

Annex II

Terms of Reference

**Developing Social Services for Vulnerable
Groups II, Russian Federation**

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TERMS OF REFERENCE

“Developing Social Services for Vulnerable Groups II”

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1. BACKGROUND INFORMATION

1.1. Beneficiary country

Russian Federation

1.2. Contracting Authority

The European Community, represented by the Commission of the European Communities, for and on behalf of the government of the Russian Federation.

1.3. Relevant country background

The transition towards democracy and a market economy in the early 1990s liberalised Russian society, introducing the concepts of civil rights and democracy. It also brought with it higher unemployment, a drastic reduction in real wages, higher income differentials and growing inequalities. The impact of these changes on health and social status as well as on cohesion between different social groups was striking. Economic restructuring and the decline in production exacerbated the problems of pre-existing budget deficit and made under-funding of social and health services more acute. The move to a market economy encouraged privatisation of social services that were until then heavily subsidised or provided free of charge (such as for example nurseries, day centres, free health check ups for children). As a result, millions of children, families and the elderly lost the benefits they had received as entitlements while their standards of living continued to plunge. Protracted economic decline throughout most of the 1990s and the fiscal crisis of August 1998 eroded yet further the already reduced health status of the population and disrupted traditional patterns of social life.

The impact of transition and the social dislocations it created compounded by the under-provision of social and health services altered dramatically many of the conventional health and social indicators used for measurement of human development. A decrease in life expectancy resulting from lower birth rates and higher death rates among middle aged men, high levels of TB and HIV infections and drug abuse, the growing number of social orphans in residential institutions whose parents are unable to care for them, were but a few of the most striking examples.

Poverty has increased to a level unknown to past generations in peacetime. According to official estimates more than 30% of households in Russia live below poverty line but the real figure could be much higher. Meanwhile, the needs of those seriously affected by the transition processes will have to be addressed in a consistent and effective manner. Adequate cash benefits and the provision of appropriate cost-effective social services for vulnerable groups facing the problems of social isolation and exclusion are the two key policy developments to this end.

1.4. Current state of affairs in the relevant sector

The Ministry of Social Development (MoLSD) is responsible for policy making in all fields of social security and for a wide range of social assistance and social service provision. A substantial degree of regional discretion in decision-making exists. The Ministry designs the overall policy framework, provides guidance and methodological support to the regional and local administrations while the latter implement policies. The level of social protection, size and type of some benefits as well the organisation of social services is decided by the Subjects of Federation (regions). The federal government has encouraged regions to search for social policy options that are closer to their own requirements but also to mobilise their own resources to meet the identified social needs.

In recent years social services have undergone several reform initiatives aimed at modernising and making them responsive to new social needs. The introduction and upgrading of the profession of social worker, the reorientation of care towards family and children, the shift from institutionalised care in favour of day and community care for children with disabilities, community-based social care services for children and families at risk, the adoption of new old age policies and the recognition of the value of counselling and psychotherapy are but a few examples of these reforms. Despite the reforms, the majority of the needs of those who could benefit from social services continue to be unmet. According to one study, social services are in a position to cover approximately 20% of the social needs relating to child welfare¹.

However, the need to provide efficient and effective social services is particularly acute for the vulnerable groups of the population, such as those without employment and without family support.

1.5. Related programmes and other donor activities

Over the years Tacis has worked closely with the MLSD in providing support to the Ministry for assessing social needs and improving social services. In particular, Tacis has elaborated and implemented two major projects whose primary objective was the development of a system of social services for vulnerable groups. The first project dealt with "Developing a system of social services for vulnerable groups" and was particularly successful in developing social models for children, the disabled and elderly people. Notably, the project developed alternative methods of care for orphans in Samara and elaborated a model centre for disabled people in Penza, supplemented by a pioneering training programme in occupational therapy. The possibility of replicating some of its technologies or at the very minimum the transfer of knowledge between regions should be explored in depth.

The second project, in cooperation with the Ministry of Education, "Partnership in health, education and social assistance" (www.vse-vmeste.ru) aimed at improving the delivery of health and social services to children with special needs and developing alternative methods of care for orphans and disabled children living in institutions. In the Moscow region, Oriol and St. Petersburg it promoted programmes of early detection of disabilities and solutions for treating them outside institutions and developed new mechanisms for the de-institutionalisation of disabled children. It has elaborated different approaches for reintegrating social orphans within their families by providing support to different forms of non-governmental homes on the regional and community level.

The project will build up ~~be~~ on successful past experiences but will also establish links with the projects of the Action Programme 2000 and the Action Programme 2001 that will be simultaneously implemented. "Promoting Democracy through Social NGOs" will aim at developing partnerships between state institutions, the NGO sector and end beneficiaries in the sphere of social welfare. The "Social Protection Reform" project will provide assistance in designing policies aimed at a more effective targeting of social assistance while "Prevention and Control of Communicable Diseases in NW Russia", will address the health and social needs of prisoners and inmates of penitentiary institutions in the Leningrad and Pskov Oblasts.

Additionally, the proposed project should relate to projects and programmes supported by other donors including large multinational organisations such as the World Bank, and UN agencies, particularly UNICEF but also national development agencies and established private institutions or local and international NGOs. While the scope, size and intervention logic reflect the profile, objectives and capacity of each of the donor organisations there has been an overall set of successful initiatives and projects for one or more target groups which are also the focus of this project.

¹ World Bank (2002) "Child Welfare Outcomes During the 1990s. Case Study: Russia" (draft) 113563 TOR final

Attention should be given to a DFID financed project "Work of militia in a democratic society", the main objective of which is to develop an integrated structure in an interior department in order to effectively address the violence in families and to combine the preventive, operational and rehabilitative activities assisting the victims of domestic violence. These activities involve different municipal departments and non-governmental organisations. More information can be obtained from St. Petersburg public organization "Legal Aid Society for Domestic Violence and Sexual Assault Cases", e-mail: lasoffice@admiral.ru, tel./fax (812) 186-43-68.

Initiatives have been undertaken within the Tacis Cross Border Cooperation Programme and the Tacis Institution Building Partnership Programme – Civil Society Initiative in addressing the issues of social support to the families of children with special needs, orphans, children in crises, children suffering from domestic violence, and homelessness.

Synergy effects will be achieved if the project maintains close links with all other significant efforts in the area but most importantly if it succeeds to incorporate the findings of their programmes. An example would be the World Bank project on "Development of social services for families and children" that follows a two-pronged approach in promoting the objectives of its programme: policy work and elaboration of viable alternatives of care in the community. The project findings on the other hand, might also complement policy led initiatives of other organisations such as, for example, the UNDP initiative directed at mainstreaming the issue of domestic abuse to bring about legislative changes that would treat it as any other ordinary form of violence.

2. WIDER OBJECTIVE, PROJECT PURPOSE AND RESULTS

2.1 Problems to be addressed

The problems that need to be addressed comprise two major groups of intervention with actions encompassing and targeting all three levels of government with particular focus on the regional and local levels. Key problem areas and the project's anticipated role in addressing them are briefly outlined below:

A. At Federal level

1. Although there are many positive examples of improved and innovative functioning of social services throughout Russia, there is a recognised need for analyses and the systematisation of existing models of social services developed under different projects as well as initiated by administrations. There is therefore a need to establish an information centre at the MLSD, which could collect and disseminate as widely as possible the results of any local or foreign projects and initiatives to any interested region. This has been requested by the Federal authorities.
2. There is a lack of a sustainable well-defined dissemination strategy which would work two ways: to act as a mechanism for collecting innovative examples of the provision of social services and, on the other hand, to maintain on-going dissemination of new methods and approaches of working with vulnerable populations including policy and legislation and the provision of new opportunities for cooperation.
3. A related problem is the lack of general standards for assessing the effectiveness of social services in the Russian Federation based on the experience in pilot regions.

