



**Ministry of Economic Development and Trade of  
the Republic of Tajikistan**

**Manual on  
Elaboration and Implementation of the  
Social and Economic Development  
Programs of Districts and Towns in the  
Republic of Tajikistan**

**Dushanbe 2011**



БАРНОМАИ РУШДИ  
ИҚТИСОДИИ ДЕҲОТ  
RURAL GROWTH PROGRAMME

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## List of Abbreviations

ARV	Anti-retrovirus Therapy
DC	Development Council
ES	Emergency situations
GDP	Gross Domestic Product
HIV	Human Immunodeficiency Virus
HPS	Hydropower station
MDG	Millennium Development Goals
MEDT	Ministry of Economic Development and Trade
M&E	Monitoring and Evaluation
NDS	National Development Strategy of Republic of Tajikistan
PRS	Poverty Reduction Strategy of Republic of Tajikistan
SME	Small and Medium Enterprises
SWOT	Strength, Weaknesses, Opportunities and Threats
UNDP	United Nations Development Programme
WG	Working Group

Add to the list of abbreviations

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## Introduction

This methodological manual was developed by the Ministry of Economic Development and Trade (MEDT) of the Republic of Tajikistan to support public servants and specialists of local governments at district and town levels. The goal of the Manual is to provide detailed guidelines on area-based strategic development planning. The Manual builds on the methodology used for elaboration of social and economic development programs officially adopted by MEDT of the Republic of Tajikistan in 2009.

The methodology is developed with the consideration of the main state development policies and strategies of the Republic of Tajikistan including the attainment of the Millennium Development Goals (MDGs), the Poverty Reduction Strategy (PRS) for 2010-12 and the National Development Strategy (NDS) till 2015.

Development and application of a common methodology of strategic social and economic planning at the level of rayon implies the idea of more effective methods for localization of the national policies and strategies (in particular, in the areas of poverty reduction and sustainable development) while taking into account specifics of particular territories.

The Manual consists of 4 Sections:

- Section 1 “Strategic Development Planning” provides grounds for the importance of strategic planning for area-based management in general and in Tajikistan in particular by explaining goals, basic principles and organizational issues of the planning process;
- Section 2 “Contents of Districts and Towns Development Program and Methods of its Elaboration” suggests detailed guidelines for step-by-step elaboration of a district and town social and economic development program including vision, situational analysis, defining of strategic goals and objectives by sector;
- Section 4 “Monitoring and Evaluation” describes possibilities for organizing system for monitoring and evaluation in the implementation of development programs.

## SECTION 1. Strategic Development Planning

### 1.1 Why it is important to plan strategically?

Strategic development planning becomes a standard world-wide practice of local (self) governance. There is a growing interest to the introduction of this practice in Tajikistan, especially on the background of a need to localize national policies and strategies in the area of poverty reduction and sustainable social and economic development. Moreover, the country has already accumulated certain experience in elaboration of district and jamoat level strategic development programs with the support of MEDT and in the framework of the United Nations Development Programme (UNDP) and various programs and projects supported by other international organizations working in the Republic of Tajikistan. Besides, legal basis are being formed in Tajikistan for mid- and long-term planning of social and economic development of the territories. The need for such planning being implemented by the state governance bodies and local self-government is legally consolidated in the Constitutional Law of Republic of Tajikistan #28 “On Local State Governance Bodies” of May 17, 2004, the Law of Republic of Tajikistan N549 “On local self-government in towns and townships” from August 05, 2009, and the Law of Republic of Tajikistan #53 “On state projection, concepts, strategies and programs of socio-economic development of Republic of Tajikistan” of December 8, 2003.

The use of strategic planning in area-based development management is an important managerial element in the times of dynamic changes. Social development processes occurring

in Tajikistan, introduction of new technologies, the influence of global and regional economic tendencies, interpenetration of various areas of knowledge and social life open up new opportunities for development but, at the same time, considerably increase the price of managerial mistakes.

To maximize future opportunities for economic growth it is necessary for the socio-economic development process to be sustainable. The sustainable development is development under which current needs of society are met without weakening opportunities of needs of future generations. Preservation of ecological and climatic balance is an important factor of sustainable development. NDS 2007-2015 and recently adopted NNS 2001-2012 (so called NNS 3) determine environmental sustainability as one of national development priorities. In particular, these documents set up such tasks as improvement of institutional capacities in the area of environmental sustainability, prevention and mitigation of natural disasters, sustainable use of resources and also preservation and efficient management of biodiversity and ecosystems.

Implementation of these initiatives may greatly facilitate in improvement of well-being and economic prosperity of poor strata of population. That is why it is important to integrate environmental aspects (including issues of climate change) into the mid-term and long-term development planning process.

The government bodies are challenged by a need to make development choices. These choices are to be conscious, reasonable and publicly supported. The mere concentration of financial resources for addressing problems is no longer sufficient. More attention needs to be paid to synergetic activities and cooperation between different development actors from different spheres of society.

All these factors only increase the interest in strategic thinking and planning in area-based management, and explain the willingness of authorities to introduce the practice of projecting the future of their respective areas as the means to increase general development management effectiveness and decrease potential risks and mistakes. The idea of elaborating a development strategy is to clarify such questions as *“How do we see our future?”* and *“What to we need to do, in order to reach from the current situation to this vision?”*

## **1.2 Goals of integrated development program design**

The main idea of strategic development through elaboration of district and town integrated development programs is the implementation of public (collective) interests and meeting of social-economic development needs of the population, as well as the establishment of favorable conditions for the life and activities of all actors in a respective district/town.

Today the quality of life in this or that district or town is determined not only by availability of housing, water supply, transport, education and health care, security and cleanliness of the streets. The functions of local governments are wider and include establishing of favourable conditions for local economic development, investments, activities of small and medium businesses, employment creation, provision of opportunities for residents to improve their skills, securing public consensus among different population groups, and creating an image of the area.

Based on the abovementioned the main reasons for the elaboration of social and economic development programs at district and town levels include:

- Securing common understanding of the existing social-economic situation and changes required in a district/town including, determining directions of the future integrated social-economic development;
- Reaching mutual understanding regarding influence of the future socio-economic development may influence or undergo changes as a result of environmental and climatic changes;

- Development within the course of discussions and information sharing, of the most effective ways of interaction of state, public and private organizations and structures working on territory of district or town with the goal of its sustainable socio-economic development;
- Defining development benchmarks and frameworks for joint work of smaller constituencies (jamoats in districts and mahallas in towns) aimed at strengthening of social-economic potential of a district/jamoat;
- Defining basis for economic growth that will become an “engine” for advancing local development.
- Predictable distribution of financial budget resources on all levels.

From the economic perspective, strategic planning allows for: a) determining role of local authorities in stimulating district or town economic development and private sector development in the context of market economy; b) supporting local economic development policy actors in making decisions that aim at increased effectiveness and good coordination of activities in the interests of wellbeing of residents of a district or town.

From the socio-political perspective the area-based development with wide participation of private sector and civil society promotes civil liability and development of democratic participation traditions.

### 1.3 What does the process of development program elaboration imply?

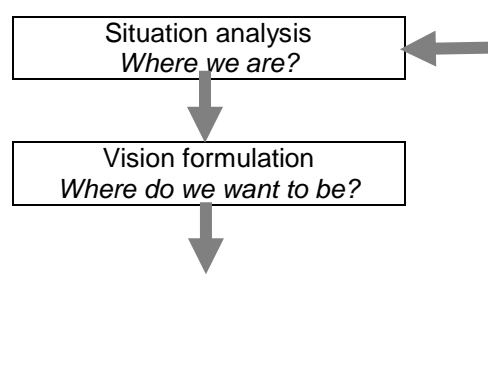
The process of strategic development planning is the modeling of the social-economic future of a district/town in the frameworks of national and regional policies and strategies. It includes local authorities’ managerial decision-making related to attaining a desired model by taking into account both the internal specifics of a district/town development and the external factors. Such decision-making must be carried out with mandatory involvement of civil society institutions.

From the strategic planning goals listed in Chapter 1.2 it follows that the elaboration of a district/town development program implies:

- Carrying out integrated analysis of internal social-economic situation of a district/town and detecting specifics and peculiarities that have a potential to become development and growth factors (in other words, determining *what we are*);
- Assessing the external environment, including threats and potentials for development niches of a district/town (or determining *where we are*);
- Formulation of a vision of the desired situation (*where do we want to be?*);
- Justification of strategic goals and development scenarios of a district/town based on systematic utilization of its potential (*how do we get there?*);
- Determining organizational forms and instruments for the implementation of the defined goals (*what resources do we need to reach the goal and how to mobilize them?*);
- Carrying out monitoring of development program implementation and adjusting it to internal and external context changes (monitoring of *whether we are moving towards our goals and what needs to be modified?*).

The main components of strategic planning are shown on *Figure 1*.

*Figure 1: Main strategic planning components*



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Setting of goals, selection of strategies and identification of resources <i>How do we get there? With what resources?</i>
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Implementation of strategies Monitoring and control <i>Are we moving towards our goals and what needs to be modified?</i>
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#### 1.4 Main principles of design of social-economic development program

The process of elaboration of a district/town social-economic development program is based on the following principles:

- Subordination of strategic directions of district/town social-economic development to *MDG localization policy in Tajikistan* including aiming towards poverty reduction but taking into consideration specifics of development of each rayon/jamoat;
- *Coordination of development program and plans with the existing national and regional/oblast strategies and development plans;*
- *Integration of development plans and programs with local budgets;*
- *Vertical sectoral approach to defining development indicators;*
- *Application of integrated approach to development while considering all spheres of town, district or jamoat development and connections among them;*
- *Program-based approach* in planning based on focusing of activities on achieving set objectives;
- *Harmonization of development of economic and social sectors with a focus on sustainable development;*
- *Systematic inclusion* of the so-called “*cross-cutting themes*” that are important in the context of Tajikistan such as poverty, environment and climate change, gender, conflict prevention, and prevention of natural disasters with the purpose of sustainable long term area-based development;
- *Comprehensive approach* that allows the development program to integrate *efforts of all internal and external development actors;*
- *Transparency and publicity* of the development program elaboration process allowing for consultations with various population groups (organized and non-organized, including women and poor) and ensuring participation of private sector, civil society and smaller constituencies (town districts / mahallas and jamoats). Observance of this principle will help not only to build mutual trust and an environment of mutual understanding but also ensure responsible engagement of all parties in the process of development program implementation and monitoring.

#### 1.5 What is a “social-economic development program”?

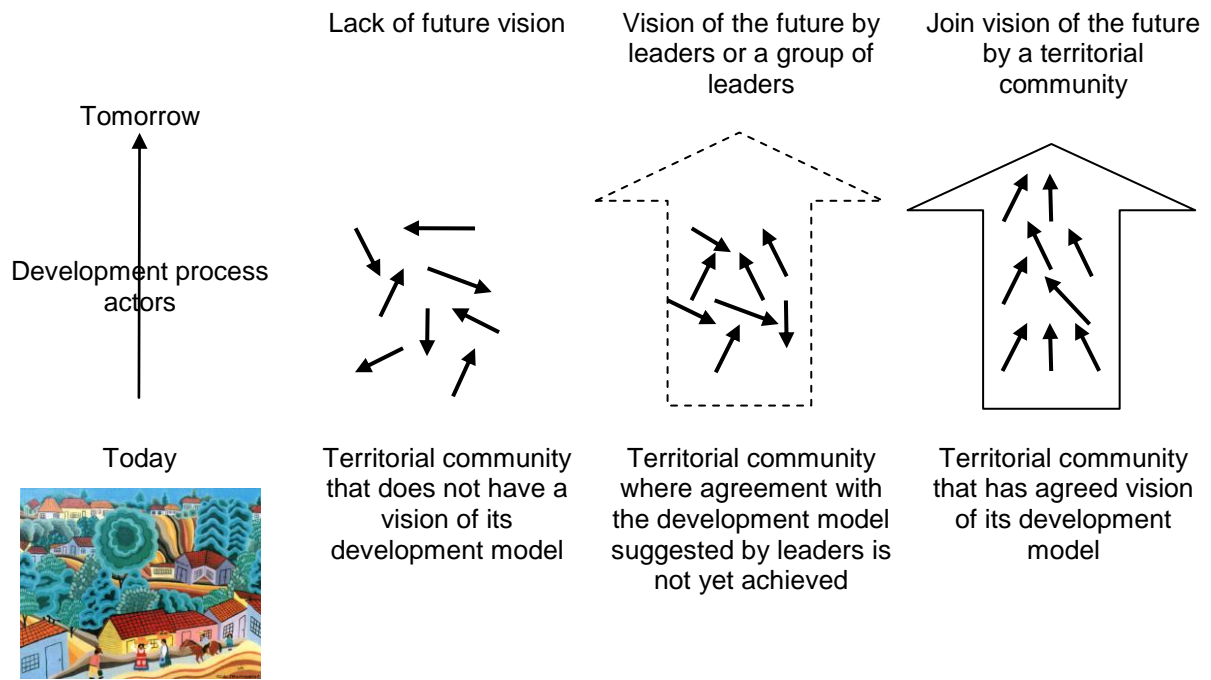
A social-economic development program is a system document that:



- Describes model of district/jamoat future development (based on their real external conditions and internal potential);
- Determines orientations and criteria for decision-making for all actors participating in district/jamoat development process (including authorities, public and private sectors, investors and donors) in line with the desired vision;
- Defines activities that need to be implemented for achieving of the desired vision and development goals, and fixes obligations and agreements of actors for participating in the local development process.

The idea of the synchronization of action between all local development actors (as shown in *Figure 2*) is in the essence of strategic development planning and implementation of a district/jamoat development program.

Figure 2. The essence of strategic planning process<sup>1</sup>



Development program is elaborated through wide participation of territorial community based on social partnership and cooperation principles. A successful program is a program that engages various actors of the local development process. The success of its implementation depends on their support. These actors will unlikely support a program (including commitment of their own resources) if they didn't take part in its design or their opinion wasn't solicited.

Population involvement in governance process in general and in planning of local social-economic development in particular is an important prerequisite for local social comfort and lack of social tension in a rayon/jamoat. Social comfort depends on people's feelings towards the ways of satisfying their needs and the existing distribution of benefits, as well as on their attitude to the institutions responsible for satisfaction of their needs and interests, and the readiness of social groups to advocate for their needs and interests.

Development program does not cancel or substitute other plans and programs.<sup>2</sup> It just identifies common district development strategies in directions that are important for a rayon/jamoat.

The program also serves as an instrument that allows for:

- Identifying rayon/jamoat local social-economic development policy;
- Developing more detailed programs and action plans for local authorities for implementation of the policy,
- Applying specific criteria for assessing activities of local authorities and self-governments in supporting social-economic development process,
- Determining priority directions for using budgetary and other resources,
- Communicating intentions of rayon/jamoat governments related to promotion of development process on their territory to higher level authorities and external entities,
- Securing mutual understanding among various social groups and reconciliation of different population interests ("social contract"),
- Establishing transparent dialogue between authorities, business and civil society,
- Ensuring continuity and succession of governments.

<sup>1</sup> Adapted from О. Воіко-Воічук «Стратегії розвитку міст України», Київ, 2002

<sup>2</sup> Branch plans and programs (if available), development plans of specific entities, annual plans of activities, etc.

**Time frame of program.** A rayon/jamoat development program includes elements of prognoses for mid-term development (up to 5 years) and short-term plan of immediate measures for its implementation.

**Program presentation form.** The narrative of a rayon/jamoat development program may be presented in several versions:

- As an official, generic (complete) version,
- As a presentation (short, summarized) version that reflects main goals, directions and issues of the program. This version may be issued in various languages (e.g. Tajik, Russian, English) and used for mobilization of donors' resources and investments for rayon/jamoat, and also for convenience of presentation of the program to stakeholders, communities, mass media and wider public.

**Status of the program.** Rayon/jamoat development program becomes an official document once it is approved by Majlis of people's deputies of a corresponding district/town.

## 1.6 Structure of a development program

Integrated rayon/jamoat social-economic development program consists of the following parts:

1. Introduction
2. Overview of the current situation
3. Vision of the future development of the area
4. Situation analysis and description of strategies for main sectors
5. Provision of resources for implementation of social-economic development program
6. Monitoring and evaluation system

Table 1 contains short description of contents of each section.

Table 1. Contents of sections of rayon/jamoat development program

Section	Contents
Foreword	Foreword of Chairperson of district/ town to population that contains main messages to the population related to the elaboration of local development program.
1. Introduction	Explanation of the purpose of the development program elaboration. Short description of conditions and process of the development program elaboration. Short information on program structure and contents of each part.
2. Review of current situation	Short description and analysis of general situation in district/town including recent development tendencies.
3. District/jamoat vision	Short description of what is the vision of district/town development in the future.
4. Situation analysis and description of strategies for main sectors	Situation analysis in each priority development area, statement of problems, strategic goals, development objectives, measures for their achievement, time frames and indicators for measuring success.
5. Provision of resources for development program implementation	Short analysis of: - institutional and organization management aspects (including human resources) that need to be developed for effective management of development in the given rayon/jamoat; - financial resources (including review of rayon/jamoat budget) and description of resources mobilization strategy for the development program implementation.
6. Monitoring and evaluation system	Description of how monitoring and evaluation of program implementation progress/success will be carried out, reporting requirements, and also how results

	will be presented to local development actors and public.
Appendices	<p><i>A. Consolidated table of achievement of strategic goals and objectives.</i> Logic matrix that shows clear connection between development program goals and objectives, indicators of success, and sources of information on indicators, required resources and fixed responsibilities.</p> <p><i>B. List of organizations and groups that took part in program elaboration.</i> Complete list of groups and organizations with whom consultations were carried out during program elaboration process or that took part in this process in some other form (e.g. working groups, seminars, public councils and forums, round tables, etc.)</p>

## 1.7 Step-by-step organization of the process of development program elaboration

### ***Situation analysis, vision identification, and common strategic goals***

The work on district/town development plan starts with establishing of a Working Group (WG) or District/Town Development Council (DC) that will coordinate and direct the process of program elaboration.

WG or DC is either a temporary or permanent platform (established for the whole period of duration of the development program) that unites representative of authorities, civil society, private sector and local self-governments or mahalla councils. This platform is approved by the Decree District/Town Chairperson in accordance with defined in advance Terms of Reference (See *Appendix 1* for an example of such Decree). The Decree states WG/DC tasks, composition and period of duration of WG/DC functioning in line with the established tasks.

WG/DC may be a temporary forum if its mandate is limited by the time of elaboration of a development program. It can also be permanent (for the whole period of duration of development program) if its tasks also include monitoring and evaluation of program implementation and introduction of adjustments.

It is recommended to include the following persons in the composition of WG/DC:

- Specialists or heads of main departments of the local executive body of district/town. These people must have access to information, understand situation in district/town, and have relevant sectoral knowledge;
- Representatives – deputies of district/town Majlis (council) that are members of key council committees related to social-economic planning;
- Representatives of organized private sector (e.g. entrepreneurs' and/or farmers' associations) and/or representatives of organizations that play an important role in district/jamoat economic development (e.g. microcredit organizations, leading enterprises, etc.);
- Representatives of organized civil society (non-governmental organizations and associations, including women's associations and environmental organizations) and/or representatives of local social intelligentsia (district/jamoat social activists) and also local religious leaders;
- Official representatives of administrative-territorial units - jamoats in case of districts (on the level of chairperson, deputy chairpersons or secretaries) or mahalla councils in case of towns. It is recommended to limit representation of jamoats (in case of districts) or mahalla councils (in case of towns) to several delegates elected at the general meeting of representatives of all jamoats or mahalla councils correspondingly.

It is important that women are represented adequately in WG/DC. It is necessary to note that gender-balanced participation in the process of development program elaboration implies not only physical presence of men and women but also quality of this participation including active

involvement in the process based on mutual respect to various perspectives and opinions on issues discussed.

In order to reflect in development program or plan such “cross-cutting themes” as gender, environmental sustainability, climate change, and preparation for emergencies it is necessary to integrate them at WG/DC formation stage (i.e. include relevant specialists in their structure).

WG/DC will be responsible for design of district/town development plan. WG/DC develops and approves detailed plan of work on development program (See *Appendix 2* for an example of the plan). WG/DC should identify a secretariat (or technical group) consisting of 2-3 people.<sup>3</sup> Secretariat duties will include processing of information provided by WG/DC and formulation of the program in a single document.

WG/DC carries out review of district/town situation analysis (for details see Chapter 3.3 for jamoats), detects main tendencies, drafts strategic development goals and objectives that will be further finalized during detailed sector analysis and wider consultations beyond the WG/DC members.

WG/DC also carries out analysis of the existing resource base, defines ways for capacity building, identifies sources of funding of rayon/jamoat development program and ways for mobilizing additional resources (for details see Chapter 2.8).

