviews);
- Consultation of the administrative - territorial units, parts of the district;
- Public debate on the priorities identified;
- Involvement of local authorities in the debate on the administrative capacity of the district and localities;
- Consultation of businesses to identify local policies to support entrepreneurial development and attract investment;
- Consultation with local government authorities to identify their own development priorities;
- Consultation with NGO through participation in consultations on district priorities;
- Consultation with private sector through participation in qualitative consultations to prioritize economic incentives to entrepreneurship.

The cooperation between the various levels of local government (LPA of level I and II) for the development, implementation and evaluation of economic and social development strategy of the district will be carried out mainly within the working group / team set up for this purpose. Simultaneously, a public debate within the administrative territorial units and the district as a whole will be organized. Finally, the strategy project and implementation assessment reports will be discussed and approved by the district council.

CHAPTER II.

STRATEGIC PLANNING: FEATURES, METHODS AND ELEMENTS

2.1. THE GOAL AND CHARACTERISTICS OF STRATEGIC PLANNING

The goal of strategic planning at the district level is to ensure and strengthen the link between public policy planning and budgeting, and increase the efficiency of public spending at the level of ATU of the second level.

Strategic planning at the district level is a systematic process by which the LPA of the second level shall establish development priorities that are essential to fulfilling its mission, in agreement with the evolution of the environment in which it operates.

Strategic planning is a cyclical process consisting of:

- and formulating goals and objectives in a SMART manner;
- setting up the phases necessary to achieve the objectives set, including financing;
- implementing activities under stages set;
- results assessment, based on a system of self-regulation and monitoring;
- decision to resume planning cycle (programming).

Strategic planning methods vary depending on the circumstances and priorities of each district. However, there are some common features identified based on good practice examples. All these features are equally important and should not be prioritized:

- approach that is based on human needs, trying to identify those long-term beneficial effects on disadvantaged and marginalized groups;
- long-term approach with a timetable;
- adherence of all parties involved, strong political commitment and will to build;
- global and integrated process, guided by a comprehensive and reliable analysis, which is participatory and which reconciles economic, social and environmental objectives;
- process accompanied by precise budgetary priorities - each action program must be provided with the necessary resources to achieve the objectives and budgeting should be based on clearly defined priorities;
- devices for monitoring, evaluation and capitalization of experience.

Following strategic planning one can make decisions on the following issues:

- What to do?
- When to do it?
- How to do it?
- Who should do it?
- With what resources are required to do it?

2.2. STRATEGIC PLANNING METHODS

In terms of methodology it is appropriate for each district to develop its own economic and social development strategy, to have a clear image of the initial situation and the point where it wants to get to in a given time horizon.

Development strategies are developed for well-defined periods of time, from one to four to seven years or even more.

Depending on the planning approach there is top-down planning, bottom-up planning and iterative or mixed planning.

Top-down planning occurs when the idea of strategic planning and activities within the economic and social development strategy of the district come from the district government authorities and are submitted for planning to all units of the ATU of the second level.

In bottom-up planning, public authorities of the district express ideas they are interested in and the plans are drawn up by local authorities' (mayors of villages, communes, towns), managers at lower levels (business leaders, NGOs, associations, etc.) that are closer to operational problems which are part of the economic and social environment of the district.

Best practices in strategic planning demonstrate that to solve the problems which could be generated by *top-down* and *bottom up planning*, it is recommended to apply *iterative planning* (mixed *planning*).

Iterative planning is the process that involves formulating objectives through both top-down and bottom-up planning. This is a process that involves cooperation and coordination: there will be more negotiations and adjustments between different levels of decision-making within the district until the agreement on the content of its economic and social development strategy is achieved. However, this agreement shall be consistent with the mission, objectives and priorities of district economic and social development and will have to be achieved within the available financial resources. To be more efficient, the planning process itself can be achieved by a thematic working group, which is closer to the issues. At the same time, second-level LPA can turn to the services of a consulting company to assist the working group.

Thus, in the development of district economic and social development strategy the following can be involved:

- internal experts, from within the LPA of level II (the strategy beneficiary). The advantage of internal experts is very good knowledge of the specific district.
- external experts: consulting firms. External experts are more objective in their analyses and proposals, but are more expensive.

2.3. DISTRICT DEVELOPMENT STRATEGY

Resulting from strategic planning, district development strategy is a participatory tool that involves the whole community of the district and aims to ensure it's economic and social development. This vision of the district in terms of its future development must be shared by all relevant actors at the district level and translated into a set of objectives and a concrete action plan.

District development strategy is a plan document developed at the district level, which sets the priorities for the district economic and social development, provides for activities to fulfill them and allocates resources.

As a rule, a development strategy includes the following elements:

The second-level LPA vision of the district future is an ideal state, projected into future, that configures a possible and desired district development. It involves dynamic thinking to be able to assess the long-term development opportunities of the district.

The second-level LPA mission is the fundamental objective, its reason for being, and creates value for the district community. The second-level LPA mission states what it is about and what it seeks to do for the district.

The goal is a description of the improved state of affairs expected or the solution to a problem in the implementation of the district development strategy.

The objectives are statements of expected achievements and outcomes, measured for a certain period of time, reflecting the progress in achieving the goal.

The programs are a major activity or set of activities established by the LPA of the second level to support and implement the objectives.

The priority projects (projects portfolio) are a set of projects that address pressing issues of the district community. They contain implementation indicators to be achieved in the near future following the development of this document.

The action plan is the plan for achieving the goals set in the strategy. All measures are embodied in the Action Plan programs and projects.

2.4. PREPARING STRATEGIC PLANNING AT THE DISTRICT LEVEL

What does the preparation of the strategic planning process imply?

At this stage the foundations for what will follow are laid down and it is essential that everyone involved understands the process and realizes that the way strategic planning is carried out will be different from all that has been done previously. The process will involve identifying the views and specific needs of men and women, members of vulnerable groups, whose voices have not always been listened to in the past.

What are the steps in preparing the strategic planning process at the district level?

First step: secure the commitment and building confidence

Support and commitment of the district chairman and the district council are essential to the success of district development planning. The most effective way for the district chairman to prove support is by obtaining the district council consent to start the process and the public promise by which they will commit to personally guide the main stages of this process. Also the district chairman will make sure that in the development and implementation of the development strategy:

- all community residents will have the same opportunities, access to information and resources to improve their living standards and those of the members of the group they belong to;
- representatives of all sectors - public, private and civil society - as well as representatives of various interest groups - including minorities, women, children and other vulnerable groups - will actively participate and will have a significant impact on determining the development strategy content;
- collected information on the local area will be, in so far as possible, broken down by gender, ethnicity, language, age, religion or any other relevant categorization and that this information will be made public;
- plans, proposals and projects will also be evaluated on the basis of their impact on women and vulnerable groups;
- the results of the plans, policies and projects will be measurable and will be made public through regular reports on their progress.

Step two: sequencing the process

The district chairman in collaboration with the team of facilitators and representatives of the district council shall determine the steps of the district development strategy development, including:

- establishment of the district planning team led by district chairman, which will be responsible for initiating and coordinating the process. The planning team's staff can be councillors, heads of departments of the district chairman apparatus and outsiders that can support the process (representatives of the LPA of the first level, school principals, leaders of religious and civil society organizations, business people and representatives of the media, etc.);
- guaranteeing equal women's representation in district planning team;
- strengthening district planning team capacity to work together more efficiently by improving their knowledge and skills in areas such as:
 - participatory strategic planning for the district socio-economic development;
 - principles of gender equality and human rights will be integrated in the district development process; the vicious circle of stereotypes, prejudice and discrimination, their negative consequences on vulnerable groups and community as a whole;
- timing of the development process steps, the resources required and clarifying the responsibilities of the planning team members.

Step three: *identifying key stakeholders*

The list of persons, groups and organizations that will be involved in different stages of the strategic planning process may include:

- Public sector:
 - LPA of the district (first level: towns, communes, villages) and from neighboring areas
 - Public authorities of a higher level
 - Medical and educational institutions (schools, colleges, universities)
 - Public companies providers of public service and other state enterprises, etc.
- Civil society organizations:
 - Groups representing various neighborhoods
 - e Religious groups, including religious minorities
 - Ethnic groups, including Roma
 - Groups of children and youth
 - Educational groups
 - Cultural, historical and artistic societies
 - Environmental groups
 - Support groups for the elderly, people with disabilities, victims of domestic violence and human trafficking.
- Private sector
 - Private enterprises
 - Business groups
 - Small enterprises and professional associations
 - Private enterprises providers of utility service and banks
 - Media

Step four: *ensuring integration of gender equality and human rights principles at district level*

The above groups can be probably the most active and visible citizens and organizations in the district. However there may be vulnerable groups that are not organized and therefore can not make known their interests and concerns. It is crucial that these groups have the opportunity to participate and be involved in communicating their concerns and interests; therefore, at this stage it is necessary to identify who they are and how to involve them in the elaboration of economic and social development strategy of the district.

District chairman, mayors, and local district councilors and other potential members of the planning team are best positioned to know the community members and groups facing social exclusion and poverty, who are not represented by any organization.

Those responsible for community mobilization should ensure involvement of the following vulnerable groups:

- households / families living in poverty;
- the sick, the poor and isolated elderly people;
- children deprived of care, including those whose parents are working abroad;
- people with disabilities;
- ethnic or religious minorities;
- Roma
- young unemployed;
- victims of domestic violence (mostly women);
- Victims of human trafficking;
- People living with HIV
- Sexual minorities.

Within these vulnerable groups and in all stakeholders' organizations it is important to ensure that women's views are heard in the same way as men's, because their problems and concerns may be different. For example, women entrepreneurs may face more difficulties in obtaining a loan, because the likelihood of women owning property is less. Older women are more likely to live in poverty than men. For the success of the district development women's voices need to be heard.

Step Five: *community sensitization*

The planning team may decide to disseminate the message about the planning by organizing some events: public meetings, drawing competitions for children about the future of their community, youth competitions for the best and most innovative business idea. The team could use media, district television / or local radio stations, traditional fairs that bring together district community in order to explain the value of everybody's contribution to the planning process.

CHAPTER III. STRATEGIC PLANNING STAGES

3.1. WHAT ARE THE STAGES OF STRATEGIC PLANNING?

As mentioned above, in addition to answers to the five key questions formulated in point 2.1, the strategic planning process involves the identification of responses and making decisions regarding:

1. Where we are?
2. Where do we want to get to?
3. How do we get there?
4. Have we got to where we wanted to get to?

To answer the above questions it is necessary to go through the next strategic planning cycle which consists of the following steps:

Stage 1. Preparation

- 1.1. Initiate and agree on the strategic planning process
- 1.2. Setting up the Strategic Planning team

Stage 2. Analysis of current situation

- 2.1. Socio-economic analysis
- 2.2. Analysis of internal and external actors
- 2.3. SWOT Analysis

Stage 3. Setting values, vision and mission

- 3.1. Highlighting values
- 3.2. Setting vision
- 3.3. Clarifying mission

Stage 4. Identify, formulate and prioritize goals and objectives

- 4.1. Identify strategic goals
- 4.2. Decide on priorities
- 4.3. Propose objectives

Stage 5. Develop action plan

Stage 6. Approval and implementation of DSSSED

- 6.1. Approval of DSSSED
- 6.2. Implementation of DSSSED

Stage 7. Monitoring and evaluation

- 7.1. Monitoring
- 7.2. Evaluation
- 7.3. Tools for carrying out monitoring and evaluation

Stage 8. Strategy review

The development of own socio-economic strategies with clearly identified priorities is carried out in a strategic planning workshop which also provides a good basis for forming the future implementation team.

Strategic Planning Workshop, as shown, is usually preceded by the study of the current activities of the district, the completion of a public opinion survey, discussions with opinion leaders in the community and interviews with internal and external stakeholders.

One of the most important segments of the strategic planning cycle, Steps 2, 3, 4 and 5 is covered in the workshop planning, which considers:

- The need for strategic planning;
- Explaining and discussing the steps for strategic planning;
- Use of specific methods each stage of the strategic planning;
- Preliminary formulation of a set of activities for the strategic development of the community;
- Define actions for dissemination, discussion, approval and implementation of the strategic plan for socio-economic development in the community;
- Discuss issues related to the organization of monitoring and evaluation.

The strategic change cycle, socio-economic development of the district occurs both in the internal and external environment, which will be assessed in the strategic planning workshop.

After completion of Strategic Planning workshop it is expected that Stages 6, 7 and 8 will have been implemented. Stages 1-8 above, will be discussed in more detail below.

STAGE 1. PREPARATION

1.1. Initiate and agree on the strategic planning process

Implementation of the stage relating to the initiation of the agreement on starting the strategic planning process is considered to be quite important. This event shows the professionalism and maturity of local government and civil society in the respective district and the business environment. This approach is in accordance with the principles and aspects outlined in section 2.4.

Local leaders are very aware that both municipalities and regions can adopt the policies of socio-economic development only by increasing their organizational and strategic planning capacity.

Initiating the agreement on the strategic planning process involves a coalition of all healthy forces in the community, in some cases for the first time, around common interests. Namely the identification and development of common interests, community, private and public representatives, generate mutual trust and high enthusiasm in solving problems identified, provides an important basis for future collaboration.

Initiating the agreement on the launch of the Strategic Planning process involves the development of planning in advance and creating partnerships to support this process.

To begin the strategic planning process it is necessary to undertake a preparatory stage, the so-called pre-planning process or planning in advance. This is done under the leadership of local government. In order to succeed in this process must:

- Identify individuals, institutions, businesses interested, trade union leaders, those who provide municipal services, local media, teachers to start economic planning process.

- Create an organizational structure (board, committee, etc.), usually led by an experienced representative of local authorities;
- Develop a program of activity of this structure to conduct organizational work necessary to begin the strategic planning process.

Advance planning provides the opportunity to identify future team members who, through their own efforts, will not only develop strategies but also implement the most important actions of the strategic plan.

A special moment in the activity of the newly created organization structure is the establishment of partnerships aimed at supporting the strategic planning process. Partnerships can be formed for different timeframe, where the parties involved act simultaneously under a well-prepared plan to achieve its objectives.

Strategic planning in the new economic conditions, involves the formulation of strategies and operational plans in order to achieve economic growth, both at company and at the community and district level. Strategic planning must take account of regional priorities in line with macroeconomic objectives. As a result, regional policy should be included in the general economic policy, as part of it.

1.2. Setting up the Strategic Planning team

The strategic planning process should be conducted in a participatory manner therefore it requires setting clear, , roles for all actors from the outset, 15-17 people who will be part of the strategic planning team:

- **Leader** - the leadership role is usually assumed by the district chairman or one of the vice-chairmen. It is necessary to mention that the leader of the highest level of the District Council must take part in all stages of strategic planning. We believe that the leader should also be the manager of the project/ projects on implementing strategies developed. The project manager is the person assigned to coordinate, check and correlate all activities of the implementation team in all activities throughout the implementation, monitoring and evaluation of socio-economic development strategies of the district.
- **Facilitator (one or two persons)** - who is aware of the issue and has experience in the field. It may be an outside expert who knows the strategic planning process and has the required facilitating skills.
- **Participants** – in the strategic planning process should include:
 - Facilitator - the person who understands the issue and has experience in facilitating.
 - Secretariat - the results of strategic planning should always be based on documents therefore the Secretariat should include people with good organizational skills and writing skills.
 - Those in charge of departments, sectors, areas of activity within the District Council.
 - Representatives of business (business associations, small and medium business in the district, and so on).
 - Representatives of civil society (NGOs, trade unions, religious groups, etc..).
- **Secretariat** - will be made up of people with good organizational and writing skills. Secretariat will deal directly with the strategic planning process organization including conducting the strategic planning the workshop. The secretariat staff will establish the list of stakeholders to be involved in the discussion and will form the working groups, if necessary, depending on the topics and themes discussed. Also representatives of the Secretariat will be responsible for collecting the materials necessary and provide the documents required for the planning team for the strategic planning. The Secretariat shall prepare the work plan of the strategic planning team that will have to be approved by the leader and then will disseminate the document to those interested.

Thus, this team must develop a work plan and terms of implementation. One of the important objectives of the strategic planning team refers to the analysis of the current situation in the district. Let us see how to conduct this stage.

STAGE 2. ANALYSIS OF CURRENT SITUATION

What is the district current situation analysis about?

During this stage the following types of analysis are scheduled:

- 2.1. Socio-economic analysis
- 2.2. Internal and external actors analysis
- 2.3. SWOT analysis

Let us examine each of them.

2.1. Socio-economic situation analysis

The socio-economic situation analysis implies objective consideration of the following aspects:

- What is the socio-economic evolution of the district, highlighting trends and impact?
- Where are we now? What has to be changed and improved? What should be developed further?
- Where should the district orient, from socio-economic point of view? What should the socio-economic development model be?
- What steps should be taken for this purpose?

