



**Executive Board of the
United Nations Development
Programme, the United Nations
Population Fund and the
United Nations Office for
Project Services**

Distr.: General
22 March 2012

Original: English

Annual session 2012

25-29 June 2012, Geneva

Item 5 of the provisional agenda

Country programmes and related matters

**Draft country programme document for the Republic of Moldova,
2013-2017**

Contents

	<i>Paragraphs</i>	<i>Page</i>
I. Situation analysis.	1-9	2
II. Past cooperation and lessons learned.	10-14	3
III. Proposed programme.	15-20	4
IV. Programme management, monitoring and evaluation.	21-23	5
Annex Results and resources framework for the Republic of Moldova (2013-2017) . .		7



I. Situation analysis

1. The Republic of Moldova is a low-middle-income country with real gross domestic product (GDP) growth at 6.9 per cent in 2010 and an estimated 6 per cent in 2011, despite the continued global economic instability. The GDP gains are led by remittances and export growth to European Union markets.
2. The democratic transition is complex as the Republic of Moldova had three parliamentary elections and one referendum from 2009 to 2010. Still the Parliament was not able to elect a president. The Government regards closer association with the European Union as the fundamental domestic and foreign policy priority. The implementation of the reform process, which is driven by the European Union agenda, has had mixed results so far: the legislative and policy formulation for the reforms has been dynamic and fast, but the process of implementation has been uneven and slow.
3. The Republic of Moldova made significant progress in poverty reduction (from 2006 to 2010 the absolute poverty rate fell from 30.2 to 21.9 per cent) and meeting most of the Millennium Development Goals (MDG) targets (21 out of 27 targets on track to be achieved by 2015). Despite the economic growth, the Republic of Moldova GDP per capita remains the lowest in Europe at \$3,092. Moreover, the urban-rural divide widened (10.4 per cent vs. 30.3 per cent) as the share of poor living in rural areas increased from 60 per cent in 2006 to 80 per cent in 2010. Emigration is progressively increasing as up to one third of the working-age population is abroad.
4. The people and economy remain vulnerable to climate conditions, owing to high dependence on agriculture. Projections point to increased water scarcity and frequency of extreme weather events that affect more than half of the population. Improved management of natural resources, greater preparedness for climate change and disaster risk mitigation are priorities, as they may help shift the development of the Republic of Moldova towards a sustainable path.
5. The steep rise of energy prices, low incomes and an obsolete energy infrastructure result in low affordability of heat services for the people. Increased energy efficiency and use of renewable energy sources are therefore seen as an important step to making access to energy services more affordable as well as to increasing the competitiveness of businesses.
6. Local governments in the Republic of Moldova play a significant role in the provision of public services and bear primary responsibility for water supply, sanitation, construction of local roads, and for maintenance and heating. Currently, local governments have been left fragmented and underfinanced and are providing inadequate services. The improvement of the much-needed public service in rural areas will depend on the ability of the Government to fast track local governance reform and regional development.
7. The frozen conflict with the breakaway region of Transnistria continues to pose a silent threat to the stability of the Republic of Moldova and the reintegration of the country remains a fundamental objective for the Government. As the people living in this region face a steady decline in income and access to basic services, the development gap is increasing.
8. The public unrest of 2009 underlined the importance of respect for human rights and propelled them to the top of the agenda. Notwithstanding the improvements in the legal framework, the limited institutional capacity precludes human rights protection in many areas, including the struggle against torture and related treatment, discrimination and domestic violence. A justice sector reform strategy has now been formulated to improve efficiency and access to fair legal process and to combat corruption. Civil society and media were important drivers of demand for public accountability, and they are expected to expand this role, particularly at the local level.

9. The laws and policies on gender equality are well established. However, patriarchal norms have proven resistant to change, and policies and laws for gender equality have not been sufficiently backed by resources required for full realization. Women hold only 22 per cent of parliamentary seats and the gender gap in income is about 24 per cent.

II. Past cooperation and lessons learned

10. A comprehensive Assessment of Development Results was conducted in 2011, in a harmonized manner with the United Nations Development Assistance Framework (UNDAF) evaluation and focusing on the period from 2007-2011. Both recognized the contribution of UNDP to the development of the Republic of Moldova and pointed to the need for UNDP to build on its current work and ensure that continuity is the norm. The following paragraphs describe some of the more specific findings and lessons distilled from these and other project evaluations.

