

Interim Report

On Results of the Joint Russian-Danish Project on Local Self-Government Development in the Pilot Region of Vologodkaya Oblast (Kirillovsky District)

The Joint Russian-Danish Project on Local Self-Government Development is being implemented in the pilot region of Vologodkaya Oblast (Kirillovsky District) within the framework of the Russian-Danish Cross Border Cooperation Program to facilitate the exchange of experience between managers and specialists in local self-government bodies in both countries.

In the pilot region of Vologodkaya Oblast (Kirillovsky District), the Project on Local Self-Government Development aims to attain the following key objectives:

- creation of conditions to raise the level of effectiveness of activities performed by local self-government authorities and improve the quality of public services;
- provision of assistance to local self-government authorities to promote social and economic development.

In July, a regional working group, which includes representatives of the Administration of Vologodkaya Oblast, the Head of Kirillovsky District (which has been chosen as a pilot municipality) and a Russian project expert, was set up.

In accordance with project objectives and results of the meeting of the regional working group, the focus of activities to be carried out in Kirillovsky District will be on 2 components:

- 1. Conduction of a functional analysis of activities performed by the Administration of Kirillovsky District.**
- 2. Provision of assistance in organizing the drawing up of a long-term strategic development plan for Kirillovsky District**

Component I.

Functional analysis of the Administration's activities

Aim of the analysis:

- 1.1. To identify factual functions performed by subdivisions of the District's Administration and compare them with functions formalized in provisions concerning these structural subdivisions, in order to specify functions that are factually performed but are not legally formalized.**
- 1.2. To compare functions that are factually performed and are formalized in provisions concerning structural subdivisions with functions vested in the District's Administration in accordance with the Law No. 131 and laws of Vologodskaya Oblast on delegated competencies, with the aim of identifying excessive functions whose execution is not provided for by law.**
- 1.3. To identify overlapping of functions and assess the clarity of functions formalized in provisions concerning structural subdivisions.**

In July, the Administration of Kirillovsky District conducted a survey among managers of structural subdivisions, which aimed to identify factual functions performed by subdivisions of the District's Administration and compare them with functions that are formalized in provisions concerning these structural subdivisions. All structural subdivisions completed specially designed tables that are currently being analyzed by specialists in the regional administration. Preliminary results are presented in the Analytical Note to Component I (Annex I). Presently, a functional analysis is underway (on the basis of completed tables); the work is planned to be completed in September. It is expected that final results of the functional analysis will be obtained by mid-October and the plan of further activities regarding Component I will be discussed at the meeting of the working group.

Analytical Note

on preliminary results of the analysis of provisions concerning local self-government authorities of Kirillovsky Municipal District

The Statute of Kirillovsky Municipal District (adopted by Resolution of the Self-Government Committee of Kirillovsky District No. 87 of August 2, 2005, with subsequent amendments and additions) is the key legal act which determines the structure of local self-government authorities of Kirillovsky Municipal District. In accordance with the Statute, the new structure of local self-government authorities of Kirillovsky Municipal District consists of the Representative Assembly of Kirillovsky Municipal District, the Head of Kirillovsky Municipal District and the Administration of Kirillovsky Municipal District (further referred to as the Administration).

The structure of the apparatus of the Representative Assembly of Kirillovsky Municipal District has been adopted by Resolution of the Representative Assembly No. 98 of June 10, 2008 and includes an assistant to the Head of the District as well as an organizational board for the District's Representative Assembly.

The structure of the Administration of Kirillovsky Municipal District has been adopted by Resolution of the Representative Assembly No. 99 of June 10, 2008.

Having analyzed legal acts which determine the structure of local self-government authorities as well as provisions concerning structural subdivisions of the Administration of Kirillovsky Municipal District, the Department for Civil Service Management, Personnel Policy and Administrative Reforms reports the following.

1. The Resolution of the Representative Assembly of Kirillovsky Municipal District No. 99 of June 10, 2008 "On Approval of the Structure of the Administration of Kirillovsky Municipal District" became effective on June 16, 2008. However, provisions concerning structural subdivisions of the Administration have not been adopted yet and staffing measures have not been implemented in full. Provisions concerning structural subdivisions of the Administration are outdated and in many ways are not consistent with the existing legislation's requirements. As a result, provisions concerning new structural subdivisions of the Administration must be adopted without delay.