For an objective analysis of the current situation, it is necessary to collect a large amount of information, review relevant documents, which may imply developing of synthetic studies on the areas examined, conducting surveys and preparing for the dissemination and sharing of results. At this stage it is necessary to understand the perceptions, experiences and expectations of citizens, business environment and decision makers. There are several methods for collecting data on the current situation. Below we examine some of the most widespread methods of collecting information:

1. Establishment of working groups and implementation schedule;
2. Analysis of district documents;
3. Analysis of regional and national documents;
4. Collecting information about the district;
5. Conducting a survey, questionnaire, focus groups and in-depth interviews;
6. Cluster analysis at the district level.

Let us examine in more detail each of the above points:

1. Establishment of working groups and implementation schedule

After having established Strategic Planning Team, it is appropriate to set up working groups in order to make a qualitative analysis on highly topical areas for the district socio-economic development. Working groups can be made up of 5 or 7 people, to reach an agreement, with a high level of expertise in the area under examination. They can be representatives of local government, civil society and business environment. In this context, it is recommended to establish the following working groups:

Working Group N1. Economic development and investment attraction;

Working Group N2. Infrastructure development and environmental protection;

Working Group N3. Social development and protection of vulnerable groups;

Working Group N4. Culture, tourism and increase the visibility of the district.

Certainly, depending on the intended purpose it is also possible to set up other groups. The working groups will examine the situation in the last 5 years. As a result a 7-10 pages report should be prepared in which to make conclusions and recommendations for the improvement and development of the area examined in the next 3-5 years. It is desirable that the working group leader be a member of the planning team as well. Subsequently, the report will be presented at the Strategic Planning Workshop.

2. Analysis of district documents

Starting strategic planning requires examination of existing materials about the district. In that context the following should be examined:

- District socio-economic development reports, at least in the last 5 years;
- District strategic development plans developed in the past;
- Urban plans, if there are any;
- District and national projects implemented in the district;
- Studies and research in various fields related to the development of the district.

Broadly speaking it is necessary to examine any document that relates to the socio-economic development of the district.

3. Analysis of regional and national documents

Given the district connection to the country's development objectives, in the strategic planning process it is necessary to take into account all the regional and national strategic documents developed, like the National Development Strategy "Moldova 2020" and other national sectoral strategies. These documents will guide the efforts of local Strategic Planning Team.

4. Collecting information about the district

At this point, the type of general information needed to help the Strategic Planning Team to formulate correct decisions on district development, is defined. In this way a list of indicators needed for the strategic planning process are highlighted.

- 4.1. Brief history of the district;
- 4.2. Geographical location and the natural environment;
- 4.3. Population, including emigration and immigration;
- 4.4. Labor market;
- 4.5. Transport infrastructure;
- 4.6. Technical urban infrastructure;
- 4.7. Economy;
- 4.8. Environment;
- 4.9. LPAs and intercommunity cooperation;
- 4.10. Health;
- 4.11. Education;
- 4.12. Culture, sports, tourism.

5. Conducting a survey, questionnaire, focus groups and in-depth interviews

At this point it is necessary to understand the perception and expectations of citizens, LPA officials, business environment, etc. Analyzing the current situation through several methods will further clarify trends and possible solutions.

A Questionnaire is the most used tool in sociological inquiry and it consists of a series of written logically sequenced questions relating to certain aspects of social and economic life. The quality of research conducted by the questionnaire depends primarily on the quality of its questions, sociologists considering that the investigation can not be better than the questions on the questionnaire.

Interview - is a way of sociological investigation similar to the questionnaire in the sense that everything is carried out on the basis of questions, but differs from the questionnaire because the questions are asked and the answers are verbal. Here are two categories of interview:

- a. *formal interviews* - based on a list of questions, communicated to the interviewee beforehand after which the interviewee and the interviewer meet. The interviewee answers orally the questions addressed by the interviewer. This form is used mainly for interviews with people having prominent public functions.

- b. *Informal interviews* - based on the questions the interviewer addresses when he meets the interviewee. It seems like questions were conceived during the discussion. In fact the interviewer has already prepared the questions he will address but the way he puts them gives the impression of spontaneity.

Public opinion polls. Method of marketing research, opinion survey based on the use of questionnaire used to test on a sample representative of the characteristics of a population (survey conclusions on socio-economic issues will thus be generalized to the entire population). It is widely used in the political field to test the electorate options (electoral survey).

Focus group. Interview based on discussions with a small number of members, 10-12 people, moderated by a facilitator or coordinator. Most often this technique is used to allow participants to form an opinion about a subject they are not familiar with. The technique uses participants' interactions and creativity to enhance and strengthen the information collected. Focus group proves especially useful when considering topics or themes that generate differences of opinion to be reconciled or which relate to complex issues that must be examined in detail.

6. Cluster analysis at the district level.

The cluster is a geographic concentration of communities, companies and institutions traditionally interconnected from the socio-economic and cultural point of view aiming at implementing inter-community best practices services to improve the quality of public services in these communities.

The advantages of belonging to a cluster:

- Increase in the quality of public services: sanitation, sewerage, water supply, fire-fighting, public lighting, etc..
- Favorable framework for business development;
- Intra-sectoral cooperation to obtain economic advantages - suppliers, customers;
- Increased flow of information - the interconnection of people, skills, knowledge and competence;
- Integrated Marketing;
- Synergies and coordination by providing cluster management;
- Cooperation with other similar structures, internationalization;
- Access to funds for these structures: European, national,
- Contribution to the formulation of policies, strategies and sectoral measures;
- Support from local, regional and central government.

Equally important is understanding the internal and external environment in which district (community) operates and understanding and recent institutional performance evaluation in order to make improvements.

2.2. Internal and external stakeholders analysis

Knowing the methods of analysis of internal and external actors, the local government of the second level will be able to be flexible and properly guide the development and implementation of the Strategic Plan.

1. Identification of stakeholders

Social actors directly or indirectly influence the performance of the district (governmental or nongovernmental organizations). Obviously, expectations, criteria of influence, appreciation, support, vary from one actor to another and depend on many factors. When the actors were identified it is easier to foresee certain actions and activities and predict certain risks and also it is possible to count on support of stakeholders interested in the results and final product of organization. The fact that the implementation team is interested in getting the best results requires examination and rigorous analysis of external and internal environment identify the key internal and external stakeholders and simultaneously predict events that will occur in the near future taking into account the behavior of the actors involved in these circumstances.

External actors are individuals, groups of individuals, external, governmental or non-governmental organizations that are interested in the activities carried out or planned and are directly or indirectly affected by the activities of the organization, and can address specific requests related to:

- Resources;
- Attention, image, support;
- Final product or activity results.

Example: As external actors for Cimislia district were identified: Government of the Republic of Moldova, the Moldovan Parliament, donor organizations outside the community, foreign investors, etc..

Internal actors are individuals, groups of people working in the district, internal, governmental or non-governmental organizations that are interested in the activities carried out or planned and are directly or indirectly affected by the activities of the organization, and can address specific requests related to:

- Resources;
- Attention, image, support;
- Final product or activity results

Example: As internal actors for Cimislia district were identified: district citizens, businesses in the district, district NGOs, District Council, etc..

2. Stakeholders analysis

Once the key internal and external stakeholders were identified it is necessary to carry out their analysis.

- What criteria do social actors use to assess the district performance?
- What needs, desires, goals does the district have to ensure that stakeholders' expectations will be met?
- How can stakeholders influence the district?
- Why does the district need them?
- How important are they for the district? (Important, Not really, Not at all?)

Analyzing stakeholders identified using the scheme outlined above you get a list of the most important actors, most influential and undoubtedly a clear picture of the criteria used by them for the assessment of the organization. At the same time it will be understood very well how these stakeholders can influence the development of the district and for what reason we need a permanent cooperation or just for a certain period of time. Obviously, external and internal environment is constantly changing, especially in the transition period. Therefore, the fact that these changes are continually identified and registered reveals the professionalism of the District Council staff.

Example: The table below highlights some actors both internal and external that directly or indirectly affect the functioning of the district and the District Council.

Internal Actors	External Actors
Citizens	RM Parliament
Economic agents	Government of the RM
District public institutions	Ministries and departments
District council	RM Presidency
District mayoralties	Banking institutions
ult Religious institutions	Judicial bodies
District police	External investors
Local NGOs	General Prosecutor's Office of the RM

Internal Actors	External Actors
District media	National police
Political parties territorial organizations	District Council
District criminal groups	Central media
District enterprises	International and national NGOs
Citizens that went to work away temporarily	National political parties
	National criminal groups
	National traders
	Neighboring communities and others
	Twinned communities
	External donor organizations
	Diasporas abroad made up of citizens of the district

Below we will examine some of the internal and external actors listed in the table.

Analysis pattern of internal actors and their influence on the district

Actor	What does the actor expect from us?	How do you think you are appreciated (based on expectations)?	What to do to meet the expectations of the actor?	How does the actor influence on us ?	What do we want from him, why do we need him?	How important is it for us?
1	2	3	4	5	6	7
Citizens	Solving their problems Protection of the rights Perform the functions	Positively	Promoting appropriate policies To know expectations promoting appropriate policies	Directly	Support Understanding Complicity to change the situation	Very important
Economic agents	Cooperation Trained staff; Favorable conditions; Mutual relations; Efficient activity.	Satisfactorily Positively	Correct, real decisions	Direct ly Positively	Jobs; Efficient activity; Compliance with legislation	Very important
District public institutions	Understanding the situation, Support	Well Positively	Bring up an educated generation Fulfill our obligations Coordination Communitarian involvement	Direct ly Positively	Quality of functions execution	Very important
Religious institutions	Spiritual purification, participation	Satisfactorily	Propagation Information Participation	Indirect ly	Cooperation	Important

Analysis of external actors and their influence on district

Actor	What does the actor expect from us?	How do you think you are appreciated (based on expectations)?	What to do to meet the expectations of the actor?	How does the actor influence on us?	What do we want from them, why do we need them??	How important is it for us?
1	2	3	4	5	6	7
RM Parliament	Efficient activity	Satisfactorily	To realize the legislative framework	Directly	Modern legislation	Very important
Government of the RM	Efficient activity	Satisfactorily	Compliance with legal and regulatory framework	Directly	Investment projects Being prinipled Objectivity	Very important
Ministries and departments	Cooperation	Satisfactorily	Cooperation	Directly	Develop clear and real policies	Very important
International and national NGOs	Cooperation Support	Satisfactorily	Support in achieving the objectives, goals	Indirectly	Support Assistance	Important
Diasporas abroad made up of citizens of the district	To be taken into account	Satisfactorily	Being more active	Helps us solve problems	To “knock” at the closed doors closed to rationally use their experience and resources in the development of district	Important

It is clear that social actors' pressure changes depending on their goals and interests and also depending on achievements, availability and objectives of the District Council.

2.3. SWOT Analysis

1. Basic notions

SWOT Analysis is a comprehensive and consistent framework developed by people involved in the strategic planning process used to identify realistic solutions and strategies.

Thus, one of the most common and popular method for analyzing a system, SWOT makes an analysis of the current situation. The overall aim of this analysis is to identify:

- Strengths (S)
- Weaknesses (W)
- Opportunities (O)
- Threats (T)

After the data is collected through the SWOT analysis priorities are identified, a common vision on development is formed and development strategies are elaborated. We emphasize the following concepts:

SWOT analysis is a method used to identify strengths and weaknesses, opportunities and threats of a community and its competitive advantage.

Strengths are the trends, internal factors or values that ensure a community competitive advantage and make it become attractive.

Example: developed private sector, skilled labor, progressive local government, particular natural conditions and ecological environment low local taxes, transport facilities, very low crime rate.

Weaknesses are trends or internal factors that are barriers to socio-economic development of the community.

Example: underdeveloped private sector, limited access to capital, low-skilled labor, high crime rate, poor infrastructure, remoteness from other economic, scientific centers, high taxes.

Weaknesses are divided into two categories: those that can be corrected in a short-term (3-5 years) and those that can not be corrected within a short timeframe.

Competitive advantage is all community basic features that make it stand out compared to others and favor local development.

Opportunities are external factors or trends that facilitate the development of competitive advantages. As usual they include structural changes in the economy, technological change in the region, demographic changes.

Example: political support from the central government, attracting capital from outside the community, proximity to the free zone of the neighboring locality, installing crossing points at the border with another country, etc.

Threats are unfavorable external factors or trends for local socio-economic development and can bring about a decrease in competitive advantage.

Example: Cutting off gas delivery, minimal interest from external investors, active seismic zone, etc.. Political instability at the national level is, in fact, the greatest threat to all communities in the country.

Regionally, SWOT analysis is conducted, as a rule, by the people involved in the strategic planning process. A synthesis of what was said above can be represented in the following table:

Environment \ Factors	Positive	Negative
	Internal	External
Internal	Strengths: district resources or assets that could be used to achieve objectives set.	Weaknesses: district shortcomings that hinder the achievement of goals.
External	Opportunities: Any favorable external situations that can be turned into an asset that could help achieve the objectives.	Threats: any unfavorable external situation that could jeopardize development goals.

2. Illustration of SWOT analysis

To illustrate the SWOT analysis, the table below shows a part of an analysis of this type, including human factors, technical infrastructure, economic activity, local government, ecology, geographical conditions, and characteristic for Cimislia district.

Strengths	Weaknesses	Opportunities	Threats
<ul style="list-style-type: none"> Competent local public administration Favorable geographical situation Availability of processing industry facilities and infrastructure High intellectual and professional potential Skilled labor force Availability of energy resources distribution network Fertile soil A developed network of public institutions (schools, kindergartens, hospitals, cultural institutions) Some enterprises that operate (winery, bakery plant, sausage production, plum drying, wool processing, mills, oil mills) Developed agricultural sector Underground potable water resources 	<ul style="list-style-type: none"> Severe economic decline Thefts of public and private property Increased poverty High rates of unemployment, high levels of hidden unemployment Shutdown enterprises Low efficiency of enterprises that operate Passivity, indifference and lack of initiative underdeveloped productive domain worsening environmental conditions soil degradation and erosion Underdeveloped community infrastructure Lack of markets for local producers Lack of irrigation water Lack of forest High employee turnover Lack of financial resources Depreciation of equipment and farm machinery Failure to use modern technologies Limited access to information Lack of a credit and sponsorship mechanism Low birth rate 	<ul style="list-style-type: none"> political support from the RM Government Cooperation with twinned towns Foreign investors Availability of unused energy resources Favorable legislative framework Regional cooperation Regional and national environmental programs Availability of roads of national significance Obtaining external credits Cooperation with international organizations running programs in Moldova (USAID, TACIS, GIZ, etc.) Cooperation with donor organizations Anti-hail protection station 	<ul style="list-style-type: none"> Natural disasters Epidemics External criminal organizations Cutting off delivery of energy resources Political and economic instability National and ethnic, religious and regional conflicts Ecological disasters Tendentious republican media Some imperfect laws High-level corruption Incompetence of high ranking officials Instability of the national currency

Once the district has identified the strengths, weaknesses, opportunities and threats, it may use them in formulating strategic issues, goals and developing strategies for their solution.

STAGE 3: ESTABLISHING VALUES, VISION AND MISSION (MANDATE)

3.1. Highlighting values

Even under today's conditions some communities have managed to achieve many important goals, relying primarily on values and traditions accepted and promoted over centuries from one generation to another. Below we examine issues related to highlighting values and their role in defining vision and mission.

Without recognition and acceptance of certain major value, the district is virtually confused and loses mobilizing and creative potential. Values accepted by a community determine, to some extent, its spirituality and morality. It is clear that the community as a living organism, in addition to having accepted certain values, tends to cultivate new values, which would allow it to become more efficient, to upgrade to a higher quality and strengthen in the competition with other communities.

Values represent the sum of qualities that give value to a community, that mobilize and inspire members to achieve the set goals.

Values reflect the way people act, organize their affairs and life, behavior and the choices they make, distinguishing one important issue from another by appealing to its value.

In order to highlight the values it is recommended to answer the following three questions through value judgments:

- A. How would you like to organize your district?
- B. How would you like to treat your internal and external actors?
- C. What do we value the most (what is the most important for us?)

A value judgment leads us to what we want to do and how we want to do it. Answering the above questions we get a list of key values that indicate how the community (organization) wants to act and relate to internal and external actors.

Example: Generalizing the answers to the first question A we can emphasize some moments that relate to organizational management, accepted by community members who participated in the strategic planning workshops conducted by IDIS “Viitorul”:

- A1. Leaders’ ability to formulate clear goals and objectives and to mobilize citizens;
- A2. Joint commitment of all (most) citizens to solve the problems;
- A3. Establishing a climate of cooperation;
- A4. Establishing performance standards in service delivery.

Example: Summarizing the above answers to question two B, we highlight some of the answers that relate to behavior towards internal and external actors:

- B1. Fairness** this is the quality that establishes a climate of collaboration between internal and external actors, on the one hand, and members of local government on the other. The correctness in behavior involves stimulating partnerships for the realization of various projects. The correctness is the cornerstone of future joint projects carried out by the entire community.
- B2. Tolerance** to other opinions, ideas and concepts to allow the promotion and establishment of democratic principles in dealing with internal and external actors. Tolerance will be the “link” between social actors and community.
- B3. Honesty** - the quality that contributes essentially to strengthening the relationship between local government and social actors. Honesty in relationships with relevant stakeholders is intended to be more pronounced and visible in solving communication and cooperation problems. It opts for the development and adherence to a code of conduct and protocols of relationships and intentions with key actors.

