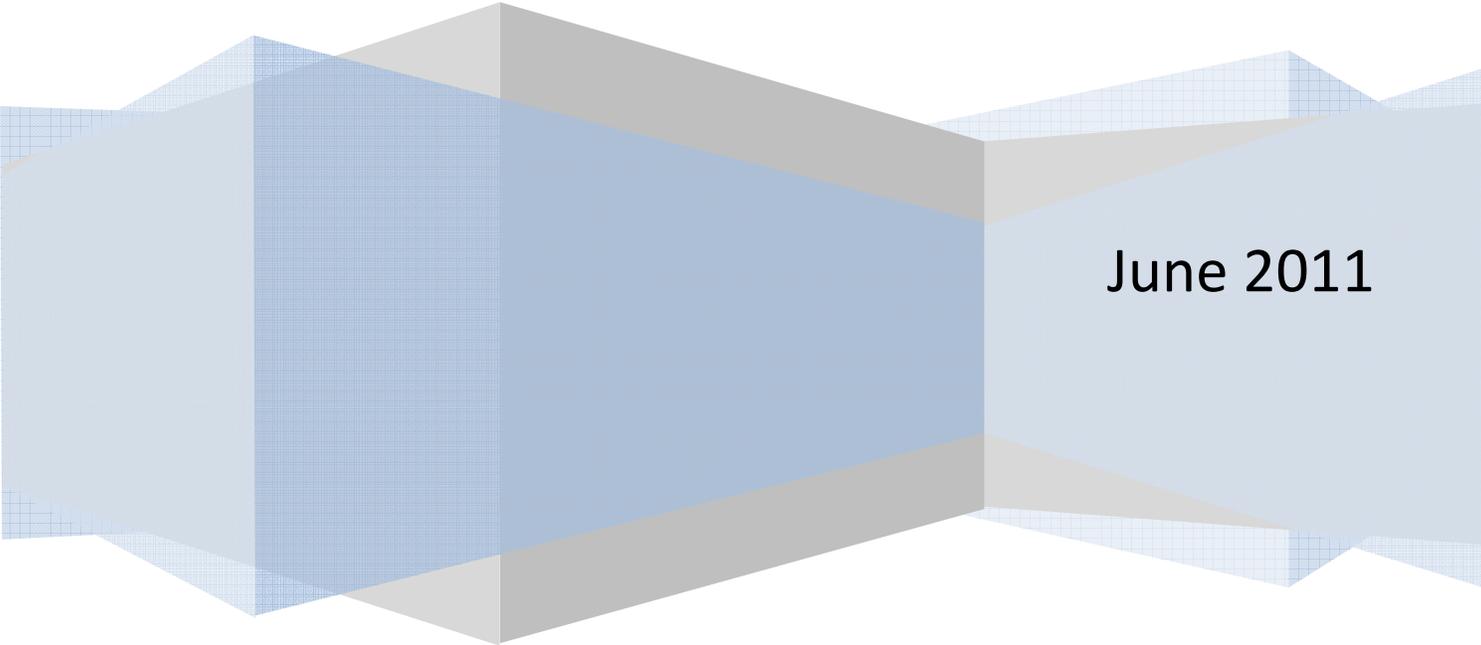


# Evaluation Report

## United Nations Development Assistance Framework - Moldova

David S. Bassiouni (Team Leader), Mathew Varghese, Thomas Otter,  
Lilit Melikyan, Andrea Esser, Camelia Gheorghe and Ion Osoian



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## ACRONYMS

ADR	Assessment of Development Results
CEC	Central Electoral Commission
CCA	Common Country Assessment
CPA	Central Public Administration/Authority
CBO	Community Based Organisation
CBM	Confidence Building Measure
CPAP	Country Programme Action Plan
CPO	Country Programme Output
CPS	Country Programme Strategy
CSO	Civil Society Organization
CFCs	Chlorofluorocarbons
CFS	Child Friendly School
CSR	Corporate Social Responsibility
ECD	Early Childhood Development
ECOSOC	UN Economic and Social Council
EFA	Education For All
ENP	European Neighbourhood Policy
FTI	Fast Track Initiative
GDP	Gross Domestic Product
GE	Gender Equality
GM	Gender Mainstreaming
GMS	Gender Mainstreaming Strategy
GRB	Gender Responsive Budgeting
GoM	Government of Moldova
GRB	Gender Responsive Budgeting
HRJG	Human Rights, Justice and Gender Theme Group
IMF	International Monetary Fund
IMCI	Integrated Management of Childhood Illnesses
JILDp	Joint Integrated Local Development Programme
LGBT	Lesbian, Gay, Bisexual and Transgender
LPA	Local Public Administration/Authority
M&E	Monitoring and Evaluation

MDGs	Millennium Development Goals
MHC	Maternal Health Care
MLSPF	Ministry of Labour, Social Protection and Family
NBS	National Bureau of Statistics
NDS	National Development Strategy
NEA	National Employment Agency
NGO	Non-Governmental Organisation
NRS	National Referral System on Trafficking in Human Beings
NTP	National Tuberculosis Program
ODA	Official Development Assistance
OECD-DAC	Organisation for Economic Co-operation and Development - Development Assistance Committee
OSCE	Organization for Security and Cooperation in Europe
PHC	Primary Health Care
PLHA	People Living with HIV/AIDS
PPIP	Partnership Principles Implementation Plan
PPP	Public Private Partnership
RC	Resident Coordinator
RH	Reproductive Health
SME	Small and Medium Enterprise
SRH	Sexual and Reproductive Health
STI	Sexually Transmitted Infection
TB	Tuberculosis
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNJT	UN Joint Team on HIV/AIDS

## UN Agencies

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

## EXECUTIVE SUMMARY

Since its declaration of independence in 1991, the Republic of Moldova has gone through a series of difficult transitions at enormous social cost. The first decade of the transitional period, which mainly saw changes in liberalization, privatization, and stabilization of the country's economy, was also marked by political instability and a deep economic recession.<sup>1</sup> In 2011, Moldova is a country still in transition and in the midst of many reforms. Renewed economic growth in 2010 and potential opportunities emanating from the eventual prospect of European Union integration have created an environment conducive to modernization and positive change in Moldova

The breakaway region of Transnistria continues to pose a silent threat to the stability of Moldova. European Union engagement with Moldova and the Transnistria conflict has increased over the past years, particularly with the 2004 negotiation of the European Union-Moldova Emerging Neighbourhood Policy Action Plan calling for shared responsibility in conflict prevention and resolution.<sup>2</sup> Since 2007 the UN has contributed to development, health and social sector services. As confidence-building measures, these have accelerated the improvement of cooperation between Chisinau and Tiraspol.

After 2000, Moldova achieved relatively high economic growth, averaging 7 percent gross domestic product from 2001 to 2005.<sup>3</sup> In 2005-2006, the country suffered external economic shocks such as export restrictions of major commodities like wine and fresh vegetables into the Russian market. There was also a significant increase in the price of imported gas. While growth exceeded 8 percent in 2008,<sup>4</sup> this was owed primarily to remittances from Moldovan migrants abroad. The course has reversed once again since 2009, when the global financial crisis increased unemployment and decreased remittances. In 2011, sustained efforts are being made in agreement with the International Monetary Fund, and with external budgetary support, to reduce budget deficits and stabilize the economy.<sup>5</sup>

Moldova has adopted the Millennium Development Goals<sup>6</sup> and has remained committed to achieving these goals through various means, including intensifying collaboration with all relevant partners.<sup>7</sup> However, Moldova remains one of the least developed countries in the regions of Europe and the Commonwealth of Independent States with a gross domestic product per capita of USD 2,986.<sup>8</sup> The Republic of Moldova's 2010 human development index stood at 0.623, positioning the country at 99 out of 169.

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<sup>1</sup> The Republic of Moldova, 'The Second Millennium Development Goals Report,' September 2010.

<sup>2</sup> The Plan also called for the establishment of the European Union Border Assistance Mission to Moldova and Ukraine in 2005; and the appointment of a European Union Special Representative to Moldova in 2005.

<sup>3</sup> National Bureau of Statistics Annual Report 2009

<sup>4</sup> The Republic of Moldova, National Bureau of Statistics.

<sup>5</sup> International Monetary Fund and the Republic of Moldova, Memorandum of Economic and Financial Policies, January 2010.

<sup>6</sup> The Republic of Moldova, Millennium Development Goals in the Republic of Moldova, The First National Report, June 2005.

<sup>7</sup> The Republic of Moldova, The Second Millennium Development Goals Report, September 2010.

<sup>8</sup> Gross Domestic Product per capita Purchasing Power Parity, National Human Development Report, 2009/2010.

The UNDAF is the strategic long term planning document for the United Nations Country Team in Moldova to ensure coordination, coherence, focus and direction of the UN support to Moldova's National Development Priorities. UNDAF's priorities were based on a Common Country Assessment (CCA) carried out in 2005. The preparation of the current UNDAF 2007-2011, later extended to 2012, involved extensive consultation with government, donors and civil society. A unique feature of the UNDAF evaluation is that following a decision of the UN Country Team (UNCT), it was conducted for the first time for the UN in parallel but synchronized and harmonized with UNDP's Assessment of Development Results (ADR), using a single team of evaluators and leading to two separate reports.