### ***Sector analysis and elaboration of strategic goals by sectors***

For carrying out more in-depth sector analysis and formulation of ways for achieving mid-term goals (including specific objectives and progress/success indicators) initiative groups (IG) are formed within WG/DC framework that will guide such work in every sector.

Work on the analysis and identification of ways for achieving strategic goals in specific sectors is carried out with wide participation of all stakeholders. A wider circle of participants means more opportunities and options in developing ways for achieving goals, and also ensures higher level of accountability of the development program elaboration process.

Initiative groups are established for specific directions. Wider circle of specialists from local governments, public actors, representatives of corresponding organizations, private sector and civil society are to be engaged in the work of these groups. Besides, for wider consultations on specific issues the following instruments may be used:

- Enlarged sessions for discussion of specific issues with participation of stakeholders;
- Round table discussions;
- Field consultations in jamoats, town quarters, communities and specific organizations;
- Public hearings (open discussions of specific important issues where besides district administration specialists representatives of stakeholder organizations, district/town activists are invited, and where residents can also participate);
- Focus groups for discussion of specific problems and their causes with certain groups of population.

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<sup>3</sup> There are independent specialists and/or organizations in some jamoats, rayons and regions, including in non-governmental sector, that have experience of strategic planning and that may be sub-contracted to perform secretariat duties (if rayon/jamoat has an opportunity to cover expenses of sub-contracted specialists/organizations from budget or off-budget means, or on volunteer basis).

### ***Development program endorsement and approval***

Draft of the program is to be submitted to the following entities for review:

- Local Oblast executive body (in case of towns and districts of Oblast subordination) where specialists will ensure that district/town development programs properly considers the existing oblast strategies and development programs, and provide recommendations for improvement, if necessary.
- MEDT (Area-based development department) where specialists will check the compliance of the program with MEDT methodology and, if necessary, provide consultations with branch ministries and provide recommendation for improvement.

Before the plan is approved officially it is recommended to submit it for public hearing. Public hearing is an important mechanism for consultation with population and civil society organizations. For effective public hearing it needs to be regulated by a Regulations on Public Hearings (see example of such Regulation in *Appendix 17*)

Finalized (improved if that was necessary after the review carried out by oblast/district experts and/or MEDT, and public hearing) draft of district/town sustainable social-economic development programs is officially submitted for approval by the district/town executive body for approval by the Majlis of People's Deputies of district/town. Then the public is necessarily informed about the contents of the approved plan through mass media.

### ***Development program implementation***

Upon approval by the Majlis of People's Deputies of district or town strategic directions of development programs must be integrated in district/town activity plans and budgets (mid-term as well as annual). The program may also include branch and interindustry programs that are funded from the republican, oblast and district budgets. Integrated development program must necessarily reflect all programs funded from the local budget (if any). Upon the approval of district/town development program, adjustment of all previously adopted local level program is carried out in accordance with mid-term goals and objectives of the integrated development program.

Development program implementation begins with defining annual plan of activities for the current year (or next year if the plan is approved at the end of year). An action plan is drawn out for each year that is then approved by District or Town Chairperson. This plan included main strategic goals of the program, objectives and their indicators, planned activities, entities/persons responsible for these activities, and time frames (see Appendix 3 for an example of an annual plan).

### ***Monitoring and Evaluations***

For effective control, monitoring and evaluation (M&E) of development program implementations, it is necessary to think over and establish a system of monitoring and evaluation with wide involvement of local development stakeholders. Chapter 3 suggests some instruments for the M&E system.

*Figure 3* shows main stages of development programming process.

*Figure 3. Development programming process*



## PART 2. Elaboration of District/Town Development Program

### 2.1 General assessment of existing situation

This chapter contains very brief general description of the district/town on several issues including important information about geography, history, demography, social and economic situation. This chapter should contain general assessment of real status of the district/town development. In particular, the chapter should reflect important recent tendencies in district/town development (negative as well as positive), main causes of poverty and factors hindering social-economic development. Special attention is paid to sectors and sub-sectors that play an important part in district/town social-economic development. The information may be structures as following:

- **District/town administrative-territorial arrangement** (*one paragraph*). Administrative status of the district/town and its administrative-territorial division (number of jamoats in case of town and district, and number of mahallas in case of jamoat).
- **Historical-cultural context** (*couple of sentences*). Mention historical and cultural context of the district/town if it is important for the district/town development today.
- **Natural and climatic conditions and resources** (*1/3 of a page maximum*). Geographical location, natural and climatic conditions of the district/town (including peculiarities of life conditioned by geographical location or relief and/or climatic conditions, if any). Short description of the existing natural resources that are actually or potentially significant for district/town development.
- **Demographic situation** (*1/3 of a page maximum, if possible as a table*). Short description of demographic situation and tendencies for the last three years in relation to the following main factors:
  - Total number of population, natural population increase;
  - Number and relative density of rural and urban population of district (for towns and districts);
  - Number of households. Average number of members of households. It is recommended to provide this information in a table with breakdown of data by jamoats (for towns and districts);
  - Gender and age characteristics (population up to 16 years old, working age population and population of retirement age).
  - Migration processes. Short description of the situation and main tendencies in the area of labour migration. The description may contain the following information:
    - Brief characteristic, dynamics and reasons for today's labour migration (including positive and negative consequences);
    - Qualitative and quantitative aspects of remittances and their influence on households (including issues of employment and unemployment);
    - Social status of labour migrants and their family members (including issues related to relations between the authorities and migrants, in particular in the area of observance of human and labour rights, access to education, health and other socially importance services).
  - **Main social-economic tendencies** (*half a page maximum*). Short description of main tendencies in economy and social sphere. This description may contain the following information:
    - Population income level. Level of general poverty in district/town (in comparison with republic-wise) main reasons for poverty;



- Changes in general employment dynamics for the last several years. General structure of population employment;
- Total output of products and services in district/town. General information on district economy structure and leading branches (including main agricultural directions in case of districts). Level of investments.
- Very short description of main advantages and shortages of the district/town in terms of provision of social services to population (education, health care, social protection)
  - **Budget potential** (several sentences). Give a very short description of district/town budget, its potential and tendencies for the last few years.
  - **Availability of civil society institutions in district/town**, direction of their activities and outreach.

The second half of the chapter should reflect on the results of SWOT<sup>4</sup> analysis. SWOT analysis is an important tool of strategic development. SWOT analysis consists of identifying factors that facilitate or hinder district/town development. The factors are internal (so-called “strengths and weaknesses”) as well as external (so-called “opportunities and threats”) as shown in *Figure 5*.

*Figure 5* SWOT analysis

	Facilitating development	Hindering development
Internal factors	<b>S</b> Strengths	<b>W</b> Weaknesses
External factors	<b>O</b> Opportunities	<b>T</b> Threats

During SWOT analysis the factors significant for district/town development are identified. As a rule they are indicated in general description of the situation given earlier in the chapter (see *Appendix 4* for an example of SWOT analysis).

Results of the SWOT analysis need to be taken into account in the future when designing developing strategies as follows:

- Strengths. District/town development strategies should build on the identified strengths. These strengths should be used in full and their potential should be developed.
- Weaknesses. They need to be overcome and compensated.
- Opportunities. They should be used to the maximum for development of district/town internal capacities and potential.

<sup>4</sup> The origin of the method is attributed to A. Hamphry who used this method in the 1960s in research of development of corporations.

- **Threats.** Must be taken into account while designing strategies so that implementation of suggested strategies is not hampered by external factors that are outside of control of the district/town development actors.

## 2.2 Defining district/town development vision

Vision is a short and inspiring statement of how district/town development is seen in the future. The vision gives a compact description of situation that district/town wants to reach in foreseeable future. This image describes desirable future result without stating specifically how it will be reached.

Elaboration of a common vision is an important consolidating factor for combining efforts for achieving this vision by all district/town development actors.

The vision is elaborated by WG/DC after carrying out SWOT analysis. It may reflect strengths of district/town and its advantages, See *Box 1* for some examples of visions.

### *Box 2. Vision examples*

“District A – self-sufficient district of Tajikistan”

“District B – environmentally safe, tourist, cultural and historical center with European level of live, business and governance”

“District C – district with dynamically developing processing industry and developed agriculture where favourable conditions for private entrepreneurship and training of skilled work force are established”

“District D – achievement of sustainable development with consistent improvement of level of live based on innovative and investment-wise economy through uniting goals of communities, authorities and business for implementation of priority directions of district development”

Vision must be specific (i.e. take into account peculiarities of a particular district/town), clear and compact.

## 2.3 Situation analysis and strategies formulation in main development sectors

This chapter is dedicated to the situation analysis and formulation of district/town development sector specific strategies. It also suggests a way of situation analysis that takes into consideration important aspects from the point of view of MDG localization and the existing national development strategies. While performing situation analysis and designing a district/town development program it is suggested to take properly into consideration objectives and indicators linked to implementation and monitoring of national strategies on local level.

Besides, adequate attention should be paid to those sectors and areas whose advanced development will facilitate fast growth of district/town economy (so-called “growth points”) and that have a potential to “pull” development of other sectors and areas. It is important to pay attention to the fact that development of specific sectors will facilitate human development in general in district/town (i.e. social and gender equality, sustainable attitude to environment, etc.)

Sustainable development of agriculture, industry, small and medium business plays an important role in overcoming poverty. They are the main source of employment and income-generation for the population. Their sustainable development can advance the budget resource base and the budgetary resources are further re-distributed for “payment of social bills” and addressing pending district/town problems. Besides, healthy private sector, development potentials of which depend on general jamoat social-economic climate, may become a partner of local authorities for solving problems of district/town.

When talking about role of agriculture, industry, small and medium business in overcoming poverty, provision of employment and population income, it is also necessary to pay attention to positive aspects of labour migration. According to conclusion of multiple surveys, external labour migration, first of all, has an important economic importance for countries that export labour force as well as for recipient countries. Economic-wise remittances have an impact on decreasing of poverty levels, scope of unemployment, property inequality among households.<sup>5</sup> In this context they have an important significance for national and local economies as well as for economies of specific households. That is why it is suggested to analyze positive aspects of labour migration for local economy

When carrying out situation analysis it is important to take into account ecological aspects especially when developing program tasks and activities. Environmental factors may have a significant influence on all sectors but especially on agriculture, health, industry and infrastructure.

Ignoring potential environmental risks may have negative influence on local economy productiveness and population welfare. For instance, in the areas where economy has great dependence on agriculture such environmental factors as deforestation and land degradation lead to decreased land potential, crop yield, local budget revenues and food security. Poor sanitary and hygienic conditions and limited access of population to clean water are the main reasons for health problems and have indirect influence on fertility and economic potential. When planning infrastructure use of nonrenewable sources of energy is not a sustainable strategy and directly leads to such problems as deforestation, land degradation and air pollution. For manufacturing that depends on natural resources, protection and sustainable use of such resources is an integral condition for economic growth.

For these and many other reasons it is necessary to take environmental aspects into consideration during planning process.

After determining priority directions of jamoat development and detailed analysis of situation in key sectors it will be necessary to:

- Formulate general mid-term development goals for each priority sector/area;
- Develop specific objectives for the implementation of these strategies and progress/success indicators for each objective.

Formulation of goals is an important tool for achieving the vision. Goals may be qualitative and not necessarily quantitative<sup>6</sup> but at a later stage it will be necessary to develop qualitative indicators for them (as described below).

If possible, goals, objectives and indicators of strategic documents on all management levels must be oriented towards national goals and objectives (MDG, NDS, PRS). See *Appendix 5* for detailed information on main goals and objective of national level development.

For **formulating objectives and measures for their achievement (activities)** it is necessary to carry out comprehensive analysis of problems in each area. This can be done with the use of the “problem tree” method. This method is very easy to use. Its main value is that it allows for: a) distinguishing between the causes of problem and its consequences; b) systematizing causes of problem by establishing links among them.

Systematizing causes of problem makes it easy to identify a cluster of sub-problems, addressing which will facilitate solving of the main problem. Advanced analysis of sub-problems that was carried out during expanded consultations may result in identifying clusters that will become a good basis for formulating specific development objectives in a given sector.

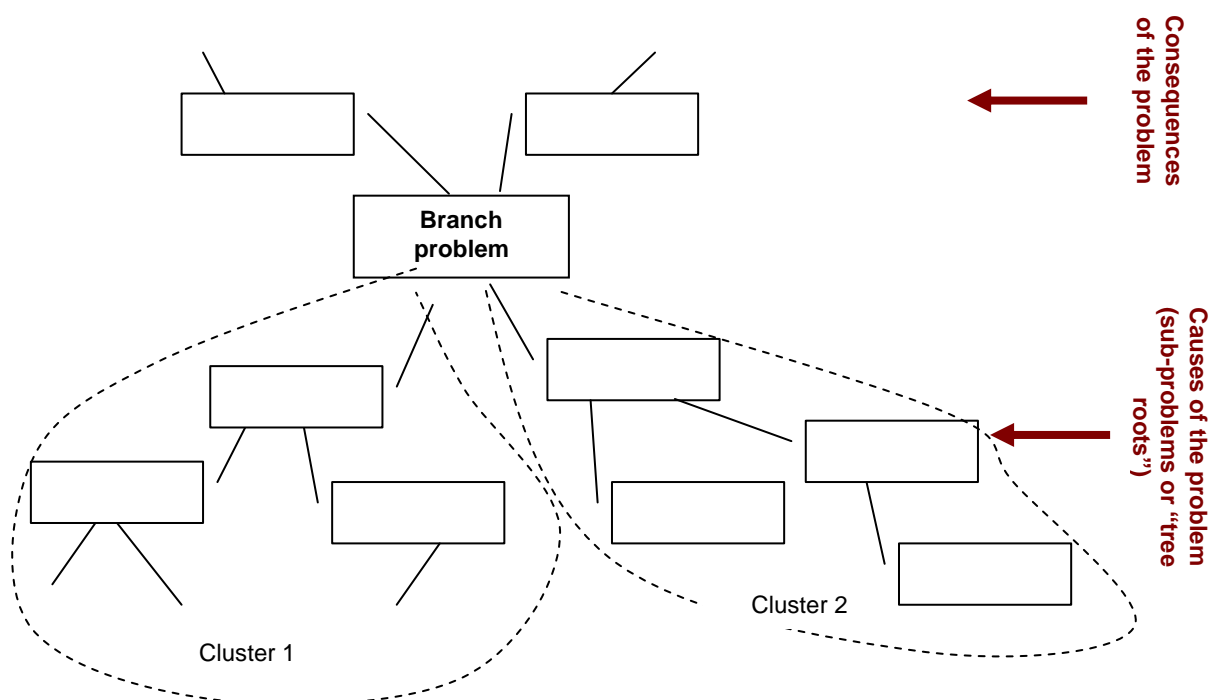
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<sup>5</sup> Survey report by J. Umarov – professor, doctor of economic sciences “Tajik labour migration in the conditions of global financial crises: reasons and consequences”, International Organization for Migration (IOM) in RT, Dushanbe, July 2010, p. 13

<sup>6</sup> An example of a qualitative goal: “To increase productivity of agriculture through increase in profitability and introduction of new technologies in the sector” or “To increase coverage and quality of basic school education.”

The method is demonstrated in *Figure 6*. *Appendix 6* contains some examples of problem tree for analyzing problems in various sectors.

*Figure 4. "Problem tree" method*



To ensure follow up of the progress or monitoring (for details see Chapter 4) in achieving strategic goals and objectives, it is necessary to identify a set of **effective indicators** that allow to judge whether the situation in a given area is improving. The indicators allow assessing whether goals and objectives set in the program are achieved and if opportunities for their implementation are created.

Selection of indicators for program implementation monitoring is an important process since objectivity of assessment and conclusions on the effectiveness of changes implemented in the framework of the development program depend on how indicators are identified.

Indicators may be:

- quantitative<sup>7</sup> and qualitative<sup>8</sup>,
- static (single-time measure)<sup>9</sup> or dynamic (over period of time)<sup>10</sup>.

Area-based development, as a rule, is characterized by an aggregate of quantitative (rarely qualitative) indicators that reflect status and dynamic of specific sectors. Qualitative indicators may be a good addition to the quantitative ones but they require more complex methods for estimation (for instance, research).

Therefore, after determining objectives for each strategic goal, it is necessary to identify several indicators that will allow to judge the achievement of the given goal. For each indicator its target value is determined, i.e. such value that should be achieved by the end of the program in case of its successful implementation and achievement of goals.

While **formulating indicators** it is important to keep in mind the following SMART criteria:

- Specific, i.e. clearly-formulated otherwise achieved results may be different from the planned ones;

<sup>7</sup> For instance, number of registered private enterprises

<sup>8</sup> For instance, introduction of tax benefits for small enterprises

<sup>9</sup> For instance, provision of schools with teachers or ratio of teachers per students

<sup>10</sup> For instance, growth of agricultural production volume

- Measurable, i.e. that can be practically measured. If the goals are not measurable it will be impossible to determine whether the result was achieved;
- Achievable, i.e. those that may be achieved;
- Result-oriented, i.e. goals must be characterized based on outcomes and not activities;
- Time specific, i.e. achievable within a specific time frame.

WG/DC are involved in defining indicators together with relevant specialists and representatives of the Statistical Agency. As a result 3-5 indicators are approved for each goal. It is recommended to select such indicators the significance of which is determined by the state statistical bodies and are updated in district/town database annually.

Development programs contain, at least, (a) initial (base) value of each of indicators at the beginning of the program and (b) target (plan) value of each of indicators at the end of the program. When developing annual plans, it is recommended to consider inclusion of interim values for indicators for the end of each year. This will help to follow up program implementation more accurately and adjust management decisions in case of divergence of current values from planned one in time. Indicators are measured once a year.

**Design of specific projects** aimed at achievement of strategic goals and objectives will be an important component of implementation of the jamoat development program. When designing development program it is suggested to formulate project ideas in a general way on one page as a general justification and project map that also includes assessment of its value). Defining projects and activities costs will help to carry out general assessment of financial cost of the overall development program. It is recommended to develop more elaborated project descriptions at a later stage when projects are prepared for implementation.

Determining measures and projects must foresee the process of assessment of its environmental influence. It is necessary so that from the one side the suggested measures and projects do not have negative environmental impact and climate change, and, from the other side, so that the environmental aspects do not have negative impact on project progress (See Appendix 19 for a detailed assessment of environmental influence).

Thus, the analysis of the situation should result into formulation of a logical chain consisting of goals, objectives, indicators and activities/projects for their achievement (as shown in Figure 5)

Figure 5. Logical chain for achievement of strategic goals



*Example 1*

<p><i>Increase agricultural production through increase of profitability and introduction of new technologies in the sector</i></p>	<p>1. <i>Increase level of effectiveness of agricultural land use</i></p> <p>2. ....</p>	<p><i>Creation of conditions for introduction of agricultural uncultivated land in circulation:</i></p> <p>1.1 <i>Inventory and identification of owners of uncultivated land</i></p> <p>1.2 <i>Optimization of land use system (adoption of local regulatory base, inclusion of investment areas for agricultural use into register, establishing of control system considering environmental requirements)</i></p> <p>1.3 <i>Training of land owners in effective and sustainable land use</i></p>	<p><i>Used agricultural land shares increased by 10% by year.... )</i></p>
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Sequence of chapter relating to situation analysis and identifying strategic goals and objectives may be determined by identified development priorities in a given rayon. WG/DC may also decide and chose sequence below.

1. Economy, including agriculture, industry, small and medium business;
2. Social sector, including education, health, social protection, culture and leisure;
3. Infrastructure, including drinking water supply and communal infrastrucutre, transport and communications;

As to integration of labour migration issues to the development program, it must be done step-by-step. The explanation is that is an innovative approach that is not put in practice anywhere else in the world. As migration is a “cross-cutting theme” affecting political, social and economic areas, it is necessary to take aspects of migration into account already at the level of general situation analysis. Such integration of migration purposes into the analysis will help to obtain general information about the situation and tendencies in the present-day labour migration from economic and social perspectives. It is necessary to identify and understand impact of labour migration not only from the economic standpoint but also define other, positive as well as negative aspects of migration processes that have direct connection with development issues.

### **2.3.1 Economy**

#### **Situation analysis**

It is recommended to start this chapter from general description that will help to understand district/town economy structure (possibly using diagrams):

- Local economy structure (by shares in employment structure, share of sub-sectors in total output of goods and services in district/town, by shares of taxes paid to the budget)
- Characteristic of main sub-sectors of economy, type of enterprises forming main economic sectors of district/town (including share of small and medium enterprises) and other characteristics that help to understand specifics of local economy. Role of labour migration in district/town economic development.