Example: With reference to question three C, depending on the goals set for achievement, the organizations, associations or communities set as priority values enabling them to act efficiently.

- C1. Professionalism** - this value is about prompt identification of solutions, quality work, and responsibility for the completion of tasks. Professionalism guides the team to obtain more convincing and better results.
- C2. Initiative** - which was described as a lever to release and stimulate creativity of every citizen willing to achieve something really important for themselves and society.

The community that shares common values in its activity and development strategy is prepared from “inside” to overcome the problems it is facing.

3.2. Setting vision

After analyzing the current situation, it is required to determine the general direction the district should follow. It is necessary to make clear where the district heads in terms of socio-economic development. Therefore, the participants in the strategic planning should state how they see the district in 5, 7 or 10 years.

So then, what is vision?

The vision is a statement that expresses an aspiration for the future that the district is trying to achieve.

It is advisable that the strategic vision be a concise statement of what is wanted (expected) to happen as a result of developing and implementing the strategic plan.

How is the vision established?

The vision shall be established in the strategic planning workshop. To generate different ideas about the vision, various methods: brainstorming, working in small teams, etc. can be used. The vision must be accepted, appropriated and respected by all participants in the strategic planning process. It is advisable that the vision to be concise, so that it can be retained and its content easily shared.

Example of visions:

Participants in the strategic planning workshop opted for the following socio-economic development vision for the town Soroca:

“Soroca - a dynamically developing city in northern Moldova, with a growing agro-industrial complex, advanced public services, a well-developed infrastructure and real opportunities for attracting investments.”

The development vision for Gagauzia was established in 2009 in a strategic planning workshop and subsequently approved by the Executive of Comrat and the General Assembly of the region:

“ATU Gagauzia - a socio-economic and cultural center of the Gagauz people, a region with dynamic development that has real prospects for the development of agri-business and rural tourism based on culture and traditions of Gagauz people, important business, financial and university center of Southern Moldova.”

Thus, the visions outline guidelines for socio-economic development of communities.

3.3. Clarifying mission (mandate)

Restatement of the mission by the workshop participants engaged in strategic planning in a concise and focused manner clarifies the objectives of socio-economic utility and the committed involvement of LPA and community overall in solving existing problems.

Clarifying the mission, based on highlighted values, is crucial, first of all, for the planning team. For this purpose, it is recommended to clarify the mission, together with all those interested in changing things for the better, but do not always know very exactly the LPA mission, in the strategic planning workshop, taking into account new circumstances and trends in society.

The District Council, representing different categories of citizens, has at the same time the support of these people in achieving the objectives. The implementing team, provided with certain powers, clearly and concretely formulated, formal or informal, can act with more confidence according to the plan developed, and to assume certain risks related to the achievement of established goals. Permanent changes occurring in our society require great flexibility in the organization operation. Establishing and developing an ongoing dialogue with the citizens of the district, the District Council, reconfirms every time its mandate and therefore the right to continue or modify the activities in the directions outlined.

Having the appropriate powers to act effectively, the district should identify very clearly the goals to be achieved.

The mission (mandate) of the authority is a short presentation of the goal, roles, main powers and responsibilities. The sources of information are the laws and other regulations, policy and strategic documents. The mission should answer the question: „What are we doing?”, „Who are we working for(who is the beneficiary)”? „How do we contribute to the district general activity”?

The mission clarifies what it intends,, what it wants, what it wishes to achieve and for whom. The mission being formulated and accepted, states clearly what goals the activities within the district shall achieve, which will be the priorities, and will be performance standards.

The mission being defined, provides the right to exist, gives the right of action. To clarify and state the mission, the following questions should be answered:

1. *Who are we and what is our purpose?*
2. *What are the major existing social and political needs that we must meet?*
3. *Overall, what would we want to do to anticipate or respond to the needs expressed by social actors?*
4. *What makes us so specific and unique?*

Upon examination of the answers to the above questions, a single concise phrase of the organization (community) mission is formulated.

Let us examine some models:

Example: Participants in the strategic planning workshop in Ialoveni have come to the conclusion that: „the Mission of Local Public Administration and the whole community of Ialoveni is creating conditions for mobilizing all available resources, increasing the quality of public services and elaborating mechanisms to stimulate private initiative seeking to improve citizens' welfare.”

Thus, if the sectors where the organizations intend to act are clearly defined we can anticipate what the public benefit will be.

STAGE 4: IDENTIFY, FORMULATE AND PRIORITIZE GOALS AND OBJECTIVES

An important stage in the strategic planning workshop is to identify and formulate strategic goals and objectives. Namely this stage of identifying strategic goals reveals the degree of creative local solidarity and citizens' will to solve existing problems, exploiting local resources.

4.1. Identify strategic goals

A strategic goal is a fundamental challenge affecting mandate, services, customers or main users, costs, finance, internal organization or management. The fundamental challenges can be events, phenomena, processes of any kind (economic, social, political, etc..) that occur and influence the district.

The goal describes a general achievement that is shared and accepted by all participants in the strategic planning process. A goal, once defined, leads directly to achieving several objectives, to a change in policies or directions set out previously.

Strategic goals can be divided into three categories:

- Requiring immediate action;
- Requiring action in the near future;
- Requiring action over a long period of time.

Identifying goals helps district to concentrate, focus on the major challenges of identifying new strategies and policies.

Although mainly local resources are considered for solving strategic problems, this does not mean that only local problems should be addressed. Strategic goals of a district may be aimed at strengthening vertical ties, with higher levels of government, parliament, presidency, but also at strengthening horizontal ties, for example, with neighboring districts.

In order to identify goals it is recommended to answer the following questions:

1) What is the problem?

The problem must be such as to allow the district to do something very specific in this regard.

2) Why is this a problem?

How does this issue relate to the district vision and mission? What are the strengths, weaknesses, opportunities and threats?

3) What will happen if we do not solve this problem?

Some points that can be anticipated and analyzed how they can influence the mission and mandate are highlighted.

After the strategic goals have been identified it is necessary to work towards prioritization (hierarchy) of these goals.

4.2. Establishing priorities

Prioritization is not a simple process. Choosing priorities from a wide range of needs, desires and solutions based on a proper assessment of the resources available - financial and human resources, is very responsible.

Strategic planning team must decide on priorities throughout the process, starting with selecting the most relevant members of the planning team, continuing with socio-economic analysis and identification of key stakeholders in the strategic planning process.

While selecting priority goals, the planning team may consider the following criteria and principles:

- Choosing those goals that can be achieved in a short time in the district, and with moderate resources. This would require being aware that it is important to quickly obtain some success in improving people's lives.
- Choosing those goals that have a positive impact on the greatest number of citizens in the district.
- Choosing those goals that will have a positive impact on the poorest groups or those who are the most discriminated and disadvantaged.
- Choosing those goals, addressing critical issues / emergencies which, if not coped with, may endanger human health or safety.
- Choosing those purposes which, if achieved will have a positive impact (the snowball effect) on the achievement of other objectives.
- Choosing those goals that are found in national or the EU development plans because in this way can be accessed alternative resources or, on the contrary, selected those objectives that can be achieved with local resources.

Inevitably, the priority goals will not satisfy the desires of all groups. The strategic planning workshop, as a rule, highlights a number of issues that require urgent solving. But as we have mentioned, lack of resources, primarily financial ones, hinder solving problems as a whole. In this respect it is necessary to focus on solving the most important and urgent issues. What are the ways to prioritize them?

Let us examine some practical ways to prioritize strategic goals. All participants in the strategic planning workshop are recommended, according to the below criteria, to answer individually these questions:

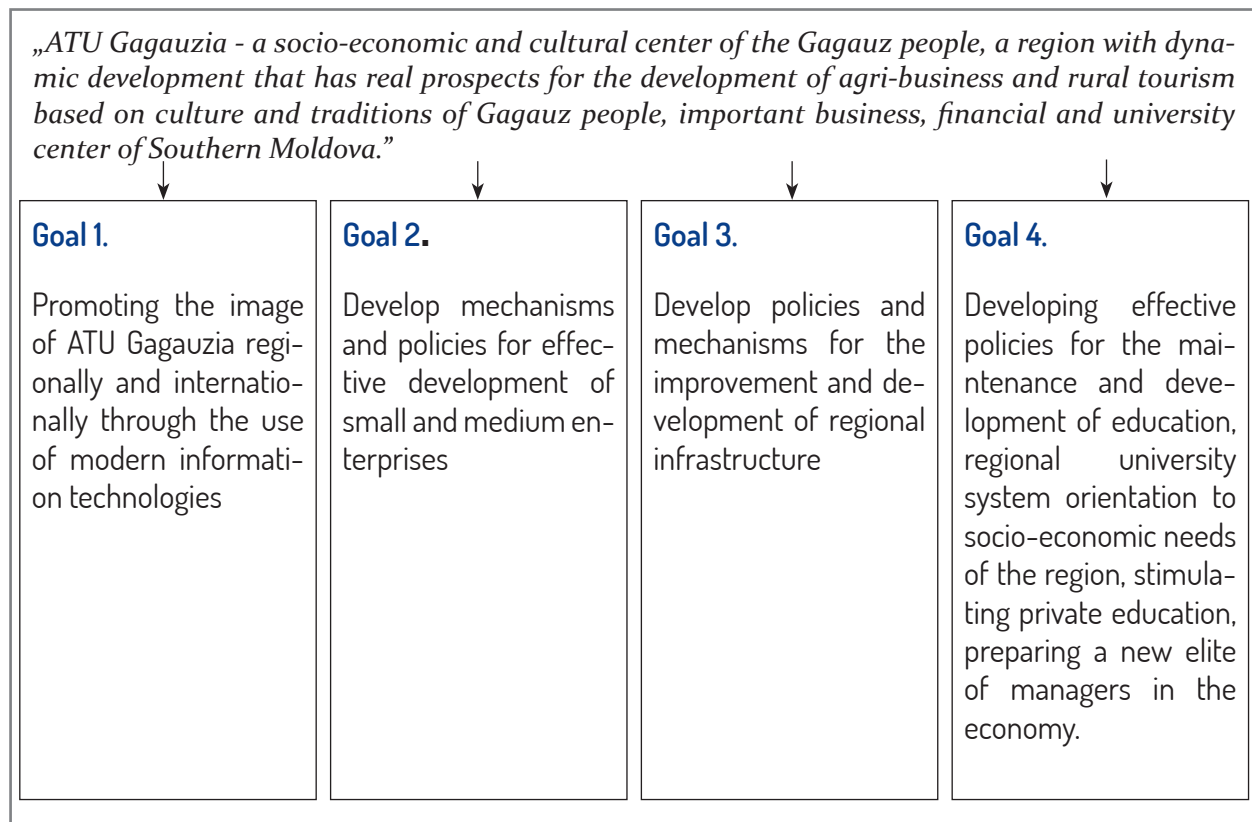
1. When will the district face this problem?
2. How deep and wide will be the impact of this problem on the district?
3. Will solving this problem enable development of new goals, services and programs?
4. Will achieving this goal require significant resources?
5. Will solving this problem require enough extension?
6. How real and fresh seems to be the last vision of this problem?
7. What would the likely consequences be if this problem is not solved?
8. How deep is this problem felt by the community, is there a strong connection between this problem and the social, political and cultural values?

After the strategic goals analysis, which was carried out individually, what we get is actually a personal opinion on the hierarchy of strategic objectives in terms of their importance. After this, the participants in the strategic planning workshop select by voting the most important goals, everyone being entitled to a limited number of votes depending on the range of issues under examination.

When the strategic goals are prioritized, the participants clarify if their achievement requires immediate action, or medium-term or long-term efforts.

Example: Sample of vision and goals on socio-economic development strategy of ATU Gagauzia for 2009-2015.

Vision



4.3. Formulating objectives

Once goals have been prioritized it will be necessary to formulate more concrete objectives for their achievement. A properly formulated objective has to meet a number of conditions to give the strategic approach finality.

1. An objective describes a final state.
2. The objectives, once formulated, should lead to fulfillment of goal, mission and vision of the community.
3. An objective must be complete: to cover major functions and operations of an entity (in this case the district).
4. A properly formulated objective is SMART: Specific - is formulated explicitly and leaves no room for interpretation; Measurable - is quantifiable, most often in terms of quantity, quality, whether or not appropriate, what are the costs involved; Achievable - is relevant to the community issues, strategies and resources, it is not too ambitious; Relevant - is challenging and meaningful to the community and is: Time-bound - specifies a timeframe, a deadline.
5. The objective identifies, where possible, the beneficiary of the services provided.
6. The objectives should be expressed in plain, non technical, accessible language.
7. The objectives necessarily cover the key issues identified in the analysis of the current situation.

It is important, at this stage of strategic planning, to consider thoroughly how objectives are defined.

Example: Below we will examine, as a model, a set of objectives required to meet Goal 5.

Goal 5. Promoting the image of ATU Gagauzia regionally and internationally through the use of modern information technologies

- Objective 1: Cooperate intensively with regional and national media to promote a positive image of the region nationally and internationally
- Objective 2: Editing a leaflet about Gagauzia
- Objective 3: Developing a modern site *www.gagauzia.md*
- Objective 4: Making a documentary about Gagauzia
- Objective 5: Organization of cultural, scientific and sports events at regional and national level to promote the image

STAGE 5: DEVELOPING ACTION PLAN

Once goals have been formulated and objectives identified it is necessary to draw a very specific set of actions for each objective. From this point of view the action plan will describe the ways in which each of the stated objectives will be achieved. The Action Plan connects the objectives, goal and vision.

The action plan is defined as a set of activities / actions for achieving the stated objectives. Thus, at this stage, the implementation team must answer the following questions:

- How can we solve the problems to achieve our goals?
- How can we use the strengths and opportunities to achieve our objective?

At this stage, it is necessary that the planning team members be creative and generate as many innovative ideas as possible. Ideas must be recorded and not criticized. After all ideas have been recorded, it is necessary to select the most important and efficient. Selection criteria may include:

- Activities whose implementation is exclusively under the control and responsibility of the implementation team;
- Activities for whose implementation there is the commitment, support or agreement of stakeholders;
- **Activities that do not require too many resources to be implemented with short-term results (the choice is made according to the principle: pick fruits that you reach more easily, it is an effective way to maintain trust and support of people in the planning process).**
- Activities that seem realistic and achievable within the resources you have.

Structuring activities in programs and projects

The actions suggested can be different, some of them can be implemented in the short term, while others are more complex and can be implemented in the long term. It is useful to structure them in programs and for each program to identify projects.

In this way you can develop concrete action plans for their implementation and establish who is responsible, who will work, what will be the implementation period, what resources will be needed and what are the performance indicators.

STAGE 6: APPROVE AND IMPLEMENT DISTRICT STRATEGIES FOR SOCIO-ECONOMIC DEVELOPMENT (DSSSED)

6.1. Approve DSSSED

At this stage the DSSSED should be presented and subsequently approved by the District Council. The presentation will be made by the Strategic Planning team members. Special attention will be paid to the timing and amount of financial resources needed to achieve goals. Each member of the District Council should receive in advance a draft of DSSSED to familiarize with and understand the essence of the developed strategies. The presentation will be followed by the questions and answers

session. The answers of the implementation team members have to highlight particularly risks that need to be taken into account and at the same time the opportunities that may facilitate implementation of planned actions. After the questions related to the presentation have been clarified, DSSSED is put to the vote and shall be deemed approved if passed by 51% of district councilors. Thus the District Council becomes the institution that assumes legal responsibility for the implementation of goals and objectives. If there are significant objections from district councilors it is necessary that those moments are reviewed by the strategic planning team and subsequently to reach a real compromise.

6.2. Implement DSSSED

When DSSSED has been approved its implementation starts. Within the responsible groups (economic, social group, etc.) there should be people we will further refer to as *program or project managers*, even if they have other responsibilities in the organizations in which they work. Since LPA of the second level is primarily responsible for the implementation of programs / projects, we will consider that the chairman of the district will be the leader of the program or project managers. Their main duties correspond to those of any manager: to plan, organize and coordinate teamwork, monitor and assess implementation activities and use of resources (especially financial resources).

The first thing the program / project managers have to do is to meet with stakeholders of that program / project and develop an action plan for implementation, a work plan, which will list activities, their deadlines, the resources that are allocated for this purpose, who is in charge, who will work, what are the expected outcomes and success indicators.

Sometimes those in charge before planning in detail the actions to be undertaken, will have to identify and obtain financial resources first, for example develop project proposals to access international funds or will have to plan properly the local government budget or seek alternative sources of funding.

The implementation process should be transparent and take into account the needs of vulnerable groups, women and men. To accomplish this you need to have:


- Commitment, support and agreement of stakeholders, members of the district communities and organizations that contributed to the vision elaboration and also the local council and other institutions at local and central level.
- Access to certain resources: human, material, financial and technical.
- Assessment of the impact of various actions on vulnerable groups, women and men to prove that they do not discriminate, intentionally or unintentionally, and at the same time promote equal opportunities.
- Clearly defined responsibilities for each action.
- A graph that will include the duration and correlation with other programs, projects and activities.

Identify short and long-term outcomes and impact of programs / projects.

