



**State Chancellery of the Government of Republic of Moldova**  
**in partnership with**  
**United Nations Development Programme**  
**and**  
**United Nations Entity for Gender Equality and the Empowerment of Women**

**Joint Integrated Local Development Programme**

Drawing upon Moldovan and global expertise in facilitating local self-governance and community-led development, UNDP and UN Women propose to implement a Joint Integrated Local Development Programme (JILDP) that provides knowledge-based policy advice at central and regional levels coupled with a scaled up community-level intervention that aims to integrate local authorities into regional and community level development processes. Not only will JILDP deepen engagement with current targeted communities and local authorities, JILDP will seek to lay a foundation for regional and community-led development in selected districts and communities in target region/regions of Moldova.

At the central level and in targeted region and areas, UNDP and UN Women will help to strengthen legal and regulatory frameworks and to streamline local administrative procedures and systems. There will be a particular emphasis on a draft framework for the effective delegation of authority to LPAs, fiscal decentralisation to deliver essential services, and promotion of a greater role for women in decision-making bodies. Secondly, JILDP will build the capacities of targeted LPAs to plan, implement programmes and services and monitor their success, with greater citizen participation. Paired with this, we will support greater community and civil society participation in the development and implementation of local development plans and regional strategies. UNDP will work to develop the capacities of local NGOs to play more influential roles in local and regional development planning, programme implementation and monitoring.

(revised programme document)

## SIGNATURE PAGE

Country: Moldova

UNDAF Outcome(s)/Indicator(s):

(Link to UNDAF outcome. If no UNDAF, leave blank)

(By 2011), vulnerable groups in poor rural and urban areas take advantage of sustainable socio-economic development opportunities through adequate regional and local policies implemented by LPA and partners.

Expected Outcome(s)/Indicator (s):

(CP outcomes linked to the SRF/MYFF goal and service line)

3.1. LPAs operate in a more effective and transparent manner

3.3. Empowered communities and CSOs participate in local development planning, implementation and monitoring

Expected Output(s)/Annual Targets:

(CP outputs linked to the above CP outcome)

1. National legal, policy and advisory frameworks to support sustainable processes of development at sub-national level developed.

2. Capacities of LPAs in the target regions improved to plan, implement, and monitor in a participatory manner.

3. Communities and CSOs are empowered to participate in local development planning, implementation and monitoring and local actors are able to deliver services and upgrade the basic infrastructure

Implementing partner:

(designated institution/ executing entity)

STATE CHANCELLARY

Responsible parties:

(implementing entities)

UNDP, UN Women

Programme Period:	2009 – 2012/2012-2015
Programme Component:	
Program Title:	Joint Integrated Local Development Programme
Program ID:	00045255
Program Duration:	2009 – 2012/2012 - 2015
Management Arrangement:	NEX

Budget	
General Management Support Fee	_____
Total budget:	<b>13.150.000.00USD</b>
Allocated resources:	_____
• Government	
• Regular	<b>500,000.00 USD</b>
• Other:	
o SIDA (TBC)	<b>6,500,000.00 USD</b>
In kind contributions (LPA)	<b>450,000.00 USD</b>
Unfunded budget:	<b>5,700,000.00USD</b>
USD _____	

Agreed by the Implementing Partner: \_\_\_\_\_

**Victor Bodi, Secretary General  
State Chancellery**

Agreed by UNDP \_\_\_\_\_

**Kaarina Immonen, Resident Representative**

Agreed by UN Women \_\_\_\_\_

**Damira Sartbaeva,  
Regional Programme Director EECA**

## TABLE OF CONTENT:

<b>I. PROGRAMME BACKGROUND</b> .....	<b>4</b>
I.1. INTRODUCTION .....	4
I.2. PROGRAM RATIONALE .....	5
1.2.1. <i>Political and economic context</i> .....	5
1.2.2. <i>Local governance reform, decentralization and service delivery</i> .....	6
1.2.3. <i>Vulnerability and the potential implications of the decentralization reform</i> .....	14
1.2.4. <i>Rationale for promotion of human rights and gender equality in decentralization and local development, and its relevance in Moldova</i> .....	17
I.3. PROBLEMS TO BE ADDRESSED .....	19
<b>II. THE JOINT INTEGRATED LOCAL DEVELOPMENT PROGRAMME</b> .....	<b>20</b>
II.1. PROGRAMME OBJECTIVES .....	20
II.2. PROGRAMME COMPONENTS: OUTPUTS AND INDICATIVE ACTIVITIES .....	21
II.3. TARGET AREAS AND BENEFICIARIES .....	32
II.4. TOOLS AND APPROACHES: HUMAN RIGHTS BASED APPROACH, GENDER MAINSTREAMING AND WOMEN'S EMPOWERMENT .....	34
II.5. SUSTAINABILITY OF JILD .....	36
II.6. RISK AND MITIGATION MEASURES .....	38
II.7. TIMEFRAME AND PHASES OF THE PROGRAMME IMPLEMENTATION.....	41
<b>III. MANAGEMENT ARRANGEMENTS: ADMINISTRATION AND FINANCIAL MANAGEMENT</b> .....	<b>42</b>
III.1. MANAGEMENT STRUCTURE.....	42
III.2. FINANCIAL ARRANGEMENTS .....	44
III.3. FINANCIAL REPORTING .....	45
III.4. SUBSTANTIVE REPORTING .....	45
III.5. MONITORING AND EVALUATION .....	45
<b>IV. LEGAL CONTEXT</b> .....	<b>47</b>
<b>V. ANNEXES</b> .....	<b>48</b>

## **I. PROGRAMME BACKGROUND**

### **I.1. INTRODUCTION**

When gaining its independence, the Republic of Moldova was classified as a middle-income country. Now it is the poorest country in Europe with 25.8% of the population living in absolute poverty and 2.8% in extreme poverty (2007). Its Human Development Index ranking in 2007/8 was 111 out of 177 countries with GDP per capita of \$2,100. Although it was reclassified to Lower Middle Income Country in 2008 this masks disparities within the country, in particular the widening gap between poverty levels in the cities and in the rural areas and small towns. 66% of the country's poor live in rural areas.

Moldova is facing a complex set of development challenges. Some of them are of global nature as effects of globalization, including the global financial crises and climate change, but more are triggered by the recent political and economic crises and human rights situation. At the same time, the presence of a frozen conflict in the breakaway Moldova's Transnistria region continues to be a drag on the Moldovan economy and country stability. As a result of this combination of domestic and external factors, there is huge concern that the current negative trend in economic growth may lead to a reversal on progress achieved to date on MDG 1 (poverty reduction) and the attainment of other MDGs in general.

Following discussions with new government and other counterparts, the UN in Moldova is increasing its role in responding to the emerging challenges the country faces, the latter in effect reflecting the special development situation of the Republic of Moldova and especially addressing the effects of the global economic crisis on local communities and the ability of local public authorities to provide quality public services to their citizens. The main focus will be to strengthening sub-national capacities for achieving the MDGs.

For this purpose, UNDP, UN Women and other development partners are initiating the new phase of the Integrated Local Development Program. This is done on the basis of harmonizing development approaches and aligning interventions with national priorities, systems and processes. The Proposal builds and capitalizes further on the ongoing work in: a) the area of local and regional development as well as b) in the area of good governance and gender mainstreaming to ensure the sustainability of results. Both areas of the programme underline the importance of national ownership and strengthening capacities at the local level (including Transnistrian region) to speed up economic recovery, reduce poverty and inequality, and ultimately supporting achieving the MDGs.

UNDP and UN Women interventions will apply a rights-based approach and gender mainstreaming to human development, in line with national development priorities and MDG targets for 2015, while responding to the challenges of reform and European Union integration. The proposed programme builds on the priorities of the new Government Programme: European Integration. Freedom, Democracy and Wellbeing, as well as the National Development Strategy (2007-2011) and United Nations Development and Assistance Framework (for 2007-2011), in which the condition of most vulnerable (including elderly, disabled, victims of domestic violence, women at risk and young people) and the need to extend development assistance to the Transnistria region are identified as major concerns.

## I.2. PROGRAMME RATIONALE

### 1.2.1. Political and economic context

Since gaining independence in 1991, the Republic of Moldova as a young state had to build new state institutions appropriate to manage the country and to build democratic, market-related and social-protection mechanisms. Despite the reforms carried out during the past decade aimed at establishing the rule of law, democratization and market oriented economy, the changes that took place in the public administration were ad-hoc and not following a strategic approach. The population is still dissatisfied with the quality of governance while trust in state institutions is low.

The lack of an effective public administration system significantly slowed down the transition process in Moldova. Laws were enacted and policies adopted, but enforcement lagged behind. Some of the causes of the existing problems are residing in the lack of strategic vision on functions and obligations of state bodies and their relationships with local governments; the limited capacity of the public service, and first of all the quantity and quality of personnel, their access to training in the country and abroad.

The political situation in the Republic of Moldova remains unstable during 2009-2010, with deep divisions between the ruling government and the opposition, reflecting divisions in Moldovan society. Efforts to elect the President were unsuccessful, as were efforts to amend the legal framework for the election of the President. As a result, Parliamentary elections were held for the third time in 20 months on 28 November 2010.

As a result of November Parliamentary elections, 4 parties have passed the threshold to accede into the legislative: Party of Communists (PCRM) has gained 42 seats while the other 3 parties, the Liberal Democrat (PLDM), Democratic (PD) and Liberal (PL), - 59 mandates. After elections, the non-communist parties have recreated the Alliance for European Integration proposing six main priorities that also served as grounds for the new Government programme: 1) European Integration, 2) Reintegration of the Country, 3) Effective and balanced foreign policy, 4) Ensuring Rule of Law, 5) Sustainable economic growth, and 6) **Decentralization of power.**

#### *Impact of the global economic crisis*

Moldova is, by most measures, the poorest country in Europe. Whilst the level of absolute poverty went down to 25.8% (and that of extreme poverty constituted 2.8%<sup>1</sup> (2007), territorial disparities are persistent, whereby absolute poverty has increased in small towns and rural areas (compared to cities) where over 70% of the population live.

The economy remains vulnerable to higher fuel prices, fluctuating weather conditions, and the skepticism of foreign investors. The country is heavily dependent on agriculture, which contributes to nearly one third of the GDP, employing 43% of the population and comprising 60% of total exports. Also, the country imports almost all of its energy supplies and its domestic demand has been strongly driven by remittances which account for 36% of the GDP.

The impact of the global economic and financial crisis places Moldova at risk of experiencing negative performance in its socio-economic development with an increasing fear of reversal in MDG1 in particular. A recent UNDP Study commissioned by Expert Grup<sup>2</sup> acknowledges a widespread belief that Moldova has

---

<sup>1</sup> By 1999 over 70% of Moldovans were poor and over 60% extremely poor

<sup>2</sup> Impact of the global financial crisis on local communities in Moldova, Expert Grup, September 2009, undertaken within the UNDP Integrated Local Development Programme,  
[http://undp.md/presscentre/2009/ILDP\\_Report\\_Crisis/Report\\_impact\\_financial\\_crisis\\_eng.pdf](http://undp.md/presscentre/2009/ILDP_Report_Crisis/Report_impact_financial_crisis_eng.pdf)

been in a constant crisis in the last two decades and that the current financial crisis only added some new twists to it. Many analysts believe that the most damaging potential effect of the economic crisis would be from a significant increase in returned labour from recession-affected recipient countries and subsequent reduction in inward remittances.

However, aside from declining remittances, the other channels of crisis transmission will also play an important role, in particular contracting demand for Moldovan export products and reduced demand for imported goods (whereby over 70% of government revenue is dependent on excise and customs duties), falling foreign direct investment (FDI) and subsequent contraction in industrial production. In a country where over 60% of the government budget is directed to social expenditure, this may have serious implications for the social sector. The global crisis is also complicating fiscal policy by contributing to lower fiscal revenue collection while increasing demands on social safety net expenditures. All of these factors underscore the need for consistent macroeconomic policy and a strategic approach to setting short-term and medium-term priorities for development.

In 2009, given the unfolding of the global economic crisis, local authorities have been requested by the Ministry of Finance to reduce costs by 20%, decision that made local public officials complain that the reduction will affect the payment of salaries, pensions, and other social indemnities, hard hitting the vulnerable people, majority of whom are women. It has to be noted that some social spending will no longer be available and about 90 percents of local budgets are used for salary-related expenses. IMF representatives believe that the path that Moldova has taken in an attempt to diminish the effects of the crisis by making the country more competitive in the context of a reduction in domestic demand (diminishing imports, salaries, prices, and credit volumes for the economy) is much more painful, both for the economy, and for the population.

It should be mentioned that the most notable characteristic of poverty in Moldova is its concentration in rural areas and small towns. Inequality between urban and rural areas has also recorded a continuous increase. Further deterioration in poverty rates is likely if there is significant return of migrants, with consequent falls in remittances and rising unemployment as those returning enter the labour market. Indeed, given that migration has been principally from rural areas, it is probable that the effects of large numbers of returning migrants would be felt more sharply there. Rural areas are already affected by the downturn and, as in urban areas, if there is significant return of migrants, they will potentially be competing for jobs with those workers who have lost their jobs in domestic industry. If so, there is the prospect of further increases in rural poverty and many of the concerns about rural poverty in Moldova that were apparent before the crisis may now become more acute as the crisis unfolds.

The broad findings of recent studies<sup>3</sup> are that there are very few institutional structures on which the poor can draw for livelihood support. The most important institutions are the Local Public Authorities (LPA) because they are the mechanism through which documents are accessed, benefits are claimed and information is sought. The assessment of the LPA was that they were slow, inefficient and did not have the contacts and experience to promote local development. The other public institutions, such as the various inspectorates (tax, phyto-sanitary, sanitary) are experienced as controlling agents, often corrupt that have to be paid.

### **I.2.2. Local governance reform, decentralization and service delivery**

Following the basic principles set up in the Moldovan Constitution which guarantee equal human rights throughout the country, access to quality education, health and social services, as well as the access to clean

---

<sup>3</sup> Moldova Regional Livelihood Study. Pari Baumann, Ludmila Malcoci, Lisa Paglietti. The study was undertaken within the "Moldova: Co-operation in the Regional Development" Project supported by SIDA and DFID

water, environment and basic infrastructure; it is clear that there is no alternative to implementing the local governance reform, financial autonomy and fiscal decentralization; that may clarify roles and functions, and provide sufficient financial resources to meet those development and societal objectives. The continuous delay of these improvements, as well as maintenance of the current level of inequalities have a great impact on human rights in Moldova and will only deepen if no concrete steps are taken to overcome this.

One of the six priorities of the new Government, as outlined in the programme European Integration: Freedom, Democracy and Wellbeing is to advance decentralization (both administrative and fiscal) and ensure real local autonomy. However, in addition to political will, making these changes will depend on a number of factors such as, the economic situation, numerous stakeholders' vested interests (central vs. local authorities); slow economic development in the rural areas, and small fiscal base. In addition to these factors, shall also be considered the low capacity and lack of training at the local level to implement new policies of decentralization; attitude of people's expectations of the central and local governments and the lack of pro-active attitude by civil society's institutions.

Local governments in Moldova account for a significant share of the public sector. They play a major role in the provision of social services--in 2006, local spending on education accounted for 65% of total government spending on education--and bear primary responsibility for urban housekeeping functions, including water supply, street construction and maintenance and district heating. As such, they have an important role in human capital development and in the productivity of Moldova's increasingly urbanized economy, and as mentioned before they are the main institutions on which the poor can draw for livelihood support.

The division of a country's area into administrative and territorial units should ensure the principles of local autonomy, decentralization of public services, election of local public administration bodies, access of the population to administration bodies and consultation with them on the main issues of local importance.

The evolution of LPA role and performance was marked by territorial-administrative reforms in 1999 and 2003. However, services provided at local level are still largely inadequate and of poor quality. In particular, local public authorities are responsible for providing general education services, ensuring rural infrastructure and partially, health services. Despite the fact that the share of expenditures for education and health is relatively high in the local budget, the problem of quality and inequitable access to these services still persists. In case of rural infrastructure, because resources allocated for maintenance and repairs were limited, it resulted in significant deterioration of rural infrastructure

The last local administration reform established 32 rayons (districts) instead of 11 judet (counties) in 1998. One major reason given for this reform was to move public services geographically closer to the citizens. The opposing opinion was that the judet, being larger than the district, was more preferable from economic and financial aspects, as it could provide more of its own revenues to finance these services.

The Moldovan Constitution provides for two tiers of elected local government. The upper tier (following reorganization in 2003) consists of 32 *districts* (excluding Transnistria region). These are in divided into *primarias*, which may consist of a single town (such as the seat of the rayon) or a district containing several villages. The cities of Chisinau and Balti are considered upper tier governments, as is the Special Administrative District of Gagauzia. The electoral code (as amended through 2002) provides for the direct election of mayors and councils at both levels, on the basis of universal, equal, direct, and secret vote, for four year terms. Seats on local government councils are awarded on the basis of proportional representation (i.e., according to the percentage of the votes won by each party). There are a total of 896 lower tier local governments. The average size of lower tier governments (in terms of population) is about 4,300, and 86% of local governments have less than 5000 inhabitants. The combination of fragmentation and poverty leads

to a situation in which the vast majority of local governments have an insufficient fiscal base to maintain operations, cannot achieve economies of scale in providing public services and cannot elaborate effective local development strategies. The consequence is that most local governments perform mainly a representative role and not service provision.

According to the legislation, Moldovan local governments perform several distinct categories of functions. While the social sectors consume the largest share of local budgets, local autonomy in this area is limited. Most of local government discretionary spending is devoted to various urban ‘housekeeping’ functions, and administrative costs.

*Education* is by far the largest single item of local expenditure, accounting for half the total in 2007. Local governments are responsible for managing and financing individual schools, including paying the costs of teachers salaries, heating, lighting, school lunches and building maintenance. Education policy, however, remains highly centralized. Central authorities control the number of teaching positions in the rayon and decisions over the opening or closing of new schools. Salary scales for teachers are set at the national level.

The vast majority of *social assistance* is financed and managed by agencies of the central government. Local governments are responsible only for the costs of targeted subsidies for public transport and other municipal services and the salaries of certain social workers. In total, social assistance consumed eight percent of local government expenditures in 2007.

Local governments have virtually no financial role in the provision of *health care*. Although upper tier local governments (districts, Chisinau and Balti) are the legal owners of most primary and secondary health facilities (i.e., district hospitals and their affiliated family doctor centers) virtually all funding for such facilities now comes from the national Health Insurance Institute (HII).

According to the current decentralization law (as amended through March 2007) lower tier local governments are responsible, *inter alia*, for urban solid waste collection and management, construction and maintenance of drinking water systems, sewerage systems and waste water treatment facilities, district heating, construction, maintenance, and lighting of streets and local public roads and local public transportation. Upper tier local governments are responsible for the construction and maintenance of district-level roads, the organization of inter-urban transport (including the management of bus terminals ‘of district interest’ and ‘other public projects of district interest.’ These functions are largely carried out by local-government-owned enterprises and to varying degrees, are financed through tariffs. Spending on transportation (including roads and public transport) consumed four percent of local government expenditure in 2007. Some of it is spent on housing. Although Moldova’s housing stock is largely privatized, housing repair still makes a significant claim on local government budgets.

The Law on Local Public Administration grants responsibility to local authorities to elaborate, approve and execute local budgets<sup>4</sup>. They can establish local taxes and duties in compliance with the Law on Local Public Finances and other legislative acts. The executive authorities of villages, communes and towns elaborate local budgets and submit them to local councils for approval, which are subsequently submitted to the district councils. Based on the local councils’ budgets, the district budget is formulated and submitted to the MoF for review and approval. After the approval of the State Budget by the Parliament the local budgets are adjusted, if necessary, and approved in the final version.

Local governments derive the vast majority of their revenues—virtually all revenues other those generated from local charges and fees—from a system of shared taxes and intergovernmental transfers. The system consists of two major stages. The first is the calculation of financial allocations to each upper tier local

---

<sup>4</sup> For the purpose of this document, “local budgets” means the budgets of territorial administrative units

government—each district (including funding for the *primarias* within it), Chisinau, Balti, and Gagauzia. This calculation is essentially based on the gap between the estimated revenues and expenditures of each upper tier jurisdiction.