When analyzing district/town economic sector it is necessary to explore the existing and potential “economic growth points” that may be connected with already established traditions of economic activities and with new opportunities arising in connection with market economy development and regionalization of economic processes considering capacities of factories with minimum pollution of environment. Depending on peculiarities of local economies and identified “growth points”, the analysis of some sectors is provided further in this chapter. The order of sectors analysis will depend on their priority for district economy (sub-sectors that are not significant for economy of this town/district may be omitted).

For obtaining data and situation analysis in economic sector collaboration with employees of relevant department and units of town/district administration and in some cases oblast (for towns and districts of oblast subordination is necessary).

#### **A Agriculture**

It is recommended to structure situation analysis in the area of agriculture in the following way:

##### Land use structure and irrigation

- Total area of agricultural land and its shares in the total acreage. Disproportion (if any) in the acreage of agricultural land by jamoats (in case of districts and towns).
- Tendencies in land use for recent years and current structure of agricultural land use (may be presented as a table).

*Table example*

	Arable	Irrigated	Haymaking	Pastures	Orchards	Total
Agricultural land (ha)						
Relative weight (%)						

- Land ownership structure (based on land balance cadastre) and tendencies for recent years (public/collective, individual and households; employment – relative weight of men and women among owners of land plots).
- Capacity of irrigation systems including: conditions of irrigation systems; efficiency and effectiveness of the existing form of irrigation systems management<sup>11</sup> (forms of ownership and self-organization of consumers, losses inside system, issues of energy use effectiveness, costs recovery). Investments in irrigation systems and potential for increase of irrigated land shares in the total acreage of agricultural land. Use of soil-protecting irrigation methods and water-saving irrigation technologies.
- Status of land use and environmental aspects of land use. Situation with rehabilitation of eroded land (agrotechnical, forest reclamation and hydroengineering anti-erosion activities).

#### Agricultural production and agricultural income

- Share of agricultural production in the total volume of district/town output,
- Gross agricultural output of the district/town by sub-sectors and its place in agricultural area (tendencies for the last 3-4 years).
- Planted areas under main agricultural crops, output volume and yield (may be presented as a table)

*Table example*

		For 20..			% growth for the last 3 years		
		Acreage (ha)	Output (tons/thousand)	Yield (ton/ha)	Acreage (ha)	Output (tons/thousand)	Yield (ton/ha)
1	Fruits and vegetables						
2	Grain crops						
3	Industrial crops						
4	Forage						
Total sown area (ha)							

- Efficiency of agricultural production and profitability of cultivated agricultural crops.

<sup>11</sup> National policy orientation is transition towards integrated water resources management, i.e. management of water resources based on stock-taking of all sources of water and interests of all sectors of economy, and water users. To ensure environmental sustainability it is also necessary to introduce water-saving technologies of irrigation, maximum decrease of water loss and improvement of differentiated economic mechanisms for provision of water using services to economic sectors and population.

- Livestock production volume (population of cattle and poultry) and main tendencies for the last few years, in particular in relation to changes in indicators of cattle population and sale of agricultural produce, introduction of new high-yield breeds, etc. Analysis of situation and tendencies in such areas as apiculture, etc. (where appropriate).
- Analysis of main sources of population income in agriculture, including percentage of employed in agriculture by types of farms (collective and individual), including women.
- Influence of natural and climatic conditions (including climate change and emergencies) on agricultural output, including degree of risk connected to natural disasters (frost, hail, extended drought, flood, etc.)

#### Forms of agricultural organization, support services market and investments

To increase agricultural effectiveness and to increase rational use of productive resources, effectiveness of agricultural organization is very important as well as level of development of support services sector in agriculture (including provision with agricultural machinery, access of produces to product markets, access of credits, access to extension services, veterinary services and agricultural inputs, access to knowledge about sustainable land use including pasture use). Marketability of agricultural produce and availability of produce collection points, processing of agricultural produce on site, and development of value added chains are important for district economic development and poverty reduction in rural areas.

The following is suggested to analyse in this sector:

- Organizational effectiveness of agricultural production including relative weight of collective and individual farms (including relative weight of farms registered in women's name/headed by women). Analyze tendencies for the last few years.
- Availability of product markets for agricultural products.
- Percentage of growth of agricultural processing sector and development dynamic of this sub-sector in the district.
- Level and status of provision with agricultural machinery (may be presented as a table) including forms of ownership, and organizations rendering services on machinery lease. Analyze tendencies.
- Farmers access to extension services, knowledge about new technologies (including sustainable land use) and inputs (such as fertilizers, seeds, etc.). Organization of market for such services
- Access to veterinary services and anti-epidemiological status in cattle breeding areas; access to technical services in cattle breeding (extension services, artificial insemination, etc.)
- Provision of agricultural production with circulating assets, first of all, credits. Agricultural credits and access to credits (including relative weight of women and men who received credits for agricultural needs). Recent tendencies.
- Level of marketability of agricultural production (sum total of volume of sold, exchanged serviced and those paid for by agricultural products).
- Volume and type of investments in agriculture for the last few years. Comment on effectiveness of these investments, including from the point of view of sustainability.
- Susceptibility of agricultural sector to climate change.
- Volume of remittances used by families of labour migrants for satisfying their agricultural needs (small machinery, fertilizers, pesticides, etc.)
- Share of investments and migrants' revenue as a result of renting land plots and purchasing of land.



## **B Industry**

The following aspects will be important for analyzing situation in the sector of industry:

- The existing industrial enterprises by sectors. Weight of industrial enterprises in district/town budget revenue. Tendencies for the last few years.
- Level of industrial production (in-kind and in money terms). May be presented as a table.

*Table example*

#	Name of enterprise	Output in production terms			Output in money terms (thousand somoni)			
		Unit of measure	By year (for 3 years)			By year (for 3 years)		

- Number and relative weight of district/town population employed by industrial enterprises including women. Provision of enterprises with skilled labour (based on enterprises' data).
- Status of industrial enterprises (may be presented as a table).

*Table example*

#	Name of industrial enterprise	Specialization or type of produce	Full capacity	Used capacity	Status of innovations	Produce consumers

- Review of situation with provision of enterprises with raw materials, electricity, and availability of transport infrastructure for transportation of finished produce and import of raw materials, capacity assessment of marketability of produce on domestic as well as external markets (export potential) based on enterprises' data.
- Dependency of industrial production on neighboring districts (raw materials, labour, etc.)
- Accessibility of credits for industrial enterprises
- Investments for the last several years and their impact.
- Impact of industrial enterprises on environment including global warming. The issues that may be described here include direct impact on the environment as a result of increasing industrial initiatives leading to depletion of natural resources, such as processing of agricultural produce and industry development (i.e. brick making and bakeries), level of hothouse gas discharge by industries, discharge of industrial waste containing hazardous chemicals or substances, land use for industrial construction, urbanization as well as tendencies for intensification of industrial production.
- Unused district capacity for industrial production (including small industrial enterprises).
- Internal migration of population (mainly to industrially developed towns and district) and percentage of people engaged in a particular industrial area as a results of internal migration.

## **B Small and medium business**

Development of entrepreneurship is an essential conditions for economic development of any area. Growth on entrepreneurship is an important indicators of economic development in district/town that influences the general index of economic and entrepreneurial activities.<sup>12</sup>

To understand situation in the area of small and medium business development in the district it will be useful to analyze the following:

- General share of small and medium enterprises (SME) in gross volume of products and services produces on district/town level. Growth of wholesale and retail trade turnover.
- Role of small and medium business in the district/town economy structure in breakdown by sector (it is recommended to use the table below. In order to fill in the table assistance of district financial and tax bodies is necessary). Describe general tendencies of growth/decline of these indicators for the last few years.

*Table example*

Economic sector	# of registered SME		Employment		Significance for public budget (for the last year)	
	Legal entities	Natural persons	# of work places	Share in total employment	Thousand somoni	% of total volume of taxes received from SME
Agriculture including processing						
Industry						
Building						
Transport and communication						
Trade						
Services						
Property						
Financial services						
Other						
Total						

- Provision of population with personal services by small business (repair shops, hairdresser's, bathhouses, etc.)
- Tendencies in change of volume of private investments for the last few years.
- Number of newly opened and closed enterprises
- Percentage of women-directors of small and medium enterprises, and women-individual entrepreneurs.
- Access of SME and individual entrepreneurs to extension services.
- Access of SME and individual entrepreneurs to credit including among women-entrepreneurs.
- Support to SME and entrepreneurs rendered by authorities (programs and projects funded from public budget).

<sup>12</sup> Economic activity index is based on such general indicators as employment growth, level of population income, poverty level, etc. Entrepreneurial activity index is based on indicators of investments, rate of enterprises opening and closing down, growth of wholesale and retail trade turnover.

- Number/percentage of SME using environmental management standards or other measures to minimize negative impact on environment.
- Influence of labour migration on development of district/town entrepreneurship potential (including percentage of labour migrants who've returned and are engaged in small and medium entrepreneurship). Analysis of tendencies for the last few years.

It is necessary to note that the level of entrepreneurship is very sensitive to the level of organization of local management system. By its action or inaction the local authority may facilitate as well s hinder entrepreneurship development.

In this chapter it is also suggested to present the results of district/town business climate analysis for entrepreneurship development or the results of existing surveys (if any were carried out recently), or the results of round tables, seminars, focus-groups with entrepreneurs organized within framework of consultations for design of district/town socio-economic development program.

*Attachment 8* contains main features of business climate that is favourable for entrepreneurship development (business environment). It is recommended to use them for analysis of district/town business climate and also for further elaboration of objectives and measures aimed at its improvement. Business environment mainly depends on situation in such areas as:

- Tax environment (taxation system, flexibility, availability of tax benefits, etc.)
- Support of entrepreneurs by national, regional and local programs;
- Innovative climate (system for training and re-training of labor forces in demand by SME, business incubators, extension services);
- Investment climate (regulation of investments, attracting investment capital and credits);
- Availability of support infrastructure which is needed by a particular type of business (for instance, roads, transportation, communication, public utilities, etc.);
- Proximity of suppliers and consumers;
- Although characteristics of small business in Tajikistan do not include high mobility, quality of life (security, access to services, education, leisure, environment, etc.) play not the last role in selecting a plans for business.

## **B Financial sector**

- Development of banking infrastructure in district/town.<sup>13</sup>
- Status and capacities of credit institutions. Volume of credits, their direction and conformity with district/town needs.
- Investment potential of remittances and the existing financial products (services) for attracting resources. Financial education for recipients of remittances as well as bank employees regarding provision and efficient use of financial products being offered (loans, deposits, etc.)

## **Problems summary in economic sphere**

In this part one needs to provide a summary (in bullet points) of main economic, social and environmental problems of local economy resulting from the abovementioned analysis, including:

- agriculture,
- industry,
- small and medium business.

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<sup>13</sup> Development and self-sufficiency of banking sector plays an ever increasing role in economic development of territories in Tajikistan

## Strategies and objectives of economic sector

In this chapter the following is to be formulated in relation to the economy sector:

- strategic goals resulting from problem analysis;
- specific objectives for achieving each stated goal;
- activities that need to be implemented for achieving objectives;
- progress/ success indicators.

It is recommended to present this information as the form of the table (where information is organized by sub-sectors – agriculture, industry, infrastructure, small and medium enterprises, etc.)

Table 2 A

Summary of problems	Strategic goals	Objectives	Suggested activities/projects	Success indicators

Appendix 9 suggests several examples demonstrating development logic of these elements chain for the economic sector.

## 2.3.2 Social sector

### Situation analysis

#### A Education

Education is an important area for community sustainable development. One of MDG clusters is related to education. National indicators of MDG achievement in the area of education in Tajikistan are: a) total share of children covered by primary education, and b) literacy level among women and men of 15-24 years old. Main objectives of the national level are formulated as following:

- Ensure that children (girls and boys equally) can complete full course of primary school education;
- Achieve universal basic education (1-9 grades)<sup>14</sup> and eliminate gender misbalance in secondary education (1-11 grades)<sup>15</sup>.
- Eliminate gender inequality in primary and secondary education.

When analyzing situation in education, it is necessary to reflect on all main segments in the education chain, in particular pre-school education, secondary education, vocational and higher education.

It is suggested to start the analysis from the description of general situation with literacy in district and organize it as follows (where possible using figures and tables):

#### Total literacy

<sup>14</sup> After transferring of Tajikistan education system for 12-year education planned in 2016 (in accordance with the Concept approved by the Government on April 28, 2010) education grades will change: primary education – 1-5 grades, basic – 1-10 grades. In 11-12 grades it is planned to introduce in-depth studying of specific subjects and vocational training.

<sup>15</sup> Gender parity index is used for assessment gender inequality on national level. The index is calculated as a correlation between the value of selected indicator for girls and similar indicator for boys.

- Share of literate residents (15-24 years old), separate for men and women, i.e. people who can read (based on last census).

#### Pre-school education

- Number of places in kindergartens per child of pre-school age and level of kindergarten attendance (situation can be shown by jamoats).
- Main problems in case of lack of places or low attendance.

#### School education

- Total coverage of children of corresponding age with primary education. Involvement in primary education (1-4 grades), i.e. share of children who reached the last level (4<sup>th</sup> grade) among those who entered the first level of primary education (separately for girls and boys). Provision of schools with hot meals, level of attendance. Analyze main reasons of non-attendance and/or dropout.
- Total coverage with compulsory education (5-9 grades) of children of corresponding age. Level of attendance. Dropout ratio, reasons for dropout. All indicators must be broken out by gender for analysis.
- Total coverage with secondary general education (10-11 grades) for boys and girls. In case of gender differences possible reasons for this must be analyzed.
- It is also necessary to analyze what groups of population have more limited access to school education and what factors prevent such access (e.g. gender, well-being, language, remoteness, belonging to certain social groups, etc.)
- Dynamic of schools transfer to funding based on number of children attending specific school (that being a national goal). Expenses per student, comparison of this indicator with average district and/or republican indicator. In case of significant difference, provide explanation.
- Availability, conditions and equipping of schools especially in rural areas (premises, education base, textbooks, etc.)
- Provision of schools with teachers. Gender composition of teachers and their level of education.
- Status of Tajik language teaching especially in the areas of residence of ethnic minorities.
- Availability of special courses and quality of vocational training in secondary schools. Basic skills and knowledge received by students that are necessary for continuing education in vocational colleges.
- Provision of schools with computers (one can use “number of students per computer on different levels of education” indicator) and access to internet.
- Coverage of disabled children with education. Inclusiveness of education<sup>16</sup> or, in other words, integration of children with disabilities in main system of education (that being a goal of the National concept of inclusive education).
- Participation of students residing in a particular jamoat in various levels of Olympiads.

#### Vocational and higher education

- Dynamic of change of percentage among school graduates (girls and boys) entering or having entered institutes of higher education or vocational schools (for the last few years). Ratio of girls and boys entering vocational schools, colleges and institutes of higher education in district/town.

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<sup>16</sup> Inclusiveness of education is determined by UNESCO as a process of satisfaction of various needs of all students by reducing obstacles in access to educational environment as well as access within the educational environment. It is aimed at all children with special focus on those prone to marginalization and exclusion from education. Common goal is a school where all can participate and everyone is treated equally.

- Efficiency of vocational education (condition of facilities, connection between education and labour market, demand for education being offered / capacity, share of students employed).
- Assistance rendered to district girls and boys in continuing education (number of students studying by quotas or those who received assistance for continuing education through state, regional or local programs).
- Availability of entrepreneurs from district/town or diasporic business communities investing resources into vocational education (types of assistance)
- Quality and acknowledgement of professional documents of graduation by authorities and foreign employers in the country-recipient and significance of these documents for domestic employers in towns and districts.
- Availability of governmental certification of professional skills of teachers of vocational colleges and students – potential labour migrants.
- Availability of teachers and the level of attention to language courses and communication skills of students wishing to find employment abroad.
- Employment dynamic and return of young people who received higher and vocational education to villages and settlements.

## **B. Health care**

Improvement of situation in health care is another important factor in overcoming poverty and increasing well-being of population. The MDGs focuses on maternal and child health, and also on the issues of fighting with HIV/AIDS, tuberculosis, malaria and other main infectious diseases. Indicators for these areas must be reflected in analysis. To collect and analyze some data assistance from such institutions as rural hospital (SUB), SVA, maternal hospitals, registry offices, etc. will be necessary.

The analysis of situation in health care must be broken down to the following main issues:

### General situation

- The average life expectancy for men and women.
- Types of deceases wide-spread among population of the district/town and the reasons for this.

### Mother and child health

There is a need to assess the situation related to mother and child health, including the dynamics of situation development in regards of such MDG indicators as:

- Mortality level among the children under 5 (per a thousand of live births). Level of child mortality (per a thousand of live births). Share of children under 1, vaccinated from measles, diphtheria and polio (basic immunization).
- Share of children under 5 with underweight problems. Main problems with child nutrition.
- Level of maternal mortality (per 100 thousand of live births). Shares of deliveries assisted by trained staff. Access of women to antenatal care and professional obstetrical services.

### Infectious deceases

Review on fighting the main infection deceases, including the dynamics of situation development in regards of such indicators as

- Analysis of the dynamics of infection deceases for the last years. Special attention should be paid on MDG indicators on infection deceases:

- Number of the registered cases of HIV infection (the special importance is paid on the regions with high migration activity) and percentage of 15-24 years old from the total number of infected. Percentage of population living with HIV who need the ARV-therapy at the moment and getting it currently. Dissemination of HIV-infection among the injection drug users.
- Number of registered cases of HIV, STDs in breakdown by temporal features of migration (temporary, seasonal, pendulous) and by directions (external and internal migration, immigration). Indicators of health status of migrant and access to various health services. Quality of diagnostics and treatment. Brief description of situation and tendencies.
- Mortality level among migrants and their family members from illnesses in relation to HIV, tuberculosis, etc.
- Availability of friendly consultation offices in districts/towns. Types of assistance rendered to population and migrants, in particular, on the issues of HIV and STD. Quantitative indicators on appealability to friendly consultation offices and efficiency of extension services and direct help.
- Dissemination of tuberculosis and mortality level (per 100 thousand of population). Percentage of tuberculosis cases revealed and healed using the DOTS method).
- Dissemination of malaria and mortality level (per 100 thousand of population). Application of insecticide mosquito nets.
- Awareness of population on causes of infectious diseases and prevention measures.

#### Organization of health care system

- Condition of primary medical and sanitary care (PMSC), with the special focus on rural area, where the provision of access and interaction with hospital services are the priority direction. Dynamics of development and funding of PMSC in the district/town.
- Condition and effectiveness of management system and funding of the other district health care institutions (including polyclinics, ambulances, hospitals).
- Availability of skilled personnel in the primary and secondary health care levels especially in remote rural areas. Incentives methods for health care employees.
- Participation of private sector in the development of the district health care system.

#### **C Social protection**

In practical sense, social protection is the complex of target specific measures of economic, legal and organizational nature to support the most vulnerable population groups. The state forms of social protection traditionally include: provision of pensions, organisation of social services system and provision of social services, measure for provision of social benefits (provision of privileges, compensations, allowances and other) for socially vulnerable groups of population, including provision of affordable education and health care as well as ensuring the minimal income level.

During the transition to the market economy the special importance is paid on the life standard among the socially unprotected population. The assessment of life standard of these population groups should take into consideration their real purchasing powers.

The following blocks may be included in situation analysis in the sphere of social protection of population:

#### Ensuring the minimal income level

- Dynamics of growth or decreasing the level of official unemployment in the district including male and female indicators (segregated by senior and junior working age).

Share of women involved in non-farming sector (as one of the points to achieve MDG in Tajikistan). Effectiveness of the existing system supporting the unemployed.

- Minimal salary and distribution of salary level by the sectors of economy. Purchasing power of salary.
- Evaluation of labor migration scale and its role in ensuring the population income and dynamics of the last five years (including the gender specifics, «urban-rural» analysis, social problems related to the labor migration). Current system supporting the legal labor migration.

#### Housing

- Provision of population with housing.

#### Pension insurance and social services for aged people

- Volume and dynamics of pension payments. Purchasing power for an average pension.
- Effectiveness of the system of social services provision to lonely and elderly people living separately from their relatives.

#### Social services for disabled people

- Effectiveness of the support system and organization of aid to disabled in the district including their access to transportation means and other supporting equipment. System of support and education for disabled. System of support and education for disabled children.

#### Social protection of children

- Organizing the system of protection for children without parents care. Condition of special institutions where children without parents care live or/and receive education.
- System of protection for homeless children (where this problem exists).
- System of protection for children from poor families.

#### Social support to the poorest population

- Number of those need, type and volume of assistance provided.
- Assistance to people who need to be relocated (for instance, as a result of natural disasters, pollution that has impact on health, etc.)

Other marginal groups of population (if any) that need support. Social assistance rendered to them.