The objectives of the programs / projects are desired situations to be achieved in future and, therefore, their description shall include the results planned as follows:

- Short term outcomes: direct results achieved in the short term as a result of processing inputs for the implementation of these programs / projects
- Long-term outcomes: changes / improvements achieved in the long term, due to the direct results
- Impact: very long term changes / improvements following the achievement of long-term results

Short / long term outcomes and impact are linked in a logical chain of changes planned, as you can see in the following scheme applied to strategic planning²:



STRATEGIC PLANNING PROCESS RESOURCES	STRATEGIC PLANNING PROCESS SHORT-TERM OUTCOMES	STRATEGIC PLANNING PROCESS LONG-TERM OUTCOMES	STRATEGIC PLANNING PROCESS IMPACT
Commitment from the mayor and council	Profile of the community	Infrastructure and buildings, new or rehabilitated	Increased income
Experts, including community mobilizers	Number of participants and the types of groups involved in the planning process, including women and vulnerable groups	Improving participants' knowledge, skills and attitudes	New jobs
Equipment			Improved health conditions
Funds	Number of training events and topics	More local employees from vulnerable groups	Increased life expectancy
Venue and logistics of meetings	Number of participants in training events	A higher level of attendance and performance in schools	Improved relations between different groups
Materials provided to participants	The participants' satisfaction	Access to clean water resources and other public services for vulnerable groups members	Increased confidence in the community
Efforts made by experts, consultants, managers	DSSSED approved by District Council	Better public services	Reducing inequality
Means of transport	LPA approved budget, including resources needed to implement the Strategic Plan	Women have access to assistance if they are victims of domestic violence	

Participation and involvement

Those involved in the planning process should participate in the selection of indicators for both short-term and for the long term outcomes. It would be appropriate, before approval to discuss the DSSSED project in the communities of the district, to place it on the District Council website so that any citizen can come up with proposals, suggestions and additions. Participation has the effect that those involved have a sense of ownership of their decisions and take responsibility for achieving planned results. The participation improves transparency and good governance, because citizens know who can hold them accountable for the realization of planned improvements and can observe, thanks to success indicators, progress over time. Balanced involvement of community members in the process is also an effective strategy to avoid conflicts between different groups in the community.

Stakeholder involvement in developing the implementation plan and the assumption of responsibility for it to become reality, makes the changes to be received by the entire district and not something that simply happens. As in all other steps it is needed to take into account the assessment of the impact of various proposed actions on the most vulnerable, and particularly women, to ensure that there are no adverse, unexpected effects.

The role of the district chairman is essential to make sure that no program / project will start or will be financed if there was no assessment of its impact on women and vulnerable groups and if there were not taken measures to remove the side effects and if the opportunity of obtaining a positive impact was not proved.

² Handbook on monitoring and evaluating for results, UNDP Evaluation Office, 2002

7.1. Monitoring

There is a clear difference between monitoring and evaluation. Monitoring is tracking project performance or outcomes. Monitoring is a continuous analysis of progress achieved during the implementation of the Strategy, aiming to monitor compliance with implementation program, identify the causes of nonconformity, and take necessary steps to improve operational performance. In other words, through monitoring, we check on the surface if the plan is carried out as planned.

The monitoring process identifies concrete results to be achieved, and respectively result indicators, reporting monthly / quarterly depending on internal reporting systems on the implementation progress. Monitoring is, as a rule, the responsibility of those involved in the implementation of the strategy.

7.2. Evaluation

Evaluation is the comparison of projects outcomes with specific performance indicators and the plan as a whole. Effective evaluation ensures that at the end of programs / projects those who were involved manage to draw the necessary conclusions to learn from the successes and mistakes made along the way, for their experience to be a good practice for others, and the decisions they make in the future be better.

Evaluation unlike monitoring is a systematic and objective analysis of the progress and performance obtained during implementation. The goal is to determine the level of DSSD objectives achievement generally and annually. The difference between monitoring and evaluation is that evaluation focuses not only on taking action or failure to do so, but also on changes and effectiveness, impact and sustainability. The evaluation is carried out once, in a long period of time, as compared with the monitoring that can be carried out more frequently. Evaluation can be carried out either as a self-assessment or from the outside. They can be intermediary or final. For more information, please see the “Methodological Guide for interim and ex-post evaluation of public policies” on the site www.particip.gov.md

7.3. Tools for carrying out monitoring and evaluation

Since strategic planning is a process that requires adaptation to the changes that occur and are imposed by external and internal factors, local government should monitor and evaluate ongoing programs to ensure their effectiveness and support from the community.

Monitoring and evaluation can take place only if the programs / projects have objectives / outcomes well planned, clearly defined and measurable quantitatively or qualitatively. In order to measure implementation of objectives indicators of success should be established, answering the questions:

How will we know whether we have achieved successful results in the short term, long term or the planned impact?

A method of this would be cost-benefit analysis. Cost-benefit analysis compares the costs of a program with the benefits it would bring to the community, obtained results with those expected, highlights strengths and weaknesses of the action plan. From this point of view, the success of a project depends on the following factors:

- **Socio-economic benefit or impact;**

Measuring the socio-economic impact reveals the fact whether there was any improvement within the community after the project has been implemented. Some of the most important criteria that determine the socio-economic benefits are:

1. Creating new jobs and new partnerships, etc.
2. Number of businesses created, retained and attracted;
3. Improving the investment climate in the community;
4. Improving the functioning of public institutions;
5. Improving the quality of public services.

- **Organizational efficiency and effectiveness;**

Some of criteria that allow the measurement of these factors are

1. Number of stages implemented;
2. The speed and quality of stages implementation
3. Number of clients assisted;

By measuring this aspect, it is clarified whether this project is well managed, and if money is smartly spent.

- **Beneficiaries' opinion**

Beneficiaries' opinion matters a lot, because they are primarily interested in conducting successfully projects and achieving the expected results.

For local government monitoring brings additional benefits because it provides transparency and increases accountability of public officials and the implementation team.

To establish a monitoring and evaluation plan you will have to answer some questions, such as:

- *What data should we collect?*
- *How often should we collect them?*
- *Who will collect them?*
- *How much will cost collecting them?*

It is advisable to have 1-3 relevant success indicators for every short or long term outcome, which would be clear, easy to collect and interpret. Too many indicators are counterproductive. We have to try to find a balance between *what should be* and *what can be* measured.

You can choose among the following tools for collecting and interpreting data in monitoring and evaluation, depending on the specific situation:

- Analyze reports (partial, final) and other project documents (work plans, financial management / budget etc.). You can also check the extent to which the budgets and resources were distributed equitably;
- Monitoring of implementation activities through field visits;
- Collect feedback from stakeholders and the beneficiaries through surveys, interviews, focus groups and managing committee meetings.

We offer you the following practical advice to follow at this stage:

- To regularly report on progress made to the members of the District Council, but especially to those groups (NGOs, business environment, etc.) that were involved in the identification of needs and priorities considered in local development strategic plan.
- It is necessary to learn from own experience gained in the process. It is recommended that all rational ideas generated by participants to be recorded and later to return to them depending on the problems examined. No rational idea should be lost for one reason or another.
- It is necessary to develop a mechanism by which any matters related to the plan implementation to be discussed and solved, taking into account the specific needs of different groups.
- It is necessary to develop a continuous process of consultation to ensure that the priorities are correct or make the necessary changes when circumstances change (eg, when new problems emerge, resources are reduced or, on the contrary, other resources are available).
- It is recommended to celebrate successes along the way, to make known the good results and recognize and reward the efforts of those involved in the process. This will help not only to strengthen the planning team; it will also encourage more people to participate in future consultations and discussions about issues that concern the community.

Example: We will demonstrate how monitoring and evaluation were carried out after completion of strategic planning workshop of the town of Ialoveni. In the short term there were proposed the following objectives:

- (1) Adopting the Strategic Plan for Socio-Economic Development by the Local Council
- (2) Dividing the most important issues that must be realized in a short time, into blocks and appoint those responsible to fulfill the purposes identified
- (3) The organization of a workshop on the implementation of the Strategic Plan

There were selected strategic objectivess that must be achieved during a month, and they were divided into blocks. There wre appointed those responsible for every block of problems. It was decided to conduct the next activities the next month:

A) Block of problems “Transparency”

- Adoption by the Local Council of the decision on editing the information bulletin “ Curierul de Ialoveni “
- Solving the problem of “red wire”, tel: 24 999
- Organizing the competition to develop “Coat of arms of the town” and essay “Town Song”.
- Organizing and producing two TV shows “Ora primăriei “
- Establish the “Center for Consultancy and Management”
- Create a library in the town hall on LPA
- Editing leaflets

Responsible: T. Castrașan

B) Block of problems “sanitation system”

- Manufacturing 10 large urns and 30 small urns
- Manufacturing 30 concrete caps
- Registering water wells
- Announcement of the competition for “Best Street”, “The cleanest yard.”
- Planting 14 thousand seedlings for greening the city
- Concluding contracts with tenants on garbage collection.

Responsabil: A. Ștefanucă Responsible: A. Stefanuca

C) Block of problems “The heating system”

- Intensify effort on the establishment of Housing Association in Alexandru cel Bun Street
- Procurement of corrector for the heating system of school No.4
- Develop a gasification project for 600 houses
- Develop project to build autonomous boiler houses

Responsabil: A. Șatohin Responsible: A. Șatohin

After a month, in the premises of the City Hall Ialoveni was held the evaluation seminar of the activities planned above. The folowing things were clarified:

- Mr. A. Moldovan the Mayor announced that the City Council adopted the Strategic Plan.
- In terms of Block of problems “Transparency” Mrs. T. Castrașan said that those laid down on 10 March have been fully realized.
- As for the Block of problems „Sanitation system” Mr. A. Stefanuca announced that they completed all purposes except for manufacturing the concrete caps (they have manufactured only 70% of the expected amount).
- Regarding the Block of problems “The heating system”, Mr. Șatohin said that there was created the second Housing association, which has to be registered. It was managed to secure the finance guaranty of 100.000 lei for a gasification project. Was developed the construction project of autonomous boiler houses and now it is necessary to find financial resources. What has still to be done is buying the corrector for 20.000 lei for school No.4.

In order to continue the implementation of the Strategic Plan the municipality implementation teams were recommended:

1. The obtained results should be promoted through local media to foster public confidence in the possibility of changing things for the better.
2. Every two weeks the mayor and those responsible for the block of issues to set actions to be performed
3. Each month to review what has been achieved and that remains to be done.
4. Quarterly to convene implementation teams of the Strategic Plan and to outline concrete steps for achieving new goals
5. At the City Council meetings to discuss in advance issues that will require financial coverage for next year.
6. To maintain contact and consult experts on 'the mechanism for implementing the Strategic Plan. "

Strategic planning is a process that includes and relies on the entire community, which takes into account the voices of the community, uniting forces and directs energies to solving problems.

STAGE 8: REVIEW DSSSED THROUGH PERFORMANCE, EXTERNAL CONDITIONS AND NEW OPPORTUNITIES

During DSSSED implementation there may occur different changes for several reasons that will create objective conditions on the plan review.

While the mission statement and vision should be kept unchanged throughout the strategic planning cycle, situations may arise which require the revision and improvement of objectives and action plan.

As a rule DSSSED review is conducted for the following reasons:

1. Circumstances have changed and objectives are no longer appropriate;
2. The objectives were defined in an inappropriate way, are inadequate or unclear;
3. Objectives reflected in an inadequate way stakeholder needs;
4. The scope of defined objectives was not appropriate and realistic (objectives were overly ambitious in relation to existing resources).
5. Some objectives have been achieved and it is necessary to formulate new ones in relation to the opportunities created;
6. External conditions require revision of the action plan;
7. The achievements require revision of the goals previously outlined.

Although there are basic guidelines for strategic planning there is no universal algorithm that the district may adopt in implementation. Strategic planning team must analyze their own situation, which is unique, and find the path of development depending on the new circumstances created and its own the image of the future.

3.2. ORGANIZATION AND EVALUATION OF STRATEGIC PLANNING WORKSHOP

Strategic planning cycle is performed over a strictly determined period of time. The organization strategic planning process involves the following stages:

- Over a clearly defined timeframe, depending on the objectives, a survey is conducted by interviewing: representatives of local government, businesses, entrepreneurs, advisors, teachers, workers, unemployed, youth etc. Necessary studies are carried out and relevant documents studied. Experts and local government representatives discuss in roundtables with representatives of all social groups in order to develop a common understanding of the concept and the need for strategic planning. The issues that will be considered in realization of this stage were discussed in Step 1 and 2 described above.

- The activities of organizing the strategic planning workshop are carried out during a week. Necessary materials are prepared, survey results are studied, discussions held during roundtables are analysed and positive and negative trends in district development are highlighted.
- The activities of the strategic planning workshop are held during three or four days. At this event are invited: citizens, representatives of local government, local council, public services, entrepreneurs and business people. They are initiated in the strategic planning process and jointly develop, according to a special methodology, the strategic plan for socio-economic development of the community. Topics examined in the strategic planning workshop were analyzed during Stages 2-5.

WORKSHOP PROGRAM

Time	Day I	Day II	Day III	Day IV
09:00	Opening <ul style="list-style-type: none"> • Establishing climate. • Workshop purpose, Discussing the agenda • General description of the strategic planning process. • Consideration of the district socio-economic analysis. • Internal and external actors analysis 	Review of the first working day <ul style="list-style-type: none"> • Highlighting values • Establishing vision • Clarifying mission 	Review of the second working day <ul style="list-style-type: none"> • Continuing the formulation of objectives • Consideration of the overall prioritized strategic goals and objectives. Review of some aspects 	Review of the third working day <ul style="list-style-type: none"> • Developing programs and projects • (Working in small teams) • Consideration and discussion of projects • Reviewing the projects
13:00-14:00	Lunch	Lunch	Lunch	Lunch
14:00	<ul style="list-style-type: none"> • SWOT analysis (Working in 4 small teams) • SWOT analysis discussion • Day I evaluation • Closure 	<ul style="list-style-type: none"> • Identifying strategic goals • Prioritizing strategic goals • Formulating objectives for each of the goals identified • Day II evaluation • Closure 	<ul style="list-style-type: none"> • Elaboration of the action plan for each of the objectives • Consideration and discussion of strategic planning • Review of the action plan • Day III evaluation • Closure 	<ul style="list-style-type: none"> • Setting the following measures. • Elaboration of a monitoring and evaluation schedule • Workshop evaluation • Closure of the workshop
17:00				

Note: Sessions start at 09:00. Lunch is scheduled from 1:00 p.m. to 2:00 p.m. and workshop ends at 17:00. Coffee breaks are scheduled for 10:30 to 10:45 am and 3:30 p.m. to 3:45 p.m.

After the completion of Strategic Planning workshop, it is required to evaluate the workshop held involving participants in the workshop. To this end, each participant will be given an inquiry. Answers and questions below reflects the opinion of the participants of the strategic planning workshop conducted by IDIS Viitorul experts.

a) What were the most valuable results of this workshop for the participants?

Answers:

- The taste of success, the confidence that the future can be moulded
- The habit of thinking strategically.
- New ways of analyzing situations emerged
- Acquiring new knowledge and skills in strategic planning
- Methods for determining issues, goals, strategies
- Teamwork oriented towards a final result
- Strategic thinking skills aimed at achieving concrete results

b) What have you learned new about the strategic planning process?

Answers:

- This is programming the community future
- It is a complex process that can help you overcome many difficulties
- Involving internal stakeholders to identify strategic issues
- SWOT analysis

c) To what extent are you able to independently carry out a strategic planning workshop and to what extent you will need the assistance of a consultant?

Most workshop participants mentioned that they could not carry out such a workshop because they need additional training for this.

d) What suggestions do you have for improving the strategic planning process?

Answers:

- Highlighting more positive examples
- More time should be assigned to conduct strategic planning workshop.

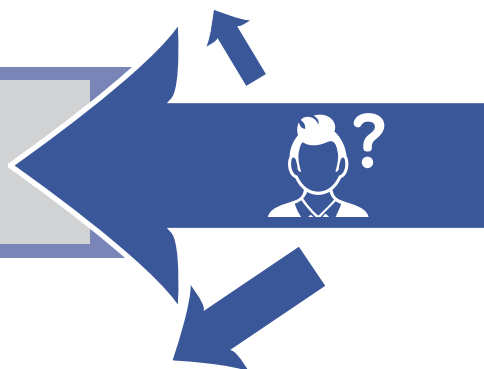
After the completion of the strategic planning workshop there are scheduled several activities: dissemination of strategic planning project, its discussion at the District Council meeting, the approval of a final plan, establishing the monitoring mechanism. Issues relating to approval, monitoring and evaluation were examined in Stages 6-8.

CHAPTER IV

PRIORITY PROGRAMMES AND PROJECTS OF DISTRICT DEVELOPMENT

4.1. IDENTIFICATION AND SELECTION OF PROJECTS

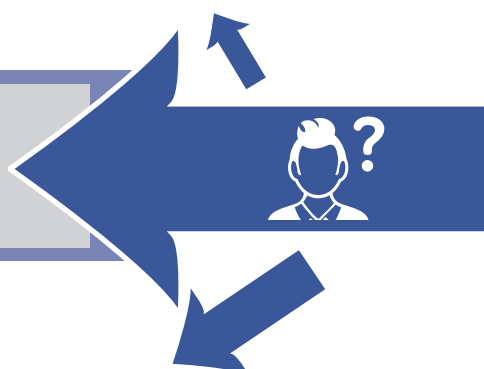
A) What are the programs and projects?