2. Within the structure of the Administration, which has been approved by Resolution of the Representative Assembly of Kirillovsky Municipal District, a structural subdivision called the Administration and General Services Department, which factually exists, has the status of a legal entity, has not been dissolved and has municipal employees still working with it, is not reflected.

Due to the fact that division of powers between the Head of the District (as the person qualified to represent the District at municipal and regional levels and ensure handling of matters of local significance) and the Head of District

Administration (as the head of the District's executive body, which is qualified to create conditions for the execution of powers vested in the Head of the District as well as normal working conditions for municipal employees in the District Administration) is inherent in the structure of Kirillovsky Municipal District, we deem it expedient that the Administration and General Services Department as well as an administrator's position should be part of the Administration's structure since it is quite possible to delegate the latter's powers to the Head of Administration. Otherwise, dualism of powers will occur.

3. To ensure correct implementation of the legislation on municipal service and autonomy in decision making, the HR division of the Administration and General Services Department, which is part of the District Administration, may either be incorporated into the Office of Legal Affairs or made directly subordinate to the Head of District Administration.

4. The Administrative Commission as well as the Commission on Juvenile Affairs and Protection of Juvenile Rights should cease to be part of the Administration of Kirillovsky Municipal District, since the Law of Vologodskaya Oblast No. 804-OZ of June 30, 2000 "On Administrative Commissions in Municipalities of Vologodskaya Oblast," which determines the legal status and the way of forming the Commission, does not mention that it is a local self-government body or a structural subdivision thereof. On the contrary, cooperation during their establishment as well as requirements set out for members of the Commission emphasize their autonomy in decision making and establish their autonomous status which differs from the status of local self-government bodies. Organizational provision of the Commission's activities (performance of duties of a Deputy Head of the Administrative Commission in an urban okrug and those of an Executive Secretary of the Administrative Commission) may be ensured by municipal employees in accordance with municipal legal acts.

Component II.

Provision of assistance in organizing the drawing up of a long-term strategic development plan for Kirillovsky District

It is assumed that the drawing up of a strategic development plan for Kirillovsky District will be organized through the conduction of 4 training seminars as well as some practical activities between the seminars. The plan will be based on the principles listed below:

- social partnership;**
- active involvement of the population in the process;**
- goal-oriented approach;**
- maximum transparency and openness.**

The methodology of the process involves a step-by-step technology, which consists of 7 successive stages:

1. the organizational stage, within which the Coordination Council (CC) and the Strategic Planning Group will be set up
2. the analytical stage, within which residents will be surveyed and a SWOT analysis of Kirillovsky District will be carried out
3. the target setting stage, within which the mission of the District, the long-term strategic development aim as well as medium-term development priorities will be determined.
4. programming and designing stage, within which working groups set up in accordance with chosen development priorities will develop municipal targeted programs and key projects
5. discussion of the draft strategic plan by the District's population
6. adoption of the strategic plan by the Deputies Council
7. development of mechanisms for implementing the strategic plan.

This technology was effectively implemented when strategic development plans were developed in the following cities: Astrakhan, Berezovsky (Kemerovskaya Oblast), Maloyaroslavets (Kaluzhskaya Oblast), Chistopolsky District (Republic of Tatarstan), Oktyabrsky District (Rostovskaya Oblast) and a number of other municipalities.

A Plan of Activities has been prepared to facilitate the drawing up of a strategic development plan for Kirillovsky District (Annex I).

The following activities were conducted by September 15:

1. The seminar "Strategic Approaches in Municipal Management" was conducted. More than 30 representatives of the District Administration, the business sector and NGOs participated in the seminar.

2. A Coordination Council for Strategic Planning and a Strategic Planning Group were set up in accordance with the resolution of the Head of the District.
3. A questionnaire for residents was developed (Annex II) and residents of the District were surveyed (analysis of survey results - Annex III)
4. The seminar “Strategic Analysis and Strategic Choice of Development of the Municipality” (program of the seminar - Annex IV) was conducted. More than 50 representatives of the District Administration, the business sector, NGOs as well as heads of rural settlements participated in the seminar.
5. 12 roundtables were held on conduction of the SWOT-analysis and identification of the mission, the key aim of development and priority development directions for the District.
6. A meeting of the Coordination Council devoted to strategic choice was held and 6 working groups were set up in accordance with priority directions.
7. The seminar “Goal-Oriented Approach in Strategic Planning. Project Management” was conducted for members of the working groups.

