



GOVERNMENT OF THE  
REPUBLIC OF MOLDOVA



United Nations  
MOLDOVA

# TOWARDS UNITY IN ACTION

UNITED NATIONS – REPUBLIC OF MOLDOVA

PARTNERSHIP FRAMEWORK

2013 – 2017



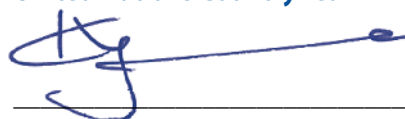
The United Nations – Moldova Partnership Framework (UNPF) “Towards Unity in Action” has been developed through consultation with the United Nations Country Team (UNCT) in Moldova and Non-Resident Agencies, the Government of Moldova, civil society and other stakeholders. By signing hereunder, the participating parties endorse the UNPF and express their joint commitment to the fulfilment of its goals.

**Government of Moldova**



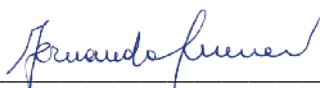
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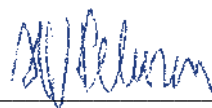


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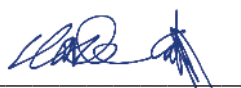
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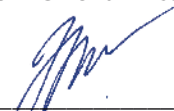
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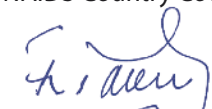
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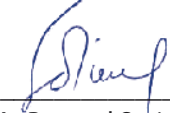


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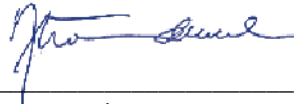
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# ACRONYMS

CPAs	Central Public Authorities
CSOs	Civil Society Organizations
EU	European Union
GDP	Gross Domestic Product
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICT	Information and Communications Technology
LPAs	Local Public Authorities
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
NGO	Non-Governmental Organization
TB	Tuberculosis
UNCT	UN Country Team
UNDAF	UN Development Assistance Framework (2007-2012)
UNPF	UN-Moldova Partnership Framework (2013-2017)
UNRC	UN Resident Coordinator
UPR	Universal Periodic Review
USD	United States Dollars

## UN Country Team

FAO	Food and Agriculture Organization
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IOM	International Organization for Migration
OHCHR	Office of the High Commissioner for Human Rights
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WHO	World Health Organization

## Non-Resident UN Agencies

IAEA	International Atomic Energy Agency
ITC	International Trade Centre
UNCITRAL	United Nations Commission on International Trade Law
UNCTAD	United Nations Conference on Trade and Development
UNECE	United Nations Economic Commission for Europe
UNEP	United Nations Environment Programme
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime

# EXECUTIVE SUMMARY

This United Nations – Republic of Moldova Partnership Framework 2013–2017 voices the collective determination of the United Nations to support Moldova in tackling major development challenges as it implements its vision to be a prosperous and modern European country.

The Partnership Framework was developed collectively by the UN Country Team and the Government of Moldova and through extensive consultation with other partners. It provides focus and direction to the UN Development System in Moldova in setting its operational priorities. It is designed with a view to supporting Moldova's efforts to achieve the Millennium Development Goals, as well as its European integration ambitions. It takes note of opportunities and realities in a middle-income country in transition, as well as of the challenges posed in the global environment at the beginning of the 21st century. It proposes to engage through creative and innovative programmes.

The five programming principles of a human rights-based approach, gender equality, environmental sustainability, results-based management and capacity development underlie this Partnership Framework. The expected results are organized by three thematic pillars:

First, in the area of democratic governance, justice, equality and human rights, the focus is to ensure that difficult and complex reforms aiming to strengthen government institutions and the justice sector remain on track, and that support is provided to move from policy and legislative formulation to practical implementation. UN programming also aims at catalytic change to protect and promote human rights and gender equality, and to strengthen independent civil society and the media.

Secondly, in the area of human development and social inclusion, the focus is to accelerate poverty reduction and improve access to inclusive education, equitable access to affordable public health and health care services, and social protection. The UN also sup-

ports work to attain the expansion of socio-economic opportunities and the achievement of more equitable and sustainable local and regional development. A key focus is on the inclusion of the most vulnerable.

A third area of engagement concerns the environment, climate change and disaster risk management. In these fields, the work of the UN supports central and local authorities for the sustainable management of the environment and natural resources across all sectors, as well as better environmental education and awareness. Moreover, the Partnership Framework supports the Republic of Moldova's efforts to be a responsible and engaged player in the global response to climate change.

In full spirit of the United Nations Charter, this Partnership Framework establishes the commitment of the UN agencies in Moldova to increase coherence by working towards greater unity in action. The Framework takes full account of international commitments towards increased development effectiveness, and will be implemented in accordance with Moldova's Partnership Principles and its Implementation Plan. National capacity development is a key implementing principle for this Partnership Framework. In a phased manner, the programmes envisioned here will continue to expand the use of national systems in areas including procurement and financial management.

The National Coordinating Authority is the State Chancellery. This institution and the United Nations Country Team exercise their joint ownership and mutual responsibility for this Partnership Framework.

The main planning and reporting instrument will be the UN Partnership Framework's Action Plan. The United Nations will work towards common, simplified and harmonized policies in line with each UN agency's rules and procedures; continue to ensure transparency and accountability; and work to heighten efficiency and to reduce transaction costs for all parties, as part of our aspiration to Deliver as One.

# 1. INTRODUCTION

This United Nations – Republic of Moldova Partnership Framework (UNPF) 2013–2017 voices the collective determination of the UN Country Team (UNCT) to support Moldova in tackling major development challenges as it implements its vision to be a prosperous and modern European country.

It builds on the comparative advantages, progress achieved, and lessons learnt under the previous UN Development Assistance Framework (UNDAF) 2007–2012. Additionally, the Partnership Framework is based on the analysis of priority problems related to development, national priorities and alignment of partners. The Partnership Framework was developed collectively by the UN Country Team and the Government of Moldova and through extensive consultation with other partners.

It provides focus and direction to the UN Development System in Moldova in setting its operational priorities in support of specific needs and priorities identified by the Government of Moldova. It takes note of the future aid programming realities in a middle-income country in transition and aspiring to European Union integration and, by 2015, achievement of the Millennium Development Goals, and proposes to engage with creative and innovative programmes. It also aims higher by supporting analytical leadership and upstream policy development, and promoting system wide competence and coherence in governance and service delivery.

In the full spirit of the United Nations Charter, the Partnership Framework establishes the commitment of the UN agencies in Moldova to increase coherence by working together as one. To this end, the elements form a holistic and interconnected framework with strengthened cross-practice collaboration as well as cross-agency harmonization and programme and policy coherence. It is also the basis for simplifying and streamlining UN system procedures and developing new implementation tools and programmes at the country level to enhance UN impact on human rights and development.

The goal of this Partnership Framework is to enhance the growth agenda of the Government of Moldova with support for building regulatory and institutional capacity and conditions for good governance; promotion of UN values and strengthened democracy; ensuring equity through development of national capacity for social service delivery and inclusive development opportunities; and ensuring sustainable management of the environment, with the underlying objective to improve the lives of all people living in Moldova.

## 1.1 Framework Development

The UNCT decided that the process of developing the Partnership Framework was as important as the final document and therefore applied a participatory and inclusive approach to the development of the priorities and its results matrix. A Steering Committee<sup>2</sup> guided and facilitated the preparation of the Partnership Framework 2013–2017 by advising the UNCT at key decision points during the formulation.

The key elements of the participatory process were:

*Comprehensive UNDAF evaluation.* An evaluation of the UNDAF 2007–2012 was the first important step towards the formulation of the new Partnership Framework, generating lessons from the experiences of the current programming cycle to inform the design of the next cycle.

*Country analysis.* Given the wealth of analytical work conducted in the country, it was decided to conduct a light country analysis, which while providing solid shared analytical base, helped map sectors of UN agencies' work in the country and UN agencies' comparative advantages.

*Alignment with national development priorities.* The planning took into consideration a number of strategic documents, including the medium-term strategic outlook document "Rethink Moldova," the January 2011 Government Programme, the new draft National Development Strategy 2012–2020, "Moldova 2020", with its seven strategic priorities<sup>3</sup> to foster growth and reduce poverty, and sector strategic documents.

<sup>1</sup> The UN Country Team in Moldova consists of 15 Agencies: FAO, IFAD, ILO, IOM, OHCHR, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, UN Women, and WHO; UNESCO as Non-Resident Agency, and World Bank and IMF as International Financial Institutions. The eight other Non-Resident Agencies in Moldova are IAEA, ITC, UNCITRAL, UNCTAD, UNECE, UNEP, UNIDO and UNODC.

<sup>2</sup> The Steering Committee included UN agencies, Government, Civil Society, private sector and key development partners such as the European Union. These partners were also involved throughout the process in the UNDAF Workshops, the Strategic Prioritization Retreat and the UN Working Groups.

<sup>3</sup> The seven priorities of draft "Moldova 2020" are justice and corruption; tertiary education; social insurance and pensions; business environment; roads infrastructure; accessible and inexpensive finance; and energy efficiency.



*National ownership and engagement.* Involvement of the Government at an early stage and high-level briefings on the development of the Partnership Framework helped to ensure guidance on national priorities and therefore strengthen national ownership and leadership. National partners were invited to the preparatory workshops: in May on the different options for the Partnership Framework as per the UN Development Group guidelines and on UN comparative advantages building on the findings of the UN-DAF evaluation; and in July on the key programming principles, specifically human rights, gender equality and results-based management.

*Inclusiveness and Improving quality through regional and headquarters support.* Non-Resident Agencies were involved throughout the formulation process. In addition, the Partnership Framework also secured substantive inputs throughout the process by invoking the authority of UN Working Group chairs. The liaison of the UN Development Group's Regional Team, UN Development Operations Coordination Office, Peer Support Group, and UN System Staff College offered continuous policy advice and guidance to help improve the quality of the products at all stages, and also shared relevant experience from other countries.

*Focus on results and strategic prioritization.* A preparatory UNCT meeting preceding the strategic prioritization exercise enabled UN system agencies to prepare a concerted and consolidated position on all Partnership Framework related issues. Holding a two-day Strategic Prioritization Retreat with government, civil society, and donors to share views and agree on where United Nations can bring in added value and be most relevant helped to establish a joint ownership of the key priorities and results for UN – Moldova partnership.

*Increased coherence of programming and business practices.* A Ready-Willing-Able Survey was conducted to help the UNCT identify UN Agencies' readiness, willingness and ability, as seen by the Heads of Agencies, result of which clearly signaled the commitment for the implementation of the coherence, effectiveness and relevance agenda at the country level.

This participatory engagement and collaboration for the preparation of the Partnership Framework presented a strategic opportunity for the UN to think and act together with key partners.

## 1.2 Situation Analysis

Globally, Moldova is a low middle-income country in transition with real GDP growth at 6.9 percent in 2010, despite the continued global economic and financial crisis. Sustaining growth is a challenge as the GDP gains are led by remittances and export growth through increased access to external markets, which in turn are subject to the effects of the global financial crisis. The Government's national development strategy highlights the lack of sustainability of revenue-led GDP growth by stating that the revenues from Moldovans' work abroad have fuelled the disposable income of households, thus leading to an increased aggregate demand for consumption. Constrained by the limited capacity of domestic production, this demand was largely met by imports of goods and services. The central government has benefited from this situation, but the trade balance has turned into a problematic trade deficit.<sup>4</sup>

The political transition remains complex. Moldova has had five national electoral exercises in the last three years. At the same time, the three parliamentary elections since 2009 have so far failed to enable the election of the nation's president, causing political uncertainty.

The Government of Moldova regards European integration as a fundamental priority of domestic and foreign policy. In line with the government's objective to create a modern European public administration system, a series of reforms have been launched to streamline and enhance the efficiency of the civil service. While the formulation of policy and legislation for reform has been progressive and rapid, the process of implementation has been uneven and slow – including reforms of the institutions that prevent and combat corruption. Although many legal and policy changes to increase gender equality have been made, the main challenges lie in the institutionalization, implementation and budget allocation at national and local levels.