Programmes and projects are tools focused on specific measures with set timeframes. A project, in the meaning of this guide, is one or more activities and an investment of inputs for a set timeframe, aiming at meet a real need and lead to the achievement of a precise goal. A program, in the context of this guide, is all activities/projects to be undertaken to to achieve the desired result. A project has one goal: its immediate objective, while the programs have a number of objectives, normally connected to a number of projects since a program includes a number of projects. A crucial element for the project success, however, is its programming beforehand, its connection to overall development strategy of the region / district and financial planning as well. Thus, already at the stage of the strategy development it is important to identify projects that will contribute to achieving the goals and objectives of the strategy, in line with the strategic vision and action plan. Also, in the conditions of financial austerity local authorities are working today, it is important that they have already developed projects on hand, in line with the development goals and objectives, which they can submit in different finance programmes, those regional and national or of donors and investors funds, at the stage of strategy implementation.

Thus, the projects represent the way the district development strategy is implemented. That is why it is necessary for projects to be scheduled in advance, be written not to participate in funding contests held by various donors, but to achieve the vision and development strategy of the district. In this respect, most projects are programmed in documents negotiated with different donors and in development strategies as well. It is important that the development of the strategic document (development strategy) and programming projects to be conducted through a participatory process of consultation and negotiation, taking into account the principles of non-discrimination on grounds of gender, nationality, social class, etc. This is one of the current basic requirements of most donors. Thus, in the strategic document there will initially be agreement on priority areas of development (strategic goals and objectives) will be determined the activities to achieve the goals and strategic objectives (action plan) after which will be established programs and will be developed projects.

B) How are priority programs and projects identified and selected?



IDENTIFICATION. The identification stage involves the analysis of existing problems, difficult situations that need to be removed, the needs and interests of different groups in the community and identifying the project ideas to be developed and on which projects will be written. This stage involves carrying out analyses and surveys, organizing discussions and focus groups. These activities will be carried out best by thematic working groups for the socio-economic analysis, described in chapter 3, step 2, whose analyses underpin the formulation of strategic development goals and objectives of the district and the action plan to achieve them. These groups, using the tools mentioned above, identify issues for which are formulated project activities and are planned costs. At this stage it is clarified whether: is the identified problem real for the target group and beneficiary? is solving this problem a priority for the community?; will the implementation of the project lead to the achievement of strategy goals and objectives?; has the project to be run now?; does the community / organization have the capacity to implement the project? If these questions are answered at least with one answer “no”, then the issue should be re-examined and the project idea must be rethought and / or must be identified another one. So identifying the projects is carried out in accordance with the aims and objectives of the strategy and the action plan to achieve them, because they provide concrete tools through which strategy is implemented.

SELECTION. At this stage programs and projects to be included in the development strategy are developed. They are grouped in several scenarios, depending on the degree of involvement of the responsible institutions the period of time required for implementation and their place on the agenda of the persons or organizations responsible for their implementation. At this stage takes place projects viability assessment:

- (i) in terms of the community;
- (ii) of placement;
- (iii) commercial;
- (iv).of implementation.

In the context of project selection there are many techniques to assist in the process. In selecting projects for strategic planning is recommended to use grid analysis (project selection matrix). This is a tool that allows you to choose where you must balance many factors. This grid is even more useful when you have to consider a larger number of good alternatives and factors. The technique suggests writing the list of projects in rows in a table and the selection factors (goals or strategic objectives) are entered as columns in the same table. When the table is ready, begins the scoring of each project (maximum number of points will be the total number of goals / strategic objectives) and total scores are calculated amounts to get an overall score for each project. Below we propose a detailed guideline:

Start by forming the table with the number of columns corresponding to the number of strategic goals / objectives identified in the previous steps and draw several rows according to the number of projects to be selected. Then apply the following steps:

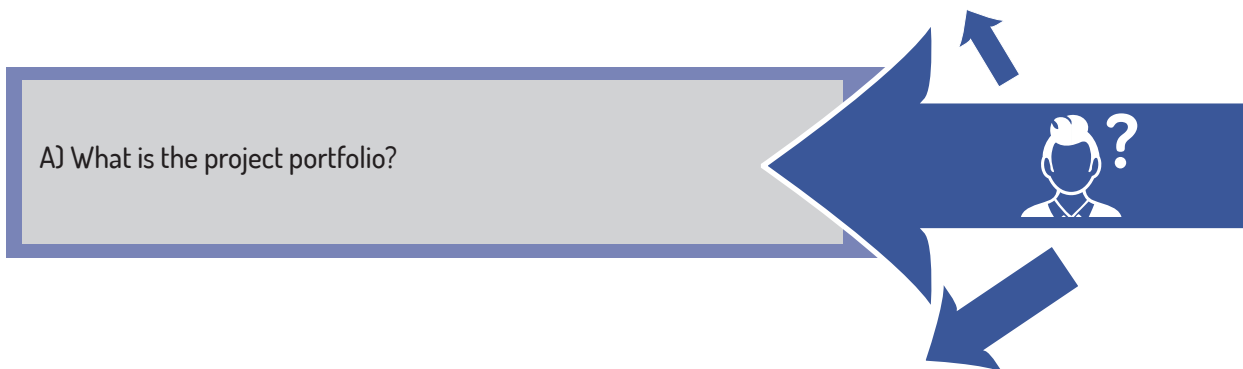
- The first step is to list all the projects as table rows and list the factors that will guide you (goals / strategic objectives) as column headings;
- The next step is to compare each project with each selection factor, thus assessing the applicability of the project for each of the strategic goals / objectives identified. For example, if at the previous stages were identified four strategic goals, the score could range from 0 (the project does not contribute in any way to achieve the strategic goal) to 4 (project contributes maximally to the achievement of the strategic goal);
- Finally, the scores for each project are added up at the end of each row.

The project, whose scores are higher, is the most important project. Projects designed to contribute to achieving the same strategic goal / objective will form together a program. Depending on the strategic goals / objectives, the projects that will contribute mostly to achieving them will be selected. See below for an example of selecting projects (p1, p2 ... etc.) depending on the strategic goals (S1, S2, S3, S4 ... etc.):

Project selection matrix (example)

Nr	Project name	Strategic goal				
		S1 (development and improvement of policies and support mechanisms for SMEs)	S2 ...	S3 ...	S4 ...	Total score
1	S1:p1 Grape growing sector revitalization	4	3	2	1	10
2	S1:p2 Restoring and development of fruit growing sector	4	2	2	1	9
...

4.2. PROJECT PORTFOLIO SELECTION



Forming project portfolio means, essentially, grouping the main projects selected during the process described above, in inter-related programs and sub-programs and structuring them according to certain criteria.

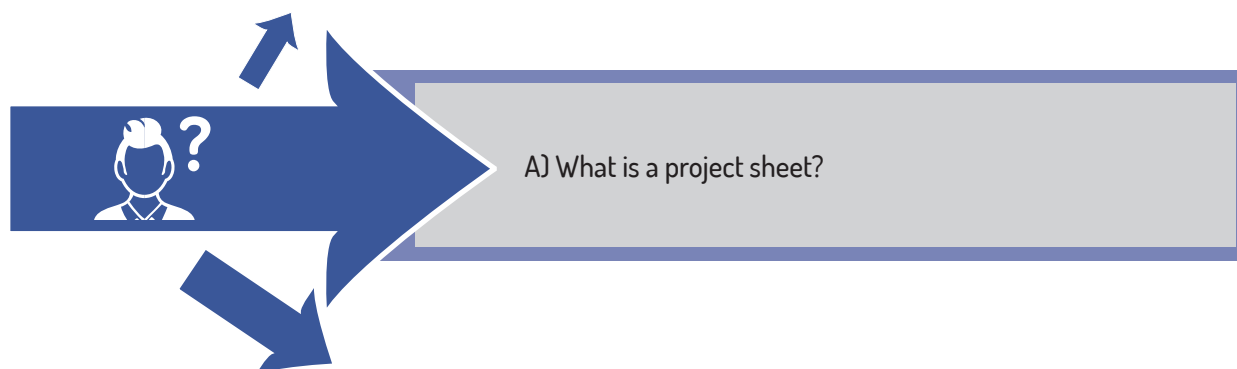
- Conditionality which means that a project is a prerequisite for the implementation of another / other project (s), or that it creates the basis/ framework or structure for the implementation of another / other project (s);
- Complementarity means that two or more projects contribute jointly to achieving the strategy objectives, while the implementation of a single project from the group would lead to difficulty in achieving that goal;
- Synergy means that two or more projects implemented jointly provide additional effects than if they were implemented separately.

Why is it important grouping and structuring projects? When projects are grouped and structured, additional projects can be identified or some flaws. While grouping and structuring projects some flaws / gaps could be identified. This would mean that some actions to develop a comprehensive program are missing (eg., the group of projects or project is aimed at multisectoral development of rural tourism, but there is no road, for example, at the resort station or are missing promotional and investment activities in newly built tourist site). For grouping projects in programs and structuring projects selected at the previous stage, it is useful to set the matrix of goals, objectives, programs and projects not only grouping projects in programs but also depending on the strategic objectives and goals:

Matrix of goals, objectives, programs and projects (example)

Strategy Vision: district Xxxxx – dynamic development center in the south of Moldova, with prospects for progress in agro-business				
Goals (S)	Obiectivele (O)	Programs (P)	Projects (p)	Nr. d/o
Goal 1 (development and improvement of policies and support mechanisms for SMEs)	S1:O1: (improve services provided by business)	S1:O1:PG1: (District economic sectors revitalization)	S1:O1:PG1:p1 (Grape growing sector revitalization)	1
			S1:O1:PG1:p2 (Restoring and development of fruit growing sector)	2
			S1:O1:PG1:p3 (Restoration of animal breeding sector)	3
			S1:O1:PG1:p4 (Development of a research on the rehabilitation of the the irrigation facilities in the district)	4
		S1:O1:PG2: (Creating the necessary infrastructure for training and strengthening business in the district)	S1:O1:PG2:p1 (The development of the „electronic town hall” as an effective tool to interact with local businesses)	5
			S1:O1:PG2:p2 (Opening a Marketing Service Center)	6
			S1:O1:PG2:p3 (Creation of a business incubator in the district)	7
	S1:O2: (Increasing the number of industrial enterprises in the district and the creation of new jobs)	S1:O2:PG3: (create conditions for development of the SME sector)	S1:O2:PG3:p1 (Construction of fruit and vegetable processing enterprise with a capacity of 10 thousand tons in the village Xxxxxxxxxx)	8
SCOPUL 2	S2O1:	S2:O1:PG1: ...	S2:O1:PG1:p1 ...	9 ...

4.3. DEVELOPING A PROJECT SHEET



At this stage, all aspects of the project idea are detailed. The project will take into account all the requirements made by the funding program it will be applied to, if known. If the funding source has not been identified yet, the project idea will include information to facilitate making a finance decision by potential donors. As a rule, submitting projects for funding takes place within funding programs or project contests launched by donor organizations. Tens or even hundreds of projects are submitted. It is understood that in most cases many projects evaluators do not have time to read the whole project proposals. Therefore, the first evaluation of projects is limited to reading the summary of the project. Moreover, in many funding programs the first phase of project selection for funding is carried out on the basis of concept notes or summaries of projects. For these reasons it is advisable and useful to develop a project sheet for each project selected and included in the portfolio of projects at earlier stages. The summary must include in a telegraphic style but very clearly: *project objectives, problem formulation, key project activities, expected outcomes and outcome indicators, target groups / beneficiaries of the project; stakeholders and those who*

can contribute to the project implementation; total costs and special activities costs, preconditions and risk factors for the project implementation; period of implementation and impact; contact person to help to make the connection with the institution responsible for the project implementation.

The activities within this step are considered a technical approach and involve expert knowledge, practical analysis and analysis of existing organizations eligible for project implementation (determined by the legal framework and procedures for the submission of projects). Project data sheet is the project proposal which becomes the roadmap for project implementation and the main document that underpins the monitoring and evaluation of the impact of project activities taking place throughout the project. Below is an example of project sheet, related to the above examples (but depending on concrete funder, if known at the stage of the project development, the information and / or the pattern of the concept note / project sheet may vary depending on the specific conditions put forward by the funder):

Project sheet (example)

Nr. 1	S1:01:PG1:p1 Grape growing sector revitalization	Type of program S1:01:PG1: District economic sectors revitalization
<p>Project brief description:</p> <p>Growing grapes is traditionally the main branch of agriculture district. The culture of grape growing and wine making has deep roots in the history and economy of the district. Winemaking technologies, climatic conditions, the number of sunny days due to favorable characteristics allow the production of unique wines. The existence of a large number of specialists in growing grapes and producing wine due to district specialization in traditional wine production, allow wines made in the district to compete successfully with other producers' wine.</p> <p>But the main problem is the state of vineyards, most of which are old and have low productivity. The revitalization of this sector requires the following:</p> <p>Clearing of old vines and replacing them by 2020 with new vineyards</p> <p>Implementation of drip irrigation, which will lead to higher crops of grapes</p> <p>Planting of grape varieties with high demand in the market, which will lead to higher revenues.</p>		
<p>Expected results (Output indicators):</p> <p>Planting of 10,000 ha of vineyards</p> <p>Increase the production volume of grape 3 times</p> <p>Către anul 2020 atingerea unei cifre de afaceri de la realizarea strugurilor de 500 milioane lei By 2020 to achieve a turnover of grapes sales of 500 million lei</p>		<p>Target groups:</p> <ol style="list-style-type: none"> 1. Unemployed 2. District business people 3. Farmers 4. District Agricultural Department 5. Agricultural enterprises 6. Exporting companies
<p>Potential actors involved (Partners):</p> <ol style="list-style-type: none"> 1. Wine enterprises 2. Agricultural enterprises 3. Farmers 4. Asociațiile din viticultură și vinificație Viticulture and winemaking associations 5. Donors 6. Agricultural Department 		<p>Parties that can contribute to the project:</p> <ol style="list-style-type: none"> 1. Wine enterprises 2. Agricultural enterprises 3. Farmers 4. Viticulture and winemaking associations 5. Donors 6. Agricultural Department
<p>Prerequisites:</p> <p>Much of the existing vineyards have low productivity</p> <p>Planting of varieties with high demand on the market</p> <p>There is favorable environment for the industry on the market</p>		<p>Risk factors for the project implementation:</p> <p>Low prices for grapes can cause reduction in newly planted areas</p> <p>Decrease in wine sales in the Russian market</p>
<p>The estimated costs of the project:</p> <p>Planting new vineyards – 1 143 200 lei</p> <p>Clearing of old vineyards – 120 300 lei</p> <p>Installation of drip irrigation – 16 500 lei</p> <p>Total costs – 1 280 000 lei</p>		
<p>Contact person for project:</p> <p>Head of district agricultural department: XXXXXXXXXXXX</p> <p>Tel. +373 xxx xxxxx; fax. +373 xxx xxxxx; e-mail: xxxxx@xxxxx.md</p>		
Timeframe for project implementation: 2014-2020		Period of impact: 2015-2045

After project selection, forming project portfolio, detailing each project ideas in individual sheets, starts the preparation of the operational component of the strategic planning document. This stage of the process is particularly important in cases where the region / district are included in the scheme for financial support from the state (or other resources, for example contracts / grants of donors).

The activities listed below strengthen proper planning of implementation. Executing them properly, it is possible to avoid implementation problems such as: financial resources are available, but organizations eligible for implementation lack skills / expertise, being occupied with the implementation of projects previously contracted. Or, you overlook the sequence of project implementation and other elements (eg., better environment for rural tourism - cleaning the lake - without considering the fact that the road to the station should be built first). To avoid overlapping of implementation activities and to prevent loopholes that reduce efficiency, the following tasks must be performed:

- Analysis of potential financial resources and distribution of funds for project scheduled implementation and potential executors;
- Arranging projects in appropriate order/sequence (timeframe) within a program or subprogram and depending on available resources to determine an exact schedule for implementation;

This is the most difficult part of implementation planning, which requires good knowledge, experience and creativity of the participants. Good facilitation is welcome since the process requires a periodic repetition of steps (turning back, repeating and adjusting the implementation schedule). Due to the need for good knowledge of the situation in the region, some analytical contributions become very important. The main contributions for this step are:

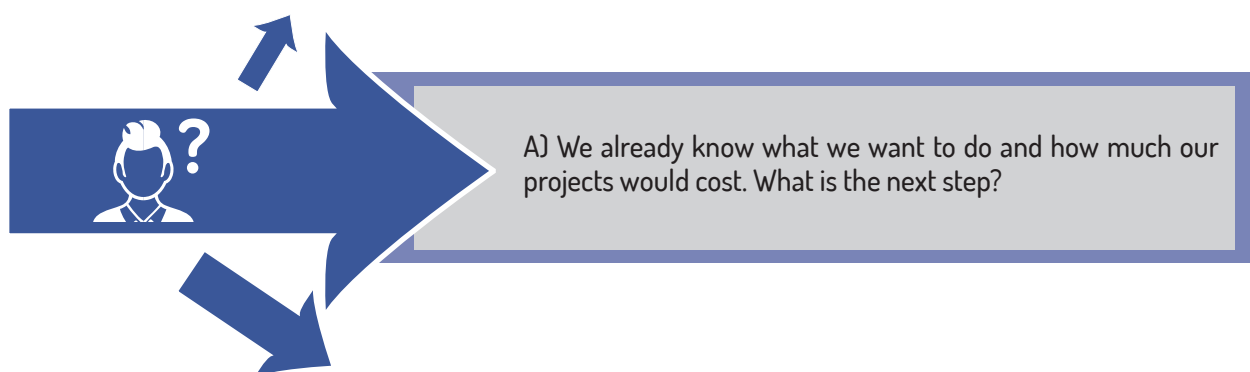
- Professional absorption capacity for implementation (availability of experts);
- Technical facilities (buildings, land, equipment ...)
- Available financial resources;
- Conditionality and logic sequencing of implementation.

