



**State Chancellery of the Government of Republic of Moldova
in partnership with
United Nations**

Joint Integrated Local Development Programme

**Government Activity
Program 2011-2014:**

Decentralization and Local Autonomy: Develop proper legal, regulatory and institutional frameworks in line with the principles of decentralization, democracy and local self-government; Channel rights, responsibilities and financial resources to the local public authorities; Enhance financial and patrimonial independence of local public authorities; Encourage cooperation and territorial consolidation of territorial-administrative units.

**National Decentralization
Strategy 2012-2015:**

Ensure a local public administration which operates democratically and autonomously, has the necessary resources and capacity to provide local services according to the needs and demands of the beneficiaries-including with respect to the rights of the vulnerable groups-and functions effectively, efficiently, equitably-and following fiscal discipline.

**United Nations Partnership
Framework Outcomes:**

- 1.1. Increased transparency, accountability and efficiency of central and local public authorities
- 2.1. People have access to more sustainable regional development, economic opportunities – innovation and agriculture in particular – and decent work

**Expected Output(s)/
Annual Targets:**

- 1. Policy and legal frameworks to support autonomous, efficient and financially-sustainable LPAs developed and implemented
- 2. Capacities of LPAs and communities strengthened to deliver better services to citizens and create models of LPAs - in line with changes brought by the Decentralization Strategy

Implementing partner: State Chancellery

Responsible parties: UNDP, UN Women

Programme Duration: 2013 – 2015
Fund Management Option: pass-through
Administrative Agent: UNDP

Total estimated budget: 9,000,000 USD

- Sources of funded budget:**
- Government
 - UNDP
 - UN Women
 - Government of Denmark *5 million USD*
 - Government of Sweden *TBC*

Agreed by the Implementing Partner:

**Victor Bodi, Secretary General
of the Government**

Agreed by UNDP

**Nicola Harrington, Resident Representative
UNDP Moldova**

Agreed by UN Women

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I. EXECUTIVE SUMMARY

The Government of Moldova explicitly acknowledges that decentralization represents an essential item on the reform agenda of the country. The goal is to provide quality services to women and men equitably - including the rights of persons from vulnerable groups - through building autonomous and democratic local governments, able to manage efficiently their responsibilities. Thus, on April 5, 2012 the Parliament of the Republic of Moldova adopted the **National Decentralization Strategy** that represents the main policy document in the field of local public administration and establishes the national mechanisms in the field of decentralization to ensure genuine local autonomy.

During the implementation of the Strategy in 2012-2015, the Government aims to achieve the following objectives:

- A **functional system of allocation of competences** between Central and Local Government correlated to local governments' resources, and capacity to provide quality public services
- A system of local public finance that would ensure **local governments' fiscal autonomy** and maximize efficiency and equity in resource allocation
- Full and **effective public property management** and local economic development
- Increasing **local governments' administrative capacity** and reduce their fragmentation
- Creation of an institutional and legal system to ensure local governments' **transparent decision-making and functional autonomy**.

Prior to Strategy's approval, the Government has benefited from the support provided by the Joint Integrated Local Development Programme implemented by UNDP and UN Women and funded by the Government of Sweden and UNDP. Given the stringent need to further advance with the implementation of the Decentralization Strategy, and building on the successful cooperation with the Joint Integrated Local Development Programme, the State Chancellery together with United Nations have designed a new Programme phase to support the implementation of the Decentralization Strategy at policy and local levels.

The **Overall Objective** of the Programme is to support better and equitable service provision and sustainable local development, facilitated by the improved legal and institutional framework resulting from the implementation of the National Decentralization Strategy. The Immediate Objectives of the Programme are:

- To support the Government in improving the policy and legal framework as mandated by the National Decentralization Strategy to ensure local autonomy, availability of resources, and more effective local management for better and equitable service provision.
- To improve the capacity of LPAs to deliver efficient, equitable and accessible local public services, to facilitate sustainable development and foster social inclusion.

Both areas of the programme underline the national ownership and strengthening capacities at the local level to speed up economic recovery, reduce poverty and inequality, and ultimately supporting the achievement of the MDGs. The Programme interventions will continue to apply a human rights-based approach, gender mainstreaming and women's empowerment, in line with national development priorities and MDG targets for 2015, while responding to the challenges of European Union integration driven reform.

The proposed programme builds on the priorities of the Government Programme: European Integration, Freedom, Democracy and Wellbeing (2009-2013), National Decentralization Strategy (2012-2015), United Nations Partnership Framework (for 2013-2017). The programme also responds to the related recommendations of the Report of the Working Group on the Universal Periodic Review of the Republic of Moldova (2011) and Concluding Comments for the Republic of Moldova at the 36th Session of the Committee on the Elimination of All Forms of Discrimination against Women (2006).

I.2. SITUATION ANALYSIS

Political context

After independence in 1991, Moldova faced the dual challenge of building its own public administration while transforming the local branches of the Soviet administration into structures adapted to the requirements of a democratic society and a market economy. The Moldovan Government acknowledges that this task has still been only partially fulfilled. Institutional capacity in the public sector is still weak and government institutions often do not perform efficiently due to inconsistencies in their functional and institutional frameworks. Main Government priorities are expressed in the Government Activity Programme 'European integration: freedom, democracy, welfare' (2011-2014): 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.

Though the democratic political transition remains complex (only in 2012 the election of the President has broken the political deadlock in which Moldova had found itself since the Parliamentary elections in 2009), European integration is the fundamental policy priority and drives the reform agenda. Moldova sees this choice as a way to transform itself politically, economically and socially by modernizing its domestic institutions, standards and policies. Pursuing and eventually achieving this objective will enable the country to become part of a system of security, stability and prosperity governed by democratic values and intrinsic respect for fundamental human rights. Moldova's current strategies and action plans adopted in many sectors reflect significant transformations and lessons that the country has learned. New development strategies approved or drafted in areas such as education, energy efficiency, sustainable agriculture, regional development, environmental protection, the social sphere, decentralization and justice are a call to improve peoples' lives by adopting perspectives which are more centered on sustainable development.

However the implementation of the reform driven by the EU agenda has had mixed results so far, with the legislative and policy formulation for the reform being dynamic and fast, while the process of implementation uneven and slow. While decentralization per se is not a pre-condition for EU integration, membership in the Council of Europe, implementation of the CoE Charter for Local Self-government and a democratic, accountable and efficient public administration (of which local government is a part) are all preconditions for EU association process.

Since 2009, human rights have been a central part of the public agenda. Even with the progress in improving the legal framework, a range of reforms remain outstanding. Although many legal and policy changes to increase gender equality have been made, the main challenges lie in the institutionalization, implementation and budget allocation at national and local levels.

Economic situation

Moldova is a low middle-income country in transition severely hit in the wake of global economic crisis of 2008-2009. However, the economic recovery has been robust since then, with GDP expanding at 6% rate in 2011. This growth has mostly been driven by recovering remittances and expanding exports. However, the growth remains consumption-based, jobless and uneven from geographic standpoint. While absolute poverty significantly decreased from 67.8 per cent in 2000 to 21.9 per cent in 2010, the disparities persist. Thus, 80 per cent of poor live in rural areas and are dependent on the shrinking agriculture sector. Women from poor families face greater challenges in entering the labor market, since the employability of women is limited by the boundaries of traditional responsibilities for rearing children and directly linked to the availability of pre-school facilities for their children.

Moreover, the urban-rural divide goes well beyond monetary poverty, as rural population faces much more limited access to basic services, such as clean water, education or health. Labour migration is an important exit strategy for many Moldovans, mostly young people from rural areas. Women comprise almost 44% of the

migrants and are mainly employed in households.¹ The country has one of the highest levels of migrant workers relative to population and remittances inflow relative to GDP in the world. This development model contributed to poverty reduction, but with huge human and social costs and longer term development constraints (political, economic, and demographic).

This recent growth did little to alleviate the urban-rural divide. The rural population remains the most vulnerable segment of the society in terms of welfare and economic security. Further deterioration in poverty rates is likely if there is significant return of migrants or rise in permanent migration as Moldovan families unite abroad. This will impact the falls in remittances and rising unemployment, if returning migrants attempt entering the labour market. Indeed, given that migration has been principally from rural areas, it is probable there, that the effects of large numbers of returning migrants would be felt more sharply. The eradication of rural poverty and continuous improvement of wellbeing of rural population rests on the following trends.

Firstly, the role of agriculture as venue for employment of rural population is set to continue declining over time. If left unattended, this trend will perpetuate the current state of rising urban-rural development gap, depopulation and poverty. To avoid this, the **rural Moldova needs to be reinvented**, i.e. to be transformed in a vibrant, attractive and diversified economic and social place. This can be accomplished via sound rural development policy that would lead economic (often non-agriculture) growth in Moldova's regions providing new economic opportunities for rural population and improving social landscape.

Secondly, for such a policy to be realized a competent, **pro-active and transparent public administration** is a key pre-requisite. The reformed LPA should be able to design local development policy, and to have institutional attributions and financial leverage to put into practice policies designed at central and local levels. It should be able to provide key economic and social services to citizens and private investors (both local and foreign).

Thirdly, benefits from reformed LPA will span **beyond improved local development**, as more efficient policy implementation and public expenditure will free additional resourced to be spent on key development priorities. The broad findings of recent studies² relate to LPAs as the most important institutions to the citizens, because they are the mechanism through which documents are accessed, benefits are claimed and information is sought.

Decentralization reform in Moldova

Local governments in Moldova play an important role in the provision of public services and bear primary responsibility for water supply, sanitation, construction and maintenance of local roads, and heating. Currently, the local governments are left fragmented, underfinanced and are providing few and inadequate services.

The local general elections held in June 2011 to elect the 898 mayors, 1,120 district councilors and 10,630 village and town councilors has resulted in more than 50 percent new locally elected officials as compared to the local elections in 2007. Now Moldova has 18.5 percent of women mayors, a positive trend being observed as compared to 2007 and to 2003 local elections, with an increase of 3 percent.

Many of the 1st level local governments (almost 1/3) have less than 1500 inhabitants, which is below of what is required by the law. The limited size of localities, combined with the low economic potential, is negatively affecting the administrative capacity of LPAs to fulfill their functions. This entails reduced managerial capacity (greater difficulties in recruiting knowledgeable and skilled staff) and higher per capita administrative costs (diseconomies of scale: 20 USD per capita in smaller municipalities vs 4-5 USD in bigger municipalities). The majority of local governments have merely a representation function, rather than provision of services. This has particular significance for the most vulnerable and poor people who live in strongly fragmented rural communities and lack the most elementary public services.

¹ "Patterns and trends of migration in Moldova", IOM, 2007

² 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

The European Charter of Local Self-Government³, ratified by the Republic of Moldova on July 16, 1997, guarantees the right of local public authorities to have effective capacity and resources to solve and manage an important share of the public affairs according to the law, under their own responsibility and for the public benefit. This right is provided by the Constitution of the Republic of Moldova, as well as by the Law on Administrative Decentralization, and the Law on Local Public Administration from 2006, stipulating that the local public authorities have decision-making, organizational, and financial autonomy are entitled to show initiative in any issue concerning local public affairs management, and to exercise their authority according to the law, within the limits of their jurisdiction.