*Local budgets of first level* are responsible for financing general education, housing and communal services, transport subsidies, some social safety net (financial aid for vulnerable people), payment of salaries to local public servants, municipal police and support to local enterprises. *The district budgets* finance the construction and maintenance of roads and public assets (including medical institutions), provide public goods (fire brigade), education (lyceums, boarding schools, vocational schools, music schools), culture and social assistance.

Districts play an administrative and regulatory role in financial relations between the State Budget and local councils. Their main functions include distributing transfers from the State Budget to local councils, executing certain local authorities' functions at the district level, aggregating local councils' budget execution data reported to them by the local councils and reporting these aggregated data to the MoF. Despite the last years' discussion about the need to increase local authorities' administrative and financial independence; in reality, the district authorities have little autonomy in fiscal-policy decision making and they end up executing central authorities' orders. The accountability continues to remain hierarchical and vertical, rather than to the local constituency.

As compared to the State Budget, local budgets are very limited in their ability to mobilize revenues. This is due to the depressed economic activity in most of the districts, but also to the deficient system of distributing revenues from taxes between the central and the local budgets. The local authorities' budgets depend heavily on the transfers from the State Budget and this dependence has been growing over time. In 2008, more than 50% of the total administrative territorial units' expenditures were financed by State Budget transfers<sup>5</sup>, which is 10 percentage points more than in 2005. As a share of total public expenditures, local spending has been decreasing. In 2009, local budgets' expenditures were planned at about 34% of the State Budget expenditures, compared to 46% in 2006.

There are two types of transfers to the local budgets. The most important one is from the Financial Support Fund: in 2008 these transfers represented 81% of the total transfers. The Financial Support Fund is formed of State Budget allocations and allocations from the local budgets whose budgetary revenues exceed by at least 20% the average expenditures per capita. The amount of Financial Support Fund transfers is determined as the difference between the average per capita spending (which is calculated for each article of expenses) and the per capita revenue multiplied by the total number of people. Thus, the existing transfer system ensures a similar expenditure level across the districts regardless of the revenue generation capacity. Also, the financial support transfers are calculated based on normative elaborated by the MoF. In reality, the regulations do not account for the exact demographic figures (for ex. number of children in schools or kindergartens) and allow some villages to "save" some funds which they can use next year.

According to the law, the second type of transfers (destination transfers) includes allocations for additional functions delegated by the Government or compensations for loss of revenues due to changes in legislation or in the territorial administrative structure. In reality, these transfers usually finance investment projects. In 2008, these transfers accounted for 15% of the total. The share of these funds in the total transfers received by the local budgets varied from 58% for Balti municipality to 5% for Sangerei. Their allocation is seen by the beneficiaries as less transparent, with priorities identified at the local level being ignored in many cases by the Government and replaced with projects which are considered to be politically motivated.

Districts are free to allocate revenues from shared taxes and transfers to lower-tier local governments as they please. While the procedure again follows a gap-filling approach, the degree of transparency and equity in

---

<sup>5</sup>The situation is more dramatic if the budget of Chisinau municipality is excluded – 71% of the total spending

this process varies. It is reportedly common for the mayors of primarias to press for low tax revenue estimates in order to maximize the level of transfers they receive.<sup>6</sup> Districts, in turn, are free to adopt their own norms in calculating the expenditures of primarias. Allocation rules in other districts are reportedly considerably less transparent.

Under the Law on the Basis of the Fiscal System and the Fiscal Code, local governments are assigned a land tax, building tax, and various minor fees, such as a tax on natural resources. Revenues from these sources (excluding tariff revenues, retained by municipal enterprises) are fairly minor. In 2007, the land tax represented only three percent of total local government revenue. The building tax--half of which was collected in Chisinau--contributed only one percent

The most conspicuous weakness in the current system of local finance is the arbitrariness of transfers from upper tier governments—the districts—to the lower tier governments—the primarias. While the distribution of transfers from the central government to districts is relatively mechanical, the distribution of transfers from districts to primarias is excessively political. A recent World Bank's report on local service delivery notes<sup>7</sup> that the 'current system for intergovernmental transfers opens space for discretionary and arbitrary decision from district levels of government'. It goes on to quote one local official: 'If the person (in the district office) is from the same party as me, I might get some help.' These concerns are reiterated, with considerable statistical evidence, in the recent policy brief on local finance by the Institute for Development and Social Initiatives.<sup>8</sup>

In addition to the general problems related to policy, legal framework and central authorities' capacity to promote and implement decentralization, as well as the overall capacities of local public authorities to honour their functions and obligations, recent analyses have identified a range of problems related to the management and provision of public services at the local level.

Development and management of local public services, especially of those related to water, gas, sanitation, management of public property face difficulties and problems that require involvement and problem solving at national, district and local level<sup>9</sup>:

- § The development of Local Public Services was mainly fragmented, without a coherent policy in that respect. Thus, the connection between national development strategies, district ones and local development strategic plans regarding local public services is insufficiently developed, while the legal framework require improvement and development.
- § The level of coverage with gas and water services for households and economic agents is relatively low. Thus is mainly caused by the high cost to be paid for the connection to the system and the high costs of the services for the most vulnerable. Families with many children, lonely elderly, families with one worker, and people with disabilities are the groups most limited in accessing these services. Considering budget deficits, mayoralties do not have financial resources to support vulnerable groups in accessing services.
- § The level local public authorities' and service providers' knowledge related to the management of local public services (legislation, management mechanisms, monitoring and evaluation tools) is quite low. At the same time, a mechanism for training and continuous improvement of LPA and

---

<sup>6</sup> This practice is encouraged by current rules on budget execution. If actual tax revenues exceed projected revenues, the primaria is allowed to keep the difference. If actual revenues are below projected revenues, the primaria is not compensated.

<sup>7</sup> World Bank. 2007. *Changing the Way our Services are Governed*

<sup>8</sup> Institute for Development and Social Initiatives. May 2007. *Policy Brief: Local Finances Decentralization*

<sup>9</sup> Study 'Management of local public service', UNDP Moldova

service providers in the management of local public services (including water, gas, sanitation, management of public property) is lacking in the country.

- § The culture of regulation of the relations between services beneficiaries and services providers is underdeveloped. The majority of the population does not know the rights of the services' beneficiaries; is low or not at all informed about the existence and content of regulations for the organization and functioning of the services, their quality standards, as well as the modality of tariff calculations; does not possess contracts for services provision (especially related to water and sanitation services); is not aware about the strategies for the development of the local public services.
- § A unified policy for the calculation of tariffs for water and sanitation services is lacking in the country. As a result, in the majority of the communities, tariffs include only direct expenses, without the costs for service' development.
- § Lack of quality standards in the area of sanitation and water services, and of a unified system of monitoring and evaluation of their quality represents an obstacle in the development of qualitative local public services that would respond to the needs of the beneficiaries.
- § There are several positive experiences regarding the management of local public services. However, until now, a mechanism to exchange experiences, good practices and lessons learnt in the area of management of water, gas, sanitation and public property services is lacking.

To address this problem, the Government is under pressure to implement the administrative decentralization legislation and is debating a major reform in the system of transfers and local finance, aimed at reducing the arbitrariness of the transfer system and reducing its vulnerability to political manipulation.

Almost the same issues, related to decentralisation and local service delivery were identified in the National Development Strategy 2008-2011 (NDS). The strategy clearly states that the previous experience with national development programs demonstrated that insufficient involvement of local public administration (LPA) in the process of policy development and implementation, contributed to increase of territorial gaps in social-economic development of the country. To this effect, "enhancing the role of local public administration implies both improving its competencies by increasing the degree of decentralization, and capacity building in policy implementation and public services provision"<sup>10</sup>.

Increasing the role and strengthening the capacities of local public administration shall be accomplished in the context of regional development Strategy implementation. To this effect, during the NDS implementation, the following objectives will be pursued:

- Improving the institutional framework and incorporation of sustainable development principles in local policies;
- More clear delimitation of functions and responsibilities between central and local public authorities and increasing the autonomy of the latter ;
- Accomplishing actual fiscal decentralization and improving inter-budgetary relations;
- Capacity building of local authorities in planning, budgeting, monitoring and participatory assessment of activities at the local level;
- Implementation of the National Strategy of public servants and locally elected authorities training and providing conditions for improving human resource management.

According to the new structure of the government, the Ministry of Local Public Administration was liquidated, with its responsibilities being transferred to the State Chancellery (decentralization, local self-governance) and to the Ministry of Construction and Regional Development (coordination of regional

---

<sup>10</sup> National Development Strategy

development aspects). The final structure and clear division of responsibilities have been still pending in the spring of 2011.

The Moldovan Government has re-established a permanent commission to guide and oversee the decentralization process. The Parity Commission (PC) brings together, on equal basis, representatives of the central and local governments and is chaired by the Prime Minister. The PC works through thematic working groups, which identify existing problems, commission studies, and propose solutions and strategies to advance the decentralization reform. Sectoral strategies are developed, as well, with relevant line ministries being responsible for their facilitation. The process is conducted in a highly participatory manner and the strategy is to be approved after a public debate.

In the spring of 2011, a *draft Decentralization Strategy* has been brought to the public for consultations.

The overall goal of the Decentralization strategy is to build autonomous and democratic local governments, which provide quality local services, equitably –including the rights of persons from vulnerable groups- by managing efficiently their responsibilities.

These autonomous and democratic local governments will have adequate resources and capacity to provide local services according to the needs and demands of the beneficiaries. They will function effectively, efficiently, equitably – including the rights of persons from vulnerable groups- and following fiscal discipline.

Decentralization Strategy includes a special focus on ensuring human rights and gender equality through applying human rights based approach (HRBA), gender mainstreaming (GM) and women empowerment (WE).

Seven fields of action were identified, all with specific problems and ensuing objectives. A set of priority activities was developed, resulting in a comprehensive action plan. These key seven areas of intervention are, as follows:

#### 1. Allocation of responsibilities

*Problems:* The assignment of responsibilities between the various levels of government is unclear and uncertain. Unfunded mandates have been assigned to local governments. Central government interferes unduly with rayon and local functions while rayon government interferes with local functions. Vulnerable groups have difficulties in accessing local services.

*Specific objectives:* The reform process will create a system to transfer responsibilities between central and sub-national governments which will be clear, functional and stable. It will correlate responsibilities with the available fiscal resources as well as the institutional capacity of local governments. As a consequence local services will be provided effectively and efficiently, with improved access, equitably, responding to the needs and demands of the population, including the vulnerable. Minimum standards of service should be provided.

#### 2. Fiscal Decentralization

*Problems:* Local authorities have limited fiscal autonomy and limited fiscal potential. Budgets of lower levels depend on higher levels of government (matryoshka). The transfer system is inefficient, unpredictable, not transparent and provide little incentive for fiscal responsibility.

*Specific objectives:* The current system of local finances will be improved to insure the fiscal and budgetary autonomy of local authorities, maximizing efficiency and equity in allocation of resources while maintain fiscal discipline.

### 3. Decentralization of property

*Problems:* Identification and assignment of property across level of governments, as well as between public and private domains, is unclear and unfinished. Management of capital assets is inefficient.

*Specific objectives:* To finalize the process of identification and separation of local property from central government property, as well as identifying public property of public and private use. To put in place the normative and legal framework that will facilitate accountable, independent, effective and efficient property management.

### 4. Local economic development, urban and regional planning

*Problems:* Local strategies and urban plans, as well as the national databases are incomplete, not up to date and not targeted, lacking disaggregated data on and by all strata of population. The institutional capacity and resources of local and regional governments are insufficient.

*Specific objectives:* To create and implement means to facilitate sustainable local development. The management of the local services will be enhanced to support integrated capital investment programs which improve local development.

### 5. Territorial Administrative organization

*Problems:* The territorial administrative organization is excessively fragmented. Local governments have no fiscal or institutional capacity to perform services and achieve economies of scale. The majority of local governments have merely a representation function, rather than to provide services.

*Specific objectives:* The territorial administrative structure will be comprised of units with adequate administrative capacity ensuring local autonomy, efficient provision of services while responding to the demands and needs of the beneficiaries. The elected local authorities leading these units will function democratically and autonomously.

### 6. Institutional capacity

*Problems:* Central government imposed limitations as well as own poor management of human resources make local governments incapable to perform their functions.

*Specific objectives:* To develop an institutional and legal system of human resource management at the local level which will guarantee the full authority of the elected bodies over their appointed executives. The system should ensure as well transparent and effective non-discriminatory recruitment, motivation and stability of staff, as well as minimization of political influence. The system should ensure the improvement of professional skills and knowledge of local authorities' staff.

### 7. Democracy, participation and ethics

*Problems:* Central government interferes excessively with local government affairs. The people are relatively passive when it comes to local affairs. Ethical norms (e.g. conflict of interest) are poorly implemented.

*Specific objectives:* To develop an institutional and legal system ensuring full functional autonomy of local governments and which will provide effective means for local accountability, participation of local population in decision making, diminishing corruption and guaranteeing equity and non-discrimination.

The implementation of the Strategy is divided into two stages – a short term, immediate stage, until the end of 2012 and a medium term (2012-2016).

JILDП will put at the top of its priorities the support for the further elaboration of the decentralization strategy and its implementation.

In view of strengthening the capacities of public servants, the Government will ensure the implementation of the National strategy for training civil servants and local elected persons, worked out in line with the recommendations of the Council of Europe. This strategy sets out the grounds for a continuous training of civil servants and local elected persons from the local public administration, aiming to increase their competence, performance and competitiveness.

### **I.2.3. Vulnerability and the potential implications of the decentralization reform**

The European choice of the Republic of Moldova imposes compliance with the European values and instruments on human rights and gender equality included in documents like: the Convention for the Protection of Human Rights and Fundamental Freedoms and Protocols; the European Convention for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment; the Framework Convention for the Protection of National Minorities; the European Social Charter (revised); the Council of Europe Convention on Action against Trafficking in Human Beings; the EU Roadmap for Equality between Women and Men (2006-2010), the EU Disability Strategy 2010-2020, the Declaration on Equality between Women and Men as a Fundamental Criterion of Democracy adopted at the IV European Ministerial Conference on Equality between Women and Men (Istanbul, 13-14 November 1997), the Declaration and Action Plan adopted at the III Summit of the Heads of State and Government of the Council of Europe (Warsaw, 16-17 May 2005).

The trends in Moldova show that despite of some progressive steps in the area of legislation, the fast pace of changes in the society has led to human insecurity that has often exacerbated gender inequalities and violations of human rights. This phenomenon often takes the form of increased discrimination, social and economic vulnerability of women and some other disadvantaged groups of population, particularly those amongst the already most vulnerable groups.

In Moldova certain groups have been repeatedly identified by international law review bodies by as vulnerable in Moldova. These include but are not limited to women (particularly those belonging to vulnerable groups such as rural women, single women heads of households, women belonging to ethnic groups, in particular Roma women, disabled women and elderly women),<sup>11</sup> ethnic minorities and in particular Roma and others regarded as “Gypsies”,<sup>12</sup> religious minorities,<sup>13</sup> sexual minorities,<sup>14</sup> children (children from socially disadvantaged families, children with disabilities, children with HIV/AIDS or children belonging to a different ethnic group or holding different religious views), as well as children in institutions,<sup>15</sup> trafficked persons, persons at risk of trafficking and persons threatened with domestic

---

<sup>11</sup> United Nations Committee on the Elimination of Discrimination against Women, “Concluding Comments of the Committee on the Elimination of Discrimination against Women: Republic of Moldova”, 25 August 2006.

<sup>12</sup> UNDP, *Roma in the Republic of Moldova*, UNDP Moldova, 2007; United Nations Committee on the Elimination of Racial Discrimination, “Concluding Observations of the Committee on the Elimination of Racial Discrimination: Moldova”, CERD/C/MDA/CO/7, 16 May 2008; Council of Europe’s European Commission Against Racism and Intolerance (ECRI), “Third Report on Moldova”, Adopted on 14 December 2007, CRI(2008)23.

<sup>13</sup> CERD Op. cit.; ECRI, Op. cit.

<sup>14</sup> UNHRC, “List of Issues to be Taken Up in Connection with the Second Periodic Report of the Republic of Moldova”, 20 May 2009.

<sup>15</sup> United Nations Committee on the Rights of the Child, “Concluding Observations: Republic of Moldova”, 30 January 2009.

violence.<sup>16</sup> Persons belonging to these protected categories must of necessity be the subject of special scrutiny and special measures in a local development context. In addition, other categories of persons have been repeatedly identified as exposed to vulnerability in countries similarly situated to Moldova and can be presumed to be classed as persons who may be at risk of vulnerability, where there is also compelling empirical data to suggest vulnerability. These would include but not necessarily be limited to the mentally and physically disabled,<sup>17</sup> as well as others.

The vulnerability of particular groups is closely interlinked with their social exclusion, poverty, discrimination and marginalization. The vulnerability of groups is identifiable along the lines of: 1) income, 2) age, 3) disability, 4) ethnicity/language, 5) religion, 6) residence area (rural/urban), 7) gender, 8) occupation.

**Poor households.** In Moldova households with low income, under poverty make up 26% of the society; most of them concentrate in rural towns and in rural areas<sup>18</sup>, and 5% under extreme poverty<sup>19</sup>. The most vulnerable social groups affected by poverty are the elderly, those whose sole income comes from self-employment in agriculture, families with multiple children, and the long-term unemployed. At the local level there is a high risk of people subjected to poverty having limited access to health services and education. Although there is no significant difference in terms of income between households led by women and men, it is estimated that woman-led households tend to be more vulnerable to poverty due to challenges in entering the labour market linked to availability of pre-school facilities for their children.

**The elderly.** The poverty rate in elderly households stood at 37.2% in 2008 and 2009, which is over 10% higher than the national average<sup>20</sup>. In 2008 over 40% of pensioners had an income that placed them below the poverty line. Pensions' allowances amount to less than 70% of the subsistence minimum. The elderly in rural are more vulnerable: inappropriate access of elderly to health services and geriatric medicine in rural areas contributes to a higher mortality rate than that of the elderly in urban areas (64 deaths per 1000 in rural areas compared to 48 deaths per 1000 in urban areas). Single elderly women are more vulnerable, since they own less property, receive smaller pensions and, are more seriously affected in cases of widowhood, divorce or gender-based violence.

**Youth.** Most recent data<sup>21</sup> indicate that one third of the unemployed people (30,100 out of the 90,900 unemployed) are in the age group 15-29 years (46% for the 15-34 age group). Over 50% are from rural areas and over 60% are male unemployed. At the same time, significant representation of young people in the migrant community<sup>22</sup> and given their rural origins, significant return would probably lead to detrimental effects on unemployment of young people (in both the 15-24 and 25-34 age segments) in rural areas and, in turn, to further worsening of rural poverty.

**Persons with disabilities.** In 2009 the number of people with disabilities exceeded 176,7 thousand, increasing by 2.1% compared to 2008<sup>23</sup>. Over 90 per cent of people with disabilities are adults, about 60% living in rural areas. In 2009 poverty of households with people with disabilities was 28.6%. People with

---

<sup>16</sup> Report of the United Nations Special Rapporteur on torture and other cruel, inhuman or degrading treatment or punishment, Manfred Nowak, Mission to the Republic of Moldova, 12 February 2009.

<sup>17</sup> See for example European Committee of Social Rights, Decision on the Merits, *Autism Europe v. France*, Collective Complaint 13/2002. On the situation of persons with disability in institutional care in Moldova, see Moldovan Helsinki Committee for Human Rights, "General Report on Documentary Visits in Psycho-Neurological Boarding Houses of the Republic of Moldova", 2006.

<sup>18</sup> World Bank (2006). Moldova: Poverty update. Report No. 35618-MD.