Currently, the working groups are developing priority municipal targeted programs and key projects.

Within the framework of the Component, the following activities have been planned to be accomplished by the end of the year:

- a visit of an expert to Kirillovsky District with the aim of conducting consultations - last week of November
- publication of a leaflet for residents to provide information and involve them in the process of development of the strategic plan – October
- tentative shaping of the draft strategic plan
- preparation and conduction of the seminar “Mechanisms for Implementing the Strategy, Programs and Projects. Monitoring. Evaluation. Fundraising” for members of the working groups - November
- Preparation and conduction of a CC meeting to consider the draft strategic plan - November
- consideration and adoption of the strategic plan at the meeting of the Deputies Council - December
- preparation and conduction of presentations of the strategic plan for mass media representatives and the Regional Administration

Analytical Materials

**Related to Organizing the Drawing up of a
Strategic Development Plan in Kirillovsky
District**

Organizing the Drawing up of a Strategic Development Plan in Kirillovsky District: Plan of Activities

№№	Event / Activity	Planned Period	Implementer	Notes
1.	Conduction of the seminar “Strategic Approaches in Municipal Management”	10.07.08	Expert Kulikov	With participation of members of the Vologda working group
2.	Setup of the Coordination Council (CC) and the Strategic Planning Group (SPG)	15.07.08	Head of the District	
3.	Survey of residents	By 05.08.08	SPG	The structure of the questionnaire is developed by an expert and is agreed on with the SPG
4.	Preparation and conduction of the 2 nd seminar “Strategic Analysis and Strategic Choice of the Municipality’s Development”	05.08.08	Expert Kulikov	Electronic handouts are prepared by an expert and are replicated for members of the SPG
5.	Conduction of a SWOT analysis Preparation of proposals on the formulation of the mission and priority areas	By 22.08.08	SPG	Distance counseling is provided by expert Kulikov
6.	Meeting of the Coordination Council on strategic choice of the District’s development priorities	29.08.08	Head of the District	With participation of expert Kulikov
7.	Setup of working groups in accordance with chosen priorities	By 10.09.08	Coordination Council	
8.	Preparation and conduction of the 3 ^d seminar “Goal-Oriented Approach in Strategic Planning.Project Management” for members of working groups	2 nd half of September	Expert Kulikov	With participation of members of the Vologda working group
9.	Choice and initial elaboration of priority municipal targeted programs and key projects	By 15.10.08	Working groups	
10.	Publication of a leaflet for residents to provide information and involve them in the process	By 20.10.08	SPG	

	of development of the strategic plan			
11.	Tentative shaping of the draft strategic plan	01.11.08	SPG	
12	Preparation and conduction of the 4 th seminar “ Mechanisms for Implementing the Strategy, Programs and Projects. Monitoring. Evaluation. Fundraising ” for members of working groups	1 st half of November	Expert Kulikov	With participation of members of the Vologda working group
13	Preparation and conduction of a CC meeting to consider the draft strategic plan	End of November	Head of the District	
14	Preparation of full and abbreviated versions of the strategic plan	By 05.12.08	SPG Expert Kulikov	Distance counseling is provided by expert Kulikov
15.	Consideration and adoption of the strategic plan at the meeting of the Deputies Council	By 15.12.08	Deputies Council	
16.	Preparation and conduction of presentations of the strategic plan for mass media representatives and the Regional Administration	By 25.12.08	Head of the District SPG	With participation of members of the Vologda working group

Analysis of survey results

Number of residents surveyed depending on sex (Page 10)

32% - males
68% - females

Number of residents surveyed depending on education level (Page 10)

6% - incomplete higher education
13% - secondary or incomplete secondary education
40% - higher education
41% - specialized secondary education

Number of residents surveyed depending on age (Page 11)

0% - below 18
5% - older than 60
26% - 18-39 years old
69% - 31-60 years old

Distribution of population according to employment status (Page 11)

1% - entrepreneurs
2% - are managing a household
4% - unemployed
6% - students
7% - pensioners
14% - work in the industrial sector
30% - work in the social sphere and commerce
36% - other