In the March 2012 Monitoring Report⁴ of the Congress of Local and Regional Authorities of the Council of Europe (CLRAE), the rapporteurs noted positive progress regarding the legislation and institutions in respect of all the statutory texts concerning the local public administration of the Republic of Moldova since the latest Recommendation in 2005. In this regard, the National Decentralization Strategy represents the current Government's commitment to conduct a thorough reform of local public administration in order to consolidate local authorities' autonomy and improve the management and quality of public. The Congress recommended to implement fully the provisions of the National Decentralization Strategy. JILDP will put at the top of its priorities the support for further implementation of the National Decentralization Strategy both at policy and local levels.

During the last years, the social, economic, and political trends in the Republic of Moldova have emphasized the need for a comprehensive and genuine reform of public administration, and particularly in the local public administration area. The improvement of the much-needed public service in rural areas depends on the ability of the Government to fast track the local government reform and regional development.

Since 2009, the Moldovan Government explicitly acknowledged that **decentralization represents an essential item on the reform agenda** of the country⁵. The Government Programme clearly stipulates that *"The Republic of Moldova will come closer to the European Union only if it substitutes the highly hierarchical entities with decentralized, transparent and dynamic entities governed by the rule of law, civil rights and freedoms. The Government will make sure the central administration reform is correlated with the local administration reform and competences are transferred to local public authorities, including competences related to public finances. Decentralization of power and real empowerment of local public authorities will also have a major impact on the true development of the regions, moreover leading to the deconcentration of economic activity throughout the country"*.

The institutional framework for decentralization has been set up with the Prime-Minister leading the reform through the "Parity Commission on Decentralization" and its working groups. A Special Parliamentary Commission on Decentralization has been created. On April 5, 2012, after an extensive consultation process, the Parliament approved the **Decentralization Strategy**, which is the main policy document in the field of local public administration, outlining the main challenges LPAs face and a roadmap for the reform of the local government system. The Strategy has incorporated **international standards for gender equality and human rights**, thus being the first Government strategy that includes the human rights and gender equality outcomes and focusing on positive benefits of the Strategy for women and men of the vulnerable groups. Its goal is to ensure that local public authorities function in a democratic and autonomous manner, have adequate capacity and resources to provide public services according to the needs and preferences of the population, and operate

³<http://conventions.coe.int/Treaty/en/Treaties/Html/122.htm>

⁴Report of the Congress of Local and Regional Authorities of the Council of Europe (CLRAE) to monitor Moldova's compliance with the principles of the Council of Europe Charter on Local Self-Government

⁵ The complexity of the decentralization process in Moldova should be seen from a historic perspective. Decentralization has gone through several stages and was affected by changes in the political power systems in charge of state administration. The reform of 1998 assigned greater authority to local governments in administrative and fiscal matters and encouraged consolidation of fragmented administrative territorial units, establishing nine regional entities (judets). In 2001, the new state administration decided to return the public administration system to a pre-1998 administrative organization based on rayons (or districts). The 2003 reform substantially restricted their fiscal autonomy by eliminating some of the existing taxing powers and diminished the self-financing capacity. These reforms brought about numerous and significant alterations of local government legislation, creating a sense of legal instability and unpredictability.

effectively and efficiently, while maintaining fiscal discipline. The five main areas of the Decentralization Strategy are: (1) decentralization of competencies and services; (2) fiscal decentralization; (3) property decentralization and local development; (4) LPA administrative capacity; (5) democracy, ethics, human rights and gender equality.

- (1) **Decentralization of competences and services:** In many functional areas, clarity is lacking on the respective roles, authority and responsibilities of the different levels of LPAs. Although according to the law, the first level local governments⁶ have major responsibility for service delivery in communal services and education, as well as limited responsibility in health and social assistance, in terms of local autonomy (fiscal and decision-making) the country is far behind other European countries, including those of southeastern Europe. This leads to a situation where the local governments have extensive responsibilities assigned by law, but have neither the powers nor the means to implement those responsibilities.
- (2) **Fiscal Decentralization:** As local fiscal capacity is limited, local authorities rely mainly on central government transfers. The current intergovernmental fiscal system provides neither incentives for local revenue generation nor for cost savings, as central government transfers are intended to fill the gap between revenues and expenditures. Transfers to 1st level of LPAs are unpredictable in two ways. First, the pool of funds for the government transfers is determined each year by the budget law and is not tied to total government revenues, or specific tax revenues. Second, the transfers cascade to the 1st level LPA through the 2nd level LPA in a non-transparent manner. In sum, the system does not encourage initiative for revenue generation or planning for strategic investments. About 60-80% of local government revenues are central government transfers for education; local taxes and own revenues are largely influenced by national policies; capital investment is based on Local government budget surplus and ad-hoc grants from the state; there is no multi-year capital investment planning and budgeting; and there is no local borrowing.
- (3) **Property decentralization and local development:** There is partial separation and unclear legal status of the state's and local governments' property, including the assets belonging to the public and private domains of the state and the territorial units. Up to now the separation of assets belonging to the LPAs has not been finalized. The lack of a clear separation of assets according to the domains, as well as of an adequate registration of those assets, causes uncertainty, confusions and contradictions in the process of state and territorial units' property management.
The process of local development faces insufficient, human and financial resources, assets, and insufficient capacity to implement the existing development strategies. Only 5% of the actions planned in the development strategies have financial coverage, thus making the documents' implementation strongly dependent on external fundraising. Hence, the LPAs need adequate financial resources for co-funding the projects, as well as professional human resources to manage them⁷.
- (4) **LPA administrative capacity:** Although the Law on Administrative-Territorial Organization sets the minimum required number of residents of the administrative territorial unit-1500, almost one third of communities fail to comply, moreover 86% of local territorial-administrative units have less than 5000 residents. The limited size of localities, combined with the low economic potential, is negatively affecting the administrative capacity of LPAs to fulfill their functions. This has particular significance for the most vulnerable and poor people who live in strongly fragmented rural communities and lack the most elementary public services⁸.
- (5) **Democracy, ethics, human rights and gender equality:** Despite the progress made in strengthening local democracy and the implementation of legal instruments for ensuring integrity of the local political decision-making and management, there are still many concerning issues that need to be addressed in the areas: the

⁶1st level local governments are also fully responsible for pre-school education, made possible through national government budget transfers.

⁷ LAW Nr. 68 from 05.04.2012 for the approval of the National Decentralization Strategy and Action Plan for the National Decentralization Strategy for 2012-2015

⁸ "Vulnerability report – Sociological study on women and men from vulnerable groups in local development", Magenta – UNDP, 2011

relatively low participation of the population in elections and the decision-making process; ensuring non-discrimination, participation, transparency and accountability as well as positive benefits of the reform for the most vulnerable women and men; the implementation of the relevant legislation referring to the conflict of interests and incompatibility system; reduced degree of representation of local elected officials; advancing gender equality and women's rights.

Clarification of competences, fiscal decentralization and territorial-administrative consolidation are the determining factors in the decentralization reform process.

Donor Sectorial Coordination The aid effectiveness agenda has only recently gained substantial momentum in Moldova, with the signing of the 'Development Partnership Principles' in March 2010 by main development partners. The Government commits itself to provide solid structures for promoting and strengthening aid coordination and harmonisation, political decision-making, and allocation of funds, personnel and time. Development partners on their side align their efforts to national policies and support the implementation of these policies through national institutions.

Following the Government's broader aid effectiveness agenda and due to the complex nature and cross-sectorial implications of the decentralization reform, a formal ***Sector Coordination Council on Public Administration Reform, Decentralization and e-Governance*** was created in May 2012. The Council comprises 16 bilateral and inter-governmental organizations and to ensures regular communication, efficient cooperation and synergy of donors' activities in the field of local governance and decentralization.

There are at the moment only few donors fully focusing on decentralisation, namely the Swedish Government and UN agencies. Most other donors are active in related sectors such as regional development, local self-governance or public administration, which also have significant impact on the decentralisation process, their activity being reflected in **Annex 3** to the present document. While supporting the Government in advancing the decentralization reform, Joint Integrated Local Development Programme has engaged and coordinated its activities with major development partners through specialized technical working groups. Further coordination of the interventions will be ensured through the donor coordination meetings, as well as the broader sector coordination council.

Vulnerability, human rights and gender equality

The trends in Moldova show that despite some progressive steps made 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.

In Moldova certain groups have been identified by international law review bodies as vulnerable. These include, but are not limited to women, ethnic minorities and in particular Roma, religious minorities, sexual minorities, children, trafficked persons, persons at risk of trafficking and persons threatened with domestic violence. Persons belonging to these protected categories must be the subject of special scrutiny and special measures in a local development context.

The vulnerability of 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) occupation⁹. There are several reasons for vulnerability¹⁰: weak institutional support, discriminatory legal framework, political and institutional barrier and discriminatory social values and cultural practices. Social exclusion can persist also at cultural and

⁹ Vulnerability Study: Taxonomy and possible decentralization policy implications for vulnerable groups in Moldova, JILD, Chisinau 2011

¹⁰ *ibid*

traditional levels. Respectively, individuals, families and community, as well as the State institutions can generate through their actions exclusion processes within the vulnerable groups.

Despite of some successes Moldova has achieved over the years of independence the progress towards the goal of **gender equality** and **women's empowerment** still trails conspicuously behind. Women continue to be underrepresented in decision making, being unable to enjoy equal access to services, employment and other opportunities particularly at the local level. Women encounter strong patriarchal attitudes and deep-rooted stereotypes that perpetuate the subordinate position of women in the family and in society and limit their participation in public and political life. 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 that make them particularly vulnerable. Vulnerable women have little or no access to decision making positions, public services, education and employment.

Moldova is characterised by comparatively sound gender indicators with women being better educated and living on average 8 years longer than men. However, women's incomes are only around 73% of that of men in 2008 (which is an improvement), and women's pensions are 70.7% of men's pension. Women's representation at the local level (as per the local elections of June 2011) is as follows:

- 162 women out of 898 (18%) were elected as mayors (way below the set modest target of 25 percent by 2015 in the MDGs)
- 3033 out of 10565 (28.7%) are women local councilors (below the MDG target of 40%)
- 206 out of 1120 (18.4%) are women in rayon councils (below the MDG target of 25%).

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. Decentralization reform in the Republic of Moldova is carried out on the basis of a Human Rights Based Approach (HRBA), as well as with a view to applying gender mainstreaming and women's empowerment.

I.3. STRATEGIES, INCLUDING LESSONS LEARNED AND THE PROPOSED JOINT PROGRAMME

The third phase is proposed on the basis of success of the 1st and 2nd phase of the Joint Integrated Local Development Programme (2006-2009 and 2009-2012 respectively) with the financial support of the Government of Sweden and UNDP. An independent and external review of the program was commissioned to inform the formulation of the next phase of the program with key findings and recommendations being the following:

- The National Decentralization Strategy is accepted by key stakeholders in central government, local government and civil society as the key document driving reforms that will ultimately improve services to the citizens. This can be attributed to the participatory and consultative process supported by JILD, with over 2,400 participants, including women's groups, minorities, and people with disabilities.
- Options for fiscal decentralization are on the table, with the endorsement of the Ministry of Finance. JILD's technical support to the Ministry of Finance has culminated into proposals based on international best practices.
- Following the local elections in 2011, the Government has launched a national training programme for newly local elected officials. Currently it is recorded that more than 9,000 officials have been trained with the assistance of JILD. The Mayors reported that the training programmes for the newly elected officials helped them to acquire knowledge in local public administration fundamentals, the decentralization process, as well as the application of human rights and gender equality principles in local affairs.
- CALM is recognized as a voice for local governments in Moldova and it has the potential to strengthen the capacity of local governments, both political leadership and technical specialists. The Network of

Women Mayors created under the auspices of CALM can potentially raise women's issues and promote women's leadership. JILDP was instrumental in these achievements.