Working closely with the government and civil society partners, the UN has achieved much in the face of the global financial crisis, droughts, floods, political instability and the preoccupation of Moldova with entry into the European Union. Together with government institutions, good results have been achieved regarding governance and rule of law, as well as access to justice and human rights. UN Agencies have to a great extent aligned and harmonized UNDAF Outcomes with Country Outcomes and Outputs in their Country Programme Strategy (CPS) and Country Programme Action Plans (CPAPs). Other improvements include: access to quality basic social services and an effort begun towards reducing regional disparities through rights of greater decentralization and in mainstreaming gender equality and human rights. Based on interviews of CSOs, less strong results have been achieved in working with civil society and involving it more strongly in upstream policy development, planning, implementing and monitoring of beneficial programmes. The report offers two sets of recommendations for the current as well as the next UNDAF for the UNCT to consider.

UNDAF's potential for transaction cost reduction goes beyond UN agencies and should be considered as an additional comparative advantage. Joint programming and other forms of collaboration among UN agencies generated synergies of UN expertise that enhanced the potential for higher funding and reduced bureaucratic transaction costs. This reinforced the importance of the UN working towards better coordination and synergy vis-à-vis the Government of Moldova and national development priorities.

As a trusted partner, UN in Moldova has - in close partnership with the government and to some extent with civil society - achieved significant results through the UNDAF in strengthening governance, justice and rule of law; in increasing access to basic social services for the poor and marginalized segments, in part by bolstering decentralization. In that process the UN in Moldova has contributed effectively to national development priorities while at the same time it has ensured compliance with international norms and standards especially in mainstreaming gender and human rights. The UN is poised to achieve even greater results with the next UNDAF if it can: enhance its coherence, consensus and vision on over-arching national policies and strategies; shift more leadership responsibility to the government; establish a more united interface and working relationship with all development partners; and begin adjusting its comparative advantages to remain relevant in preparation for Moldova's anticipated ascendancy to EU membership.

## 1. INTRODUCTION

This Evaluation Report of the United Nations Development Assistance Framework (UNDAF) 2007-2011 for Moldova was prepared at the request of the UN Country Team (UNCT) Moldova supported by the Government of Moldova (GoM) and other national partners. The exercise was timed to have the evaluation's "lessons learned" and recommendations fed into, inform and shape the country's next UNDAF. The Terms of Reference for the evaluation is available in Annex I.

Carried out by a team of six evaluators (see Annex VII), the UNDAF evaluation was conducted in a consultative manner engaging a broad range of stakeholders comprising over 200 persons and institutions (see Annex VIII). The team visited about 20 project sites in Moldova, including the Transnistrian region (see Annex X). It is an independent evaluation fully shielded from any unsolicited interference or influence on its analysis, findings, conclusions and recommendations. This understanding and spirit was respected by all parties throughout the evaluation process.

The evaluation was conducted in strict compliance with the UN Evaluation Group (UNEG) Guidelines and the OECD-DAC criteria for evaluation-relevance, effectiveness, impact and sustainability. In its analysis of the UNDAF Outcome Results, the evaluation examined the application and mainstreaming of the Programming Principles of Human Rights & Human Rights Based Approach (HRBA), Gender, Environmental Sustainability, Results-Based Management and Capacity Development.

This report was written to be responsive to the needs and priorities of the Republic of Moldova and to provide accountability and learning to the UN system. It is envisioned that the main users of the UNDAF Evaluation will be the UNCT and UN partners including the GoM, development partners and civil society organizations (CSOs).

## 2. NATIONAL DEVELOPMENT CONTEXT

Since its declaration of independence in 1991, the Republic of Moldova (map at Annex III) has gone through a series of difficult transitions at enormous social cost. The first decade of the transitional period was a marked by political instability and a deep economic recession.<sup>9</sup> In 2011, Moldova is a country still in transition and in the midst of numerous reforms of its public institutions, legislations, and policy agenda. Renewed economic growth in 2010 and potential opportunities from European Union integration have created an environment conducive to modernization and positive change in Moldova.

### 2.1 POLITICAL

The complexities of the continued democratic political transition are evident from the fact that Moldova had at least one electoral exercise every year from 2007 to 2011. At the same time, the parliamentary elections since 2009 have failed to secure the nation's president, creating significant political uncertainty. According to the constitution, another

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<sup>9</sup>The Republic of Moldova, 'The Second Millennium Development Goals Report,' September 2010.

parliamentary election must be held if the current parliament fails to elect a president. Currently the alliance in power espouses a governance and policy prioritization strongly leaning towards a more proactive stance vis-à-vis aspiration for European Union integration. An important challenge facing the current Government is its ability to function in a coalition of three political parties and to lead complex and difficult reforms.

## 2.2 ECONOMY

The country achieved relatively high economic growth after 2000, with an average annual gross domestic product growth of 7 percent from 2001 to 2005.<sup>10</sup> In 2005-2006, the country suffered external economic shocks such as export restrictions of major commodities like wine and fresh vegetables into the Russian market. There was also a significant increase in the price of imported gas. While growth exceeded 8 percent in 2008<sup>11</sup>, this was due primarily to remittances, a powerful economic anchor, from Moldovan migrants abroad. The course has reversed once again since 2009, when the global financial crisis caused an increase in unemployment and decrease in remittances. Moldova is highly dependent on imported energy sources, mainly in the form of natural gas from Russia and the electricity supplied by the Russian-owned power station in Transnistria. The rising cost of this imported gas has increasingly imposed a severe burden on the economy and population.

## 2.3 MILLENNIUM DEVELOPMENT GOALS

Moldova has adopted the Millennium Development Goals at the country level<sup>12</sup> and has remained committed to achieving these goals through various means, including prioritizing and intensifying collaboration with all relevant partners.<sup>13</sup> However, Moldova remains one of the least developed countries in the European and Commonwealth of Independent States regions with a gross domestic product per capita of USD 2,986.<sup>14</sup> Similar to other lower middle-income countries, the degree to which the three MD targets regarding poverty are likely to be achieved differs. In 2007, the proportion of people whose consumption was less than USD 4.3 per day (in purchasing power parity terms) had decreased to a point close to the level established for 2010 (29.5 percent), making it very probable that the target proposed for the medium-term will be successfully achieved (see Table 1). However, the stagnation of the poverty rate based on the national poverty line in 2008-2009 has made achieving the relevant intermediate target by 2010 less certain. As for extreme poverty, in 2007-2009, Moldova had already achieved both the intermediary target for 2010 and the final one for 2015.<sup>15</sup> Moldova has made progress on the MDGs, with 21 out of 27 targets on track to be met, although deep inequity - based on geographical location, level of wealth,

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<sup>10</sup> National Bureau of Statistics 2010 Annual Report

<sup>11</sup> The Republic of Moldova, National Bureau of Statistics.

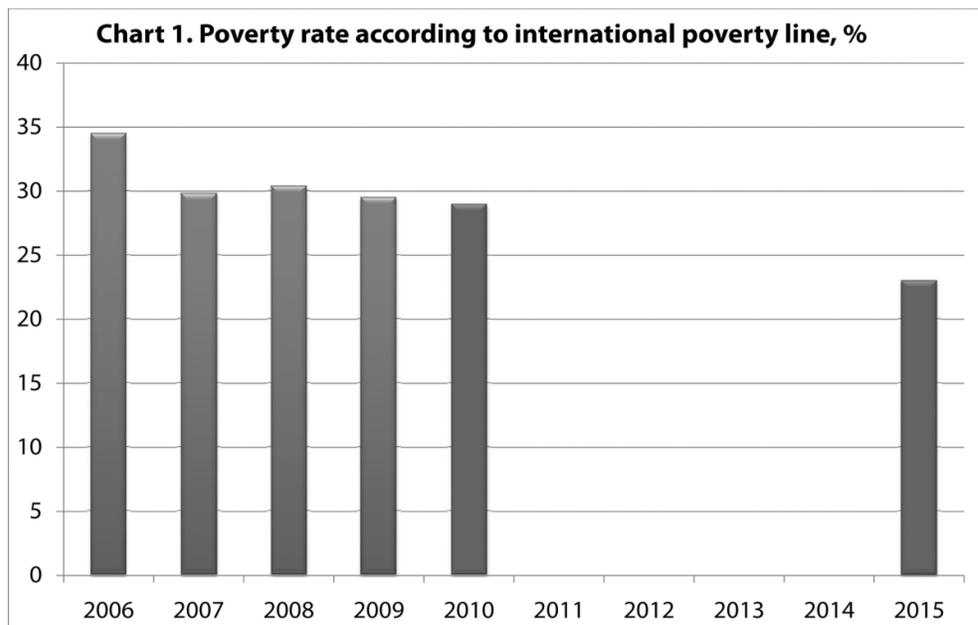
<sup>12</sup> The Republic of Moldova, Millennium Development Goals in the Republic of Moldova, The First National Report, June 2005.