Local governments in Moldova play a significant role in the provision of public services and bear primary responsibility for water supply, health, sanitation, local roads construction, maintenance, and heating. Currently, the local governments are fragmented, under-financed and providing services that are inadequate and of poor quality. The improvement of the much-

<sup>4</sup>The Government of Moldova, Moldova 2020: National Development Strategy of the Republic of Moldova for 2012-2020, 2011.

needed public services in rural areas will depend on the ability of the government to fast-track local governance reform.

Moldova has made significant strides in meeting most Millennium Development Goal (MDG) targets, with 21 out of 27 targets on track to be achieved by 2015. Those not on track are secondary education, pre-school programmes, spread of HIV and tuberculosis, access to safe water sources, and access to sewage and sanitation systems. On the other hand, the national averages conceal inequities and challenges remain. Enhanced efforts are needed if Moldova is to achieve all the targets, especially in the areas of education, combating HIV/AIDS and tuberculosis, and increasing the access to improved water sources and sanitation infrastructure. In 2010, 21.9 percent of the population lived below the poverty level, almost 4.4 percentage points less in comparison with 2009. Migration from Moldova has been progressively increasing, with an estimated one third of the working-age population currently abroad, causing a serious demographic challenge. Together with the declining birth rate, migration has led to accelerated ageing of the population, with serious implications on the pension system.

While the poverty rate for the total population declined, the gap between rural and urban areas is widening and the situation of children has worsened, especially in rural areas. 38 percent of children in rural areas are below the poverty line, compared to 13 percent in urban areas, and these disparities are increasing. The economic and political crises experienced by Moldova during this period have increased risks to child wellbeing in the country.

The infant mortality rate in Moldova has been steadily declining, from 18.3 in 2000 to 11.8 per 1,000 live births in 2010. However, this rate and the maternal mortality rate remain three to four times higher than in other European countries. Approximately 11 percent of children under 5 are malnourished. Universal health insurance coverage for children and pregnant women is a positive step and can be further improved with better access to medical services and medications.

Access to education continues to decrease. Schools lack teachers with proper qualifications, enrolment continues to drop, libraries and other school resources are poor, and the level of education received in the

classroom is unsatisfactory. Primary school enrolment decreased from 93 percent in 2000 to 87 percent in 2009. While Moldova spends the equivalent of over 9 percent of its GDP in education, the quality has not shown improvement. To address this situation, the Government of Moldova launched ambitious and comprehensive reforms in education. A positive development in the education sector has been that the enrolment of children in pre-school education increased from 44 percent in 2000 to 77 percent in 2010.

Agriculture is the main pillar of the Moldovan national economy and the main source of livelihood in rural areas. Its contribution to GDP was about 12 percent in 2010, and up to 17 percent if the food processing industry is taken into account. The share of the agriculture sector in total exports was about 50 percent in 2010 and it employed more than 30 percent of the economically active population. Apart from the need to improve agricultural practices and new technologies, the agriculture sector faces the twofold challenge of increasing productivity and improving rural infrastructure and access to markets. Developing the banking and financing for agriculture is an area that can greatly help in improving overall agricultural productivity in Moldova.

Migration is a cross-cutting phenomenon that affects all layers of the population, and public and private institutions. In the last decade Moldova witnessed increased out-migration. The persistent wage differentials with European labour markets contribute to the continuous high appeal of migration, including through irregular channels. One of the negative consequences of migration includes a massive brain- and skills-drain, affecting the public and the private sectors. Remittances peaked at USD 1.7 bn at a ratio of 34 percent to GDP in 2008. While remittances support the country through value added tax and consumption-led growth, their productive investment remains at less than 10 percent. At the same time, migration carries with it certain risks such as trafficking in human beings and children and elderly left behind.

With support from UN agencies, laws and policies in the area of gender equality and domestic violence have developed significantly in recent years. While the policy foundation for gender equality laid out by the Government of Moldova is laudable, patriarchal norms have proven resistant to change, and policies

and laws aimed at enabling gender equality have not been sufficiently backed by resources required for full realization. Women have an unequal status in health, education, economy, and representation in public life and decision-making. Patriarchal attitudes are also the root cause of violence against women and limited access to reproductive health services.

In September 2009, the new government made human rights part of its agenda and has since then made significant progress. The legal framework was improved in the areas of domestic violence, human trafficking, workers' rights, public assembly, sexual and reproductive health, protection of refugees and asylum seekers, integration of foreigners and the judiciary. A justice sector reform strategy is now formulated and it is designed to improve independence, efficiency and access to fair legal process and combat corruption. Despite the progress, however, human rights enforcement remains weak. The government needs to continue its efforts in addressing issues such as torture, discrimination and intolerance vis-à-vis ethnic, religious, linguistic and sexual minorities and foreigners.

The people and economy remain vulnerable to climate conditions, due to high dependence on the agricultural sector and rural poverty. Projections point to increased water scarcity, specifically in the south, and an increase in frequency and intensity of extreme weather events, such as droughts and floods that recently affected a large number of people. To this end, improving management of the environment and natural resources, halting the deterioration of biodiversity and ecosystems, ensuring greater preparedness to meet climate change challenges, and strengthening disaster risk reduction capacities are key priorities for the country. Moldova has made significant commitments under multiple multilateral environmental agreements but the implementation of the commitments will remain a challenge in the years ahead due to resource and capacity constraints. Despite the high frequency of floods, droughts, and risk of earthquakes, disaster preparedness and response processes are not in place and disaster risk reduction is not well integrated into national and local development planning.

The energy sector of Moldova is characterized by a very high dependence on energy imports (97 per cent) and inefficiencies in the transmission and dis-

tribution of energy, where losses of energy inputs are estimated to be in the range of 15 to 25 per cent. Total energy intensity is significantly higher than the EU-27 average. One of the most evident problems in the energy sector in Moldova is also the current situation of the energy infrastructure and its extreme vulnerability towards political factors: 80 per cent of electricity production capacity is located in the region of Transnistria, which has an uncertain administrative status and separatist tendencies towards the central administration. Similar to the energy sector, Moldova requires extensive capital investment in its infrastructure and most importantly in the transport sector (especially rural roads for movement of agricultural produce).

Corruption remains a major issue, with increases observed over the past years. Corruption is especially rampant in the education and health sectors, as well as the judicial system. High-level corruption is expected, and not prosecuted, except for political reasons. Anticorruption measures have been put in place, but have largely been a failure. Moreover, the general Moldovan population perceives their government to be grossly corrupt.

Moldova has an active, diverse and dynamic civil society, academia, and media at the national level. However, there is scope for further expansion of democratic space and participation at the local levels, and strengthening of civil society and media independence.

The frozen conflict with the breakaway region of Transnistria continues to pose a silent threat to the stability of Moldova. Political dialogue has now restarted and it is considered highly unlikely that open conflict will re-emerge. For the Government of Moldova the reintegration of the country remains a fundamental stated objective.

The stability of Moldova is influenced by many internal and external factors, such as its fragile political governance due to the instability caused by the interim presidencies; the effect of global food, energy and financial crises on a growing economy dependent on export and remittances; potential sudden instability in Transnistria region; and varying consistency in implementation of the reform agenda and in meeting expectations of the people.

### 1.3 Conclusions and Recommendations of the Evaluation of the UNDAF 2007-2012

The evaluation showed that the UN is well positioned to support the national priorities under the overarching objectives of accelerating the achievement of the MDG plus. As trusted partners, UN agencies, in close partnership with the government and with civil society, achieved significant results under the UNDAF 2007-2012 and demonstrated their expertise in a number of areas that are critical to strengthening Moldova's ongoing reforms.<sup>5</sup> The UN also continues to be uniquely placed to offer guidance on human rights-based reforms in a range of sectors as a transformational agenda.

In the process the UN has contributed effectively to the national development priorities while at the same time creating a basis for improved compliance with international norms and standards, especially in mainstreaming human rights and gender. The UN system is poised to achieve even greater results with the next Partnership Framework if it can enhance its coherence, consensus and common vision on overarching national policies and strategies; contribute to strengthening national capacities and ownership; and establish a more united interface and working relationship with all development partners.

The strategic recommendations of the evaluation focused on reinforcing and strengthening those gains made by the UNDAF 2007-2012: supporting the national development priorities in the new Partnership Framework; building stronger UN coherence and unity in policy advocacy and programmatic support; ensuring the dynamic processes underway of mainstreaming and applying international norms and standards especially for human rights and gender; shifting the United Nations - Republic of Moldova partnership towards more national ownership and Delivering as One; and begin to adjust its comparative advantages in preparation for Moldova's anticipated ascendancy to EU membership. The evaluation also recommended the UN Country Team to invest more in joint programming that demonstrates the benefits of interagency coherence, value of collaborative joint work, effective use of a common programmatic platform and resources, cost-effectiveness and achieving scale.

In 2010, the UN invested a total of approximately USD 30 million, which is approximately 6 percent of total Official Development Assistance in Moldova and slightly over a quarter of technical assistance. The UN Country Team has designed this new Partnership Framework to make strategic use of UN resources and expertise in line with its comparative advantages.

## 2. EXPECTED RESULTS OF THE UN – REPUBLIC OF MOLDOVA PARTNERSHIP FRAMEWORK

This Partnership Framework for Moldova focuses on three broad thematic pillars that enhance and complement the national priorities and growth agenda of the Government of Moldova. The overall objectives of the UN cooperation with the Government of Moldova for the period 2013–2017 are to provide support for building regulatory and institutional capacity and conditions for good governance; promote UN values and democracy; ensure equity through development of national capacity for social service delivery and

inclusive development opportunities; and ensure sustainable management of the environment while adapting to climate change and managing risks from disasters.

It encompasses the shared values of the UN while respecting the desire of the government and UN agencies to work cohesively and also recognizing the distinct mandate and value added of each agency. The three thematic pillars are:

<sup>5</sup> Key areas addressed by the UN 2007-2012 included: reducing poverty, with a focus on the extremely poor; promoting gender equality and human rights; supporting the provision of quality basic services to all people, including in the education and health sectors; strengthening democratic governance; ensuring social inclusion and protection of vulnerable groups with specific attention to the poor, people with mental, intellectual and physical disabilities, Roma, abandoned elderly and people facing exclusion as a result of ethnic, religious, linguistic, sexual orientation or gender differences; promoting the fundamental human rights and integration of migrants, stateless persons and refugees as well as greater compliance with international law as concerns these persons as well as persons in institutional care, and single-parent or no-parent households; promoting environmental sustainability and mitigating climate change, including disaster risk management; supporting decentralization and regional development; strengthening the response to HIV/AIDS and TB; and, across thematic areas, supporting donor coordination and promoting aid effectiveness at the country level.

- a. Democratic governance, justice, equality and human rights
- b. Human development and social inclusion
- c. Environment, climate change and disaster risk management.

Throughout the development of this Partnership Framework, the UNCT assessed its capacities to focus its efforts where it can best provide leadership and make the biggest difference in the lives of the people of Moldova, avoiding duplication and establishing synergies with ongoing interventions. The UNCT fur-

ther disciplined its prioritization to ensure alignment between national challenges and priorities, UN comparative advantages, and the potential to produce better joint results. All agencies, including non-resident agencies, were involved in the priority-setting process.

The five programming principles of a human rights-based approach, gender equality, environmental sustainability, results-based management and capacity development are integrated and strengthened as a transformational agenda throughout the Partnership Framework.