- The Government of Moldova has been working to promote e-governance and ICT platforms to establish a robust service delivery mechanism. Successful pilot has been created with the support of UN WOMEN within Women's Economic Empowerment Programme on establishing a system at the level of LPA. Such ongoing work should be linked to implement the newly approved decentralization policy and service deliver at the local level.
- The JILDP gender mainstreaming initiatives effectively targeted change in a number of issue areas identified by the UN Committee on Elimination of All Forms of Discrimination against Women (CEDAW) in their concluding comments (2006), specifically: introduction of gender mainstreaming strategy in public institutions, policies and programs supported by training; advocacy campaigns to enhance women's awareness of their human rights; measures to ensure that poverty alleviation programs are gender-sensitive and targeted at particular groups of women (e.g. Roma, disabled, older persons).
- It is important to continue to build on the success of applying Human Rights based Approach and Gender Mainstreaming in the Decentralization Strategy by further inclusion of human rights and gender equality into local policies and activities. Human Rights-based approach and Gender Mainstreaming require sustained efforts over a period of many years for real transformational change to take place in both attitudes and practice.

Based on the findings of the Programme review, a set of **recommendations** have been provided which served as basis for the design of the new Joint Integrated Local development Programme phase, as follows:

- Continue support in the area of policy, regulatory coherence, and sector strategies selectively.
- Critically provide support for fiscal decentralization for ensuring that the new strategy of giving responsibility to LPAs is supported by predictable resources.
- Set up a governmental system to implement and monitor the decentralization strategy.
- Support the establishment of e-governance for LPAs
- Pilot inter-municipal cooperation projects and show the way forward for consolidation of LPAs.
- Using lessons learnt from existing approaches and models develop a model of vulnerability approach to community projects that can be easily scalable and replicable for the next phase of the project.
- Consolidate gender and HRBA models and concepts and incorporate it into all components of the next phase of the project¹¹.

Consultations of stakeholders

Throughout the process of Programme design the draft Project document has been widely discussed and consulted with the State Chancellery representatives and sector ministries, LPAs, NGOs and academia, development partners including Swedish Embassy, Denmark MFA, UNDP and UN Women, national and international experts.

Following the JILDP review mission in April-May 2012, the Concept note on the new JILDP phase (based on which the submitted Project document has been designed) have been widely consulted with main counterparts involved in the decentralization reform in Moldova. Thus, the Government representatives, Academy of Public Administration, Congress of Local Authorities, Mayors of selected towns and villages, and NGO representatives have expressed their views on new JILDP phase. The State Chancellery representatives used the JILDP Steering Committee (comprised of Deputy Ministers from relevant line ministries, LPAs representatives, Congress of Local

¹¹ Mid-Term Review Report, Joint Integrated Local Development Programme, May 2012

Authorities and donors) in September 2012 as a platform to present and discuss the draft Project document for the new phase.

Such an approach provides the basis for reaching consensus among all stakeholders and mobilizing all efforts and available resources to foster proper implementation of envisaged actions, and hence the mitigation of development gaps. Close cooperation between UNDP, UN Women, as well as other development partners, in the framework of the Government led Donor Sectorial Coordination Council, will maximize synergies, improve coordination, reduce transaction costs and avoid duplication.

IV. THE JOINT INTEGRATED LOCAL DEVELOPMENT PROGRAMME. NEW PHASE

IV.1 PROGRAMME OBJECTIVES

The **Overall Objective** of the Programme is to support better and equitable service provision and sustainable local development, facilitated by the improved legal and institutional framework resulting from the implementation of the National Decentralization Strategy.

The **Immediate Objectives** of the Programme are:

- *To support the Government in improving the policy and legal framework as mandated by the National Decentralization Strategy to ensure local autonomy, availability of resources, and more effective local management for better and equitable service provision.*
- *To improve the capacity of LPAs to deliver efficient, equitable and accessible local public services, to facilitate sustainable development and foster social inclusion.*

The **Programme expected** results are:

1. Policy frameworks to support autonomous, efficient and financially-sustainable LPAs developed and implemented
2. Capacities of LPAs and communities strengthened to deliver better services to citizens and create models of LPAs - in line with changes brought by the Decentralization Strategy

With the adoption of the Decentralization Strategy, an overarching framework for decentralization in the country has been created. Strengthening the policy part is important for three reasons: state building and overall public administration reform, sustainability of decentralization efforts at the local level and give meaning to the other donor funded efforts at regional and local level. The Programme will provide central and local public authorities with the support mechanism to implement this strategy. This will include support for the elaboration of sector-specific strategies and the assistance to different central government institutions to actually implement the strategy. JILDLP will support the Central government to ensure the functionality of relevant units to lead the reform: the Decentralization Policies unit at the State Chancellery, to coordinate the implementation of the entire decentralization Strategy, and the Intergovernmental fiscal policies unit at the Ministry of Finance, to lead, monitor and adjust the financial aspects of the reform as well as to institutionalize the Gender-Responsive Budgeting (GRB). It will also assist the Special Parliamentary Commission on Decentralization in legal drafting and adjustment. In order to improve the knowledge and skills of the local officials, JILDLP will partner with and improve the capacity of the Academy of Public Administration.

The Programme will work at the local level and will support the development of viable models of operational local governments, i.e. 'champions of change'. This will be done by providing support to LPAs to implement changes and improve operations, in line with the Decentralization Strategy. The Programme will focus primarily on improving the performance of local public authorities in discharging their responsibilities and managing resources. Building on the previous Programme phase, it will focus on effective implementation of rights-based

and gender responsive local socio-economic development strategies, enhancing and improving their link to regional development policies. 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. Empowerment is considered the starting point for local development and a core element, together with the local democracy and local service provision. Emphasis will be on local public services and infrastructure improvement through inter-municipal cooperation, public-private partnerships and other forms of cooperation. To ensure an integrated approach to local governance and development, support for the development of an enabling environment for local business development and identification, implementation of innovative income generating activities with a particular focus on vulnerable women and men will be provided. As a process, local development involves a range of different stakeholders – civil society organizations, including women’s and minority groups, local communities, local governments, private sector companies, national governments – that act together to promote access to quality basic services and inclusive economic growth.

II.2 PROGRAMME COMPONENTS AND INDICATIVE ACTIVITIES

The new phase of the Programme targets two inter-related Components, as follows:

- Component 1:** Policy Framework Support for the Implementation of the Decentralization Strategy
- Component 2:** Viable models of operational LPAs supported-in line with changes brought by Decentralization Strategy

Component 1 Policy Framework Support for the Implementation of the Decentralization Strategy

Support the Government in the implementation of the National Decentralization Strategy to ensure local autonomy, availability of resources, and more effective local management for better and equitable service provision.

Under **Component 1**, the Programme will support the Government in the implementation of fiscal decentralization policies, in improving the territorial-administrative structure of the country, and in clarifying the competences in key sectors for LPAs. In addition, the Programme will work to strengthen the capacity of the Government to carry out the reform by partnering with key local institutions like APA, CALM and CSOs.

Indicative activities:

Activity 1.1. Provide policy advice in implementing fiscal decentralization in line with the Decentralization Strategy (National Decentralization Strategy: Objective 2)

- a. Support the Ministry of Finance and the Working groups in the development of analysis, policies and methodologies (with focus on revenue sharing, taxation and local financial management)
- b. Assist the Ministry of Finance in the implementation of decentralized fiscal options
- c. Improve and develop the legal framework
- d. Strengthen the Ministry of Finance capacity to coordinate, implement and monitor the reform
- e. Support the Ministry of Finance and the working group on Gender-responsive budgeting (GRB): elaborate a policy paper, develop the draft legal framework and build capacity in GRB implementation

Activity 1.2. Support the Government in strengthening the administrative capacity of LPAs (National Decentralization Strategy: Objective 5)

- a. Support the Government in the analysis and formulation of policy options, impact assessment, financial mechanisms and roadmap for territorial-administrative consolidation
- b. Support the Government in holding consultations and debates with LPAs, academia and civil society
- c. Based on the policy recommendations, improve the policy and legal framework for territorial-administrative consolidation
- d. Support the Government in gender mainstreaming of proposed options: gender impact assessment, legal framework development and consultations held with CSOs and women's groups

Activity 1.3. Support the development and implementation of sectoral decentralization strategies, and clarification of competences of local and central authorities (National Decentralization Strategy: Objective 1)

- a. Provide support in the elaboration of decentralization strategies and implementation mechanisms in at least 6 sectors (education, social, communal services and public utilities, housing, health and culture)
- b. Based on the sectoral strategies, review the Chart of competences and adjust the legal framework
- c. Provide institutional support to the Working groups of the line Ministries
- d. Support in the development and promotion of e-governance tools in local service provision
- e. Support the Government in gender mainstreaming in policy options: gender analysis of legal framework, impact assessment and mainstreaming into sector strategies and budgets; develop capacities of Ministries to implement them

Activity 1.4. Provide assistance in strengthening the institutional capacity of main stakeholders to manage the decentralization strategy and training for local authorities (National Decentralization Strategy: Objectives 1,6,7)

- a. Support the State Chancellery and the Parity Commission in the coordination and monitoring of the implementation of the Decentralization strategy
- b. Develop the capacity of the Parliamentary commission on decentralization for legal review and public consultations. Support exchange programs
- c. Support the Academy of Public Administration to introduce and carry out new training programs, in line with Decentralization reform
- d. Provide institutional support to the Congress of Local Authorities
- e. Support in the implementation of gender equality activities related to the Decentralization Strategy provided to State Chancellery, Parity Commission and Academy of Public Administration. Support to Network of women mayors and councillors (training, study visits)
- f. Support the implementation of the Awareness and Communication strategy including on the rights of and opportunities for the women and men representing vulnerable groups

1.1. Fiscal Decentralization. Following the Decentralization Strategy and the need to improve the current financing system of local governments to ensure fiscal autonomy, while maintaining fiscal discipline, maximizing efficiency, and improving equity in the allocation of financial resources, three major directions of actions are envisaged:

- Local revenue raising: strengthening the own revenue base of local governments and their autonomy in decisions regarding them, increase revenue collection;
- Reforming the system of shared taxes and intergovernmental transfers based on predictable and objective rules, separating the budgets of the first and second tiers of local government, to provide positive incentives to increase the local fiscal effort and the rational use of financial resources – all in order to ensure a minimum level of public service;

- Consolidating the financial management at the local government level, guaranteeing at the same time financial discipline, increased transparency, and public participation.

The Ministry of Finance will be granted technical support for a new law and to set-up the institutional system (an Intergovernmental fiscal policies unit) to implement, monitor, and adjust the fiscal options proposed. Assistance in gender-responsive budgeting will be granted to Ministry of Finance and LPAs in accordance with the CEDAW requirement for raising and spending public money with substantive equality between women and men. *Support for fiscal decentralization is one of the critical priorities of the Programme.*

1.2. LPAs Administrative capacity. Territorial-administrative fragmentation is strongly related to the assignment of functional responsibilities and competencies, fiscal revenues, and is one of the key barriers for the public service provision, especially to the poor and vulnerable. The Programme will assist the Government to find a rational and acceptable solution, if service provision is an objective. It will support the preparation of administrative-territorial consolidation: both an analysis of options and impact and a fact-based public debate. A roadmap for the sequencing of the reform will be prepared with Programme's support. Financial arrangements and incentives to promote voluntary amalgamation will be prepared and proposed to national counterparts. The Programme will also provide support the Government in HRBA and gender mainstreaming of the proposed policy options through: human rights and gender impact assessment, legal framework development, and consultations held with CSOs, most vulnerable and women's groups.