<sup>19</sup> <http://www.undp.md/mdg/MDG1/poverty.shtml>

<sup>20</sup> Vulnerability Study: taxonomy and possible decentralization policy implications for vulnerable groups in Moldova, JILDP 2011

<sup>21</sup> National Bureau of Statistics, 1<sup>st</sup> quarter 2009 figures (ILO)

<sup>22</sup> The average age of migrants in 2006 was nearly 35 years, with over 37% aged below 30

<sup>23</sup> <http://mpsfc.gov.md/file/rapoarte/RAPORT%20PROGRAM%202007-2009%20Final%202009.pdf>

disabilities face an increased risk of persistent poverty, accounting for 22.4% compared to 17.5% of the other households. The share of women with disabilities is 49%, while men account for 51%. The insufficient access of people with disabilities to the labour market makes them vulnerable to the risks of marginalization, poverty and exclusion.

**Ethnic minorities.** In 2009, ethnic national minorities made 25% of the population. Of them, 8% were Ukrainians, 6% Russians, 4% Gagauz and 2% Bulgarians. About 11% stated their native language as Russian, 6% Ukrainian, 4% Gagauz, 1,6% Bulgarian. The education system in Moldova is based on the principle of monolingual education. School language education for minorities is carried out in the Russian language. Only 0.06% of all Ukrainian children have Ukrainian as their language of instruction. In some cases, ethnic minorities have problems expressing their cultural identity at the local level; local funds for culture and education are not always allocated to promotion of the cultures of minorities within the community.

**Roma.** The Roma are a particularly vulnerable group among the ethnic minorities due to stigma and discrimination. According to the 2004 census, there are around 12,200 Roma in Moldova, although according to some estimates, there could be more than 20,000 Roma in the country<sup>24</sup>. Every second Roma lives in extreme poverty and six out of ten Roma in absolute poverty; 61% of Roma live on under 2 US\$ a day (international poverty line)<sup>25</sup>. The unemployment rate of Roma is 50% higher than for the majority population. Roma women experience greater risks of social exclusion and poverty than men of their community and women from the ethnic majority, in accessing employment, education and social services. The majority of Roma communities are located on outskirts of their locality or even outside it, having problems in accessing basic community services. Over 80% of Roma households have no access to running water and have neither a bathroom nor a toilet.

**Religious minorities.** It is estimated that over 10% of Moldavians are adherents of non-orthodox Christian churches. The adherents of the other religious confessions are often faced with the public and police harassment, stigma. Local authorities in some communities place restrictions on community groups of non-Orthodox faith as regards their finding a place of worship etc.

**Persons with HIV/AIDS.** By the end of 2009, the number of people living with HIV/AIDS in Moldova amounted to 5,625 people, this figure being about 5 times higher compared to 2000<sup>26</sup>. HIV continues to have the most dramatic effect on the young and fertile population. Over the recent years the trend of growing 'feminization' of the infection was observed. HIV positive persons suffer of stigmatization and discrimination. In most rural communities in Moldova there is little access to information, education and counselling regarding HIV/AIDS. Also, at the community level there is a high risk that people who are HIV positive can be discouraged from seeking treatment and turning to social services.

**Gender.** In Moldova, while women in general face gender-based discrimination, certain groups of women face additional forms of discrimination, social exclusion and marginalization based on additional grounds such as race, ethnic or religious identity, disability, or other factors. Yet even the discrimination they face due to such factors is gender specific.

Women continue to be heavily underrepresented in **political decision-making**. The 2010 parliamentary elections resulted in 19 women gaining the seats out of 101 (18.8 % in 2010 compared to 24.7% in 2009), having 6 women less than in the previous election. Representation of women in leadership positions in local public administration remains low. In 2008, only 17.4% of mayors, 16.9% in district councillors and 28.7% of local councillors were women.

---

<sup>24</sup> Vulnerability Study: taxonomy and possible decentralization policy implications for vulnerable groups in Moldova, JILD P 2011

<sup>25</sup> UNDP: Report on Roma in the Republic of Moldova, 2007

<sup>26</sup> UNAIDS (2009) . Mid-term evaluation report of the National Program for HIV/AIDS/ITS 2006-2010 Control and Prevention.

According to data of the National Bureau of Statistics, the *employment rate* of the population 15 years of age and older (defined as the proportion of persons 15 years of age and older employed out of the total population of the same age) in 2009 constituted 40%, which is by 2.9 percentage points lower than in 2008. The employment rate of men (42.6%) was significantly higher than that of women (37.7%). In general terms long term and very long term unemployment among women is 30% higher than among men (2008). The employment rate of women is the lowest in rural areas in Moldova, a phenomenon closely linked with motherhood and overall social stereotypes. For women, the presence of a dependent child has a substantial impact on employment.

***Survivors of gender based violence.*** One in four women in Moldova aged between 16 and 35 suffers from a form of domestic violence. It is estimated that in most cases of domestic violence, the aggressor is the husband (69%). Other estimations show that 22.8% of working women were subjected to instances of sexual harassment. Experience shows that in most cases, women with more children and less economic independence are more likely to become victims of domestic violence and have more limited prospects of escaping this situation. There is a high risk of domestic violence cases not being reported and the services to the survivors are not provided as well as shelters are not available.

***Human Trafficking Survivors.*** There are no absolute figures on the phenomenon of trafficking. However, over the period 2000–2008, the total number of assisted persons directly affected by human trafficking (victims and their children) was 5,183. At least 70% of victims of trafficking are from families defined as poor or very poor: 65% cite unemployment as the main reason for fleeing abroad, and 70–95% suffered from domestic violence prior to being trafficked<sup>27</sup>. Due to stigmatization, the victims of human trafficking rarely return to their community and since they lack identification documents they face additional challenges in accessing housing and employment. Victims of human trafficking are vulnerable to domestic violence: 80% of trafficked Moldovan girls and women were subjected to domestic violence after their return as well as before being trafficked. In most cases, there is an inadequate or no framework to prevent and address cases of human trafficking at local level.

#### **I.2.4. Rationale for promotion of human rights and gender equality in decentralization and local development, and its relevance in Moldova**

The decentralization process places particular obligations on authorities to ensure that the legal and policy framework includes procedural and other elements, thus guaranteeing that fundamental rights can be effectively realized. Experience from other countries of the region has shown that, while decentralization in principle heightens inclusion and facilitates new access by the public to participate in governance, new powers and autonomies of the local authority can in some cases lead to heightened exclusion of certain groups and/or individuals, particularly if adequate accountability mechanisms are not provided. As a result, although there is no dispute that human rights law also binds local authorities, “it is important that a country's international obligations under international human rights law are made explicit in the context of decentralization and local governance to the extent that the actions of those below the central government who will exert power, dispose of resources and shoulder responsibilities are also guided by the country's human rights obligations.”<sup>28</sup>

Decentralised governance, carefully planned, effectively implemented and appropriately managed, can lead to significant improvement in the welfare of people at the local level, the cumulative effect of which can lead to enhanced human development. JILDIP pilots human rights based approach in local development and decentralization reform aiming to promote the human centered development, which creates an environment in which people can develop their full potential and lead productive, creative lives in accordance with their

---

<sup>27</sup> Who is missing from local development? Information brochure, JILDIP 2010

<sup>28</sup> Lundberg, Paul, “Decentralized Governance and a Human Rights Based Approach to Development”, p.7.

needs and interests, as well as to achieve the paramount UNDAF programme outcome: *vulnerable groups in poor rural and urban areas take advantage of sustainable socio-economic development opportunities through adequate regional and local policies implemented by LPA and partners*. A promotion of human rights is of particular relevance for empowerment of excluded and vulnerable people and communities. Human rights based approach helps protection against such exclusion and marginalization.

Although the Government of Moldova has made efforts to improve the country's performance in gender equality and women empowerment, such as the Government approval of the National Program on Gender Equality<sup>29</sup> and a Medium Term Action Plan for 2010-2012, the adoption, in 2006, of the Gender Equality Law and in 2007 of the Law on Prevention and Combating Domestic Violence, there are still often direct and indirect discrimination and violation of women's human rights inhibited in laws, policy making and budget decisions etc.

The decentralization reform of the Republic of Moldova can be an effective means to close these gaps through enhancing democratic citizenship and making service delivery more responsive and efficient taking into account the specific needs of men and women. In these efforts the two complementary approaches, namely gender mainstreaming and promotion of women's empowerment are considered for increasing effectiveness of the decentralization reform.

### ***Central Authorities, Local Authorities, Decentralization and Reform in the Republic of Moldova***

As a component of decentralization, fiscal decentralization offers particular opportunities apply human rights based approaches. UNDP has translated human rights based approaches to development as including, in the context of fiscal decentralization, the following main points:

- Clear assignment of functional (expenditure) responsibilities across different levels of central and local government is fundamental to the identification of duty bearers and their respective obligations.
- Assignment of responsibilities to local governments without the corresponding provision of adequate financial resources should be avoided since this would limit the capacity of local governments to meet their obligations.
- Special consideration should be given to the human rights implications of fiscal decentralization reforms, in terms of analyzing whether public services are improved and rights better protected.
- Any assessment of a reform of intergovernmental fiscal relations should include an analysis of its likely impact on the poorest and most vulnerable groups, as well as on inter-regional disparities.<sup>30</sup>

In general, in rendering these measures tangible, as noted above, legal measures, as well as specific policies and policy actions are needed, including but not limited to measures to foster improved involvement in local decision-making; interface with the local authorities by members of the public, including vulnerable persons and communities; information from the authorities as to rights, procedures and responsibilities in a local governance context; mechanisms to ensure inclusion and non-discrimination; and mechanisms to ensure oversight in a democratic context. Measures to be promoted might include but not necessarily be limited to the provision of local town meetings and/or other discussion and interface forums; the creation of local ombudspersons; outreach actions to particular persons, communities or groups; the publicity of information

---

<sup>29</sup> National Program on Gender Equality<sup>7</sup> and a Medium Term Action Plan for 2010-2012, Gov Decision No. 933 dated on 31 December 2009

<sup>30</sup> UNDP Capacity Development Group Bureau for Development Policy, "Applying a Human Rights Based Approach to Development Cooperation and Programming: A UNDP Capacity-Development Resource" September 2006, p.41.

on accountability and/or oversight mechanisms; the use of new media to heighten interface between the public and local authorities; as well as other means, to be developed in consultation with local government, members of the public and civil society, persons representing vulnerable groups, as well as affected persons themselves, and other relevant stakeholders. In addition, measures to ensure sufficient oversight and accountability of local authorities need to be designed and implemented, such that checks exist to redress abuses by the local authority. Finally, indicators and benchmarks need to be developed in consultation with affected persons and groups to monitor the impact of policies and programmes.

### **I.3. PROBLEMS TO BE ADDRESSED**

Given the overall development context, related to the political situation and the impact of the economic crisis, and considering the priorities of the new Government and National Development Strategy, Sustainable Local Development and Democratic Local Governance represent key issues to be addressed in order to respond to existing country priorities and development challenges.

There are four types of issues to be addressed through the proposed phase of JILDLP:

- The current institutional and policy framework does not respond to the needs of local public authorities and the needed reforms are slow or erratic. The current legal and institutional arrangements do not provide sufficient clarity on the LGs' roles, authority and responsibilities. Moreover, the legal framework regarding the local public finances is not complete and there is no clarity on the advancement of fiscal decentralisation. The specific needs of women and men, girls and boys, as well as the elderly, disabled, and other vulnerable members of the population, individuals or groups, are not necessarily taken into account in national policies related to local sustainable development and good governance;
- Local Governments have an insufficient capacity to address development challenges and to fulfil their responsibilities in front of the citizens. Transparency and participation of CSOs and people, especially women, in local decision making is limited. The associations of local governments are highly politicised, weak and in a poor position to advocate for greater authority and resources for LPAs to better serve people's needs. The management of local services and utilities, which is one of the key responsibilities of LPAs, is poor. Moreover, the most vulnerable communities and groups of population do not have access to basic public services, such as access to water, clean environment, and social services. The quality of services is low.
- The most deprived rural communities in Moldova do not have enough capacity to access resources and participate in local development programmes. The inhabitants of these communities thus face compound forces of exclusion and may have extreme difficulties in accessing essential goods and/or services. Provision of services and relevant support to most vulnerable, is lacking or is of a poor quality, due to scarce resources and limited capacity of the local authorities. The vulnerable people are rarely seen as equal local development actors, thus are excluded from the local decision making. Human rights-based approach and gender mainstreaming, are very rarely applied or taken into account.
- Communities in the Transnistrian region face a special development context given the unclear political status of the region. In addition to that, the communities from the security zone are struggling with additional barriers, including different violations of human rights from Transnistrian authorities (eg. freedom of movement). The CSOs of Transnistria have limited capacity to represent and promoted the interests and rights of the communities, especially vulnerable people in the local development processes.

## II. THE JOINT INTEGRATED LOCAL DEVELOPMENT PROGRAMME

### II.1. PROGRAMME OBJECTIVES

#### **Development Objective:**

The development objective of the JILDIP is to assist the Republic of Moldova to ensure that vulnerable groups in poor rural and urban areas take advantage of sustainable socio-economic development opportunities through adequate regional and local policies implemented by LPA and partners in a rights based, gender sensitive manner.

**Immediate Objectives** of the programme are:

**Objective 1:** *To assist the Government of the Republic of Moldova to upgrade national legal, policy and advisory frameworks to support sustainable processes of development at sub-national level with increased HR and GE outcomes*

The Programme will support relevant central public administration authorities and local public authorities in preparing policies, legislation & implementation mechanisms to advance the administrative and fiscal decentralisation reform that shall accelerate development at the regional and local level, which would respond to the needs of the population. The capacity of central policy making bodies will be strengthened through technical assistance and advisory support in a rights-based and gender responsive manner.

**Objective 2:** *To develop capacity of local authorities for rights based and gender responsive planning, budgeting, implementation, monitoring and evaluation of development initiatives*

The programme will support local authorities to elaborate Local Socio-Economic Development Strategies in a non-discriminative, participatory transparent and accountable manner emphasizing local socio-economic development priorities and aligning local-level development initiatives with the international frameworks (UHRD, CERD, CSECR, CEDAW etc), as well as with national and regional strategies (NDS, MDGs, Regional Strategies, relevant Sector strategies). Human, institutional and financial capacities will be developed in the selected regions, areas and districts; local governments will receive support in development and adoption of systems and procedures that will allow planning, budgeting, implementing, monitoring and evaluation of development activities in a rights-based and gender responsive manner to better respond the needs of the people, including the most vulnerable. The capacity of the municipalities to *manage efficiently* service delivery in the targeted areas, as well as the capacity to *provide* services will be assessed and strengthened. Capacities of Associations of Local Authorities will be enhanced to advocate for better decentralisation and local development policies. A special focus will be paid to the capacities of women – mayors.

**Objective 3:** *To empower rural communities and CSOs in target regions to actively participate in local development planning, implementation and monitoring and have better access to improved service delivery and community infrastructure*

This objective will be attained by mobilising and empowerment of communities and providing selected settlements with access to basic infrastructure (such as water and gas supply, waste management, roads, etc.) and improvement of social services (services for victims of violence), community crèches and kindergartens, assistance for the most vulnerable, business counselling, etc) that are planned, established and managed with maximum involvement of the beneficiaries and ensuring their ownership on the initiatives. To ensure the appropriateness of the project initiatives to the needs of the communities as

well as the ownership over the projects, the JILDLP will ensure that the key focus of the Component's activities will be made on empowering the members of the communities with a particular focus on the vulnerable as per HRBA and gender mainstreaming approaches. This approach not only helps improving living conditions of women and men in these settlements, but also sets examples of sustainable community-based management that can be replicated at the national scale.

**Objective 4: *Communities of Transnistria and of Security Zone are equally benefiting from the improved service delivery and community infrastructure through their active participation in local development initiatives***

This objective will be fulfilled following the community mobilization modality under the Objective 3, with the exception that the JILDLP will directly interact with the target communities and CSOs, not necessarily working through the local self-governing authorities. Support to priority community initiatives identified by local residents will be provided aiming at improving basic infrastructure and social services with the active involvement of women and men representing these communities. The human rights based approach and gender mainstreaming will be applied. It is planned that the Objective 4 will be implemented with the additional financial support to JILDLP specifically targeting Transnistria region and Security Zone. The capacity development of CSOs of Transnistria in community empowerment, human rights and gender equality in local development will be an area of particular focus.

## **II.2. PROGRAMME COMPONENTS: OUTPUTS AND INDICATIVE ACTIVITIES**

The new phase of the program framework comprises of four inter-related components, as follows:

Component 1:	Policy Advisory and Advocacy
Component 2:	Local Self-Governance and Participation
Component 3:	Community Empowerment
Component 4:	Transnistria and Security zone

The components of the programme will be consulted with the government representatives, and a final implementation plan will be implemented during the inception stage (one month). The below description is therefore indicative.

### ***II.2.1. Policy Advisory and Advocacy***

***The intended output of this component is to assist the Government of the Republic of Moldova to upgrade national legal, policy and advisory frameworks to support sustainable processes of development at sub-national level with increased HR and GE outcomes.***

The Policy Advisory and Advocacy component of JILDLP aims to assist the Government of Moldova in creating an enabling an institutional and policy environment to initiate and implement the decentralization reform. Through changes in the allocation of responsibilities and functions between, as well as resources between the central and local governments decision will be brought closer to the people, services will be provided according to people's needs and preferences, local authorities and communities will be empowered and local and regional development will be more sustainable. JILDLP will assist the Government to establish and make functional The Parity Commission (PC) and its Working Groups (WG) - a national body that will bring together representatives of the central and local government to oversee the local government reform and decentralization.

Attention will be paid to capacity building of the central public administration for policy elaboration,

implementation and monitoring by channelling community experience, challenges and solutions into knowledge-driven policy recommendations at central level in a rights based, gender responsive manner.

Support for Capacity Development for the relevant state institutions: (State Chancellery, Parliamentary Commissions and Government bodies). The activity will specifically address capacity building of officials from the State Chancellery and line ministries' to engage in and conduct the reforms. This activity will be in support of the Institutional Development Plans of the relevant governmental bodies, particularly the State Chancellery. The support will be provided with the involvement of international and national consultants, through coaching and mentoring sessions, on-the-job training, consultations on specific subjects related to decentralization. A right balance will be found, so that the consulting and technical assistance activities induce increased abilities of the governmental officials to perform their duties and will not result in substitution of their capacity. Special attention will be paid to human rights and gender responsive approaches and outcomes, and a Guide on Human Rights Based Approach and Gender Equality in Local Development and Decentralization will be published. The Guide will incorporate all experience gained in the process. The capacity of the Government to lead the decentralization reform and coordinate sectoral policies will be strengthened through technical assistance provided to the Parity Commission (PC). The PC consists of an equal number of representatives of the Government and the local authorities and civil society, under the presidency of the Prime Minister. The PC is supported by Working Groups, bringing together participants from the central and local government, civil society, policy centres, assisted by local and international experts. Assistance will be provided for the establishment and functioning of Working Groups in: a) Decentralization of Services and Responsibilities; b) Fiscal Decentralization; c) Local Development and Decentralization of Property d) Organization and administrative capacity of LPAs. Local and international consultants will assist their activity. They will participate in the debates, provide comparative experiences, analyze the documents and offer recommendations. JILDIP will also support and promote broad consultative processes between the CPA, LPA, civil society under the auspices of the Parity Commission and its working groups.

JILDIP will support the State Chancellery's unit that is responsible for the coordination of the decentralization reform and secretarial support to the Parity Commission with TA, office equipment and additional staff. The Government will be supported to lead donors' coordination for decentralization and local governance in order to ensure synergy of provided assistance and achieve better results in implementing the reform.

Policy Advice, Analysis, Recommendations and Support for improvement and implementation of the policy and legal framework in the area of decentralisation and service delivery. Support will be provided for conducting studies to analyse the existing conditions, current policy and legal frameworks, alternatives and their potential impact in relevant areas pertaining to the decentralization process: service delivery, capacity of LPAs, allocation of responsibilities and delimitation of functions between central and local governments, territorial administrative organization, vulnerability of population, fiscal decentralization- local revenues, revenues sharing, grants allocation, capital investment funding, communal services, education, social assistance etc.