11. The success of the Republic of Moldova in reducing poverty was supported by UNDP. UNDP policy advice, analytical work and provision of disaggregated data underpinned the policy design, focusing it on deprived regions and vulnerable people. Further, in more than one third of local communities, models were introduced for improved quality of services, including socio-economic integration of vulnerable people, waste management, and transportation. The previously excluded population of the Transnistrian region of the Republic of Moldova was for the first time able to benefit from good quality services, in the most deficient health, social and environment sectors. Benefits were felt in the targeted communities and demonstrated that building the local capacity and knowledge and addressing multi-dimensional challenges in an integrated manner can help bridge the development gap and revitalize the local governance. In the Transnistrian context, the neutrality together with the ability of UNDP to effectively engage civil society on both sides made a critical difference.

12. The Republic's rapid advancements in negotiations for the new European Union-Moldova Association Agreement and its European aspirations were largely supported by UNDP. The flexible and demand-driven Capacity Development Facility was important to enable the Republic of Moldova administration to design, negotiate and implement the European Union-compliant policies. It directly contributed to development of a comprehensive justice sector reform strategy, preparations of the Deep and Comprehensive Free Trade Area negotiations with the European Union and the reform of migration and asylum policies to facilitate the European Union-Moldova visa liberalization process. Visa-free travel to the European Union, access to better and cheaper goods and services for Moldovan consumers, and more trade and investment opportunities for companies are some of the expected benefits of such policies. For greater impact and results, UNDP needs to prioritize the areas of support and focus on completion of reforms and support their implementation

13. There was dramatic growth in public awareness and discussion about human rights issues in the Republic of Moldova. Together with other United Nations agencies, UNDP strongly supported this shift. Advocacy for substantive transposition of international human rights law into domestic policy and practice, along with support to reforms in a range of areas (including rights of persons with disabilities, freedom of religion, anti-discrimination and Roma inclusion, combating violence against women) were key elements. Likewise, joint United Nations efforts played an important role in bringing the gender issues to the forefront of national agendas and laying the foundation for gender equality (such as disaggregated data). This proved that taking the human rights-based approach and gender equality in development work seriously can be successful in practice; nonetheless, this progress would be magnified by more systematic application as well as stronger technical capacities throughout the United Nations and UNDP.

14. Under the Resident Coordinator leadership, UNDP brought the United Nations agencies together in many joint programmes, which achieved better results than any agency would have done alone. Joint work strengthened the United Nations voice by offering essential opportunities for all United Nations agencies to act as one on critical gender and human rights issues. Thus, the actions against gender-based violence taken at the policy level were accompanied by individual protection and support. This is one of the reasons for the Government's interest in a more coherent United Nations.

III. Proposed programme

15. The present country programme document 2013-2017 is formulated based on the above lessons learned, in partnership with the Government, through extensive consultation with other partners and is in harmony with the country's strategic documents, including the Republic of Moldova 2020 strategy. It derives its focus from the agreed outcomes and commitment towards a more coherent system as agreed in the United Nations-Republic of Moldova Partnership Framework (UNPF) 2013-2017: Towards Unity in Action.

16. The rapidly changing global environment, the Republic's European aspirations, and its international commitments -- including the MDGs -- set the stage for its transformative change. Building on the interventions initiated, UNDP will support these efforts and employ its comparative advantages, such as the ability to bring key actors together to deal with complex issues, to move fast and provide leadership for sensitive and critical reforms.