B. At regional and local levels

1. Co-ordination among different departments and agencies is imperative in the promotion of a coherent policy approach for the provision of comprehensive social services. In addition to duplication and waste, difficulties in coordination between departments and dispersion of services among different agencies, have impaired their effectiveness,

operation and development. A crucial factor that underpins this situation is the lack of developed mechanisms and modules of coordination with regard to the activities of different departments and agencies which would both regulate and coordinate these activities for targeted vulnerable groups and which would also allow for the targeting of scarce resources to the most worthwhile activities. The role of the project is to provide the platform to facilitate the process of bringing together different actors whereby mutual exchange of views and common strategies can be designed and implemented in the pilot areas. Nevertheless, creating conditions for sustained interagency co-operation is a time consuming process that requires skills and devotion in order to bring down organisational and inter-professional barriers. The project should strive for the unitary provision of social care by a multidisciplinary team replacing a system of disjointed services delivered by different agencies that is prevalent today.

2. There is an absence or rather few examples of social services meeting the urgent needs and demands of target groups, such as:
 - Children without parents (orphans) leaving residential care are not adequately prepared for independent living in a normal environment, they are not aware of their rights and have enormous problems in finding a job and therefore become an easy target for criminal structures;
 - Unsupervised children and those who are registered with the "*Commissions for Children and Teenagers Rights Protection for infringements of the law*" who suffer from the lack of control of their social life provided by parents or guardianship authorities. They also have difficulty in integrating into civilian life and are in need of support from different bodies, suffer social stigmatization and have a low self-image.
 - Victims of domestic abuse need special attention from social, health, education and law enforcement structures to deal with their families and to prevent recurrent abuse and violence.
 - Juvenile delinquents returning to society from imprisonment often do not know where to go and how to start a new life and finally find no other alternative than breaking the law again;
3. The project should propose realistic and viable solutions regarding the provision of essential services which enable children leaving orphanages, unsupervised children and those who are registered with the "*Commissions for Children and Teenagers Rights Protection for infringements of the law*" and young ex-prisoners to adjust to the life in the society. Within the context of the rapid changes and increased social disorganisation in the Russian Federation, young people increasingly risk coming into conflict with the law. The registered crime rate has risen from 800 cases in the year 1989 to 1,500 in 2000 per every 100,000 population aged 14-17². The absence of juvenile courts in Russia results in a situation where juvenile offenders aged 16-18 may be sent to the adult prisons where they become unnecessarily exposed to the dangers of further criminalisation, HIV and TB infection³. In addition, the rate of crime committed by girls, which is traditionally lower than for boys', shows a steady increase.
4. The existing system to identify and register "children at risk" needs further improvement, including a method for the individual registration of children at a local level.
5. There is a lack of human resources working with unsupervised children/young people, as well as with families – There are no specialists with the skills and knowledge of how to work with "street children" – how to locate them in town, how to communicate with them and how to gain their trust.
6. Coordination between social and employment services for the provision of jobs to young ex-prisoners requires further development.

² Social Monitor 2002, United Nations Children's Fund, Innocenti Research Centre, Florence, Italy, ISBN: 88-85401-79-1

³ UN Common County Assessment for the RF, (2002), Moscow 113563 TOR final

7. There is a lack of coordination between social/rehabilitation services inside and outside places of detention.
8. The funds available for social assistance at the regional and local levels are limited and have to be allocated for the most effective provision of emergency facilities while promoting the development of preventive services for vulnerable groups.
9. The administrative capacities of decentralised services and the skills of practitioners (social workers) responsible for the implementation of new schemes are often insufficient and subject to huge regional and local variations. The lack of adequately trained staff is but one of the constraints underlying the provision of social services in Russia. Another is the low or inexistent capacities within the respective administrative structures responsible for designing and implementing systems that could support the adaptation of formerly institutionalised vulnerable groups to normal life in society.
10. Administrations and the general population tend to have a negative attitude towards the vulnerable groups identified. The reasons for this are many and various with historical, cultural and psychological roots. They can be traced back to the isolationist approach that the Soviet model promulgated when dealing with social pathology, which developed a culture of rigid "normality" or "social norms" and promoted the concept of narrowly defined biological and social "health" while deepening the resistance to difference. To this day, information on alternative and supportive methods of treating deviations in social behaviour is very poor while the training provided to social workers, nurses, teachers and the police is rudimentary or non-existent. Poorly informed and trained practitioners are more likely to experience "burn-out", emotional fatigue and to display a negative attitude to their clients.

2.2 Project Wider Objective

The project wider objective is to assist the Ministry of Labour and Social Development in the provision of efficient social services for the most vulnerable population.

2.3 Project Purpose / Specific Objectives

The project purpose is to assist the Ministry of Labour and Social Development in the provision of efficient social services for the most vulnerable population groups through the design and development of an integrated system of social protection for vulnerable groups and to support their integration into society.

A. Specific objectives at the federal level are:

1. To support MoLSD in analysing the existing system of provision of social services for the identified vulnerable groups, including benefits, housing and social assistance. Federal as well as regional initiatives should be analysed and assessed and recommendations for improved policy and support measures for these population groups should be devised.
2. To increase the capacity of MoLSD in the design, development and implementation of the most effective dissemination strategies by means of an ongoing process throughout the duration of the project. An information centre will be developed at the Federal level, facilitating the exchange of knowledge and experience between different regions of the Russian Federation. Recommendations will be made on the most appropriate dissemination strategy for improving the provision of services in the regions.
3. To enhance the capacity of MoLSD to develop general standards for assessing the effectiveness of social services in the Russian Federation based on the experience in the pilot regions. Additionally, the project should be informed and guided by a bottom up-approach whereby proposals for improvements and strengthening of federal legislation are transmitted upwards.

B. Specific objectives at the regional and local levels are:

1. To improve inter-departmental co-operation and inter-agency work, with a view to strengthening the system of social protection for the target groups at local and regional levels. One of the project strategic objectives is to bring together different actors, cutting across organisational boundaries to create comprehensive programmes dealing with different services, which are presently scattered among different departments, is. An integral part of reaching this objective is the improvement of a legislative and normative basis regulating the work of the services responsible for preventing children from being left unsupervised.
2. To contribute to the development of a social assistance policy for the prevention of crime
 - Unsupervised children and those who are registered with the "*Commissions for Children and Teenagers Rights Protection for infringements of the law*": a shift should be made to inter-agency cooperation to create the necessary conditions preventing children and teenagers from being left unsupervised maintaining protection and implementation of their rights and interests in all aspects of their social life, developing models of identification and prevention of any violence, including sexual.
 - Juvenile delinquency: prevention of secondary delinquency through joint work with social workers in penitentiary institutions and residential social services, close co-operation with the judiciary and police, as well as educational institutions and employment services.
 - Victims of domestic abuse: prevention through work involving the relevant structures at local administration level as well as practitioners dealing with victims such as social workers, doctors, nurses and school teachers.
3. To develop integrated systems of delivery of social/health/education and employment services for the identified groups.
 - Children left without parental care (orphans) and starting independent life: the new schemes and the re-worked existing ones should promote the learning of core social competences and skills as well as basic vocational training.
 - Unsupervised children and those who are registered with the "*Commissions for Children and Teenagers Rights Protection for infringements of the law*": local social services will have to become a link among all the services and agencies dealing with these categories of children to provide preventive work with families, identification and rehabilitation of children and teenagers at risk.
 - Juvenile delinquents/young ex-prisoners: development of rehabilitation services and vocational training with a view to equipping them with skills for independent life and integration into society.
 - Victims of domestic abuse: the development of comprehensive aspects of service provision and design of new model centres, with a particular focus on structures that involves work with the family to prevent abuse and violence.

At least one model centre for each of the vulnerable groups should be developed in the pilot regions whose findings and results will be widely disseminated.