When the brainstorming, the matrix of resources and consecutive conduct of implementation according to a time schedule is completed, the results can easily be included in the overall planning matrix, which is the main part of the Operational Plan (Strategy Implementation Plan).

The matrix of strategic plan implementation (example)

Nr. d/o	Project	Cost (thsd lei)	Cost (thsd €)	Contribuția financiară								Implementarea			Status	Target groups
				District authorities		Central/ regional authorities		Community		Other donors						
				thsd lei	%	thsd lei	%	thsd lei	%	thsd lei	%	Partners	Beginning	Completion		
1	S1:O1:PG1:p1 Grape growing sector revitalization	1280000	80000	0	0	0	0	1152000	90%	128000	10%	2KR	2014	2020	PL	IMM
2	S1:O1:PG1:p2 Restoring and development of fruit growth	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
...

4.4. PROJECT FINANCE



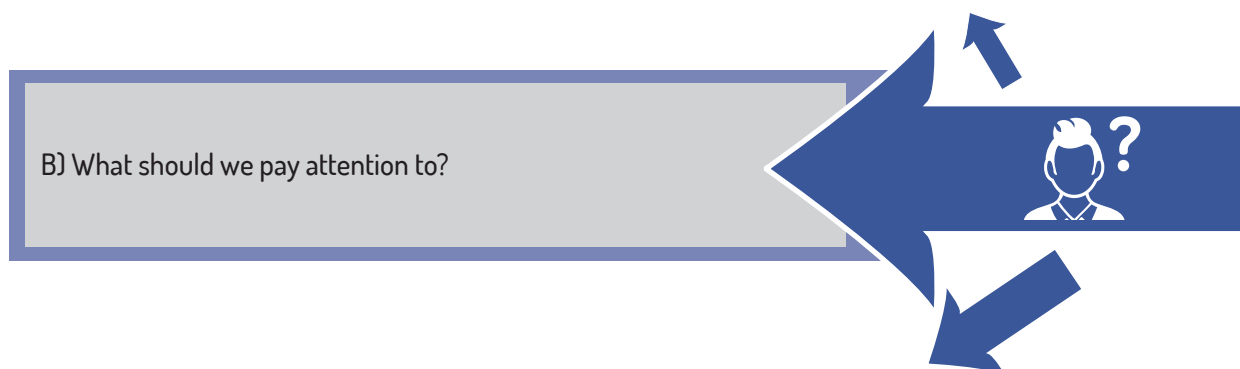
Identify sources of funding. While investment projects within the district budget will be funded from it, for others the district authorities should adopt a pro-active approach in identifying funding sources.

At the first stage, the district authorities have to find a fund, a funding program, whose objectives are harmonized with the objectives of the project submitted for funding. In this respect particularly can be particularly helpful the websites that aim at disseminating information on current funding programs, those of donors and local offices in Moldova of international development agencies, other donors. If such a program was identified, to ensure that our project / projects can be funded from this program, we need to gather all information related to the program as soon as possible. We can collect this information in internet. The first step is to study the project documentation - first of all funding opportunity announcement and the guide for applicants.



The first question that must be answered: is the institution applying for funding eligible? If the answer is positive, it is necessary to determine whether the project idea is eligible – i.e. whether it meets the objectives and priorities of the program, if the planned activities are consistent with those funded, if the budget is appropriate, if we can ensure our part of finance. Also, it is advisable to consider the evaluation criteria - part of the applicant guide / eligibility conditions as the evaluation criteria can be useful to decide whether the institution is eligible to participate in the program, to know what that who launched the program wants “to read” who launched the program, what are the aspects considered to be strengths during the evaluation, in short, what chance the project has to obtain funding.

In the event that - on the basis of presented above – it was decided to submit the project, starts the elaboration of funding application. First, it is advisable to study, to analyze again - but now very thoroughly - the program documentation. Also, it is recommended noting the questions to which we can get answers from three sources: “Frequently Asked Questions” (“FAQ” – it is recommended studying them first) on the website of the program, and there is the possibility to send questions directly to the e-mail indicated in the announcement of launching the funding program, or the phone numbers indicated. The funding application must contain all information necessary for the sponsor that are indispensable to assess the application, describing the proposed activities, their impact, geographical area and concrete objectives. Also, it is required to present the expected social and economic outcomes in the medium term, target groups, action plan, financial plan, along with the information that are needed for evaluating the correspondence of the proposed activities with the funder’s objectives.



The project is written by completing the funding application form, which is a standardized form, different for each funder. The project is usually submitted for funding at the funder quarters, sent by mail or via the Internet at the address indicated in the program announcement. Every funder usually has a project evaluation committee that considers the application for funding and decides whether the

project will be financed or not on the basis of selection criteria. Therefore we must respect common standards for the submission of the application for funding to increase the chances of obtaining financing:

- To be succinct and avoid too sophisticated phrases and unnecessary information when filling in the application for funding;
- To fill in all sections and answer all questions. Not to leave any question unanswered;
- To bear in mind evaluation criteria and respect them in relevant sections;
- To respect as much as possible the application format;
- To use simple fonts similar to those of the call for funding.
- To fill in perfectly the form is not sufficient, because it is only one component of calls for tender documentation.
- To start gathering required annexes, signatures and resolutions in advance, by checking the validity of documents ;
- To attach all documents required, to submit the project in the prescribed number of copies, sign each page of the original copy (if required) and, finally, to ensure that the project is applied before the deadline.

Obviously, as we have underlined above, to complete perfectly the application for funding is not enough. This is just one component of project documentation. The elements of project documentation (the package of funding application) are generally the following:

- I. Application for funding form completed and signed and required stamped and signed declarations;
- II. Mandatory attachments. Annexes requested may differ from tender to another; their list is specified for each case, the applicant's guide / announcement of program.

Project documentation must be carefully prepared paying special attention to: number of copies (original and copy), signatures, required annexes and meeting the deadline. To make sure that the original copy contains original signatures and stamps, and annexes are attached in the language indicated in the notice.

Last but not least, the self control is a very essential element in the process of project drafting. In general, either at the end of the application form, either as an appendix, there is a checklist that lists the order and format (eg. Word, Excel) and language (eg. content in English) of the documents to be attached to the funding application. The checklist has to be thoroughly considered and the documentation elements have to be included in the order required. It is compulsory to attach all required documents, to draw up the application for funding in the number of copies indicated, to sign each page of the original document and finally to make sure that the application meets the deadline.



Tips on developing project proposals (projects):

- The application must be drafted in the team, but proofed by a single person;
- Attach great importance to those elements that are an advantage in project evaluation. Project evaluation criteria are found usually in the applicant's guide. It is recommended to analyze them in detail, because the project will be evaluated based on these criteria;
- Formulate in a clear, concise way, in plain language. Project documentation should be transparent and structured thematically. The copies should be bound.
- Use the active voice, not reflexive („we we realize ..." instead of „will be realized" or „could be achieved");
- The gist, key points are written in bold, not underlined;

- Present data in a concise way, leave out insignificant information;
- Do not attempt to meet all the objectives of the program, because this way the project will lose its validity;
- Define fewer objectives (general objective: it is recommended formulating a single general objective or no more than two; specific objectives: the number of specific objectives should be maximum three, but they must be specific, accurate, measurable and oriented towards a target group that is clearly defined);
- Respect very carefully the structure of the application for funding. Use simple fonts if possible similar to those in the notice. The application for funding is written on computer (it is mandatory)!;
- Revise the text several times, check your spelling and figures.



Problems / typical mistakes during project development:

- Ineligibility of applicant, project, activities, costs;
- Administrative non-compliance (incomplete accompanying documentation - for Excel documents to check whether all pages were completed, if the application is drawn on the computer; missing signatures, stamps, dates);
- Currency of the budget;
- **The amount requested is higher than the maximum allowable amount or lower than the minimum amount allocated by the program. The project budget includes both own contribution, and the funding amount requested;**
- For example, if the applicant must contribute a minimum of 10% to funding then co-financing of 9.99% will result in rejection of the project;
- The budget is not clear or includes unreasonably high costs in relation to market prices;
- The budget does not cover all proposed activities, which may jeopardize the project implementation;
- Lack of budget reserves;
- Too brief presentation of applicant's relevant experiences, insufficient description of applicant's available resources;
- Irrational planning:
 - too complex project
 - exaggerated amount of projects elements
 - excessive project detailing
 - ineligible aspects/activities
- Unachievable and unquantifiable results;
- Activities planned do not contribute to achieve objectives, the expected results are not quantifiable. The target groups are not identified correctly / not quantified numerically, the tasks are not clearly established;
- The applicant does not present realistic prospects for continuing the project (project sustainability).

ANNEX 1.

PARTICULARITIES OF DEVELOPING THE HOUSEHOLD SOLID WASTE MANAGEMENT COMPONENT IN THE DISTRICT STRATEGY FOR SOCIO-ECONOMIC DEVELOPMENT

LEGAL AND REGULATORY FRAMEWORK

Household solid waste management comprises a set of complex activities related to the collection, transport, recovery and disposal of waste. Dispersed and fragmented using of resources allocated by multiple funders (public, national and international) for Local Public Authorities (LPA), mismanagement of waste disposal companies, low ecological culture of the population, leads to the situation when waste management remains a problematic area of public intervention. Therefore, effective management of household solid waste requires a strategic and comprehensive approach at national, regional, district and local levels, to ensure a sustainable and healthy lifestyle of the Republic of Moldova citizens.

For the implementation of a waste management planning at the district level it is necessary to be aware of the legal framework of environmental protection. It consists of about 35 laws and more than 50 regulations, instructions, government decisions. Table 1 summarizes the main legal provisions that directly relate to this area.

Table 1 Summary of the legal provisions of waste management

#	Law title	The main elements
1.	Law no. 1515-XII of 16.06.1993 on Environmental Protection	The law establishes the legal basis for the elaboration of special normative acts, powers of public authorities in various environmental issues, rights / obligations of individuals, the mechanism of environmental protection and conservation, form and mechanism of waste / toxic substances management, environmental funds, responsibilities for breaking the law.
2.	Law no. 851-XIII of 29.05.1996 on Ecological Expertise and Environmental Impact Assessment	The law establishes the tasks and principles of ecological expertise and environmental impact assessment and basic rules on their organization and performance. The law provides, in addition to state ecological expertise, for the possibility of carrying out public expertise as well.
3.	Law no. 1347-XIII of 9 October 1997 on Wastes of Production and Consumption	The law regulates the production and consumption wastes management aiming to reduce them and reintroduce maximally to the economic cycle and prevent environmental pollution. The law also regulates the relationships of waste management resulting from: ore recovery and processing of mineral raw materials; manufacture, transport and storage of technical articles, consumer goods, energy and energy agents; carrying out construction, agricultural, mining and other works; provision of services; consumption of industrial and food products. The law provides for standardization, accounting, planning, control and supervision, monitoring of waste management and lays down requirements of environmental safety.
4.	Law No. 1513 - XII of 16.06. on Public Sanitary and Epidemiological Security	The law establishes the legislative framework for sanitary and epidemiological security of population; rules and sanitary norms, hygienic requirements, powers of central and local public authorities in the field of sanitary-epidemiological security of population; rights, obligations of natural and legal persons; general requirements related to public sanitary-epidemiological security.
5.	Law no. 24.10.2002 1402 on public utility services	The law establishes the uniform legal framework for the establishment and organization of public utility services in the administrative-territorial units, including monitoring and control of their operations. The law provides for the establishment of sanitation service by the LPA.

Source: The laws listed in the table.

THE LEGAL FRAMEWORK

1. Government Decision no. 606 of 28.06.2000 on the program production and household waste recovery
2. Government Decision no. 276 of 03.20.2000 on the regulation of the collection, purchase and sale of secondary resources
3. Government Decision no. 486 of 02.05.2007 on the Concept of sanitation of settlements in the Republic of Moldova
4. Government Decision no. 304 of 17.03.2007 on the approval of the National Program the Ecological Security for the period 2007-2015.
5. Government Decision no. 1296 of 20.11.2008 on the procedure of charging environmental payments for the import of goods that in the process of use cause environmental pollution and for plastic and / or tetra-pack packages of import goods.

THE INSTITUTIONAL FRAMEWORK IN THE FIELD

At the national level, the main authority responsible for waste management and sustainable use of resources is the Ministry of Environment. The Ministry, in accordance with the Regulation on organization and operation, structure and staffing of the central apparatus (approved by Government Decision no. 847 of 18.12.2009) is the relevant central body of public administration that develops and promotes the state policy on environmental protection and rational use of natural resources, waste management, environmental quality monitoring, etc.

The State Ecological Inspectorate exercises control over waste management through Environmental Agencies and Inspections. Duties related to the supervision of the sanitary and epidemiological requirements in waste management are the responsibility of the Ministry of Health, conducted through the National Center for Public Health.

Local public authorities are to set up waste management associations at regional level, as recommended by the Ministry of Environment regional waste management planning and in accordance with the Regulation on the establishment of these associations. Their role is to establish and approve the terms of reference for selecting the company that will deal with waste management in the region, the tariff for collection and disposal, etc. The way to set up associations and their regulation will be developed by the Government.

Public sanitation services of settlements, in accordance with the legislation in force, are not accountable to central government and are established as autonomous management structures, possessing their own assets in the respective administrative-territorial unit. Thus, the LPA are responsible for waste management at the local level, which implies implementation by them of ways and mechanisms of organization and functioning of sanitation services in localities. Decentralization of public sanitation services, carried out under the legislation in force, creates premises for providing them either through specialized subdivisions of the local / district council or through private companies or public-private partnership, certified as required.

Accordingly, at the district level it is important to develop, approve and implement the sectoral component of solid waste management, in the framework of district socio-economic development strategy, to ensure both the implementation of legal provisions in this area and to synchronize national strategic approaches to regional and district needs.

NATIONAL AND REGIONAL STRATEGIC PLANNING FRAMEWORK

It is important to know also the strategic planning framework specific to household solid waste management (HSW), which lately has been adjusted and improved according to the experience of the EU countries and pilot projects implemented in the Republic of Moldova.

Thus, the Waste Management Strategy in the Republic of Moldova for the years 2013-2027 (Government Decision No. 248 of 04.10.2013), provides for the development, at the national level, of an in-

egrated waste management system, economically efficient that would ensure protection of human health and the environment. It implies:

1. Development of integrated municipal waste management systems, based on regional approach.
2. Increasing the amount of waste recycled and recovered, including energy recovery.
3. Reducing the amount of stored biodegradable wastes by composting them.
4. Development of systems of collection and treatment of specific waste, including those hazardous.
5. Reducing the number of contaminated land.
6. Closing and re-cultivation of non-compliant landfills.

The concept of localities sanitation in the Republica of Moldova (Government Decision no. 486 of 02.05.2007) provides for directing and concretization of localities sanitation and hygiene policy, improving hygiene in the country localities, diversification and capacity building of public services of sanitation, extension of sanitation services systems and increasing public access to these services, enhancing the responsibility of local authorities in this area, promoting social partnership, informing the public and training of specialists. The concept provides for the implementation of an action plan in this area.

In the development strategies for North, Center and South regions for the period 2010-2016, under Priority 3 Improving the environment and tourism attractiveness, is specified Measure 3.2. Development of integrated solid waste management systems, including separate collection, recycling and creating modern polygons for non-recyclable waste storage. In the Regional Operational Plans are specified the most important regional projects in various fields for a period of 3 years (2012-2015) including that of HSW, with a brief analysis of the situation in this area.

In the exercise conducted by the Ministry of Regional Development and Construction in partnership with the German International Cooperation (GIZ) and international experts, in 2013, sectoral programs for the management of HSW should be developed at the regional level at the regional. Subsequently, after a certain procedure, they will be adopted by the North and Center Regional Development Councils. In the South Development Region, the Strategy for integrated solid waste management has already been implemented.