A comprehensive analysis of the legal framework on decentralization will be conducted with specific emphasis on identification of gaps, inconsistencies and barriers. Based on the outcomes of the analysis, a set of recommendations and proposals for the improvement of the legal framework will be produced and submitted to the Government (State Chancellery and relevant parliamentary commission/s).

The results of studies/analysis will constitute a substantive input for the work and debates of the working groups of the PC in the design process of the Decentralization Strategy. The PC WGs will ensure a participatory approach in the process of problem identification, formulation and prioritization of the specific objectives. JILDIP will assist the Government and PC to incorporate human rights and gender equality principles in the elaboration of the Decentralization Strategy.

The Decentralization Strategy is a framework document which responds to issues set forth in the National Development Strategy and its implementation will be coordinated with the Central Public Administration Reform efforts, as well as with the Regional Development Policies. It is expected that the Sector Coordination Council will ensure coordination among these strategic priorities, aiming at increased coherence and synergies between the Central Public Administration Reform, Decentralization and Regional Development.

The framework Decentralization Strategy will result in Sectoral Strategies, to be developed and implemented with the relevant line ministries. JILDIP will initiate and support studies necessary for the elaboration of sectoral decentralization strategies, e.g. Education, Social Protection, Local/Communal services and Environment, Public Finances, Health. The sectoral strategies will be devised in the PC WGs, with broad participation of stakeholders. The Decentralization strategy and Sectoral Policies /road maps will be subject to PC approval for submission to the Government for final formal approval and further implementation according to established procedure.

The JILDIP will assist the Government to ensure that the design process of the Decentralization strategy and sectoral road maps is done through a participatory and inclusive approach by using participatory approaches that stimulate genuine public consultations and debates. Since the decentralization reform is vast, the available resources of JILDIP will not be able to cover all needs and activities included in the action plan. As a consequence, a thorough prioritization will be done by the programme, in cooperation with the government. Involvement of additional donors is desired.

Information sharing, Knowledge management and capacity building on decentralization, local/regional development, and HR and gender responsive local policies among all partners.

*Creation and Functioning of a Development Knowledge Network:* To link community and regional experience to central policy processes, JILDIP will support the establishment of the Local Governance and Development Knowledge Network (KN). The KN will be a knowledge-sharing platform and forum for organisations, institutions and individuals relevant to Local Governance and Local Development. This KN will be hosted preferably within the Academy of Public Administration (APA) and strategically linked with the on-going Sida Programme within APA. APA, the State Chancellery, Ministry of Regional Development and Construction will closely collaborate on the development and functioning of the KN. JILDIP through synergetic cooperation between all its components will assist in mobilising communities, local authorities, central authorities, academia, private sector, civil society and local development practitioners to regularly participate in the KN, to ensure a constant, rich flow of community experience into central policy advisory processes. Through virtual and face-to-face interactions, network members will be able to exchange experience, knowledge, solutions, challenges and best practices. The Knowledge Network will enable the participation of all stakeholders in an open, equal-access dialogue on issues related to local governance and development on a rights based, gender sensitive manner.

*Capacity building for all partners on decentralization and HR and gender responsive approaches.* JILDIP will assist APA to design training modules on decentralization and HR and gender responsive approaches. The training modules will be designed under guidance and with assistance of international consultants and will be tackling subjects related to the substance of the decentralization reform and key areas of local governance, including, but not limited to:

- Devolving power and resources from central and state authorities, for ensuring adherence to existing laws, including issues relating to fiscal decentralization;
- Ensuring clarity of accountability lines and relationships, defining functional boundaries and responsibilities of line agencies vis-à-vis local authorities, transfer of functions and functionaries, and interrelationships between bodies working with similar objectives at various levels;

- Building capacities for decentralized planning of urban and rural local bodies, including collection of information/data and providing access to information for responsive and effective governance and sound programme implementation and management;
- Assessing the impact of decentralization on achieving the goal of local economic development and poverty reduction, human rights and gender equality; the effectiveness of decentralization interventions in various sectors of economy with special focus on the participation of women and marginalized groups, and in particular on encouraging the development of specific inclusion mechanisms;
- Elections to local bodies;
- Community experience and best practice in community-led development interventions;

The JILDP will seek the assistance of well known international institutions providing training in the area of decentralization and local governance in order to provide highly qualified expertise in designing the training modules on HR and Gender responsive decentralization. The modules will be launched at the APA by the international consultants in tandem with the national teaching staff with a view to transferring the experience that will be conducive to incorporation of training modules into the regular Curricula on Local Governance at APA.

*Coordination and coherence in approaches to community development by all partners.* JILDP will support meetings between national NGOs, UN agencies, concerned ministries and institutions to sustain a network on community-based development. In this context, JILDP will support meetings, workshops, and produce information and communication materials on concepts, obstacles, lessons learned, and recommendations regarding community development in a gender sensitive manner. Participants in components 2, 3 and 4 of JILDP will be primary participants in this network.

#### Awareness and communication

Efficient communication and public awareness are crucial for the success of the reform. The JILDP will assist the Government to design and implement a communication and public awareness strategy. The strategy will be designed to provide timely and consistent information, to ensure awareness raising and transparency of the decentralization process for all potential stakeholders, beneficiaries and concerned authorities/partners, especially the most vulnerable and affected communities and groups of population. Equally, it is foreseen to design campaigns that will provide maximum information and transparency of the assistance efforts, JILDP implementation, achieved results, best practices and partners. One of the particular aspects covered by JILDP advocacy and awareness raising efforts will be the rights and opportunities of the vulnerable groups in local development and decentralization reform.

The following activities are envisaged, but not limited to:

- TV and radio information, which is most efficient in reaching a large share of the rural population in Moldova. Both central and local media will be involved.
- Information in print media. Special information will be developed and published in central and local media.
- Photo exhibitions in Chisinau and in districts.
- Media communication: Working with media will be critical to successful communication of the reform, including response to the legitimate needs of media and provision of all media with fair access to information. Two-way flow of information via the media will be sustained by:
  - Media releases
  - Press conferences
  - Response to media calls
  - Coordination of information on relevant Web sites
  - e-mail list-serves

**Output 1: National legal, policy and advisory frameworks to support decentralization and sustainable processes of development at sub-national level with increased HR and GE outcomes developed.**

**Indicative Activities:**

1.1. Develop capacity of the Government (State Chancellery and line ministries), and relevant Parliamentary Commissions for analysis, policy formulation, coordination, implementation, monitoring and evaluation in the area of local government reform, with specific focus on decentralization

- a) Government's (State Chancellery, line ministries) capacity strengthened to lead sectoral policy coordination in the process of decentralization reform (finances, education, social assistance, health etc)
- b) Capacity developed among public officials from relevant central institutions for data collection and analysis, policy formulation, implementation, M&E based on HRBA and GE principles
  - Capacity of the Government (State Chancellery) to formulate, implement and monitor the decentralization reform strengthened
  - National and sectoral statistical data on local finance, local services and vulnerable groups improved
  - Public servants trained in monitoring and impact assessment methodology for participatory governance and sustainable development.
- c) Government supported to lead donors' coordination for decentralization and local governance

1.2. Provide policy advice, analysis, research and support for elaboration of policies and improvement of legislation in the area of local democratic governance, decentralisation and local development

- a) Support provided to the State Chancellery, Parliament Commissions, and line Ministries to define and elaborate the vision, strategy and the road map/action plan for decentralisation, through human rights based approach and gender mainstreaming, with wide participation of all stakeholders.
- b) General and sectoral studies conducted to support the design and implementation of the decentralisation strategy through use of HRBA & GE principles and vulnerability taxonomy: 15 studies/elaborations/methodologies on decentralization aspects including HR and Gender dimensions. These would include among others: studies on administrative and financial decentralization; on the territorial administrative structure for an efficient decentralisation; on LPA administrative capacity; on vulnerability; assessment of deconcentrated public services; development of a registry of competences of LPAs (level I and level II); revision of the current system of fees and taxes for the levied amounts to follow the function, by levels (CPA, LPA level I, LPA level II); revision of the current system of collection and allocation of shared taxes; elaboration of legal instruments for delimitation of public and private assets of the state and TAU, as well of monitoring mechanism and assessment for efficient administration of assets etc., as per needs identified in consultations with line ministries.
- c) Policy recommendations to improve the policy and legal framework for the decentralization reform provided based on the strategy and the specific studies: Sectoral Action Plans/Road Maps for Decentralization designed (ex.: Education, Health, Social Assistance etc.; 2 policy impact assessment conducted - subject to approval of the Decentralization Strategy); Draft Law on the Status of the Chisinau Municipality and Draft Law on Public Finances prepared and submitted to the Government

1.3. Support information sharing, knowledge management and capacity building on decentralization, local/regional development, as well as HR and gender responsive local policies among all partners (Government, line Ministries, local authorities, experts, etc):

- a) Knowledge Network (KN) established as knowledge management, information sharing and partnership building tool on the platform and overall leadership of the Academy of Public Administration (APA). (Link to be made with the on-going Sida Programme with APA. Courses on HR and GE to be added for the LPAs within APA).
- b) APA assisted to design and includes training on HR and gender responsive decentralization and accountable and participatory local leadership (skills such as negotiation, consensus building, shared decision-making, conflict management, and participatory approaches).
- c) Support provided for coordination and coherence in approaches to community development by all partners by facilitating meetings between national NGOs, UN agencies, concerned ministries and institutions

1.4. Awareness and communication

- a) Government assisted to design a Communication and Public Awareness Strategy aimed at creating a transparent and supportive environment for the implementation of the decentralisation reform.
- b) The Communication and Public Awareness Strategy addressed to government and the public at large, including a strong focus on vulnerable groups, HRBA and GE implemented:
  - Design public awareness raising activities on decentralization and HR/GE for public sector representatives, including high-level governmental officials, members of the Parliament and representatives of political parties;
  - Support forums for national/regional/local government/authorities to meet with civil society, private sector et al with a view to discuss, define and agree on actions to integrate HRBA and gender responsiveness in national and local policies
  - Two-ways flow of information via the media will be sustained by:
    - a. TV and radio information.
    - b. Information in print media
    - c. Media communication: Media releases; Press conferences; Response to media calls
    - d. Coordination of information on relevant Web sites
  - Support outreach activities: text messages, DVD's, discussions clubs, formal and informal networks

### ***II.2.2. Local Self-Governance and Participation***

#### ***To support capacity development of local authorities for rights based and gender responsive participatory planning, budgeting, implementation, monitoring and evaluation of development initiatives***

In this component, JILDIP aims to advocate and build capacity among local authorities to support right based, gender responsive community-led development, regional development and democratic local governance.

In order to develop the capacity of local authorities for decentralised governance, JILDIP will design a capacity package for local civil servants to effectively and efficiently fulfil their responsibilities in local public administration; managing, operating and maintaining local public service delivery; and attracting

investment to public service infrastructure. JILDP will also advocate for the institutionalisation of participation, accountability, transparency and equity in decision-making and public spending. To this end, JILDP will facilitate the development of a participatory planning and budgeting mechanism in all target districts that enables community members, civil society, private sector and local authorities to jointly participate in identifying priorities, planning and budgeting for local and regional development. JILDP will seek to ensure a healthy, collaborative relationship among local authorities, civil society, private sector and community members.

Development of Socio-Economic Strategies in towns: Under the ILDP programme, support on Strategic Planning was provided for 5 districts, out of 32, including one district in Transnistria region. This has resulted in the elaboration of Social and Economic Strategies of 5 towns. The new phase of JILDP will further build its support to town administrations and cover additional 10 towns with the same initiative. Given the growing impact of the deepening economic crisis, a special focus will be given to the efficient prioritization of local development initiatives that require State Budget support and external investment, taking into account human rights and gender equality aspects through in-depth study. The programme will provide support to the priority measures for the implementation of the selected town Social and Economic Development Strategies ensuring participation, accountability, non-discrimination and transparency principles, and work toward the development of mechanisms at local level for the inclusion of identified vulnerable individuals and/or groups.

Capacity Development for human rights based, gender responsive local governance: As part of the Inception phase activities and in the framework of the broad decentralization reform, current capacities of 10 district and town authorities were assessed. The Assessment included the following areas: regulatory framework, competences and responsibilities; organizational and functional frameworks and decision-making process; LPA managerial capacity; human resource management; local financial management; strategic planning and capacity to attract investments; capacity to build partnerships, etc. Based on the results of the above initiative, Capacity development reports and plans for the target districts and towns were elaborated and selected priorities were implemented taking into account human rights and gender equality needs and concerns. This included, but was not limited to, the elaboration and provision of gender sensitive training modules and the actual provision of relevant training to the LPAs, but also to interventions supporting the development of LPAs capacity to promote transparency of the decision-making process, improvement of LPAs operations and efficiency. Based on the defined needs and opportunities, specialized capacity development modules will be elaborated and training along with technical assistance will be provided to JILDP target communities.

Local Public Service Management improvement: Within the Capacity Development of LPAs component, special attention will be given to the management of local public services (social assistance, education, water, waste management, heating, etc) area reflected by the LPA's Capacity Development Strategy. Moreover, within the JILDP program, technical assistance and direct support will be provided to pilot innovative/advanced approaches in this area, such as inter-municipal cooperation as it is stipulated in the draft decentralization strategy, as one modality for promoting the territorial-administrative reform and a priority activity as per Government Action Plan. Support will be provided to undertake comprehensive analysis of services provided at the local level using rights based, gender sensitive tools from the perspective of accessibility, cost efficiency and quality standards. This will serve as a basis for planning and the actual improvement of certain services and utilities, which in turn will directly ensure equitable access for women and men, especially from poor and vulnerable groups or segments of the population.

Support to Association of Local Governments (LGs): LG Associations represent critical means for municipalities with regard to advocacy, capacity development and information exchange. As such, associations of municipalities ought to play a leadership role within the local government sector by being active participants in advocating for the interests of the LG. They need to participate in the policy

development process for decentralization and local development to ensure that LG views and concerns are taken into account, especially in terms of how they feel the central government could better support LG in providing key services. It is likely that it is only in this way that municipal concerns will be voiced to the central government, particularly with respect to smaller municipalities. LG Associations need to identify the individual capacity development needs of their constituency and offer related training and information exchange. The Congress of Local Authorities of Moldova (CALM) has been created in May 2010 and unites more than 400 LGs, members of various small LGs associations, districts' representatives. Support, such as trainings and consultancy, study tours and information exchanges have already been provided to CALM in 2010 and 2011. But as it is a continuous process, CALM representatives will benefit from them in the future also, so they can obtain hands on experience from similar organizations in countries with advanced cooperation of LPAs. Special attention will be paid to development of capacities of women – mayors. These programs aim at ensuring a rights-based, gender sensitive development, as well as at advocating and promoting interests of the LPA for more transparency, accountability, participation, non-discriminated autonomy and financial resources/independence. A strong link with the Council of Europe's initiatives on Mayors Associations will be facilitated by JILDIP.

**Output 2: Capacities of LPAs in the target regions improved to plan, implement, and monitor local development plans in a participatory, rights based and gender responsive manner.**

- 2.1 Support the development and implementation of Social and Economic Strategies in 10 target towns in a gender sensitive and participatory manner:
  - a) Analysis, Formulation and Approval of the Social and Economic Development Strategies done in a participatory, transparent, accountable, non-discriminatory and gender sensitive manner;
  - b) Monitoring and Evaluation of Social and Economic Development Strategies is done in a rights based and gender sensitive manner;
  - c) Provision of grants for the implementation of the Social and Economic Development Strategies in 10 towns.
  
- 2.2 Develop capacity of 10 Target districts' and 10 towns' administration for participatory and gender sensitive Planning, Performance Budgeting and Financial Management, Monitoring and Evaluation:
  - a) Current capacities of district and town authorities assessed, covering planning and decision-making, monitoring and evaluation, performance budgeting and financial management systems and procedures in a gender sensitive manner;
  - b) Capacity development strategies for target districts and towns elaborated considering HR and GE aspects. Grant support offered;
  - c) Human rights and gender sensitive training modules elaborated and training for LPA officials in the areas relevant for the decentralization reform: planning and decision-making, performance and gender budgeting, public participation, transparency, better access to public services, monitoring and evaluation, etc provided
  
- 2.3 Support for the improvement of local public service management with focus on inter-municipal cooperation :
  - a) Capacity of the LPA management of local public services with focus on inter-municipal (social assistance, health, education, water, energy, heating supply etc.) assessed;
  - b) Awareness raising / planning workshops and training activities for the establishment and maintenance of inter-municipal cooperation services conducted,
  - c) Support for the improvement of the management of selected local public services and utilities through inter-municipal cooperation provided

- 2.4 Support for Association of Mayors
- a) Institutional support to the existing Congress of Local Authorities provided
  - b) Support in strengthening the capacity of CALM and to the Group of women mayors, members of CALM delivered.

### ***II.2.3. Community Empowerment***

***To empower rural communities and CSOs in target districts to actively participate in local development planning, implementation and monitoring and have better access to improved service delivery and community infrastructure***

Community mobilization and capacity development: The Community Empowerment component strategy is derived from the common approaches, experience and best practices of UNDP interventions at community level in Moldova and UN WOMEN initiatives in the CIS region. To date, within the framework of ILDP program, social mobilisation and community development was undertaken in 60 rural municipalities and 20 districts, including all five districts of Transnistria. Various types of community led Programs were implemented, including improvement of water supply, renovation of education and health facilities, improvement of service delivery and others. These were achieved through participatory elaboration and identification of priorities within socio-economic development action plans of communities.

A number of global flagship programs were implemented in the CIS region by UN WOMEN on promoting women's economic rights. Local mobilization efforts successfully linked and translated into improved laws and normative acts promoted women's de-facto rights in Central Asian countries uplifting the lives of thousands of women and their families through small, but highly innovative community based actions. These initiatives serve as a basis of developing and piloting rights based, gender responsive community mobilization and development methodology along with the creation/strengthening of local capacity to lead/facilitate local development in a participatory and transparent manner. Thus, JILDIP, in all current and newly targeted communities, will undertake community mobilisation for empowerment, formation and support of community organisation mechanisms, and assistance – technical and financial – to community-led, rights based, gender responsive development Programs. A value added of the new phase of the program would be its specific focus on supporting target communities to pay adequate attention to the women facing multiple forms of discrimination and most vulnerable groups of population, including elderly, Roma, religious and ethnic minorities, disabled etc. It is also envisaged that the local communities' initiatives in the area of empowerment, especially among women, will be given due consideration. When possible and relevant, attention will be paid to the development of mechanisms to include particularly excluded groups.

Support the implementation of local initiatives: Each target community will identify in a participatory manner its own development priorities and its own strategies in response to the identified priorities under the program's facilitation. The JILDIP make a special effort to support the most vulnerable groups in identifying their priorities and addressing them. To support implementation of community development Programs, JILDIP will provide small grant support. Small-grant support to both the community initiatives and the local development Programs will be provided through transparent selection procedures and subject to proper technical appraisal. Furthermore, Programs to be financed by JILDIP must meet the below minimum requirements but not limited to them:

- Serve as pilot/demonstration Programs that can be replicated to other communities;
- Contribute to strengthening participatory, accountable, transparent and non-discriminatory local governance;
- Financed primarily through public-private partnership, a cost-sharing arrangement between beneficiaries, partner municipality/rayon, COs and other public and private sponsors;
- Feasible (i.e. technically, socially, economically, environmentally);

- Benefit an entire community, including the vulnerable and most needy, and/or be targeted on addressing the needs of a particular group, identified jointly by the community as the most vulnerable and needy;
- Foreseeable improvement of local living conditions;
- Sustainable, in that the beneficiaries can and will maintain the Program's continuation;
- Address the actual needs of community (i.e. basic human needs are given priority on the basis of human rights based approach).