<sup>13</sup> The Republic of Moldova, The Second Millennium Development Goals Report, September 2010.

<sup>14</sup> Gross Domestic Product per capita Purchasing Power Parity, National Human Development Report, 2009/2010.

<sup>15</sup> The Republic of Moldova, The Second Millennium Development Goals Report, September 2010.

belonging to a minority group or demographic factors - should be highlighted. Targets in areas such as education, HIV/AIDS, and access to improved water sources and sewerage are not likely to be reached.



Source: The Republic of Moldova, The Second Millennium Development Goals Report, September 2010.

## 2.4 POVERTY

In 1998, nearly 60 percent of Moldova’s population lived below the poverty line. However, since 2000, the country’s strong growth performance has reversed a decade of economic decline and rising poverty. Thus, in the period between 2000 and 2005, real gross national product rose by more than 30 percent and the poverty rate was more than halved. Income and human development inequality have grown over the last two decades between the capital city and the rest of the country, between urban and rural areas, and, more recently, between the six development regions.

## 2.5 EUROPEAN INTEGRATION

The Government of Moldova regards European integration as the most fundamental priority of domestic and foreign policy.<sup>16</sup> The assumption behind this policy objective is that the responsible implementation of commitments, deriving from the European course, is the most efficient way to achieve political, economic and social modernization. In practice, this may mean that the government will undertake further reforms in areas related to freedom of mass media, independence of judiciary, and liberalization of the economy to the detriment of much needed reform and modernization.

<sup>16</sup> The Government of Moldova, Rethink Moldova: Priorities for Medium Term Development, Report to the Consultative Group Meeting in Brussels, 24 March 2010.

## 2.6 PUBLIC ADMINISTRATION

The National Development Strategy (2008-2011) acknowledged the weakness of the existing capacity of the public administration and its ability to render good public service.<sup>17</sup> As recently as 2007, the situation in the central public administration could be characterized by: non-compliance with the current legal framework provisions of European Union standards; inefficient law enforcement mechanisms; significant staff turnover caused by insufficient civil service salaries; a lack of a central body to develop and promote staffing policy and procedures in civil service; a fragmented approach to continuous training for civil servants; low quality and inefficiency of public services; and an insufficient dialogue with the civil society. Since independence, actions for administrative reorganization at the central level - such as optimizing the number of civil servants and improving the recruitment process - had focused primarily on reducing budget expenditures, including wages and pensions. Beginning in 2008, a reform process of the central public administration targeted improvements in five sectors: I) organization, ii) legal frameworks, iii) decision making processes, IV) human resource management, and v) public finance management.

In 2011, despite progress, the implementation of public administration reforms has been slow due to multiple factors, including frequent elections, insufficient budgets, and significant brain drain. It is important to note that many legislative and policy steps have been formulated but key elements of implementation are lagging behind legislative and policy pronouncements. For example, civil service pay and grade systems have not changed, the optimization of structures for effective decision making has not taken place, public service delivery has witnessed only limited progress, and efforts to curb corruption were not sustained. The civil service can neither attract nor retain skilled individuals for long-term work. The government and donors have put a high priority and continued focus on public administration reform, identifying it as a prerequisite to achieving the government's development strategy.

## 2.7 DECENTRALIZATION

The decentralization process in Moldova 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. 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 2001 reform substantially restricted their fiscal autonomy by eliminating some of the existing taxing powers and diminishing self-financing capacity. These reforms brought about numerous significant alterations of local government legislation, creating a sense of legal instability and unpredictability.

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<sup>17</sup> Republic of Moldova, National Development Strategy for 2008-2011.

## 2.8 TRANSNISTRIA FROZEN CONFLICT

The breakaway region of Transnistria continues to pose a silent threat to the stability of Moldova. Located in a strip between the Dniester River and the eastern Moldovan border with Ukraine, the region has historically accounted for one-third of the country's total industrial production and almost the entire energy production. As of 2004, the population was approximately 30 percent Moldovan, 28 percent Ukrainian, and 26 percent Russian, with other minority groups in small numbers.<sup>18</sup>

The region has its own 'central' bank issuing its own currency, the Transnistrian Ruble, convertible at a freely floating exchange rate, but only within Transnistria.

European Union engagement with Moldova and the Transnistria conflict has increased over the past years, particularly with the 2004 negotiation of the European Union-Moldova Emerging Neighbourhood Policy Action Plan, which calls for "shared responsibility in conflict prevention and conflict resolution"; the establishment of the European Union Border Assistance Mission to Moldova and Ukraine in 2005; and the appointment of a European Union Special Representative to Moldova in 2005.

Since 2007, development programs and confidence-building measures aimed at improving cooperation between Chisinau and Tiraspol have accelerated. The confidence-building proposals were warmly welcomed by the international community as a first step in the right direction. In Transnistria, the reactions were mixed, ranging from outward rejection by advocates of the region's independence to a wait-and-see attitude from more progressive interest groups.

A deputy prime minister is mandated to represent Moldova in the formal 5+2 talks (the United States, the European Union, Russia, Ukraine, the Organization for Security and Cooperation in Europe; and Moldova, and Transnistria) to negotiate a settlement. The deputy prime minister is supported by a Bureau for Reintegration established to spearhead reintegration activities of various ministries and departments.

In 2010, the Transnistria conflict took on a higher profile at the international level with statements for peaceful resolution being made by the leaders of Russia and Ukraine,<sup>19</sup> Germany<sup>20</sup> and France.<sup>21</sup> While these recent developments have been encouraging, a breakthrough on Transnistria remains unlikely in the near future. Meanwhile, it is also unlikely that an open conflict will re-emerge. Politically, the reintegration of the country will remain a fundamental objective of the government until a settlement is reached.<sup>22</sup>

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<sup>18</sup> Data from the Moldovan National Census of 2004, "Caracteristici demografice, naționale, lingvistice, culturale."

<sup>19</sup> On 18 March 2010, Presidents Medvedev of Russia and Yanukovich of Ukraine asked for a peaceful resolution of the Transnistrian issue.

<sup>20</sup> On 5 June 2010, the "Meseberg Memorandum" between German Chancellor Merkel and Russian President Medvedev identifies resolution of the Transnistria conflict as a test case for EU-Russia security cooperation.

<sup>21</sup> On 19 October 2010, the Presidents of Russia and France together with the German Chancellor further discussed cooperation between the EU and Russia on security issues, referring again to the Russian assistance in facilitating resolution of the Transnistria conflict.

<sup>22</sup> Agreement on the establishment and the functioning of the Alliance for European Integration, November 2010.

## 2.9 ENVIRONMENT

Weather and climate-related natural hazards are negatively affecting the country's development agenda. Moldova is heavily reliant on the agricultural sector and has a high rural population and rural poverty. Climate change projections point to increasing temperatures, aridity, and extreme weather. These projections are likely to affect agricultural productivity, water resources, energy security, human health and entire ecosystems.

## 3. NATIONAL STRATEGIES

Moldova's current National Development Strategy (2008-2011), which replaced the Economic Growth and Poverty Reduction Strategy in 2008, has five major goals.<sup>23</sup>

- i) Strengthening democracy, rule of law and human rights;
- ii) Resolving the Transnistria conflict and reintegrating the region;
- iii) Improving competitiveness of the national economy;
- iv) Developing human capital, employment and inclusion; and
- v) Regional development.

The broad framework of the national development strategy was widely consulted during its formulation and therefore accepted by all political parties. It has remained as a foundation for development strategy despite frequent changes in government, and progress has been achieved in its implementation. Despite advances, opportunities for the people of Moldova have not yet been fully realized due to the slow pace of market reforms, weak institutional capacity, and lack of resources to boost service delivery at the local level.

A new long-term National Development Strategy until 2020 is currently being formulated. Based on lessons from the past in order for Moldova to transform itself into a modern democratic European state by 2020, the new national development strategy will have to (a) continue the momentum to undertake and implement substantial legal and policy reforms, (b) advocate a development model that resonates with the aspirations of the people of Moldova, (c) avoid internal obstacles to democratic and economic transformations, and (d) address the challenges of public institutional capacity.

Moldova enjoys a national consensus about the opportunities that European integration and (sometimes unpopular) market reforms can bring. Given prominence in the new national development strategy, these two factors in an enabling environment of good governance have the potential to generate marked political and social advancement for Moldovans by 2020.

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<sup>23</sup> The Republic of Moldova, National Development Strategy 2008-2011.

## 4. THE UNDAF IN MOLDOVA

UNDAF is the strategic long term planning document for the United Nations Country Team in Moldova. The priorities of UNDAF were based on a Common Country Assessment (CCA) carried out in 2006. The purpose of the framework document was to respond to the goals of the Government of Moldova and support the realization of the nationalized Millennium Development Goals (NMDGs).<sup>24</sup> The document's three main outcomes and the set of programme outcomes, which are to be addressed collectively by United Nations agencies, are:

**UNDAF Outcome 1:** Governance and Participation. By 2011, public institutions, with the support of civil society organizations (CSOs), are better able to ensure good governance, rule of law, and equal access to justice and the promotion of human rights.