Advantages of the District as compared to other districts in the Oblast (Page 12)

1. Historic heritage - 160
2. Well-developed industry - 12
3. Tourist potential - 180
4. Well-developed small business sector - 8
5. Strong administration - 10
6. Active population - 8
7. Geographic location - 90
8. Other (specify) -8
9. It's difficult to say -20

How can these advantages be used? (Page 12)

1. Can attract investors - 105
2. Can attract tourists - 155
3. Can be used to develop the industrial sector - 75
4. Can be used to develop the small business sector - 80
5. Can help it become the Center for inter-municipal development of neighboring districts - 50
6. Other (specify) - 10
7. It's difficult to say - 40

What are the disadvantages of your District? (Page 13)

1. Weak administration – 75
2. Inactive population - 42
3. Underdeveloped business sector - 85
4. Worn-out engineering infrastructure - 110
5. Bad roads - 88
6. Lack of information on district's problems - 20
7. Bad public services and amenities - 108
8. Other (specify) – 18
9. It's difficult to say - 35

Ways to eliminate the disadvantages (Page 13)

1. Independently, by developing the “authorities-business-community” dialog - 75
2. Ask for the regional administration’s support - 80
3. Develop a long-term district development strategy and medium-term programs in accordance with key priority areas - 150
4. Other (specify) – 10
5. It's difficult to say - 55

How has the situation in the District changed during the past 3 years? (Page 14)

1. Has improved - 60
2. Has got worse - 30
3. Hasn't changed - 110
4. It's difficult to say – 55

High-priority problems facing the District

1. Low qualification of staff - 35
2. Budget deficit - 33
3. Poor condition of housing and public utilities - 160
4. Low salaries - 120
5. Problems facing youths - 105
6. Population’s passivity - 10

7. Absence (poor work quality) of trade unions - 5
8. Bad roads - 40
9. Inadequate management efficiency - 42
10. Low-quality healthcare - 70
11. Non-developed market infrastructure - 28
12. Absence of leisure industry - 30
13. Absence of affordable housing - 165
14. Abandoned children - 8
15. Low pensions - 60
16. Absence of social partnership - 3
17. Absence of a general district development plan - 31
18. Lack of resources for development - 25
19. Poorly developed social infrastructure - 17
20. Complexity of development in historic conservation zones - 1
21. Crime - 1
22. Uncultured population - 13
23. Corruption - 10
24. Information scarcity - 10
25. Underdeveloped tourism industry - 30
26. Administrative barriers - 20
27. Low levels of investment attracted to the district - 30
28. Other - 6

Inadequate use of the District's resources and potential (Page 16)

1. Natural - 70
2. Geographic - 30
3. Economic - 80
4. Human - 90
5. Intellectual - 20
6. Creative - 38
7. Other - 3
8. It's difficult to say – 60

Key objective in terms of the District's further development (Page 16)

1. Improvement of residents' living standards and life quality - 150
2. Growth in budget revenue - 2
3. Development of the District's economic potential - 50
4. Investment attraction - 3
5. Other - 2
6. It's difficult to say – 10

Development directions for the District (Page 17)

1. Improvement of residents' living standards and life quality - 180
2. Growth in budget revenue - 50
3. Development of district's economic potential – 125

4. Investment attraction - 52
5. Development of tourism - 95
6. Development of youth policy - 85
7. Development of logistics - 5
8. Development of industry - 85
9. Development of the small business sector - 40
10. Reorganization and modernization of housing and public utilities - 100
11. Creation of a favorable business environment - 25
12. Other – 10
13. It's difficult to say – 20

What commodity groups must be added to the range of retail goods? (Page 18)

1. Dairy products - 40
2. Meat products - 60
3. Confectionery products - 10
4. Alcoholic beverages - 5
5. Groceries - 10
6. Clothes - 120
7. Shoes - 120
8. Home appliances - 45
9. Household goods - 40
10. Durable goods - 58
11. Other – 10
12. It's difficult to say – 50

What types of services must be developed? (Page 18)

1. Domestic – 110
2. Social - 75
3. Public utility services - 130
4. Housing - 140
5. Legal - 25
6. Information - 20
7. Consulting - 5
8. Bank - 18
9. Tourist - 70
10. Commercial - 30
11. Other - 5
12. It's difficult to say - 15