**Output 3: Rural communities and CSOs are empowered to actively participate in planning, implementation and monitoring of local development initiatives in rights based and gender sensitive manner; while local actors are able to deliver services and upgrade the basic infrastructure.**

**Indicative Activities:**

3.1 Mobilize target communities for community-led rights based and gender sensitive development:

a) Conduct train-the-trainers courses for facilitators for community-led HR and gender-based development and planning processes, including for Transnistrian region of Moldova

b) Conduct rights based and gender sensitive analysis of the communities to identify the vulnerable groups, their needs and problems;

c) Organise community meetings to sensitize communities on community-led development processes and success stories of other communities. Special attention will be paid to human rights and gender equality, and other issues identified as a result of the above analysis. Support the creation of Action Groups/self-help groups at the local level, ensuring representative membership of community members, with focus on vulnerable groups.

d) Support the development of some 60 Community Development Strategies and Action Plans (CAPs) in target areas, in cooperation with local community groups, women's groups, civil society, and local authorities, aimed at strengthening capacities to identify and address obstacles to improving human security issues.

e) Support Community Organizations or community information/support centres. Provide basic equipment and library for community information/support centres, taking into consideration needs of women and vulnerable groups.

3.2 Develop capacity and transfer knowledge on local development for community actors taking into account human rights and gender equality aspects:

a) Elaborate capacity development guides and training modules as follows on: community mobilization, empowerment, identification of development needs, response strategies, participatory planning and budgeting, resource mobilization, program management and implementation, and monitoring and evaluation, thematic modules prioritizing on human rights and gender, equality and vulnerability, gender and human security issues as well as civil society budget oversight and civil society service delivery monitoring;

b) Conduct trainings on inclusive, transparent, accountable, gender sensitive and non-discriminative local development for community actors (local public authorities, public institutions, civil society, media, private sector, representatives of vulnerable groups etc);

c) Develop capacities and skills of vulnerable groups to identify, articulate and voice needs, advocacy, participation in reviews of local spending and gender sensitive budget analysis etc.

3.3 Support the pilot community-led human rights and gender sensitive monitoring and evaluation of local Social-Economic Strategies and Action Plans

a) Develop/adjust the methodology for community-led gender and human rights sensitive monitoring and evaluation;

b) Develop capacities of the LPAs and communities, with a special focus on vulnerable groups for community-led human rights and gender sensitive monitoring and evaluation of local Social-Economic Strategies and Action Plans;

c) Pilot community-led M&E in communities.

3.4 Support to and human rights based and gender sensitive Local Development/community Programs

a) Technical support provided to local public HR and gender-based service delivery, economic, environmental development projects

b) 60 local development projects supported including community mobilization for empowerment of the vulnerable groups in the most vulnerable of the JILDIP communities;

c) Conduct an impact assessment of implemented projects within 1 year after projects' implementation.

#### ***II.2.4. Transnistria and Security Zone***

***To empower rural communities in the Transnistrian region of Moldova, as well as in the Government control area of the security zone of the Transnistria region, to participate in local development planning, implementation and monitoring and to enable local actors to deliver services and upgrade the basic infrastructure.***

Community mobilization for basic social services, infrastructure facilities and empowerment will be ensured through the implementation of a community-based approach at the local level, bringing together organizations from the Transnistrian region and the rest of Moldova to work on development opportunities of common interest. A special focus shall be addressed to communities in the **security zone** where the implementation will be built on results achieved by previous JILDIP interventions.

The activity derives from the common approaches, experience and best practices of UNDP and UN Women interventions at community level in Moldova and in the CIS, where communities are assisted in community mobilization, formation and support of community organization mechanisms, provision of technical and financial support to community-led development Programs. Capacities among community members are developed for sustainable local development processes such as identifying and prioritizing community development needs, developing strategies for addressing identified problems, mobilizing resources to implement community development Programs and managing and sustaining the outputs. In addition, special attention will be given to develop capacity of the community based and non-government organizations to lead and implement community empowerment initiatives and promote gender equality and human rights.

While working in communities a human rights based approach, including gender aspects, shall be used. When implementing the Program's activities, further attention will be paid to the collection of gender-

disaggregated data. The baseline data collected during the Program's inception phase will be used in Program monitoring and evaluation.

Moreover, considering the need, Government's interest and donor's availability, support for expanding the area of this component might be increased.

**Output 4: Communities and CBOs from the Transnistria region are empowered to actively participate in local development initiatives in rights based and gender sensitive manner; citizens has better access to information and basic services.**

**Indicative Activities:**

- 4.1. Mobilize target communities for community-led gender and human responsive development:
  - a) Conduct train-the-trainers courses for facilitators for community-led development and planning processes;
  - b) Organize community meetings to sensitize communities on participatory development processes. Note: Special attention will be paid to human rights and gender equality;
  - c) Facilitate identification of the community priorities through participatory process ensuring adequate of women and vulnerable groups;
  - d) Facilitate establishment or/and strengthening and functioning of Community Organizations and support the development of some 30 Community Development Strategies and Action Plans (CAPs) in target areas ensuring adequate representative membership of community organizations and groups, including women and vulnerable groups civil society, media, and private sector through awareness-raising, coordination, and planning activities. Provide basic equipment and library for community information/support centres, taking into consideration needs of women and vulnerable groups; including support women's and vulnerable groups empowerment initiatives in the target villages.
- 4.2. Develop capacity and transfer knowledge on human rights and gender responsive local development for community actors:
  - a) Elaborate capacity development modules as follows: development needs, response strategies, planning and budgeting, resource mobilization, program management and implementation, and monitoring and evaluation, human rights based approach, gender equality and human security issues
  - b) Provide training for community actors (local public authorities, public institutions, civil society, media, private sector, women, vulnerable groups, etc.).
- 4.3. Support the implementation and monitoring of human rights and gender responsive Local Development Initiatives: basic services, economic and community empowerment, environmental development; access to information etc. in a participatory and gender sensitive manner. Assist in developing and facilitate the process of practicing participatory and gender sensitive monitoring and evaluation of local development initiatives, including development of desegregated indicators, data gathering and analysis. Conduct a projects' impact assessment within 1 year after they are implemented.

### **II.3. TARGET AREAS AND BENEFICIARIES**

Policy Advisory and Advocacy Component: The Programme will strengthen the capacity of the key ministries and partners, primarily the state chancellery, MoF, MoET, MLSPF, and MRDC, to develop and implement the decentralization reform. Initiatives at the policy level are expected to have an overall national coverage, as the improved legislative and normative initiatives will affect the country as a whole in the area of local self-governance. All local government reform documents developed with the support of JILDLP, as well as the capacity development interventions, will use the HRBA and gender mainstreaming.

Long term support will be provided to the Academy of Public Administration, especially in establishing and facilitating the Development Knowledge Network in close collaboration with the State Chancellery. Think tanks, private firms and companies, CSOs and NGOs, as well as academic institutions will be both beneficiaries, and partners of this component implementation and will be represented by women and men on a parity or equal opportunity basis.

The Communication and Advocacy campaign designed with support of JILDLP will include a substantive part on the rights of vulnerable groups of people and their increased role in local development.

Local Self-Governance and Participation Component: In the new phase of JILDLP, 10 towns will be supported for the implementation of specific targeted initiatives under the local self-governance component. In addition to the current Central Region and the Security zone, selected towns from the Northern, Southern, and Gagauzia regions will be targeted.

The key target group under this component is represented by local authorities, as well as local CSOs/NGOs, academic institutions, think tanks. In total, over 1000 women and men will be trained by the end of the program implementation. Both women and men, including those representing the vulnerable groups, will be encouraged to participate and benefit from the component initiatives focusing on increased women's participation from the local self-governance and the civil society in general. A special attention will be paid to the capacities of LPAs to implement the targeted strategies in a manner responsive to the needs of all groups of population.

The staff of CALM and representatives of its members will be supported to improve their policy analysis and advocacy skills and effectiveness.

Community Empowerment Component: In the new phase of JILDLP, it is envisaged to expand the territorial coverage of local community initiatives as the programme used to focus on the Central Region of the Republic of Moldova, including the security zone. Under the new phase, communities from the Northern and Southern Regions will be also targeted based on the Deprivation Index (SADI), LPA administrative capacity, degree of LPA transparency and the degree of vulnerability diversity, degree of vulnerability diversities (including ethnic and religious) and the villages led by women-mayors. Overall, about 60 communities, with a population of more than 1,500 inhabitants each, will be supported by JILDLP, in addition to the communities where the current programme is providing both conceptual and financial support. JILDLP community level interventions will encourage and facilitate active participation of community members, with a particular focus on women and vulnerable as the primary recipients of all programme local development initiatives.

Transnistria and Security zone Component: The new phase of JILDLP will be expanded to the Transnistria Region and will work more thoroughly in the security zone. It will cover all 5 districts of the region and the areas in the security zone which are located on the left bank of Nistru River but are under Moldovan Government control. 30 communities from the Transnistria region and from the security zone will be supported. The same methodology will be used as described in the Community Empowerment Component, although the approach may differ given the sensitivity of actions. In addition, special attention will be paid to develop the capacity of the community based and non-government organizations to lead and implement community empowerment initiatives. Moreover, considering the need, Government's interest and donor's availability, support for expanding the area of this component might be increased.

#### **II.4. TOOLS AND APPROACHES: HUMAN RIGHTS BASED APPROACH, GENDER MAINSTREAMING AND WOMEN'S EMPOWERMENT**

The JILDP will apply the following key elements: Human Rights Based Approach<sup>31</sup>, Gender Mainstreaming and Women's Empowerment<sup>32</sup>.

The JILDP will apply a holistic approach to programming, tackling the challenges at all levels of the governance - policy, institution building, and community development. It puts the human rights and gender equality issues in the centre of all its activities. Thus, at the policy level, the programme focuses on ensuring transparent, non-discriminative, inclusive and evidence-based policy making, based on the principles of human rights and gender equality. At the local level the programme's key focus is on development of capacities of local authorities on rights based and gender responsive policy and budget planning and implementation. At the community level the programme works to enhance capacities of the local community members in articulating and voicing their needs to equally participate and benefit from the development initiatives. Those are key approaches to be applied during the whole programme cycle.

*At the policy level*, the programme will focus on development of a solid information basis to support evidence-based policy-making, building knowledge and increasing understanding of the policy-makers and local government officials on rights based, gender-responsive national policies and legislation. A special emphasis will be put on participation of local public authorities and the general population, including women and vulnerable people, CBOs and NGOs in consultations and debates to contribute to participatory and transparent decentralization policy making processes at central and local levels. The programme interventions focus on transforming local governance and national policies and laws towards proactive development oriented policies. The purpose is to help vulnerable groups to overcome poverty, rather than the government to respond passively to poverty and crisis by providing subsistence assistance.

*At the local governance level*, the programme will focus on strengthening capacities of local public authorities both from appointed and legislative bodies on rights based and gender-responsive priority identification, planning, implementation, monitoring and budgeting, building skills to ensure non-discriminative effective and efficient services delivery and utility provision. This will allow for the targeted public service delivery to be people oriented, and allow subsequent flexibility in service provision catering to the needs of vulnerable groups.

*At the community level*, the programme will enhance the capacities of rural community members for participatory local development. A special focus will be paid to empowerment of women and other disadvantaged groups of people to effectively participate in, and benefit from, the development initiatives through increased capacities to claim their rights and demand for transparent and effective governance, and effective and efficient social security services delivery and utilities provision. To participate effectively in local governance, the communities will be provided with institutionalized opportunities to influence local planning and policy processes, local decision-making systems, as well as with accountability mechanisms linking decision-makers and people (public debates and feedback mechanisms).

Special emphasis will be put on the community mobilization for empowerment. Empowerment requires applying special targeted actions and increasing people's access to resources, to make people and communities more capable to articulate their needs, influence governance and service provision. A central concern will be to increase the capacity of people, especially those belonging to vulnerable groups, to take advantage of opportunities to participate through increased voice and choice in local governance, service provision, and the local economy. Special attention will be given to increasing knowledge of women and

---

<sup>31</sup>The JILDP implements a pilot Sida/UNDP initiative on HRBA in local development, according to which the HRBA is a key approach to be applied by the programme in each of its components throughout the programme cycle.

<sup>32</sup> Gender equality and women's empowerment as the key commitments of the programme partners -UNDP<sup>1</sup> and UN Women<sup>1</sup> - are the core elements of the programme.

vulnerable groups about the system of public service provision, understanding the functional hierarchy within the system and how it can be accessed and influenced.

### ***Purpose and principles of Human Rights Based Approach in Decentralization Reform and Local Development***

HRBA is an approach of mainstreaming the content of the international human rights treaties in development work, with a view to securing positive human rights outcomes in practice. The concept has been developed by practitioners on the basis of global development experience. HRBA means that: a) the end result shall be improvement of applicable human rights standards; b) access to improved human rights standards shall be ensured to everyone in compliance with the underlying human rights principles; c) improvement process shall be carried in compliance with the underlying human rights principles.

Operationalizing HRBA into the decentralization and local governance reform in the first place means focusing on the practical implementation of the following human rights principles: Participation, Non-discrimination, Transparency and Accountability in each component of the project. As outcomes, HRBA aims for increased human rights empowerment for people and communities, social inclusion for vulnerable or marginalized groups, and aims to ensure that, in development processes, equality of outcome and dignity for all are core results.

While applying HRBA, JILDP supports the Government in achieving of a more efficient, democratized governmental structure<sup>33</sup> as well as to secure human rights outcomes in the process of reform. There are a number of concrete results expected when applying HRBA in decentralization and local governance:

- Increased efficiency and improved targeting of service delivery to the most needed in society;
- The local governments and authorities will strengthen their capacities for transparent and accountable, non-discriminative governance;
- Development processes will contribute to equity;
- Empowerment of the poor and marginalized in the society (e.g. stronger voice of and increased access to public services by these categories of population);
- Increased political activeness of the poor and marginalized;
- Stronger civil society voice in claiming its rights and capacities for monitoring and following the implementation of political decisions.

### ***Gender Equality in Decentralization Reform and Local Development***

*Gender mainstreaming* is a globally accepted strategy “for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated”.

In the context of Decentralization Reform, mainstreaming involves ensuring that gender perspectives and attention to the goal of equality between women and men are central to all decentralization activities - strategy development, capacity development of central government, LPAs and communities, research, dialogue, legislation, resource allocation, as well as planning, implementation and monitoring.

*Women's empowerment* “concerns women gaining power and control over their own lives. It involves awareness-raising, building self-confidence, expansion of choices, increased access to and control over resources and actions to transform the structures and institutions which reinforce and perpetuate gender discrimination and inequality”<sup>34</sup>.

Applying this approach in the context of decentralization implies targeted actions aimed at increased representation of women in local government, including through, but not limited to: affirmative actions like

---

<sup>33</sup> National Development Strategy for 2008-2011, National law implemented December 2001.

<sup>34</sup> Office of the Special Adviser on Gender Issues and the Advancement of Women, United Nations (CH rev. August 2001).

quotas<sup>35</sup>, enabling women local residents to engage in participatory planning and budgeting, encouragement of elected officials to respond to the concerns of disadvantaged groups of women.

By applying gender mainstreaming and women's empowerment JILDП supports the Government in ensuring that the decentralization reform is equally responsive to the needs of men and women in line with the UN commitments and European values. The expected results of this are:

- Increased responsiveness of the local strategies and budgets to the needs of women in general and of the disadvantaged women experiencing multiple forms of discrimination in particular;
- Increased effectiveness of the local policies and governance based on improved statistics about local residents disaggregated by sex, age, disability, ethnic and other identities;
- Empowerment of the women in general and vulnerable women in particular at the local level (e.g. enabled women's voice and increased access to public services by these women at the local level);
- Increased commitment and capacities of the central government and LPAs to conduct gender responsive policy planning and budgeting to eliminate indirect sex-based discrimination as well as other forms of discrimination;
- Alignment and cross-fertilization of the Decentralization Strategy and the sectoral strategies with the National Programme on Gender Equality for 2010 – 2015 and national legislation on gender equality;
- Increased capacities of the women's groups and gender advocates to participate in realization of the decentralization reform and hold decision-makers accountable.

## **II.5. SUSTAINABILITY OF JILDП**

Further sustainability will be ensured through an adequate level of national ownership. The practice of wide involvement of the concerned national and local structures will be continued. Participation of local experts, specialists of local branches of relevant governmental agencies into regular consultations, meetings and implementation of concrete activities, in addition to the monitoring, will allow ensuring proper accountability for results to be achieved. Significant focus on capacity building for local partners will further ensure ownership for results and further continuation of activities and interventions piloted and tested. A particular importance has the creation of the Working Groups of the Parity Commission. It is essential that these groups -bringing together national and local government, as well as civil society experts- are functional, and a practice is created to regularly convene them. Experts will develop the confidence that their opinion and expertise matters and has an impact and the government will understand the WGs effectiveness.

The action is built taking into account previous experience of UN Women in social and economic inclusion of women in Moldova and the CIS region as well as experience of UNDP on JILDП and other program implementation.

One of the key objectives of this programme addresses strategic needs and priorities, identified by rural communities, including women themselves, with a special focus on improving access to social services (health, education, social protection, water, sewage, electricity). Such a complex approach to the needs of rural communities, especially women, will ensure addressing rural poverty in multiple fronts, leading to sustainability of efforts to reduce local poverty.

Successful local interventions show practical results (improved living conditions) to inhabitants, and they require continued application of methodologies and skills acquired by local authorities through JILDП. Also, the incentive to sustain community-led development practices is the combined track record of successful local development Programs benefiting women and men. All come to enjoy services: (improved maternal

---

<sup>35</sup> Article 4, paragraph 1, of the Convention on the Elimination of All Forms of Discrimination against Women, on temporary special measures ratified by the Republic of Moldova 1 July 1994.

home/health centers, established community based creches/kindergartens, improved/created youth development centers, community counselling to prevent and combat violence against women, etc), basic utilities (established or improved water supply systems, heating systems, waste water management), etc. Having accumulated experience and success in improving local living conditions during JILDP implementation, communities are expected to have a strong incentive to continue collaborating to prioritise development needs, strategise responses, initiate engagement with local authorities, mobilise resources and implement local development Programs.

JILDP will also provide incentives for local authorities to uphold the principles of democratic self-governance – in particular, guaranteeing participation of communities in decision-making processes – and to continue providing financial and technical support to community development Programs. By engaging communities in local development planning and decision-making, local authorities position themselves to be more responsive and accountable in addressing local needs. By assuming accountability for and being responsive to local development needs, local authorities gain credibility and the trust of local constituents - political capital to be applied during local elections.

Another incentive for the local authorities is ensuring the appropriateness and cost-effectiveness of local development initiatives, when communities are engaged in the planning and implementation of local development initiatives. Engaging local communities in development processes ensures that local government resources are spent efficiently, addressing only priority development challenges. Furthermore, cost-effectiveness is assured in those local communities, to the extent possible, implement local development Programs through voluntary participation in the local development processes.

JILDP will advocate an enabling environment for local economic development. Incentives to implement and sustain the recommended policy and legal framework will be to foster economic growth at local level and increasing, better distributed investment in Moldova.

A final incentive for local authorities to sustain their engagement with communities, as is induced and demonstrated by JILDP, is that adequate and reliable local infrastructure is a prerequisite for local economic development. With improved systems for water, gas and electricity supply, a municipality or rayon is much more likely to attract domestic or foreign investment. By sustaining their partnership with communities, local authorities can efficiently and effectively lay the groundwork for local economic development and investment.

At the central policy level, there is strong incentive to foster an enabling environment for local self-governance and development. Ensuring a conducive policy and legal framework will result in continued improvements in human development indicators, necessary for closer integration with the European Union.

To create an enabling environment for local self-governance and development, JILDP will advocate a degree of fiscal, political and administrative decentralisation. The incentive for implementing and sustaining such changes to Moldova's governance structures is to achieve harmonisation with European norms of democratic governance, as laid out in the Charter of Local Self Government of the Council of Europe. To integrate more closely with the EU and potentially pursue EU membership, Moldova will need to show that responsibility and accountability for the functions of government are transferred to the lowest institutional or social level that is capable (or potentially capable) of completing them.

The programme will be implemented in close consultations with relevant stakeholders, including the central and local governments, local partners. It will allow ensuring proper coordination, benefiting from mutual experience and expertise and jointly and more efficiently contributing to achievement of the overall goal.

## II.6. RISK AND MITIGATION MEASURES

Risks have been identified as part of the formulation process and captured in the risk log below. The Program Risk Log is maintained throughout the Programme implementation to capture potential risks to the Programme and associated measures to mitigate risk. The Programme Manager is the main role player who maintains and updates the Risk Log, and ensures that risks are identified, communicated, and managed effectively.