**UNDAF Outcome 2:** Access to Quality Services. By 2011, vulnerable groups enjoy increased equitable and guaranteed access to basic services provided by the state with the support of civil society.

**UNDAF Outcome 3:** Regional and Local Development. By 2011, vulnerable groups in poor rural and urban areas take advantage of sustainable socio-economic development opportunities through adequate regional and local policies implemented by Local Public Authorities (LPAs) and partners.

UNDAF was agreed and signed by all the agencies that are members of the United Nations Country Team, and the Government of Moldova on 15 December 2005.

The United Nations system in Moldova comprises large agencies with significant presence and programmes such as FAO, IFAD, ILO, IOM, OHCHR, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UNCTAD, UNICEF, UN Women and WHO; and small ones including six that are non-resident, namely, IAEA, UNCTAD, UNECE, UNEP, UNIDO and UNODC.

The Moldovan government and civil society consider the UN an important partner in their development agenda. The credibility and wide acceptance of the UN agencies in the country is attributed to its impartiality and independence and the comparative advantages of its agencies. The UN Agencies have to a great extent aligned and harmonized UNDAF Outcomes with Country Outcomes and Outputs in their CPS and CPAPs, hence their claim: "We therefore do not need to refer to UNDAF on a daily basis". Nevertheless the evaluation was not able to determine if they refer and give importance to UNDAF in their interactions with government and CSO counterparts. It was however possible to conclude that Government counterparts were familiar with the content and substance of UNDAF but know little about the Moldova UNDAF document and their obligations to it. They have no place for UNDAF and do not refer it in their work with the UN or in the national priorities. There is much work to be done to raise the clout, strategic importance and influence of UNDAF to serve the national priorities and the UN more effectively

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<sup>24</sup> Republic of Moldova. United Nations Development Assistance Framework 2007-2011, December 2005.

Whereas the UN is perceived positively and accepted as a credible partner in Moldova, concerns have been raised, especially by government representatives, that the agencies were placing unnecessary burdens on them by pursuing bilateral agreements and arrangements with the various line ministries instead of conducting their business jointly and delivering as one organization. When approached by the evaluation team on this, UN agencies claimed that because of their diverse mandates, they need to pursue separate bilateral arrangements with government counterparts and that this had not barred them from consulting closely amongst themselves and with government partners. Whatever the merits and demerits of the case is, it is in the greater interest of collaborative partnership for the UN to address this issue.

Moldova's preoccupation with entry into the EU is double-edged. Moldova has not examined the pros and cons of EU membership nor articulated a vision for its future. If the UN can assist in this regard it should do so. Moldova is doing everything it can to comply with and meet its commitments to international norms and standards as well as agreements and conventions, especially those that are linked directly to qualifications for entry into EU. The UN can use this proactive drive to push for the mainstreaming of such international norms, but it must not in the process compromise its universal principles.

## 5. UNDAF AND PLACE OF UNITED NATIONS IN CONTEXT OF MOLDOVA'S NATIONAL PRIORITIES

The "Consultative Group Meeting: Moldova Partnership Forum" was convened in Brussels on March 24 2010. As much as 52 percent of the USD 2.6 billion (1,936.49 billion Euros) pledged by bilateral and multi-lateral development partners represents grants, and about 48 percent loans, which Moldova will access in concession instalments, with a five to ten-year grace period and a 0 to 1.2-percent interest rate.<sup>25</sup>

In the context of increasing aid flowing into the country, significant strides have been made to enhance aid coordination and aid effectiveness. The Development Partnership Principles signed in 2006 were renewed to reflect the international commitments within the Paris Declaration and Accra Agenda for Action and were signed in 2010 by a large majority of the development partners.<sup>26</sup> A Partnership Principles Action Plan has been developed accordingly and endorsed in 2010. Furthermore, a law on external assistance was also approved by the Parliament in 2010.<sup>27</sup>

Moldova receives aid assistance at one of the highest per capita rates in the world. Overall the 2010 ODA for Moldova stood at USD 448.5 million of which only USD 27.5 million or 6 percent is contributed by the UN. However, of the total USD 91.1 million of Technical Assistance provided to the country, USD 24.1 million or 26 percent was contributed by UN.

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<sup>25</sup>The World Bank, Country Brief, October 2010.

<sup>26</sup> Development Partnership Principles: Coordination and Harmonization of Government and Partner Practices for Enhanced Effectiveness of Foreign Assistance to the Republic of Moldova, Chisinau 2010.

<sup>27</sup> The Government of the Republic of Moldova, Decision no. 12, 19.01.2010 on approval of the Regulations on the institutional framework and the mechanism of coordinating foreign assistance provided to the Republic of Moldova by international organizations and donor countries.

This significant UN share of technical assistance to Moldova's national priorities is reflected strategically in UNDAF's coverage of national development sectors.<sup>28</sup> Hence what the UN lacks in volume of aid is more than balanced by the catalytic effect of the technical assistance it is contributing to the reform, modernization and development of Moldova as it prepares for entry into EU.

## 6. OBJECTIVES, SCOPE AND LIMITATIONS OF THE EVALUATION

### 6.1 OBJECTIVES AND SCOPE

During the UNDAF Annual Review Process in 2009, the UNCT decided, in close consultation with national partners, to extend the present UNDAF until 2012. The decision was made as a result of the prolonged election and subsequent absence of a stable government. To ensure the alignment of the next UNDAF with the new National Development Strategy (NDS), the UNCT decided to conduct the evaluation of UNDAF in January 2011. The proximity in the timing between UNDP's Assessment of Development Results (ADR) and UNDAF evaluation and similarity in their programmatic scope encouraged the UNCT to pursue the concurrent conducting of the two exercises.

At the 2010 UNCT retreat in Moldova, a potential option for harmonizing the different evaluations in the country was discussed. Following a series of consultations between the UN Country Team and UN Resident Coordinator's (RC) Office, it was decided that the harmonized approach should be taken whereby the UNDAF and the ADR evaluations would be conducted in a synchronized manner by one team of evaluators pursuing two parallel but closely linked exercises leading to two distinct deliverables. UNDAF Evaluation was planned to:

- Assess the contribution of the UN system to national development targets through the UNDAF outcomes, assess the effectiveness and efficiency by which UNDAF Outcomes are being achieved, their sustainability and relevance to national priorities and goals; and
- Assess the role, relevance, efficiency and effectiveness of the UNDAF: (i) in relation to the issues, their underlying causes, and challenges identified by the CCA at the beginning of the current programme cycle and in the context of national policies and strategies; (ii) as a reflection of the internationally agreed goals, particularly those in the Millennium Declaration and relevant human rights guidance, gender equality and mainstreaming conventions and international norms and standards guiding the work of agencies of the UN system; and (iii) in terms of progress towards agreed UNDAF outcomes.

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<sup>28</sup> Effective Civil Service (UNDP & IOM); Fiscal & Administrative Decentralization (UNDP & UN Women); Improved Business Development (UNDP); Stimulus for Business Development (IOM); Education (UNICEF & IOM); Social Protection (UNICEF, ILO, IOM, UNDP & UNHCR) Confidence Building (UNDP).

The UNDAF Evaluation report is expected to generate lessons and identify good practices from the experiences of the current programming cycle, to inform the design of the next UNDAF cycle capitalising on current trends in UN reform and new UNDAF guidelines.

## **6.2 LIMITATIONS**

The evaluation encountered some difficulties in its conduct related to a number of factors. Because of the high staff turn-over since UNDAF was developed in 2005, many of those involved in the process had moved. Nevertheless, the team was able to establish contact with a handful of staff with institutional memory. The constant balancing of work-load by the team members between UNDAF and ADR was a challenge. In the end this was resolved by giving precedence to the team contributing analysis and inputs to UNDAF to ensure its completion in time to meet the deadline for kicking off the preparations for the next UNDAF. Extraordinary efforts were invested by the RC's office in organizing the massive meetings and interviews with partners. Still, the team found itself running very often between appointments and at times, feeling frustrated that timing was not adequate. It is difficult to pin-point the root cause of this problem. It is a lesson worth revisiting especially for the next UNDAF.

## **7. THE HARMONIZED UNDAF/ADR EVALUATION**

### **7.1 GUIDING PRINCIPLES OF THE UNDAF/ADR HARMONIZATION AND ALIGNMENT**

As explained above, it was decided that the UNDAF and the ADR evaluations would be conducted in a synchronized manner by one team of evaluators pursuing two parallel but closely linked exercises leading to two distinct deliverables. The close linkage between UNDAF and ADR is illustrated by the figure in Annex II.