4. To improve the capacity of local administrations to strengthen their response to the needs of the defined target groups and to provide capacity building to social services in the regions. An equally important and synergic activity will be the capacity building of social services administrators to improve the quality of their work through innovative and cost-effective methods.

5. To enhance the capacity of social workers by upgrading their skills, increasing their competences and the effectiveness of their interventions with the target population.
6. To raise awareness among the general population as well as decision makers about the rights of vulnerable groups as well as their difficulties in obtaining support and the opportunities to be had from their integration into society.

2.4 Results

The following results are anticipated upon completion of the project.

Results relating to the Federal level:

Result 1.1

A systematised inventory is made of the most important initiatives that exist within the field of social service provision to the vulnerable groups identified in the different regions. Higher awareness of staff of the MoLSD (social service administrators at the federal level) will result from the use of this inventory. The inventory will not merely comprise a list of relevant projects but will also include an analysis of the most important results and recommendations for improved policy and support for the identified population groups.

Result 1.2

A central data bank is established at the site of the MoLSD, presented in readily accessible form to be utilised by the regional and local administrations (including web site based information centre). It will increase the system's capacity to understand methodologies and models of service provision that are worth replicating and will provide this information to the regions. An enhanced capacity in the effective implementation of dissemination strategies on the part of Ministry staff should accrue from sustained efforts carried out throughout all the stages of the project.

Result 1.3

Recommendations are developed for changing the law on standards for assessing the effectiveness and quality of social services based on the experience in the pilot regions.

Results relating to the regional/local levels:

Result 2.1

Inter-departmental and inter-agency communication and co-operation is improved at the regional and local levels. This will be measured in terms of the joint initiatives undertaken and the provision of local services delivered through the consultative mechanisms of different branches of local administrations. The legislative and normative basis regulating the work of the services responsible for the prevention of children being left unsupervised is improved.

Result 2.2

Models and procedures are developed and tested for the involvement and joint work at local level of social workers, penitentiary institutions, the judiciary, police, health, employment, educational institutions, as well as non-governmental organisations, in order to prevent primary and secondary delinquency, as well as domestic violence.

Result 2.3

Model centres of adaptation and rehabilitation of the four identified target groups are developed and implemented. The four identified target groups are 1) children from orphanages, 2) unsupervised children and those who are registered with the "Commissions for Children and Teenagers Rights Protection for infringements of the law", 3) young ex-prisoners and 4) victims of domestic abuse. The work of these model centres will be based on a new system of social services delivery, but primarily through improving the quality and widening up a range of services of already existing centres.

- In consultation with the Ministry of Education, a system for the social integration of young people without parental care leaving orphanages in a form of model centre/s is developed.
- A model of integrated inter-agency cooperation for preventive work with families, for identification and rehabilitation of children and teenagers at risk is developed.
- A In consultation with the Ministry of Justice a system of rehabilitation services including vocational training and job counselling for juvenile / ex-prisoners is developed.
- The extended centres are created on the basis of existing centres for children and women suffering from domestic violence.

Result 2.4

The managerial and administrative capacities of personnel in the local administrations of all pilot regions is improved, enabling them to assess needs, manage change and improve the effectiveness of social service provision. The social services administrators have received training and knowledge for improving the quality of services and using cost effective methods for addressing the needs of the vulnerable groups identified.

Result 2.5

The skills of practitioners from the pilot regions (social workers, counsellors and therapists) are improved in terms of more modern ways of supporting affected individuals and the management of conflict situations. The qualifications of those who have hands-on-experience in running the new and "old" services in pilot regions and beyond are upgraded.

Training courses for upgrading the skills and knowledge of practitioners in social services are developed which can be used beyond the duration of the project implementation.

Result 2.6

Awareness is increased among general population regarding the rights of the vulnerable groups identified and the problems they face in terms of the process of integration into society. The rate of responsiveness and the attitude of the respective administrative structures responsible for assessing the needs and the provision of social services to the vulnerable groups are improved.

2.5 Target Groups and Project Partner

The need to focus on the problems of the most vulnerable groups, who often happen to fall between different organisational boundaries, has been explicitly recognised by the Government. The MoLSD, the partner organisation, has suggested that the project should focus on the following Target groups:

- Children without parents who are leaving residential care
- Unsupervised children and those who are registered with the "Commissions for Children and Teenagers Rights Protection for infringements of the law"
- Juvenile delinquents leaving prisons
- Victims of domestic violence

Children

Housing and employment are scarce and it is reported that children are now unofficially allowed to remain in institutions even beyond the official age limit in order to avoid homelessness, unemployment, and social isolation⁴. Data from the General Public Prosecutor's Office of Russia provides evidence of the adversities and difficulties faced by children leaving orphanages "1 in 3 children who leave residential care become homeless, 1 in 5 end up in criminal activities, and as many as 1 in 10 commits suicide"⁵. According to the ILO, in St. Petersburg only, there are 17.000 of these children working and living on the streets some of whom are as young as nine years of age⁶.

⁴ World Bank (2002) "Child Welfare Outcomes During the 1990s. Case Study: Russia" (draft)

⁵ cited in World Bank (2000) "Moving from Residential Institutions to Community Based Social Services in Central and Eastern Europe and the Former Soviet Union", Washington, DC

⁶ ILO (2001) Report on Child Labour and Street Children in St. Petersburg 113563 TOR final

As a result, their developmental potential is impaired and their chance to enter adulthood in full health is diminished. The worst scenario might be that these children join the growing ranks of marginalized adults who abuse drugs, are homeless and of poor health or are involved in criminal activities (one study reported that 1 out of 10 young offenders grew up in a residential home⁷). The long-term social and economic costs of this situation are hard to evaluate but cannot be underestimated.

Children facing numerous risks to their personal development and well-being, health or even physical survival are one of the most vulnerable groups. The most common causes are poverty, neglect, exploitation or abuse by the family or institution that cares for them, limited access to health care and education and other social services. Often all these factors are present at once. However there are particular groups of children who face higher risks than others, including those becoming homeless, malnourished or ill. These are the children a) of unemployed parents falling into poverty, b) children exposed to inadequate parental care either because of disruption or dysfunctional family relations or c) those who have spent most of their lives in residential care.

Social services in general are ill equipped to deal with the numerous demands placed upon them. According to some estimates there are approximately 380,000 children deprived of parental care and children with disabilities⁸ in residential care in Russia at present, of which only 3% are biological orphans⁹. The reasons why children are placed and remain in residential care for such long periods of time are multiple and should be sought in historical patterns of provision, public attitude, vested interests but most importantly in the pervasive poverty and absence of sufficient alternatives.

Juvenile delinquents leaving prisons

Every year around 300,000 prisoners leave detention centres, many of them belong to the group of young people in the age range of 18-20 years. Prisoners on release, quite often having no family support, face immense difficulties in finding shelter, employment and access to essential social and health services in addition to becoming marginalized and isolated from society. Evidence provided by large international NGOs¹⁰ actively operating in Russia to address homelessness reports that 25-30% of the homeless in big cities are inmates released from penal institutions. Ex-prisoners without registration face additional problems in getting support from social services, which could place them in employment, and access to non-emergency health care. As reported by another NGO¹¹ the isolation and hopelessness that ex-prisoners face could be the main reason for them falling into secondary delinquency and recidivism. Another problem are the restrictions on mobility, which are still widely applied and which often confine them geographically to the areas where penitentiary colonies are situated.

Victims of domestic abuse (women and children)

Official data on domestic abuse is hard to come by although the Ministry of Health (MoH) is able to provide some indicative statistics on the number of people affected, however only those who refer themselves to medical assistance as a result of violence are included. Women are the most commonly affected group, closely followed by children. There are 15 crisis centres for women and 55 crisis departments in other social service institutions while the total number of institutions providing social services to families and children has increased by one fifth over the last year and there are 2744 units at present for 88 regions in Russia¹². Although new crisis centres providing remedial emergency services to those affected by domestic violence may be needed, the structures and institutions that already exist (i.e. social services for families and children suffering from domestic violence) are also in need of overhaul and improvement. At present, the role of social services dealing with crisis situations is to provide emergency aid (including emergency health care) and then to refer claimants to the relevant institutions.