### **D Culture and leisure**

The level of organization of culture and leisure influences other factors of life quality, including education, health care, etc. This section analyses the organization of culture and leisure in the rayon by looking at the following:

- Availability and status of cultural and educational infrastructure (music schools, art schools, libraries etc).
- Availability and status of cultural and educational infrastructure (cinemas, clubs, especially in the rural area etc) and sport (sport-rehabilitation) infrastructure.
- Status of cultural heritage in the district (cultural monuments, museums etc). Development of tourism in connection with cultural heritage.

### **Problems summary in the social sphere**



This section resumes (bullet points) the main problems of social sector, resulting from the abovementioned analysis of situation in:

- health care,
- education,
- social protection,
- culture and leisure.

### **Strategies and objectives in the social sector**

This section defines the following for the «social sphere»:

- Strategic goals in accordance with the problems analyzed,
- Particular goals to achieve the set targets,
- Activities/projects to be implemented to reach the goals,
- Indicators of success/progress.

It is recommended to put these elements in the following table (where the information is available according to sub-sectors – health, education, social protection, culture and leisure):

*Table 2B*

<i>Summary of problems</i>	<i>Strategic goals</i>	<i>Objectives</i>	<i>Suggested activities/projects</i>	<i>Success indicators</i>

*Annex 10* suggests some examples demonstrating the logical chain of elements for the social sector.

### **2.3.3 Infrastructure**

#### **Situation analysis**

Infrastructure development is an important priority direction of the local social and economic development. Availability of well developed and accessible infrastructure is a vital condition for the successful economic activity and social comfort of the population.

#### **A Housing and communal services**

##### Water supply and sanitation

One of the MDG goals is related to ensuring population access to the safe drinking water and basic sanitary conditions, especially in rural area. This indicator requires special attention while analyzing the situation and developing the targets in this sector.

Drinking water is a strategic resource. Problems with its supply often related not so much to lack of the water resource, but rather to depreciation, poor operation or sometimes complete absence of water supply systems in place in many rural settlements, lack of water supply management system and institutionalization of potable water supply services. Reasons that influence the quality of potable water depend on correct water treatment and protection of manifold for external sources of pollution.

To identify problems in this sphere it is recommended to analyze the following aspects:

- Access to drinking water (for towns and districts this information must be provided with breakdowns by jamoats, and for jamoats – by mahallas). Provision of population with water (percentage of population) as a table reflecting the availability and types of sources of potable water and main problems with provision. Quality of drinking water disinfection, security of sanitary zones, water sources and water intake facilities.

*Sample of table*

Jamoat	% of population provided with drinking water	Main sources of drinking water supply and methods of water supply	Main supply related problems	Percentage of drinking water sources that meet the sanitary norms (according to the info by the sanitary and epidemiological control)

- Effectiveness of the existing management of drinking water supply system (including responsible organizations, property status and level of technical capacity, system of water use level, tariffs and percentage of payments collection). Population awareness about the water users' rights.
- Population's access to basic sanitary conditions. Existing system of sewerage, waste waters and purifying structures. Access to the sewerage system in the rural and urban area (percent of population having such access). Availability and condition of water purifying structures.

To define the problems in the area of other public utilities it is suggested to analyze:

#### Power supply

Lack of reliable power supply systems forces the majority of population to burn traditional biomass and use solid fuel for heating purposes. That influences quality of air in rooms and has a negative impact on life of rural population. That also results in deforestation of areas where people use wood for heating purposes.

Goal of national level – increase the power effectiveness in the housing sector.

- Population's access to electric power (table may be used). System of power supply management (including suppliers and their condition/capacity, infrastructure, losses in delivery, tariffs and payments, population debts, use of small HPS and renewable sources of energy).<sup>17</sup> Potential for using small HPS and renewable sources of energy in the rural areas.

*Sample of table*

Jamoat	% of population receiving power supply	Main types of power supply sources (including small HPS and alternatives)	Main supply problems	Situation with uninterrupted supply

#### Gas supply

In absence of natural gas or main pipe of gas supply (high or middle pressure) it is unrealistic to expect that local authorities can address the problem as this is outside their competencies. In other cases, when the rayon enjoys the opportunity to use the natural gas

<sup>17</sup> Small hydro energy, solar energy, biomass, wind, geothermal.

opportunities to increase access and expand the number of users (individual households and settlements), as well as to improve the quality of provision should be considered. Transfer to cleaner types of energy is one of the goals of the national policy.

- Population's access to natural gas. Main modes of heating, used by the population (including the effectiveness and possible impact on environment).

#### Other public utilities

- Access of population to other communal services
- Provision of houses with heating system
- System of collection, transportation and utilization of household waste (possibly situation by jamoats).
- Situation with beautification, planting of greenery and streets illumination.

### **B Transportation and communications**

Access to transportation means and communication is also a factor influencing the population's well-being. Poverty level, especially in mountain regions often relates to remoteness of settlements from the administrative centers (i.e. from economic, social and cultural infrastructure). Ensuring economic growth and improvement of life the population standards in Tajikistan increasing requires better coverage by good quality roads and effective transportation functioning. Access to Mass Media is also an important factor to include population into the information space. Population access to achievements of information and communication technologies is one of MDG goals.

This section suggests analyzing the following aspects:

- Access of the rayon population to road infrastructure. Condition and maintenance of roads. Roads development trends to in the course of recent years, including investments, repair and maintenance. Winter maintenance (passability of roads/ access of villages in winter season).
- Population's access to transportation services (public and private).
- Use of environmentally safe transportation means.<sup>18</sup>
- Emission of hothouse gas by transport (if any information is available)
- Number of landline and cell phones per 1000 persons.
- Population's access to Internet.
- Provision of public and social organizations with computers (per 1000 employees)
- Population's access to Mass Media and its coverage.

#### **B. Preparedness to natural disasters, their prevention and risk reduction**

In this part it is important to provide an analysis of the existing situation in district/town in the area of preparedness to natural disasters, their prevention and response. Considering that many regions of Tajikistan highly prone to natural disasters, it is important to pay attention to localizing state strategies on local level such as "National Strategy for Natural Disasters Risk Reduction" and "National Plan on Preparedness and Response to Emergency"

To identify the preparedness of the district for natural disasters, as well as planning of goals and indicators in this area it is important to analyze the following aspects (*Annex 12* suggests a check-list of measures regarding the preparedness of the district for the emergency situations):

- It is necessary to identify settlements and infrastructure facilities that are most prone to natural disasters, and the most vulnerable groups of population. It is necessary to

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<sup>18</sup> Level Euro -1 and higher

analyze the availability of infrastructure / structures for reduction of risks of natural disasters (for instance, availability of mud dams, high-water dams, hydraulic facilities for reduction of risk of natural disasters connected to water);

- Determine what economic or other activities of population and in what areas increase risks of natural disasters;
- Analyze availability of evacuation plans and lists of prevention activities for mitigation of possible consequences of natural disasters.
- Activities on preparation to natural disasters and emergencies, their preventions and response.
- To identify the preparedness of the district/town within its terms of reference on carrying out activities on preparedness to natural disasters, prevention and response (including availability of information about existing hazards in district/town with government structure and population; material and human resources for response to natural disasters, food stock, system of cooperation with the relevant structures participating in natural disasters and emergencies).

### **Problems summary in the infrastructure sector**

This section resumes (points) the main problems of social sector, resulting the abovementioned analysis in the field of

- drinking water supply and communal services/public utilities,
- transportation and communications.
- emergency situations.

### **Strategies and objectives in the infrastructure sector**

This section should define for the infrastructure sector:

- Strategic goals based on problems analysis,
- Specific objectives to achieve the goals,
- Activities/projects aimed at attaining objectives,
- Indicators of success/progress.

It is recommended to present these elements in the form of a table (where the information is available according to sub-sectors – ecology, preparedness for emergency situations):

*Table 2B*

<i>Summary of problems</i>	<i>Strategic goals</i>	<i>Objectives</i>	<i>Suggested activities/projects</i>	<i>Success indicators</i>

*Annex 11* suggests some examples demonstrating elaboration of logical chain of elements for the infrastructure sector.

## 2.3.4 Security of environment

### Situation analysis

Ensuring sustainable environmental security in the district includes complying with legislation requirements in the area of environment protection. Ecological aspects should be integrated into the sectors addressed by development program (see Chapter 2.3.5 on information on what stages and how this integration should be carried out). Thus, for example, irrigation and ineffective use of land resources in agriculture sector might lead to degradation of lands, lack of access to energy sources may lead to deforestation, and growth of industrial production to the air pollution. Soil degradation may, in its turn, have negative impact on land fertility and revenues of agricultural production sector. Integration of environmental issues in the local development plans and, correspondingly, to sectoral goals, tasks and projects allows not to lose focus on sustainable development and to bring closer the issues of socio-economic and ecology sustainability. Among the sectors most prone to environmental changes are agriculture, ore mining industry, forestry, fishery.

Nevertheless, there are some aspects that deserve special attention and that need to be reflected in a separate chapter of the development plan devoted to environment. This section suggests summarizing ecological problems in the jamoat and connection of environment and poverty.

To describe the ecological situation it is suggested to analyze the following:

- Main ecological problems in the including the main sources of environment pollution in district/town (air, water, soil) as well as risks in relation to climate change;
- Availability of forestlands and protected areas on the territory of the rayon and their condition in the recent years (reduction/expansion of forestlands, preserving the biodiversity etc).
- Main sources of pressure on natural resources (including minerals industry, desertification, illegal deforestation and poaching) and also resulting consequences (for instance, pollution caused by minerals industry, soil erosion, depletion of natural resources, loss of biodiversity);
- Main environmental factors influencing migration, health and labour productivity;
- Vulnerability of districts with regards to environmental hazards and risks of climate changes such as draught, flood, mudslides, etc.;
- Environmental reasons for malnutrition (for instance, infertile land, uncontrolled fishing)?
- Main environmental “assets” in jamoat, their current conditions and how they facilitate development of key sectors (i.e. agriculture, industry, infrastructure);
- Organization of system of ecological monitoring and control in the rayon and its effectiveness.
- Environment protection measures implemented on the territory of the rayon.

See *Appendix 19* for more detailed guidance on integration of poverty and environment issues into development plans.

### Summary of main problems in the sphere of «environment security»

Collection of statistical data on the main environmental issues defined during situation analysis requires enough time. After completion of the situation analysis and collection of relevant data (qualitative as well as quantitative), main attention should be paid to defining central problems in the area of environment protection, their causes and consequences using “problem tree” method (see *Appendix 6* for a example of problem tree in environmental sector).

In this section it is recommended to provide a summary (as a table) of main environmental problems, their causes and consequences.

*Table 2G*

Main Problem	Causes	Consequences

*Annex 13* suggests some examples demonstrating elaboration of logical chain of elements for this sector.

### **Specific strategies and target in environmental sector**

This section defines strategies regarding specific environmental issues that require special attention and that were not included (or could not be integrated) in the strategies for other sectors including:

- strategic objectives determined using “goal tree” method;
- prioritized goals/activities for achieving every set objective;
- activities that are to be implemented for achieving goals;
- success/progress indicators

It is recommended to present this information as a table.

*Table 2D*

<i>Summary of problems</i>	<i>Strategic goals</i>	<i>Objectives</i>	<i>Suggested activities/projects</i>	<i>Success indicators</i>

### **2.3.5 Resources for managing district/town social and economic development**

When examining the issues of sustainable development of areas one needs to talk about organizational indicators side by side with social, economic and environmental ones. organizational indicators characterize management and decision making system including using of resources and potential of areas that may be sustainable or unsustainable.

Success of strategic management of the process of local social and economic development and success in the implementation of a development program depends largely on ability of local authorities and their partners to mobilize and use the resources and potentials of the rayon: workforce, economic, infrastructural, budgetary and managerial. This section is focused on the latter two types of potentials/ resources.

It is important to carry out analysis of real capacity of this district/town as the development plans must be based not only on development needs but also on existing real capacities.

#### ***Management system***

The comprehensiveness and depth of local development plans, projects and changes, combined with the readiness of district/town authorities (social and psychological, legal,

organizational, technical, informational and methodological, etc.) for the practical implementation of plans and transformations are important indicator of local management capacity.

In order to identify objectives and measures for improving the management capacity in the rayon it is necessary to analyze the main components of management system such as:

#### Internal capacity

- System of long-term tasks distribution of tasks among departments and officials (terms of reference) for local social-economic development planning, implementation (including development and implementation of sector projects) and monitoring.
- System of information collection and analysis which allows to diagnose follow-up on situation in social and economic development of the district/town along with identified indicators (format and forms of data collection, data processing and data utilization in decision making, automation of the process and availability of adequate material and technical resources).
- Availability of technical basis and trained staff (admin staff and sector specialists) to develop, implement (including the development and implementation of sector projects) and monitor the social-economic development programs of the district/town.
- Organization of social partnership with private sector and civil society. System of communication and feedback among partners and with the population.

### External factors

- The main governance problems addressing which is beyond the competencies of district/town authorities but which are important to address for improving the process of social and economic development management.

### ***Fiscal and budgetary potentials***

Implementation of the integrated district/town development program is not feasible without availability of financial and budgetary resources and without integration of mid-term planning process into mid-term budgeting. Though involvement of extra budgetary funds is an important source of funding the rayon development program, counting merely on this source would be irresponsible and shortsighted.

It is suggested in this section to analyze the district/town fiscal situation, assess required financial resources for implementing the district/town development program and define sources of funding.

Following identification of all priority projects and preparation of short project descriptions with assessed budget (as suggested in *Annex 7*) it is necessary to define total financial resources required for the implementation of rayon development program and to analyze all possible sources of funding. Sectoral programs that are reflected upon in the rayon development program are planned for mid-term period and each of them should indicate the sources of funding. Below is suggestion of the table that reflects on funding sources.

*Table 3 Financial resources assessment for implementation of the rayon development program*

	.... year	..... year	..... year	Total
<u>Economic block</u>				
Total, thousand somoni				
Including:				
Local budget				
Population contributions				
Donors				
Private investments				
<u>Social block</u>				
Total, thousand somoni				
Including:				
Local budget				
Population contributions				
Donors				
Private investments				
<u>Security of environment</u>				
Total, thousand somoni				
Including:				
Local budget				
Population contributions				
Donors				
Private investments				



Other				
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Further it is necessary to analyze each source of funding.

The feasibility of the development program implementation is directly dependant on availability of funds for funding of planned activities, projects and programs. In this regards it is very important to assess and forecast funds that would be available in a mid-term perspective. Firstly, it is necessary to assess if local budgetary funds are sufficient to fund the development program according to the initial plan of activities and priority projects. To forecast the budgetary income it is necessary to review and analyze all types of revenue with no exceptions.

To forecast budgetary income in a mid-term period it is important to analyze not only tax revenues for the last 3-4 years, but also to take into account the percentage of regulated taxes transferred to the rayon local budget. Since the percentage of regulated taxes transfers is set by the Ministry of Finance for a short-term period only, it is important to consider trend changes (growth and decline) of all revenue in the rayon budget while forecasting its incomes (see *Table 4*).

It is necessary to identify and analyze the most significant tax revenues for recent years, as well as factors influencing tax collection and ways to increase tax collection levels.

*Table 4 Analysis of budget revenues by years (for the last 3 years) (thousand somoni)*

Наименование налогов (все виды налогов существующих в районе)	20..г.					20..г.					20..г.							
	Всего доход		% отчисления	Местный бюджет			Всего доход		% отчисления	Местный бюджет			Всего доход		% отчисления	Местный бюджет		
	План	Факт		План	Факт	% выполнения	План	Факт		План	Факт	% выполнения	План	Факт		План	Факт	% выполнения
			К I году						К II году									
<b>Всего:</b>																		

Apart from analysis of the revenues there is also a need to analyze the expenditure part of the budget, considering the functional and economic classifications separately (see *Table 5*).

*Table 5 Analysis of budget expenditures by years (for the last 3 years) (thousand somoni)*

Type of expenditures	20...				20...				20...				% of implementation	
	Planned	Actual	% of implementation	% from the total expenses	Planned	Actual	% of implementation	% from the total expenses	Planned	Actual	% of implementation	% from the total expenses	Third year to the first year	Third year to the second year

--	--	--	--	--	--	--	--	--	--	--	--	--	--	--

It is important to analyze the proposed (draft) budget for the forthcoming period in order to identify how priority projects of the strategic development program plan can be integrated into the budget. As a source of funding non-earmarked funds, additional budget revenues and reserved fund should be considered.

Also there is a need to do an inventory of all state the international programs implemented in the rayon and spheres of their activity and interest. For mobilization of external funding extra work needs to be done, including preparation of project justification, project proposals writing, search for donors and investors, etc.

**Objectives for improving resource base for social and economic development management**

In this section it is suggested to define the block of additional objectives for further capacity building of the district/town in the area of social and economic development management.

It is recommended to use the same table as the one used for planning the goals and objectives in other sectors:

Table 2E

Summary problems	of	Strategic targets	Aims	Suggested events	Indicators of success
.....		<i>Improve the rayon's capacity for managing the process of social and economic development</i>	<i>For «governance system»</i> .....		
.....			<i>For «fiscal and budgetary potential»</i> .....		

Annex 14 suggests some examples demonstrating elaboration of logical chain of elements for the development management component.

**2.4 Monitoring and evaluation**

Among important elements in the management system of district/town development program implementation is the system of monitoring and evaluation. It is designed to track progress and to analyze the results, as well as for identifying problems faced in the course of development program implementation and reflect on gained positive experience. The system of monitoring and evaluation will help to ensure close and constant linkages between local political decision making and their practical implementation.

In this chapter it is necessary to describe how the system of monitoring and evaluation of the district/town development program will be organized. There are various instruments of monitoring and evaluation that can be drawn upon (see details in Section 3). Selection of instruments may depend on the local conditions and preferences of the partners involved in the process of the development program elaboration and then in decision making on the monitoring and evaluation system.

The following aspects should be included into description of monitoring and evaluation system:

- Purpose and main principles of monitoring and evaluation system;

- Subject of monitoring and evaluation;
- Monitoring instruments (who, how and how often will conduct monitoring and evaluation);
- Technical and material support to monitoring and evaluation (means for collection and processing of information, organization of monitoring mechanisms, distribution of information, etc).

## **SECTION 3. Organization of the development program's monitoring and evaluation system**

### **3.1 Development programs and plans implementation**

To implement and monitor the development program a special body is established involving the executive authorities (including the representatives of statistic services), delegates of district/town council (in case of districts/towns) or jamoat council (in case of jamoats), private sector, civil society and jamoat local self-governments (in case of districts and towns) or mahalla councils (in case of jamoats), i.e. all main actors involved in the process of development program elaboration. It can be a newly created body (Coordination Council or other), or the mandate for coordinating implementation and monitoring of a district/town development program can be given to WG/DC that was responsible for coordination of the program elaboration. It is recommended that District/Town chairperson on economic issues (in case of districts of towns) and jamoat Chairperson or his/her Deputy on economic issues (in case of jamoats) heads this body.

Tasks and structure of this body are approved by the Resolution of the district Chairperson (in case of districts) or jamoat Chairperson (in case of jamoats). Example of such Resolution is available in Annex 15. The main activities of this body include:

- Coordination of efforts of all organizations and structures contributing to the implementation of the development plan,
- Further design of programs and projects of social and economic development in the frameworks of the integrated development program,
- Fundraising (mobilization of extra budgetary resources) as necessary,
- Monitoring of the implementation of development program implementation.

It is important for this body to have an operational group or a secretariat (or at least one person in charge) responsible for all operational and technical work, including the data collection, preparation of monitoring reports and adjustment of plans and programs.

Further detailed elaboration and implementation of specific projects in the framework of the district/jamoat development program will be the cornerstone of the development program or plan implementation. At the stage of development program elaboration, projects aimed to achieve defined strategic objectives are formulated in a rather simple form, one page format (as a justification and project map as described in Chapter 2.3). To implement the projects (and often to receive the funding from donor organizations) implies a need to prepare more detailed project documents. Preparation of particular project documents should involve relevant departments and specialists of district / jamoat administration and groups with a stake in a given project. However, coordination of this work and final responsibility for the product is levied on the operational group under the coordination body. Some projects also require fundraising, which requires also organization of work related to searching for donors' support.

### **3.2 Organization of constant monitoring mechanisms**

#### ***What monitoring implies?***

Monitoring is an integral part of management that implies constant supervision and analysis of activities and situation with the aim to track the changes. The idea of monitoring is to provide local authorities with complete, timely and credible information about the situation and processes in the area of social and economic development.

**Monitoring** of the development program means systematic collection and processing of data, that might be used to improve the process of decision-making, as well as to inform local community and to ensure feedback. Feedback to the main development actors and public is essential not only for increasing their awareness on development progress and problems faced in the implementation process but also for better understanding by managers what objectives,

indicators and measures need correction and what activities and projects need further enhancement for the more effective implementation of the development program or plan.