The conduct of a harmonized evaluation by one group of evaluators is expected to contribute to, at minimum, a) the minimization of evaluation fatigue among national counterparts; b) reduction in financial costs and staff time related to evaluation activities in the country and c) existence of a strong overlap in programmatic coverage of the two exercises.

### **7.2 THE HARMONIZED EVALUATION PLAN FOR UNDAF/ADR**

The Harmonized Evaluation Plan for UNDAF and ADR (see Annex II) is designed to provide guidance on conducting UNDAF and ADR evaluations in Moldova as two separate but closely linked harmonized exercises. The Plan covers a seven-day scoping mission to Moldova jointly undertaken by the UNDAF Team Leader and the ADR Principal Consultant early at the beginning of the process, in February 2011, to prepare grounds for the data gathering mission and the overall evaluation process. It is based on the scoping mission findings and the preliminary desk reviews. The Plan defines the approaches and outlines the methodology for gathering and analyzing data to buttress evidence-based findings that will in turn justify the major conclusions of the evaluation. The harmonized UNDAF/ADR Plan worked well through sharing of common interview notes, exchanges of information and

perspectives and exposure to new areas especially UNDAF benefitting from ADR methodology and ADR benefitting from UNDAF's broad scope.

### 7.3 PREPARATION AND DESIGN

The methodology for the evaluation included: a scoping mission on 2-8 February; desk review of relevant documents and reports originating from the UN agencies, the GoM, and other sources (see Annex IX); interviews with stakeholders including government officials, legislators, donors, CSOs, the private sector, the academia and beneficiaries; and site visits and validation of findings during the data collection mission from 20 February to 12 March 2011. The information and data collected were verified and validated through triangulation.

The designing and use of the Harmonized Plan for the UNDAF/ADR Evaluation was a major step in providing a reliable roadmap that guided the evaluation team.

### 7.4 RELEVANCE, EFFECTIVENESS, EFFICIENCY AND SUSTAINABILITY OF UNDAF TO NATIONAL DEVELOPMENT PRIORITIES

The evaluation applied UN Evaluation Guidelines and the OECD/DAC Criteria for Evaluations in its analysis of the UNDAF Outcome Results. It used the **2005 CCA as the benchmark for addressing the underlying causes of problems** identified to determine progress made. Each of the outcomes gives examples of the improvements or shortfalls in the baseline indicators to rationalize the case for or against UNDAF performance. The synchronization of the UNDAF to the CCA and its harmonization first with the Economic Growth and Poverty Reduction Paper (EGPRP) and later with the National Development Strategy (NDS) **firmly ensured its relevance to the national development priorities**. UN agencies have used UNDAF widely in designing their CPAPs but do not use it routinely as a ready reference. Government partners know of UNDAF but do not apply or refer to it in their work. Nationally UNDAF is viewed as a UN document, not recognized in the national development framework. Nonetheless, internationally agreed goals, commitments, norms and standards - including mainstreaming gender equality and human rights and achieving the MDGs - are embedded in UNDAF key objectives and progress towards them has been significant in Moldova.

The **analysis of the outcome results for efficiency** show a general improvement in the baseline indicators although achieving MDGs in Moldova is out of the reach. This is in no way a reflection of lack of support and contribution of the UN agencies to the government to achieve the national MDGs. The limiting factors are deep seated systemic incapacity related to management, resource availability and lack of readiness to accept change. UNDAF has contributed to lowering transaction costs for some agencies by adopting more flexible financial policies and supporting and strengthening national procurement systems that delegate greater responsibility and accountability to government partners.

**UNDAF's effectiveness** was measured against the synergies achieved amongst UN agencies in contributing to the NDS and in initiating and managing joint programming. The UN agencies have collectively contributed to the NDS but there is room for a more coordinated and unified approach in the delivery of technical assistance. Joint programming and programmes are the forte of UN work in Moldova and deserves to be promoted and taken

to scale. UNDAF was utilized to promote effective partnerships and alliances around the main national development goals and UNDAF Outcome areas.

On **sustainability**, UNDAF has been successful in remaining relevant to the NDS and is strategically placed to contribute in a significant way to NDS II. This has allowed the UN to adapt to the major development changes in the country, establishing a role as an important partner in enhancing national development. The UN has contributed significantly to building national capacity but more work remains to be done to involve and uplift civil society to play a more strategic role. It was not possible to determine if and how complementarities, collaboration and synergies fostered by UNDAF contributed to greater sustainability of donor interventions. Whereas gender equality and human rights have received substantive government endorsement and priority, institutionalizing these internationally agreed norms and standards remain a major challenge.

## 8. ANALYSIS OF UNDAF RESULTS

This section covers the preparation and design of the evaluation, the application of the DAC evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability to the exercise. It also analyses and assesses the UNDAF Outcome results.

### 8.1 OUTCOME 1

#### Relevance

The CCA (July 2005) argued that the governance deficit in Moldova was large. Four key problems were identified: 1) a weak public administration, 2) political and legislative instability, 3) weak rule of law, and 4) a lack of media freedom and access to information. Furthermore, the CCA argued that the achievement of the MDGs would not be possible without substantial governance reform. In particular, a need for strategic planning and inter-governmental coordination to address the rights of disadvantaged populations was identified. Additionally, the CCA considered that the legislative framework in 2005 was mostly a normative asset and suffered from poor enforcement and monitoring. There was weak participation from civil society and the private sector in the formulation of laws and policies. Economic activities were also undertaken without due consideration of environmental regulations and impacts, thereby compromising already fragile water and soil resources. Outcome 1 of the 2007-2011 UNDAF was designed to address every single one of these broad governance problems.

Most of the governance indicators regularly collected and analyzed by the World Bank Institute<sup>29</sup> for Moldova showed a decrease, starting between 1998 and 2000. After a continuous decline of almost one decade, indicators started to improve as of 2008. For Outcome 1 five general indicators<sup>30</sup> had been selected.

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<sup>29</sup> Kaufmann et al, Worldwide Governance Indicators - <http://www.govindicators.org>

<sup>30</sup> The first four indicators were taken from Kaufmann (op. cit.). The last one is from Transparency International. For all indicators a higher or less negative number represents an improvement. Note that the

## Effectiveness

All five baseline indicators improved compared to its baseline data:

- Voice and accountability -0.310 (2009) / -0.610 (2004)
- Government effectiveness -0.558 (2009) / - 0.732 (2004)
- Rule of law - 0.454 (2009) / -0.522 (2004)
- Political stability - 0.505 (2009) / -0.558 (2004)
- Corruption perception 2.9 (2010) / 2.3 (2004)

Hence, the overall development trend regarding Outcome 1 is positive. We can attribute UN support to the first four indicators directly since UNDAF activities and projects have been implemented for all these sectors. The perception of corruption has not been influenced directly by UNDAF, as the framework did not target this malpractice. The positive development of the outcome indicators confirmed the effectiveness of the implementation of the technical assistance and service delivery of the UN assisted programmes.

UN assisted programmes since 2007 relating to Outcome 1 concentrated on the setup, modernization and the adjustment of legal and institutional frameworks and capacity building to ensure better governance through checks and balances. The structural and functional adjustment of government institutions addressed by all eight UN agencies active in this sector was comprehensively complemented by strategies developed and applied in Outcome 2, which addressed the delivery of services to vulnerable groups. The dynamics of activities implemented regarding Outcome 1 were reinforced after the political change in 2009 from a communist pro-Eastern Government to a democratic pro-Western government.

The clear commitment favouring European integration and the clear rejection of a possible CIS integration is the most significant change associated with the new Government and matches the wider attention paid to modern democratic values. The acceptance from government of the Human Rights focus promoted by UN after the 2009 events is the most prominent example for this reorientation. Within this ideological change, the new Government of Moldova (GoM) did not significantly change the thematic priorities of a previously existing reform agenda regarding public administration or poverty reduction although it adjusted the priorities. All UN agencies involved in the support of this process have been able to flexibly adjust their activities to the new external circumstances and frequently take advantage of them. The expansion of activities in the human rights sector, the initiation of new projects not included in UNDAF 2007-2011 and the support to crisis response can be cited here as examples. At the same time, projects initiated before government change continued normally since overall development goals/NDS remained

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Kaufmann data for 2004 published in the UNDAF report 2005 do not coincide with the 2004 data published in the web. Independent of this discrepancy, we consider the data published in UNDAF 2004 or in the web to be an improvement anyway.

unchanged.<sup>31</sup> In this way, continuity of the technical assistance support to the GoM was ensured and the UNDAF activities defined by the 2005 CCA regarding Outcome 1 maintained their focus throughout the whole UNDAF process.

The role and relevance of Outcome 1 relating to the CCA and the prevailing political climate between 2007 and 2011 were adequately addressed by UN agencies through modernizing ideas and promoting new concepts, approaches and thinking regarding the reform of governance and rule of law in Moldova. Structural and functional adjustments of government institutions were addressed effectively by all the eight participating UN agencies in their respective areas of competency. The UNDAF, already formulated in 2007, had in a sense the capacity to predict the growing importance of these sectors and give them a prominent place within the set of activities implemented by UN agencies together with the GoM and other development partners.