RECOMMENDATIONS FOR THE DEVELOPMENT OF HSW COMPONENT IN THE DISTRICT STRATEGY

Given the existing normative - legal and planning framework, and examining the practice of many technical assistance programs and projects in the field, carried out in the Republic of Moldova, for the development of solid waste management component in the district strategy, the following activities can be recommended:

1. Creating the District Strategic Planning Group (DSPG) which will include all the stakeholders, representatives of: district municipalities, decentralized public services (health and ecology), District Council, environmental protection NGOs, existing or potential sanitation service provider's and other interested persons. This group will have the following main tasks:
 - consideration of the current situation in the field, based on analyses conducted by different institutions, to identify specific problems and their causes
 - organizing trainings and workshops for strategic planning, where will be identified the key strategic components: SWOT analysis, vision, goal, specific objectives, action plan, monitoring system and mechanism.
 - developing the draft document on management of HSW component in the District Strategy
 - analyze and discuss the development scenarios of the action plan
 - development and prioritization of project proposals at the district level, which will be included in the portfolio of projects
 - promote the approval of HSW management component in socio-economic development strategy by the District Council.

In order to be operational, the planning group should not be too large, but sufficiently representative (the optimum number should be 15 to 20 persons). This group should discuss the district strategy with the Regional Group of Sectoral Planning of HSW management.

2. Involving a team of experts specialized in strategic planning from among NGOs, consulting companies and / or LPA that will assist the entire process of strategic planning, including facilitating the organization and conduct of seminars, workshops and roundtables. The presence of qualified experts who know modern planning techniques and methods in strategic planning, will ensure compliance with the principles and requirements for the implementation of the strategic planning process.
3. Implementation of a variety of methods and tools for developing HSW component within the District Strategy. They can be: analysis of environment reports, feasibility studies on the appropriateness of sanitation service operation, baseline studies of the environmental and socio-economic factors affecting waste management, thematic roundtables, interviews and surveys, focus groups, seminars and workshops, information campaigns etc. Each stage of the strategic planning has its own tools to ensure a holistic approach to this process.
4. Organizing a public information and consultation campaign to discuss the project of HSW strategic component in public. As tools may be used: debates and public hearings at the district level, media articles, radio / tv programs. District Strategic Planning Group is to be the initiator, organizer and main promoter of this activity. This participatory approach to planning process will ensure support of the whole district community for understanding and accepting project content of this document, its improvement but especially its promotion for adoption by the District Council and subsequently its implementation.
5. Establishing in the strategic plan of action, people responsible for each specific activity, with the identification of the budget estimates, as well as potential funding sources. In this context, the experts in this field are to come up with reasoned proposals on the appropriateness of these actions, determining the costs associated with them. It is also important to prioritize actions and costs, ensuring the rational use of resources according to the needs and funding potential.
6. Developing a portfolio of priority projects and project sheets. In developing the project portfolio it is required to study carefully the National Waste Management Strategy, Regional Development Strategy, and Regional Operational Plan, for the portfolio to include projects that fall under the provisions of those documents. At the same time, projects should stem from the district strategic plan of action of HSW component. The portfolio of projects should be placed in a table, which will include: project name, estimated time of implementation, the indicative cost and potential funding sources, area of settlements included in the project activities, project managers and partners.
7. For each project the project sheet should be drafted. It is actually a project summary, which will include: project name, the indicative cost and potential funding sources, general goal and specific objectives, results and expected impact.

Identifying a clear monitoring and evaluation system, based on indicators assigned for each activity identified in the strategic plan of action. It is also necessary to establish a monitoring and evaluation group, at the district level. This group will submit regular monitoring reports and intervene with various proposals on the operation of changes in the strategic plan of action.

8. The main solution for ensuring proper and sustainable management of HSW is to implement the principles of regionalization in the sanitation service, closely related to an efficient inter-community cooperation mechanism at the district level. In this context, in the process of strategic planning, in the framework of Working Group should be established the key elements of future waste management system at the district level: appropriate locations for polygon and transfer stations, transportation and storage scheme, location and distribution of platforms for storing waste collection containers, purchase of trucks, construction of waste disposal / recycling stations, developing common policies for the management and recycling of solid waste to ensure better protection of the environment.

SOURCES OF FUNDING FOR THE PROPOSED OBJECTIVES

National Environmental Fund

The Environmental Fund was established to accumulate additional funds to finance environmental activities. The Fund management has a bilateral structure: Board of Directors (management function) and Accounting and Control Service (executive function).

From the financial support in the form of grants, may benefit local public administration, institutions, businesses and civil society organizations from the Republic of Moldova. Organisations already benefiting from a grant provided by NEF and being in the process of project implementation are not eligible. Organizations that have benefited from a grant provided by NEF, but have not submitted the financial report, are not eligible either.

The funding areas relevant to household solid waste management:

- Financing projects for the implementation of strategies, plans and programs of national environmental protection, standards and norms, for construction and participation in the construction of the environmental facilities.
- Organizing and managing information system and eco advertising, ecological knowledge propagation.
- Liquidation of consequences of natural disasters, production accidents and other situations that may cause environmental damage.
- Provide financial support to non-governmental environmental organizations under a special program of grants for projects aimed at environmental protection.

Criteria for selection of projects for funding: well-defined, clear and specific measurable ecological effect; availability of all necessary documents; compliance of project activities with the fund priorities; sustainability and continuity of activities; possibility of the project implementation in the area with the human and technical potential shown; shared participation (financial contribution); project contribution to public environmental education and promotion of environmental protection; project risks.

Application - for funding request it is necessary to consult the Applicant's Guide, containing funding areas, list of compulsory documents and forms for every area. Eligible project proposals will be subject to approvals by a committee of independent environmental experts selected by the Board of Directors of the National Environmental Fund. The experts will present conclusions on the examination of projects and will submit the projects chosen for the approval by the Administrative Council of the National Environmental Fund.

Contacts: National Environmental Fund, 9 Cosmonautilor st., office 605, Chişinău, MD 2005, tel: 0-22 204-518, e-mail: fen@mediu.gov.md

National Fund for Regional Development

Single Programming Document is a short term programming document of regional development policy implementation, developed based on the regional development strategies and regional operational plans. This document includes priority programs and projects of regional development to be implemented over a period of 3 years. Single Programming Documents include regional development projects for 3 priorities, including one that relates to the improvement of the environment and tourist attraction.

The National Fund for Regional Development finances (totally or partially) projects included in the Single Programme Document.

Applicants eligible for funding are: local public authorities of level 1 and 2 that will demonstrate abilities of elaboration and management of regional development projects; and regional development agencies for projects that do not cause conflicts of interest. Applicants are encouraged to submit proposals for joint projects with several local governments and other public institutions by forming partnerships and associations.

The process of implementing regional development programs and projects is carried out in two stages: at the first stage of the project, applicants submit Project Concept Notes to North, Center and South Regional Development Agencies, which subsequently are evaluated and approved by Regional Development Councils; and at the second stage, applicants whose Concept Note was approved by RDC, submit the complete application form for funding. The whole process ends with the approval of Single Programming Document by Government Decision. The decision to fund a project, in a specified timeframe, is made by National Coordination Council for Regional Development.

The announcement on the launch of the Call for Proposals is carried out by the Ministry of Regional Development and Construction - national authority in the field of regional development.

Contacts: Ministry of Regional Development and Construction, 9 Cosmonautilor str, Chisinau, MD-2005, tel 0:22 204-569; e-mail: mdrc@mdrc.gov.md, www.mdrc.gov.md

ANNEX 2.

PARTICULARITIES OF DEVELOPING THE WATER SUPPLY AND SANITATION COMPONENT IN THE DISTRICT STRATEGY FOR SOCIO-ECONOMIC DEVELOPMENT

LEGAL AND REGULATORY FRAMEWORK

The Republic of Moldova is a signatory party to several conventions and partnerships relevant to the water supply and sanitation sector (WSS): Espoo Convention, the Convention on the Protection and Use of Transboundary Watercourses and International Lakes of Helsinki and the Protocol on Water and Health under this Convention, the Convention CIPFD bilateral agreements with Ukraine and Romania.

In the Republic of Moldova the water supply and sanitation sector (WSS) is regulated by different laws and normative acts drafted, adopted and amended in accordance with the existing conjuncture, but which must be improved and harmonized to European standards. Table 2 summarizes the main normative legal acts on the WSS.

Table 2 Summary of legal provisions

#	Law title	Main aspects
1.	Law on drinking water no. 272 of 10.02.1999	The law establishes requirements to ensure safe operation of water supply service. The law provides provisions related to the organization of water systems, water quality and protection, state control and surveillance, violations and liability. The law needs to be revised in accordance with Directive 98/83/EC on the quality of water intended for human consumption.
2.	Law on Natural Resources, no. 1102-XIII of 06.02.1997	The law regulates relations in the use, protection and reproduction of natural resources for environmental security, sustainable development of the country. The law establishes forms of ownership and their rights over resources
3.	Law no. 24.10.2002 1402 on public utility services	The law establishes the uniform legal framework for the establishment and organization of public utility services in administrative-territorial units, including monitoring and control of their operations. The law provides for the establishment, at the local level by LPA, of the service for water supply, sewerage, wastewater and rainwater treatment, district accounting system.
4.	Water Law. no. 272 of 23.12.2011	The law is harmonized with several provisions of the European Directives and aims to protect water against pollution and lays down environmental quality standards for management and protection of surface waters, underground waters, measures of prevention and control of floods, erosion and measures to counter drought and desertification. The law establishes the state regulation and management of the use and protection of water, data management, national policy documents on water resources, use of water and use authorization, water protection, use and protection of groundwater, drought and flood management, maintenance of water bodies, areas and protection of files, protection zones and strips, competence in performing control of use and protection of water.
5.	The draft law on public water supply and sanitation approved by Government Decision No. 197 of 13.03.2013	This law stipulates the need to establish uniform legal framework on establishment, organization, management, regulation, financing, operation, monitoring and controlling the operation in the localities of the public services of drinking and industrial water supply, sewage and wastewater, creation and improvement of the legal framework related to water supply and sanitation, bringing the legislation in force in line with European Union legislation.

Source: The laws listed in the table.

THE LEGAL FRAMEWORK

- Government Decision no. 934 of 15.08.2007 on creating the automated information system "State register of natural mineral water, bottled drinking water and bottled soft drinks " regulates drinking water quality and sets monitoring and reporting programs on drinking water quality.
- Government Decision no. 1141 of 10.10.2008 approving the Regulation on conditions of urban wastewater discharge into natural water receptors.

THE INSTITUTIONAL FRAMEWORK

The Ministry of Environment under the Operating Rules, in the management of water resources, hydroamelioration, water supply and sewage develops, promotes and implements development policy documents in the protection of localities against floods, and also of water supply and sewage systems; draws up management plans for river basin planning principle and ensures their implementation in order to meet the needs of the population and businesses of water supply services and sewage.

The Ministry of Health exercise the powers of monitoring the quality of drinking water supplied to consumers. And the National Energy Regulatory Agency develops the methodology for the determination, approval and enforcement of tariffs on public water supply and sanitation and wastewater treatment.

The Ministry of Regional Development and Construction develops and promotes the state policy in areas such as: regional development, planning and spatial planning, architecture, townplanning, construction, production of construction materials, housing construction, including construction of WSS systems. The MRDC approves general and regional townplanning, including WSS infrastructure and manages National Fund for Regional Development to finance projects of regional content, including projects for the development of WSS sector.

Agency Apele Moldovei is directly subordinate to the Ministry of Environment, responsible for implementing the state policy in the management of water resources, hydroamelioration and water supply and sanitation.

Agency for Geology and Mineral Resources subordinated to the Ministry of Environment responsible for implementing the state policy in the geological research, use and protection of soil and groundwater. Hydrogeological Expedition EHGeoM provides services related to drilling wells.

The main role of the State Ecological Inspectorate in the WSS sector is to issue permits for water use, wastewater discharge, and ecological expertise.

In the Republic of Moldova there are 38 apa-canal water supply companies with the status of Municipal Enterprises (31) or joint stock company (7). They provide water supply and sewerage services to the population and economic agents. Water users associations manage water supply and sanitation systems in rural areas.

These institutions are fragmented, understaffed and have ineffective policies for an efficient management of sector current issues and financial planning of medium and long term investment.

NATIONAL AND REGIONAL STRATEGIC FRAMEWORK

Strategy for Water Supply and Sewerage in settlements of the RM for 2007-2015, approved by Government Decision no. 662 of 13.06.2007, focused on the need to improve the legal and institutional framework in line with EU Directives so that people can receive qualitative, new model, European services. However that strategy has not fully achieved the objectives assumed, and attracting and using grants and loans listed in the Strategy was ineffective.

This situation required to improve the existing national system of planning and approval of water supply and sanitation infrastructure of the Republic of Moldova to boost investment attraction. Thus the project of the new WSS Strategy for 2014-2027 has as general goal, the development of a planning framework for gradually ensuring access to safe water and adequate sanitation for all localities and people of the Republic of Moldova by 2027, contributing to improving the health, dignity and quality of life and support economic development of the country.

To provide assurance that the WSS infrastructure is planned and designed properly, the project cycle will be completed with two preceding stages: planning and options analysis (master plans and feasibility studies of the projects). WSS infrastructure in the Republic of Moldova will be characterized by: (i) long-term sustainability; (ii) sustainable improvement of environment; (iii) compliance with the National Development Strategy, regional strategies objectives and relevant EU Directives.

In the development strategies for North, Central and South regions for 2010-2016 under Priority 1. Rehabilitation of physical infrastructure is set Measure 1.1. Rehabilitation and construction of water supply networks, sewerage systems and water treatment plants. There is a similar situation with the HSW management. In the Regional Operational Plans are specified the most important regional projects in this area. And in the activity conducted by the Ministry of Regional Development and Construction in partnership with the German International Cooperation (GIZ) and national and international experts, in 2013, WSS regional sectoral programs are to be developed, and then they will be adopted by the North, Centre and South Regional Development Councils.

RECOMMENDATIONS FOR DEVELOPING WSS COMPONENT IN DISTRICT STRATEGY

1. Establishing the Planning Group in WSS sector. Like in the waste management area a Planning Group will be established. However, the proposed approach to develop water and sanitation component in the socio-economic development strategy of the district is partially participatory approach, as national priorities are best identified by sectoral experts. Integrating national priorities of the WSS domain into the District Development Strategy ensures alignment of district strategy with the national policy and strategic framework. The purpose of this alignment is to ensure that national stakeholders to accept the results, which ensures planning security for local stakeholders.

The District Council will be responsible for selecting the participants in the Planning Group. It will draw up a list of maximum 20 participants having regard to the balanced representation of the administrative sector, civil society and private sector avoiding political affiliation and ensuring a diversified experience. Participants must show a real interest in the subject and be able to contribute significantly to the process of decision making, demonstrating an analytical understanding of the problem. Of course, it is necessary to ensure social inclusion with reference to ethnicity, gender, age and social status.

2. Collection and assessment of data on the real situation in WSS. Data collection should include the following:
 - Questionnaires on WSS infrastructure, socio-economic data and geographic data for each settlement in the district
 - Request technical passports for all wells in the district from the State Agency for Geology of the Republic of Moldova (AGeOM)
 - Audit of the physical conditions of wells and water towers
 - Recording GPS position (global positioning system) to wells and water towers
 - Other analysis and studies relevant to the field.

The information should be sent to experts who, on the basis of these data, prepare an analysis of the situation and use it to prioritize and clustering (district regionalization according to several criteria).

3. Organizing seminars and roundtables. District Stakeholders dialogue allows participatory prioritization of investment requirements in WSS sector which is carried out by organizing several roundtables and workshops. At least four events of this kind are recommended: 1) Initiate a strategic planning process of WSS; 2) Defining the regional priorities in the field; 3) weighting and selection of regional priorities; 4) Reactions on clustering and Action Plan

Thus, the stakeholders will set and prioritize the objectives at these workshops. They will formulate priority criteria and SMART objectives, which then will direct monitoring and evaluation. However, to accomplish these tasks appropriate experience and a high level of technical knowledge are needed.

The advantage of such participatory definition of priorities lies in the fact that the resulting list of settlements prioritized is compared to local needs and reality, being at the same time in line with the national priorities.

4. Prioritizing localities. In parallel, to provide more efficient WSS services, settlements are prioritized. This prioritization technique for regionalization of public services is used in order to reduce costs, by using economies of scale, unlike the separate and inefficient solutions from various points of view. The conducting of clustering permits the investment options available to settlements prioritized to be reduced by: 1) joint organization of services and 2) shared use of water resources and / or infrastructure.

The regionalization process consists in focusing services provided to a group of settlements in a given geographical area defined by a catchment area and / or administrative boundaries of administrative territorial units of level I and II. Regionalization of water supply and sewerage services will lead to overcoming excessive sector fragmentation and the creation of regional economic operators able to manage this area.

The principles for intercommunity cooperation and regionalization of public services, for WSS, will involve planning of sharing of equipment (tower water, wastewater treatment plant, etc.) and specialized machinery in the field, with joint strengthening of negotiating capacity, accession to the development of joint projects to attract investment capital.

By analyzing existing sources of water, water suppliers and water consumption level will be identified a number of investment options. Then, for these options the cost-benefit analysis is carried out. The map will display optimal localities clusters.