Monitoring serves the following functions:

- Identify progress in achieving the defined goals;
- Identify critical or changing environmental factors which require response or which imply a need to define strategies of dealing with them or to adjust plans;
- Find out how effective are the selected strategies set to achieve the goals;
- Determine compliance of development actors participating in the development program implementation to their obligations and agreements.

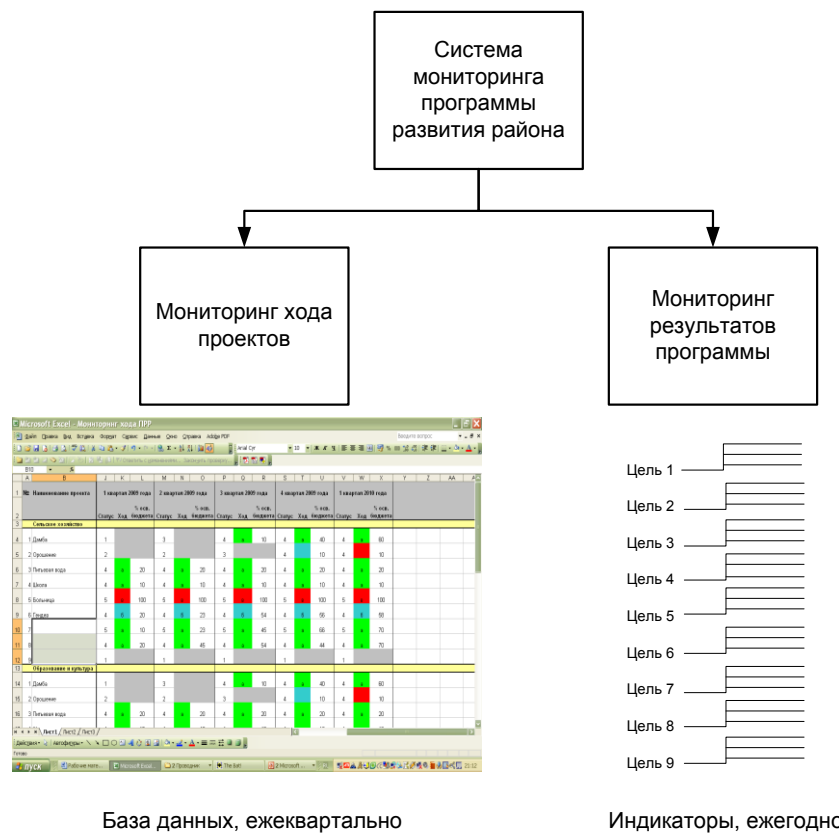
**Subject and principles of monitoring**

There is a distinguishing made in the monitoring of area-based development between comprehensive and problem-oriented monitoring. The goal of problem-oriented monitoring is to track development trends related to solving particular problem identified in the rayon/ jamoat development program that is important for the community and requires special attention.

Monitoring of the development program implementation is conducted at two levels (as shown on the Figure 5):

- First level is the level of achieving strategic goals, specified in the development program based on defined indicators;
- Second level is the level of achieving targets and indicators of specific projects elaborated in the framework of the development program.

Figure 5. Monitoring levels of rayon/jamoat development programs implementation<sup>19</sup>



<sup>19</sup> Adopted from A. Kuzmin, Program Monitoring. A Kuzmin, O Sallivan R., N. Kosheleva. (editing.) Program evaluation: methodology and practice. M. – Presto - RK, 2009, page.91

Thus, the monitoring of a development program results is based on the logic of moving from project to mid-term goals of the development program or plan.

*The subject of the development program or plan monitoring* are indicators (both qualitative and quantitative) identified for each strategic goals, as well as changes in the situation that requires response and corrections of objectives and/or activities.

For designing a system of development program or plan monitoring the following steps need to be undertaken:

1. Identify measurable indicators that will help to track strategic goals of the development program (as described in the Chapter 2.3);
2. Establish the sources of information on indicators (organizations, departments, persons and groups of persons, documents, etc);
3. Select data collection methods (if required, foresee additional monitoring related activities, like surveys or focus groups discussions/meetings, etc.);
4. Define frequency and schedule for data collection;
5. Appoint a focal point to receive the required information and agree with those who is supposed to submit the information;
6. Specify who and how will process and analyze the information received;
7. Plan how and to whom the monitoring data would be transferred as well as who and how will make a use of it.
8. Include monitoring related expenses into the program budget (if monitoring activities require costs).

Full-fledged monitoring that objectively reflects the situation and correctly diagnoses required changes should meet the following criteria:

- *Well-targeted*, i.e. the system of monitoring is oriented on addressing concrete objectives (including the managerial) identified in the rayon/jamoat development program,
- *Systemic*, i.e. monitoring should provide overview of situation in social, economic and other areas and reflect on their interrelations,
- *Continuous*, i.e. monitoring is an ongoing process that implies periodic data collection on ongoing changes,
- *Full and logically completed*, i.e. monitoring should include the obligatory stages of collection of information on predefined targets, analysis of this information and assessment (diagnoses) of the situation or problem,
- *Transparent*, i.e. monitoring should ensure transparency of information and publicity of monitoring results.

### **Organization of a monitoring system**

Implementation of all directions of social and economic monitoring implies organizational, technical, legal and financial provisions that depend on local specifics.

Informational basis for monitoring is the statistic databases of the local authorities, enterprises, and international organizations and projects, databases of specific ministries and institutions, databases of state statistics reports and surveys conducted by various actors. An important organizational condition for establishing an effective monitoring system is the system of primary data bases.

Financial support to the establishing and maintaining an effective monitoring system must come from both the budgets and as well as attracting alternative sources of funding.

Monitoring should be conducted by local authorities and should foresee involvement of various local development actors and public.

Monitoring of the development program implementation effectiveness and performance control can draw upon various **tools**:

- Directly by the management of the district or jamoat and heads of relevant departments (in case of districts and towns) or key specialists (in case of jamoats) in the framework of their administrative responsibility and in the framework of the existing system of internal control.
- By a specially established group authorized to control the development program implementation, monitor and evaluate the program implementation as described in Chapter 3.1 (this can be Coordination Council, WG, DC and other).
- The abovementioned group issuing annually a development program monitoring report annually (*Annex 16* provides some recommendations on the report format). Annual report should be discussed not only in the frameworks of this group but involve the community. This discussion may be organized using the same participatory mechanisms that are used during development program elaboration (round tables, community meetings, public hearings, etc.). Public hearings are among most widely used mechanisms (example of local regulatory bases on public hearings are available in *Annex 17*).
- Progress report for the previous year is discussed at the Rayon council meeting (in case of district or town) or Jamoat council meeting (in case of jamoat) that is held in the first quarter of the subsequent year. The council approves the monitoring report and action plan for the current year, and adjustments made based on the monitoring results.

The general coordination of monitoring over the development programs is made by the body responsible for the implementation of program monitoring (see Chapter 3.1). The operational group or specialist responsible for the operational activities plays special role in the monitoring system. They collect and store all the information related to the implementation of the development program; ensure timely sharing of this information with persons responsible for decision-making; and can always provide detailed information on the status of development program in general and specific projects in particular.

This group/specialist should work closely with the body responsible for the implementation of the development program, interact with the local departments of the State Statistics Committee, communicate with all projects implemented under the district/town or jamoat development program or plan.

Other tasks of the operational group/specialist related to the program progress monitoring also include:

- Coordinate information with State Statistics Committee regarding inclusion of development program indicators into the district database (on the basis of decree of district/town/jamoat authorities);
- Collect information on baseline and current status situations related to defined progress/success indicators;
- Formulate and maintain a table where all development program or plan indicators are registered;
- Prepare progress reports on achievement of the development program or plan goals;
- Adjust indicators as needed and based on the decisions of the body responsible for implementation and monitoring of the development program or plan,
- Provide information on development program or plan implementation progress to Mass Media upon the agreement by government.

A development program, as a rule, includes a wide range of projects. To monitor the development program or plan it is essential to obtain information regarding the implementation status of each project and whether project progress corresponds to its plan.

In the framework of their monitoring responsibilities, the operational group/specialist also:

- Collects information on projects,
- Collects and analysis the information on projects implementation status within the framework of development program or plan,
- Formulates and maintains a table on projects implementation status,
- Organizes the registration and storage of reports related to projects implementation in hard and electronic copies,
- On a quarterly basis or based on requests submits information on projects implementation status to direct supervisor or the body responsible for the implementation and monitoring of the development program or plan,
- Upon manager's request submits more detailed data on separate projects under the development program,
- Submits the information on the course of projects implementation to Mass Media upon coordination with management.

To ensure the collection of information by the operational group/specialist on the projects implementation under the program the district/jamoat authorities send letters to managers of relevant organizations stipulating their quarterly reporting obligations on the status of projects (suggested format for a standard project status report see in Annex 18).

Operational group/specialist stays in touch with projects, including conducting meetings, visits, phone conversations with project implementers. Special attention is paid to the projects on which full information is not available.

At the moment of program launch specific projects may be at various stages of project implementation cycle. Some projects are included into the development program without any funding guarantees with the hope that funding for their implementation can be mobilized late.

To monitor the project each project on the quarterly basis defines its status (see reflection of project status in the general table, *Scheme 5*):

- (1) not elaborated,
- (2) under elaboration,
- (3) elaborated but haven't started yet,
- (4) under implementation,
- (5) completed, and its status with respecting the plan:
  - (a) meet the plan or there are some minor deviations (green);
  - (b) there are multiple deviations from the plan that might lead to significant problems in project implementation (blue);
  - (c) there are some critical deviations from the plan, most likely the project results will not be achieved in the set term (red);
  - (d) is not implemented (grey), and
  - (e) completed (yellow).

Monitoring results of project implementation are defined mainly on the basis of quarterly project reports. These results are entered into the database on the quarterly basis and brought to the attention of the body responsible for implementation and monitoring of the development program or plan.



### 4.3 Evaluation

Evaluation, unlike monitoring that is an ongoing process, is conducted periodically, usually in the end or in the middle of the implementation of a mid-term development program. It aims at defining after a certain period of time how the implementation of the development program and achievement of its strategic goals influenced the sustainable improvement of the social and economic situation in the district/town or jamoat.

Evaluation takes into account the indicators, defined by the development program, but is not limited to assessing just them. During the evaluation

- Analysis is made over the more wide spectrum of indicators related to social and economic situation of the district/jamoat in general,
- Connection is made between the social and economic condition (progress) and process of development program implementation (since not all developments are related to the program or plan implementation).

Evaluation requires identification of evaluation methodology including the agreement on main parameters and methods of evaluation. Evaluation methods may include: study of statistical data, questioning and sociological surveys, interview with key actors and other instruments that allow collecting both qualitative and quantitative information. Evaluation may be carried out internally (i.e. by the specialist of organizations involved in development program implementation) or externally (i.e. by external specialists and/or organizations).

Evaluation requires professional approach and resources. As a rule for conducting evaluations professional and experienced organizations and specialists that are skilled with the methodologies of objective evaluation are hired.

# Annexes

**Appendix 1. Sample of a Decree on WG/DDC establishment**

Decree of .....(date) № .....

On establishment of Working Group for elaboration of mid-term district development program for the years ....

For purposes of carrying out mid-term district socio-economic development planning

1. Establish Working group for coordination of activities on development program elaboration with the participation of representatives of authorities, private sector and civil society consisting of:

Representatives of district public authorities

.....  
.....  
.....

Representatives of local self-government

.....  
.....

Representatives of civil society and local intelligentsia

.....  
.....

Representatives of private sector

.....  
.....

2. The Group will be responsible for the following tasks:
  - Coordinate work of program elaboration in general, including general as well as sectoral situation analysis, identification of sectoral problems, defining goals and objectives, design of measures and project for achievement of identified goals and objectives; identification of indicators for success monitoring and evaluation.
  - Ensuring wide participation of private sector and civil society in Development Program elaboration through establishing extended Initiative Groups for working on the Program, organizing consultations and meetings for discussion of relevant issues with organizations and population.
  - Organizing open public hearings of discussing the draft District Development Program.

3. Appoint Working Group secretariat for carrying out preparatory and daily activating and for ensuring effective work of Work Group (including processing of information submitted by Work Group and direct wording of Development Program in a single document). The Secretariat will consist of the following persons:

.....  
.....

4. Head of the Economic Development Department provides the space for Secretariat in the Department premises
5. Approve the attached plan of implementation of activities of elaboration of Development Program. Heads of relevant departments of district public administration must take necessary measures for implementation of the plan.

Chairperson of district public administration  
Date

**Appendix 2. Sample of WG/DDC work plan on District Development Program design**

<i>DP design state</i>	<i>Activity/ steps/ actions</i>	<i>Participants (who should be involved)</i>	<i>Time frame</i>	<i>Responsible persons</i>
1. General situation analysis	<ul style="list-style-type: none"> <li><input type="checkbox"/> Establishment of Work Group (WG) and its secretariat by the Decree of Chairperson (tasks, composition)</li> <li><input type="checkbox"/> SWOT analysis conducted by WG</li> <li><input type="checkbox"/> Description of situation in district is prepared by the Secretariat and SWOT analysis results are summarized</li> <li><input type="checkbox"/> Analysis of main development actors (significance/influence) is conducted by WG in order to identify whom to involve in DP elaboration and how</li> </ul>			
2. Development of Vision	<ul style="list-style-type: none"> <li>o WG/DDC defines working version of Vision (considering SWOT analysis results)</li> </ul>			
3. Development of strategic links of “problems-goals-objectives-measures/projects-indicators” for each sector	<ul style="list-style-type: none"> <li><input type="checkbox"/> Branch Initiative Groups (IG) are established involving main development actors</li> <li><input type="checkbox"/> Information is collected for each sector (according to items suggested in the Manual). Information is analyzed by IG (statistics, meetings and consultations with main organizations/groups for better understanding of situation/problems faced by the sector; SWOT analysis of sectors may also be carried out)</li> <li><input type="checkbox"/> Logical chain of “problems-goals-objectives-measures/projects-indicators” is developed by IG for each sector</li> </ul>			

4. DP formulation and endorsement	<input type="checkbox"/> The Secretariat summarizes materials in a single document <input type="checkbox"/> Coordination with Oblast Khukumat <input type="checkbox"/> Coordination with MEDT			
5. DP approval	<input type="checkbox"/> Approval by the Majlis of People's Deputies of city/district			
6. DP implementation and monitoring	<input type="checkbox"/> Assign body responsible for coordination of DP monitoring and implementation <input type="checkbox"/> DP integration into annual plans and district budget <input type="checkbox"/> Projects implementation <input type="checkbox"/> Monitoring (follow up on indicators – DP and projects; drawing up annual reports; review of results with wide participation)			

**Annex 3. Sample of the annual Development plan implementation (later on to substitute by the sample of the Tajik Jamoat plan)**

#	Name of the event	Term of implementation	Responsible for the event implementation
Sector of economy (agriculture)			
<b>Goal: Increase the agricultural productivity through improving the profitability and introduction of new technologies</b>			
<b>Target 1</b>	<b>Increase the utilization level of agricultural lands</b>		
1.1	Inventory and identification of owners of the waste lands	Up to March 1 2011	Land Committee/Department of the agriculture
1.2	Optimization of the land tenure system - situation analysis and discussion (round table) - development and endorsement of the normative documents - inclusion of the information into the register of investment platform for the agricultural use - development and adoption of the control system considering the ecological requirements	Up to February 15 2011 Up to April 30 2011 Up to July 1 2011 Up to December 1 2011.	Land Committee Land Committee / District Council Committee on Land issues Department of the agriculture Department of ecological control
1.3	Training of the land owners by the methods of effective and sustainable land use - development of ToR and conduction of tender for trainings - contracting the sub-contractor - training	Up to February 1 2011 Up to March 20 2011 Up to May 1 2011	Department of the agriculture
	''''''''''		
Social sector (education)			
Goal 1: Education meets the national standards			
<b>Target 1</b>	Investments into material and technical basis		
1.1	Establishment of at-home pre-school groups in the rural area - development and approval of standards for at-home children's groups (premises, sanitary and epidemiological norms , staff and professional level)	Up to February 1 2010	Department of education/ sanitary and epidemiological station/department of construction and architecture Department of education/

	<ul style="list-style-type: none"> <li>- contest among the teachers that have an opportunity to organize the at-home children's groups (contest announcement, forming of commission to assess the premises, evaluation of professional level, assessment of the required investments), selection of 3 candidates</li> <li>- formulation of three investment projects for at-home centers (investments, funding scheme with the partial self-repayment)</li> <li>- tender for repair and construction works at the selected premises</li> <li>- funding of the investment projects from the district budget and implementation of the repair and construction works</li> <li>- registration of at-home pre-school institutions</li> <li>- opening of the at-home preschool institutions</li> <li>- monitoring of the project</li> </ul>	<p>Up to April 1 2011</p> <p>Up to May 1 2011</p> <p>Up to June 1 2011</p> <p>Up to September 1 2011</p> <p>Up to September 15 2011</p> <p>Up to October 30 2011</p> <p>On-going</p>	<p>санэпидемстанция/ department of architecture (inter-ministerial commission)</p> <p>Secretariat of the District Development Council</p> <p>Department of education / department of construction and architecture</p> <p>Branch of financial department / Department of education / Sub-contractor</p> <p>Department of education</p> <p>Department of education</p>
<b>1.2</b>	<p>Major repair of elementary school in the A and B villages</p> <ul style="list-style-type: none"> <li>- preparation of project estimate documents</li> <li>- tender for the repair works</li> <li>- major repair and commission of projects</li> </ul>	<p>Up to February 15 2011</p> <p>Up to April 1 2011</p> <p>Up to September 1 2011</p>	<p>Department of education / department of construction and architecture</p> <p>Sub-contractor</p>
Sector .....			
	Goal .....		
<b>Target 1</b>	.....		