What actions will help enhance the quality of housing and communal services? (Page 19)

1. Competitive selection of management companies – 40
2. Setup of monitoring inspections – 38
3. Setup of a Householders Society – 37

4. Transition to individual contract relations between householders and management companies – 40
5. Installation of individual gauges to measure resources being used – 70
6. Creation of a competitive environment in the sphere of housing and communal services – 100
7. Other - 5
8. It's difficult to say – 50

How must authorities support the small business sector? (Page 20)

1. Elimination of administrative barriers to exiting the market or staying on the market - 50
2. Access to credits - 70
3. Information support -20
4. Educational services for entrepreneurs - 30
5. Development of market infrastructure - 45
6. Setup of an entrepreneurs support found - 38
7. Creation of a structure which will be responsible for the “authorities-business” dialog - 20
8. Provision of assistance for setting up an entrepreneurs association - 12
9. Other – 7
10. It's difficult to say – 80

Is adequate social infrastructure present in the District? (Page 21)

1. Youth clubs (it's difficult to say – 80, no – 150, yes – 20)
2. Municipal housing for the poor (it's difficult to say – 40, no – 215, yes – 8)
3. Sports grounds and gyms (it's difficult to say – 52, no – 180, yes – 15)
4. Medical institutions (it's difficult to say – 75, no – 140, yes – 60)
5. Libraries (it's difficult to say – 110, no – 30, yes – 120)
6. Clubs (it's difficult to say – 100, no – 75, yes – 75)
7. Schools (it's difficult to say – 70, no – 125, yes – 60)
8. Kindergartens (it's difficult to say – 40, no – 215, yes – 10)

Training for which staff groups must be organized in the District? (Page 22)

1. Worker specialties - 130
2. Engineering specialties - 30
3. Specialists in the field of service provision, including tourist services - 60
4. Medical professionals - 100
5. Teachers - 40
6. Economists - 8
7. Lawyers - 12
8. Municipalities employees - 13
9. Managers - 10
10. Other – 2
11. It's difficult to say – 40

What must be done to facilitate healthy lifestyles for the District's residents?

(Page 22)

1. Construction of sports facilities - 100
2. Good ecology - 35
3. Improvement of the quality of life - 160
4. Active information policy and promotion of healthy lifestyle - 50
5. Development of health care - 107
6. Diagnostics and prevention of diseases - 100
7. Strengthening of control over foodstuff trade - 95
8. Other – 5
9. It's difficult to say – 12

Evaluation of medical care level (Page 23)

1. Outpatient care (very good – 0.5, good -19, good rather than bad - 55, bad rather than good - 85, bad - 40, it's difficult to say – 50)
2. Day care (very good – 1, good -20, good rather than bad - 50, bad rather than good - 48, bad - 27, it's difficult to say – 100)
3. Twenty-four-hour hospital care (very good – 0.5, good -20, good rather than bad - 40, bad rather than good - 50, bad - 35, it's difficult to say – 100)

Do you think that the level of development of youth clubs is adequate in the District? (Page 24)

1. Yes – 10
2. No – 160
3. It's difficult to say – 40

What must be done to ensure maximum level of employment among student youths or specialists? (Page 25)

1. Creation of a youth placement service - 110
2. Organization of job fairs - 75
3. Opening of branches of higher education institutions in the District -65
4. Other - 10
5. It's difficult to say - 45

What must be done to ensure proper rest and leisure for children and youths? (Page 25)

1. Construction of a movie theater - 48
2. Construction of sports facilities - 135
3. Setup of an Internet café - 52
4. Setup of creative clubs - 70
5. Setup of interest clubs - 68
6. Setup of a Youth Leisure Center - 53
7. Setup of a Children's Art House - 40
8. Other - 10
9. It's difficult to say - 25

What types of social institutions must be created and developed in the District? (Page 26)

1. Nursing homes for the elderly - 78
2. Departments of home care for pensioners - 90
3. Orphan asylums - 50
4. Other – 10
5. It's difficult to say – 77

Are residents of the District willing to participate in the drawing up of a strategic development plan for the District? (Page 27)

1. Yes - 40
2. No - 70
3. It's difficult to say - 115