5. Integrating approaches. Subsequently, both levels of approach are integrated - participatory definition of priorities and clustering. Strategic investment options will be approached through development of the Action Plan, taking into consideration the highest ranked groups. For each activity, the Action Plan takes into account responsibilities, timeframes, costs, funding, and monitoring and evaluation indicators.

The Action Plan is prepared by an expert, who will use medium term objectives for guidance according to the district administration opinion on the proposed cluster and technical options and the potential size of the resources available as well, paying particular attention to projects implemented by intercommunity cooperation.

The reference points of the Action Plan are presented and discussed at a special event organized for all mayors, where stakeholders will provide information on their potential contributions and the expectations they have. Also, at this stage, similarly to the HSW sector, the priority projects portfolio is developed taking into account the participatory definition but also communities clustering.

6. Public information and consultation. At the end of the process, is held a public hearing to inform citizens, obtain and integrate their response, and to gain support for implementation as well. The final step, however, is approval of the WSS component in the Strategy by the District Council, and its dissemination and / or publication.

SOURCES OF FUNDING FOR THE PROPOSED OBJECTIVES

National Environmental Fund and the National Fund for Regional Development fund priorities and measures related to WSS as well.

In addition to these funders, there is a number of programs and projects of non reimbursable assistance (GIZ, DDC, MSIF, UNDP), and private donors (EIB, EBRD, etc..) providing these resources regularly under certain conditions for LPA for projects with feasibility studies, technical documents, expenditure estimates checked in the order established by law.

ANNEX 3.

PARTICULARITIES OF DEVELOPING THE ENERGY EFFICIENCY COMPONENT IN THE DISTRICT STRATEGY FOR SOCIO-ECONOMIC DEVELOPMENT

LEGAL AND REGULATORY FRAMEWORK

Energy efficiency is a new concept for the Republic of Moldova and comprises different methods, means by which, following technical and economic analysis energy consumption can be reduced by keeping the same initial comfort. The Republic of Moldova has a significant energy efficiency potential but largely untapped. Following the implementation of energy efficiency measures, usually one can get significant reductions in energy expenses, even up to 30- 4-%.

Legal and regulatory framework in this area has developed rapidly in recent years. Table 3 shows a summary of legal provisions on EE.

Table 3 Summary of legal provisions

#	Law title	Main aspects
1.	Law no. 142 of 02.07.2010 on energy efficiency	The law regulates the activities aimed at reducing the energy intensity in the national economy and diminishes the negative impact of the energy sector on the environment. The purpose of the law - creating conditions to improve EE, including foundation and supporting activities of structures involved in the development and implementation of programs, plans, energy services, other measures of efficiency of energy consumption, mentioned in the law.
2.	Law no. 160 of 12.07.2007 on renewable energy	The law sets the legal framework for the functioning of the renewable energy sector, social and economic relations that constitute the renewable energy process, ways of organizing production and marketing of renewable fuel and energy sources. The state policy seeks to increase state energy security and reducing the negative impact of the energy sector on the environment through annual increase in the rate of renewable energy and fuel that were produced and used.
3.	Law no. 1525-XIII of 19.02.1998 on Energy	The purpose of the law is to create a legal framework to ensure energy efficiency, reliable supply of the national economy and population with energy resources. The law regulates the activity of energy companies and organizations, their relations with the central public authority for energy regulation, with CPA and LPA, with individuals and legal entities; establishes the basic principles of activities of energy producers, transport undertakings, energy providers, legal and economic relations between suppliers and consumers; establishes the way to supply consumers with quality fuel and energy at low prices and tariffs; determines the key elements of ensuring security of energy organizations.

Source: The laws listed in the table.

THE LEGAL FRAMEWORK

- Government Decision no. 1173 of 21.12.2010 on Energy Efficiency Agency
- Government Decision no. 833 of 10.11.2011 on the National Energy Efficiency Programme 2011-2020
- Government Decision no. 1226 of 19.09.2002 on the organization and execution of design, installation and acceptance of gas supply systems
- Government Decision no. 1255 of 19.11.2007 on the approval of the award of unique compensation for connecting to natural gas pipeline to certain categories of rural population
- Government Decision no. 1643 of 19.12.2002 on the approval of the National Program for Gasification of the Republic of Moldova.

THE INSTITUTIONAL FRAMEWORK OF EE

Energy efficiency sector in the Republic of Moldova began to develop in the last years in response to the constant increase in prices for energy sources country's dependence on imported energy. In this context, it can be noted the increased interest of development partners to finance this area by promoting new approaches, policies, procedures and funding mechanisms, technologies and equipment.

Public institutions in charge of implementing state policy in the field of EE are:

1. The Ministry of Economy - the central administrative authority that sets the priority of the state policy in the field of energy efficiency and the main activities of public authorities in the field of energy efficiency.
2. Energy Efficiency Agency - the administrative body in the field of energy efficiency, implementing state policy in energy efficiency and renewable energy sources, subordinate to the central specialized body in energy field and established by Law No. 142 of 02.07.2010 on energy efficiency.
3. The Ministry of Regional Development and Construction -the state authority responsible for energy performance in the construction sector.
4. The Ministry of Environment - the state authority responsible for developing and promoting state policies and strategies in the field of environmental protection and rational use of resources.
5. The Ministry of Transport and Road Infrastructure -the state authority responsible for the rehabilitation and modernization of transport networks and monitoring and regulation of vehicles.
6. The Ministry of Finance - the state authority responsible for the management of public funds.

NATIONAL AND REGIONAL STRATEGIC FRAMEWORK

To cope with the challenges of high energy import dependence, low diversification of suppliers and to provide practical guidelines for developing the energy sector in the Republic of Moldova the Energy Strategy until 2030 was developed and approved. The strategy is in line with EU objectives and approaches in this area.

The energy strategy is based on the analysis of international results, which define the major development directions of global energy sector in the period 2013-2030, differentiated into two phases:

1. Until 2020 the international development of the energy sector will follow guidelines of major priority for this period.
2. In the next decade, 2021-2030, the technology of carbon capture and storage will have to prove economically viable to be allowed to enter the market, modifying substantially structure, values, prices and fuel costs for next-generation technologies, otherwise, it will have no positive impact on expected electricity generation technologies.

The National Energy Efficiency Programme 2011-2020 establishes priority policies and activities to be implemented during that period, to meet the challenges of increasing energy prices, dependence on energy imports and energy sector impacts on climate change. Program implementation is supported by national action plans for energy efficiency adopted every three years and later updated equally every 3 years or depending on technical progress as well as amendments to the European Directives.

The program provides for achieving several global objectives for the Republic of Moldova to reduce dependence on energy imports and energy sector impacts on climate change, namely:

- streamlining global primary energy consumption by 20% by 2020;
- increasing the share of renewable energy in the total energy mix from 6% in 2010 to 20% in 2020;
- increasing the share of biofuels to at least 10% of all fuels used in 2020;
- reducing by 2020, by at least 25% the emissions of greenhouse gases compared to the base year 1990.

The review of North, Center and South Regional Development Strategies in 2012 led to supplementing them with a new domain - buildings energy efficiency and promoting renewable energy. It should be mentioned that in North and South Strategy, this area was incorporated into each of the three strategic development priorities. And in the Central Strategy for Regional Development this area is called the energy efficiency of public buildings and is included in Priority 1. Rehabilitation of physical infrastructure. At the regional level, similarly to previous areas –HSW and WSS, Sectoral programs for EE of public buildings will be developed.

Note that EE is a specific, complex area, which requires an special consideration. Thus, for the elaboration of EE component in the socio-economic development strategy of the district the following can be recommended:

RECOMMENDATIONS FOR DEVELOPING EE COMPONENT OF THE DISTRICT STRATEGY

1. Creating an Energy Manager position and the appointment by the District Council of qualified individuals whose responsibility will be planning and monitoring EE measures included in the EE program and EE Plan. The energy manager should have the best information on actual energy consumption, potential for reducing energy consumption and energy supply of local government buildings.
2. Realization of a comprehensive analysis of EE, based on a questionnaire to collect data on Energy Efficiency. The energy manager should be involved in developing the questionnaire and collecting data. The energy manager is to make at least annually an analysis of energy consumption in their jurisdictions in order to identify the possible EE measures, in accordance with the standard forms of EEA.

Analysis of the questionnaires will provide answer to questions related to determining the energy potential of the district, and needs related to EE. These forms will be completed and included in the Annual Report on the implementation of local EE programs, and in the latter are submitted to EEA.

3. Conducting energy audit the most important public buildings - LPA property to be rehabilitated and modernized in the future, in terms of EE and included in the EE component of the District Strategy. The energy audit is carried out by individuals and legal entities specialized in the field and approved by the Energy Efficiency Agency. The energy audit is a systematic procedure for obtaining data on energy consumption profile of a building or a group of buildings, of an activity and / or an industrial installation, a private or public service, identification and quantification of profitable opportunities for achieving energy savings and reporting results.
4. Holding workshops with representatives of municipalities and decentralized and deconcentrated services for:
 - Setting strategic objectives depending on those national, regional priorities and analysis carried out within the survey
 - Identifying the best and most rational ways to ensure EE. For different buildings and equipment, there are different materials and technologies to be used
 - Determining potential actions and those responsible for implementation
 - Establishing the system and mechanism for monitoring the implementation of EE sector strategy.

Certified energy managers are responsible for planning and monitoring the implementation of measures to improve EE (art. 22 of the law on energy efficiency). In this context, it is recommended that the domain strategic planning be the responsibility of the energy manager who will cooperate with the representatives of LPA of the first and second level representatives.

According to the law on energy efficiency each District Council should develop the EE Program for a period of 3 years. The EE Plan is developed based on the EE Program approved for a period of one year. Both documents will be approved by the District Council, after approval by the Energy Efficiency Agency. These documents will be a party to the EE component of the District Strategy.

5. Development of portfolio of priority projects. Based on Program and Plans of Action for EE, the priority projects portfolio will be developed, similar to the HSW (Annex 1). Subsequently for each project must be prepared the project documentation or a study of (pre) feasibility, depending on the institution / program to which you apply for funding, for specific EE projects and use of renewable energy resources. Before drawing up the project documentation, LPA is to identify funding sources it intends to access. Logically, projects must meet eligibility criteria and indicators requested by sponsor / potential funding source.

In cases involving private sector, LPA should have a different approach, which implies the elaboration of (pre) feasibility studies demonstrating the financial benefits of EE project or renewable energy resources. In other words, to attract private investment proposed measures / projects must be financially sustainable over investment and allow investment return for the private investment company.

6. Organization of a roundtable with the participation of key social stakeholders involved / interested to discuss and get feedback on the content of EE component, which will then be included in the socio-economic development strategy of the district and submitted for approval to the District Council.
7. Stimulate the development of Sustainable Energy Action Plan (SEAP) for ATU of the first and second level within the district that have signed the Covenant of Mayors. It is noteworthy that the Covenant of Mayors (CoM) is a voluntary, unilateral commitment by signatories LPA. With this commitment, LPA is committed to reduce CO₂ emissions by at least 20% by 2020 through the implementation of an Action Plan in areas falling within the competence of LPA and addressing EE and using local renewable energy resources.

FUNDING SOURCES

EE Fund is designed to identify, evaluate and finance projects on energy efficiency and the renewable energy resources contributing to energy efficiency and reducing emissions of greenhouse gases. The main objective of the Fund activity is to attract / manage financial resources to finance and implement EE projects and the renewable energy resources according to strategies and programs developed by the Government. The Fund uses several types of tools: grant, guarantee, loan and leasing.

The types of projects eligible for LPA include:

- rehabilitation of buildings in all sectors - modernization of thermal power plants; building insulation; construction of solar thermal collectors; implementation of energy and fuels recovery technologies from renewable sources used for heating, ventilation, electricity and hot water production; efficient operation of heating and air conditioning, etc..
- thermal agent generation and distribution systems, including boilers and burners; boiler automatic control systems; stoves for water heating; upgrading existing boilers; devices for boiler heat recovery; construction of new thermal power / renovation of existing ones; boilers and steam valves, etc.
- other types of energy-related projects, including: energy management control system; power factor correction; air compressors; reequipping for the use of renewable energy.
- projects arising from the objectives set out in the National Program for Energy Efficiency 2011-2020.

Terms for submitting projects, procedure and terms of selection, evaluation and final approval are announced by the Energy Efficiency Fund. The type of financial support for projects applied will be established in the financing contract signed by the Fund and funding applicants who have passed successfully the evaluation and selection, divided into two stages: (a) initial project proposal evaluation, (b) detailed evaluation of the project. The final decision on project finance is the responsibility of the Fund Management Board.

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EBRD provides funding through two credit lines for EE and use of renewable resources:

- Financing Energy Efficiency in Moldova (MoSEFF) - first phase combines a credit line of 20 million euros with a grant component from 5% to 20% for lending to Moldovan companies by EBRD partner banks.
- Credit line for residential sector in Moldova (MoREEF) - a credit line of up to 35 million euros for beneficiaries in the housing sector, including individuals and blocks of flats or housing associations.

BIOMASS PROJECT OF THE UNITED NATIONS DEVELOPMENT PROGRAMME IN MOLDOVA (UNDP).

The total Biomass project value is 14 million euro funded by the EU and UNDP. The project aims to encourage the use of biomass from agricultural waste to meet energy needs and improve quality of life. Priority is given to heating public buildings in rural areas by the use of waste straw supplied by local agricultural enterprises.

Moldova Social Investment Fund (MSIF).

The Fund has a total budget of about 56 million U.S. \$ and provides support for the implementation of infrastructure projects, including EE and RES but also other types of projects.

The specific objectives of EE and RES projects funded by MSIF refer to the following:

- Support for the implementation of the legal framework in use of RES
- Promote public and policy makers awareness raising campaigns on the benefits of RES for heating buildings
- Promoting Public Private Partnerships for the development of RES use market
- Dissemination and replication of experience

GLOSSARY OF TERMS

Strategic planning is a systematic process by which communities can create their own picture of the future and develop appropriate steps, depending on the local resources available to achieve that future.

External actors are individuals, groups of individuals, external organizations, governmental or non-governmental organizations that are interested in the activities undertaken or planned and are directly or indirectly affected by the activities of the organization, and can address specific requests related to:

- a. Resources
- b. Attention, image, support
- c. End product or results of operations

Internal actors are individuals, groups of people working in the organization, internal organizations (if any), governmental or non-governmental, interested in the activities undertaken or planned and are directly or indirectly affected by the activities of the organization, and can address specific requests related to:

- a. Resources
- b. Attention, image, support
- c. End product or results of operations

Values represent the sum of qualities that give value to an organization, a community that mobilizes and inspires members to achieve objectives set.

Mission clarifies what the organization intends, wishes, wants to achieve and for whom.

SWOT Analysis is a method used to identify strengths and weaknesses, opportunities and threats of a community and its competitive advantage.

Strengths are the trends, factors or values that provide a competitive advantage of a community and make it become attractive.

Weaknesses are the trends or factors that are barriers to local socio-economic development of the community.

Competitive advantage is all the basic features that make the community special compared to others and fosters local development

Opportunities are external factors or trends that facilitate the development of competitive advantages. As usual they include structural changes in the economy, technological change in the region, demographic changes.

Threats are external factors or trends unfavorable to local socio-economic development and can bring about a decline in competitive advantage.

A strategic goal is a fundamental challenge affecting the organization's mandate, services, customers or users, costs, financing, internal organization or management.

A strategy is a model of policies, programs, projects, activities, decisions and resource allocations that define what an organization is, what it does and how it relates to a strategic issue

Performance indicator is the element which defines the direction of movement or path, which is to confirm that the correct path was selected to achieve the goals identified

Monitoring is tracking a project performance or results.

Evaluation is the comparison of projects outcomes with specific performance indicators and the plan as a whole.

Cost-benefit analysis compares the costs of a program with the benefits it would bring to the community, compares the results achieved to those expected, highlights strong and weak aspects of the action plan.

Programmes and projects are tools focused on specific measures, with set timeframes, by which is implemented the development strategy. The project has one goal, while the programs have several objectives, typically related to a set of projects, because the program includes a number of projects.

Commune is an administrative territorial unit that includes rural population united by common interests and traditions

Sustainable development is development that aims to meet the needs of the present without compromising the ability of future generations to meet their own needs.

District development - the process of pursuing the identification, mobilization and coordination of using district resources (often underestimated and not used to their full potential) to make positive economic and social changes, integrated in an effort to protect the environment

District economic and social development - Participatory process in which community (district) members cooperate to foster the economic and social activities in the district that provide decent jobs and improve the quality of life for all, including the poor and marginalized.

City - administrative territorial unit more developed than the village in terms of economic, social and cultural development, including urban population with urban household, industrial and commercial structures, whose population is mostly employed in industry, public and consumer service and in various fields of intellectual activity, cultural and political life

Municipality - an urban locality with a special role in the in the economic, social, cultural, scientific, political and administrative life of the country, with important industrial and commercial structures and institutions in the field of education, health and culture.

District - administrative-territorial units consisting of villages (communes) and cities united by territory, economic and socio-cultural relations.

Village - administrative-territorial units comprising rural population united by territory, geographic conditions, economic and socio-cultural relations, traditions and customs.

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