⁷ Harwin, J. (1996) "Children of the Russian State: 1917-95". Aldershot, UK: Avebury

⁸ World Bank (2002) "Child Welfare Outcomes During the 1990s. Case Study: Russia", Washington, DC

⁹ World Bank (2000) "Moving from Residential Institutions to Community Based Social Services in Central and Eastern Europe and the Former Soviet Union", Washington, DC

¹⁰ Head of Mission, MSF, France (June 2002) Moscow

¹¹ Director "Committee for Defending Citizens Rights" (June 2002) Moscow

¹² MoLSD (2002) "Statistical data about institutions and social services provided to children and families"

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Beneficiary

The direct beneficiary of the project is the Ministry of Labour and Social Development and the relevant regional and local departments for social protection. Employees in relevant administrations will benefit from enhanced capacities and opportunities for professional development will motivate them to take up on new services and enter into new partnerships. Employees and practitioners that will be part of new schemes and/or services will have increased job satisfaction and status that will be a result from their increased effectiveness. This will in turn further reinforce their proactive and positive attitude to work. Meanwhile the existing municipal social services will be supported and promoted into developing new models and measures for addressing the specific problems of identified target groups on a local and regional level.

Project Partner

The Project Partner is the Ministry of Labour and Social Development of the Russian Federation. However, the Project Partner will cooperate with other Ministries both at federal and local levels to achieve the best results in the project.

Areas of co-operation with the different ministries are the following:

- Prevention of children and teenagers being left unsupervised (Ministry of the Interior, Youth agencies, Ministry of Education, employment departments).
- Problems of juvenile delinquency (Ministry of the Interior).
- Cooperation with social services in detention centres and prisons (Ministry of Justice)
- Development of educational and vocational training programmes for children without parents that leave or graduate from orphanages (together with the Ministry of Education which is responsible for all institutions for orphans).
- An integrated approach to social and health service provision for vulnerable groups will require co-ordination and development of innovative approaches in a close consultation with the Ministry of Health.

As far as training programmes are concerned, there is a need for joint training programmes, in consultation with the Ministry of Health, for nurses and other staff in the polyclinics to recognise and detect abuse and to be able to refer it to the relevant structures.

3. ASSUMPTIONS AND RISKS

3.1 Assumptions underlying the project intervention

The assumption on the macro-level is that the climate of political stability and developments in the course of economic and social reforms will continue unabated. The other assumption is that project will manage to use all the strengths of the existing framework and opportunities arising from the developments of social policy in Russia to enhance the effectiveness of its interventions. Definitive strengths are the dynamism of the partner organisation and its commitment to the development of social services in Russia¹³. In addition, the profession of social worker is a new one, still in the making and free of ossified structures that could be difficult to overcome. The overall plan of social reforms is another opportunity that the project could use as a supportive framework to fit into and benefit from synergy effects. Thus a high level group in the government between the Ministries of Health, the Interior, Education and Labour and Social Development, chaired by the First Deputy Prime Minister for Social Affairs Ms. V. Matviejenko aimed at addressing the problems of runaway children could serve as a springboard for raising the issue of children leaving orphanages.

There are several assumptions underling the effectiveness of project intervention on a micro-level. First, the project will succeed in sharply focusing its selected interventions in the chosen

¹³ As reported by MoLSD in the last decade a network of new facilities was created around the country: in 1994 there were 4 centres for children while today their number is 907. Similarly, family centres rose from 137 to around 3000 (MoLSD (2001) "Situation of Children in the Russian Federation - Government Report for Year 2001").



regions to sustain the overall strategic impact of the programmes. Second, realistic and viable interventions with clearly identifiable gains for the participants will be proposed to increase the project's influence by commanding motivation and support from partner organisations. Third, the partner organisation will identify clear benefits and will be prepared to support new schemes after the project terminates. Fourth, important projects in the field of social protection will be willing to share information. Fifth, the project will command the relevant expertise to perform its tasks and will focus on demand driven and client-tailored solutions to avoid irrelevance. Sixth, the project will manage to build broad alliances with all the actors involved (local administration and other agencies) and enter into collaborative agreements. Seventh, different agencies will succeed in identifying common goals and potential gains offsetting the loss of their autonomy and motivating them to command the required resources.

3.2 Risks

Risks and threats to the successful outcome of the project are identifiable at the macro and micro levels. Radical political change might have unforeseen consequences for the implementation of the project, which is an important risk but most unlikely. Inability to utilise the opportunities presented outside the framework of the project is likely to happen if the Consultant has limited understanding of the context it will operate in or insufficient skills. These are the two main risks concerning the wider project background.

There are also several immediate threats to the successful outcome of the project. First, the lack of focus on a number of well-defined interventions may dilute the project's impact, which is designed to confine its work within a few geographical areas but has a relatively broad coverage in terms of target groups. Second, the uptake of the proposed approaches is at risk if there is no ownership of the values that underpin interventions. To promote ownership of new arrangements any models developed elsewhere and proposed for replication must have the full support of the partner organisation especially the MoLSD who will disseminate them while the local bodies should preside over their implementation. Third, a lack of financial commitment of local administrations to support the provision of the proposed services poses a serious threat to the sustainability of project results. These risks are very important and the most real ones. Therefore, regional and local statutory bodies will have to commit themselves and include additional facilities and services in their budgets. Fourth, a lack of co-operation or inaccessibility to information produced by other projects could impede development and limit the effectiveness of the information centre. Fifth, organisational boundaries and vested interests may prove much stronger and important enough to disable any creative interagency co-operation. Sixth, the low status attached to the social sector and its very poor pay, may impede full participation of the overstretched and overworked staff and local administrators. All these risks should be taken into account while preparing the questionnaire for selecting the pilot regions.

4. SCOPE OF THE WORK

4.1 General

Selection of regions

The Consultant, together with the Project Partner, shall define the selection criteria in order to identify four pilot regions. The most important aspect in selecting regions is the commitment of the regional and local administrations to the identified target groups and the issues addressed by the project, their involvement in the reform process and implementation capacity of each of the regions. Other factors that should possibly be taken into account in their selection is the representation of target groups in the regions, and the added value that the project could bring to the regions that otherwise would not have had opportunities to benefit from other Tacis projects. Efforts should be concentrated on a limited number of regions, in order to maximise the impact and visibility, while promoting dissemination and replication to a wider group of regions.



During the selection process it is important to take into consideration the fact that together with this project Tacis will implement a project "Prevention and Control of Communicable Diseases in NW Russia" that will address health and social needs of prisoners and inmates of penitentiary institutions in St. Petersburg, Leningrad and Pskov Oblasts. One of the regions should become a common region for the two projects to maximise efforts in developing a model of social protection for juvenile delinquents leaving prisons. Tenderers are invited to propose a methodology with regard to the selection of regions.

Management Structure

The Tacis Operations Section of the Delegation of the European Commission in Russia represented by the EC Project Manager, identified in the article 8 of the Special Conditions, that will govern the implementation of this contract, is responsible for managing this contract

The Consultant together with MoLSD will establish a Steering Committee, to guide project implementation. It will review project progress every three months and give guidance at key junctures. The Steering Committee will include all project stakeholders:

- EU Project Director
- Team Leader
- Russian Project Director
- Head of Family, Women and Children Department of the MoLSD
- The European Commission Delegation representative in the Russian Federation
- Representatives from the pilot regions
- Representatives of relevant Ministries.

The exact composition of the Steering Committee will be agreed with the Project Partner and the European Commission. The representative of the project partner will chair the meetings. The Consultant will ensure the proper functioning of the committee meetings, such as writing minutes, preparing agendas, etc.