**Appendix 4. SWOT analysis sample: Pervomaysky District, Crimea, Ukraine (later on provide the Tajik example)**

<p><b>Strengths</b></p> <ul style="list-style-type: none"> <li>• Favorable geographical location; many sunny days per year</li> <li>• Availability of domestic natural resources and geothermal water;</li> <li>• Availability of North-Crimean canal;</li> <li>• Well developed road network;</li> <li>• Availability of highly skilled human resources;</li> <li>• Accessibility and transparency of authorities activities;</li> <li>• Diversified agriculture;</li> <li>• Availability of vacant investment sites; availability of entrepreneurial activities;</li> <li>• Availability of branch-wise programs (28);</li> <li>• Potential for attracting investments;</li> <li>• Availability of labor force;</li> <li>• Developed small entrepreneurship;</li> <li>• Ethnical tolerance;</li> <li>• Center for staff training on agricultural professions;</li> <li>• Availability of water supply system in settlements;</li> <li>• Developed communication means;</li> <li>• No sources of environment pollution in the district;</li> <li>• Network of educational, health care, and culture institutions;</li> <li>• Availability of vacant spaces for investors attraction;</li> <li>• Availability of arable land.</li> </ul>	<p><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>• Remoteness from sea ports, railroad and administrative center;</li> <li>• Area of insecure farming; prevalence of monoculture in crop sector;</li> <li>• Lack of wholesale market for agricultural produce; lack of processing enterprises; lack of budget-generation enterprises; lack of stockbreeding complex; weak material and technical base of farms; lack of service-providing agricultural cooperatives; lack of consultation center for small business development; expensive land; low entrepreneurial capacity;</li> <li>• Lack of funding for many adopted programs;</li> <li>• Lack of knowledge of modern technologies;</li> <li>• Aging of human resources; migration of human resources outside district; lack of professional education, training in work professions;</li> <li>• Population aging (27% of pensioners);</li> <li>• Low level of school education in native languages; insufficient coverage of children with pre-school educations; lack of children’s pre-school institutions in rural areas;</li> <li>• Weak material and technical base of social care institutions;</li> <li>• Large-scale deterioration of water supply and sewage network; emergency situation with treatment facilities;</li> <li>• Storage of unidentified and expired pesticides; unequipped rural landfills for domestic waste;</li> <li>• Lack of sewage network.</li> </ul>
<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Carrying out administrative-territorial reform;</li> <li>• Improvement and stabilization of normative-legal base;</li> <li>• Consolidation of political forces;</li> <li>• Legal support to small and medium business;</li> <li>• Availability of state special-purpose programs;</li> <li>• Development of new forms of management; attraction of investments;</li> <li>• Targeted social support of population;</li> <li>• Introduction of insurance medicine;</li> <li>• Preservation of cultural heritage of ethnical communities;</li> <li>• Improvement of skills level of human resources;</li> <li>• Increasing role of local self-government;</li> <li>• Capacity of introduction of new information technologies;</li> <li>• Introduction of scientific achievement in production;</li> <li>• Cooperation with international programs;</li> <li>• Improvement of environmental awareness.</li> </ul>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Political instability and corruption in the country; imperfection of regulatory base; insufficient control over laws observance; imposition of management decision from the “top”;</li> <li>• Lack of markets of products sale;</li> <li>• Crisis of financial-credit system;</li> <li>• Lack of efficient public policy on support of agricultural commodity producers; incompleteness of land reform, and random nature of ownership of land; low level of attractiveness of rural work;</li> <li>• Lack of funding of adopted social programs;</li> <li>• Use of obsolete technologies;</li> <li>• Lack of sufficient environmentally safe resources; environment pollution; improvement of quality of life of population; lack of system for waste disposal and processing; chemical plants in neighboring districts (Krasnoperekopsky District, Armyansk city);</li> <li>• High cost of modernization of means of production.</li> </ul>



## Appendix 5. Priorities of National Development Strategy of Republic of Tajikistan

The National Development Strategy priorities include:

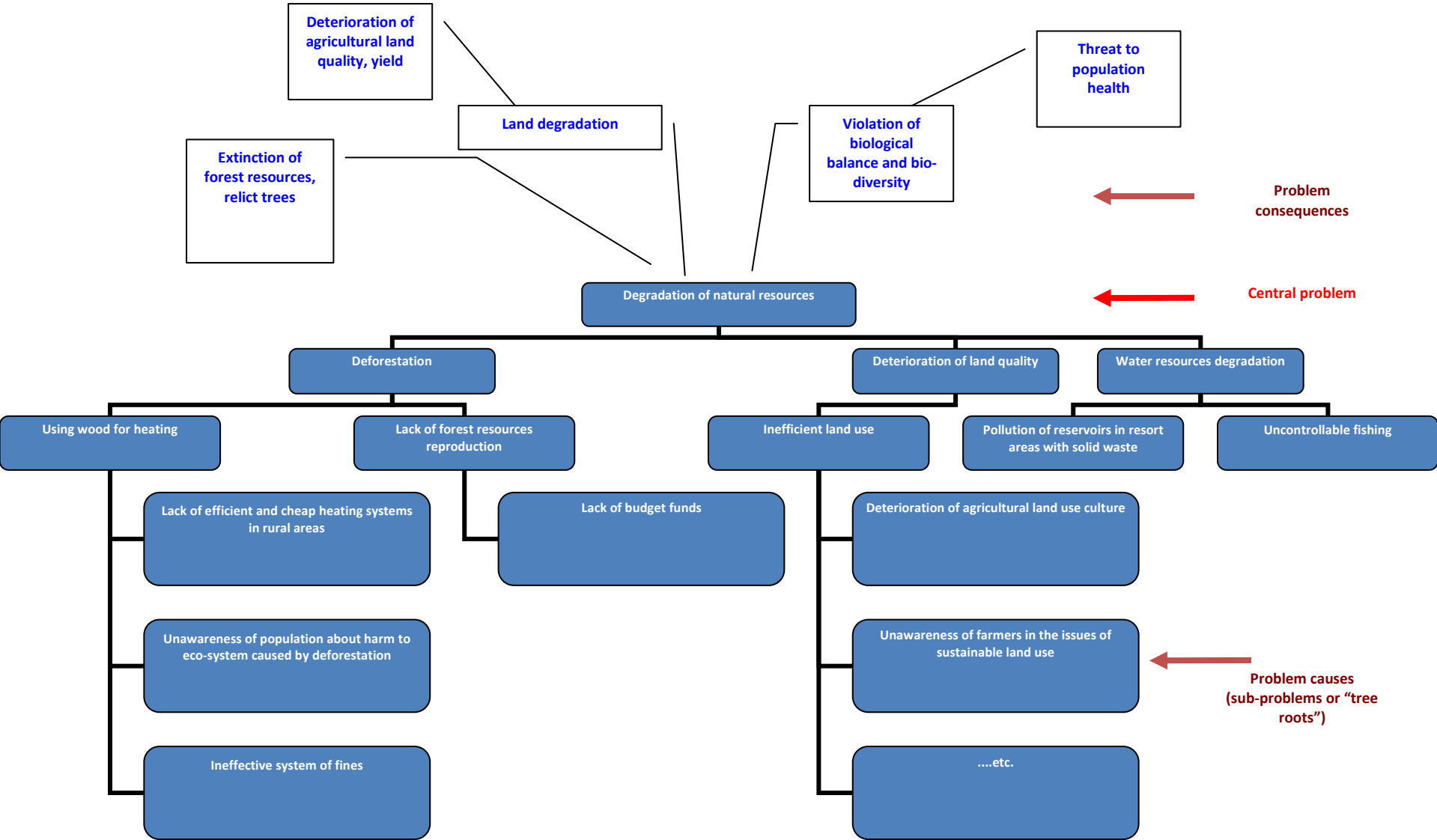
- Public management reform aimed at establishing of national development system. Its main features are transparency, accountability and fight corruption.
- Private sector development and attraction of investments based on expanding economic freedoms, strengthening right of property and legality, development of public-private partnership.
- Human capacity development aimed, mainly, at increasing volume and quality of social services provided to poor population and achievement of MDG, promotion of population participation in development process, strengthening of social partnership.

*Table of indicators of the National Development Strategy based on Millennium Development Goals*

<b>Millennium Development Goals</b>	<b>NDS indicator</b>	<b>2003</b>	<b>2010</b>	<b>2015</b>
1.Eradication of extreme poverty and hunger		64	48	32
	Malnutrition (children up to 5 yrs old, %):			
	-acute form	7,6 (2004)	5,5	3,8
	-chronic form	31,4 (2004)	26,0	20,9
	Iodine deficiency in population (goiter rate, %.)			
	-children under five	64,0	45,1	32,0
	-women of fertile age	60,0	42,5	30,0
	Anemia (%):			
	-children under five	37,0	26,5	18,5
	-women of fertile age	48,0	34,0	24,0
	Rate of vitamin A deficiency in children up to 5 years old, %	51,8 (2002)	36,4	25,9
2.Achieve universal primary education	Total indicator of school attendance by children ( %)	88,0 (2004)	91,0	99,0
	Literacy level in population 15-24 years old (%)	88,4 (2004)	95,0	99,1
3.Promote gender equality	Ratio of girls and boys at school (%):			
	primary (1- 4 grades)	52,0/48,0	52,0/48,0	52,0/48,0
	basic (5-9 grades)	54,4/45,6	53,4/46,6	53,0/47,0
	in 10-11 grades	53,5/46,5	53,4/46,6	53,1/46,9
	Ratio of literate women and men 15-24 years old (%)	98/100	62	29,6
4.Reduction of child mortality	Infant mortality (per 1000 live births)	891	62	29,6
	Child mortality under five (per 1000 live births)	1182	75	39,3

5.Improve maternal health	Maternal mortality (per 100 thousands inhabitants)	1203	70	30
6. Combat HIV/AIDS, malaria and other diseases	HIV/AIDS (total number of patients)	5064 (2005)	2500	He бoлee 6.800
	Malaria morbidity rate (per 100 thousands inhabitants)	37,4 (2005)	20,0	15,0
	Tuberculosis morbidity rate (per 100 thousands inhabitants)	177 (2005)	145	125
	Helminthiasis morbidity rate (per 100 thousands inhabitants)	292,9 (2004)	He бoлee 292,9	198
	Level of immunization of children under one (%)	93	95	98
	Measles morbidity rate (per 100 thousands inhabitants)	0 (2005)	0	0
7.Ensure environmental sustainability	Share of population using solid fuel (%)	32,2 (2002)		
	Access of urban population to safe water (%)	93 (2004)	96	97
	Access of rural population to safe water (%)	47 (2004)	64	74
	Access to main sanitary appliances in urban areas (%)	23 (2004)	47	50
	Access to main sanitary appliances in rural areas (%)	5 (2004)	37	65

Appendix 6. Sample of problem tree (environmental sector)



## Annex 7. Project map

<i>Project title</i>	
<i>Sector</i>	
<i>Strategic goal, objectives and indicators to which the project contributes</i>	
<i>Brief justification of project importance to achieve the strategic goal and objective</i>	
<i>Organizations/groups, that should be involved in project implementation</i>	
<i>Target groups (type, number of people, benefiting the project results)</i>	
<i>Basic activity required to implement under the project</i>	
<i>Main indicators of project success</i>	
<i>Project cost</i>	
<i>Sources of funding</i>	
<i>Main implementer of the project and partner-organizations</i>	

**Annex 8. Main characteristics of business environment, favorable for entrepreneurship (business climate)**

<i>Integral parts of business climate</i>	<i>Qualitative characteristics of favorable climate</i>	<i>Quantitative parameters</i>
1. Tax environment	Accepted and stable	Number and tax rate in comparison with other regions/districts
2. Payments and tariffs, regulated by the local authorities	Low	Tariffs for public utilities and other services related to the factors of production/business in comparison to the other regions/districts
3. Economic management	Does not restrain the production development/business	Duration and cost of registration procedures and licensing
4. Ecological regulation	Does not restrain the production development/ business management	Local ecological norms in comparison to the other regions/districts
5. Labor resources	Educated, diligent, inexpensive	Education level among the working able population, average salary rate by profession
6. System of personnel development and selection	Developed and support by the local authorities	Number and capacity of organizations that ensure the vocational training, cost of trainings
7. System of information security and training of entrepreneurs and managers	Accessible	Capacity of organizations providing the trainings for entrepreneurs, cost of services
8. System of general business services (banks, consultations)	Accessible	Capacity of organizations, providing services for business
9. Investment assets and credits	Accessible	Rate of long-term credits, number of banks and investment funds, credit organizations
10. Export barriers	Absent or low	Export duties, time for processing of customs documents
11. Programs to support the entrepreneurship	Effective	Volume of the available benefits, real activity of authorities to support entrepreneurship
12. Benefits for investing enterprises	Significant	Part of investments subsidized by the support programs; benefits to investors
13. Land plots and production premises	Available and not expensive	Time, spent for land registration, land value; cost of premises' rent
14. Mutual cooperation of business structures	Transparent, fair and friendly	Number of associations and clubs of entrepreneurs, joining conditions, impact on authorities
15. Image, prestige of the area	Favorable	Number of branches of international firms, banks, trade representations, international contacts
16. Local authorities	Accessible for contacts and ready for cooperation	Time, required for discussions/approvals Availability, volume and frequency of non-formal

		payments (minor corruption)
17. Security situation	Under control	Security expenses and relevant payments
18. Political situation	Stable	Probability of political policy change
19. Cost of living (housing, goods and services)	Adequate	Prices for housing, cost of goods basket
20. Quality of life (culture, sport, environment, security, education, communication, service)	High	Social infrastructure security, population structure by income and type of employment

**Annex 9. Sample of logic chain for economic sector**

<b>Problem</b>	<b>Strategic goal</b>	<b>Target</b>	<b>Measures/activity (that would further be transformed into projects)</b>	<b>Indicators (index) of success</b>
<i>Insufficient level of agriculture production activity (gardening and viniculture)</i>	<i>Increase the agriculture productivity through improvement of profitability and introduction of new technologies</i>	<p>1. Increase the level of use of agricultural land</p> <p>2.....</p>	<p>1.1 Inventory and identification of uncultivated agricultural land owners</p> <p>1.2 Optimizing the system of land use in the rayon (adoption of local level regulations, introduction of information into the register of investment areas for agriculture use, organization of control system considering the ecological requirements)</p> <p>1.3 Training of land owners on the methods of effective and sustainable land use</p>	<i>Increase the share of used agricultural land for 10% by 2015.</i>

**Annex 10. Sample of logic chain for social sector**

<b>Problem</b>	<b>Strategic goal</b>	<b>Target</b>	<b>Measures/activity (that would further be transformed into projects)</b>	<b>Indicators (index) of success</b>
<i>Poor quality of education and insufficient coverage due to deficient material and technical base and deficient funding of education</i>	<i>Reach compliance of educational services with the national standards</i>	<p><i>1. Make investments into material and technical base</i></p> <p><i>2. Attract young qualified education professionals</i></p> <p><i>3. Ensure full coverage of children of relevant age by primary and secondary education</i></p>	<p><i>1.1 Open home-based care centers for preschool children in rural area</i></p> <p><i>1.2 Conduct the capital repair of primary schools in villages A and B</i></p> <p><i>1.3 Update the educational facilities in secondary schools (furniture, equipment, visual aid and training materials)</i></p> <p><i>1.4 .....</i></p> <p><i>2.1 Program to provide the young teachers with land plots</i></p> <p><i>2.2 Housing credit for the youth</i></p> <p><i>3.1 Information campaign for parents (focus on school attendance by girls)</i></p> <p><i>3.2 Revealing the cases of non-attendance and working individually with parents</i></p> <p><i>3.3 .....</i></p>	<p><i>Minimum 80% of children of preschool age has places in kindergartens and home-based care centers, attendance level is minimum 70%</i></p> <p><i>100% coverage by the primary and secondary education of the children of the relevant age</i></p> <p><i>Minimum 95% of qualified teaching staff in the primary and secondary schools</i></p> <p><i>70% of schools in the district have satisfactory educational base</i></p>



**Annex 11. Sample of logic chain for infrastructure sector**

<b>Problem</b>	<b>Strategic goal</b>	<b>Target</b>	<b>Measures/activity (that would further be transformed into projects)</b>	<b>Indicators (index) of success</b>
<i>Lack of access to drinking water and poor water quality</i>	<i>Increase the access to drinking water and improve the quality of water</i>	<p><i>1. Construct and reconstruct the system of drinking water supply</i></p> <p><i>2. Improve the system of drinking water supply management</i></p>	<p><i>1.1 Development of project estimate documents and construction of water supply system in Nizovka and Verhovka settlements</i></p> <p><i>1.2 Replacement of depreciated equipment of pump stations in Ying and Yang settlements</i></p> <p><i>1.3 Assessment of condition and construction of sanitary zones at the sources of drinking water supply</i></p> <p><i>1.4 .....</i></p> <p><i>2.1 Organization of water users associations in the rural area (awareness campaign, registration, training)</i></p> <p><i>2.2 Reconsideration of tariffs for the drinking water (differentiation of tariffs depending on the prime cost of water)</i></p> <p><i>2.3 Introduction of energy saving technologies in the sector (regional program of energy saving)</i></p> <p><i>2.4 Broadening coverage with the system of water use measurement system in urban area (installation of water meters, stimulation of postponement payments)</i></p>	<p><i>Minimum 80% of rural population has access to clean drinking water by 2015</i></p> <p><i>Increase the water payment collection minimum for 20% by 2015</i></p> <p><i>Minimum in 70% of villages the associations of water users are functioning by 2015</i></p>

## **Annex 12. Check list on measures to prepare the district for emergency situations**

- Identify settlements exposed to natural disasters;
- Identify list of households to be relocated and evacuated from the hazardous areas;
- Analyze data on the damage caused by natural disasters by sectors (education, health care, agriculture, construction and industrial infrastructure etc);
- Identify the most vulnerable level of population;
- Make a list of preventive measures to mitigate the possible consequences of natural disasters;
- Identify the system of management and response to natural disasters and emergency situations;
- Identify the capacity of the region to conduct the preparedness events to natural disasters, prevention and response;
- Assess capacity of international organizations implementing the activity in the region;
- Assess capacity of unmilitary structures, rescue teams and existing system of communication and information in case of emergency situations.

**Annex 13. Sample of logical chain for ecology sector**

<b>Problem</b>	<b>Strategic goal</b>	<b>Target</b>	<b>Measures/activity (that would further be transformed into projects)</b>	<b>Indicators (index) of success</b>
Degradation of natural resources	Decrease the natural resources degradation rate (forest, land, water)	1. Preserve and increase the forest resources  2. ....	1.1 Program of reproduction of forest resources involving population (labor) and private sector (seedlings) 1.2 Introduction of strict measures to punish the cases of illegal logging (increasing of penalty rate) 1.3 Re-organizing the system of storage and distribution of fuel-timber for heating reasons (toughening the control) 1.4 Information campaign involving Mass Media regarding the damage caused by the deforestation 1.6 Propaganda and introduction at the pilot basis of alternative systems of heating and energy saving technologies	Increasing of forest volume minimum for 5% by 2015

**Appendix 14. Sample of logical chain for management component**

<b><i>Problem</i></b>	<b><i>Strategic goal</i></b>	<b><i>Objectives</i></b>	<b><i>Measures/activities (that will later transform into projects)</i></b>	<b><i>Indicators (Success indicators)</i></b>
<i>Insufficiently developed capacities of local authorities in managing socio-economic development</i>	<i>Build capacity of local authorities in socio-economic development management</i>	<p><i>1. Improve system of data collection and analysis</i></p> <p><i>2. ....</i></p>	<p><i>1.1 Computerize system of statistical data collection at the jamoat level (part of National Program of the State Committee of Statistics on computerization)</i></p> <p><i>1.2 Improve the existing system of data collection so it corresponds to the Development Program monitoring requirements; input of additional information by agreement with Goskomstat.</i></p> <p><i>1.3 Train jamoat-level professional statisticians to operate the new system</i></p> <p><i>2.1 .....</i></p>	<p><i>All jamoats in the district use improved computerized system for statistical data collection</i></p> <p><i>.....</i></p>

**Appendix 15. Sample of Decree on establishing body responsible for coordination and monitoring of DP implementation**

Decree of (date ..... # .....

On establishing Coordination Council for District Socio-Economic Development of district/city Program Implementation and Monitoring

For effective implementation and monitoring of District Socio-Economic Development of district/city Program for .... (year)

1. Establish Coordination Council with the participation of the representatives of authorities, private sector and civil society comprising of:

Representatives of district/city public authorities

.....  
.....

Representatives of local self-government

.....

Representatives of civil society and local intelligentsia

.....

Representatives of private sector

.....

2. Entrust Deputy Chairperson of District Public Administration ..... with duties of Chairperson of Coordination of district/city Council
3. The Group is to carry out the following tasks aimed at coordination of District Development Program implementation for .... (year).
  - Drawing up and approval of mid-term and annual plans (general and sectoral) for Program implementation;
  - Integration of the Program implementation plan into annual plans and district budget;
  - Design of specific projects aimed at the Program implementation and achievement of set objectives;
  - Attracting donors and mobilization of off-budget means for funding of projects within framework of District Development Program;
  - Monitoring of the Program implementation and carrying out specific projects;
  - Drawing up annual monitoring reports and preparation of open public hearings on results of District Development Program implementation;
  - Submitting information to public and all stakeholders on District Development Program progress for .... (year).
4. Appoint Coordination Council secretariat for carrying out preparatory and day-by-day activities; ensuring effective work of the Council. The Secretariat consists of the following people:

.....  
.....

5. Head of Economic Development Department must assign an office for the Secretariat on the Department premises.
6. Head of Finance Department must allocate funds for funding the Secretariat work.
7. Heads of all Departments must render all possible assistance for support of Coordination Council work.

Chairperson of district public administration

Date

## Appendix 16. Suggested Form for Annual Development Program Monitoring Report

### Monitoring Report

#### Progress in the implementation of the district/city Development Program for years ...

#### Situation for the year .....

- |   |   |
|---|---|
| 1. Introduction                                     | Brief description of main events and aspects that were important for the development of the rayon during the last year, including important situation changes inside the rayon (if any) and new external factors (if occurred) that influenced or may influence the implementation of the Development program |
| 2. Review of progress in the Program implementation | Table with sector goals, objectives, activities/ projects and indicators, and information on their achievement  |
| 3. Funding of the Program implementation            | Table with the planned funding for the Program and actual funding allocations/ implementation   |
| 4. Required modification                            | Justification of needed changes/ modifications in the Program (if such required)  |
| 5. Work plan and budget for the current year        | Detailed plan and budget for program implementation in the current year   |

## Appendix 17. Example of the decree on Public Hearings in district (town) and jamoats included in its composition

### REGULATIONS ON PUBLIC HEARING

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*District name*

#### **Chapter 1. General Provisions**

##### **1. Object of Legal Regulation**

The present Regulations define the procedure of organizing and carrying out public hearings in the district of \_\_\_\_\_, hereinafter the District, and territorial-administrative units included into it, hereinafter the Jamoat.

##### **2. Legal Foundation for Public Hearing**

The Law on \_\_\_\_\_ and the present Regulations serve as a legal foundation for carrying out public hearing in the District and the Jamoat.

##### **3. Terms and Definitions used in the Present Regulations**

3.1. The public hearing - one of the forms of direct participation of population in local governance.

3.2. Territory of carrying out public hearings - territory of district or a corresponding jamoat and also a settlement, part of settlements, other territory where public hearings are carried out in accordance with the present Regulations and local legal deed on administering public hearing.