<b>Risk Log</b>		
<b>Description of risk</b>	<b>Type and Category</b>	<b>Risk management actions</b>
Political instability may affect the efficiency of the project implementation regarding the Policy Component, especially the advancement of the decentralization reform.	Political/Medium	The programme is designed as a flexible framework to be able to cope with possible challenges being able to quickly adjust and provide the best support for relevant counterparts. Moreover the programme is designed and envisaged to be implemented in a highly participatory manner engaging from the beginning all stakeholders.
Political instability leads to repeated elections, which in turn leads to postponing approval deadlines of official documents, blackout periods for public debates, etc	Political/Medium	The program will flexibly adapt its activities and focus on the studies and analysis part during those periods, working with people or departments that are not affected by the political instability.
Institutional changes in the Government structure (restructuring of the State Chancellery and delays of creation of appropriate structures responsible for the reform) and lack of knowledge and capacity.	Political/Medium	The programme is designed in such a way to support capacity development of relevant government structures (Parity Commission and its Working Groups and Parliamentary Commissions) to lead the reform, and to facilitate the creation and development of relevant institutions.
The Decentralization Strategy will lay out activities that require JILDPA's support in excess of the current budget.	Operational/High	The project team will have to re-think the program priorities and a) chose priority objectives for JILDPA support and b) reallocate resources towards the Policy component.
Impact of economic crisis is affecting the local budgets. This could lead to the budget capacity to effectively contribute towards meeting development needs of the local people. This implies for the ILDP that local contribution for development Programs will be limited and subject to the availability of cash within local authorities. This will in no	Economic/Medium	Program's core is directed towards assisting the LPAs in managing such situations in the current and possible future economic and social conditions and thus, the whole program strategy is directed towards building response capacity of LPAs as well as the Government in

Description of risk	Type and Category	Risk management actions
way affect the expected contributions of the local community members		<p>assisting the local authorities.</p> <p>JILPD through its support will assist the LPA to undertake close analysis of the local situation and take into account all external and internal factors in the development initiatives.</p>
Lack of capacity of the new government to mitigated through realistic timelines and expectations, and sequencing of reforms.	Political/Medium	<p>The project envisage an inception phase which will provide the opportunity to support the Government to elaborate, supported by broad participation of stakeholders, its own vision, strategy and action plan/road map which will clarify timelines and expectations, and sequencing of reforms. This effort will be combined with advice and training to create the necessary capacity to lead the process.</p>
Resistance of existing national and local elites towards the reform, as well as to ensure full participation of those who usually are excluded (such as poor, women, Roma, etc.)	Operational / Medium	<p>The project will ensure broad participation of CSOs, associations of LPA, as well as will support associations of excluded population to be fully engage in the process.</p>
Resistance of existing national and local elites to discuss and engage in essential reforms (functional/administrative, fiscal, territorial-administrative, property).	Political/High	<p>The program will support studies that will provide clear explanations about the impact of the reforms (political, fiscal, quality of services, people's satisfaction, etc) and promote public debates to garner public support for the reforms.</p>
High level of corruption could undermine reform efforts and gains	Political/Medium	<p>The project will support the government to ensure full transparency and accountability during the design and implementation of the reform. The project will support CSOs to monitor the implementation of reform</p>
Limited opportunities for people with very little free time (like those taking care of family members with disabilities) to take part in identifying priorities, planning, and budgeting for regional and local development.	Operational / Medium	<p>The project team will analyze carefully, before planning the process at the local level, to identify the most suitable time for meetings, interviews, round table discussions etc. to allow people with very little free time to fully participate in the process.</p>

Description of risk	Type and Category	Risk management actions
Lack of culture of participation	Operational / Medium	The project will use best practices and lessons learned to show tangible benefits for communities from other similar contexts, and will be working on changing the attitudes and behaviour of local councillors and staff towards citizens as well as will empower communities, CSOs and citizens to fully participate in all local development processes.
Low local capacities for delivery and financial operations.	Operational / Medium	The UNDP will address these risks by providing on-going training, coaching and mentoring to the sub-contracted organization
Environmental concerns are not taken into consideration in local initiatives	Environmental/Low	All support envisaged in JILDIP will be based on thorough analysis and recommendations taken into account environmental issues along with rights based and gender issues.
Activities may be delayed due to the regional context and potential tensions between the Chisinau and Tiraspol authorities	Operational / Medium	The Program team will ensure that the local administration is informed on an on-going basis about the aims and the activities planned, including inviting them to the events. All activities have to remain non-political Formalization of the participation of Transnistrian organizations should be kept to a minimum in order to avoid potential problems and non-contentious.
Different financial systems in the Transnistrian region may result in delayed disbursement and/or may cause additional Program costs for closer monitoring.	Operational / Low	The UNDP has on-going activities in the region and the system of operation is being established.

## II.7. TIMEFRAME AND PHASES OF THE PROGRAMME IMPLEMENTATION

Taking into consideration the complexity (challenges of the decentralization reform) and comprehensiveness of the program (multi-level, multi-sectoral, as well as the need to apply HRBA and GE approached, etc) the Program envisage an Inception Phase for the duration between three to six months.

During the Inception Phase, the Program is expected to fulfil the followings:

- 1) To support the Government to identify the best institutional arrangements to initiate, lead and facilitate Decentralization Reform in the country;
- 2) Support/Facilitate Nation wide consultations/debates on the Decentralization Reform;
- 3) To support the Government to elaborate a Vision, Strategy and an Action Plan/Road map for the realization of the Decentralization Reform;
- 4) Provide Training on Decentralization issues in a HR and GE manner for the decision makers at the national and local levels, and CSOs;
- 5) Necessary analysis (general or sectoral) will be undertaken in support of elaboration of the Strategy;
- 6) Methodology for the integration of HRBA and GE will be elaborated in detail;
- 7) The current Program document will be adjusted based on the Reform Strategy and Action Plan, as needed;
- 8) Based on the analysis, the output indicators and targets will be adjusted as needed.

These initiatives under the Inception phase would be undertaken in parallel with the implementation of the program's Outputs 2, 3, and 4.

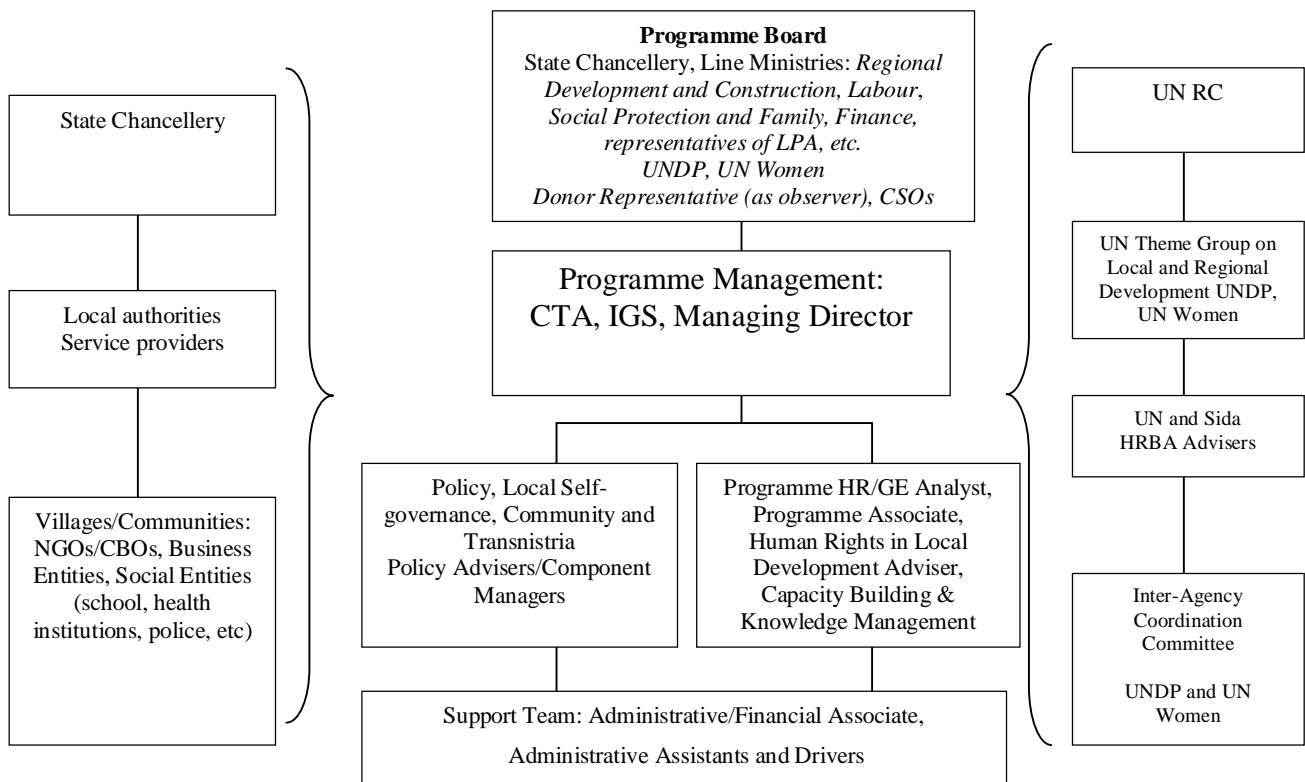
***The Inception Phase was completed successfully and all targets were reached. A revised Programme document has been prepared.***

### III. MANAGEMENT ARRANGEMENTS: ADMINISTRATION AND FINANCIAL MANAGEMENT

#### III.1 MANAGEMENT STRUCTURE

The Programme will be managed as a Joint Programme using the pass-through funding modality. It will be nationally executed, with the State Chancellery as the national implementing partner. Working together and in partnership with national implementing partners is a fundamental starting point for all UN priorities in Moldova, as elaborated in the UNDAF for Moldova.

Basic Structure of JILDLP Programme management



The Programme will be managed at the highest level by a Programme Board. The Programme Board shall have 12 members: UNDP, UN Women, General Secretary of the Government, Ministry of Finance, Ministry of Education, Ministry Labour, Social Protection and Family, Ministry of Regional Development and Construction, 2 representatives of LPA, one representative each from CALM and APA, and a donor representative (as an observer). The Programme Board will meet regularly, on a quarterly basis, during the course of the Programme. *Ad hoc* meetings of the Programme Board may be called when required, at the request of any two of its members at any time during Programme implementation. Formal minutes shall be prepared and adopted for each meeting of the Programme Board, detailing any proposals made and decisions taken. The CTA and Managing Director (MD) shall provide any necessary support to the Programme Board.

The Programme Board will be responsible for taking decisions on proposals and recommendations put before it by any of its members, or jointly by the participating agencies through the Inter-Agency

Coordination Committee. It shall discuss and decide upon specific Programme implementation issues, ensuring optimal transformation of activities into outputs through appropriate monitoring and evaluation actions pertaining to the relevance, performance, and progress towards each outcome, facilitating cooperation between relevant partners and stakeholders (public and private), and ensuring continuous and effective communication and coordination between the Programme and its beneficiaries. All requisite reports of the Programme shall be presented to the Programme Board for approval prior to submission to the donor(s). The Programme Board will also provide a forum for sharing the key results of the Programme, as well as discussing changes or challenges in the sector and proposing solutions. Participating agencies will share success stories, best practices, lessons learned, knowledge gained, and data collected during the Programme. In this way, cooperation and linkages between the donor(s), participating agencies, national implementing partners, and other stakeholders will be ensured.

An Inter-Agency Coordination Committee will provide recommendations and proposals to the Programme Board. It will comprise of representatives participating UN agencies and the donors. The main objective of the Inter-Agency Coordination Committee will be to facilitate effective implementation and coordination of the Program. That is, the Inter-Agency Coordination Committee will discuss and agree upon work plans and budgets as well as any substantive or financial issues pertaining to implementation of the Program overall or related to applicable internal rules and regulations of any of the participating agencies. The Inter-Agency Coordination Committee shall also prepare substantive presentations or reports, proposals for any necessary amendments to the Program Document or Budget, and any other necessary proposals or recommendations for consideration by the Programme Board. The Inter-Agency Coordination Committee shall meet on a quarterly basis, usually before the quarterly meeting of the Program Board. Additional *ad hoc* meetings may be called as required, upon the request of any participating agency. Formal minutes shall be prepared and adopted for each meeting of the Inter-Agency Coordination Committee, detailing any proposals made and decisions taken. The CTA and NPC shall provide any necessary support to the Inter-Agency Coordination Committee.

Programme Team: International Chief Technical Advisor/Programme Director will lead the JILDIP team during the entire programme period. The CTA is hired through international competitive selection based on the previous experience on Decentralization, Community empowerment/mobilization, program management and other related matters CTA is responsible to provide strategic guidance to the national team of JILDIP, liaise with the State Chancellery and other national and international partners. The CTA will be also responsible for providing substantial inputs to the work of all four components and will assist the State Chancellery in leading the Donors Group on Local Governance.

The International Gender Specialist (IGS) has the responsibility to ensure an effective management and synergy of the programme, efficient achievement of JILDIP programme goals and the objectives on gender equality and women rights. IGS will work in collaboration with all, the HR advisers and the UNDP project managers, the MD and CTA to support synergetic implementation of the programme with HRBA along with GE embedded.

Both bodies and day-to-day supervision of implementation will be supported by a Managing Director/Deputy Programme Director, contracted by UNDP. The Managing Director reports to the CTA. MD is responsible for facilitating coordination and other overall Programme activities, such as reporting, monitoring, evaluation, timely achievement of targets and programme outputs, and interaction with the partners. The Managing Director shall also provide logistical support to the Programme Board and Inter-Agency Coordination Committee, including preparation of agendas and minutes.

The Policy Component Manager, Local Governance Component Manager, Community Component Manager, Human Rights and Gender Equality Programme Analyst (UN Women), two Programme Associates, Human Rights in Local Development Adviser, Capacity Building & Knowledge Management

Adviser will be the programme core team. One programme administrative and finance associate, two administrative assistants and two drivers will comprise the support team.

The core group is also supported by two HRBA Advisors: one UN Human Rights Adviser and one HRBA Adviser, seconded by SIDA. The HRBA advisers have provided advisory support to the JILDLP team on effective HRBA mainstreaming into all components of the project, with emphasis on areas of more strategic importance, as well as inputs on specific HRBA activities, such as assistance with HRBA guidance and trainings for the JILDLP team and consultants.

The Human Rights and Local Development Advisor will be responsible for providing full support with particular emphasis on appropriate human rights based approach in local development issues, the implementation of programme activities at all levels. He/She will provide analytical feedback and advice on implementation and incorporation of HRBA principles and tools in the activities of JILDLP. The Advisor will work closely with UN and Sida Human Rights Advisors, as well as JILDLP Programme Analyst and Component Managers.

The Advisor on Capacity Building and Knowledge Network will be responsible for the implementation of activities related to capacity building of central and local governments to achieve decentralization and the development of knowledge on local governance, as well as coordinate the communication and advocacy activities related to this objective. These activities will be embedded in all components to facilitate the exchange of information, best practices sharing, establishing of partnerships, advice and support of in the promotion of national policies. This position is justified by the strong increase in responsibilities and activities in the policy component, as mandated by the implementation of the Decentralization Strategy.

Close cooperation between the UN and other donor agencies will help to avoid duplication, reduce transaction costs and maximize synergies. UNDP, UN Women and donors that will participate in the Programme will ensure that all necessary arrangements for co-ordination are made in a timely manner to ensure prompt implementation. This will include an inter-agency agreement between the two UN agencies, as well as concrete agreements between the UN and national partners for the implementation of the activities, management of funds, co-ordination and review of programme results.

### **III.2. FINANCIAL ARRANGEMENTS**

This Programme will utilize a pass-through funding modality. Under this option, the donor would transfer the funds to UNDP (pursuant to a letter agreement or memorandum of understanding). UNDP will serve as a participating agency and the administrative agent of this Programme to pass resources through to UN Women in accordance with the Budget. UNDP and UN Women will manage their own funds in accordance with its assigned responsibilities under the joint Programme Proposal and Budget, and as set forth in more detail in individual implementing contracts or memoranda of understanding. They shall also manage the funds in accordance with their individual organizational internal rules and regulations.

This Programme Proposal and the attached common Work Plan clearly indicate the activities to be supported by each participating agency. The indirect costs to be charged by each organization are reflected in the respective budgets (7% PSC). In addition to the 7% PSC, direct services will be charged as per the standard schedule (included in each transaction). All UN development activities in Moldova are tax-exempt. Programmatic and financial accountability will rest with each participating agency responsible for managing respective parts of this joint Programme.

Any funds remaining at the disposal of the participating agencies after the financial closure of the Programme will be returned to UNDP, acting as the administrative agent. The administrative agent, in turn, will return to the Donor any programmatic funds remaining in the joint Programme account after its financial closure or will utilise such funds in a manner agreed upon between the administrative agent and the Donor, with the approval of the Programme Board.

### **III.3. FINANCIAL REPORTING**

To ensure proper and timely financial reporting, each participating agency shall prepare financial reports in accordance with its internal financial rules and regulations and operational policy guidance. To the extent possible, reporting formats will be harmonized. Participating agencies shall present their reports to the Inter-Agency Coordination Committee for review, discussion, and harmonization. Thereafter, they shall be submitted to the Programme Board for approval. Once approved, the Managing Director will prepare a consolidated financial report consisting of the reports submitted by each participating agency and will submit this to the donor(s) in accordance with the provisions established in the letter agreement or memoranda of understanding between UNDP and the donor(s).

### **III.4. SUBSTANTIVE REPORTING**

UNDP shall submit, on behalf of all the participating agencies, an annual progress report for each year of implementation of the Programme, and a final report after the conclusion of the Programme. Substantive reports will detail the activities, achievements, and results of the Programme to date, as well as highlight major activities planned in the coming year. Each participating agency shall contribute, on a quarterly basis, substantive material for progress reports and shall apply a common reporting format for their submissions based on key principles such as results-based annual reporting. The participating agencies shall present their quarterly substantive reports to the Inter-Agency Coordination Committee for review, discussion, and harmonization. Thereafter, they shall be submitted to the Programme Board for approval. Annually, the Managing Director will prepare a consolidated substantive report based upon the earlier approved quarterly submissions. The consolidated annual progress report will be reviewed by the Inter-Agency Coordination Committee, approved by the Programme Board, and then formally submitted to the donor(s).

Each participating agency shall further follow its own internal rules, regulations, and practices vis-à-vis substantive reporting

### **III.5. MONITORING AND EVALUATION**

Monitoring and evaluation will follow the UNDP and UN Women agreed guidelines on Monitoring and Evaluating for Results.

The Monitoring and Evaluation Plan (M&E Plan) will be adjusted as per requirements of UNDP, UN Women and the Government. Its main goals will be to ensure continuous feedback on implementation, early identification of potential problems to facilitate timely adjustments to Programme operation, and implementation in accordance with the overall strategic plan for the Programme. The M&E Plan will contribute to ensuring regular reporting to donor(s) on the effective use of all funding.

Gender mainstreaming has been taken into account in designing and formulating this Programme, and it will continue to be an important factor in planning, monitoring, and evaluating activities and operational strategies.

The Programme's M&E Plan will be a tool for planning and managing the collection of data and performance of activities, as well as for analyzing and reporting on the same. The M&E Plan will be a

flexible document, which can be changed with a full understanding of the reasons for any necessary deviations. Monitoring, having its emphasis on systematic assessment at the Programme level, provides the basis for making decisions and taking actions, and it is indispensable in providing information and data for evaluations. This process is based on data collection, and it is essential that such data and information is accumulated in an organized, planned, and routine way in accordance with the M&E Plan.

Monitoring within the Programme is of particular importance since it feeds the future evaluation with information and data on effectiveness (contribution of the Programme to achieving national priority goals, enhancing ownership, and developing national capacity), efficiency (impact on reducing transactional costs of the Government and participating agencies, influence of participating agencies on the pace of implementation), coherence (degree of progress towards common goals, degree of application of crosscutting strategies, such as human rights-based approach, capacity development, gender mainstreaming), and management and coordination (appropriateness of delineated responsibilities and coordination functions, effects of coordination or lack of coordination on the Program).