The Steering Committee will be responsible for:

- Project co-ordination and its consistency with the agreed project objectives, its monitoring and evaluation
- Promotion of the project dissemination information
- Providing a forum for all parties involved, discussing various issues and resolving disagreements

Role of the Consultant in the implementation of the project

The Consultant shall ensure that experts are adequately supported and equipped when in the field. In particular, it shall ensure that there is sufficient administrative, secretarial and interpreting provision to enable professional staff to concentrate on their core tasks. The Consultant undertakes to ensure that necessary funds are transferred to the field in a timely fashion to support the activities of the project, and that the project staff are paid regularly and in a timely fashion.

When consortia are formed, arrangements should allow for the maximum of flexibility in project implementation, and arrangements offering a fixed percentage of work to each consortium member should be avoided.

Role of the Project Partner in the implementation of the project

The Ministry of Labour and Social Development shall appoint a senior member of its staff to liaise with the Consultant and shall ensure that staff of the appropriate level is made available to work alongside the staff of the Consultant. Staff of the Project Partner shall not be paid from the project funds.



The MoLSD shall provide such assistance to the Consultant as necessary to arrange visas for expatriate personnel of the Consultant, and customs clearance and inland transport (from border point to final destination) for the Consultant's imported equipment.

The MoLSD shall also provide all possible assistance to solve unforeseen problems, which the Consultant may face. The possible failure to solve some of the Consultant's problems encountered locally will not free the Consultant from meeting its contractual obligations vis-à-vis the Contracting Authority.

The MoLSD shall provide an access to the data required for the successful implementation of the project.

The MoLSD shall make available adequate office space for the experts project personnel, at no additional cost to the project. Similarly, the MoLSD through the respective regional administrations shall make available office space in the regions, at no additional costs to the project. It shall take responsibility for activities undertaken in the regions and ensure liaison as appropriate with local authorities, social protection departments and other organisations to facilitate participation and smooth collaboration among all parties.

4.2 Specific Activities

The scope of the project stipulates that activities will be undertaken on all levels of government; federal, regional and local with more focus, time and attention being devoted to the latter. The project will be divided into three major phases: Inception (three months), review and systematisation of the relevant experience in Russia (mainly conducted by the Moscow office) with simultaneous needs assessment in the regions. An Implementation phase will follow with detailed elaboration of the appropriate interventions and dissemination strategy for the whole project that will be then phased in the pilot sites and the Ministry. Training and capacity building activities (including workshops, study tours and Round Tables) and establishment of information centre will also take place during this stage. A Completion phase of at least **four to six months** will be devoted to the conclusion of project work focusing on wider dissemination and final arrangements securing sustainability of project results.

More specifically for the inception phase the Tenderer is expected to propose activities aimed at:

- Review, analysis and systematisation of the relevant initiatives in the field of social and essential health services provision to the target groups at the level of the Federation.
- Analysis of the existing system of service provision and local needs for social services among the identified groups of the population.
- Co-opting regions that have relevant experience into the framework of partnership, assisting them to proceed with self-evaluation and then to become the agents for further dissemination of their findings.
- Initiating framework building for interagency co-operation involving stakeholder analysis of different actors. Proposed arrangements could be first tested in the regions as outline for concerted actions with all relevant bodies.

For the implementation phase Tenderers are invited to propose several groups of activities related to:

1. Analyses, experience sharing, transfer of knowledge and dissemination as part of the overall dissemination strategy including:
 - Proposing optimal models for utilisation of existing social care resources based on in depth analysis of the system and its needs, experience from models centres implemented in selected pilot areas in the regions.
 - Dissemination of the findings of other relevant projects through training activities (workshops, study tours) throughout all stages of the project.
 - Improvement of the legislative and normative basis.

2. Establishing new facilities and models of service provision:
 - Creation of an information centre database on the basis of modern technologies which will systematise experience from the most worthwhile projects and examples of best practice in social service provision for identified vulnerable groups conducted in Russia.
 - Creation of model centres by reinventing and enhancing the potential of structures already existing to improve their performance. New schemes should be proposed only when this is well justified. The scope for developing a generalised approach informed by the experience of model centres should be examined.
 - Developing social services aimed at creating/developing specialized crisis centres dealing with women and children victims of domestic violence.
 - Developing social services for de-institutionalised children for providing them with support for further integration into the society.
 - Developing a model of integrated inter-agency cooperation aimed at preventive work against children and teenagers being left unsupervised, including mobile work and work with NGOs and the general public.
 - Developing adequate mechanisms between MoLSD and other government agencies such as the Ministry of the Interior, and social/rehabilitation services in penitentiary institutions, as part of the Ministry of Justice, for joint work in designing social adaptation and rehabilitation programmes for young people who have demonstrated delinquent behaviour. .
 - Developing principles and mechanisms for a joint work between different agencies and departments to overcome duplication and/or gaps in the work with the identified target groups and to develop the most effective provision of services.
 - Assistance in vocational training and social rehabilitation for children from orphanages and those who are registered with the "Commissions for Children and Teenagers Rights Protection for infringements of the law" developed on an experimental basis in the pilot areas.

3. Capacity building and training:
 - Training needs' analysis, design and implementation of training programmes for administrators and for local services practitioners – social workers who will have direct hands on experience in running the respective structures and direct contact with target groups. Linking the training component to capacity building with a special focus on hands-on experience and a demand driven approach should guide project intervention.
 - Developing mechanisms for an integrated local database in the area of prevention of children and teenagers being left unsupervised, crime, alcohol and drug addiction, HIV/AIDS among children and teenagers.
 - Separate package of work with children/teenagers: capacity building for their self-development including assistance in vocational training and job counselling.
 - Reliance on Training of Trainers programmes when considering practitioners- social workers to maximise effects and the outputs of the programmes.
 - Assistance in designing programmes for educating specialists of different departments working with the identified target groups.
 - Additionally, an identifiable group of trainers trained and mechanisms for training replication must be secured and in place upon project completion at least in all the participating regions

4. Awareness raising among general public and decision-makers:
 - Utilising local expertise as much as possible alongside international expertise should be an effective method of changing attitudes in public service administrators.
 - Campaigning in the media to address the problem of violence against women and children and informing the general public about the plight of former inmates, unsupervised children/teenagers and residents of orphanages while promoting trust building measures.
 - Promoting collaborative partnerships to inform and address issues of abuse and social stigma on a policy level to strengthen the relevance and effectiveness of the intervention.

- Creative use of initiatives undertaken by other institutions to build up their own capacity through participation in the project activities.

The Consultant is expected to ensure the achievement of the results listed in 2.4 above. In order to achieve these results the Tenderer may propose complementary project activities to those identified in this section, where it can clearly justify them.

The Consultant must observe the EU Visibility Guidelines for External Actions, available on the EC Delegation website <http://www.eur.ru>.

5. LOGISTICS AND TIMING

5.1 Project Location

The project will be carried out in the Russian Federation. The main project office and base of operations is located in Moscow, within the premises provided by the MoLSD. A major part of the activities will take place in four pilot regions (which will be selected during the Inception phase). They will be serviced and managed by the provision of regular inputs from the Moscow office.

5.2 Project Period

Duration:

The total project duration is **24 months**.

Project extension:

The Contracting Authority may, at its own discretion, extend the project in duration and/or scope, subject to the availability of funding. Any subsequent extension of the contract would be subject to satisfactory performance by the Consultant. This shall be judged, in particular, in terms of the progress towards the achievement of the project purpose, and the delivery of the anticipated results. The intervention of events outside the Consultant's control shall also be taken into consideration.

6. REQUIREMENTS

Tenderers should structure their proposals in such a way that their proposed approach and their preliminary work plan does not exceed 30 pages of text exclusive of any charts (e.g. Logical framework matrix, estimated working days per month table, project timetable etc.)