3.3. Organizer of public hearings (hereinafter the Organizer) – district state administration body (in case of district) or local self-government body (in case of jamoat), a public officer, relevant commission / work group, or other body established for the purpose of preparation of project/program submitted to public hearing.

##### **4. Period of carrying out public hearing**

Public hearings are carried out within 30 days after adopting a local legal deed on administering public hearings.

#### **Chapter 2. Issues submitted to public hearing**

##### **5. Issues compulsorily submitted to public hearing**

The following issues are compulsorily submitted to public hearing:

1. drafts of district and jamoat development programs and plans;
2. draft of decision on local budget for next fiscal year and draft of decision on approval of report on local budget implementation;
3. drafts of master plans of territorial units included in district compositions, draft of changes made to the above plans;
4. draft of land using rule and development of district and jamoat territory, draft of changes made to the above rules;
5. issue of granting a permission for a conditionally permitted type of land plot use or object of capital construction;
6. drafts of territory planning and drafts of land surveying of territories prepared as part of documents on territory planning;
7. drafts of local legal deeds on establishing tariffs for public utilities, payments for housing.

##### **6. Other drafts of local legal deeds submitted for public hearing**

Other drafts of local legal deeds may be submitted to public hearing upon the initiative of population of Chairperson of district state administration (in case of district) and Jamoat Chairperson (in case of jamoat).

### **Chapter 3. Guarantee of rights of citizens for participating in public hearing**

#### ***7. Right of citizens for participation in public hearing***

Persons residing on the territory where public hearing is carried out who reached 16 years of age by the date of public hearing have a right for participation in public hearing.

#### ***8. Right to initiate public hearing***

Citizens of Republic of Tajikistan residing on the territory where public hearing is carried out who reached 18 years of age by the date of putting forward an initiative on carrying out public hearing have a right for putting forward initiative on carrying out public hearing following the procedure set forth in the Item 14 of the present Regulations.

#### ***9. Guarantees of early notification***

9.1. Persons indicated in Item 7 of the present Regulation are guaranteed early, not less than 10 days in advance of public hearing, notification of forthcoming public hearing.

9.2. Notification is carried out through publishing (promulgation) of a local legal deed on administering public hearing in mass media following the procedure set forth for official publication (promulgation) of local legal deeds, other official information. Also notification may be carried out through publishing of a local legal deed on administering public hearing on an official site of the district or jamoat in the Internet, posting its copies in specially allocated places, sending them to citizens' postal addresses.

#### ***10. Guarantees of obtaining information necessary for participation in public hearing***

10.1. Persons specified in the Item 7 of the present Regulations are guaranteed early familiarization with the draft of the local legal deed, obtaining any other information necessary for participation in public hearing.

10.2. The draft of local legal deed submitted for public hearing and registered as an addendum to the legal deed on administering public hearing, is brought to notice of citizens residing on territory where public hearing is carried out in accordance with the Item 9.2 of the present Regulations.

Other draft of local legal deed submitted for public hearing is to be published (promulgated) following the procedure established for official publishing (promulgation) of local legal deeds, other official information not less than 10 days before the date of public hearing. The draft of local legal deed may additionally be posted on the official site of the district or jamoat in the Internet.

10.3. The citizens are guaranteed receipt of any other information necessary for participation in public hearings following the procedure set forth in the present Regulations.

#### ***11. Other guarantees of rights of citizens for participation in public hearings***

The citizens are guaranteed statement of their opinion on the issue, draft of local legal deed submitted for public hearing verbally as well as in writing following the procedure set forth in the present Regulations.

### **Chapter 4. Procedure for putting forward initiative on carrying out public hearings**

#### ***12. Party for putting forward initiative on carrying out public hearing***

Citizens of Republic of Tajikistan residing on the territory where public hearing is carried out who reached 18 years of age by the date of putting forward an initiative on carrying out public hearing, Chairperson of district state administration and district representative body (in case of district) and jamoat Chairperson and jamoat representative body (in case of jamoat) have a right for putting forward initiative on carrying out public hearing.

#### ***13. Issues submitted for public hearing upon the initiative of Chairperson of district state administration and district representative body (in case of district) and jamoat Chairperson and jamoat representative body (in case of jamoat)***

Chairperson of district state administration (in case of district) or jamoat Chairperson (in case of jamoat) obligatorily initiate carrying out public hearing on drafts of local legal deeds set forth in sub-items 3-7 of Item 5 of the present Regulations.



The district representative body (in case of district) and jamoat representative body (in case of jamoat) obligatorily initiate carrying out of public hearings on drafts of local legal deeds set forth in sub-items 1-2 of Item 5 of the present Regulations.

**14. Procedure for putting forward initiative for carrying out public hearing by citizens residing on territory where public hearing is carried out**

Citizens of Republic of Tajikistan residing on the territory where public hearing is carried out who reached 18 years of age by the date of putting forward an initiative on carrying out public hearing implement their right for putting forward initiative on carrying out public hearing on issue, draft of local legal deed set forth in the Item 5 of the present Regulations with the exception of sub-items 5-10 following the procedure set forth in the Regulations on lawmaking initiative of citizens.

**15. Procedure for realizing initiative for carrying out public hearing by Chairperson of district state administration, district representative body (in case of district) and jamoat Chairperson and jamoat representative body (in case of jamoat)**

Initiative of Chairperson of district state administration, district representative body (in case of district) or jamoat Chairperson, jamoat representative body (in case of jamoat) on carrying out public hearing is not formalized by a separate legal deed. The initiator of carrying out public hearing is state in the local legal deed on administering public hearing adopted by the Chairperson of district state administration or district representative body (in case of district) or jamoat Chairperson or jamoat representative body (in case of jamoat).

**Chapter 5. Procedure for administering public hearing**

**16. Public official, local self-governance body authorized to administer public hearing**

Public hearings carried out upon the initiative of population or district representative body are administered by the district representative body (in case of district) or jamoat representative body (in case of jamoat).

Public hearings carried out upon the initiative of Chairperson of district state administration are administered by Chairperson of district state administration. Public hearings carried out upon the initiative of jamoat Chairperson are administered by jamoat Chairperson.

Administration of public hearing is formalized by a local legal deed adopted by district representative body or Chairperson of district state administration (in case of district) or by jamoat representative body or jamoat Chairperson (in case of jamoat).

**17. Contents of the local legal deed on administering public hearings**

The local legal deed on administering public hearings must compulsorily contain the following:

- a) a) reference to the initiator of putting forward an issue, draft of local legal deed for public hearing;
- b) б) wording of issue, name of local legal deed put forward to public hearing;
- c) в) specify the territory where public hearing will be carried out;
- d) г) specify date, time and location of public hearing;
- e) д) indicate the organizer;
- f) е) method of familiarizing with text of the draft of legal deed put forward for public hearing, obtaining other information necessary for participation in public hearings;
- g) ж) list of activities necessary for organization and carrying out public hearings as a calendar plan stating activity, deadlines, implementing person.

When putting forward a draft of normative legal deed for public hearing, it should be formalized as an addendum to the local legal deed on administering public hearing.

**Chapter 6. Time-frame, order of organizing and carrying out public hearing**

**18. Person authorized to organize public hearing**

An Organizer carries out organization of public hearings.

**19. Activities for organizing public hearing**

19.1. When organizing public hearing, the Organizer carries out activities stipulated for in the local legal deed on administering public hearing including early notification of citizens about carrying out public hearing, providing any other information necessary for participation in public hearing, prepares premises for carrying out public hearing (including seats availability).

19.2 The Organizer collects and summarizes comments and suggestions about the draft of local legal deed put forward for public hearing received from citizens and other stakeholders in advance.

#### **20. Person authorized to carry out public hearing**

The Organizer carries out public hearing.

#### **21. Determining the number of citizens taking part in public hearing**

Before the beginning of public hearing, the Organizer determines the number of citizens taking part in public hearing, checks whether the citizens have a right to participate in public hearing (whether they have reached 16 years of age and reside on the territory where public hearing is carried out).

#### **22. Chairperson of public hearings**

The Organizers or a representative of the Organizer, hereinafter, the Chairperson, facilitates public hearing.

#### **23. Time limit of public hearing**

Before the beginning of public hearing the Chairperson informs about time limit of public hearing (planned time of beginning and end of public hearing, time limit for speaking about the issue under discussion, draft of the local legal deed, appoints a chairperson and secretary for public hearing). Upon the suggestion of the participant changes may be made to the time limit.

#### **24. Minutes of public hearing**

24.1. The Organizer insures that minutes of public hearing are taken.

24.2. Secretary appointed by the Organizers is responsible for taking minutes of the public hearing

24.3. The minutes must contain the following:

- a) a) date, time and location of public hearing;
- b) б) number of people participating in public hearing;
- c) в) issue, draft of local legal deed put forward for public hearing;
- d) г) chairperson, secretary of public hearing, people invited to public hearing;
- e) д) summary of speeches of chairperson, other persons participating in public hearing, questions, comments and suggestions;
- f) e) results of voting on the issue, draft of local legal deed put forward for public hearing;
- g) ж) decision made on the results of public hearing.

Comments and suggestions made by people or other persons in written form must be subjoined to the minutes for adding them to the minutes of public hearing.

24.4. The minutes are signed by the chairperson and secretary of public hearings stating the date it was signed.

#### **25. Discussing issue, draft of local legal deed put forward for public hearing**

25.1. Discussion of issue, draft of local legal deed put forward for public hearing starts with report of the Organizer of his/her authorized representative. The report must summarize main points of the issue, draft of local legal deed, makes an argument for the need to adopt the draft of local legal deed put forward for public hearing, informs about suggestions and comments received before public hearing.

25.2. After the rapporteur, a representative of an initiative group takes floor if the public hearing is carried out upon citizens' initiative.

25.3. After the rapporteur and representatives of the initiative group invitees and citizens participating in public hearing have a right to make statements in case stipulated for in Item 25.2 of the present Regulation.

25.4. The duration of speeches is determined by the time limit of public hearing. Every speaker may be asked questions.

## **26. Decisions made as a result of public hearing**

26.1. Upon the completion of discussing issue, draft of local legal deed put forward for public hearing, one of the following decisions is made:

- a) a) approval of the issue, draft of local legal deed in the suggested wording;
- b) б) approval of the draft of local legal deed considering comments made during public hearing;
- c) в) rejection of the issue, draft of local legal deed.

26.2 The decision is made by open vote by means of casting votes “for”, “against” or “abstain”. Every person having a right to take part in public hearing has one vote.

26.3. The decisions made as a result of discussion during public hearing are of recommendatory nature.

## **Chapter 7. Publishing (promulgation) of results of public hearing**

### **27. Conclusion of the results of public hearing**

27.1. Based on minutes of public hearing, the Organizers draws up a conclusion on the results of public hearing within 3 working days after the hearing took place. The recommendations must contain the following:

- a) wording of issue, draft of local legal deed put forward for public hearing;
- b) б) date, time and location of public hearing;
- c) number of people participating in public hearing;
- d) г) number of votes cast “for” or “against” as also number of those who abstained from voting on the issue, draft of municipal legal deed put forward for public hearing;
- e) д) decision made as a result of public hearing.

27.2. The conclusion is signed by the Organizer or her/his representative.

### **28. Publishing (promulgation) of conclusion of the results of public hearing**

Within three working days after drawing up the conclusion on the results of public hearing the Organizers sends it to the relevant official, local authority and ensure its publication (promulgation) following the procedure set forth for official publishing (promulgation) of local legal deeds, other official information. Additionally, the conclusion may be posted on the official district or jamoat site in the Internet.

## **Chapter 8. Funding of public hearing**

### **29. Costs in relation to organization and carrying out public hearing**

Costs in relation to organization and carrying out public hearing are covered from the local budget with the exception of case stipulated for in Item 36 of the present Regulations.

## **Chapter 9. Peculiarities of carrying out public hearing on district and jamoat socio-economic development programs**

### **30. Time limits and frequency of carrying out public hearing**

30.1. Public hearing on the draft of district and jamoat socio-economic development program are carried once before the approval of the Program by representative body of district of jamoat respectively.

30.2 Public hearing on the results of implementation of district and jamoat socio-economic development program are carried out annually at the beginning of each year (not later than March 1) to discuss the results reached in the previous year.

30.3 Time limit for carrying out public hearing on the draft of district and jamoat socio-economic development program or on the results of implementation of the Program should not be less than one months or more than three months after notifying population of the district or relevant jamoat about time and location of public hearing.

### **31. Territory of carrying out public hearing**

31.1. Public hearing on the draft of district socio-economic development program and the result of implementation of district socio-economic development program is carried out in the district center.

31.1 Public hearing on the draft of jamoat socio-economic development program and the result of implementation of jamoat socio-economic development program is carried out in a settlement that is an official center of the jamoat.

**32. Additional guarantees of citizens' rights for participation in public hearing**

32.1. When putting the draft of district socio-economic development program or jamoat socio-economic development program forward for public hearing it is obligatory to prepare handout materials containing description of main directions of the program; carry out presentation by representatives of district state administration, designers of the draft of the program. The presentations should be carried out during meetings with population, published in mass media, presented on TV and radio.

32.1. Participants of public hearing have a right to submit their comments and suggestions on the draft of district or jamoat socio-economic development program, and the results of implementation of district or jamoat socio-economic development program to the Organizer for their further inclusion in the minutes of public hearing.

## Appendix 18. Sample certificate on the project

<i>Project title</i>	
<i>Principal project implementer and partner organizations</i>	
<i>Date of start and completion (scheduled)</i>	
<i>Sector</i>	
<i>Strategic development goal, objectives and indicators to which the project contributes</i>	
<i>Main activity, implemented at the moment of certificate submission</i>	
<i>In case of delay of project implementation, provide clarifications</i>	
<i>Main funding (in absolute expression and in percentage from the total project cost)</i>	
<i>In case of overspending the estimate cost provide clarifications</i>	
<i>Achievement of the planned indicators of project success</i>	
<i>In case of non-achievement of the planned indicators of project success provide explanations</i>	

## Annex 19. Guidance to integrate the poverty and environment issues into development plans

Integration of the poverty and environment issues into the development plans is a dynamic process. It is implementing by the WG on environment which includes not only the specialists on environment, management bodies and non-governmental organizations but also the specialists in the area of agriculture, infrastructure and industry to ensure the mainstreaming of environment issues from the cross – sectoral point of view. Establishment of the WG on environment representing the right proportion sectors as mentioned above to elaborate the Jamoat development plans is the responsibility of the WG/DC. This group is on a par with the other WG (i.e. WG on social, economic and infrastructure issues).

To integrate the poverty and environment issues into the development plans it is necessary to:

1. Understand the interaction between the environment and economic development;
2. Use these knowledge and perception in order to make an impact on the development plans;
3. Forecast the favorable and restricting factors that hamper the development of environment;
4. Track the achievement of goals in the area of environment (MDG #7) at the local level.

Individual characteristics of districts and cities (depending of the challenges they face and capacity of the local local authorities) will be taken into consideration while integrating the poverty and environment issues into the development plans.

This chapter aims to describe how to integrate the poverty and environment issues into the development plans. The chapter defines the stages («entry points») to integrate the poverty and environment issues into the development plans and suggests the practical instruments (*see the table below*). These instruments will help the WG on environment to involve the other sectors more effectively. The more detailed information on each stage («entry point») to integrate the poverty and environment issues is available in the Manual on integration of poverty and environment issues.

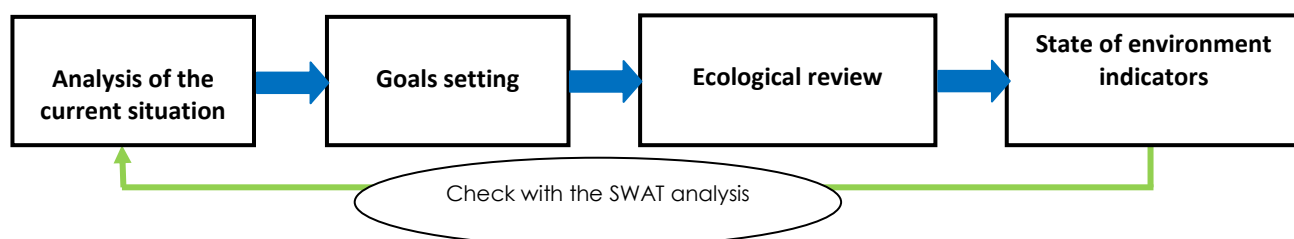
Stages («entry points»)	Actions	Instruments	Period per districts
<b>Analysis of the current situation</b>	WG analyzes the current situation on environment to identify the most important issues and their integration with the development priorities	Check list (available below)	½ of the day
<b>Collection of information takes approximately 14 days</b>			
<b>Goals setting</b>	Identification of the key ecological problems, setting the priorities in the area of environment	«problems tree», «targets tree» and analysis of alternatives	1 day
<b>Ecological review</b>	Analysis of sectoral goals to reflect the ecological issues	Check list on ecological expertise (available below)	1 day
<b>State of environment indicators</b>	Environment indicators should be developed on all final results and events	Check list on sample indicators (available below)	½ of the day
<b>Tracking (screening) the impact of suggested projects on the state of environment</b>	All proposals are analyzed in regards of environment impact and necessity to conduct the IAE	Check list (screening) (available below)	1 day
<b>Impact assessment on environment (IAE)</b>	External consultants (local and international) will assess the impact on environment on all projects selected during the screening process	IAE Manual	

Actions undertaken by the WG on environment to elaborate the development plan

Actions undertaken to select the projects

### Actions and instruments to integrate the environment issues into the development plans

Four «entry points» are suggested to integrate the environment issues into the Jamoat development plans:



While elaborating the WG and DC and conducting the SWAT analysis in accordance with the given Manual it is necessary to consider the issues of poverty and environment. Upon completion of the sector analysis the WG on environment should make sure that the general SWAT analysis and vision takes into account the issues of poverty and environment.

Importance of community involvement should also be mentioned. The successful integration of poverty and environment issues requires the involvement of stakeholders, including the management bodies, non-governmental organizations, experts, organizations of civil society, private sector, Mass Media, interested community representatives etc. WG on environment should organize the consulting meetings

and invite the stakeholders' representatives to participate in all stages of the Jamoat development plans elaboration. WG representatives also participate in the meetings of the other WG/DC in order to ensure the integration of poverty and environment issues into the sectoral plans.

Advantages to involve the stakeholders especially at the initial stages are evident. The stakeholders may: ensure the protection of public interests, provide the specific knowledge, experience and resources; act as the independent observers; form the opinion of community and decision makers; collect the information; and serve as the leaders assuring the integration of poverty and environment issues.

### **Stage 1: Analysis of the current situation**

Analysis of the current situation should be targeted and brief. Environment issues and their interaction with the other spheres might be neglected except the cases when Jamoat has the clear ground to integrate them into the development plans. At this stage it is necessary to ensure the understanding of the key ecological issues and interaction of development and environment and how these issues correlate with the local development priorities.

**Action:** Analysis of the current situation in order to identify the important environment issues and their possible integration with the development priorities (see Section 2.1).

**Instrument:** Analysis of the current situation on the basis of the following questions. It aims not to identify the exact answers supported by the statistical data but to discuss and find the common answers on the following questions by the WG on environment:

1. What are the main ecological problems on the territory of Jamoat and what are the main sources of environment pollution (atmosphere, water, and soil)?
2. What are the main sources of pressure on the natural resources (including the mining industry, devastation of lands, deforestation and poaching), as well as the expected consequences (for example, pollution caused by the mining industry, soil erosion, environmental depletion, biodiversity loss)?
3. What are the ecological factors, influencing the migration, health and labor productivity?
4. How vulnerable the economic development and population welfare is towards the environmental hazards and risks of climate change, such as drought, flood, landslides etc?
5. What is the quality of environment in the settlements, medical and educational facilities: waste management (including the domestic) and waste water treatment; clean water, air quality (inside and outside); chemicals and heavy metals impact; occupational health hazard; water transmitted diseases?
6. Are there any ecological reasons for malnutrition (for example, infertile soil, unlimited fishing)?
7. How accessible the forestry and protected natural areas are and what are their condition in the recent years (forestry reduction/expansion, biodiversity conservation etc).
8. What system of monitoring and environment control is used in the Jamoat and how effective it is?

The final part of this assignment is the use of secondary source data and the above-mentioned method of participatory discussion («brain storm») in order to answer the following key questions:

1. What are the five key natural assets on the territory of Jamoat?
2. How do they facilitate the development of key sectors (agriculture, industry, infrastructure)?
3. What is the impact on the social and economic development, in particular for the poverty reduction?

The above given groups of questions carry only the tentative character. WG on environment may use the additional group of questions. Considering the ecological specifics (both challenges and opportunities), identified in the analysis of the «problem tree», the WG on environment will collect the basic statistical data. For example, if we consider the issue of deforestation it is necessary to collect the statistical information on percentage ratio of lands for forestry. If the collection of basic information is problematic, the WG on environment should conduct the participatory analysis of issues raised during this stage of analysis.