## UN – Republic of Moldova Partnership Framework: Pillars and Outcomes at a Glance

<b>ENABLING ENVIRONMENT</b> <b>Pillar 1</b> <b>Democratic Governance, Justice, Equality and Human Rights</b>			
<ul style="list-style-type: none"> <li>• <b>Outcome 1.1:</b> Increased transparency, accountability and efficiency of central and local public authorities</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Outcome 1.2:</b> Justice sector actors are better able to promote access to justice and uphold rule of law in compliance with international commitments</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Outcome 1.3:</b> State bodies and other actors effectively promote and protect human rights, gender equality and non-discrimination, with particular attention to the marginalized and the vulnerable</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Outcome 1.4:</b> Civil society and media better monitor and promote human rights, equality, democratic governance, and rule of law</li> </ul>
<b>SECTOR CAPACITY</b> <b>Pillar 2</b> <b>Human Development and Social Inclusion</b>		<b>SECTOR CAPACITY</b> <b>Pillar 3</b> <b>Environment, Climate Change and Disaster Risk Management</b>	
<ul style="list-style-type: none"> <li>• <b>Outcome 2.1:</b> People have access to more sustainable regional development, economic opportunities - innovation and agriculture in particular - and decent work</li> <li>• <b>Outcome 2.2:</b> People enjoy equitable access to quality public health and health care services and protection against financial risks</li> <li>• <b>Outcome 2.3:</b> All children and youth enjoy equitable and continuous access to a quality and relevant education system</li> <li>• <b>Outcome 2.4:</b> People enjoy equitable access to an improved social protection system</li> </ul>		<ul style="list-style-type: none"> <li>• <b>Outcome 3.1:</b> Improved environmental management in increased compliance with international and regional standards</li> <li>• <b>Outcome 3.2:</b> Strengthened national policies and capacities enable climate and disaster resilient, low emission economic development and sustainable consumption</li> </ul>	

# Pillar 1: DEMOCRATIC GOVERNANCE, JUSTICE, EQUALITY AND HUMAN RIGHTS

This pillar focuses on ensuring that difficult and complex reforms in the areas of institutional strengthening of government institutions and the justice sector remain on track, and that support is provided to move from policy and legislative formulation to practical implementation with resources, capacity, mechanisms, and instruments. In doing so, it aims to advance the realization of human rights, and increase the efficiency, transparency and accountability of public authorities in governance and service delivery, with particular attention to equality and non-discrimination, the rights of minorities, and marginalized and vulnerable people, including migrants and persons in need of international protection. Under this pillar, UN agencies will also seek to improve the capacity of the government in policy development, and in the monitoring and evaluation of the impact of policies.

## **Outcome 1.1 - Institutional Strengthening: Increased transparency, accountability and efficiency of central and local public authorities**

The programme under this outcome addresses the weak institutional capacity at local and national level to render public services; and disparities of access to services - especially by women, the poor, and vulnerable sections of the population. The weakness of institutional capacity is mainly due to the slow implementation of the reform agenda, which is constrained by many complex and interlinked factors such as frequent elections, insufficient budgets, substantial brain drain, significant staff turnover caused by insufficient civil service salaries and career development incentives, a weak correlation between central public authorities and local authorities in policy development and implementation, and the lack of proactive engagement of the civil society and private sector in public service delivery. In addition, efforts are needed to bring the institutional and operational framework of the public administration in line with European standards. The programme also addresses the issue of strengthening national capacity to build result-based monitoring and evaluation systems, and to collect, analyze and use data, as essential components of the governance structure and provide critical information, empowering policymakers to take better informed

decisions. The population census in 2013 for example will make available disaggregated data on population size, composition and distribution, that will reflect major socioeconomic changes in Moldova since the 2004 census.

The outcome is aligned to the strategic objective of the government to create an efficient, professional and transparent public administration aligned with democratic principles and able to provide high value services to Moldova's people. The government has also acknowledged that local governance and decentralization represent essential items on the country's reform agenda, especially important given the country's aspirations of integration into the European Union. The objectives are to improve resource management and bring quality services closer to the people based on their rights and needs; to strengthen the system of local fiscal autonomy in line with European Union standards; to give more decision-making powers to the local governments following the principles of transparency, legality, efficiency, responsibility and administrative solidarity; and to create a more stable, clear, and enforceable legal framework on local public finance.

The UN has a proven track record in providing quality policy and technical advice as well as bringing together international and national actors to work collaboratively on the reform agenda. UN agencies supporting this agenda touch on a wide range of institutions. These include the Parliament, State Chancellery, Ministry of Foreign Affairs and European Integration, Ministry of the Interior, Ministry of Information and Communication Technology and centralized public administration bodies such as the Border and Customs Services, the Statistical Bureau and the Central Electoral Commission. The sectoral focus of UN work on institutional strengthening covers areas such as reforming the structure of the central and local public administration; developing and implementing an improved legal framework for public administration, with emphasis on civil service; strengthening Government's decision-making process, improving the management of human resources and management of public finances; and aspects of communication and monitoring.

The UN, through this outcome, will continue to support the government in modernizing and strengthening the capacity of public institutions, provide advice on legal frameworks and policy options, as well in the areas of human resource management, improving social sector allocations in public finance and above all transparency and efficiency of service delivery. The UN will also support the government in implementing the decentralization reform agenda and in ensuring that local governance is functional.

### **Outcome 1.2 - Justice: Justice sector actors are better able to promote access to justice and uphold rule of law in compliance with international commitments**

The justice system in Moldova is perceived to be weak by its citizens. The weakness in the justice system is partly due to lack of independence of the judiciary in practice, as well as lack of efficiency of courts, characterized by insufficient training and awareness in applying international and European law, inadequate skills, and insufficient self-regulating mechanism. There is also lack of independence and capacities of pre-trial investigation and prosecution bodies, as well as other actors, including lawyers, bailiffs, probation officers, police and other security personnel, and poor adaptation to the needs and rights of children below the age of 18 in contact with the law. Major improvements are also required in coordination of the implementation and monitoring of the justice sector reform, setting up a more efficient legal aid mechanism and putting in place effective - institutional and procedural - tools for preventing and fighting corruption.

Justice reform represents a major objective of the Moldovan Government, reflected prominently in the government programme “European Integration: Liberty, Democracy, Welfare”, 2011–2014 as well as in Moldova 2020, EU-Moldova visa liberalization Action Plan, National Human Rights Action Plan 2011–2014, the Justice Sector Reform Strategy for 2011–2016, and other sector strategies. The reform measures include observance of the principle of separation and independence of the legislative, executive and judicial powers, as well as an even and correct enforcement of laws and equality of all citizens before the law. Several

international human rights bodies including the Human Rights Committee have made recommendations on the need to reform the justice system and the police in Moldova.

The UN in Moldova is a neutral actor with international experience in promoting justice sector reforms. In addition, it has been a leading proponent in human rights and justice sector reform with strong credibility in this area.

The programmes in this outcome area seek to ensure that all people, including the most vulnerable, have better and equitable access to justice; assure an accountable, efficient, predictable justice system able to effectively remedy human rights abuses, corruption and related crimes; narrow gaps between practices of domestic courts and international human rights law; and build public confidence in the justice system. The UN will provide support to develop efficient pre-trial investigation procedures, as necessary to ensure respect for human rights and security of each individual; to strengthen justice for children and young people; and to improve safeguards for observing the rights of detainees, preventing torture and ill-treatment. In addition, the UN in Moldova will provide support to strengthen the institutional framework and processes to ensure effective access to justice, effective enforcement of court judgments, and better cooperation between justice and social sector.

### **Outcome 1.3 - Human Rights, Empowerment of Women and Anti-discrimination: State bodies and other actors effectively promote and protect human rights, gender equality and non-discrimination, with particular attention to the marginalized and the vulnerable**

Human rights violations of particular persons or groups persist in Moldova.<sup>6</sup> Particularly, women and children from these groups face various forms of exclusion and multiple forms of discrimination and violence. In addition, mechanisms to address human rights concerns and concrete violations remain ineffective in practice. The National Human Rights Institutional system remains weak. Police, prosecutors, and the judiciary do not yet effectively frame action in terms of providing effective remedy for human rights violations.

<sup>6</sup> Persons or groups of which human rights violations persist include: women; older persons; rural youth; people living with HIV/AIDS, TB or other stigmatized diseases; victims of serious crimes and human rights abuses, such as human trafficking, torture, and domestic violence; migrants in Moldova and Moldovan emigrants abroad; persons with physical, mental or intellectual disabilities; language and certain religious minorities; certain religious minorities; Roma; refugees, stateless persons, and asylum-seekers; lesbian, gay, bisexual and transgender persons and groups; persons raised in or released from residential care; and others.

The government has specifically acknowledged the need to progress in the area of human rights and stated that addressing human rights represents one of its long-term, durable, and primary commitments. The government has also named specific areas for work, including in the current Government Programme, the National Human Rights Action Plan (2011–2014), Rethink Moldova, Moldova 2020, and in their sector strategies. Furthermore, the government in its international and regional commitments to the EU, the Council of Europe, and in various United Nations processes, including the Universal Periodic Review, has made concrete commitments to human rights reforms.

UN support for gender equality and the protection and promotion of human rights is mainstreamed throughout the Partnership Framework. Under this specific Outcome, priority is placed on supporting the implementation of the recommendations from Moldova's first Universal Periodic Review (UPR), as well as relevant recommendations by UN Treaty Bodies and other international review bodies.<sup>7</sup> Particular focus is also placed on strengthening the system of protection from domestic violence and discrimination.

**Outcome 1.4 - Civil Society and Media: Civil society and media better monitor and promote human rights, equality, democratic governance, and rule of law.**

Civil society and media are growing stronger and more independent. They offer a countervailing influence to that of political and national processes. This has brought with it more activism (with many diverse objectives), and increasing demands for accountability and transparency of individuals and institutions. Civil society organizations, while diverse and growing,

are often institutionally weak, and heavily dependent on sporadic, project-based support. There are high barriers for public funds and social service contracts.

It is widely acknowledged that media and civil society are key pillars of democratic order, holding public authorities accountable, and thus promoting investment, free and fair market competition, and sustainable and inclusive economic growth. The UN brings together civil society, media, private sector, and public sector on a number of issues, including diversity, trafficking and domestic violence. With a strong public image and credibility in Moldova, the UN, more than any other actor, has the comparative advantage to act as a bridge between government and civil society, as well as to strengthen a vibrant, responsible and independent media and civil society sector. Civil society can benefit from capacity building and international expertise in a number of key skills, such as human rights and gender equality monitoring, documentation and reporting; strategic litigation and the provision of legal aid; effective project management in a European context; effective use of the media, including social media; strengthening public accountability, as well as in other areas.

The UN will support the further development and strengthening of independent civil society, media and the National Human Rights Institutions on both banks of the Nistru River. This outcome also seeks to continue building the capacity of the civil society and media and to provide them the enabling environment to play a responsible role in expanding the democratic space and ensure that political and national processes respect individual human rights through the voice of the civil society.

<sup>7</sup> These include recommendations of the Human Rights Committee; the Committee on Economic, Social and Cultural Rights; Committee on the Elimination of Racial Discrimination; Committee on the Rights of the Child, Committee on the Elimination of Discrimination Against Women and the recommendations of Special Procedures to the Human Rights Council.



## Pillar 2: HUMAN DEVELOPMENT AND SOCIAL INCLUSION

A major objective of Moldova is to eradicate poverty and strengthen social inclusion. In the national context, substantially reducing poverty and improving access to quality education, healthcare services, decent public services and employment, and economic opportunities in the regional development context are considered priorities and are reflected in Moldova 2020, national sectoral strategies, programmes, MDG targets on poverty, education, health, gender equality, international and regional treaties and related commitments, and various EU-Moldova documents. The UN will work to accelerate further poverty reduction, improve access to basic services, and achieve more equitable and sustainable local and regional development for improving the socio-economic condition of the most needy and vulnerable groups. Engagement of the private sector in the broader development process and advocacy for responsible entrepreneurship will seek to reduce urban-rural income disparities through integrated local initiatives targeting isolated and disadvantaged regions.

This thematic pillar also takes into account that services are less accessible to vulnerable people because of hidden costs (related fees and costs such as medicines, transportation, and supplies) and corruption, with studies showing that informal payments are expected, and sometimes demanded, in the health and education sectors. In some cases the procedures to access basic services and entitlements such as cash benefits are unnecessarily complicated, discouraging people in need from even applying, or simply do not allow them to access services. Some people do not know their entitlements, are not empowered to claim them or do not possess the skills and knowledge to improve their quality of life or the life of their children.