Tenderers are also required to provide a Logical Framework Matrix reflecting their proposed approach in accordance with Annex A to these Terms of Reference.

The Tenderer shall propose a flexible team of international and local experts. International and local experts will have the nationality of EU Member States or of the recipient countries of the Phare and Tacis programmes. The distinction between international and local experts is made on the basis of the permanent residence of the experts irrespective of their nationality.

The distinction between senior and junior expert is made on the basis of the years of documented relevant experience. Experts having more than 10 years of relevant experience will be categorised as senior expert, experts having more than 5 years and less than 10 years of relevant experience will be categorised as junior experts, notwithstanding the duration of their assignment for this specific project.

Tenderers are required to indicate on every key expert CV included in the proposal the position proposed and the expert categorisation (whether, short term or long term, international or local, senior or junior).

A significant presence in Russia during the entire project duration is considered essential for the success of this project. The minimum percentage of expertise time to be spent in the Russian Federation is 85%, of which at least 50% must be spent in the regions.

Tenderers are reminded that they are required to provide the exact number of working days for each category of expert (key and non-key; international and local; junior and senior; long term and short term) for each month during the period of execution of the contract using the MS Excel spreadsheet "Estimated Working Days per month" (see Annex B below).

6.1 Key experts

The team of key experts will consist of the following limited number of highly qualified key experts who have a crucial role in the implementation of the project.

Key experts will include:

- Team Leader
- Senior Long Term Regional Coordinator
- Senior Long Term Expert in Social Care
- Senior Long Term Training Expert

Key Expert 1 - Team Leader:

The day-to-day operations of the project will be led by a resident Team Leader who will also provide substantial technical input. The Team Leader will manage the team of international and local experts; supervise and coordinate all aspects of the project's technical work; ensure good communication with the Project Partner, organize all administrative and logistic support for the project. S/he will have responsibility for achievements in the review and systematisation of relevant initiatives and experiences, as well as design and implementation of dissemination strategy with the MoLSD at project level.

The Team Leader should have a higher education degree in the social sciences, should be familiar with the functioning of public administration in transition economies and should have at least 15 years of relevant professional experience in the planning, management and development of social services. S/he should have extensive specific experience of working in Russia or another NIS country. Fluency in English both written and oral and knowledge of Russian language are absolute requirements. Excellent communication skills are required and proven previous experience as a Team Leader in a technical assistance project.

The Team Leader will be supported by a team of experts. Tenderers will propose the following additional long-term key experts. For all key experts fluency in English is a requirement and knowledge of Russian is an asset.

Key Expert 2 - Senior Long Term Expert in Social Care:

The expert will have at least 10 years' professional experience in social work. S/he must have at least five years specific experience in programmes addressing rehabilitation and adaptation of one or more of the target groups (children facing problems of social adaptation, and/or ex-prisoners, victims of domestic violence), preferably in transition economies. Previous experience of working in Russia/NIS would be a definitive advantage.

Key Expert 3 - Senior Long Term Training Expert:

The Training Expert should have a higher education degree in the social sciences and have proven professional experience in the design, development and implementation of training courses based on needs assessment for social workers and social administration and management staff. S/he must have proven specific experience in transition economies. Experience of working in Russia/NIS would be a definitive advantage.

Key Expert 4 - Senior Long Term Regional Coordinator:

The Regional Coordinator is expected to be resident full time during implementation of the project. S/he will have at least 10 years of specific professional experience in the field of the development of social services in the European Union, Central and Eastern Europe and/or the NIS.

In addition to his/her specific technical expertise, the Regional Coordinator should have professional experience in

- Managing a team composed of local technical specialists;
- Supervising and coordinating aspects of the project's technical work at regional level;
- Ensuring good communication with the Project Partner at regional level;
- Organising and overseeing administrative and logistic support at regional level.

The Regional Coordinator will supervise the local coordinators based in the four pilot regions, the establishment of new models of provision of social services and the training programmes in the regions.

6.2 Non-key experts

CVs for experts other than the key experts are not examined prior to the signature of the contract. Therefore Tenderers should not include CVs of non-key experts in their bids, however they should include in their proposals a description of the role and planned role of non-key experts.

The Consultant shall select and hire other experts as required according to the profiles identified in the Organisation and Methodology and these Terms of Reference. These profiles must indicate whether they are to be regarded as long-term/short-term, international/local and senior/junior so it is clear which fee rate in the budget breakdown will apply to each profile.

The Consultant should pay attention to the need to ensure the active participation of local professional skills where available, and a suitable mix of international and local staff in the project teams. The selection procedures used by the Consultant to select these other experts shall be transparent, and shall be based on pre-defined criteria, including professional qualifications, language skills and work experience. The findings of the selection panel shall be recorded. The selection of experts shall be subject to approval by the Contracting Authority.

All experts are to be free from conflicts of interest. In particular, Civil servants, staff of the Ministry of Labour and Social Development of the Russian Federation and its related regional authorities and other staff of the public administration of the beneficiary country shall not be recruited as experts or be paid by the project's funds (ref. Article 9.3 of the General Conditions for Service Contracts Financed by the EC, December 2000).

All non-key experts must be fluent in English and should preferably have a good command of Russian.

EU Project Director:

S/he will be an EU national with responsibility for the smooth implementation of the project, backstopping and the efficient use of project funds. This includes the timely submission of reports and the responsibility for all other contractual and logistical arrangements related to the project. The EU Project Director will be the main contact for the Contracting Authority. S/he should have at least 10 years of relevant professional experience, including management of at least 2 international technical assistance contracts (with budget above €2m). The expert must be fluent in English, and knowledge of Russian would be an advantage.

Russian Project Director

S/he is the counterpart of the Team Leader. S/he will be proposed by the Consultant and approved by the Contracting Authority in consultation with the Project Partner. S/he will manage the relations with the Ministry of Labour and Social Development, regional and local administrations and other interested counter partners. S/he will have responsibility for analyses of

the existing system of provision of services to the identified groups, development of the dissemination strategy and development of general standards for assessing effectiveness of social services at project level. S/he will have:

- Proven experience in the area of social protection at federal/regional level;
- Proven ability to work as part of a multifaceted team.

Knowledge of English would be an advantage.

Non-key experts may also include a team of short-term experts with proven experience in the area of juvenile justice, international standards of social work, international/EU social practice and work, PR activities, information technology and the organization of public awareness campaigns. Long-term local coordinators, who will be based in the four pilot regions, will also form a part of this group of non-key experts.

6.3 Support staff & backstopping

All backstopping and support staff costs are considered to be included in the fee rates of the experts.

6.4 Equipment

No equipment is to be purchased on behalf of the Contracting Authority/beneficiary country as part of this service contract or transferred to the Contracting Authority/beneficiary country at the end of this contract.

This contract will be run in parallel with a supply tender procedure for equipment for a maximum amount of €400,000. Identification of equipment needs, including a draft of technical specifications, will be done by the Consultant during the Inception period. The procurement of equipment, including contracting, will be carried out by the Contracting Authority. The Consultant will assist in the preparation of tender documents and during the evaluation of offers. The Consultant is also required to supervise installation of the equipment.

The Consultant must ensure that the project personnel (including all key and non-key experts and support staff) is equipped with any of the equipment, which the Consultant estimates is required in order for them to carry out their tasks effectively. This includes equipment for the offices to be set up by the project, such as computer equipment, furniture, telephones, printers, faxes, photocopiers etc. Sufficient provision must be made for these costs in the Consultant's fee rates.

6.5 Contract budget

The total budget available to implement the contract is **€ 3,200,000**

The Provision for incidental expenditure for this contract is € 950,000.00

This amount must be included **without modification** in the Budget breakdown. The Provision for incidental expenditure covers the eligible incidental expenditure incurred under this contract. It cannot be used for costs, which should be covered by the Consultant as part of its fee rates, as defined in these Terms of Reference.