1.3. Clarification of competences based on sectoral decentralization strategies. The Programme will support the Government in the elaboration and implementation of rights-based and gender responsive sectoral decentralization strategies. The Programme will take a phased approach to development of sectoral strategies, targeting at least 4 during the three year period of the project, with priority given to education, social services, communal services and public utilities and application of e-governance tools to them. . Support will be provided to the Government for HRBA and gender mainstreaming in policy options: analysis of legal framework, impact assessment and mainstreaming into sector strategies and budgets; as well as in the development of capacities of Ministries to implement them. As the clarification and allocation of competencies across levels of government will be partially determined by the provision of the sectoral strategies, the Programme will support the update of the Chart of competences, drafted in the previous phase of the programme. *This area is given priority, as there is confusion regarding responsibilities and competencies between various levels of governments.*

1.4. Institutional Capacity of main stakeholders to manage the decentralization strategy and training for the pilot local authorities. The activity will specifically address capacity building of officials from the *State Chancellery* and line ministries' to implement the reform. As the reform is broad and deep, the Decentralization Policies Department¹² at the State Chancellery will be supported in the coordination and integration of the results of the activity of numerous working groups hosted by various ministries, monitoring and evaluation of the Decentralization strategy implementation. The Programme will train and support the staff as the State Chancellery ensures the Secretariat for the Parity Commission and is also charged to coordinate all donors' efforts regarding local government and local development.

JILDIP will assist the *Special Parliamentary Commission on Decentralization* to bring the legislation in line with the provision of the Decentralization strategy, organize public debates and learn from countries with similar reforms and experiences. The programme will support the introduction and performance of new training programs in line with the changes and conditions envisaged by the decentralization reform in the *Academy of Public Administration*. The Programme will strengthen the functional skills of local officials through training on planning, performance budgeting, local financial management, local service management, public service quality management, human resource management, etc. Based on previous cooperation experience

¹² The State Chancellery took over the roles and duties of the Ministry of Local Public Administration when that ministry was dissolved in 2009.

with the *Congress of Local Authorities*, JILDP will support it in the creation and functioning of technical committees. Further technical and capacity development support to women-mayors and councilors (CALM Women's Network) will be provided by JILDP.

Awareness and communication

Communication on decentralization reform was acknowledged as one of the very important elements that need improvement as efficient communication and public awareness are crucial for the success of the reform. The JILDP will assist the Government to implement the Decentralization communication and public awareness strategy. It will 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. One of the most important aspects covered by JILDP advocacy and awareness raising efforts will be the rights of and opportunities for the women and men in decentralization and local development.

Component 2. Viable models of Operational Local Governments in line with the changes brought by the Decentralization strategy

Strengthen LPAs capacities and support the development of viable models of operational local governments – ‘champions of change’ - in line with the changes brought by the Decentralization Strategy.

Under **Component 2**, the interventions at the local level will aim at developing models of operational local governments - ‘champions of change’ - by providing support to implement changes in the operation and structure of local governments in line with the changes brought by the Decentralization strategy. JILDP will assist LPAs in improving their capacity and operations, will support target communities and their local authorities to provide quality public services to achieve sustainable economic and social development, in the main areas affected by the Decentralization strategy. The quality of life of local communities as well as empowerment of the most vulnerable women and men, will be increased through further support to implementation of community projects using innovative tools such as inter-municipal cooperation, private-public partnerships and e-governance, among others, to serve as best examples of decentralized arrangements for service provision at local level. These models will serve as a basis for future scaling-up at the national level.

Indicative activities:

Activity 2.1. *Strengthen local self-governance and public management performance in 20 target communes to better respond to the needs of women and men, particularly the most vulnerable (National Decentralization Strategy: Objectives 2,3,6,7)*

- a. Assess LPAs systems, procedures and capacities in good governance and local public management in specified areas
- b. Design and implement an ‘intervention package’ to enhance good governance and local public management in specified areas in cooperation with APA/CALM.
- c. Strengthen capacities of LPAs through training programs, on-going coaching and mentoring; benchmarking and peer review in the areas: planning and financial management including gender responsive budgeting, tax collection, property, procurement, human resource management
- d. Support LPAs in the improvement of good governance and management in selected services (using e-governance tools)
- e. Develop the capacities of local community actors (including CBOs) in Human Rights and Gender-responsive local development by applying community mobilization for empowerment with particular focus on women's community groups

- f. Advocacy, awareness-raising and knowledge generation on good governance, rights based and gender responsive local development

Activity 2.2. *Improve management, access and quality of municipal service provision in 20 communes and 10 clusters of communities (National Decentralization Strategy: Objectives 1, 3, 4, 5)*

- a. Assess and map service development with IMC and PPP potential: water and sanitation services, solid waste management (SWM), social services, education, employment services etc.
- b. Provide support to the improvement of basic local services in 20 communes
- c. Support in improving the IMC legal framework in communal service provision (in 2-3 areas)
- d. Capacity building and support for the improvement of the management of selected local public services and utilities in 10 clusters of communities (through IMC, PPP, etc.)
- e. Support the establishment of one-window approach for service provision in 10 clusters of communities
- f. Support LPAs from 10 clusters in accessing regional development funds: planning, project identification, formulation and resource mobilization, service maintenance

Activity 2.3. *Support an enabling environment for rural business development, creation of economic opportunities and diversification of rural economies (National Decentralization Strategy Objectives 4, 7)*

- a. Assessment of local economic potential and growth opportunities, including human resources, potential for innovative income generation and women's economic empowerment
- b. Support LPAs in the promotion of investment opportunities, and strengthen LPAs capacities to interact with businesses. Facilitate the improvement of the local business environment
- c. Assistance in developing skills of women and men in target localities (business start-up training and fundraising) to initiate and manage innovative income generating economic activities. Support women's economic empowerment
- d. Support in promoting employment of women and men from vulnerable groups by offering grants for the business initiated, with a particular focus on women's employment.

2.1. Strengthen local self-governance and public management performance

Upon a thorough assessment of LPAs capacities in 20 communes, JILDIP in partnership with APA and other specialized institutions will design and implement an 'intervention package' to enhance good governance and local public management in specified areas. LPAs will receive support in development and adoption of systems and procedures that will allow them to enhance their operations and better respond to people's need. The main areas for assistance will be in line with the key priorities from the Decentralization strategy, i.e.:

- planning and financial management, local tax collection and administration, local property development and management; public procurement; human resource management;
- improving access to information, ensuring local transparency, and involvement of the private and non-governmental sector in local public affairs.
- use of modern management methods and ICT in daily operations and service provision.

In order to efficiently implement the designed systems and procedures, the Programme will work to consolidate the LPA's capacities in the above-mentioned areas along three dimensions: i) improvement of *individual professional* capacities through training of municipal officials and local administration staff in strong cooperation with the Academy of Public Administration and CALM; ii) strengthening of *institutional* capacity, through the introduction of improved methods and organizational arrangements for delivery of quality services and managing municipal public resources and iii) build-up of *systemic* capacity for effective and cooperative intergovernmental relations between local authorities and the central level authorities and administration.

Because of their local knowledge and mandate, local governments, civil society and other organizations are the best place to identify vulnerable groups and to provide them with access to services. The **Community**

Mobilisation for Empowerment approach will be used. It was successfully piloted during the first phase of JILDIP, aiming at empowering women and men from vulnerable groups to become equal partners in local development, and to increase their control over their own lives by extending their development opportunities and by enhancing their role in local decision-making. The approach envisages a 2-3 years long cycle of progressive steps starting from identification of community vulnerable groups, their human rights and gender concerns through forming and consolidation of the local self-help groups around the identified priority concerns and needs, and finalizing with the full capacitating of the groups to plan, mobilize resources, and actually implement projects coming to resolve their priority needs and concerns.

2.2. Improve management, access and quality of local public services

The experience driven from JILDIP interventions at local and central level has brought forward the demand to focus on the effective implementation of local socio-economic development strategies elaborated in HRBA and GE manner, and their link to regional development policies. Particular emphasis will be placed on local public services and infrastructure development, and use of regional development funds.

Within the JILDIP program, technical assistance will be provided to improve service provision in the areas of LPAs competence like communal services, health, social protection, education, and others. Each of the **20 target communes** will be assisted in the improvement of the most critical local public services, as per the priorities of the local development strategies. Support to local service improvement will be provided through transparent selection procedures and subject to proper technical appraisal.

On the other hand, innovative approaches, such as *inter-municipal cooperation* and other forms of partnerships, will be piloted to promote the territorial-administrative reform as stipulated in the Decentralization strategy and in the Government Action Plan. **10 clusters** of municipalities will be assisted to pilot several forms of inter-municipal cooperation for common priority sectors and services, (e.g. education, social protection, environment and energy efficiency, water and sewerage, solid waste), around which clustering of municipalities will be encouraged. IMC is perceived as an instrument for improving efficiency and effectiveness of service delivery and pave the way for amalgamation of LPAs. Joint Information and Services Bureaus, piloted by UN Women Women's Economic Empowerment Programme will be set up upon a thorough feasibility analysis.

LPAs will be trained to develop partnerships: from planning and creating them, selecting the most appropriate model of cooperation to effectively managing and maintaining the selected public services. Moreover, the clusters of communities will be assisted in accessing regional development funds for better service provision and infrastructure upgrading. New communities could be added if they fit within the "cluster".

2.3. Support business development, expansion of economic opportunities and diversification of rural economies

The Programme will support LPAs capacity to plan for, invest in and deliver quality services, as well as set up the stage for local economic development and incentives for local investments, jobs' creation and income-generating activities, which will ultimately lead to sustainable rural development and economic growth.

Upon a thorough assessment of local economic potential and growth opportunities, LPAs will be assisted to promote investment opportunities and to interact with businesses. The activities will include the identification and creation of an enabling environment for rural business development, as well as identification, development and implementation of innovative income generating activities. An enabling environment will entail the LPA's offering:

- Information for investors regarding economic opportunities and conditions to establish local business
- Permissive local normative frameworks
- One-stop shops for interacting with local authorities (issuance of licenses, permits, etc.)
- Availability of locally-owned resources like land and buildings for establishment and operation of local businesses;
- Availability of local utilities and services.

Based on the previous JILDP experience, the empowerment of women and men particularly representing the most vulnerable groups will remain the key element for local development along with improved local governance and local service provision. Thus, the Programme will support the development of income generating activities and provide opportunities for re-investment of remittances, and provide training to develop skills to initiate and manage income generating economic activities. Particular focus will be paid to women facing multiple forms of discrimination.

IV.3 TARGET AREAS AND BENEFICIARIES

Policy Framework Support for the Implementation of the Decentralization Strategy: The JILDP will work closely with the State Chancellery and will regularly support it in its coordination and monitoring of the Decentralization strategy implementation. The involvement of other central governmental bodies will be achieved through the Working groups on decentralization established under line ministries. The working groups, comprising representatives of central and local public administration, local and international experts, operate according to its statutory regulations and meets regularly to debate and approve the sectoral analysis, policy options and legal amendments according their domains of competences.

The Programme will cooperate with the Special Parliamentary Commission on Decentralization and will build its capacity to improve the legal framework on local public administration, including fiscal decentralization, property management, inter-municipal cooperation and others.