While there may be variations depending on individual circumstances, the people who are most vulnerable in Moldova include those living below the poverty line, and in large families with 3 children or more, households headed by women, persons with disabilities, children and elderly left behind due to migration, returning emigrants, migrants, refugees and stateless persons, victims of trafficking, victims of domestic violence, persons with HIV/ AIDS or TB, and Roma and other minor-

ity communities. Women, children, youth and the elderly from these groups are particularly affected. Social indicators also lag in the Transnistria region.

### **Outcome 2.1 - Economic Opportunities and Regional Development: People have access to more sustainable regional development, economic opportunities - innovation and agriculture in particular - and decent work**

Poverty in Moldova is rural in nature with approximately 80 percent of all poor households living in rural areas. The key reasons are: low employment opportunities and unsafe working conditions; high job insecurity; limited access and opportunities for inclusive economic development at the local level; poor management of issues that lead to and arise from migration; insufficient protection of migrant workers; ineffective utilization of capacities to benefit from migrant skills, savings and remittances; a low-productivity agriculture sector, with outdated technologies and limited knowledge of the sector; and limited capacities of local public authorities to deliver quality public services to citizens. All these are contributing to deepening the urban-rural and regional disparities in the country.

Overcoming economic and financial crises and ensuring inclusive economic growth is one of the main objectives stated in the Moldovan Government's Activity Program "European Integration: Freedom, Democracy, Welfare". The Government aims to change the country development paradigm from a consumption-driven economy to an economy based on investments, innovations and competitiveness, so that the national economy becomes able to create productive and well-paid jobs performed under good working conditions, while the whole society and each citizen could enjoy the effects of a sound and balanced economic growth.

The UN's comparative advantage is that their programmes have established a firm foundation during the last years in building up the knowledge base and capacity of the local and national actors in areas such as local governance, local economic development, ser-

vice provision, and social entrepreneurship and confidence building measures in the Transnistrian region.

The UN will support Moldova's better integration into the regional and international trading system to generate sustainable growth and employment. The UN will strengthen the Government's capacity to facilitate the financing of trade, including enhanced debt management, competitiveness and innovation and to meet international and European best practices and standards. Furthermore, the UN will address trade barriers to international markets as well as barriers that constrain innovation and the use of new technologies thus resulting in a pattern of low productivity and limited income generation possibilities. In turn, it is expected that small and medium enterprises will increase their capacity to compete and export to regional and global markets, thus contributing to a more equitable and balanced development.

The UN will work to accelerate further poverty reduction for improving the socio-economic conditions at local and regional levels. Programmes will be undertaken to support integrated agriculture, promote more equitable local and regional development, and increase decent employment and income-generating opportunities, especially for youth and vulnerable and social groups at risk of exclusion. This will include contributing to cultural development of local communities through the creation of new jobs in agricultural, environmental and cultural tourism and sustainable management of national and local cultural heritage. The creation of local level opportunities is expected to reduce migration. The confidence-building measures in Transnistria region will be significantly expanded and serve as knowledge hub for development assistance in the region, with the aim that the enhanced socio-economic development of Transnistria region will facilitate the reintegration objectives of the country. Additionally, the UN will work to strengthen the capacity of the Government to facilitate the financing of trade, including enhanced debt management, competitiveness and innovation and compliance with international and European good practices and standards. Similarly, food safety requirements throughout the entire food chain will require technical assistance and investment, which will facilitate the access of Moldovan producers to high value export markets.

## **Outcome 2.2 - Health: People enjoy equitable access to quality public health and health care services and protection against financial risks.**

Moldova has one of the lowest life expectancies at birth in Europe. Key health and demographic indicators are significantly worse than the European average. Despite positive trends in reducing child mortality, there are striking disparities among regions within the country. Rural areas in particular have traditionally experienced infant mortality rates that are 10-15 percent higher than in urban areas, due to various socioeconomic factors and the current performance of the public health and healthcare system, such as lower education levels and poor access to services. While there is increasing burden from non-communicable diseases, among the communicable diseases tuberculosis remains one of the major public health concerns in the country, with an official incidence rate of 113 per 100,000 in 2010. The effective realization of human rights in the health sector remains an issue for policy attention, including in the areas of sexual and reproductive rights, psychiatric care and TB and HIV/AIDS.

The Government of Moldova has committed to ensuring that all persons have access to quality public health, healthcare, and pharmaceutical services, including for the purpose of achieving the Millennium Development Goals. This must include revisions of the legislative and regulatory framework on financing, and resource allocation and delivery of healthcare services in line with the provisions and guidelines of international and EU standards.

UN agencies have the mandate, technical competence and experience directly relevant to health reform and service delivery. The additional comparative advantage is that the UN brings international experience as well as the ability to bring private sector, civil society and government together to address the many challenges in the health area. In addition, the UN has a proven track record of delivering context-specific advice to government at both policy and operational levels in the health field. The health sector coordination council is co-chaired by the government and a UN agency.

The UN programme in this outcome area supports the government to complete the service delivery reforms to increase efficiency and quality of health care,

as well as to ensure equitable access. Assistance will be provided to the government to further strengthen primary health care and optimize the existing hospital network with much-needed links to health financing. UN support will also be provided along with other partners to improve the governance of the health system and human resource competency to implement the national health policy and the health system strategy, and to reach out to other sectors influencing health to facilitate inter-sectoral response. The focus of UN's programme support and advocacy is on the most vulnerable, in particular women and children from these groups.

Mechanisms must be developed and implemented to ensure quality control of healthcare services delivered to the population. Healthy lifestyles must be encouraged and each citizen's responsibility for his or her own health much be encouraged. Reducing known risk factors and promoting general health are the key priorities in protecting the population exposed to real or potential risks. Such areas to consider include combatting micronutrient deficiencies, preventing and encouraging cessation of smoking, alcohol abuse, and illicit consumption of drugs; improving the supervision and control of communicable and non-communicable diseases treatment; developing community health and social services and home care services, and improving access to reproductive health services.

### **Outcome 2.3 - Education: All children and youth enjoy equitable and continuous access to a quality and relevant education system.**

The challenges to educational reform in Moldova remain important despite years of reforms, compounded by social, financial, and political constraints. The system of educational planning and management requires long-term and effective capacity building at the central, local and school level and justified and effective distribution of responsibilities within the Ministry of Education, and between the central and district levels. The Republic of Moldova has committed itself to ensuring universal access to primary education. This task was later extended to preschool and lower secondary education. Despite some success, especially in the area of pre-school education, enrolment rates in primary and lower secondary education have decreased. Some of the reasons for the decrease include rural poverty, lack of inclusive education, discrimina-

tion against Roma children, children and youth with parents abroad, and children with disabilities, poor quality of education and teaching, lack of participation of children, parents and communities in schools, violence and corporal punishment at school, and a lack of the normative acts regulating responsibilities. At the district level, some of the main concerns in educational development are declining demographics and enrolments, uneven skill levels of teachers, and the lack of national capacity to finance the recurring cost of teacher salaries.

The government is committed to ensuring the access of all to education in general and preschool education in particular. It also recognizes the need to remove factors limiting access to education for children of poor families and improving their access to primary and secondary education, in particular in the countryside; and strengthening the capacity of parents and caregivers to ensure supportive child development.

UN agencies have experience in supporting the education reform in Moldova in the following fields: ensuring universal access to quality, child-friendly and inclusive education; improving the planning, monitoring, and assessment processes of education results, senior staff training in planning, management, cost-analysis, budgeting, monitoring and evaluation, integration of ICT into education, and supporting the development of technical-vocational education and training relevant to the labor market; and strengthening human rights education and the promotion of respect for difference.

The UN in this outcome area will assist with increasing school enrolment, especially among the most vulnerable children and youth; preventing and addressing drop out and absenteeism; and improving the quality of education, from pre-school to vocational training. UN agencies will continue to support the development, implementation and monitoring of child friendly schools, inclusive education, early childhood care and education, strengthening national capacities in education policy research and analysis in the following areas: teacher development, ICT-enhanced education, and technical-vocational education and training. Additional focus will be on data collection and analysis for policy and planning and, most importantly, reaching and improving school outcomes for children from poor families.

**Outcome 2.4 - Social Protection:**  
**People enjoy equitable access to an improved social protection system**

Social protection policies in Moldova are significantly influenced by the rapid demographic changes of the recent past, influenced by an extremely low birth rate, ageing population, and emigration. The lack of reliable and disaggregated data remains a stumbling block to evaluating the needs for social protection services and social cash benefits, as well as for adequately measuring the impact of ongoing programmes. In addition, public housing is allocated particularly to certain professional categories, rather than on the basis of need. Social cash transfers are being progressively shifted from a category-based principle to means-tested. Only 65 percent of the poorest 10 percent of the population are covered by social aid. Overall the social services remain underdeveloped, fragmented, and under-financed. Although targeting and increasing the efficiency and effectiveness of social assistance is considered as a priority for Moldovan authorities, the risk that many children and families will lose access to needed social protection remains very high. In parallel, category-based social assistance will be further reduced, increasing the pressure on the most vulnerable families, including those with many children or children with disabilities, and families where children and elderly were left behind due to migration. The universality of some of the child allowances and

benefits are under threat and could lead to a further increase in disparities and child poverty.

The government programme aims to improve quality of life and to reduce poverty, inequality and inequity in society. The programme strategy targets socially vulnerable categories and people with low income through social assistance programs, with an aim to reduce and eliminate inefficiencies of the social protection system; ensure sufficient access of the population to quality social services; reduce the negative social costs of migration; and ensure social inclusion of persons with disabilities.

UN co-chairs, with the government, the social protection sector coordination council, which embodies its credibility and grasp of policy and operational issues. The work of the UN at both the local and national levels on policy work, legal reform, capacity development, and empowerment at community level gives it the comparative advantage to link local realities to policy.

This UN outcome will support the government's capability in institutional strengthening at national and local levels, making evidence-based policy adjustments, supporting improvements in targeting of the most vulnerable with the social inclusion principle, and supporting community-based integration of the social service provision, eliminating gatekeepers and strengthening non-cash based social assistance, including access to social housing.

## Pillar 3: ENVIRONMENT, CLIMATE CHANGE AND DISASTER RISK MANAGEMENT

Under this pillar, UN will support central and local authorities for the sustainable management of the environment and natural resources across all sectors, better environmental education and awareness ultimately contributing to sustainable economic growth and increased quality of life. In doing so, the programme will focus on strengthened institutions, implementation and enforcement capacities at central and local level, supporting quality of and access to information, enabling effective public participation and behavior change. The UN will support the government to better respond to emerging challenges such as climate change and natural and man-made disasters with adequate policies, institutions and coordination mechanisms, and strengthen capacities at the national and local level to assess, reduce and adapt to climate and disaster risks. The programme will promote scalable models for energy and resource efficiency in production and consumption and access to clean and affordable energy as basis for the creation of sustainable markets for renewable energy and eco-technologies.

### **Outcome 3.1 - Environment: Improved environmental management in increased compliance with international and regional standards**

Environmental degradation, pollution and unsustainable use of natural resources are a significant concern for Moldova's development agenda. The economic, social and health costs of environmental degradation and deteriorated infrastructure are high, while economic growth and demographic development will further increase pressure on the environment and natural resources. While progress has been made on policy and legislation, similar to other sectors, implementation, monitoring and enforcement are still weak.

Moldova has significant commitments under multi-lateral environmental agreements. Increased coherence with international standards and approximation to the EU environment acquis will remain a challenge in the years ahead and require strong institutions and resources to increase compliance and a careful prioritization of efforts. Moreover, the aims of the outcome are fully aligned to the government's objectives to:

create an adequate legal and institutional framework for environmental protection and sustainable use of natural resources; reduce environmental degradation and the negative impacts of economic activities on the environment, natural resources, and human health; and improve access to information and environmental education, and awareness and behaviours.

While providing support to the government, the UN has proven to be a credible and efficient partner to the main donors, including the Global Environment Facility and European Union. The UN has also shown its ability to develop national capacities for integrating environmental protection issues at all levels of development decision-making. Furthermore, the national experience of policy development and institutional strengthening with civil society participation is a key comparative advantage.