Its use is governed by the provisions in the General Conditions and the notes in Annex V of the contract. It covers:

- a) Study tours, training (including training material), workshops, public awareness campaigns and dissemination (creation of a web site and necessary printed material);



- b) Local and international travel costs for missions to be undertaken as part of this contract (including subsistence allowances if the mission requires an overnight stay outside the experts' bases of operations in the beneficiary country as defined in paragraph 5.1);
- c) Office running costs; outsourced interpretation; translation costs; telecommunications and copying costs; car hire; and the cost of the end-of -project audit (by an auditor approved by the Contracting Authority)

The Consultant will need prior written approval from the Contracting Authority before spending the funds related to component a) within the Incidental Expenditure.

No written approval from the Contracting Authority will be needed for spending funds related to the other components but all supporting documents must be kept by the Consultant as indicated in art 25 of the General Conditions for service contracts financed by the EC.

No funds of the Incidental Expenditure budget may be used for fees of experts.

During contract implementation the Consultant may request the Contracting Authority for a transfer of funds from Fees to Incidental Expenditures. Such a change will require prior written approval from the Contracting Authority. **Transfer of funds from Incidental Expenditure to Fees will not be possible.**

Any subsistence allowances to be paid for missions undertaken as part of this contract from the base of operations in the beneficiary country must not exceed the per diem rates published on the Web site http://europa.eu.int/comm/europeaid/index_en.htm at the start of each such mission.

7. REPORTS

7.1 Reporting requirements

An inception report shall be submitted three months after the commencement date of the contract. Subsequently, progress reports will be submitted every six months during the period of execution of the contract unless otherwise agreed by the EC Project Manager.

Reports should respect the format approved by the European Commission (available upon request from the EC Project Manager) and, every six months after the commencement date, must be accompanied by a corresponding invoice and an updated cash-flow spreadsheet (see Annex V). The cash-flow spreadsheet must contain details of the time inputs of the experts and of the incidental expenditure. In addition, the cash-flow spreadsheet must be updated and submitted with each of the above reports.

There must be a final report at the end of the period of execution. The draft final report must be submitted at least one month before the end of the period of execution of the contract. As well as the final invoice and final update of the cash-flow spreadsheet, this must be accompanied by an audit certificate confirming the final certified value of the contract in accordance with Article 28 of the General Conditions.

The inception, progress and final reports will be prepared in Russian and in English, and will follow general Tacis guidelines.

In addition, notes have to be submitted to the EC Project Manager, as frequently as considered necessary by the EC Project Manager, in order to monitor the substance and the quality of the technical assistance. Meetings between the Consultant and the EC Project Manager and other appropriate EU Commission services, will be organised as frequently as necessary.

In addition to the above formal reports, the Consultant shall provide information on project progress as required by the EC Project Manager, and shall regularly inform the EC Project Manager of political, economic or institutional developments of relevance to the project.



The Consultant shall in particular provide the EC Project Manager with copies of all technical reports (including assessment studies, reports for dissemination etc.) and publications produced under the contract in the quantity requested. In addition, before the end of the contract, the Consultant will provide the EC Delegation with a CD ROM containing all the documents/report/publications produced during the implementation of the project.

No report or document shall be distributed to third parties prior to the approval by the European Commission. The Consultant shall pay particular attention to the confidentiality of data. Reports, as well as press statements, etc, made by the Consultant will make clear that any opinions expressed therein remain those of the Consultant and do not represent the opinion of the European Commission.

Copyright on all reports and other material prepared under this contract shall reside with the European Commission.

7.2. Submission & approval of reports

Reports produced in this project will be submitted by the Consultant to:

| | |
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| The EC Project Manager: | 3 copies in English and 2 copies in Russian; |
| The Project Partner | 1 copy in English and 2 copies in Russian |
| The National Co-ordinating Unit | 1 copy in English and 1 copy in Russian |
| The Tacis Monitoring Team | 1 copy in English and 1 copy in Russian |
| And, where appropriate: The Tacis Local Support Offices | 1 copy in English and 1 copy in Russian |

The reports shall be submitted in hard copy and electronic format (as a single Word file). The Project Partner shall be encouraged to submit comments on the report to the EC Project Manager.

8. MONITORING

The project will be monitored according to standard procedures. Project monitoring and evaluation will be based on periodic assessment of progress on delivery of specified project Results and towards achievement of project objectives.

8.1 Definition of indicators

Suitable objectively quantifiable indicators will be agreed between the Contracting Authority and the Consultant, supported as necessary by the Monitoring contractor.

8.2 Special requirements

None



| Annex A: Logical Framework Matrix | | | |
|---|---|--|--|
| Intervention logic | Objectively verifiable indicators | Sources of verification | Assumptions |
| <p>Overall objective: To assist the Ministry of Labour and Social Development in the provision of efficient social services for the most vulnerable population groups.</p> <p>Specific objectives:</p> <p>1. Federal level</p> <p>1. To support the Ministry in developing recommendations for the improved policy and support for the identified groups</p> | <p>Inventory of the most important initiatives of social service provision in the regions provided</p> <p>Inventory of the most important results, recommendations for improved policy and support for the identified target groups</p> <p>Improved policy and support to the local social services in service provision to the target groups</p> | <p>List of the relevant projects</p> <p>Database available at the MoLSD Web page at the site of the Ministry</p> <p>Recommendations for improved policy</p> <p>Interviews with the relevant staff of the Ministry, local social services</p> <p>Report on the analyses</p> <p>Project and Monitoring Reports</p> | <p>The Ministry supports the established databank</p> <p>The Ministry maintains working relations related to the dissemination strategy</p> |
| <p>2. To increase the capacity of the Ministry in design, development and implementation of the most effective dissemination of best practices in the provision of social services to the vulnerable population.</p> | <p>Knowledge and skills of the social services administrators at the federal level improved, they maintain close working contacts with the regional/local services for collection and dissemination purposes</p> <p>Dissemination strategy developed</p> <p>Dissemination events</p> | <p>Analytical reports</p> <p>Minutes of discussions at workshops, round tables, conferences</p> <p>Interviews with the relevant staff of the Ministry, local social services</p> <p>Evaluation report</p> | <p>Commitment of the MoLSD to collect and disseminate best practices in provision of social services</p> <p>Willingness of local/regional authorities to share positive experience</p> |

| | | | |
|--|--|---|--|
| <p>3. To enhance the capacity of the Ministry in developing general standards for assessing effectiveness of social services in the RF</p> | <p>Analysis and assessment of the existing system provided Package of standards for assessment of effectiveness of social services developed, methodology endorsed by the Ministry, regional/local administrations</p> | <p>Analyses reports Project reports MoLSD circulars, drafts of legislative acts, administrative documents</p> | <p>Active participation of the MoLSD and involvement of regional/local administrations</p> |
| <p>II. Regional/local levels</p> <p>1. To contribute to the development of social assistance policy for prevention of the law infringements.</p> | <p>Coordinated activities of different stakeholders Shared databases</p> | <p>Agreements between different stakeholders on joint work and distribution of roles.</p> | <p>Good cooperation of different stakeholders, including regional/local offices of the Ministry of Interior</p> |
| <p>2. To develop integrated systems of delivery of social/health/education and employment services for the identified groups.</p> | <p>The required integrated system of social, medical and professional support to the target groups is in place, including social partnership between different agencies dealing with or having potential and resources to improve the quality of social provision to the target groups</p> | <p>Agreements between different stakeholders, including NGOs at local level for provision of social services</p> | <p>Willingness to cooperate demonstrated by different departments and agencies Good and working database</p> |
| <p>3. To provide capacity building for the social services in the regions, including capacity building for social workers and social services administrators dealing with the targeted groups.</p> | <p>Improved quality of medico-social and rehabilitative work with the targeted vulnerable groups</p> | <p>Social services, NGOs, interviews with the target groups and members of their families (where appropriate) Interviews with social services administrators and social workers, NGOs members</p> | <p>Good experts, trainers Good training programmes Timely purchased equipment</p> |