The JILDP will support the Academy of Public Administration (APA) to develop and carry out the training programs for public servants envisioned in the second phase of JILDP. As the principal national civil servants training institution, the APA will be able to ensure the sustainability of the programs. Contribution and involvement of the territorial offices of the State Chancellery and local think tanks will also be sought to ensure the practical and applicable character of the training programs. The Congress of Local Authorities from Moldova (CALM) will be supported to represent and advocate the common interests of local governments at each stage within the process of decentralization strategy implementation. In this regard, the CALM representatives will be included in assistance mechanisms and structures, i.e for: policy elaboration and review, services to members, specialized committees' functioning, and partnerships building.

Viable models of Operating Local Governments in line with the changes brought by the Decentralization strategy. JILDP will work with capacity development of LPAs and operations, local service improvement and socio-economic development) in at least 20 rural communities (of at least 5,000 residents). The idea is to work in municipalities that are already covering several villages and are providing services for a larger number of people i.e. larger communities. The Programme will be divided into two implementation phases (10 in the first phase, and 10 in the second one), thus allowing for further learning and adjustments of the second phase, in order to elaborate a model to be replicated by the government.

The JILDP will also work on supporting clustering of municipalities (anticipating amalgamation of LPAs). The aim is to work with 10 clusters, consisting of at least 10,000 residents with focus on inter-municipal cooperation, public-private partnerships and others forms of cooperation.

Selection process

A thorough selection process of Programme target communities will be conducted in its initial stage. The selection criteria, among which: population number, socio-economic indicators, IMC and amalgamation potential, capacity to act as a growth pole for the district/region, degree of vulnerability and the list of target communities and clusters will be proposed to and **approved by the Programme Board**.

Furthermore, services and initiatives/projects to be financed by JILDP in target communities must meet a series of minimum criteria:

- Address the actual needs of community and foreseeable improvement of local living conditions;
- Benefit an entire community or a group of communities, including the vulnerable and most needy;
- Contribute to strengthening participatory, accountable, transparent and non-discriminatory local governance;
- Be technically, socially, economically and environmentally feasible; a special social and environmental screening of proposed projects, following UNDP methodology, will be undertaken by Programme experts;
- Be financed primarily through partnership, a cost-sharing arrangement between beneficiaries, partner community/rayon, CSOs and other public and private sponsors;
- Be sustainable; ensure that the beneficiaries can and will maintain the service;
- Serve as model service that can be replicated in other communities;

Prior to Board approval, the selection criteria and the types of services/interventions will be discussed and approved by a Technical committee, comprised of State Chancellery, UNDP and UN Women representatives.

IV.4 RISKS 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 most immediate short-term *macro political risk* relates to the volatile parliamentary situation and the political constraints to continuing and deepening the decentralisation. However, while delays may occur, the programme as such is designed with a high degree of robustness to be able to withstand possible political volatility. UN has a long and impressive track record in managing political relations with a diverse range of governments in Moldova. UN is committed to monitoring the situation and is continuously in dialogue with key government stakeholders in the process.

Risk Log

Description of risk	Type and Category	Risk management actions
Resistance of existing national and local authorities to engage in essential reforms (fiscal, territorial-administrative, property).	Political/High	The program will support studies that will provide clear explanations about the impact of the reforms (fiscal, quality of services, people's satisfaction, etc.) and promote public debates to garner public support for the reforms.
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 (Decentralization policies department of the State Chancellery, Parity Commission, its Working Groups, Parliamentary Commission) to lead the reform, and to facilitate the creation and development of relevant institutions.
Government's limited capacity to coordinate the assistance in the local governance/development and decentralization areas	Political/Medium	JILDG will continue supporting the State Chancellery in the decentralization sectoral coordination

Description of risk	Type and Category	Risk management actions
Limited local budgets' capacity to effectively contribute towards meeting development needs of the local people. This implies for the JILDP that local contribution for development interventions will be scarce and subject to the availability of cash within local authorities. This will in no way affect the expected contributions of the local community members	Economic/Medium	JILDP 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. Moreover, the Programme will support fiscal decentralization policy interventions, so that to increase LPAs fiscal capacity and local revenues, subsequently.
Lack of culture of participation in identifying priorities, planning, and budgeting for regional and local development.	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.
Resistance of Local Public Authorities to change and implement innovative local governance instruments	Operational / Medium	JILDP will apply participative methods, working simultaneously both at community level and with local authorities, combining capacity building activities with technical assistance.
There may be a delay in the approval of regional development project proposals elaborated with JILDP support from Regional Development Funds, thus impacting the JILDP support in setting-up management structure of local public services	Operational / Medium	JILDP will support the communities in planning, project identification, formulation and resource mobilization, preparing all institutional arrangements and legal statute of newly created services. Other similar projects will be fully supported in neighbouring communities, including newly created service maintenance, setting grounds for them to learn from the experience of other LPAs.
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 JILDP will be based on thorough analysis and recommendations taken into account environmental issues along with rights based and gender issues.
Insufficient financial resources for programme implementation	Operational / Medium	There is interest and commitment from Swedish Embassy and Danish MFA to finance the programme. In case provided funding will not cover all Programme activities (comp. 1 especially), prioritization of activities will be conducted in the initial stage and additional resources will be mobilized. However, Danish funds will be earmarked for the Component 2 activities.

Project sustainability

Further sustainability will be ensured through an adequate level of national ownership and, the practice of wide involvement of the concerned national 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 will be made on capacity building for local partners will further ensure an ownership for results and a further continuation of activities and interventions piloted and tested.

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, JILDIP 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.

One of the key objectives of this programme addresses strategic needs and priorities, identified by 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 to inhabitants, and they require continued application of methodologies and skills acquired by local authorities through JILDIP. Having accumulated experience and success in improving local living conditions during JILDIP implementation, communities are expected to have a strong incentive to continue collaborating to prioritise development needs, strategies' responses, initiate engagement with local authorities, mobilise resources and implement local development Programs.

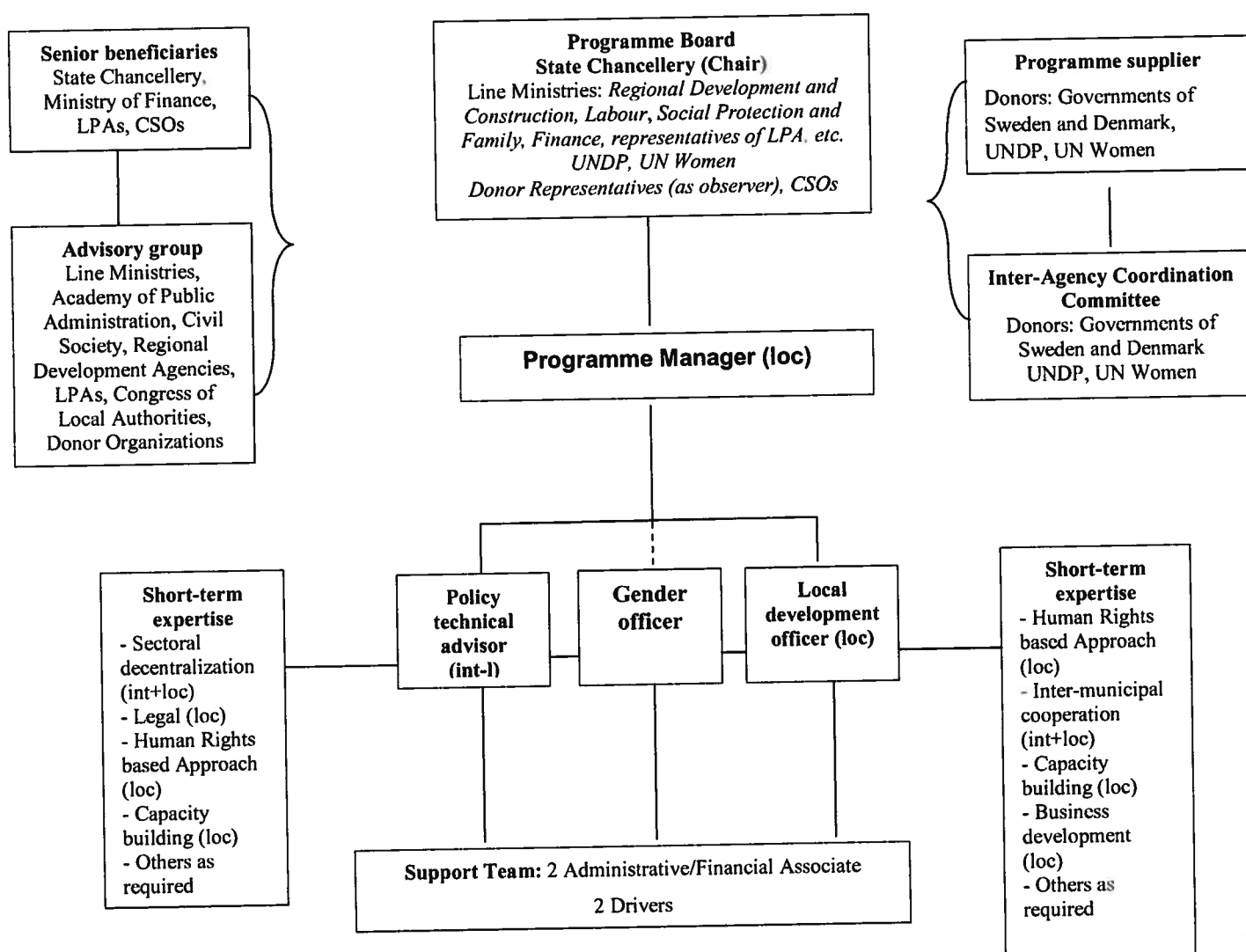
Another incentive for the local authorities is ensuring the appropriateness and cost-effectiveness of local development initiatives, when communities are engaged in the planning and implementation of local development initiatives, as well as financial and in-kind contribution.

JILDIP 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 JILDIP, 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.

V. MANAGEMENT AND COORDINATION ARRANGEMENTS

The JILDP will be managed as a Joint Programme and will be nationally implemented, using the pass-through funding modality. The **State Chancellery** is the implementing partner for the Joint Integrated Local Development Programme and the **Secretary General of the Government acknowledges the national ownership of all Programme results and ensures its overall coordination.** Working together and in partnership with national implementing partners is a fundamental starting point for all UN priorities in Moldova, as elaborated in the UNPF for Moldova.

V.1 Management structure



The Programme will be managed at the highest level by a **Programme Board**. The Programme Board will be called and chaired by the **State Chancellery** and will have the following members: Ministry of Finance, Ministry of Education, Ministry Labour, Social Protection and Family, Ministry of Regional Development and Construction, 2 representatives of LPAs (1st and 2nd tiers), UNDP, UN Women and donor representatives as observers. 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 will be prepared and adopted for each meeting of

the Programme Board, detailing any proposals made and decisions taken. The Programme manager will 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. In this way, cooperation and linkages between the donor(s), participating agencies, national implementing partners, and other stakeholders will be ensured.

Based on Board recommendations and approvals, the Secretary General in his position of Programme National coordinator approves and signs the annual work plans and financial reports.

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 (for consideration by the Programme Board) or related to applicable internal rules and regulations of any of the participating agencies. 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.

A **Project Management Team (PMT)** will be competitively selected by a recruitment panel comprised of UNDP, UN Women, State Chancellery and donor/s representatives (if applicable). The PMT will be staffed with a *Programme manager*, a team of *Programme specialists/advisors* in the fields of *Policy Analysis (international advisor)*, *Local Development (local advisor)* and *Gender issues (local advisor)*. The *Programme Manager* will provide strategic guidance and day-to-day supervision of the national team of JILD, liaise with the State Chancellery and other national and international partners. The *PMT* will ensure results-based project management and successful implementation of the project, close monitoring and evaluation of project progress, observance of procedures, transparency and efficient use of funds, quality of works, and involvement of national and local stakeholders, and beneficiary communities in the decision-making processes. To ensure full coherence and accountability for Programme results, a strong coordination and reporting mechanism will be set up. Thus, Programme specialists / advisors will plan, coordinate and report programme related-activities to the Programme Manager, while human resources-related issues (performance evaluations, etc.) will be performed by the supervisor from the participating Agency.