17. In democratic governance, justice, equality and human rights, UNDP, jointly with United Nations agencies, will focus on accelerating complex justice, public administration and decentralization reforms. Support will be provided to move from policy and legislative formulation to improve systems and capacities of institutions to implement reforms, prioritizing those related to European integration. UNDP will support the Republic of Moldova in building stronger and open institutions and administration at all levels, able to deliver services efficiently and ensure equal opportunities to all people as well as to empower them to request and enjoy those services, with particular focus on the vulnerable and women. The existing capacity gap at the local level will be addressed through sound legal and financial reforms and enhanced capacities of local authorities to galvanize and support development changes. An innovation fund will be set up to generate analyses and policy options for sustainable development models, complemented by support to national capacity to monitor and evaluate their impact. In order to increase public human rights awareness and ensure that it exercises those rights, UNDP will work in different venues, such as adjustment of the legal framework to international standards, ability and responsiveness of institutions, as well as strengthening the voice of the public and civil society. The recommendations arising from the Republic's first Universal Periodic Review (UPR), as well as other international reviews, will guide the work in that respect. Catalytic e-governance initiatives will be promoted throughout, such as open government, and citizen-centric public e-services in the priority sectors that address fundamental civic rights and needs.

18. UNDP will promote human development and social inclusion and work to further reduce poverty and urban-rural disparities, improve socio-economic conditions, particularly among the most vulnerable and thus reduce pressure of emigration. Different modalities of joint United Nations work will be applied to ensure concerted effort and greater impact in the most deprived communities. While targeting the inter-linkages of key sectors (governance, social, economic, environment), the focus will be on: (a) stimulating a more equitable local development, especially in the MDG + priority areas through promotion of local economic opportunities, particularly agriculture-based and green economy initiatives, and improving the access to and quality of public services; (b) income-generation and employment opportunities (particularly for women, youth and the most vulnerable as well as social groups at risk of exclusion) through improving labour force skills and other labour market measures; (c) expanding confidence-building measures in the Transnistria

region and serving as a knowledge hub for development work in the region, so that, among other things, enhanced development of the Transnistria region facilitates the settlement of the "frozen" conflict.

19. With regard to environment, climate change and disaster risk management, UNDP will support policies and capacities for sustainable and resilient management of the environment and natural resources and adapting to climate change at all levels. The focus will be on supporting the Republic of Moldova to align its environment management with international standards and ensure better protection of biodiversity and conservation of ecosystem services. Strengthening of institutions and capacities, better access to information, effective public participation and behaviour change will channel the progress that will be achieved. UNDP will also support government capacities to respond better to climate change and disasters with adequate policies, institutions and coordination mechanisms. Local capacities will be strengthened to assess, adapt to, and reduce climate risks as well as to prepare for and respond to disasters. The potential of green economy and efficient use of resources for sustainable growth will be demonstrated through integrated initiatives tailored to the Moldovan context, such as use of the most viable local source of renewable energy, the biomass from agricultural waste. The benefits would include cheaper energy for the poor, income for the farmers, improved public services and stronger local governments. The aim will be to scale up these innovative models and allow people to avail themselves of such benefits, with particular attention to women throughout the rural areas of the Republic.

20. To lay the groundwork for a new development model for the Republic of Moldova opportunities will be sought to link and simultaneously address social inclusion priorities, economic opportunities and environmental sustainability. Private sector engagement in development will be promoted, by encouraging social entrepreneurship and partnerships in renewable energy, vocational training and local delivery of social services, as well as alignment of business practices to the universally accepted principles set forth in the Global Compact. UNDP will seek to mainstream the human rights- and gender-based approach throughout its work, as well as support the Republic of Moldova in doing so. Civil society, academia and media will be involved in the design and implementation of the interventions to ensure that public interest is met and so that they further trigger changes in social behaviour. Learning from and sharing the successful experiences of the Republic of Moldova with other countries, including via regional partnerships, East-East cooperation and mobilization of innovative sources, will be undertaken. The goal will be to engage in the Transnistrian region in the same manner as in the rest of the country.

IV. Programme management, monitoring and evaluation

21. Joint United Nations programming and innovation will be fundamental for delivering on this strategy. As the largest agency, UNDP is responsible for ensuring that its role and position will help achieve the objective for greater unity of United Nations action in the Republic of Moldova. UNDP will therefore strengthen inter-agency and cross-practice collaboration, including the work on human rights mainstreaming with the Office of the High Commissioner for Human Rights under the Human Rights Adviser modalities. Support to the United Nations country team will also be provided towards common and simplified business processes. Changes will be made to respond to requirements for new capacities and ways that the country office is structured and programmes are carried out. Stronger institutional and individual capacities for human rights and gender mainstreaming, results-based management and reporting as well as cross-practice collaboration will be sought. Systematized use of specific tools, such as gender and climate screening during the programme and project design will be part of it. High quality national staff will be engaged and additional expertise will be brought in to augment the strategic technical capabilities.