Pro-poor policies addressing development and demographic issues were formulated, implemented and monitored in a more transparent and participatory way after 2007. The availability of more and better statistical data for monitoring, the strengthening of the ombudsperson institution and the establishment of the national population council can be cited here as examples.

Throughout the UNDAF cycle, the policy advocacy work of UN agencies was widely used in order to convince development partners inside and outside the government that those new development concepts and approaches are required for the country.

### Functioning Justice System

Moldova's justice system now addresses human rights more carefully and comprehensively, through an important number of legal and institutional changes supported by the UN.<sup>32</sup> The performance of border management, prosecutors, police force and judges has improved, facilitated by an updated legal framework, awareness, knowledge and institutional capacity on how to address issues of human rights and rule of law.<sup>33</sup>

### Increased engagement of CSOs and media in the national development process

There is some increased engagement,<sup>34</sup> but there is still lack of clarity regarding how overall, the UN engages CSOs strategically and makes the best use of their capacities and

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<sup>31</sup> Major changes occurred in the Country Programme Outcomes (CPO), after 2008 for CPO 1.2 (justice and human rights) compared to 1.1 (pro-poor policies and public administration reform). CPOs 1.4 (environment) and 1.5 (disaster preparedness) were less affected by the political change.

<sup>32</sup> For an extensive list of changes achieved see Table XY in Annex III.

<sup>33</sup> Examples include: the implementation of the National Referral System for Protection and Assistance of Victims and Potential Victims of Trafficking in Human Beings Strategy (NRS); domestic violence criminalized; institutionalization of a framework for coordination and implementation of the National AIDS Programme; increased media visibility of child rights and commitment of EU to this issue. A more detailed list of achievements can be found in Annex II.

<sup>34</sup> NGOs and CSOs participated actively in the implementation of activities in almost all UNDAF sectors, such as justice and human rights, migration, health, education, environment and general attention (media) to development issues.

comparative advantages. The media are currently addressing development issues in a more comprehensive way and are more frequently making use of the increased range of available statistical data.

In the second half of 2008 the National Bureau of Statistics (NBS) implemented a survey among the users of their statistics.<sup>35</sup> The report showed that the trust in the quality of NBS data has increased significantly<sup>36</sup> and that consequently the data are more widely used.<sup>37</sup> Social statistics achieve the highest levels of trust. Banks, insurance companies and mass media are among the most important permanent institutional users. Most importantly mass media request, use and publish information on living conditions and demography. UN support was crucial for the achieved improvements in NBS.

All UN agencies have successfully involved NGOs and CSOs in their work since 2007 and before. However, this evaluation found a lack of clarity within the UN regarding how to address and implement Country Programme Output 1.3.1, which states the creation of a coordination mechanism which “enable(s) CSOs to plan an effective role in developing and implementing poverty reduction strategies and reporting on implementation of national plans on Human Rights Treaties”. A formal mechanism for a deeper engagement of CSOs in Human Rights questions has in fact been created in the National Centre for Human Rights through CSO participation in the establishment of the anti-torture mechanism. However, a new coordination mechanism for CSO engagement in poverty reduction strategies and policies has not been created after 2006.<sup>38</sup> Even if UN agencies have worked with CSOs in many ways, the objective of putting CSOs in an effective role in poverty reduction has not been achieved.

Interviews with NGOs and CSOs that have been collaborating at various levels with different UN agencies since 2007 indicated the general difficulties they have in getting in touch with UN agencies, a general lack of understanding of how the UN works, how they could get involved with UN and what would be their expected role in a possible cooperation. The CSO sector even sees some competition between different UN agencies. A second problem identified in various CSOs is the fact that some CSOs do not have a clear understanding of their role. Their independent work does not easily fit the way in which they have been

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<sup>35</sup> Public opinion poll concerning the data user’s satisfaction with available statistical data for the National Bureau of Statistics; implemented by National Association for Rural Development “OIKOS”, Chisinau December 2008.

<sup>36</sup> 35% of users trust the data provided by NBS, 16% are skeptical regarding NBS data from certain domains, 32.9% are skeptical of NBS data in general; only 5% of the respondents negatively regarded the quality of the NBS data. The absolute majority of the respondents regarded positively the data quality and 37% gave the maximum appreciation (source: OIKOS report)

<sup>37</sup> NBS website, renewed and upgraded with UN support, became the most important channel for dissemination. 75% of all users access NBS data through the web page. Additionally, journalists publish information regarding development issues more frequently now than before, according to interviewed journalists (no percentage available since the question was posted as a qualitative assessment) (source: OIKOS report).

<sup>38</sup> As a matter of fact there is a National Participation Council (of its twenty members ten are representatives of CSOs), which was created in 2002 under the umbrella of the EGPRSP. Even if this council received UN support since its beginnings, according to the understanding of this evaluation it does not have the character of a “CSO coordination mechanism” and additionally is not an achievement of current UNDAF period, given that it exists since 2002.

addressed by UN expert consultants. This shows that despite many success stories, there is still a lot of frustration within the CSO sector regarding working with the UN.

### **Improved Management of Environment**

Environmental management and the legal framework for environmental protection have been strengthened. Several activities<sup>39</sup> such as climate change and strategies of low emission are being addressed in response to compliance with international conventions and agreements, and in accordance with EU Standards. This has elevated Moldova's efforts at compliance to international standards as the benchmark for gauging activities.

### **Improved readiness to prevent and mitigate natural and man-made disasters and crises**

There is important improvement in readiness and prevention of natural disasters with support from the UN mainly in the health (emergency response)<sup>40</sup> and water management sectors. Overall, the UN has in recent years repeatedly demonstrated its much appreciated readiness and capacity to support the government to rapidly respond to major natural disasters. UNDAF interview partners remember especially the case of the 2010 flood as a shining example of joint inter-agency work and collaboration.

### **Efficiency and Sustainability**

This evaluation has not found major concerns regarding efficiency. On the contrary, government officials mentioned almost unanimously that UN agencies are trustworthy partners and good deliverers once an activity was agreed. Sustainability of results of Outcome 1 as a whole was mainly achieved through adjustment to legal and institutional frameworks. However, there are some concerns regarding financial sustainability, since many of the achieved results require future support and follow-up activities. UN agencies have few core resources to cover these needs and rely heavily on external funds for these activities.

## **8.2 OUTCOME 2**

UNDAF Outcome 2 results addressed the key issues and underlying causes identified by the 2005 CCA. There have been significant improvements in access to services for vulnerable groups. The nine participating UN agencies jointly and individually played significant roles in scoring these achievements. These improvements can be seen for example in pre-school enrolment, child and maternal health, social services at community level, better access to HIV/AIDS treatment (as well for migrants). UNICEF is by far the largest player in activities falling under Outcome 2. The thematic distribution of activities between agencies shows a

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<sup>39</sup> NHDR on climate change and project activities addressing climate change adaptation and climate change mitigation; UNDP support to the development of a Low Emission Development Strategy (government approval expected for 2012)

<sup>40</sup> See case study on emergency health.

clear separation of responsibilities and follows clearly the specific mandates of the different agencies. Nevertheless, GoM at the highest level wishes to see the UN agencies conduct their work as a single coherent body to reduce the burden of coordination.

The common rationale of issues addressed throughout Outcome 2 is governed by the challenge to ensure the progress of service-related MDGs and to restore the national development goals in the social sector. According to this rationale, service sectors of primary health care, reproductive health, contagious diseases (HIV/AIDS and TB) were selected as priority fields in the health sector; and child care, early childhood development and life skills-based education (especially to children from boarding schools) and basic education were selected as priority fields in the education sector. The activity in these two sectors was complemented by comprehensive support to the social protection sector because activities in this sector can help solve demand-side problems within marginalized groups.

Even though the three sectors are conceptually related in Outcome 1, their general background, performance and institutional capacities differ. Traditionally, the health sector has had a stronger performance, with a clear vision and idea regarding what its challenges are and where its future lies. The health sector also has reasonable institutional capacities for implementation of its policies. Functionally, the educational sector, in spite of its scope, has been weakening in recent years due to problems with a long delayed and frequently interrupted debate regarding a required reform of the educational sector as a whole. The decreasing number of students and of enrolment rates compared to fixed rates of costs and diminishing indicators of educational achievements - in spite of increased financial resources - poses a paradoxical problem for the sector. Finally, the social protection sector has a recent institutional history of having been merged with the Ministry of Health for a short period before regaining independence. For Outcome 2 the Ministry of Labour, Social Protection and Family (MLSPF) is important in the sense that since 2007 the Central Guardianship authority was transferred from the Ministry of Economy to the MLSPF. Institutional strengthening of this ministry, supported by UNDAF is important in the sense that the government has embarked on a wider reform of the social sector.