The *short-term national and international specialists* have the responsibility of specialized technical support to the project in the areas required by the Programme, i.e. Human Rights based Approach and Capacity Building (being cross-cutting areas), Sectoral Decentralization, Legal support, Inter-Municipal Cooperation, Business Development, etc. Programme communication and visibility will be ensured by a Communication consultant.

The Programme **Advisory Group** will provide substantive advice for an effective and quality implementation and coordination of the project. It will be made up of Line Ministries, Academy of Public Administration, Congress of Local Authorities, representatives of donors active in the sector, Civil Society, Regional Development Agencies,

and other relevant programs. The advisory group composition can be amended and technical sub-groups can be established upon necessity and will meet on a semi-annual basis, if required.

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.

V.2. FUND MANAGEMENT ARRANGEMENTS AND FINANCIAL REPORTING

This Programme will utilize a pass-through funding modality whereby the Participating UN Organizations (PUNOs) have appointed, through a Memorandum of Understanding (MoU), the UNDP Multi-Partner Trust Fund Office (MPTF Office) to perform the role of the Administrative Agent (AA). Under this option, the donor would transfer the funds to the MPTF Office, pursuant to the duly signed Standard Administrative Arrangement (SAA). The AA will be entitled to allocate an administrative fee of one percent (1%) of the amount contributed by each donor signing the SAA, to meet the AA's costs of performing the AA's functions described in the MoU. UNDP will also serve as a Participating UN Organization in connection to this Joint Programme. 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 the MoU. 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 MPTF office, 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.

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 endorsement. 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).

V.3 MONITORING, EVALUATION AND REPORTING

Monitoring occurs throughout the year and culminates at the annual review of the common work plan. The planned monitoring activities and evaluation(s) of the joint programme should form part of the United Nations Partnership Framework M&E plan.

The Monitoring and Evaluation Plan (M&E Plan) will be elaborated and approved by the Programme Board at early stage of programme implementation. Its main goals will be to ensure continuous feedback on implementation, early identification of potential problems to facilitate timely adjustments and implementation in accordance with the overall strategic plan for the Program. The M&E Plan will also contribute to ensuring regular reporting to donor(s) on the effective use of all funding.

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 Program 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 Program is of particular importance since it feeds the future evaluation with information and data on effectiveness, efficiency, coherence, and management and coordination.

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 United Nations Partnership Framework (UNPF) Annual Review process and in accordance with UN standards and the UNPF monitoring and evaluation plan. For the Annual Review process, participating agencies will be responsible for preparing substantive annual reports on their respective activities. This review will involve all key stakeholders and the State Chancellery as Programme National Coordinator, and focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes. This review should update output targets and results achieved. An external Programme mid-term review will be conducted.

A **Final Programme Review** will be commissioned by the UNDP at the end of programme implementation. This will focus on relevance, efficiency, non-contentiousness and appropriateness of delivered activities. In addition to that, evaluation will be conducted for the sub-projects implemented. Lessons learned and the experience gained throughout the implementation of the programme will be disseminated and shared as widely as possible with the donor community.

Each Participating UN Organization will prepare the following reports on its contribution in accordance with its financial rules and regulations:

- Annual narrative progress reports, to be provided no later than three months (31 March) after the end of the calendar year;
- Annual financial statements and reports as of 31 December with respect to the funds disbursed to it from the Joint Programme Account, to be provided no later than four months (30 April) after the end of the calendar year;
- Final narrative reports, after the completion of the activities in the Joint Programme Document and including the final year of the activities in the Joint Programme Document, to be provided no later than four months (30 April) of the year following the financial closing of the Joint Programme. The final report will give a summary of results and achievements compared to the goals and objectives of the Joint Programme;
- Certified final financial statements and final financial reports after the completion of the activities in the Joint Programme Document and including the final year of the activities in the Joint Programme Document, to be provided no later than six months (30 June) of the year following the financial closing of the Joint Programme.

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, and the Programme Board, and submitted to the MPTF Office. The MPTF Office will prepare a consolidated narrative progress and financial reports, based on the reports referred to above and will provide those consolidated reports to each donor that has contributed to the Joint Programme, as well as to the Joint Programme Board, in accordance with the timetable established in the SAA.

VI. LEGAL CONTEXT OR BASIS OF RELATIONSHIP

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.

Basis of Relationship

Participating UN organization	Agreement
UNDP	This Joint Programme Document shall be the instrument referred to as the Project Document in Article I of the Standard Basic Assistance Agreement between the Government of Moldova and the United Nations Development Programme, signed by the parties on [].
UN Women	This Joint Programme Document shall be the instrument referred to as the Project Document in Article I of the Standard Basic Assistance Agreement between the Government of Moldova and the Un Women, signed by the parties on [].

V. ANNEXES

ANNEX 1. JILD P LOGICAL FRAMEWORK

	Intervention Logic	Objectively Verifiable Indicators of achievement	Sources and means of verification	Assumptions
Overall objective	<p>1. To support better and equitable service provision and sustainable local development, facilitated by improved legal and institutional framework resulting from the implementation of the National Decentralization Strategy.</p>	<p>1. Functional LPA system with clear assignment of responsibilities and with a new system of local public finances in place</p> <p>2. Strengthened institutions (LPAs, APA, CALM) to promote and support the implementation of the decentralization reform</p> <p>3. Number of operating models of LPAs developed and implemented in line with the Decentralization Strategy</p> <p>4. Number of people who benefited from improved LPA services and various forms of cooperation, in line with decentralization reform (at least 150,000 beneficiaries)</p>	<p>- Government Decisions and Ministers' orders on sector decentralization strategies and Chart of responsibilities</p> <p>- Amended and approved laws (Law on local public finances, Law on LPA, Law on Administrative Decentralization)</p> <p>- APA training curricula</p> <p>- LPA Capacity Assessment Methodology</p> <p>- Project reports and results of monitoring and evaluation activities.</p>	<p>Sustained National level commitment to continue the implementation of the National Decentralization Strategy, particularly fiscal decentralization.</p> <p>Cooperation, commitment and engagement of local authorities to improve their institutional and service provision capacity.</p>
Specific objectives	<p>1. To support the Government in improving the policy and legal framework as mandated by the National Decentralization Strategy to ensure local autonomy, availability of resources, and more effective local management and service provision.</p> <p>2. To improve the capacity of LPAs to deliver efficient, equitable and accessible local public services, to facilitate sustainable development and foster social inclusion.</p>	<p>1.1. Sectorial strategies and chart of responsibilities. Number of policy recommendations and legal amendments in the main decentralization areas.</p> <p>1.2. New system of local public finances as a determining factor in the decentralization reform</p> <p>2.1. Number of training programs designed and embedded into Academy for Public Administration (APA) curricula and taken over by Congress of Local Authorities from Moldova (CALM)</p> <p>2.2. Number of public officials (central and local public servants and elected officials) trained by APA and CALM in main decentralization areas</p> <p>3.1. Number of LPAs with local public management improved and % of public officials trained in target communities</p> <p>3.2. Functional systems and procedures to improve LPAs operations used in target localities</p>	<p>- Policy recommendations and proposals for legal amendments in main decentralization domains.</p> <p>- Training modules / packages proposed to APA</p> <p>- LPA Capacity assessment Methodology</p> <p>- Guides with LPA systems and procedures</p> <p>- Project reports and results of monitoring and evaluation activities.</p>	<p>Political environment has remained stable</p> <p>Willingness and capacity of local actors is maintained to be able to implement planned activities</p>

<p>Expected results</p>	<p>1. Policy and legal frameworks to support autonomous, efficient and financially-sustainable LPAs developed and implemented</p> <p>2. Capacities of LPAs and communities strengthened to deliver better services to citizens and create models of LPAs - in line with changes brought by the Decentralization Strategy</p>	<p>4.1. Number of model local public services with focus on inter-municipal cooperation created (by type) and number of beneficiaries disaggregated by gender and vulnerability</p> <p>4.2. Number of local businesses created/improved (with equal involvement of women and men)</p> <p>1.1. At least 4 sectorial strategies developed; Chart of competences compiled; at least 7 policy papers in main decentralization areas developed; proposals for amending the legal framework provided</p> <p>1.2. New system of local public finances in line with Decentralization strategy in place</p> <p>2.1. 5 training programs designed and embedded into APA curricula and taken over by CALM as well</p> <p>2.2. 300 public officials (central and local public servants and elected officials) trained by APA and CALM in specific decentralization areas, including HRBA and GE</p> <p>3.1. 20 LPAs with local public management improved with at least 80% of public officials trained in these target communities</p> <p>3.2. Systems and procedures used to improve LPAs operations in 20 target communities</p> <p>4.1. 20 model local public services created with at least 150,000 beneficiaries (at least 10 models of local public services created in 20 communes, disaggregated by types: water supply, solid waste management, education, social services, street illumination, etc. ; 10 inter-municipal cooperation models created in 10 clusters of communities)</p> <p>4.2. At least 20 businesses created/improved (with equal involvement of women and men)</p>	<p>- Policy recommendations and proposals for legal amendments in main decentralization areas</p> <p>- Training modules / packages proposed to APA</p> <p>- LPA Capacity assessment Methodology</p> <p>- Guides with LPA systems and procedures</p> <p>- Statistic data on number of beneficiaries disaggregated by gender and vulnerability</p> <p>- Project reports and results of monitoring and evaluation activities.</p>	<p>Central authorities, which lead the decentralization process, are involving as many relevant stakeholders as possible</p> <p>LPAs to be informed on an on-going basis about the aims and the activities planned</p>
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<p>Activities</p>	<p>1. Policy framework support provided</p> <ul style="list-style-type: none"> a) Support fiscal decentralization policies b) Improve LPAs administrative capacity c) Develop sector decentralization strategies and support the clarification of competences of local and central authorities d) Support institutional capacity of main stakeholders to manage the decentralization strategy and provide training for local authorities <p>2. Viable models of operational LPAs supported - in line with changes brought by Decentralization strategy</p> <ul style="list-style-type: none"> a) Strengthen local self-governance and service provision in 20 target communes b) Improve management, access and quality of municipal service provision in 20 communes and 10 clusters of communities (with focus on inter-municipal and other forms of cooperation) c) Support an enabling environment for rural business development, extension of economic opportunities and diversification of rural economies 	<p>MEANS:</p> <p>Personnel, international and local expertise, equipment, researches, operational facilities</p>	<p>Annual and quarterly work plans and reports.</p> <ul style="list-style-type: none"> 1. Policy framework support: 4,000,000USD 2. Support in the creation of model operational LPAs: 5,000,000 USD 	
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Annex 2. Budget