| | | | |
|--|---|---|--|
| <p>4. To improve the capacity of local administrators in their response to the needs of the defined target groups.</p> <p>5. To raise awareness among the general population as well as with decision makers about the rights of the vulnerable groups, their difficulties in obtaining support and opportunities in their social integration</p> | <p>Increased provision in municipal/regional budgets for social programmes for the target groups</p> <p>Better understanding by the society in general of the problems and rights of the targeted vulnerable groups</p> <p>Good will of local decision makers to spend more money for social provision of the target groups</p> | <p>Regional/local administrations, local/regional budgets</p> <p>Social programmes</p> <p>Project reports</p> <p>Sociological surveys with the target groups, with pilot administrations</p> | <p>Willingness of local administrators to improve the quality of social provision to the identified vulnerable groups</p> <p>Political support from local administrations</p> <p>Support by local mass media</p> |
| <p>Results:</p> <p>Related to Federal level:</p> <ol style="list-style-type: none"> 1. A Systematised systematised inventory of the most important initiatives that exist in the different regions in the field of social service provision to identified vulnerable groups 2. The central data bank established at the site of the MoLSD 3. Recommendations developed for changing the law on standards for assessing the effectiveness and quality of social services based on the experience in the pilot regions. | <p>The inventory exists, mechanisms for collection of information about relevant initiatives in the regions developed</p> <p>Methodology for collection and maintenance of the database developed</p> <p>Relevant personnel in the MoLSD trained</p> | <p>Relevant information available in the MoLSD</p> <p>Trained staff in the Ministry</p> <p>Documents available in the MoLSD</p> <p>Interviews with the personnel of the MoLSD</p> <p>Reports on training</p> <p>Report on the analyses</p> <p>Project reports</p> <p>Draft of a legal framework</p> | <p>Good cooperation between MoLSD and regional/local authorities</p> <p>Commitment of the MoLSD to maintain the databank</p> <p>Good cooperation between the Ministry and regional/local administrations</p> |



| Related to regional/local levels: | | | |
|--|--|---|--|
| 1. Improved inter-departmental and inter-agency communication and co-operation achieved on at the regional and local levels | The required system of social support of the targeted groups is in place Agreements between different stakeholders on joint work and distribution of roles | Pilot regional/local administrations Pilot services Project reports | Commitment of the regional/local administrators, Adequate level of cooperation between all parties involved |
| 2. Developed and tested models and procedures for involvement and joint work at local level of social workers, penitentiary institutions, judiciary, police, health, employment, educational institutions, as well as non-governmental organisations, for preventing primary and secondary delinquency, as well as domestic violence. | The required integrated system of social, medical and professional support to the target groups is in place, including social partnership between different agencies dealing with or having potential and resources to improve the quality of social provision Decreased number of cases of domestic violence and primary/secondary delinquency | Agreements between different stakeholders, including NGOs at local level Reports of local administrations | Cooperation between relevant stakeholders at regional and local levels Willingness of local/regional authorities to cooperate with NGOs |
| 3. Model centres of adaptation and rehabilitation of the three four identified target groups – children from orphanages, unsupervised children and those who are registered with the “ <i>Commissions for Children and Teenagers Rights Protection for infringements of the law</i> ”, juvenile delinquents/young ex-prisoners and victims of domestic abuse when are developed and implemented. | Existing models in the regions and proper functioning equipped centers Staff trained Increased number of vulnerable individuals with improved access to the adaptation/rehabilitation services | Pilot regional/local administrations Pilot services, NGOs Interviews with the staff of the centres, local administrations, and beneficiaries Number of vulnerable clients in social services facilities Kind of services available compared to prior facility Survey | Timely provided training, delivery of equipment Cooperation of the regional/local administrators |
| 4. Enhanced managerial and administrative capacities side of local administration personnel in all pilot regions, enabling them to | Skills and knowledge of staff of regional/local administrators improved Tailored practical training programmes delivered for the relevant administrators | Pilot regional/local administrations Decisions, circulars by the administrators Reports on training | Good trainers, innovative training methods Willingness of local/regional authorities to cooperate |



| | | | |
|--|--|---|--|
| <p>5. Improved skills of practitioners from the pilot regions (social workers, counsellors and therapists) in modern ways of supporting affected individuals and management of conflict situations</p> <p>6. Higher awareness of the rights of the identified vulnerable groups and problems faced by them in the process of their integration into society by the general public and increased responsiveness and user friendly attitude on the side of the respective administrative structures responsible for assessment of needs and provision of social services to the vulnerable groups.</p> | <p>Improved response by the social services to the needs of the target groups</p> <p>Improved efficiency of social service provision</p> <p>Skills and knowledge of staff of pilot social services improved</p> <p>Tailored practical training programmes delivered to professional staff dealing with the target groups</p> <p>Efficiency of work with the target groups improved</p> <p>Increased awareness of the target groups of their rights</p> <p>Issue of bulletins, leaflets for different target groups</p> <p>Meetings</p> <p>PR campaigns</p> <p>Better understanding by the society in general of the problems of the target groups and good will of local authorities to spend more money for social provision to these vulnerable groups</p> | <p>Set of programmes for the improvement of managerial skills and knowledge of administration personnel</p> <p>Training manuals</p> <p>Interviews with the administrations</p> <p>Reports on training</p> <p>Training manuals</p> <p>Interviews with the practitioners</p> <p>Interviews with the target groups</p> <p>Number social workers trained</p> <p>Interviews with the target groups, administrators, services</p> <p>Materials developed</p> <p>Records of information campaigns</p> <p>Reflections in mass media</p> <p>Municipal budgets (more resources are given for rehabilitative programmes)</p> <p>Project and Monitoring Reports</p> | <p>Availability of good trainers, innovative needs based training methods, timely provided equipment</p> <p>Active involvement of the target groups and members of their families (where appropriate) at all stages of project implementation</p> <p>Thoroughly developed and organised awareness raising activities</p> |
| <p>Activities:</p> | <p>Specification of inputs</p> | <p>Specification of resources¹</p> | |
| <p>To be completed by tenderers</p> | <p>To be completed by tenderers</p> <p>Tenderers should indicate here the</p> | <p>To be completed by tenderers</p> | <p>To be completed by tenderers</p> |

¹ Tenderers are reminded that the information required in this matrix is part of the Technical offer and should not contain any financial information



| | | | |
|------|---|--|--|
| 1.1. | amount of expertise time in working days per activity proposed indicating the key expert(s) involved. | | |
| 1.2. | | | |
| 1.3. | | | |
| ... | | | |
| 2.1. | | | |
| 2.2. | | | |
| 2.3. | | | |

Annex B: Estimated Working Days per month Table
To be completed by Tenderers

| | Month 1 | Month 2 | Month 3 | Month 4 | Month 5 | Month 6 | Month 7 | Month 8 | Month 9 | Month 10 | Month 11 | Month 12 | Year Cumulative 1 st total |
|---|---------|---------|---------|---------|---------|---------|---------|---------|---------|----------|----------|----------|--|
| <i>Long-term international experts</i> | | | | | | | | | | | | | |
| - Team leader | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| - Senior experts | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| - Junior experts | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| <i>Long-term local experts</i> | | | | | | | | | | | | | |
| - Senior experts | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| - Junior experts | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| <i>Short-term international experts</i> | | | | | | | | | | | | | |
| - Senior experts | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| - Junior experts | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| <i>Short-term local experts</i> | | | | | | | | | | | | | |
| - Senior experts | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| - Junior experts | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

Tenderers are reminded that the information required in this table is part of the Technical offer and should not contain any financial information

¹⁴ Tables are to be provided for the entire project duration, further months should be added if necessary.