UN work under this outcome will provide continuing support alongside the government towards reform and modernisation of the environmental management system, including strengthening institutions and enhancing enforcement capacities at central and local levels. Additional priority activities include environmental mainstreaming, supporting the forward-looking integration of environmental considerations into sectoral development policies; the development and use of new governance tools, including for trans-boundary environmental issues; and market-based instruments and fiscal mechanisms for environmental management. The successful work in the field of biodiversity and ecosystem service conservation will be continued. Improved quality and access to information will enable better monitoring, public participation and awareness as a driver for behavioural change.

### **Outcome 3.2 - Low Emission and Resilient Development: Strengthened national policies and capacities enable climate and disaster resilient, low emission economic development and sustainable consumption**

The country, its population, and its economy remain vulnerable to climate variability and change, not least because of the still-high dependence on the agricultural sector. Climate change projections point to in-

creased water scarcity, specifically in the southern part of the country, and to an increase in frequency and intensity of extreme weather events such as droughts, floods or heat-waves. These events are associated with significant impacts on public health, food security and access to safe drinking water, infrastructure and housing. The country lacks a comprehensive national strategy and institutional framework for disaster risk management and response to climate change. Moreover, the capacity of the specialized institutions dealing with preparedness and response to disasters is limited. Despite frequent disasters, the awareness and knowledge on adequate prevention, preparedness and response is low. There is a need to integrate climate and disaster risk management into local, sectoral and national level planning processes; ensure an adequate level of preparedness and response in vulnerable sectors like food, agriculture and health; put in place risk monitoring and early warning systems; increase the national capacities to respond to public health emergencies of local and international concern; and develop functional information management systems at local and national levels, including for the general public.

Low efficiency in energy supply and consumption and high dependence on external energy sources and increasing costs are imposing a severe burden on the people and national finances. Renewable energy potentials are not fully exploited yet and large energy efficiency gains for example in the housing sector remain untapped due to resource and capacity constraints. Increased energy and resource efficiency and uptake of clean technologies in production and consumption are further indispensable in increasing competitiveness and accessing new markets.

This outcome is aligned to the government objectives for promoting the principle of sustainable development through green economic development; reducing overall energy consumption and greenhouse gas

emissions, increasing energy efficiency and the share of renewables; creating an institutional-functional framework for disaster response coordination, risk reduction measures, and information and awareness-raising.

One of the comparative advantages of the UN is its ability to mobilize external expertise and channel humanitarian aid and priority supplies. In case of emergencies in the country, UN agencies will bring immediate, medium and long term assistance to the people of Moldova. It can also provide experience in strengthening disaster and climate risk management in an integrated manner, as well sharing lessons learnt from supporting the government during previous disaster response.

The UN will support the promotion of low-emission and climate-resilient development as a central theme, including developing the enabling policy framework and capacities for investments in low-carbon and environmentally friendly technologies, infrastructure and sectors, thus contributing to sustainable production and consumption and green job creation. Specific importance will be given to expanding energy efficiency measures, specifically in the housing sector, and promoting the use of renewable energy sources. A special emphasis will be placed on increasing the resilience of vulnerable communities to climate change and natural disasters. To this end, the UN will support the government to enhance its communication and education capacities in terms of awareness-raising among the population, early warning and support the integration of disaggregated disaster and climate risk assessment information into national and local development plans and programmes. It will support the development of appropriate institutional and legislative systems and coordination mechanisms for reducing and managing disaster risks. In doing so, it will keep people at the center of the programme, including the promotion of gender equality and a focus on the most vulnerable groups.

### 3. SPECIAL INITIATIVES OUTSIDE THE PARTNERSHIP FRAMEWORK

The Partnership Framework was developed in consultation with the Government of Moldova, all in-country UN agencies, funds and programmes, as well as non-resident agencies and other development stakeholders in Moldova. The framework, by defining the three thematic pillars, gives a focus and direction to

the work of the UN in Moldova. The programmes of all agencies will be in line with its strategic direction. The value of this Partnership Framework is for the UN to remain strategically focused on priorities in which it has a comparative advantage.

### 4. ESTIMATED RESOURCE REQUIREMENTS

The estimated financial resource requirements by UN system in Moldova to achieve the outcomes are included in detail in the results matrix of the Partnership Framework. Estimated resources total USD 217,290,000<sup>8</sup> for 2013-2017.

The distribution of resources as per the three thematic pillars is:

- a. Governance, justice, equality and human rights: USD 61,890,000
- b. Human development and social inclusion: USD 123,144,000<sup>9</sup>
- c. Environment, climate change and disaster risk management: USD 32,256,000

Total financial requirements for the programme period have greatly expanded since the UNDAF 2007 - 2012.

Moldova has also evolved in its regulatory reforms, institutional strengthening, and, more importantly, there is progress in achieving the MDGs and the economy continues to grow. The UN is aware that the development needs for the country are still considerable and also that many donors have left this middle-income country. While intensifying the effectiveness of the resources at its disposal for maximum impact, the UN has put forward an ambitious and expanded programme in a resource-constrained environment. The UNCT and UN Resident Coordinator, on behalf of all members of the UN Country Team and individual UN agencies, will undertake coordinated fundraising efforts when applicable to ensure successful resource mobilization, while individual UN agencies will retain their capacity to fundraise for their respective mandates.

### 5. IMPLEMENTATION

National capacity development will be a key implementing principle for this Partnership Framework. In a phased manner the programmes will continue to expand the use of national systems in programme implementation through national systems of procurement and financial management, in line with the principles of aid effectiveness.

A strengthened system of transparency and accountability will be instituted across the UN programmes. Therefore, the UN system in Moldova commits to move to a culture of increased accountability to all its stakeholders in the implementation of the Partnership Framework. The stakeholders include the public, those

who entrust the UN with resources, the government, and partners who collaborate with the UN. Stakeholders will be entitled to stay apprised of programme objectives, monitoring results, and evaluation findings and recommendations, which will be made available on the internet. In addition, annual consolidated programme performance monitoring and reporting will be carried out as per agreed indicators in the Partnership Framework Action Plan. The objective of this high transparency and accountability is to continue to learn and project the collective achievements of the UN Development System in Moldova.

Systematic efforts will be made to reduce overhead and transaction costs and to benchmark the efficiency

<sup>8</sup> This amount includes an estimated USD 40,000,000 of highly concessional loans from IFAD, with a grant element exceeding 70%.

<sup>9</sup> Ibid.

and effectiveness of Government - UN programmes to the best of public and business standards.

The expansion of joint programmes will benefit from further harmonization and simplification of rules and procedures. The UNCT will work towards common, simplified and harmonized policies and procedures, including those developed by the UN Development Operations Coordination Office, which serve to improve in-country UN systems' operations and enhance results in areas such as communications and IT systems, human resources, procurement and financial

administration as part of our aspiration to Deliver as One – in line with each UN agencies rules and procedures.

The National Coordinating Authority will be the State Chancellery, headed by the Secretary General of the Government. This body and the UNCT exercise their joint ownership and mutual responsibility for the Partnership Framework. The main planning and reporting instrument will be the UN Partnership Framework's Action Plan.

## 6. TOWARDS UNITY IN ACTION

The Republic of Moldova is a middle-income country with European aspirations, in a rapidly changing environment. United Nations support for transformative change in Moldova is of necessity specific. The reform agenda is comprehensive, and yet resources are limited. With a view to achieving the best possible results for people in Moldova, collaboration and deeper partnerships are needed. The United Nations in Moldova, thinking, speaking and acting towards greater unity in action, strives to continue to be an accountable and trusted partner. Broad consultation indicates that the UN is ready, willing and able to move forward a unity agenda. The UN is further committed to responding to Moldova's call for moving forward towards Delivering as One.

### Key Principles and Modalities

The UN contributes to sustainable development and the realization of human rights and gender equality in line with Moldova's national vision. To support this vision, based on the Paris Declaration, the Accra Agenda, and the Moldova Partnership Principles and its implementation plan, the UN will: (a) build on existing successful collaboration practices between all parties; (b) operate on the principle of national leadership, ownership and accountability, including by contributing to Government planning and budgeting processes; (c) use national – and, where existing, local – coordination mechanisms such as the Donor Coordination Council and Sector Coordination Councils; (d) strengthen capacity for external resource management and aid coordination; (e) Build and maintain partnerships with development partners, non-state actors and the private sector, with a view to strengthening a vibrant and independent civil society; (f) pro-

mote the integration of principles of human rights, gender equality, environmental sustainability, and results-based management in national policies, strategies, plans and budgets; (g) build sustainable national capacity; (h) adopt good practices from Delivering as One in other countries and promote South-South co-operation to promote the exchange of such practices; (i) continue to ensure transparency and accountability; (j) work to heighten efficiency and to reduce transaction costs for all parties.

### A. Empowered UN Resident Coordinator (UNRC) and United Nations Country Team (UNCT)

The UNRC leads the UNCT to develop and implement an inspiring and integrated strategic vision for the UN in Moldova. Agency country representatives support and inform the UNRC on matters related to the working of the UNCT and implementation of UNPF. UNRC and UNCT members are accountable for the effective implementation of UNPF and the responsible use of resources and achievements of results. The UNCT has collective responsibility for and ownership of the RC system. The UNCT and the UNRC work to foster a culture of openness and information-sharing. The UN in Moldova continually seeks ways to improve its work to achieve greater development and human rights-based results.

### B. Greater Programmatic Coherence

The UN works together to provide impartial technical expertise to the Government, Civil Society and the people of and in Moldova. The UN strives for ever greater programmatic coherence for the overarching goal of achieving the best possible results. The UN works together through modalities including a joint



UNPF Action Plan. The UNPF Action Plan enables the UN Country Team to focus common UN work in the lightest, most flexible way possible. The UNPF Action Plan respects individual agencies' mandates, roles, responsibilities and specificities of practice, while emphasizing their complementarity. The UN Country Team and the Government jointly report on their common work and communicate results to the general public. A joint monitoring and evaluation system is envisaged in chapter 7.

### **C. One Budgetary Framework**

The UN in Moldova uses a joint multi-year resource mobilization and allocation system based on a One Budgetary Framework that is transparent about programme costs, associated operational costs, and the allocation of funds.

### **D. Complementary Resource Mobilization**

In order to maximize flexibility, harmonize business practices, pool resources and strengthen the ability of smaller agencies to access and administer resources, a plurality of resource mobilization tools are engaged, including One Fund modalities. The One Fund complements core and other non-core resources raised individually by agencies.

### **E. Common Business Practices**

The UN uses cost-effective business processes to avail common services in information and communication technologies, procurement, human resource and financial administration, to support the quality implementation of programmes. The UNPF Results Matrix is the core tool to measure the collective ability of the UN to move forward in progressive support of Moldova's human rights and development agenda. The UN will work toward alignment to the best extent possible with national and local budget frameworks.

### **F. Common Voice**

The UN speaks with a coherent and distinctive voice that demonstrates its added value to Moldova, and which distinguishes itself from other actors. In its communications, the UN aspires to coherence and timely relevance, based on the normative commitments embodied in the UN system. Ever-greater communications synergies are pursued on issues of common concern, under the UN Resident Coordinator, with particular attention to the best use of new technologies and social media. Individual agencies speak without hindrance on matters within their mandates.

## **7. MONITORING AND EVALUATION**

United Nations agencies will work with the government to establish a Monitoring and Evaluation (M&E) framework, making use of existing government data collection and management systems to the extent possible. Instruments expected to be used include periodic government surveys, supplementary studies, joint periodic programme reviews, and independent assessments and evaluations.

The UNCT will be supported in the implementation of the Partnership Framework's M&E framework by three or more thematic Working Groups. These groups will meet regularly and provide relevant information to the annual review and to the Resident Coordinator's annual report. Government and partner representatives will be invited to participate in and contribute to UN M&E, and to provide strategic guidance. As joint programmes expand, the emphasis will be on joint monitoring of results.

The UN commits to increasingly strengthen and use the national data, monitoring and reporting systems.

UN monitoring and evaluation systems move towards unity.

Refinements and adjustments to the Partnership Framework will be made annually in discussion with the government, based on annual reviews and taking into account changes in the country and the progress of UN programmes.