Collection of data and information is disaggregated by sex, age, region and, where relevant, other grounds, to the extent possible will be an on-going process and will be integrated into the activities of the participating agencies, with coordination support provided by the Managing Director. Details of the process, including actions, tasks, and responsibilities, will be described in the M&E Plan. In general, it should include financial monitoring and monitoring of inputs and activities. Quarterly financial reports will be prepared, including reporting on both financial expenditures and major deviations from the budget.

The participating agencies agree to assume responsibility for performing joint monitoring of activities under the Programme. The results of monitoring activities will be presented on a quarterly basis to the Programme Board. The Programme Board will meet on a quarterly basis to review progress on the Programme, and more often, as requested by any two members. Members will provide regular feedback on implementation of the Program and propose any necessary corrective actions to resolve problems, ensure accountability, and make recommendations on how to improve the quality and impact of current and future interventions.

The Program will be subject to an Annual Review within the framework of the UNDAF Annual Review process and in accordance with UN standards and the UNDAF monitoring and evaluation plan. For the Annual Review process, participating agencies will be responsible for preparing substantive annual reports on their respective activities.

While monitoring is routine and ongoing, evaluation is an in-depth study, taking place at specific points in the life of the Program. The Program will be subject to a final evaluation, resulting in a final evaluation report. This shall include an overall assessment of the Programme, achieved with joint input from all the participating agencies and national implementing partners, as well as recommendations for future interventions in the sustainable local development and local governance fields to build upon the results of the Program in Moldova. More specifically, the final evaluation report will have the following major purposes:

- To provide information to the various stakeholders on the extent to which Program goals were achieved and their appropriateness in light of experience;
- To assess the impact of the Program on the direct and indirect beneficiaries from human rights and gender perspective in Moldova as a whole;
- To extract lessons learned and best practices, as well as to identify challenges and obstacles, to inform future development Programs;

- To provide the Program's partners, stakeholders, and donor(s) with information and analysis to learn from past experience, improve service delivery, plan and allocate resources, and demonstrate results as part of accountability.

A more detailed description of evaluation process will be presented in the M&E Plan. The general concept is summarized as follows: As a basis for a Final Programme Report, an end-of-Programme evaluation shall be performed focusing on to what extent the Programme i) has been implemented effectively, ii) reached the intended outcomes, iii) has been cost effective, and iv) provided sustainable benefits and services.

#### **IV. LEGAL CONTEXT**

This Programme document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of the Republic of Moldova and the United Nations Development Programme, signed by the parties on October 2, 1992. The host country executing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the government cooperating agency described in that Agreement.

The following types of revisions may be made to this Programme document with the signature of the UNDP Resident Representative only; provided that he/she is assured that the signatories of the Programme Document have no objections to the proposed changes:

- a) Revisions in, or addition of, any of the annexes to the Programme document
- b) Revisions which do not involve significant changes in the results of the Programme, but are caused by the re-arrangement of inputs already agreed to or by increases in costs due to inflation, and
- c) Mandatory annual revisions which re-phase the delivery of agreed inputs, increase experts cost and other costs due to inflation, or take into account expenditure flexibility.

## V. ANNEXES

### V.1. Resource and Results Framework

#### **Intended United Nations Development Assistance Framework for Moldova Outcome:**

*By 2011, vulnerable groups in poor rural and urban areas take advantage of sustainable socio-economic development opportunities through adequate regional and local policies implemented by LPA and partners.*

#### **2007-2011 UNDP Moldova Country Programme Outcomes:**

*3.1. LPAs operate in a more effective and transparent manner*

*3.3. Empowered communities and CSOs participate in local development planning, implementation and monitoring in a gender sensitive manner*

#### **2008– 2013 UN WOMEN Strategic Plan Outcomes:**

*O2. Increase in the number of Constitutions, legal frameworks and policies that promote and protect women's human rights (DRF 21)*

*O5. Gender equality experts, advocates and their organizations or networks effectively advance the implementation of gender equality dimensions in national laws, policies and strategies (DRF51)*

*O6. Women who are subject to exclusion and/or discrimination (HIV positive women, women informal sector workers, migrant women, indigenous women, women survivors of sexual and gender-based violence in conflict situations, women with disabilities, etc.) have increased resources, capacities and voice to ensure that their priorities are included in relevant national policies, programmes and budgets (DRF63)*

*O7. Key policy, service delivery and media institutions create enabling institutional environments to promote and protect women's human rights in line with global, regional and national agreements (DRF71)*

The overall expected outcome of the Integrated Local Development Programme (ILDP) is to create **1) at policy level an enabling environment in Moldova for democratic local governance and community-led development through a facilitative policy, legal framework and institutionalised participatory, accountable, equitable local governance practices and capacities; and 2) at community level self-sustaining processes of social, economic and environmental development**

#### **Immediate objectives:**

- *To assist the Government of the Republic of Moldova to upgrade national legal, policy and advisory frameworks to support sustainable processes of development at sub-national level with increased HR and GE outcomes.*
- *To support capacity development of local authorities for rights based gender responsive participatory planning, budgeting, implementation, monitoring and evaluation of development initiatives*
- *To empower rural communities and CSOs in target rayons to actively participate in local development planning, implementation and monitoring and have better access to improved service delivery and community infrastructure*
- *Communities of Transnistria and of Security Zone are equally benefiting from the improved service delivery and community infrastructure through their active participation in local development initiatives*

#### **Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets.**

- § Level of absolute and extreme poverty (in the republic at large, in rural areas, in towns, in cities)  
*Baselines (2004: in the republic at large – 26,5% and 14,7%; in rural areas – 31.2% and 18.0%, in towns – 34.9% and 17.5%, in cities – 6.9% and 2.9% (National Bureau of Statistics based on Household Budget Survey); Target: 18% (2015)*
- § Gini Coefficient, based on consumption, (relative)  
*Baseline: Gini Coefficient, based on consumption, per one inhabitant (relative) – 0.361 (National Bureau of Statistics based on Household Budget Survey)  
Target: 0.33*
- § % of the local budgets income growth (without grants and remittances from the state budget)  
*Baseline 2005 - 26.7% (2004-2005 MoF)  
Target: 25.7%*
- § % of population that report satisfaction of services provided by LPA  
*Baseline: Satisfaction indicator of +0.26 (options to choose within the range of -1 and +1) (2008)  
Target: +0.40*
- § Number of public consultations including meetings at local level with the participation of public associations/NGOs/CSOs, protecting the rights of children, youth, women, PLWHA etc.), within the framework of the local budgets planning procedure  
*Baseline: In 2003-2005, 147 (on budget and local development) (LPA reports, NGO Survey)  
Target: Increased numbers of meetings/ consultations*
- § % of NGOs, which participate in local development planning.  
*Baseline 2006 - 15.7 % of NGOs participated in local development planning  
Target: 50%*
- § % of NGOs providing services at the local level  
*Baseline 2006 - 7,2% of NGOs provided services at the local level  
Target: Increased number of NGOs providing services at the local level (15%).*

**Applicable MYFF Service Line: 2.6. Decentralization, local governance and urban, rural development**

**Partnership Strategy**

A participatory approach, taking into account HR and GE approaches will be used in the implementation of this Program. Experts from relevant sector ministries and departments, private companies, NGOs, the academia, local communities and key actors from the donor community will be involved at both the design and implementation phases. Such an approach will provide the basis for reaching consensus amongst all stakeholders and mobilizing all social efforts and available resources to foster the proper implementation of actions envisaged and hence the mitigation of development gaps. Special attention will be given to implementing the Partnership Principle and HR and GE approaches in the formulation of fiscal decentralisation, local/regional policies, objectives setting and prioritising and to promoting public-private partnerships in the implementation work.

Close cooperation between the UNDP and UN WOMEN Moldova and donors Agencies, in the framework of the Local and Regional Donor’s Group, led by the Government, will maximize synergies, ensure coordination, as well as reduce transaction costs and avoid duplication. UNDP, UN WOMEN and donors that will participate in the Program will ensure that all necessary arrangements for co-ordination are made in a timely and gender sensitive manner to ensure prompt and effective implementation. This will include an agreement on the division of responsibilities among agencies active in this sector and national partners for the implementation of the activities management of funds, co-ordination and review of Program results through HR and GE approach.

To provide overall direction and take decisions on specific aspects of Program implementation a Programme Board will be created, led by the Government and involving senior personnel of all signatories to the Program document with similar level of decision-making authority. It will also include representatives of key ministries, donors and other institutions and associations.

At the community level, the Program’s key partners are foremost the poorest communities of the selected region. Other stakeholders include the District Councils and communes, the Regional Development Council and Agency where the Program will be implemented. The stakeholders of the region represent the primary partners for the proposed initiative due to the heavy emphasis on community mobilization and participatory processes involved in all activities.

**Program title and ID (ATLAS Award ID): *Joint Integrated Local Development Programme***

Intended Outputs	Output Targets for (years)	Indicative Activities	Responsible parties	Inputs
<p><b>1. National legal, policy and advisory frameworks to support decentralization and sustainable processes of development at sub-national level with increased HR &amp; GE outcomes developed.</b></p> <p>Indicators:                      1. Institutional framework to lead the decentralization reform established and functional;                      2. # of training events provided to Government officials, LPA, CSOs on decentralization and HR &amp; GE based approaches.                      3. Decentralization Strategy and Action Plan designed and widely consulted ;                      4. # of debates and consultations on decentralization organized for different groups of stakeholders, including vulnerable groups;                      5. # of studies on decentralization aspects deriving from the Decentralization Strategy, including HR and Gender dimensions                      6. # of policy recommendations for improvement of the policy framework for decentralization;                      7. # of proposals for amendment of the legal framework submitted to the Government                      8. Knowledge Network (KN) established and functional                      9. Training modules in local governance and development including HR and GE dimensions designed and proposed to be part of Curricula at APA                      10. Communication and awareness raising strategy on human rights and gender responsive decentralization</p>	<p><b>2010:</b>                      -Parity Commission and its WGs established and functional                      -2 training events on decentralization, including 1 integrating HR &amp; GE approach                      -Vision, strategy and action plan drafted;                      - 6 public consultations organized                      - 5 studies: a) Study on Administrative and Financial Decentralization ; b) Study of the Territorial Administrative Structure for an efficient decentralisation; c) Assessment of deconcentrated public services – under Comp II                      d) National study on LPA administrative capacity– under Comp II; e) Vulnerability Study                      - Analytical report on gaps, inconsistencies and proposals for improvement of the legal framework for decentralization elaborated                      - Event organized to assess capacity building needs at APA                      10 awareness and communication events organized</p>	<p><b>1.1 Develop capacity of the Government (State Chancellery and line ministries), and relevant Parliamentary Commissions for analysis, policy formulation, coordination, implementation, monitoring and evaluation</b> in the area of local government reform with specific focus on decentralization                      a) Government’s (State Chancellery, line ministries) capacity strengthened to lead sectoral policy coordination in the process of decentralization reform (finances, education, social assistance, health etc)                      b) Capacity developed among public officials from relevant central institutions for data collection and analysis, policy formulation, implementation, M&amp;E based on HRBA and GE principles                      - Capacity of the Government (State Chancellery) to formulate, implement and monitor the decentralization reform strengthened                      - National and sectoral statistical data on local finance, local services and vulnerable groups improved                      - Public servants trained in monitoring and impact assessment methodology for participatory governance and sustainable development.                      c) Support the Government to lead donors’ coordination for decentralization and local governance</p>	<p>State Chancellery                      Parliamentary Commissions                      LG                      MoE                      MoF                      PIT                      PB                      CU</p>	<p>International consultancy                      International travel costs                      Local consultancy                      Local travel costs                      Room + equipment for training, workshops, forum, conference (rent)                      Contractual Services                      Meeting costs                      Printing costs                      Sundries</p>
	<p><b>2011:</b>                      -4 training events on decentralization, including 3 integrating HR &amp; GE</p>	<p><b>1.2 Provide policy advice, analysis, research and support for elaboration of policies and improvement of legislation in the area of local democratic</b></p>	<p>State Chancellery                      Parliamentary Commissions</p>	<p>International consultancy                      International travel costs                      Local consultancy</p>

<p>reform designed</p> <p>11. # of awareness raising and advocacy events on HR and gender responsive decentralization reform</p> <p>Baseline:</p> <p>1. Institutional framework is not established. No/or very limited capacity</p> <p>2. No training provided to Government officials, LPA, CSOs on decentralization; No training on HRBA and GM provided. No HRBA and GE in Decentralization and Local Development methodology available; No disaggregated statistical data on HR&amp;GE</p> <p>3. No vision, strategy and action plan/road map towards the reform;</p> <p>4. No debates on decentralization organized in the past 3 years for different groups of stakeholders, including vulnerable groups;</p> <p>5. No studies and analysis enabling the decentralization reform.</p> <p>6. Policy framework is not adequate for the decentralization reform.</p> <p>7. Legislation on LPA doesn't include the HR and GE perspectives. New law on Local Public Finance doesn't ensure the legal framework for decentralization.</p> <p>8. No networking on local governance and development involving Central Government, LPAs, AAP, CSOs. Little attention paid to knowledge management, extracting best practices and lessons learnt. Actions undertaken are sporadic and not facilitated professionally.</p> <p>9. # of trainings provided to Governmental officials, LPAs, CSOs on decentralization. No curricula in APA on decentralization issues including HR and GE dimensions.</p> <p>10. No communication strategy for the decentralization reform</p> <p>11. # of awareness raising and advocacy events on HR and gender responsive decentralization reform# of awareness raising and advocacy events on HR and gender responsive decentralization reform</p> <p>Target:</p> <p>1. Institutional framework to lead, coordinate and monitor the decentralization reform established</p> <p>2. 10 training events provided to Government officials, LPA, CSOs on decentralization, 6 of which include HR and gender-based decentralization and local development. HRBA and GE in Decentralization and Local Development methodology available.</p> <p>3. Vision, strategy and action plan/road map towards the reform approved;</p> <p>4. 16 debates and consultations on decentralization organized for different groups of stakeholders, including vulnerable groups</p> <p>5. Legislation amended, including from HRBA and GE perspectives, law on Local Public Finance drafted and</p>	<p>approach</p> <p>- Strategy widely consulted and submitted to the Parity Commission for approval ; 10 public debates/consultations organized</p> <p>- 2 studies/recommendations ( Min of Finance, Min of Economy),</p> <p>- policy impact assessment conducted - subject to approval of the Decentralization Strategy)</p> <p>- Consultations held and mechanism for establishing KN elaborated</p> <p>- Mapping of existing courses in APA on decentralization including HR &amp; GE dimensions. Adjustment of training modules in line with HR&amp;GE aspects in decentralization reform needs.</p> <p>- Communication and awareness raising strategy designed and launched</p> <p>- 15 awareness raising and communication events organized</p> <p><b>2012:</b></p> <p>- 4 training events on decentralization, including 2 integrating HR&amp;GE approach</p> <p>- 5 studies/recommendations on sectoral decentralization (tbc)</p> <p>- Sectoral Action Plans for Decentralization designed (ex.: Education, Health, Social Assistance etc. ; 2 policy impact assessment conducted - subject to approval of the Decentralization Strategy); Draft Law on Public Finances prepared and submitted to the Government</p> <p>- KN established and 3 events organized with the participation of main stakeholders.</p> <p>- Training modules launched at APA</p> <p>- 15 awareness raising and communication events organized</p>	<p><b>governance, decentralization and local development</b></p> <p>a) Provide support to the State Chancellery, Parliament Commissions, and other line Ministries to define and elaborate the vision, strategy and the road map/action plan for decentralisation through HR&amp;GE approach with wide participation of all stakeholders.</p> <p>b) Carry out general and sectoral assessments in support to the design and implementation of the decentralisation strategy through use of HRBA&amp; GE principles and vulnerability taxonomy</p> <p>c) Based on the strategy and assessments provide policy recommendations to improve the policy and legal framework for the decentralization reform</p> <p><b>1.3 Support information sharing, knowledge management and capacity building on decentralization, local/regional development, and HR and gender responsive local policies among all partners</b> (Government, line Ministries, local authorities, experts, etc)</p> <p>a) Knowledge Network (KN) established as knowledge management, information sharing and partnership building tool</p> <p>b) APA assisted to design and includes training on HR and gender responsive decentralization and accountable and participatory local leadership (skills such as negotiation, consensus building, shared decision-making, conflict management, and participatory approaches).</p> <p>c) Assist coordination and coherence in approaches to community development by all partners. Support creation of local development network and meetings between national NGOs, UN agencies, concerned ministries and institutions to sustain it.</p> <p><b>1.4. Awareness and communication</b></p> <p>a) Assist the Government to elaborate awareness and communication strategy in support to the implementation of the decentralization reform</p> <p>b) Support the implementation of the awareness and communication strategy addressed to government and the public at large, including a strong focus on vulnerable groups, HRBA and GE:</p> <p>- Design awareness raising activities on decentralization and HR/GE for public sector representatives, including high-level governmental officials, members of the Parliament and representatives of political parties ;</p> <p>- Support forums for national/regional/local government/authorities to meet with civil society, private sector et al with a view to discuss, define and agree on actions to integrate HRBA and gender responsiveness in national and local policies</p>	<p>LG MoE MoF PIT PB CU</p> <p>Government (State Chancellery) Parliamentary Commissions Donors Line Ministries LG</p> <p>Government (State Chancellery) Parliamentary Commissions Line Ministries LG PIT</p>	<p>Local travel costs Room + equipment for training, workshops, forum, conference (rent) Meeting costs Printing costs Sundries</p> <p>International consultancy International travel costs Local consultancy Local travel costs Room + equipment for training, workshops, forum, conference (rent) Meeting costs Printing costs Sundries</p>
---	---	---	--	--

<p>submitted to the Government.</p> <p>6. Knowledge Network (KN) established and functional</p> <p>7. Training modules on decentralization elaborated for the Curricula at APA, including HRBA and GM into local governance</p> <p>8. Communication and awareness raising strategy on human rights and gender responsive decentralization reform designed</p> <p>9. Annual awareness raising and advocacy campaigns on human rights and gender responsive decentralization reform conducted.</p>				
				<p><b>Subtotal: 3,055,674.00USD</b></p>