Project	Joint Integrated Local Development Programme (Preliminary for component 1)											
	Objectives	Outputs	Activities	Actions	Category	Budget per year						Total expenses planned
						I		II		III		
					UNDP	UN Women	UNDP	UN Women	UNDP	UN Women		
1. To support the Government in improving the policy and legal framework as mandated by the National Decentralization Strategy to ensure local autonomy, availability of resources, and more effective local management for better and equitable service provision.	1.1. Policy framework support for the implementation of the National Decentralization Strategy based on human rights and gender equality principles provided.	1.1. Fiscal Decentralization policies supported.	a) Support the Ministry of Finance and the Working groups in the development of analysis, policies and methodologies (with focus on revenue sharing, taxation and local finance management)	Contractual services	70,000	-	55,000	-	20,000	-	145,000	
			Policy advisor (int-l)	International consultancy	50,000		50,000		50,000		150,000	
			b) Assist the Ministry of Finance in the implementation of decentralized fiscal options	International consultant	40,000	-	40,000	-	30,000	-	110,000	
			c) Improve and develop the legal framework	Equipment & soft	20,000						20,000	
				Local consultants	24,000	-	24,000	-	24,000	-	72,000	
			d) Strengthen Ministry of Finance capacity to coordinate, implement and monitor the reform	Travel/Contractual services	8,000	-	8,000	-	8,000	-	24,000	
				Equip and Furniture	10,000						10,000	
				Stationary and office Supplies	2,000		2,000		2,000		6,000	
				International consultant	15,000		15,000		15,000		45,000	
				Local consultants	31,200	-	31,200	-	31,200	-	93,600	
			e) Support the Ministry of Finance and working group on Gender-responsive budgeting: elaborate a policy paper, develop the draft legal framework and build capacity in GRB implementation	Contractual services		15,000		20,000		10,000	45,000	
				International consultancy		30,000		15,000		15,000	60,000	
				Translation & printing costs		5,000		5,000		5,000	15,000	
				Miscellaneous/Awareness raising		3,000		3,000		3,000	9,000	
				Local consultants		15,000		15,000		15,000	45,000	
			Total 1.1.			270,200	68,000	225,200	58,000	180,200	48,000	849,600
			1.2. Administrative Capacity of LPAs improved	a) Support the Government in the analysis, policy options formulation, impact assessment, financial mechanisms and roadmap on territorial-administrative consolidation	Local consultants	36,000	-	36,000	-	12,000	-	84,000
					Contractual services	40,000		20,000		30,000		90,000
					Equip and Furniture	5,000		5,000		5,000		15,000
					Stationary and office Supplies	2,000		2,000		2,000		6,000
					Travel/Contractual services	8,000		8,000				16,000
				b) Support the government in holding consultations and debates with LPAs, academia and civil society	Contractual services/Local consultants	20,000	-	30,000	-	20,000	-	70,000
				Policy advisor (int-l)	International consultancy	50,000		50,000		50,000		150,000
c) Based on policy recommendations, improve the policy and legal framework for territorial-administrative consolidation	Contractual services/Local consultants	20,000		-	20,000	-	10,000	-	50,000			
d) Support the Government in gender mainstreaming of proposed	Local consultants			13,000		5,000		2,000	20,000			

options: gender impact assessment, legal framework development and consultations held with CSOs, including women's groups	International consultancy		25,000					25,000	
	Contractual services		15,000		15,000		5,000	35,000	
	Miscellaneous		1,200		1,200		1,200	3,600	
Total 1.2.			181,000	54,200	171,000	21,200	129,000	8,200	564,600
a) Provide support in the elaboration of decentralization strategies and implementation mechanisms in at least 6 sectors (education, social, communal services and public utilities, housing, health and culture). HRBA impact assessment	Local consultants	27,000		15,000	-	15,000	-	57,000	
	International consultants	90,000		40,000		20,000		150,000	
Policy advisor (int-l)	International consultancy	50,000		50,000		50,000		150,000	
b) Based on sectoral strategies, review the Chart of competences and adjust the legal framework	Contractual Services	28,800	-	28,800	-	6,000	-	63,600	
c) Provide institutional support to Working groups in the line Ministries	Local consultants	45,000		45,000				90,000	
	Equip and Furniture	8,000		4,000		2,000		14,000	
	Travel/ Contractual services	6,000		5,000		5,000		16,000	
	Stationary and office Supplies	4,000		6,000		6,000		16,000	
	Contractual Services	8,000	-	24,000	-		-	32,000	
d) Support in the development and promotion of e-governance tools in local service provision	Contractual services	30,000		30,000		40,000		100,000	
	Local consultants	20,000		5,000		5,000		30,000	
e) Support the Government in gender mainstreaming in policy options: gender analysis of legal framework, impact assessment and mainstreaming into sector strategies and budgets; develop capacities of Ministries to implement them	Contractual Services		25,000		25,000		20,000	70,000	
	International consultancy							-	
	Local consultants		30,000		30,000		20,000	80,000	
	Miscellaneous		5,000		5,500		5,000	15,500	
	Grants							-	
Total 1.3.			316,800	60,000	252,800	60,500	149,000	45,000	884,100
a) Support the State Chancellery and the Party Commission in the coordination and monitoring of the Decentralization strategy implementation, including gender equality principles of the reform	Local consultants	37,200		20,400	-	20,400	-	78,000	
	International consultant	30,000		20,000		15,000		65,000	
	Travel/ Contractual services	8,000		8,000		8,300		24,300	
	Equipment, Stationary and office Supplies	10,000		6,000		4,000		20,000	
	Contractual services	5,000		5,000		5,000		15,000	
b) Develop the capacity of the Parliamentary commission on decentralization for legal review and public discussions. Support exchange programs	Local consultants	24,000	-	12,000	-	12,000	-	48,000	
	Equip and Furniture	4,000		4,000				8,000	
	Travel/ Contractual services	12,000		8,000		8,000		28,000	
	Stationary and office Supplies	4,000		4,000		4,000		12,000	
	Contractual services	4,000		3,000		3,000		10,000	
c) Support the Academy of Public Administration to introduce and carry out new training programs, in line with Decentralization reform (for local elected leadership, on local public management and	Local consultants	18,000		18,000		12,000		48,000	

1.3. Sector decentralization strategies developed and implemented, and competences of local and central authorities clarified

1.4. Institutional Capacity of main stakeholders to manage the decentralization strategy and training for local authorities strengthened

service provision)	Contractual Services	60,000	-	40,000	-	30,000	-	130,000
d) Provide institutional support to Congress of Local Authorities (improve services and provide training to members, set up technical committees)	Contractual services / Grants	30,000		25,000		20,000		75,000
e) Support in the implementation of gender equality activities as per Decentralization Strategy provided to State Chancellery, Parity Commission and Academy of Public Administration. Support to Network of women mayors and councillors (training, study visits, etc.)			15,000		30,000		10,000	55,000
	Contractual Services		5,000		6,000		4,000	15,000
	Local consultants		10,000		10,000		5,000	25,000
	Translation & printing costs		-		10,000		10,000	20,000
f) Support the implementation of the Awareness and Communication strategy	Grants	5,000	10,000	5,000	10,000	5,000	5,000	40,000
	Contractual Services	15,000	6,000	20,000	7,000	20,004	3,000	71,004
	Local consultants	14,400	10,000	14,400	10,000	14,400	10,000	73,200
	Audio-visual	5,000	5,000	5,000	5,000	5,000	5,000	30,000
Total 1.4.		285,600	61,000	217,800	88,000	186,104	52,000	890,504
Total Programme		1,053,600	243,200	866,800	227,700	644,304	153,200	3,188,804
Management and Visibility	Programme manager - 50%	18,000	19,200	18,000	19,200	18,000	19,200	111,600
	Adm officer, adm services	28,000	12,000	28,000	12,000	28,000	12,000	120,000
	Visibility & Communic costs	20,000	7,000	20,000	7,000	20,000	7,000	81,000
	Rental - Premises	10,000		10,000		10,000		30,000
	Equip and Furniture	15,000	9,000	4,000	4,500	15,000	3,000	50,500
	Contract serv (Driver)	9,600	2,000	9,600	2,000	9,600	2,000	34,800
	Rental&Maint of other equip	8,000		8,000		8,000		24,000
	Training and travel	10,000		10,000		10,000		30,000
	Cost reimbursement - UNDP services		2,000		2,000		2,000	6,000
	Stationary and office Supplies	8,000	1,000	8,000	1,000	8,000	1,000	27,000
Management & visibility Costs		126,600	52,200	115,600	47,700	126,600	46,200	514,900
TOTAL (Programme & Management)		1,180,200	295,400	982,400	275,400	770,904	199,400	3,703,704
7%		82,614	20,678	68,768	19,278	53,963	13,958	259,259
1%		11,802	2,954	9,824	2,754	7,709	1,994	37,037
TOTAL Comp 1		1,274,616	319,032	1,060,992	297,432	832,576	215,352	4,000,000

Joint Integrated Local Development Programme

Project Objectives	Outputs	Activities	Actions	Category	Budget per each year						Total expenses planned
					I		II		III		
					UNDP	UN Women	UNDP	UN Women	UNDP	UN Women	
2.1. Viable models of operating local governments – 'champions of change' - in line with the changes brought by the Decentralization strategy created.	2.1.1. Strengthen local self-governance and service provision in 20 target communes	a) Assess LPAs systems, procedures and capacities in terms of good governance and local public management areas: planning and financial management, tax collection, property, procurement, human resource management	Contract services	40,000	-	-	-	-	-	40,000	
			Local consultants	30,000	-	-	-	-	-	30,000	
		b) Design and implement an 'intervention package' to enhance good governance and local public management in specified areas in cooperation with APA/CALM.	Contractual services	30,000	-	30,000	-	30,000	-	90,000	
			Local consultants	20,000	-	40,000	-	40,000	-	100,000	
		c) Strengthen capacities of LPAs through training programs, on-going coaching and mentoring; benchmarking and peer review.	Travel/ Contractual services	30,000	-	70,000	-	20,000	-	120,000	
			Local consultants	16,000	-	16,000	-	70,000	-	102,000	
		d) Support LPAs in the improvement of good governance and management in the selected area (with focus on e-governance tools)	Contractual services	30,000	-	70,000	-	120,000	-	220,000	
			Local consultants	30,000	-	70,000	-	100,000	-	200,000	
		e) Develop the capacities of local community actors (including CBOs) in HR and Gender-responsive local development	Contractual services	30,000	-	35,000	-	35,000	-	100,000	
			Grants	20,000	-	30,000	-	30,000	-	80,000	
	f) Mobilize local communities for empowerment with particular focus on vulnerable women and men	Contractual services	-	20,000	-	60,000	-	20,000	100,000		
		Grants	20,000	-	-	40,000	-	40,000	100,000		
	g) Advocacy, awareness-raising and knowledge generation on good governance, rights based and gender responsive local development	Contractual services	15,000	-	15,000	-	15,000	-	45,000		
	Total 2.1.1.				311,000	20,000	376,000	100,000	460,000	60,000	1,327,000
	2.1.2. b) Improve management, access and quality of municipal service provision in 20 communes and 10 clusters of communities (with focus on IMC, one-window approach for service provision PPP and other forms of cooperation)	a) Assess and road-map service development with IMC and PPP potential: water and sanitation services, SWM, social, education services, employment services etc.	Local consultants	40,000	-	-	-	-	-	40,000	
			Grants	20,000	-	25,000	-	15,000	-	60,000	
		b) Provide support to the improvement of critical local services in 20 communes	Local consultants	20,000	-	200,000	-	50,000	-	300,000	
			Grants	50,000	-	200,000	-	50,000	-	300,000	
		c) Support in improving the IMC legal framework and elaboration of decentralization sectorial strategies in communal service provision (in 2-3 areas)	Contractual services/Local consultants	40,000	-	45,000	-	45,000	-	130,000	
			Local consultants	30,000	-	70,000	-	30,000	-	130,000	
d) Capacity building and support for the improvement of the management of selected local public services and utilities in 10 clusters of communities (through IMC, PPP, etc.)		Contractual services	100,000	-	200,000	-	180,000	-	480,000		
		Grants	-	-	500,000	-	500,000	-	1,000,000		
e) Support the establishment of one-window approach for service provision in 10 clusters of communities including through capacity development and institutional support	Local consultants	-	10,000	-	20,000	-	10,000	40,000			
	Contractual services	-	2,500	-	5,000	-	2,500	10,000			
f) Support LPAs from 10 clusters in accessing regional development funds: planning, project identification, formulation and resource mobilization, service maintenance	Local consultants	40,000	-	50,000	-	30,000	-	120,000			
Total 2.1.2.				320,000	12,500	1,090,000	25,000	850,000	12,500	2,310,000	
2.1.3 Support an enabling environment for rural	a) Assessment of local economic potential and growth opportunities, including human resources, potential for innovative income generation and women's economic empowerment	Contractual Services	15,000	5,000	-	-	-	-	-	20,000	