A comprehensive and strategic mid-term review / evaluation of the programme will be conducted to ensure that it is aligned with national priorities and government's international commitments. A final evaluation will be carried out to assess the overall achievement of results.

The outcomes and indicators elaborated in the Partnership Framework's results matrix are the factors against which progress will be measured. The ultimate impact will be, of course, measured by the difference that the UN system has made on the life of the Moldovan people.

# Annex A: UN – REPUBLIC OF MOLDOVA PARTNERSHIP FRAMEWORK RESULTS MATRIX

## Pillar 1: Democratic Governance, Justice, Equality and Human Rights

### National Development Priorities or Goals

Government Activity Programme 2011-2014: (i) European Integration is a fundamental priority of the domestic and foreign policies; (ii) Accomplish in-depth restructuring of central public administration in order to create an efficient, functional and sustainable institutional framework, governed by law and committed to delivering quality services to population; (iii) Achieve governance transformation and better performance of public administration, including by using ICT; cut the red-tape and de-concentrate the public services. (iv) Decentralization and Local Autonomy: Enhance financial and patrimonial independence of local public authorities; (v) Strengthen re Rule of Law and Human Rights protection mechanisms;  
National Development Strategy Moldova 2020: Equitable and Corruption Free Justice Sector

Outcomes	Indicators, Baseline, Target	Means of Verification	Risks and Assumptions	Role of Partners	Indicative Resources (in USD)
<p><b>Public Administration</b></p> <p><b>Outcome 1.1 -Increased transparency, accountability and efficiency of central and local public authorities</b></p> <p>UNDP, IOM, UNECE, UNESCO, UNICEF, WHO</p>	<p>a. Confidence in public administration institutions; Corruption Perception Index Baseline: (May 2011): Government – 23%; Parliament – 19%; LPA – 47%; Corruption Perception Index: 2.9; Target: Government: 45%; Parliament: 40%; LPA:60%; Corruption Perception Index: Improvement of the Moldova index</p> <p>b. Hunter coefficient of vertical balance (the degree of fiscal dependency of local governments on resources transferred by central government) Baseline: Varies between 13% and 19% (2011) Target: A Hunter Coefficient that is above 20% and not varying</p> <p>c. Public availability of equality data (disaggregated data on vulnerable groups) to track progress towards MDGs and Moldova long-term development goals Baseline: Certain data available on gender and regional disparities but data missing on a number of key groups Target: Improved data in key areas in particular on persons with disabilities, Roma, persons with stigmatized diseases, third country nationals and stateless persons</p>	<p>a. Public Opinion Barometer; Gallup Survey; Transparency International Report</p> <p>b. Ministry of Finance Local Budgets Analytical Data</p> <p>c. MDG report and other reporting to international bodies</p>	<p><b>Risks</b> Political instability with frequent elections can jeopardize the reform process.  LPAs mandate is unfunded.  Government provides insufficient financial resources to support high quality, internationally comparable data production and dissemination.  Insufficient understanding between different state agencies on reporting and monitoring of MDGs, key national strategies, and poverty and social inclusion hamper improvement of data sets.</p> <p><b>Assumptions</b> Public administration reform and decentralization remain priorities of the Government and are implemented.  National and local authorities and institutions are committed to data driven and evidence-based policy development and monitoring; national statistics system comply with international standards, with data collection methods allowing adequate disaggregation, for example by urban/rural, regions/raions, age and sex.</p>	<p>State Chancellery coordinates public administration reform and leads decentralization process.  Line ministries develop policies, and monitor and evaluate their impact on the population in partnership with CSOs.  LPAs provide services for all citizens.  State Chancellery, CPAs and LPAs effectively use data for policy development and monitoring.  National Bureau of Statistics coordinates activities related to improvement of national system of official statistics.</p>	<p>IOM 3,000,000</p> <p>UNDP 31,300,000</p> <p>UNECE 50,000</p> <p>UNESCO 100,000</p> <p>UNICEF 2,000,000</p> <p>WHO 500,000</p>

Outcomes	Indicators, Baseline, Target	Means of Verification	Risks and Assumptions	Role of Partners	Indicative Resources (in USD)
<p><b>Justice</b></p> <p><b>Outcome 1.2</b> - Justice sector actors are better able to promote access to justice and uphold rule of law in compliance with international commitments</p> <p><b>UNDP, OHCHR, UNHCR, UNICEF</b></p>	<p>a. Level of public confidence in the Justice System <u>Baseline:</u> 24% of people trust the justice system in May 2011 <u>Target:</u> 34% of people trust the justice system by 2017</p> <p>b. Number of existing negative European Court of Human Rights judgments against Moldova (where one or more violations of the European Convention have been identified by the ECHR) waiting for their effective resolution <u>Baseline:</u> 187 cases under monitoring as of 31 October 2011 <u>Target:</u> 100 cases under monitoring by 2017</p> <p>c. Number of judicial instances and/or equality body recognizing and remedying discrimination in individual cases. <u>Baseline:</u> No known cases to date of judicial recognition of discrimination on any ground <u>Target:</u> 100 recognition/remedy decisions by 2015; 400 recognition/remedy decisions by 2017</p>	<p>a. Public Opinion Barometer</p> <p>b. CoE Committee of Ministers execution of judgments website; Analysis of ECHR judgments on Moldovan cases done by NGO Lawyers for Human Rights, and data from MoJ and Center for Human Rights.</p> <p>c. UN Working Group covering Human Rights accounts for such cases, gvt. data monitoring discrimination cases, civil society and NHRI reports.</p>	<p><u>Risks</u> Potential lack of political will to adopt justice sector reform measures. Early Parliamentary Elections may bring about changes to the political scene, which may result in government reshufflings, hence superficial implementation of the justice sector reform measures.</p> <p>Due to political instability and economic crisis, these topics will prevail over social issues and promotion of human rights.</p> <p><u>Assumptions</u> There is political will to implement in good faith the Justice Sector Reform measures.</p> <p>External donor support for Justice reform is consistent with expectations.</p>	<p>Ministry of Justice coordinates Justice Sector Reform process.</p> <p>Courts, prosecutors and other judicial and legal bodies apply law in conformity with international and regional human rights law, including refugee law.</p> <p>Involvement of Center for Human Rights and NGOs active in this field, as well as effective and independent public reporting by these bodies to hold government accountable. Media provides effective public oversight and scrutiny on reform processes and factual developments in justice and human rights areas.</p>	<p>OHCHR 400,000</p> <p>UNDP 9,000,000</p> <p>UNHCR 2,000,000</p> <p>UNICEF 2,500,000</p> <p>WHO 240,000</p>

Outcomes	Indicators, Baseline, Target	Means of Verification	Risks and Assumptions	Role of Partners	Indicative Resources (in USD)
<p><b><u>Human Rights, Empowerment of Women and Anti-discrimination</u></b></p> <p><b>Outcome 1.3 - State bodies and other actors effectively promote and protect human rights, gender equality and non-discrimination, with particular attention to the marginalized and the vulnerable</b></p> <p><b>OHCHR, UN Women, UNICEF, IOM, UNDP, WHO</b></p>	<p>a. Share of international human rights recommendations, in particular UPR, implemented in timely manner.  <u>Baseline:</u> Report of the UPR Working Group  <u>Target:</u> All UPR recommendations implemented</p> <p>b. Number of protection orders issued by courts for victims of domestic violence effectively implemented by police and other relevant authorities  <u>Baseline:</u> circa 200 protection orders issued by courts since September 2009, 0 effectively implemented  <u>Target:</u> At least 40% of protection orders effectively implemented.</p>	<p>a. Interim and follow-up UPR reporting; reports to UN Treaty Bodies; civil society reporting</p> <p>b. Government data monitoring domestic violence, civil society and NHRI reports.</p>	<p><u>Risks</u>  Unsettled political situation and economic threatens reforms.</p> <p><u>Assumptions</u>  Continued government commitment to enhance the protection of human rights, access to justice, gender equality and further development of systematic approaches to redress, imbalances and violations.</p> <p>Ministry of Interior reforms improve police actions in acting on domestic violence cases, particularly where women, children or older persons are concerned.</p>	<p>Government establishes implementation mechanism for UPR and Treaty Body recommendations, and otherwise provides effective oversight of reform processes; and establishes/develops effective National Human Rights Institution(s) in conformity with Paris Principles. These institutions function effectively.</p> <p>Local public administration and public institutions become effective access points for supporting rights-holders in realizing fundamental human rights.</p> <p>Courts and other legal bodies rule in conformity with international law, incorporate internationally established human rights law into domestic legal process.</p> <p>EU will develop capacity for promotion of human rights and democratic governance.</p>	<p>IOM 500,000</p> <p>OHCHR 400,000</p> <p>UN Women 1,000,000</p> <p>UNDP 4,500,000</p> <p>UNICEF 2,500,000</p> <p>WHO 200,000</p>

Outcomes	Indicators, Baseline, Target	Means of Verification	Risks and Assumptions	Role of Partners	Indicative Resources (in USD)
<p><b>Civil Society and Media</b></p> <p><b>Outcome 1.4 - Civil society and media better monitor and promote human rights, equality, democratic governance, and rule of law</b></p> <p><b>UNICEF, OHCHR, IOM</b></p>	<p>a. Public trust in NGOs and media  <u>Baseline:</u>  Public Opinion Barometer trust index  NGOs: 26% (May 2011)  Media: 63% (May 2011)  <u>Target:</u>  Public Opinion Barometer trust index  NGOs: 46% (2017)  Media: 75% (2017)</p> <p>b. Heightened quality of reporting by media on human rights, equality, rule of law, and empowerment of women.  <u>Baseline:</u>  Media covers insufficiently the human rights issues with frequent infringements of ethical standards  <u>Target:</u>  Qualitative increase of coverage of human rights, equality and rule of law issue in mainstream media</p> <p>c. Number of entities submitting alternative reports to international review bodies, in particular Universal Periodic Review  <u>Baseline:</u> 24 national-level stakeholder entities involved in submissions to 2011 UPR; 13 national-level CSOs involved in submissions to May 2011 CESCR review.  <u>Target:</u> 100% increase in stakeholder submissions to relevant international bodies/review by 2017</p>	<p>a. Public opinion Barometer</p> <p>b. UN media monitoring reports</p> <p>c. OHCHR stakeholder summary for UPR; internet websites of Treaty Bodies</p>	<p><u>Risks</u></p> <p>Lack of transparency of media ownership will affect editorial policies.</p> <p>Poor quality of education will lead to journalists with low capacities and skills to cover human rights issues.</p> <p>Actions against independent media have negative effect on media freedom.</p> <p><u>Assumptions</u></p> <p>Democratizing society increasingly associates and voices human rights concerns.</p> <p>There is continued media will to improve the editorial policies and act according to ethical guidance and international standards, offering adequate space for the most disadvantaged.</p>	<p>Parliament adopts and Gov. implements systemic institutional, legal and financial measures for consolidation of collaboration with CSOs.</p> <p>Participation Council and media associations regularly monitor situation of women in the priority domains.</p> <p>CoE will complement UN efforts with its own projects on media capacity building.</p> <p>Centre for Investigative Journalism, Association of Independent Press and Centre of Independent Journalism will support the UN and other partners' initiatives.</p>	<p>IOM 400,000</p> <p>OHCHR 200,000</p> <p>UNICEF 1,100,000</p>

## Pillar 2: Human Development and Social Inclusion

**National Development Priorities or Goals:** One of the main objectives of Moldova is to eradicate poverty. In the national context, poverty and the lack of access to quality education, quality healthcare services and decent public services improved access to employment and economic opportunities along with regional development are considered as priorities and are reflected in Moldova 2020, national sectoral strategies, national programmes, national MDG targets on poverty, education, health, gender equality, international and regional treaties and related commitments, and various EU-Moldova documents.