For Outcome 2 the following baseline indicators have been defined for education:

<b>Indicator</b>	<b>Baseline 2006</b>	<b>Target</b>	<b>Latest available data</b>
Enrolment pre-school education	66.1%	> 80%	75.5% (2009)
Enrolment primary education	94.6%	> 90%	90.7% (2009)
Infant mortality rate	12/1,000 live births	Decrease by 25%	12/1,000 live births (2009)

Source: Second MDG Report Moldova 2010.

Additionally the literacy rate for the age group 15-24 years and the coverage rate for essential health services have been selected as UNDAF indicators for Outcome 2, but without defining a baseline. Regarding pre-school enrolment, the target has clearly been achieved. Formally it has been achieved as well for primary education enrolment. Even if the

indicator marks a negative trend, UNICEF staff mentioned doubts regarding the accuracy of the 2009 enrolment data.<sup>41</sup> The indicator of infant mortality did not improve. However the under 5 mortality decreased from 15.3 percent (2004) to 14.3 percent (2009) and the maternal mortality rate decreased from 23.5 cases of 100,000 births (2004) to 17.2 cases of 100,000 births (2009). So there is a clear improvement in maternal and child health. In the same period the literacy rate (15-24 years) remained unchanged (99.6 percent).

Since 2007, the MLSPF initiated a transition process from universal cash transfer programmes to households to a system of targeted transfers,<sup>42</sup> in the hope of achieving efficiency gains regarding welfare and financial results. This transition is still ongoing. A second innovative step in the social protection sector was the creation (since 2007) of a nationwide community based network of social workers. Thus for the first time the social protection system had been extended to the community level. Nevertheless, more improvements are required in refining a clearer vision, in adopting a more comprehensive approach employing complementary activities and in developing the appropriate necessary tools for providing an improved social protection within Moldova.

The increased demand for social protection resulting from an ageing population, the absence of productive forces due to migration, family disintegration and a limited availability of financial resources for social protection, underscores the urgency of reviving the sector. More than the health and education sectors, the social protection sector is yet to refine its vision, establish a more comprehensive approach and develop appropriate tools.

### Access to Early Childhood Care and Basic Education

Currently, more children have access to early childhood care and development programmes and quality basic education.<sup>43</sup> Good progress has been made in reforming the childcare system and in strengthening the early childhood care and education through a conceptual change towards life skills learning. Additionally, the GoM has started to address the needs of vulnerable families with children through reforming of social protection systems.<sup>44</sup>

In the education component of the early childcare sector, new, far-reaching results have been achieved through conceptual innovations such as Early Childhood Development (ECD) life-skills based education.<sup>45</sup> Traditionally, many less well-off families were used to sending

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<sup>41</sup> Since the gross enrollment rate is calculated based on the total number of population in a specific age group, overestimating this total number leads to an underestimation of the enrollment rate. This is what is possibly happening in Moldova for data of recent years.

<sup>42</sup> This work was initiated by the WB and DFID, and supported also by the EU and later UNICEF (who also played an advocacy role). Given the larger aid coordination environment in Moldova, it's important to note the role of other actors, and relation of UN agencies/system to them in supporting - and critiquing - key initiatives.

<sup>43</sup> Increase of pre school enrollment from 61% in 2003 to 74% in 2008.

<sup>44</sup> However, serious concerns about how the ongoing transitions in the sector, may negatively affect families with children. The integrated social services model is still far from being fully implemented and remains a high priority for addressing vulnerability.

<sup>45</sup> Of course, within a wide range of UNDAF activities which go far beyond portfolio activities of single agencies, there has been failing and non successful experiences, such as for example the total failure of achieving that schools teach a required minimum of 30 hours per year of education for HIV prevention. However, the overall outcome is positive.

their children to public childcare institutions. UNICEF defined the goal of reducing the share of children living in institutions to 30 percent by 2012. The government was even more ambitious and increased the goal to 50 percent. Activities towards this ambitious goal are on the right track since by end of 2010, the share of children living in institutions had already dropped by 40 percent.

Barring institutional limitations in the educational sector and pending the final decision regarding the reform of the education code, some positive changes have been successfully introduced in the sector, as the cited increase in pre-school access, the conceptual change towards ECD and the deinstitutionalization process. The final approval of the draft code will lay the grounds for a wider reform of the education system.

### **Safe Behaviour and Seeking Health Information**

More people of reproductive age adopted safe behaviours and are seeking health commodities and information on HIV/AIDS and reproductive health.<sup>46</sup> UNFPA and UNICEF are the principal implementing agencies for the joint Youth Friendly Health Services (YFHS) project.<sup>47</sup> National concept on YFHS, guides and standards for YFHS activities have been adopted and implemented and there is a financial mechanism in place to cover the operational costs of the YFHS centers funded by the health insurance company.

### **Improved Access to Quality Health Care**

A recent health equity analysis for Moldova<sup>48</sup> shows that vulnerable children and women (from large families, rural families, Roma communities, poorest quintile etc.) have a much lower access to health services. However, the same study shows that the coverage of poor households with health insurance has increased in recent years. There are still no comprehensive data regarding the overall improvement available; but a general improvement of coverage of health services, an improvement of its quality and a better targeting of vulnerable groups can be expected. In general, efficiency gains in the health sector have been principally addressed via technical and administrative improvement of primary health care, mother and child healthcare and the treatment and prevention of contagious diseases and inclusion in the mandatory state medical insurance scheme.

### **Improved Access to Quality Social Protection Services**

More vulnerable groups have improved access to quality social protection services including systems to prevent and protect from violence abuse, exploitation and discrimination. Good

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<sup>46</sup> Information regarding young peoples health care has been disseminated since 2004 to some 10,000 beneficiaries through the Y-PEER system and the increased demand for youth health services was addressed by the Youth Friendly Health Services project (see case study in the annex).

<sup>47</sup> See case study in the annex.

<sup>48</sup> Maternal and Child Health Equity Analysis, UNICEF, 2009.

progress has been made in adopting a wide range of policies<sup>49</sup> on domestic violence and child protection, migrant workers' protection and the promotion of conceptual changes relating to social protection.

The interviews also revealed that there was insufficient resource support provided to the national employment agencies to build up the capacities of independent resource centres at LPA level to synergize with the ILO/IPEC project to assist disadvantaged young people with access to vocational training programmes counselling services and financial assistance.

### 8.3 OUTCOME 3

Under its priority area 3, "Regional and Local Development" UNDAF implementation results addressed the key issues and their underlying causes and challenges identified by the 2005 CCA, as well as NDS 2007-2011. UNDAF M&E matrix identifies 2 key indicators for Outcome 3 overall: *levels of absolute and extreme poverty*, and *Consumption based Gini coefficient*.<sup>50</sup> The overall socioeconomic situation in the country has been significantly affected by the economic and financial crisis from 2008 onwards, which is potentially one of the main reasons behind the fact that absolute levels of poverty have either decreased insignificantly or even increased. It is not possible to attribute the reduction of the poverty levels to the UN assisted programmes. However, it is rational to state that these programmes have undoubtedly contributed to (a) the dramatic reduction of extreme poverty, especially in the rural areas, and (b) reduction in inequality.

#### LPAs operating in a more effective and transparent manner

UN agencies and UNDP in particular have advised the Government of Moldova on decentralization policy since the country gained its independence. The effectiveness of this slowed down during 2001-2009 due to the political realities. The reforms were revitalized again in 2009. Starting 2010, with the support from UNDP and UN Women the foundations have been laid (in the draft of the Decentralization Strategy) for the improved legal and regulatory framework and administrative procedures and systems. The particular strength of the draft decentralization strategy is that gender equality and human rights based approaches (HRBA) have been mainstreamed. UNICEF is already advising several ministries on decentralization of social services. The experts interviewed mostly concurred on the high quality of this assistance. However, many stressed that the strategy is vague in terms of the recommended modality and timeframe for administrative-territorial reform with specific benchmarks. Another drawback pointed out by the interviewees is the lack of the central government resources dedicated to the promotion of the decentralization strategy.

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<sup>49</sup> Among others Increasing availability and investment in community based services; basic benefit package for PHC & MCH defined and in use; health system strategy developed and functional; strengthening HIV responses targeting young people especially those most at risk.