Intended Outputs	Output Targets for (years)	Indicative Activities	Responsible parties	Inputs
<p><b>2 Capacities of LPAs in the target regions improved to plan, implement, and monitor local development plans in a participatory, rights based, and gender responsive manner.</b></p> <p>Target districts and towns, selected based on the following criteria:</p> <ul style="list-style-type: none"> <li>- SADI indicator</li> <li>- Degree of vulnerability diversities</li> <li>- LPA administrative capacity</li> <li>- Degree of LPA transparency and citizens' involvement and a set of agreed principles.</li> </ul> <p><b>Indicators:</b></p> <ol style="list-style-type: none"> <li>1. #towns with approved HR and gender responsive Social and Economic Development Strategies</li> <li>2. # public debates involving # of stakeholders by types (local institutions, SCOs, private sector, general population (50% women and 20% vulnerable groups) involved</li> <li>3. # of initiatives from Social and Economic Development Strategies implemented</li> <li>4. LPA Capacity Assessment Methodology elaborated with JILDLP support</li> <li>5. # of districts and # towns with Capacity development strategies approved</li> <li>6. # of training organized involving a # of LPA representatives trained in the areas relevant for the decentralization reform</li> <li>7. # of training and # of persons trained from LPA and other stakeholders (CSOs, private sectors, vulnerable groups) in local public services management</li> <li>8. # of IMC programs implemented</li> <li>9. Association of LPA fully functional</li> </ol> <p><b>Baseline:</b></p> <ol style="list-style-type: none"> <li>1. 0 towns have Social and Economic Development Strategies based on HR and gender impact analysis</li> <li>2. 0 public debates involving 0 stakeholders by types (local institutions, SCOs, private sector, general population (50% women and 20% vulnerable groups) involved</li> <li>3. 0 initiatives from Social and Economic Development Strategies implemented</li> <li>4. Lack of LPA Capacity Assessment Methodology</li> </ol>	<p><b>2010</b></p> <p>Mechanism for the selection of JILDLP target districts and towns elaborated and approved by Programme Board</p> <p>LPA Capacity assessment methodology incorporating HRBA &amp; GE elaborated and piloted in 78 LPAs (district councils, towns and rural communities)</p> <p>10 district councils and 10 towns with Capacity assessment reports and Capacity development plans approved</p> <p>10 district councils and 10 towns supported in the improvement of their capacities through 'soft interventions'</p> <p>10 training programs for LPAs representatives on HRBA, GE and vulnerability organized in 10 districts for the 78 LPAs involved in the capacity improvement initiative</p> <p>Institutional support to improve the operations of the Congress of Local Public Authorities offered; capacity building activities provided to CALM Board members</p> <p><b>2011</b></p> <p>Social and Economic Development strategies elaborated in 10 towns</p> <p>20 participatory public debates involving 600 of stakeholders, including 50% of women and 20% of vulnerable, participated in the public debates</p> <p>5 initiatives from Social and Economic Development Strategies initiated</p> <p>LPA Capacity Assessment Methodology elaborated</p> <p>10 districts and 10 towns with Capacity development strategies approved</p> <p>10 training involving 200 public servants trained in the areas relevant for the decentralization reform</p>	<p><b>2.1 Social and Economic Development Strategies of 10 target towns developed and implemented in a gender and human rights sensitive and participatory manner:</b></p> <ol style="list-style-type: none"> <li>a) Analysis, Formulation and Approval of the Socio-Economic Strategy done in a participatory and gender sensitive manner, with attention to vulnerable groups</li> <li>b) Monitoring and Evaluation of Socio-Economic Strategies' implementation is done in a participatory , gender and human rights sensitive manner</li> <li>c) Support to the implementation of the Socio-Economic Strategy in 10 towns through initiatives that are in line with the decentralization strategy and reform in general</li> </ol> <p><b>2.2 Capacity of 10 target districts' and towns developed for HR and gender responsive planning, performance budgeting and financial management, monitoring and evaluation:</b></p> <ol style="list-style-type: none"> <li>a) Assessment of current capacities, covering planning and decision-making, monitoring and evaluation, performance budgeting and financial management systems and procedures including HRBA and gender perspectives</li> <li>b) Capacity development strategies for target districts and towns elaborated and implemented taking into account HRBA and GE (based on capacity assessment of selected district and town officials)</li> <li>c) Elaborate human rights and gender sensitive training modules and provide training for LPA officials in the areas relevant for the decentralization reform: planning and decision-making, performance and gender budgeting, public participation, transparency, better access to public services, monitoring and evaluation, etc.</li> </ol>	<p>LG State Chancellor y MoEC MoF PIT PB</p> <p>LG State Chancellor y MoEC MoF PIT PB</p>	<p>International consultancy Mission costs Local consultancy Room + equipment for training Meeting costs Printing costs Dissemination costs Contractual services Sundries</p> <p>International consultancy International consultancy Mission costs Local consultancy Room + equipment for training Meeting costs Printing costs Dissemination costs Contractual services Sundries</p>

<p>5. 0 rayons and 0 towns with Capacity development strategies approved  6. 0 training organized involving 0 LPA representatives trained in the areas relevant for the decentralization reform  7. 0 training and 0 persons trained from LPA and other stakeholders (CSOs, private sectors, vulnerable groups) in local public services management  8. 0 IMC programs implemented  9. The newly-created LPA Association lacks institutional, functional and organizational capacity</p> <p><b>Target:</b>  1. 10 towns with approved HR and gender responsive Social and Economic Development Strategies  2. 20 participatory public debates involving 600 stakeholders by types (local institutions, SCOs, private sector, general population (50% women and 20% vulnerable groups) involved  3. 10 initiatives from Social and Economic Development Strategies implemented  4. LPA Capacity Assessment Methodology elaborated  5. 10 districts and 10 towns with Capacity development strategies approved  6. 30 training organized involving 600 public servants trained in the areas relevant for the decentralization reform  7. 20 training and 200 persons trained from LPA and other stakeholders (CSOs, private sectors, vulnerable groups) in local public services management  8. 10 IMC projects implemented  9. One functional association of LPAs</p>	<p>5 training and 50 persons trained from LPA and other stakeholders (CSOs, private sectors, vulnerable groups) in local public services management</p> <p>2 IMC projects initiated in the target districts</p> <p>Association of LPAs supported in the development of its strategic planning platform and institutional support granted</p> <p><b>2012</b>  10 initiatives from Social and Economic Development Strategies fully implemented</p> <p>20 training involving 400 public servants trained for HR and gender responsive planning, performance budgeting and financial management, monitoring and evaluation organized</p> <p>15 training and 150 persons trained from LPA and other stakeholders (CSOs, private sectors, vulnerable groups) in local public services management</p> <p>2 IMC projects initiated in the target districts</p> <p>10 IMC projects fully implemented in the target districts</p> <p>Association of LPAs created a basis for sustainable functioning as per strategic priorities</p>	<p><b>2.3 Support for improvement of local public service and utilities management through inter-municipal cooperation (IMC) and provide access of most vulnerable to services and utilities</b></p> <p>a) Capacity assessment of the management of local public services (social assistance, health, education etc.) and utilities (water, energy, heating supply etc.) including HR and gender responsiveness</p> <p>b) Assessment and adjustment, including from HRBA and GE perspectives, of the legal framework for IMC implementation; awareness raising campaign among LPA</p> <p>c) Elaboration and implementation of an 'intervention package', a capacity development strategy and provision of training and TA for efficient local public services and utilities management with focus on IMC in a gender and human rights sensitive manner</p> <p>d) Support for the improvement of the management of selected local public services and utilities through IMC taking into consideration gender and human rights approach.</p> <p><b>2.4 Support for Associations of Mayors</b></p> <p>a) Provide institutional support to the existing Congress of Local Authorities</p> <p>b) Provide support in strengthening the capacity of CALM and to the Group of women mayors, members of CALM</p>	<p>LG  State  Chancellor  y  ALPA  PIT  PB</p> <p>LG  State  Chancellor  y  NGOs  PIT  PB</p>	<p>International consultancy/GA  Mission costs  Local consultancy  Room + equipment for training  Meeting costs  Printing costs  Dissemination costs  Contractual services  Sundries</p> <p>Local consultancy  Contractual services  Travel  Sundries  Equipment  Furniture</p>
				<b>Subtotal: 6,500,243.00 USD</b>

Intended Outputs	Output Targets for (years)	Indicative Activities	Responsible parties	Inputs
<p><b>3. Rural communities and CSOs are empowered to actively participate in planning, implementation and monitoring of local development initiatives in a rights based, gender sensitive manner as well as local actors are able to deliver services and upgrade the basic infrastructure</b></p> <p>Target communities, selected based on the following criteria:</p> <ul style="list-style-type: none"> <li>- SADI indicator</li> <li>- the degree of vulnerability diversities LPA administrative capacity</li> <li>- the degree of LPA transparency and citizens' involvement</li> </ul> <p><b>Indicators:</b></p> <p>1. # of communities mobilized with Community Action Plans approved</p> <p>2. #of public debates and # of stakeholders by types (local institutions, CSOs, private sector, general population (50% women and 20% vulnerable groups)</p> <p>3 # of training provided to LPAs to # of stakeholders by types: CSOs, private sectors, 50% women and 20% vulnerable groups)</p> <p>4. #of LPAs with improved coverage and targeting the population, including women and vulnerable with the selected services delivery</p> <p>5. # of HR and gender sensitive local programmes implemented</p>	<p><b>2010</b></p> <p>Mechanism for the selection of JILDP target districts and towns elaborated and approved by Programme Board</p> <p>Methodology for selecting target rural communities, including communities from Transnistria Region and Security Zone, developed and approved by the JILDP Board</p> <p>Capacity development modules on development needs, response strategies, planning, budgeting, resource mobilization elaborated</p> <p>24 representatives of NGOs, local consultants, JILDP staff trained in sustainable local development planning, implementing and monitoring, and the basics of HRBA &amp; GE</p> <p>58 rural communities with Capacity assessment reports and Capacity development plans approved and 'soft interventions' implemented</p> <p>Disaster risk reduction plans elaborated in 5 rural communities affected by floods, as part of capacity improvement initiative</p> <p>Community Mobilization and Participatory Monitoring and Evaluation Guide elaborated</p>	<p><b>3.1 Target communities mobilized for community-led gender and human rights based development</b></p> <p>a) Conduct train-the-trainers courses for facilitators for community-led HR and gender-based development and planning processes, including for Transnistrian region of Moldova</p> <p>b) Conduct rights based and gender sensitive analysis of the communities to identify the vulnerable groups, their needs and problems;</p> <p>c) Organise community meetings to sensitize communities on community-led development processes and success stories of other communities. Special attention will be paid to human rights and gender equality, and other issues identified as a result of the above analysis. Support the creation of Action Groups at the local level, ensuring representative membership of community members, with focus on vulnerable groups.</p> <p>d) Support the development of some 60 Community Development Strategies and Action Plans (CAPs) in target areas, in cooperation with local community groups, women's associations, civil society, and local authorities, aimed at strengthening capacities to identify and address obstacles to improving human security issues.</p> <p>e) Support some Community Organizations or community information/support centres. Provide basic equipment and library for community information/support centres, taking into consideration needs of women and vulnerable groups.</p>	<p>LG State Chancellery NGOs PIT PB</p>	<p>Local consultancy Room + equipment for training Meeting costs Printing costs Books purchasing costs Dissemination costs Sundries Equipment Furniture</p>
<p><b>Baseline:</b></p> <p>1. 0 communities mobilized with Community Action Plans approved</p> <p>2. 0 public debates and 0 stakeholders by types (local institutions, CSOs, private sector, general population (50% women and 20% vulnerable groups)</p> <p>3. 0 training provided to LPAs to 0</p>	<p><b>2011</b></p> <p>60 communities mobilized/action plans elaborated and approved</p> <p>120 debates and 1800 stakeholders by types (local institutions, CSOs, private sector, general population (50% women and 20% vulnerable groups)</p>	<p><b>3.2 Community actors developed their capacities for inclusive gender and human rights sensitive local development</b></p> <p>a) Elaborate capacity development guides and training modules as follows on: community mobilization, empowerment, identification of development needs, response strategies, participatory planning and budgeting, resource mobilization, program management and implementation, and monitoring and evaluation, thematic modules prioritizing on human rights and gender , equality vulnerability, gender and human security issues as well as civil society budget oversight and civil society service delivery monitoring;</p> <p>b) Conduct trainings on inclusive, transparent, accountable, gender sensitive and non-discriminative local development for community actors (local public authorities, public institutions, civil society, media, private sector etc);</p>	<p>LG State Chancellery NGOs PIT PB</p>	<p>International consultancy/GA Local consultancy/staff Room + equipment for training Meeting costs Printing costs Books purchasing costs Dissemination costs Sundries</p>

<p>stakeholders by types: CSOs, private sectors, 50% women and 20% vulnerable groups)</p> <p>4. 0 LPAs with improved coverage and targeting the population, including women and vulnerable with the selected services delivery</p> <p>5. 0 HR and gender sensitive local programmes implemented</p> <p><b>Target:</b> 1.60 communities mobilized with Community Action Plans approved</p> <p>2. 120 public debates and 1800 stakeholders by types (local institutions, CSOs, private sector, general population (50% women and 20% vulnerable groups)</p> <p>3. 120 of training provided to LPAs to 1200 of stakeholders by types: CSOs, private sectors, 50% women and 20% vulnerable groups)</p> <p>4. The coverage of the most needed vulnerable groups of population with the selected local services increased by 20%</p> <p>5. 60 HR and gender sensitive local programmes implemented</p>	<p>30 training provided to LPA to 300 stakeholders by types: CSOs, private sector, population, including 50% women, 20% vulnerable groups)</p> <p>The methodology for community-led gender and human rights sensitive monitoring and evaluation developed</p> <p>10 LPAs initiated improved coverage and targeting the population, including women and vulnerable with the selected services delivery</p> <p>10 community Programs initiated in a rights based, gender sensitive manner</p> <p><b>2012</b> 90 training provided to LPA to 900 stakeholders by types: CSOs, private sector, population, including 50% women, 20% vulnerable groups)</p> <p>60 LPAs improved coverage and targeting the population, including women and vulnerable with the selected services delivery by 20%</p> <p>60 community Programs fully implemented in a rights based, gender sensitive manner</p>	<p>c) Develop capacities and skills of vulnerable groups to identify, articulate and voice needs, advocacy, participation in reviews of local spending and gender sensitive budget analysis etc.</p>		
		<p><b>3.3 Support the pilot community-led human rights and gender sensitive monitoring and evaluation of local Social-Economic Strategies and Action Plans</b></p> <p>a) Develop/adjust the methodology for community-led gender and human rights sensitive monitoring and evaluation;</p> <p>b) Develop capacities of the LPAs and communities, with a special focus on vulnerable groups for community-led human rights and gender sensitive monitoring and evaluation of local Social-Economic Strategies and Action Plans;</p> <p>c) Pilot community-led M&amp;E</p>	<p>LG State Chancellery MoEC NGOs PIT PB</p>	<p>Local consultancy Room + equipment for training Meeting costs Printing costs Grants</p>
		<p><b>3.4 Support to gender and human rights responsive Local Development Programs</b></p> <p>a) Technical support provided to local public HR and gender-based service delivery, economic, environmental development projects</p> <p>b) 60 local development projects supported</p> <p>c) Conduct an impact assessment of implemented projects within 1 year after projects' implementation</p>	<p>LG State Chancellery PIT PB</p>	<p>Grants International consultant/GA Local consultancy Room + equipment for training Meeting costs Printing costs Dissemination costs Sundries</p>
		<p><b>3.5 Ensure coordination and coherence in approached to community development by all partners</b></p> <p><i>Activity moved in component 1</i></p>		
				<p><b>Subtotal: 5,602,147.00 USD</b></p>

--	--	--	--	--

Intended Outputs	Output Targets for (years)	Indicative Activities	Responsible parties	Inputs
<p><b>4. Rural communities and CSOs in Transnistrian region of Moldova, as well as in the Government control area of the Transnistria region, are empowered to participate in local development planning, implementation and monitoring and local actors are able to deliver services and upgrade the basic infrastructure</b></p> <p>Target communities, selected based on the following criteria: deprivation indicator; geographical coverage (ensure a balanced support) ; willingness of local authorities to cooperate</p> <p>Indicators:  1.# of communities mobilized for Community Action Plans approved  2. # of community meetings organized with participation of 50% women and 20% of vulnerable  3. # of stakeholders by types (local institutions, CSOs, private sector, general population (50% women and 20% vulnerable groups  4. # of training provided to LPAs and other stakeholders by types:CSOs, private sectors, 50% women and 20% vulnerable groups)  5. # of CSOs established and/or strengthening and functioning  6. # of HR and gender sensitive local programmes implemented</p> <p>Baseline:  1. 0 target communities mobilized  2. 0 of community meetings organized with participation of 50% women and 20% of vulnerable  3. 0 stakeholders in the target communities involved  4. 0 of training provided to LPA and other stakeholders by types (CSOs, private sectors, women and vulnerable groups)  5.0 of CSOs established and functioning  6.0 HR and gender sensitive local programmes implemented</p> <p>Target:  1. 30 communities mobilized/action plans approved  2 90 community meetings organized with participation of 50% women and 20% of vulnerable  3. 450 stakeholders by types: local institutions, SCOs, private sector, population including 50% women and 20% vulnerable involved  4. 120 training provided to LPA and other stakeholders by types: CSOs, private sector, population, including 50% women, 20% vulnerable groups)</p>	<p><b>2010</b>  16 target communities from Transnistria and 11 target communities from the Security zone have been mobilized in community-led development processes, through people's participation in identification, evaluation, strategic planning and action</p> <p>355 community stakeholders and other active people from target villages were involved in 54 meetings</p> <p>Action groups, one per each target community, were created, consisting of representatives of local administrations, local councils, and community people, including women, youth and private sector</p> <p>Local development programmes initiated in 27 target communities</p> <p><b>2011</b>  30 communities mobilised, including vulnerable groups</p> <p>90 community meetings organized</p> <p>90 training provided to LPA and other stakeholders</p> <p>300 community members, including vulnerable received trainings on community-led human rights and gender responsive local development</p> <p>27 community Programs implemented</p> <p><b>2012</b>  30 training provided to LPA and other stakeholders</p> <p>150 community members, including vulnerable received trainings on community-led human rights and gender responsive local development</p> <p>3 community Programs with a</p>	<p><b>4.1. Mobilize target communities for community-led gender and human rights -responsive development</b></p> <p>a) Conduct train-the-trainers courses for facilitators for community-led development and planning processes.  b) Organize community meetings to sensitize communities on participatory development processes  Note: Special attention will be paid to human rights based approach and gender equality  c) Facilitate identification of the community priorities through participatory process ensuring adequate of women and vulnerable groups, etc.  d) Facilitate establishment and/or strengthening and functioning of Community Organizations and support the development of some 30 Community Development Strategies and Action Plans (CAPs) in target areas ensuring adequate representative membership of community organizations and groups, including women, vulnerable groups, civil society, media, and private sector through awareness-raising, coordination, and planning activities. Provide basic equipment and library for community information/support centres, taking into consideration needs of women and vulnerable groups; support women's and vulnerable groups' empowerment initiatives in the target villages</p> <p><b>4.2 Develop capacity and transfer knowledge on human rights and gender responsive local development for community actors</b></p> <p>a) Elaborate capacity development modules as follows: development needs, response strategies, planning and budgeting, resource mobilization, Program management and implementation, and monitoring and evaluation, human rights based approach, gender equality and human security issues  b) Provide training for community actors (local public authorities, public institutions, civil society, media, private sector, women, vulnerable groups, etc.).</p> <p><b>4.3 Support the implementation and monitoring of human rights and gender responsive Local Development Programs</b></p> <p>a) Technical support provided to the development of local public service delivery, economic and social empowerment, and environmental development Programs in a participatory and gender sensitive manner.  b) Assist in developing and facilitate the process of practicing participatory and human rights and gender sensitive planning, implementation, monitoring and evaluation of local development initiatives, including development of disaggregated indicators, data gathering and analysis</p>	<p>LG  State Chancellery  Bureau for Reintegration  NGOs  PIT  PB</p> <p>LG  State Chancellery  Bureau for Reintegration  NGOs  PIT  PB</p> <p>LG  State Chancellery  MoEC  NGOs  PIT  PB</p>	<p>International consultancy/GA  Local consultancy/staff  Room + equipment for training  Meeting costs  Printing costs  Books purchasing costs  Dissemination costs  Sundries  Equipment  Furniture</p> <p>International consultant/GA  Local consultancy  Room + equipment for training  Meeting costs  Printing costs  Books purchasing costs  Dissemination costs  Sundries</p> <p>International consultant/GA  Local consultancy/staff  Room + equipment for training  Meeting costs  Printing costs  Grants</p>

5. 15 CSOs established and/or strengthening and functioning 6. 30 HR and gender sensitive local programmes implemented	particular focus on gender equality and human rights implemented  15 CSOs established and/or strengthening and functioning	c) Conduct a projects' impact assessment within 1 year after they are implemented		
				<b>Subtotal: 1,580,260</b>
	<b>Overall targets:</b>  1. Ensure at 100% delivery rate; 2. Timely implementation of planned activities; 3. Timely development and submission of work plans and progress reports; 4. Compliance with UNDP rules and regulations.	<b>Activity 5: Program efficient management</b>  <b>Actions:</b> 5.1. Recruit Program staff 5.2. Rent and equip the office 5.3. Launch the Program 5.4. Implement Programs activities (Operations) 5.5. Annual monitoring and external evaluation by the end of the Program period 5.6. Communication	PIT PB	International consultancy/evaluator Travel costs Utilities Office equipment & operations cost  <b>Subtotal: 900,000</b>
			<b>TOTAL Revised</b>	
			<b>TOTAL (including 7%, and 1% AA)</b>	<b>13,150,000.00 USD</b>