Outcomes	Indicators, Baseline, Target	Means of Verification	Risks and Assumptions	Role of Partners	Indicative Resources (in USD)
<p><b>Economic Opportunities and Regional Development</b></p> <p><b>Outcome 2.1 - People have access to more sustainable regional development, economic opportunities - innovation and agriculture in particular - and decent work</b></p> <p>UNDP, FAO, IFAD, ILO, IOM, ITC, UN Women, UNCITRAL, UNCTAD, UNECE, UNESCO, UNIDO, WHO</p>	<p>a. Level of absolute and extreme poverty (national, regional, rural areas; urban areas, gender) <u>Baseline:</u> (2010) National: 21,9% and 1,4% Rural areas: 30,3% and 2,1% Regions: North: 23,7%; Center: 29,6%; South: 27,7% Town: 14,2% and 0,3% Cities: 7,3% and 0,4% Gender (head of household): 22.1% male and 21.6% female <u>Target:</u> National: 19 % and 1% Rural areas: 25 and 1.5% Regions: North: 21.7%; Center: 27.6%; South: 25.7% Town: 12.2% and 0.2 % Cities: 5.3% and 0.3 % Gender (head of household): 20.1% male and 19.6% female</p> <p>b. Small Areas Deprivation Index (SADI) by regions (North; South; Center; UTA Gagauz Yeri) <u>Baseline:</u> North: 472 South: 455 Center: 462 Chisinau municipality: 808 UTA Gagauz Yeri: 629 <u>Target:</u> Increased SADI indicator per region by 10%</p> <p>c. Employment rate, disaggregated by urban/rural, geographical areas, gender and age <u>Baseline:</u> General: 41.9%; Women: 48.1%; People (age 55-64): 41.6%; Youth: 17.8 % <u>Target:</u> General: 60.0%; Women: 62.0%; People (age 55-64): 62,0%; Youth: 10.0%</p>	<p>a. National Bureau for Statistics and Ministry of Economy annually published data</p> <p>b. SADI yearly data published by Ministry of Economy</p> <p>c. National Bureau for Statistics and Public Employment Service annual data</p>	<p><u>Risks</u> Political instability; global economic crises; natural disasters; economic growth below the expected targets.</p> <p>Brain and skills drain; limited financial resources to implement public policies and slow economic growth.</p> <p>Practical implementation of results of R&amp;D prevented by the above factors.</p> <p><u>Assumptions</u> Macroeconomic policies are stable and economic growth continues.</p> <p>Sectoral reforms in the areas of local and regional development continue.</p> <p>A better coherence between macro-economic and employment policies.</p> <p>Enabling environment introduced both at regional and local levels for employment of women, youth and persons with disabilities.</p> <p>Government commits to continue developing a predictable legal framework and enforce policies facilitating R&amp;D and innovation.</p> <p>Foreign Direct Investment increases gradually due to predictable legal framework and favorable conditions for foreign investments.</p> <p>Moldovan exports grow to international markets due to compliance with international standards.</p>	<p>Local Public Administration determines needs and provides services to local population.</p> <p>State Chancellery coordinates and leads decentralization strategy.</p> <p>MoLSPF sets priorities and aligns policies for employment, decent work and gender equality.</p> <p>National Bureau for Statistics provides data disaggregated by age, gender and ethnicity.</p> <p>Ministry of Regional Development and Construction promotes the strategy on regional development.</p> <p>Relevant Ministries such as the Ministry of Economy and Trade, Ministry of Agriculture and Food Industry, Ministry of Finance, and relevant institutions such as the Agency for Innovation and Technological Transfer, develop and implement new policies and produce progress reports</p>	<p>FAO 3,000,000</p> <p>IFAD 40,000,000 (Highly concessional loans, with a grant element exceeding 70%)</p> <p>ILO 450,000</p> <p>IOM 5,500,000</p> <p>ITC 500,000</p> <p>UN Women 2,500,000</p> <p>UNCITRAL 250,000</p> <p>UNCTAD 1,500,000</p> <p>UNDP 32,100,000</p> <p>UNECE 100,000</p> <p>UNESCO 50,000</p> <p>UNIDO 500,000</p> <p>WHO 470,000</p>

Outcomes	Indicators, Baseline, Target	Means of Verification	Risks and Assumptions	Role of Partners	Indicative Resources (in USD)
<p><b>Health</b></p> <p><b>Outcome 2.2 - People enjoy equitable access to quality public health and health care services and protection against financial risks</b></p> <p><b>WHO, IAEA, IOM, UNAIDS, UNFPA, UNODC, UNICEF</b></p>	<p>a. Life expectancy at birth, disaggregated by urban/rural, sex, ethnicity, income quintiles, education, geographical area (if available) Baseline: Total: 69.1 yrs (2010) Men: 65 (2010) Women: 73.4 (2010) Target: Increase in total figure of 2 yrs (2017) Men: increase to 69 yrs (2017) Women: increase to 75.5 yrs (2017) Reduction in the gap between the sexes of 2 yrs (2017)</p> <p>b. Under five Mortality Rate, disaggregated as per indicator (a) Baseline: 13.6 per 1,000 live births (2010) Urban: 9.6 per 1,000 live births (2010) rural: 14.8 per 1,000 live births (2010) Target: Decrease of 10% in total figure (2017) Decrease of 15% among most disadvantaged population (2017)</p> <p>c. Private households' out-of-pocket payment on health as % of total health expenditure, disaggregated as per indicator (a) Baseline: 48.4% Target: Decrease to 35 % by 2017</p> <p>d. Percentage of adults and children with HIV still alive and known to be on antiretroviral therapy at 12 months, 24 months, and 60 months after initiating treatment; disaggregated by age, sex, regimen type, first/second line drugs Baseline: 12 months:88% (2010); 24 months:79% (2010); 60 months:73% (2010) Target: 12 months:88% (2017); 24 months:80% (2017); 60 months:75% (2017)</p> <p>e. Maternal Mortality Rate (per 100,000 live births), disaggregated as per indicator (a) Baseline: 44.5 per 100,000 live births in 2010 Urban: 35% of total maternal deaths Rural: 65% of total maternal deaths Target: 13.3 per 100,000 live births (2017)</p>	<p>a. Ministry of Health Data</p> <p>b. Ministry of Health Data</p> <p>c. Ministry of Health Data</p> <p>d. Ministry of Health Data</p> <p>e. Ministry of Health Data</p>	<p><u>Risks</u> Political instability slows down the health reform agenda.</p> <p>The international economic crisis leads to lower economic growth, decreasing public revenues (including CNAM) and budget cuts. Lower priority given to the health sector vis-à-vis other national priorities, results in cuts in the public health budget.</p> <p>Donor interest and availability of resources in the health sector can decrease in medium term.</p> <p>Introduction of co-payments in primary care.</p> <p>Necessary reforms on health sector infrastructure (e.g. public health, primary care, hospitals) are not taken forward with necessary speed to ensure access, quality and efficiency of preventive and curative services.</p> <p><u>Assumptions</u> Health reform progress will continue to be led by the Ministry of Health and subordinated institutions and adjustments are made based on available evidence and ongoing monitoring.</p> <p>Continuous commitment to national health policy (2007-2021) and health system strategy (2008-2017) as guiding documents.</p>	<p>MoH, agencies in health sector and National Health Insurance company determine priorities and resources, and develop and monitor policies and regulations.</p> <p>Government and Ministries include health issues in their respective policies.</p> <p>Health authorities at local level determine priorities and allocate resources.</p> <p>The EU, WB, SDC, GFATM and bilateral Agreements provide budget support and technical assistance.</p> <p>NGOs and organizations such as Red Cross provide services and develop innovative models for national adoption.</p>	<p>IAEA 2,250,000</p> <p>IOM 500,000</p> <p>UNAIDS 100,000</p> <p>UNFPA 725,000</p> <p>UNODC 1,000,000</p> <p>UNICEF 3,500,000</p> <p>WHO 6,500,000</p>

Outcomes	Indicators, Baseline, Target	Means of Verification	Risks and Assumptions	Role of Partners	Indicative Resources (in USD)
<p><b>Education</b></p> <p><b>Outcome 2.3 – All children and youth enjoy equitable and continuous access to a quality and relevant education system</b></p> <p><b>UNICEF, UNESCO, IOM, UNFPA, WHO</b></p>	<p>a. Gross enrolment rates in pre-school, primary and lower secondary education (disaggregated by urban/rural, girls/boys, refugee children, quintile for pre and primary school)  <u>Baseline:</u> (2010)            Pre-school: 77.1%            Pre-school rural/urban: 67.1%/94.5%            Pre-school boys/girls: 77.4%/76.9%            Pre-school by quintiles: 75.93%/102.37%            Primary: 93.6%            Primary rural/urban: 88%/104%            Primary boys/girls: 94%/93.2%            Primary by quintiles: 103.52%/108.77%            Lower secondary: 88.1%            Lower secondary rural/urban: 84.3%/95.6%            Lower secondary boys/girls: 88.4%/87.8%            Enrolment rate of refugee children: 100%  <u>Target:</u>            Increase by 10% the overall enrollment rates in pre-school and lower secondary and by 5% in primary            Increase by 15% the enrolment rates in pre-school and lower secondary and by 8% in primary of the most disadvantaged groups</p> <p>b. Percentage of educators and teachers applying child-centered methodologies  <u>Baseline:</u> Less than 1 percent  <u>Target:</u> Increase by 10 percentage points annually</p> <p>c. Percentage of Roma children who were enrolled in grade 5 successfully completing grade 9 (disaggregated by gender) in five communities: Schinoasa/Tibirica, Buda/Ursari (Calarasi Raion), Cioresti/Vulcanesti (Nisporeni Raion), Minjir (Hincesti Raion) and Stejareni/Lozova (Straseni Raion)  <u>Baseline:</u> tbc in 2012  <u>Target:</u> tbc in 2012</p>	<p>a. Annual NBS report</p> <p>For enrolment of refugee children, UNHCR data</p> <p>b. Administrative Data by Ministry of Education</p> <p>c. Administrative data of the MoE (through Roma mediators)</p>	<p><b>Risks</b>            Instable political situation slows down the implementation of reforms.</p> <p>The government and some key stakeholders do not see the linkages between pre-school and general education on the one hand and university education and vocational training on the other hand, and focus on the latter, diverting attention from the former and underestimating their roles.</p> <p>The ongoing economic crisis results in budget cuts in the education sector, undermining investments in quality improvements and coverage expansion.</p> <p>Limited interest of donors in the education reform in Moldova.</p> <p>School optimization risks not effectively managed, with social exclusion results.</p> <p><b>Assumptions</b>            The education reform, including structural reform and national inclusive education program, continues to be a national priority linked to Moldova 2020 and national sectoral priorities.</p> <p>The education reform is continuously monitored by the Ministry of Education and local authorities and adjustments are made based on generated evidence.</p> <p>Application of child-centered methodologies improves quality of education.</p>	<p>The Ministry of Education develops, implements and monitors education policy, standards and curricula; the Ministry of Finance budgets policies and develops funding mechanisms; LPA authorities determine the education needs and resources and monitor implementation.</p> <p>WB focuses on efficiency of the education sector and improving quality of education; a few donors are active in vocational training; NGOs pilot innovative inclusive models and advocate for their scale-up.</p> <p>Schools promote a child-friendly for all children, incl. those with special educational needs.</p> <p>Parents and children participate in school governance.</p>	<p>IOM 750,000</p> <p>UNESCO 80,000</p> <p>UNFPA 325,000</p> <p>UNICEF 5,500,000</p> <p>WHO 94,000</p>