22. National implementation will be a preferred implementation modality and will be complemented by UNDP support and direct implementation as necessary. UNDP will continue to provide implementation support services to the Government and will invoke “fast track” procedures if the need arises for rapid responses to crises. To further strengthen national ownership, the use of national systems in programme implementation will be expanded and related support provided to partners.

23. Together with the State Chancellery, the National Coordinating Authority, UNDP will exercise joint ownership and mutual responsibility for the programme. Joint resource mobilization efforts targeting the traditional and emerging development partners will be made to ensure the ambitious programme budget, estimated at \$103 million. The proposed United Nations Common Action Plan and the annual workplans of the projects will be the main planning and reporting instrument and will be designed in close cooperation with national partners and other United Nations agencies. An annual programme review will be conducted within the UNPF review process and outcome evaluations will be coordinated with other United Nations agencies. The office capacity for sound planning, monitoring and evaluation will be strengthened, making sure that the Government can draw upon this capacity as well.

Annex. Results and resources framework for the Republic of Moldova, 2013-2017

National priority or goal: Responsible and efficient public administration					
Country programme/UNDAF Outcome # 1.1: Increased transparency, accountability and efficiency of central and local public authorities. Outcome indicator: Level of confidence in public institutions. Related Strategic Plan focus areas: Democratic governance					
Government partner contribution	Other partner contributions	UNDP contribution	Indicator(s), baselines and target(s) for UNDP contributions	Indicative country programme outputs	Indicative resources by outcome (thousands of \$)
Continue reforms in public service by aligning decentralization strategy and e-Transformation agenda with the central public administration reform (PAR). Line ministries develop policies, monitor and evaluate their impact in partnership with civil society organizations (CSOs). Decentralization reform and improved local public administration (LPA) remains a priority.	EU implements Comprehensive Institution Building (CIB) addressing PAR gaps, in support of the future EU-Moldova Association Agreement (AA). USAID and Sweden support institutional development. Concerted United Nations efforts will ensure that reforms are implemented in a human rights- and gender-sensitive manner. CSOs will be active partners in demanding and using participatory approaches and information systems.	Advice, support and capacity, bring knowledge of reforms, change and EU agenda for efficient, transparent, accountable public service, gender equality and human rights respect at all levels. Building on past work, UNDP will support institutional development of key institutions. Enable LPA to operate in a more efficient manner.	Indicator: Confidence in public institutions (gender disaggregated.); Baseline: Government: 23%; Parliament 19%; LPA: 47%; Target: 45%; 40%; 60%. Indicator: Women represented in decision-making positions; Baseline (2011): MPs- 22%; 1 Minister; Mayors - 18%, Local Councillors – 28.7%; Target: 30%; 3; 25%, 40%. Indicator: Degree of implementation of Decentralization Strategy; Baseline: Approved in 2012; Target: 70% implemented.	1. A modernized public administration system able to efficiently develop, implement and monitor policies and EU association agenda 2. Parliament is better able to exercise its representation, oversight and law-making functions ensuring human rights and gender equality 3. LPAs have larger autonomy, including financial, better capacity to exercise its functions applying human rights and gender equality.	Regular 700 Other 30 600
National priority or goal: Protection of human rights					
Country programme/UNDAF Outcome # 1.2: State bodies and other actors effectively promote and protect human rights, gender equality and non-discrimination, with particular focus on marginalized and vulnerable. Outcome indicator: Percentage of human rights treaty body recommendations implemented. Related Strategic Plan focus areas: Democratic governance					
Commitment to full realization of UPR recommendations and National Human Rights Action Plan (NHRAP).	EU, along with United Nations and other development partners support the Government to advance realization of	Jointly with OHCHR and United Nations-Women and other United Nations agencies provide policy advice,	Indicator: Percentage of human rights/ gender treaty body's recommendations implemented; Frequency of participation in	1. Enhanced capacity of Ombudsman, Parliamentary Commission for Human Rights, ministries and CSOs to implement and monitor	Regular 450 Other 4 050