business development, extension of economic opportunities and diversification of rural economies	b) Support LPAs in the promotion of investment opportunities, and strengthen LPAs capacities to interact with businesses. Facilitate the improvement of the local business environment	Contractual Services	30,000	-	40,000	-	20,000	-	90,000	
		Local consultants	17,100	-	17,100		13,430		47,630	
	c) Assistance in developing skills of women and men in target localities (business start-up training and fundraising) to initiate and manage innovative income generating economic activities.	Contractual Services	-	-	23,000		22,000		45,000	
		Travel /Driver	5,000	7,500	5,000	7,500			25,000	
	d) Support in promoting employment of women and men through offering grants for initiated businesses	Contractual Services/Grants	-	-	49,000		40,000		89,000	
	e) Support women's economic empowerment with a particular focus on vulnerable women through increasing employment opportunities (vocational education trainings etc).	Contractual Services		6,000		5,000			11,000	
		Local consultants		5,000		4,000			9,000	
	f) Provide support for development of women run businesses by offering grants and specialized training for both start up and improving business.	Grants		-		60,000		20,000	80,000	
	g) Support creation of enabling environment for increased employment of rural women employment in selected cluster through: capacity and institutional development; small grants for improvement of child care facilities.	Contractual Services		13,000		12,000		6,000	31,000	
		Local consultants		5,000		9,000		5,000	19,000	
		Grants				15,000		5,000	20,000	
	Total 2.1.3.			67,100	41,500	134,100	112,500	95,430	36,000	486,630
	Total Programme			698,100	74,000	1,600,100	237,500	1,405,430	108,500	4,123,630
	2.3.a.Management and administrative costs	M&E	5,000		5,000	5,000	5,000	5,000	5,000	25,000
Programme manager-50%		18,000		18,000		18,000			54,000	
Project manager		27,000	18,000	27,000	18,000	27,000	18,000		135,000	
Project driver		8,000		8,000		8,000			24,000	
Miscellaneous		6,000		6,000		5,000			17,000	
Rental - Premises		10,000	6,000	10,000	7,000	10,000	7,000		50,000	
Equip and Furniture		60,000		4,000		4,000			68,000	
Maint of other equip. Fuel		15,000	4,000	15,000	4,000	15,000	4,000		57,000	
Cost reimbursement - UNDP services			2,000		2,000		-	2,000	6,000	
Stationary and office Supplies		5,000	1,000	4,000	1,000	3,000	1,000		15,000	
2.3.b Communication and visibility			18,000		19,000		18,000		55,000	
2.3.Management and visibility costs			172,000	31,000	116,000	37,000	113,000	37,000	506,000	
Total			870,100	105,000	1,716,100	274,500	1,518,430	145,500	4,629,630	
7%			60,907	7,350	120,127	19,215	106,290	10,185	324,074	
1%			8,701	1,050	17,161	2,745	15,184	1,455	46,296	
Total 2			939,708	113,400	1,853,388	296,460	1,639,904	157,140	5,000,000	

Annex 3.

EXTERNAL SUPPORT TO DECENTRALIZATION AND COORDINATION RATIONALE

Among the **most relevant donor funded** programs in the field of local governance and local development are the following:

The European Commission (EC) is using a new instrument, the Pilot Regional Development Programmes (PRDPs) to enhance economic, social and territorial cohesion of Eastern Partnership partners, as well as their economic integration and development. The PRDPs are expected to focus on human resource development, innovation and infrastructure development (7 mln EUR for 2012-2013). At the same time, the EC is supporting capacity building for regional development. Using the twinning mechanism, the EC will support the upgrade of the institutional structure and the improvement of the legislative and regulatory framework on regional development, including with the view to integrating regional development planning with territorial planning; as well as the development of the National Strategy for Regional Development 2012-2015 (1,170,000 EUR). Until 2011, the EC also funded 13 cross-border cooperation projects with the participation of the Moldovan local public authorities. The total value of the projects of 5 316 554 EUR was covered by the Joint Operational Programme Romania-Ukraine-Republic of Moldova 2007-2013 (total programme budget -126,72mln EUR). The areas of interventions of the cross-border cooperation projects are the development of the border economy, environmental challenges and emergency preparedness, greater interaction between people and boarder communities.

Programs in economic development, good governance and social action are also implemented with **Swedish Government** support, who has been a fervent and reliable supporter of local and regional development in Moldova. Among the most important programs funded by Sweden the Joint Integrated Local Development Programme, as well as German International Cooperation's regional development program are worth mentioning. The Soros Foundation-Moldova is working on legal empowerment of rural communities through a network of community-based paralegals, ensuring public participation in decision making and effective access to information, and empowering women to participate in community life.

The German International Cooperation (GIZ) is currently strengthening the Regional Development Agencies capacities to support five inter-communal cooperation projects on water and sewage management, energy efficiency and waste management in rural localities from Moldova. Another focus of GIZ intervention is updating the regional development strategies and operations plans.

The Council of Europe (CoE) is looking into opportunities of contributing to the decentralization reform with technical assistance and legal review to ensure the compliance of the reform with the COE Charter (particularly for the Local public finance law, the Law on public private property, Decentralization of competencies and the status of Chisinau Municipality, as well as capacity building activities based on the CoE toolkits). Along with issuing the periodic CLRAE monitoring report (the latest from March 2012), the CoE is also currently supporting international discussions on the impact of the economic crisis on local authorities.

In 2012 the **USAID** has initiated the Local Government Support Program in Moldova focusing on assisting local governments in improving municipal service delivery, strengthening financial management for increasing local revenues, and support for local energy efficiency plans development and management of municipal energy efficiency in all 34 rayon center towns.

The **Moldova Social Investment Fund** provides grants for social infrastructure rehabilitation, water supply and roads with community involvement and contribution. The \$45 mln fund is planned to be spent by 2015.

TOOLS AND APPROACHES: HUMAN RIGHTS BASED APPROACH, GENDER MAINSTREAMING AND WOMEN'S EMPOWERMENT

To ensure democratic development equally responsive to the needs and interests of women and men in line with the UN commitments and European values in the context of the decentralization reform, JILDPA will apply two complementary approaches – gender mainstreaming and women's empowerment. The JILDPA will apply a holistic approach to programming, tackling the challenges at all levels of the governance - policy, advocacy, 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 JILDPA key focus is on development of capacities of local authorities on rights based and gender responsive development. At the community level the JILDPA 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.

Human Rights Based Approach

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.¹³ Human Rights Based Approach 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.

HRBA promotes social transformation by empowering people to exercise their "voice" and "agency" to influence the processes of change. The HRBA thus provides both a vision of what development should strive to achieve and a set of tools and essential references. Activating the tools and references will lead to better analysed and more strategic interventions; to enhanced ownership by the people, and will forge automatic partnerships between the government and civil society. Development interventions will moreover become more sustainable, through the explicit emphasis on accountability in decision-making and participation.

Expected results from applying HRBA in Decentralization and Local Governance Reform

The purpose of applying a HRBA in the decentralization reform is to achieve a more efficient, democratized governmental structure in line with European values and EU integration as stated in the National Development Strategy of Moldova 2008-2011,¹⁴ as well as to secure human rights outcomes in the public interest. There are a number of concrete results to expect as a result when applying HRBA in decentralization and local governance:

- Strengthened Rule of Law in Moldova at the central and local levels;
- Increased efficiency and improved targeting of Service delivery to the most needed in society;
- A decreased level of corruption;
- The state, the LPAs will become strengthened in their capacities in being more transparent and accountable, as well as becoming better able to ensure non-discrimination and public participation;
- Development processes will contribute to equality; possibilities to reduce inequalities are identified by the central and local governments and acted upon;

¹³ "The Human Rights Based Approach to Development Cooperation Towards a Common Understanding Among UN Agencies": http://www.undg.org/archive_docs/6959-the_Human_Rights_Based_Approach_to_Development_Cooperation_Towards_a_Common_Understanding_among_UN.pdf

¹⁴ National Development Strategy for 2008-2011.

- 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;
- Strengthened knowledge of the democratic system and its mechanisms by the population at large;
- Media and civil society will become stronger in demanding information and passing it through to the citizens, as well as becoming stronger in monitoring and following the implementation of political decisions;
- The public will better be able to secure information in the public interest and to hold decision-makers accountable when needed¹⁵.

Gender Mainstreaming and Women's Empowerment

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”¹⁶. In the context of Decentralization Reform, gender mainstreaming involves ensuring that gender perspectives and attention to the goal of equality between women and men are one of the pillars of all activities - strategy development, capacity development of the Government, LPAs and communities, research, dialogue, legislation, resource allocation, as well as planning, implementation and monitoring.

Women’s Empowerment is another universal approach that concerns women gaining power and control over their own lives. This approach involves awareness-raising, building self-confidence, expansion of opportunities, increased access to and control over resources and actions to transform the structures and institutions which reinforce and perpetuate gender discrimination and inequality. Applying this approach in the context of decentralization implies targeted actions aimed at increased representation of women in the local public governments and their increased impact on local decision making, enabling women’s local residents to engage in participatory planning and budgeting, encouragement of elected officials to respond to the concerns of disadvantaged groups of women.

Expected results from applying gender mainstreaming and women’s empowerment in decentralization and local public governance:¹⁷

- Institutionalized transparent and accountable participation of women’s groups, representatives of those groups, NGOs and women subject to discrimination in policy planning, budgeting and monitoring of sectoral and local strategies;
- Increased responsiveness of the local strategies and budgets to the needs and interests of women in general and of the disadvantaged women experiencing multiple forms of discrimination in particular;
- Increased effectiveness of the local policies and local governance based on improved statistics about local residents disaggregated by sex, age, disability, and other criteria;
- Empowerment of the women in general and women subject to discrimination in particular to participate in decision-making and promote their specific needs and interests, improved access to public services;
- Increased commitment and capacity of the central government and LPAs to conduct gender responsive policy planning process to eliminate any forms of gender discrimination;
- Alignment of the National Decentralization Strategy and the sectoral strategies with the National Programme on Gender Equality for 2010 – 2015 and national legislation on gender equality;
- Increased capacity of the women’s groups and persons specialized in gender equality to participate in the implementation of the decentralization reform.

¹⁵ Human Rights Based Approach and Gender Equality in Local Development and Decentralization, JILD, Chisinau 2011

¹⁶ Agreed Conclusions of the UN Economic and Social Council, 1997

¹⁷ The National Decentralization Strategy, to ensure democratic development equally responsive to the needs and interests of men and women in line with the UN commitments and European values, p 55