Outcomes	Indicators, Baseline, Target	Means of Verification	Risks and Assumptions	Role of Partners	Indicative Resources (in USD)
<p><b>Social Protection</b></p> <p><b>Outcome 2.4 – People enjoy equitable access to an improved social protection system</b></p> <p>UNICEF, ILO, IOM, UNFPA, UNHCR, WHO</p>	<p>a. Percentage of the poorest quintile covered by social aid  <u>Baseline:</u> 14.3% in 2010  <u>Target:</u> 20% by 2017</p> <p>b. Rate of children (under the age of 18) living in formal care by the end of the year per 100,000 child population, disaggregated by rate in family-based care and rate in institutional care  <u>Baseline:</u> (2010) 1,952, including 1,019 in family-based care and 933 in residential care  <u>Target:</u> Based on target identified by the forthcoming strategy on family and child protection</p> <p>c. Number of beneficiaries of social home care (outreach services)  <u>Baseline:</u> 25,403 persons  <u>Target:</u> 27,000 persons</p> <p>d. Number of adult persons/families benefited from specialized social services for persons with disabilities  <u>Baseline:</u> 5,240  <u>Target:</u> 7,500</p> <p>e. Population coverage with health insurance to ensure access to care (including to primary health care), disaggregated by urban/rural, sex, ethnicity, income quintiles, education, geographical area (if available)  <u>Baseline:</u> 74% (2011)  Rural 68% (2011)  Urban: 83% (2011)  Roma: 23%  <u>Target:</u> Increase to 100 % by 2017</p>	<p>a. WB Report, Household survey/NBS, Casa National</p> <p>b. Ministry of Labour, Social Protection and Family data</p> <p>c. Annual Social Report /Ministry of Labor, Social Protection and Family data</p> <p>d. Annual Social Report /Ministry of Labor, Social Protection and Family data</p> <p>e. National Bureau of Statistics, Ministry of Health data, relevant UN agencies, NHRI, civil society reports</p>	<p><u>Risks</u>  Instable political situation slows down the implementation of reforms</p> <p>The ongoing economic crisis results in budget cuts and further targeting of the social safety net in the social protection sector.</p> <p>Social protection and pension reforms result in further marginalization of very poor families</p> <p>Natural disasters continue to affect the most vulnerable people disproportionately and deepen vulnerability and poverty</p> <p><u>Assumptions</u>  Social protection and inclusion remain a priority in Moldova as part of the Government programme and EU agenda</p>	<p>The MoLSPF determines priorities, and develop and monitors policies and regulations</p> <p>The MoF allocates financial resources. LPAs identify needs, request and allocate resources, provide services, and monitor implementation.</p> <p>NGOs develop models and advocate for their scale up.</p>	<p>ILO 350,000</p> <p>IOM 4,000,000</p> <p>UNFPA 600,000</p> <p>UNHCR 4,800,000</p> <p>UNICEF 4,600,000</p> <p>WHO 550,000</p>

### Pillar 3: Environment, Climate Change and Disaster Risk Management

#### National Development Priorities or Goals:

Government objectives on Climate Change and Use of Natural Resources; Agri-Industrial Policies (Government Activity Programme 2011-2014): (1) Create adequate legal and institutional framework for environment protection and sustainable use of natural resources; (2) Reduce environmental degradation and negative impacts of economic activities on the environment, natural resources and human health; (3) Improve access to information, environmental education and awareness/behaviour; (4) Upgrade agriculture and reduce its dependence on adverse climatic factors; (5) Stop the degradation of land resources by upgrading and extending the land improvement system.

Government objectives on Energy (Government Activity Programme 2011-2014): (1) Ensure energy security and promote energy efficiency in all sectors of the economy; (2) Diversify the primary energy supply sources, incl. promotion of renewable energy; (3) Reduce energy intensity and energy consumption in all the areas of the national economy

Government objectives on Risk Reduction and Protection against Disasters: (Government Activity Programme 2011-2014): (1) Put in place an institutional-functional framework to coordinate the responses to disasters; (2) To take measures aimed at reducing disasters risks (3) Conduct information and awareness raising campaigns about protection against disasters.

MDG 7 national targets: Target 1. Integrate principles of sustainable development into country policies and programs and reduce degradation of natural resources. Increase forested area from 10.3% in 2002 to 12.1% in 2010 and 13.2% in 2015; Target 2. Increase the share of protected areas to preserve biological diversity from 1.96% in 2002 to 4.65% in 2010, exceeding the 2015 target; Target 3. Increase the share of people with permanent access to safe water sources from 38.5% in 2002 up to 59% in 2010 and 65% in 2015.

Hyogo Framework for Action 2005 – 2015: Build the resilience of nations and communities to disasters

Outcomes	Indicators, Baseline, Target	Means of Verification	Risks and Assumptions	Role of Partners	Indicative Resources (in USD)
<p><b>Environmental Management</b></p> <p><b>Outcome 3.1 - Improved environmental management in significantly increased compliance with international and regional standards</b></p> <p>UNDP, IAEA, UNECE, UNEP, UNESCO, WHO</p>	<p>a. Institutional reform increases capacities for environmental policy implementation  <b>Baseline:</b> Program and action plan of the Government for 2011-2014, draft National Environmental Strategy 2012-2022 and draft Law on Environment Protection foresee creation of an Environment Protection Agency (EPA); capacities for implementation and enforcement are weak  <b>Target:</b> EPA established and fully functional by end 2013 (according to the GP Action Plan 2011-2014); Institutional reform provides for an effective and efficient system of environmental policy implementation and enforcement</p> <p>b. Surface of protected areas (% of territory) managed in compliance with international requirements  <b>Baseline:</b> 4.65% (2011); currently not managed in compliance with international standards  <b>Target:</b> 7 % of the territory (draft NES – 10% in 2022); Management plans developed and implemented for all sites</p> <p>c. Environmental considerations integrated into sectoral policies or sector specific environment action plans/policy documents in place  <b>Baseline:</b> Integration of environmental requirements in the sectoral policies and strategies foreseen by draft National Environmental Strategy 2012-2022 and draft Law on Environment Protection;                      Current policies integrating environmental</p>	<p>a. Report on the implementation of the Government Programme 2011-2014; Governmental Decision on the establishment of the EPA approved; annual activity reports of the EPA</p> <p>b. State of Environment Report (MoEnv); National Reports to CBD</p> <p>c. Report on the implementation of the NES and its Action Plan on integration of environmental requirements into sectoral policies</p>	<p><b>Risks</b>                      The sector remains underfinanced; environment protection is no priority for the government at central and local levels.</p> <p>Specific sectors are not receptive to integrating environmental considerations; low priority of environmental issues in other sectors.</p> <p>Willingness to implement a comprehensive institutional reform remains low.</p> <p><b>Assumptions</b>                      Adoption of the National Environment Strategy 2012-2020; Approval of the Law on Environment Protection.</p> <p>Effective partnerships on biodiversity conservation established with LPAs, private sector.</p> <p>Sufficient financial resources for the establishment and functioning of new environmental institutions allocated (EPA, NERL).</p> <p>New National Biodiversity Conservation Strategy approved for 2014-2020.</p>	<p>MoEnv coordinates the implementation of NES 2012-2022; facilitates the integration of the environment considerations into sectoral policies; coordinates donor support; allocates co-financing from the National Ecological Fund.</p> <p>EU, IFIs, MCC, and other bilateral donors provide technical assistance, investments in environmental infrastructure.</p> <p>EU Institutions, Secretariats of International Conventions share relevant experience accumulated in EU/international institutions.</p>	<p>IAEA 2,000,000</p> <p>UNDP 8,700,000</p> <p>UNECE 100,000</p> <p>UNEP 50,000</p> <p>UNESCO 60,000</p> <p>WHO 94,000</p>

Outcomes	Indicators, Baseline, Target	Means of Verification	Risks and Assumptions	Role of Partners	Indicative Resources (in USD)
	<p>considerations: Environment and Health Action Plan, Concept of Ecological Agriculture; Transport</p> <p><u>Target:</u> Sectoral policies and strategies integrate sectoral environmental objectives, actions and indicators</p>	<p>and plans; Sectoral Strategies and plans in the field of environment</p>	<p>Orhei Vechi National Park established.</p> <p>Legislation developed in accordance with the provisions of international agreements.</p>	<p>EU provides assistance regarding legal and institutional framework.</p> <p>NGOs facilitate public participation, information and awareness raising, and support implementation at the national and local level.</p>	
<p><b><u>Low Emission and Resilient Development</u></b></p> <p><b>Outcome 3.2 - Strengthened national policies and capacities enable climate and disaster resilient, low emission economic development and sustainable consumption</b></p> <p>UNDP, UNECE, UNEP, UNICEF, UNIDO, WHO</p>	<p>a. Number of communities which implement climate and disaster risk reduction measures in line with National DRM Strategy and climate change policies and international treaties; <u>Baseline:</u> 0% of 1,681 communities <u>Target:</u> 40% of communities implement disaster risk management measures in line with the national strategies</p> <p>b. Energy and resource intensity <u>Baseline:</u> Energy Intensity 31.7 MJ / US \$ (2006); Currently Resource Efficient and Cleaner Production (RCEP) applications are underestimated by both public utilities and private sector; inefficient use/ consumption of natural resources (water, materials and energy) by enterprises and other organizations and implementation of ESTs (Environmentally Sound Technologies) lagging behind; limited incentives for sustainable consumption <u>Target:</u> Energy intensity: Reduce by 7% till 2017 in comparison with 2010 (minus 1% annually on average); Resource intensity: Reduce by minimum 5% the water (m3/GDP) and material intensity (direct material input/GDP) by 2017 (national target – minimum 10 % by 2020 according to draft NES)</p> <p>c. Share of renewable energy in gross domestic consumption <u>Baseline:</u> 5% <u>Target:</u> 11% by 2017 or increase of minimum 2% annually (national target is 10% by 2015, 20% by 2020)</p>	<p>a. Annual government reports on strategy implementation; Monitoring and programme/ project reports</p> <p>b and c. Report on implementation of the Moldova 2020 Strategy; National Bureau of Statistics; Ministry of Economy; reports to the UNFCCC; report on the implementation of NES and National Waste Management Strategy (currently under development)</p>	<p><u>Risks</u> External economic shocks such as financial constraints due to price developments of fossil fuels, economic crisis push the government and economy towards high emission options.</p> <p>There is insufficient consideration of the potential and importance of resource efficient and cleaner production and consumption as cornerstone for improved environmental and utility services, including water, sanitation, waste and waste water.</p> <p>A major disaster such as a strong earthquake driving attention away from prevention and affects the proper functioning of the government.</p> <p>Low commitment at the level of local public authorities.</p> <p>Poor quality of primary data may have negative impact on the results achieved.</p> <p><u>Assumptions</u> Government remains committed to a low emission and climate resilient development path including at the sectoral and local level.</p> <p>National Strategy/Programme for Energy Efficiency approved and implemented and sufficient funds committed.</p>	<p>EU provides sector budget support and technical assistance.</p> <p>WB, EBRD and SIDA work on energy sector reform support, energy efficiency.</p> <p>MoEnv leads the implementation of the National Adaptation and Low Emission Development Strategy; facilitates and mobilizes external technical and financial assistance; allocates co-financing from the National Ecological Fund.</p> <p>Ministry of Economy/ Energy Efficiency Agency develop and implement Energy Efficiency and Renewable Energy Policies.</p> <p>WB provides technical assistance, consultancies in the areas of Climate change adaptation in agriculture; sustainable land management; disaster risk reduction, incl. public awareness raising campaigns.</p>	<p>UNDP 17,400,000</p> <p>UNECE 50,000</p> <p>UNEP 150,000</p> <p>UNICEF 950,000</p> <p>UNIDO 1,950,000</p> <p>WHO 752,000</p>

Outcomes	Indicators, Baseline, Target	Means of Verification	Risks and Assumptions	Role of Partners	Indicative Resources (in USD)
			<p>National Adaptation and Low Emission Development Strategy adopted and implemented</p> <p>Industry/private sector drive for energy costs reduction and enhanced energy efficiency grows stronger and widens.</p> <p>National DRM Strategy, including development of community master plans and risk mapping, will be adopted by 2014 and government remains firmly committed to DRM – and sufficient funds committed.</p> <p>Regional/rayon development strategies and Local Environmental Action Plans will be developed in synergy with the DRM Strategy and community master plans.</p> <p>Mass media effectively involved in disaster and climate risk awareness raising.</p>	<p>EU supports development of a Regional Risk Atlas, covering Moldova. National “Emergency Command Centre” and early warning system for farmers/agriculture sector established with WB support; WB builds capacity of Hydromet Service.</p> <p>Govt. of Romania provides technical support for Prut River flood early warning.</p> <p>Local businesses engage in Public-private partnerships.</p> <p>NGOs facilitate public participation, information and awareness raising, and support implementation at the national and local level.</p>	