Enhance legal and institutional framework for human rights, measures to redress the situation.	human rights agenda. SIDA supports gender mainstreaming and human rights-based approach into national policies.	support capacity of institutions and CSOs to prevent and fight discrimination; ensure women rights and social inclusion of people with disabilities.	NHRAP/ UPR monitoring; Baseline: 122 UPR recommendations, 17 gender-related; NHRAP approved Target: UPR recommendations realized; NHRAP/UPR monitored, considers recommendations of CSOs, especially of women, people with disability, Roma.	NHRAP/UPR recommendations 2. Increased human rights awareness and empowerment of the vulnerable, including women, Roma, people with disability.	
National priority or goal: Equitable and corruption -free justice sector					
Country programme/UNDAF Outcome # 1.3: Justice sector actors better able to provide access to justice, conduct proceedings, and deliver effective human rights remedy in compliance with international human rights law. Outcome indicator: Level of public confidence in the justice system. Related Strategic Plan focus areas: Democratic governance					
Implement the justice reforms in view of building an accessible, efficient, independent, transparent, professional justice sector to ensure the rule of law and protection of human rights	EU provides direct budget support and technical assistance to implement the Justice Reform Strategy. USAID, NORLAM, and SIDA complement efforts. UNDP works closely with OHCHR, UNICEF, UN-Women to maximize impact on children, women and most vulnerable.	Advise and develop capacity for effective observance of human rights in legal practice/policies, access to and execution of justice. Facilitate reform of criminal justice for protection of human rights.	Indicator: Number of negative European Court of human rights judgements awaiting effective resolution; Confidence in justice system (gender disaggregated); Baseline: 187; 24%; Target: 100; 34% Indicator: Number of final court punitive decisions for torture, degrading treatment cases; Baseline: 1 in 2011; Target: 10	1. Efficient pre-trial investigation system and respecting human rights. 2. System for preventing ill treatment ensures rights of detainees. 3. People have better access to justice through strengthened capacity of the justice system	Regular 450 Other 8 550
National priority or goal: Poverty reduction. Quality public services. Sustainable economic growth. Power decentralization					
Country programme/UNDAF Outcome # 2.1: People have access to more equitable sustainable regional development, economic opportunities - innovation and agriculture in particular - and decent work. Outcome indicator: Level of absolute and extreme poverty. Related Strategic Plan focus areas: Poverty eradication and achievement of internationally agreed development goals, including the MDGs					
Continue sectoral reforms and create enabling environment for local/regional development, and job creation. Commit to build local public administration (LPA) able to provide better services at local level and reduce	EU supports economic competitiveness and regional development. To facilitate conflict resolution, political dialogue is complemented with confidence building. WB supports development of human capital. Joint United Nations programming will be expanded to cover confidence-building measures, and local	Develop capacities for improved access of most vulnerable to quality services. Promote economic opportunities, incl. in agriculture and green economy initiatives. Building on past success, expand innovative ways for job creation (focus on women	Indicator: Deprivation Index; Baseline: North 472, South 455, Center 462; Target: Increase by 10 % per region. Indicator: Number of projects in Transnistria (including gender sensitive); Baseline: 36 Target: 125. Indicator: Gender wage gap; Baseline: 76.4%; Target: Reduce by 2 percentage points Indicator: Employment rate, disaggregated	1. LPAs ensure sustainable development and access of vulnerable to public services by empowering communities, promoting public-private partnerships and inter-municipal cooperation 2. Labour force competitiveness (focused on women and vulnerable) improved, by vocational education and job	Regular 1 019 Other 31 081