## **Stage 2: Goals setting**

Like the other sectors and relevant working groups the WG on environment should work out the set of goals for the “environment” sector according to the steps specified in the given Manual. Goals setting should interact with the national priorities in the area of environment as indicated in the NDS, PRS-3 and other documents, regulating the environment protection policy. Goals setting is implemented by the WG on environment in three steps:

1. Identification of ecological problems using the “problem tree” method
2. Transforming the problems into final results of the “problem tree”
3. Selection and prioritizing of final results and measures

**Action:** Elaboration of goals in the area of environment for Jamoat

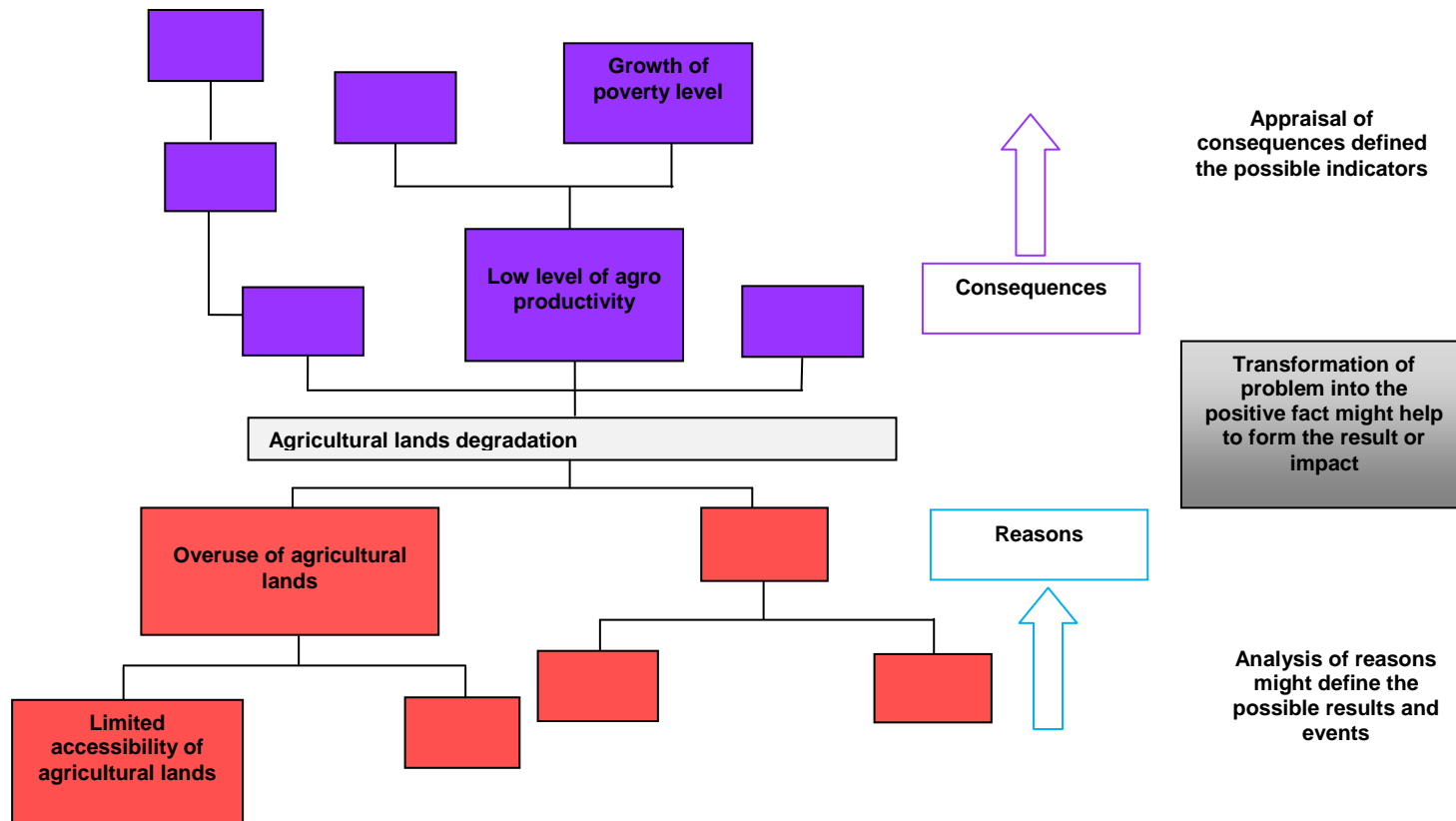
**Instrument 1:** «Problem tree».

Development of the «problem tree» envisages the identification of the main ecological problems on the territory of Jamoat. These main problems are known as «central problems». Every central problem is discussed (via the «brain storm») and mapping using participatory approach, reflecting the initial and secondary cause and consequences. Due to the lack of resources to solve all the problems it is recommended to define maximum five central problems for each Jamoat, but the WG on environment might define more or less number of central problems.

Below see the sample table:

<i>Central problem</i>	= <i>agricultural lands degradation</i>
<i>Cause</i>	= <i>intensive use of agricultural lands</i>
<i>Secondary cause</i>	= <i>limited access to agricultural lands</i>
<i>Consequence</i>	= <i>low level of agricultural production</i>
<i>Secondary consequence</i>	= <i>growth of poverty level</i>

*Scheme: «Problem tree»: central problem – agriculture land degradation*



At this stage it is important to identify and analyze all weaknesses and threats using the “problem tree” as shown in the SWAT. May be owing to the deep analysis the WG on environment will be able to reveal the central ecological problems that have been identified was not properly reflected in the SWAT analysis



and/or weaknesses/threats discussed in the SWAT analysis are more problem perception rather than real problem. In that case the WG on environment should suggest the corrections into the SWAT analysis and vision.

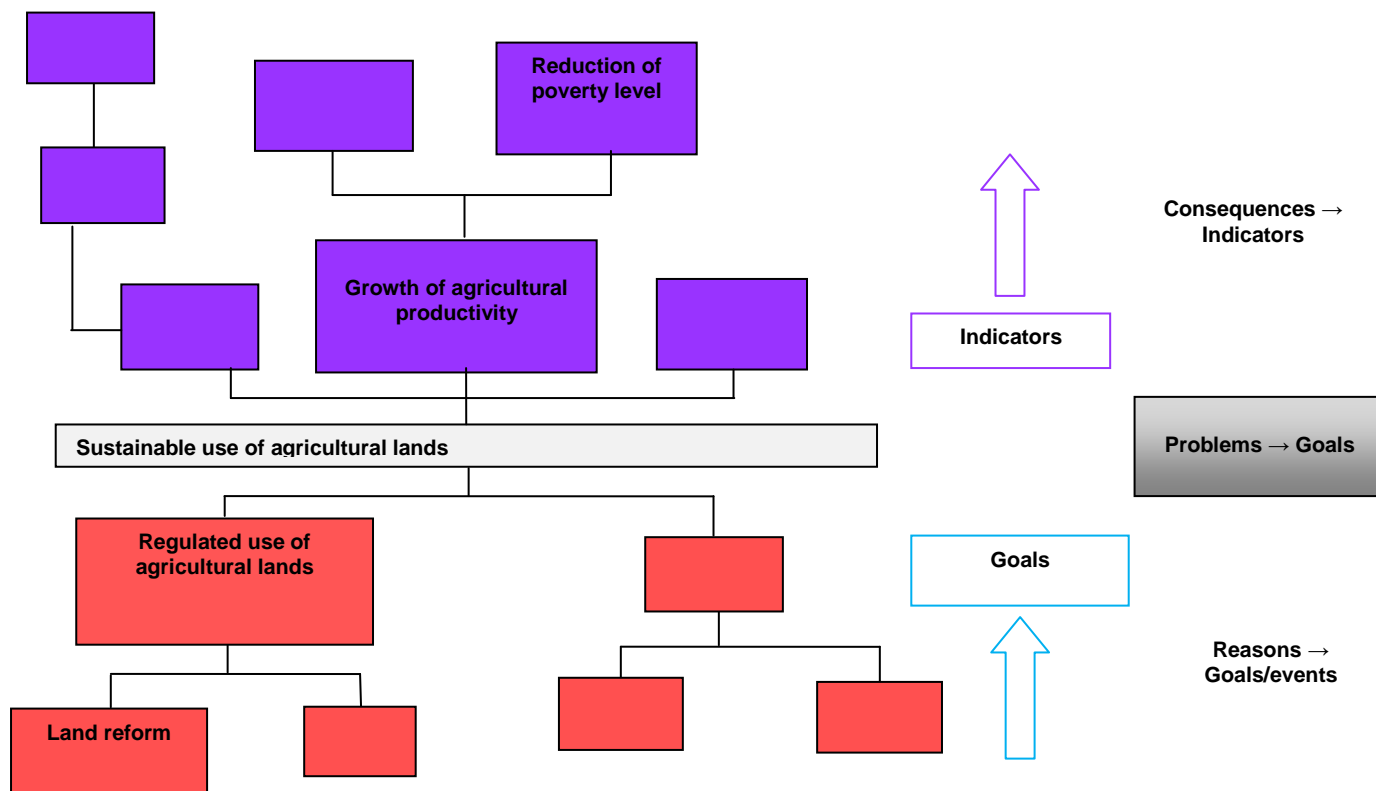
**Instrument 2: «Target tree»**

As soon as the maximum five central problems and reasons/consequences are defined the goals may be elaborated using the “target tree” method. As a result of transforming the central problems into positive fact the project goals and targets will be developed. Similarly the causes and consequences are transformed into results and indicators, accordingly.

Below see the sample table:

<i>Common goal</i>	= Sustainable agriculture lands use
<i>Goal</i>	= Regulated use of agricultural lands
<i>Secondary goal</i>	= Land reform
<i>Indicator</i>	= Growth of agricultural lands
<i>Secondary indicator</i>	= Reduction of poverty level

*Scheme: «Target tree»: central problem – agriculture land degradation*

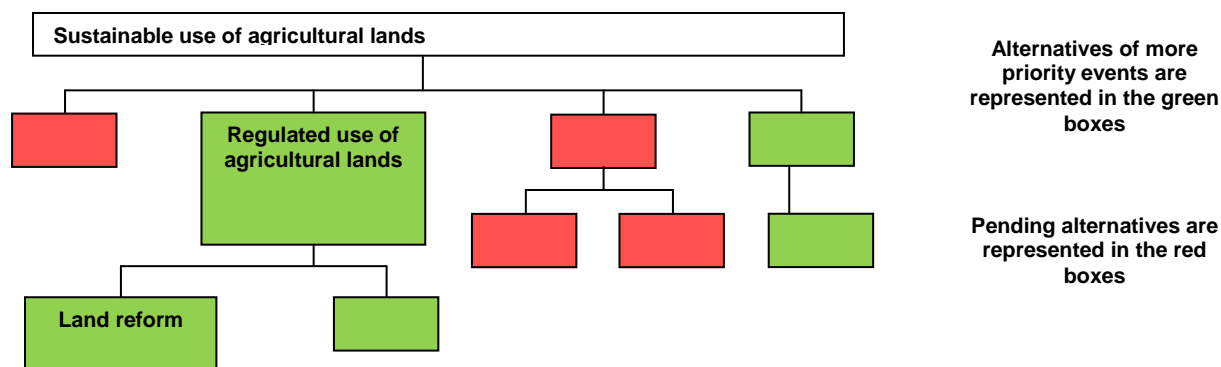


**Instrument 3: Analysis of alternatives**

As soon as the goals are defined they should be prioritized since considering the resource limitation it is impossible to implement all the goals at the same time. WG on environment should agree the selection criteria and review all the alternatives. Criteria will include such aspects as relevance to the general Jamoat vision, the gap between the basic information and goal (i.e. if the gap exceeds the seriousness of the problem and is significant the problem should be prioritized), costs, benefits, intervention risks.

As soon as the alternatives are defined they should be transformed into projects/events and calculate all relevant costs. The more detailed information regarding elaboration of goals you may see in the Section 2.3.

*Scheme: «Analysis of the vision»: central problem – agriculture land degradation*



### Stage 3: Ecological review

Other sectors WG elaborate the sectoral goals to be submitted to the WG on environment for review. It is very important to ensure the participation of the representatives of the WG on environment in the meetings with the other sectoral groups in order to solve and reveal the ecological problems in the particular sector at early stages).

Ecological review may define the potential opportunities and restricting factors, their meaning for the goals/targets for each sector and facilitate additional dialogue with stakeholders, thematic groups, specialists and community. This review may also reveal the need in more detailed checking (screening) of the planned projects' impact on the state of environment.

**Action:** Ecological review of all sectoral goals. As soon as the ecological review is completed the results will be submitted to the relevant sectoral WG. It is expected that the results of the ecological review would be included into the new edition of sectoral goals/events.

**Instrument:** This process is structured and envisages participatory discussion of issues (via the «brain storm»). The questions are designed in a way to reflect the particular ecological consequences of sectoral plans and elaborate the suggestions to mitigate the ecological risks and maximize ecological opportunities.

The first group of questions relates to the existing (initial) sectoral conditions:

1. What are the natural resources required for the sector operation?
2. What is the ecological damage by the sector?

Below are the questions relating to the consequences and opportunities as possibilities to correct the sectoral goals in order to consider the existing conditions:

1. Do the planned projects/events reflect the ecological reasons of the main development problems specific for the sector and WG on environment?
2. Are the suggested sectoral strategies ecologically correct?
3. Are there any alternatives that have more favorable consequences for the state of environment preserving the same level of effectiveness?
4. Do the suggested sectoral indicators adequately reflect the ecological factors?

Possibly, basing on the expertise it would be necessary to modify or/and add the sector goals and targets. In particular, the WG on environment may recommend including the poverty and environment indicators into sectoral plans.

Upon submission of the information it is recommended using the following matrix

Sectoral strategies	Ecological issues related to the sectoral strategies	Recommendations to overcome the ecological problems (including the issues that are not reflected in the sectoral strategies)	Suggested indicators of poverty and environment for the sectoral plans
<b>Sector of economy</b>			
Agriculture			

Industry			
Small and medium enterprises			
<b>Social sector</b>			
Education			
Health care			
Social protection			
Culture and leisure			
<b>Sector of infrastructure</b>			
Drinking water supply and public utilities			
Transport and communication			

#### **Stage 4: Key indicators of effectiveness**

In their plans sectors should use the indicators reflecting the issues of poverty and environment. Performance analysis of the development plans which considers these indicators may be the basis for situation analysis for the further planning process.

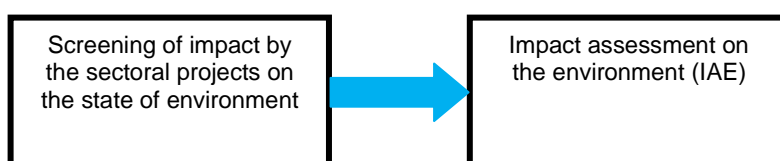
**Action:** Selection and suggestion of indicators basing on the results of ecological expertise.

**Instruments:** The list of basic indicators may be used as a basis for recommendations for the state of environment indicators for the sectors. The other indicators are developed on the basis of this list.

Sector	Indicators
<b>Agriculture</b>	<ul style="list-style-type: none"> <li>• Intensity of land use</li> <li>• Share of lands used for organic farming from the total area used for the agricultural lands</li> <li>• Intensity of water use in agriculture</li> <li>• Intensity of pesticide and mineral fertilizers use</li> <li>• Percentage of land subject to risk of soil erosion or desertization</li> <li>• % of dekhkan using the improved technology sustainable from the environment point of view</li> <li>• Deforestation rate; percentage of forest lands (MDG 7, indicator 25).</li> <li>• Intensity of forest resources use.</li> <li>• Registered number of illegal deforestation cases</li> <li>• IAE for agricultural projects</li> </ul>
<b>Main types of services (Education, health care)</b>	<ul style="list-style-type: none"> <li>• Reflection of environment issues in the curriculum</li> <li>• Share of teachers trained on environment issues</li> <li>• Share of hospitals using the appropriate system of waste management</li> <li>• Share of biomedical waste management</li> <li>• Infection rate related to the state of environment (for example, lung troubles, diarrhea, malaria).</li> <li>• Quality of air and water</li> <li>• IAE for health care and educational projects</li> </ul>
<b>Infrastructure (Transport Water supply and waste water treatment Power industry Land)</b>	<ul style="list-style-type: none"> <li>• Share of urban and rural population, having the sustainable access to the sources of safe water (MDG7, indicator 30).</li> <li>• Share of urban and rural population having access to the improved sewage system (MDG 7, indicator 31).</li> <li>• % of energy received from the renewable sources of energy</li> <li>• % of population using the wood fuel as the main type of fuel</li> <li>Baseline:</li> <li>• IAE for infrastructure projects</li> </ul>
<b>Industry</b>	<ul style="list-style-type: none"> <li>• Number of companies having the environment protection plan</li> <li>• Number of tourists visiting the protected areas</li> <li>• IAE for industrial projects</li> </ul>
<b>State of environment management and environmental</b>	<ul style="list-style-type: none"> <li>• Costs related to the environmental abuses in % to GDP</li> <li>• Value of natural resources</li> <li>• Number of cases evidencing the infringement of environment laws and</li> </ul>

### Instruments using to select the project for funding

There are two stages to integrate the issues of poverty and environment while developing the projects:



#### Stage 1: Screening the impact of district/jamoat projects on state of environment

Project development is the main stage to identify the opportunities to preserve the environment, review the alternative strategies and results and mitigates the negative impact on the environment. Impact screening reveals the necessity to conduct the more detailed assessment of the state of environment under the particular project.

**Instrument:** Screening check list to assess the projects' impact on the state of environment.

For all the sector projects it is suggested to fill out the following table in order to identify the necessity of the detailed Impact Assessment on Environment (IAE) of the given projects. National laws and regulations to assess the state of environment are applied in regards of the suggested sectoral projects. In case of answering "yes" on the below questions **the IAE is required**. In case of "no" answer the **IAE is not necessary**.

Questions	Yes/No
Will the suggested project result into any changes or degradation of the native habitat or critical locality?	
Will the suggested project affect the people and community, possibility to use, develop and protect the natural resources and other natural capital?	
Will it affect the life-supporting atmosphere, water and soil ecosystems?	
Will the suggested project result in emission of CO <sub>2</sub> , exceeding 100000 tons per year (both from the direct and indirect sources)?	
Will the suggested project lead to the formation of hard waste which cannot be rehabilitated, recycled or utilized using the ecologically friendly way?	
Is there a possibility for hazardous release as a result of their production, transportation, processing, storage and use in the course of project events?	
Will the project envisage any pest management events including use of pesticides?	
Is there any emergency risk in the course of construction or implementation of the project that might affect the health or environment?	

As soon as the project ideas are formulated in the project passports (as described in the section...), they should go through the above mentioned evaluation conducted by the WG on environment.

#### Stage 2: Impact assessment on environment (IAE)

Impact assessment on environment supports the process of better decisions and helps to formulate the projects in order to improve the quality of the outputs. This evaluation includes the analysis of ecological risks and opportunities and submission of the reports based on the analysis results.

For the projects that received positive remarks for at least one question it is recommended to make the IAE before making the decision in regards of their implementation. IAE is the independent analysis of the proposals implementing by the experts on environment to analyze the environment risks. IAE aims to identify the risks before the project implementation and ensure compliance with the procedures to mitigate the risks during the project life.

**Actions:** Upon completion of the screening process the proposals are submitted to conduct the IAE of the separate projects.

**Instrument:** IAE. IAE process implies the steps that envisage the community participation (in abbreviated form CP)

1. Identification of proposals: all projects should go through the assessment regardless of apparent effect on environment.
2. Screening: preliminary identification of the expected impact on the state of environment. Some projects do not require the overall IAE.
3. Scope of work identification (CP): process to identify the main issues and consequences to conduct IAE.
4. Analysis of impact: considering the significant impact on the state of environment to ensure that nothing is missed.
5. Measures to mitigate the consequences: development of the environment protection plan in order to identify the measures to mitigate the consequences while implementing the project.
6. Report on environment impact: document for the decision makers is required for the objective evaluation of the project and stakeholders which require their feedback
7. Review (CP): in order to ensure the overall information collected during the IAE.
8. Decision making: submission of documents to decision makers on implementation of projects (in case of IAE approval it is the Governmental license).
9. Implementation of follow up events (CP): monitoring is required to ensure the performance of IAE recommendations

The set of measures to be performed before the project initiation will be recommended upon the completion of IAE. They include: measures to mitigate the consequences and monitoring as well as the cooperation with the stakeholders and submission of the reports. The specific measures related to the environment protection should be included into the work plans and covered by the budget.