regional disparity. Resolution of the 'frozen' conflict remains a high priority for the Government.	development. UN-Women will lead in addressing gender inequalities. WHO and UNFPA will partner in response to social and health-related needs.	and marginalized). Support creation of strong links with communities, CSOs, businesses of Transnistria region.	by urban/rural, geographical areas, gender and age Baseline: General: 41.9%, women 48.1%; Target: Increase by 10 percentage points.	opportunities 3. Partnerships created between communities, businesses, CSOs across Nistru River for better services/business infrastructure.	
National priority or goal: Improved environment protection and sustainable use of natural resources, reduced environmental degradation and negative impacts of economic activities, and improved access to information, environmental education and behaviour					
Country programme/UNDAF Outcome # 3.1 - Improved environmental management in significantly increased compliance with international and regional standards. Outcome indicator: Surface of protected areas managed in line with international standards. Related Strategic Plan focus areas: Environment and sustainable development					
The Government continues to improve legal framework in line with the Association Agreement; approves the National Environment Strategy (NES) 2012-2020, allocates resources for its implementation; advances institutional environment reforms and is committed to increased integration of environment considerations.	The EU, World Bank (WB), international financial institutions, Swiss Agency for Development and Cooperation and other donors support upgrading of environmental infrastructure, provide technical assistance for upgrading the legal framework in line with the EU environment acquis communautaire. Civil society is an active partner in demanding and using participatory approaches and information systems. UNDP closely collaborates with specialized non-resident agencies, including UNEP, FAO and ECE.	UNDP will support enhanced implementation and enforced capacities for better environmental management and planning, in line with EU and international requirements. It will include technical expertise, policy advice, institutional capacity development, introduction of new tools and practices, access to information and awareness raising.	Indicator: Environment Protection Agency established and functional Baseline: draft NIES foresees creation of EPA Target: EPA established and functional. Indicator: Surface of protected areas managed in line with international requirements Baseline: 4.65% (2011) Target: 7 % and in line with international standards Indicator: Public information and participation mechanisms in place Baseline: None Target: Information and participation mechanisms established.	1. Better capacities of institutions for environmental management and planning at all levels, in line with Multilateral Agreements and EU acquis 2. Central, local authorities effectively manage biodiversity/ ecosystem services, biodiversity conservation is integrated in land use and spatial planning 3. Effective information/participation policies/mechanisms enable better environment decision-making	Regular: 900 Other: 7 800
National priority or goal: Promoting the principle of sustainable development through green economic development; Increase energy efficiency and share of renewables, reduce greenhouse gas emissions					
Country programme/UNDAF Outcome: # 3.2 – Strengthened national policies and capacities enable climate and disaster- resilient, low emission economic development and sustainable consumption. Outcome indicator: Percentage of renewable energy in energy consumption; Related Strategic Plan focus areas: Environment and sustainable development					
The Government adopts Climate Change Adaptation (CCA) and Mitigation and Disaster	EU, European Bank for Reconstruction and Development, Swedish International Development	Support institutional development and advice for multi-sector policy formulation and	Indicator: Number of national, sector and local policies/plans adopted/revised with climate change and DRM mainstreamed; Baseline:	1. Stronger national and local capacities to develop and integrate CCA and DRM into policies as well as implement	Regular 700 Other 16 700

<p>Risk Reduction Strategies; puts legal and institutional framework in place, by translating international commitments into local action. The Government remains committed to the Hyogo Framework and enhanced coordination across institutions.</p>	<p>Cooperation Agency, WB continue to support energy sector reform, development of policies and legislation and strengthening of institutions for energy efficiency and renewables. International Fund for Agricultural Development, WB, Organization for Economic Cooperation and Development, ECE, academia and NGOs actively support CCA in agriculture and water sector. Establishment of Emergency Coordination Centre is supported and UNIDO supports cleaner production and consumption.</p>	<p>implementation of CCA and mainstreaming of climate and disaster risk management (DRM). Provide knowledge and capacities to locally demonstrate best practice for increased energy efficiency and use of renewable energy.</p>	<p>0; Target: DRM/CC Strategies adopted; climate screening framework for sector policies adopted and implemented; 100 local plans. Indicator: Percentage of renewable energy in energy consumption; number of biomass heating installations and biomass producers (disaggregated by gender). Baseline: 5%, 30, 0; Target: 11%, 200, 20%</p>	<p>them at all levels. 2. Enhanced local capacities to address climate and disaster risks and to access risk information and knowledge on adaptation. 3. Communities, private sector and farmers (including the vulnerable and women) with access and knowledge to use renewable energy sources and green technologies (biomass).</p>	
-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	--