<sup>50</sup> a) Levels of absolute and extreme poverty. Compared to 2005, by 2010, the absolute level of poverty has evolved in very different patterns. It has: reduced only insignificantly, by 0.2% in the country at large; reduced drastically in the towns, by 15.2%; and increased in the rural areas, by 5.1%, and by 0.1% in the cities. The levels of extreme poverty have dropped consistently and dramatically across the country (from 14.7% to 2.1% on average). b) Consumption based Gini coefficient. It decreased from 0.361 (2005) to 0.3045 (2010)

UN agencies have been instrumental in strengthening the LPAs with training, capacity assessments and capacity building). UNDP, in particular, has done a colossal job: training around 10,000 local government representatives; assisting hundreds of LPAs with capacity building; development and monitoring of local development plans in a participatory manner with a unique methodology which is now used as a common tool; and community mobilization for addressing local challenges.<sup>51</sup> However, the replicability of projects with LPA funding is questionable given the weak financial standing of many of the LPAs.<sup>52</sup> The effectiveness of the services that LPAs continues to be hampered due, among other factors, to diseconomies of scale.<sup>53</sup>

**“Increasing level of consumers’ satisfaction with LPAs”** is one of the M&E indicators from the UNDAF matrix. A recent report<sup>54</sup> indicates negative general perception regarding public services (at both central and local levels), with the majority saying that the situation did not change from three years ago. At the same time, progress was recorded for a number of indicators in the UNDAF M&E matrix, and UN agencies had likely contributed to this through the community-level advocacy and mobilization and gender equality promotion. Expenditure from the local budgets for social assistance and protection increased from around 4 percent in 2003 to around 8 percent in 2009.<sup>55</sup>

Efforts of UN agencies also helped to improve and strengthen the referral system for social services. Since 2006, IOM has supported the GoM in launching and implementing the National Referral System (NRS) for protection of victims and potential victims of trafficking. It works through multidisciplinary teams (MDTs), composed of relevant local specialists. The Government showed strong ownership in this case, and, under the umbrella of the Integrated System of Social Services, adopted a National Strategy (2009-2016) and an Action Plan. It stipulates that NRS would cover all the *rayons* in Moldova by the end of 2011.<sup>56</sup> The concept of the Integrated Information System on Domestic Violence Cases was approved by the Government in September 2009, opening the ground for nationwide implementation. UNFPA, IOM, and UNICEF together with the World Bank assisted the MLSPF in the creation of an integrated information system for the social protection sector, moving away from having separate information systems on domestic violence, trafficking and child protection.

Building on its past initiatives in supporting the development of social work at local level in Moldova since 2007, UNICEF has been assisting the Government and LPAs through the implementation of the “National Programme for the Development of an Integrated System

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<sup>51</sup> UNDP’s assistance goes back to 2006 with the projects on “Local Agenda 21” and Integrated Local Development Program (ILDLP), followed by JILDLP, which started in 2010 (by UNDP and UN Women, with the substantive input of the Human Rights Adviser (OHCHR) on human rights based approaches).

<sup>52</sup> The level of fixed capital investments from the local budgets is low (at 353 million MDL both in 2005 and 2009, although has seen a rise inbetween [Ministry of Economy and Trade of Moldova])

<sup>53</sup> An assessment of LPAs with a population ranging between 2000-3500 inhabitants, revealed that, for example: the average level of the local budgets revenues per capita in 2009 was around a mere USD100/€78 Euro; own incomes per capita were 10 times lower in rural areas and twice lower in urban zones than the national average; 6 enterprises per 1000 inhabitants was registered - below the national and regional average; and the roads, water and drainage and waste disposal systems in rural areas and district centres were in a very poor condition [UNDP / Joint ILDP (2010): “Assessment Report: Administrative capacity of local public administration authorities”, IDIS Viitorul/JDI/AVENSA]

<sup>54</sup> UNDP/BCM/CPI: Assessment of deconcentrated public services in the Republic of Moldova

<sup>55</sup> UNDP: “Local public finance through the perspective of financial decentralization in Moldova”, 2010

of Social Services” (2008-2012). The model is being tested now in Balti, Leova and Orhei cities to identify and address the gaps in secondary legislation and standards, including funding for social services.

In 2010, UN started implementing the “Women’s Economic Empowerment through Increasing Employability in the Republic of Moldova” project (2010-2013), which, at the local level, is primarily aimed at improving access to quality information and services through the utilization of the “one-stop-shop” approach. On its part, UNAIDS has started a new project on “Strengthening Government and community capacity in assessing the impact of the HIV/AIDS epidemic, as well as defining and implementing strategies to cope with it” (2011-2012).

#### **New businesses and jobs are created in targeted, poor rural and urban areas** (UNDP, IFAD, ILO, IOM, UNAIDS)

Policies and mechanisms to foster regional development have been to some extent enhanced with more opportunities created for increasing investment, trade, private sector development and piloting of local development funds. For example, the assistance was rendered for the establishment of a free economic zone in Ungheni,<sup>57</sup> which attracted more than 2000 companies from different countries to open new businesses in Moldova, investing USD 2.6 million and creating 260 jobs and leading to increased exports.<sup>58</sup>

With UN support, Moldova’s regulatory and institutional environment has improved to promote Public Private Partnership (PPP) in the country, at both central and local levels. The UNDP project experienced delays however with the passage of the new legislation at the Parliament, partly due to political instability. As a result, the PPP Department within the Agency for Public Property was established only recently and while two PPP projects at LPA level have been identified, they are in the start-up phase only.

#### **Empowered communities and CSOs participate in local development planning, implementation and monitoring** (UNDP, UNFPA, IOM, UNAIDS, UNICEF, IOM, ILO)

UNDP, UNFPA, IOM, and OSCE confronted the human security issues from two interconnected perspectives: (a) enhancing protection to victims of human trafficking and domestic violence through a strengthened system (a top-down approach in partnership with appropriate governmental institutions) and (b) encouraging the empowerment of local communities and individuals to prevent and address the problems at their roots, ensuring equitable access to basic quality services for people at risk of human trafficking and domestic violence (a bottom-up approach in partnership with local officials, civil society, and the media).<sup>59</sup>

The project created strong synergies with other UN agencies, e.g. supporting the referral systems for the victims of child abuse (UNICEF), assistance to people living with HIV/AIDS

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<sup>57</sup> UNDP’s “Local Agenda 21” project

<sup>58</sup> UNDP “New Horizons”, 10 stories, people should know about the UNDP in Moldova, 2005

<sup>59</sup> with the “Protection and Empowerment of Victims of Human Trafficking and Domestic Violence” project (2008 – 2011)

(UNAIDS), creating better opportunities for youth and women (UNDP), linking remittances and SME development (IOM/ILO)) and so on. The project serves as a foundation for addressing the need for a consolidated informational system of the social protection sector covering all types of vulnerability. One of the joint UN advocacy results is that violence against women and domestic violence are specifically targeted in the National Programme on Gender Equality for 2010 – 2015.

Mechanisms and fora were developed at local level to better engage children and young people in policy development and programme implementation.

With UNICEF support a National Youth Strategy was developed in a participatory manner, based on local youth strategies at rayon level with participation of CSOs, youth initiative groups and Local Youth Councils. Jointly with UNFPA, the support also covered the creation and extension of a network of local teams of peer educators (including LPAs) to participate in HIV prevention and promotion of healthy lifestyles. UNAIDS contributed to increased access of PLHA to decision-making processes by training the NGOs. The project was successful in raising the awareness of the LPAs, but also revealed the need for more efforts to tackle the lack of understanding and the deep stigmas PLHAs face in the society.<sup>60</sup>

Overall, UN agencies were instrumental in strengthening the capacities of local NGOs in targeted areas to influence local decision-making, implement and monitor development activities. NGOs/CSOs are some of the main entities with which UN agencies engage in Transnistria. The UN has been increasingly pursuing a non-political, development-focused track in order to engage Transnistria, building on the value added that it carries in the projects in the form of UN neutrality. The purpose is to encourage change and modernization within the region, involve it in regional development processes and explore areas where common work benefits both sides.

Our interviews indicate that the UN initiatives have contributed to: improved social services for the vulnerable and poor in Transnistria; building of a new business cadre there;<sup>61</sup> improved environment of trust among the residents and service providers between the two banks of the river.

The UNDAF M&E matrix specifies indicators for which neither baseline, nor current data was available.<sup>62</sup> Our interviews however indicate that the activity and standing of local NGOs in local decision making has increased with UN support.

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<sup>60</sup> UNAIDS project “Enhance and Foster Equal Access of People Living with and Affected by HIV/AIDS to Decision Making, Along with Combating Discrimination and Stigma” project (2006-2007)

<sup>61</sup> the modernized Business School is very popular, and has seen the number of applicants soar to 700, seven times the places available

<sup>62</sup> Including: number of CSOs, which participate in planning, implementation, monitoring and evaluation of the regional development plans, programmes, projects; number of SCOs, which provide new services and implement projects; number of regional fora, carried out with participation of SCOs; number of local development projects, elaborated by the NGOs or with the community’s participation; number of NGOs, which are involved in fundraising, provide services, administer funds, for to protect the interests of the marginalized groups at the local level; and financial resources, mobilized by the NGOs, for regional development; number of policies/services, monitored by/advocated in favor of CSOs. We do not think that it is worthwhile having indicators in the UNDAF M&E framework for which there are no reliable mechanisms for collecting data.

## 8.4 CROSS-CUTTING THEMES: HUMAN RIGHTS AND GENDER

### Human Rights

There was a clear attempt by the UN team in the Republic of Moldova to use a human rights-based approach in the programming of UN assistance over the period 2007-2011. The resulting CCA and UNDAF demonstrate that this attempt was only partially successful.

UNDAF priorities and target groups were identified during a consultation process that brought together the UN system, Government, stakeholders from civil society and international development partners. Human rights were embedded in UNDAF at the level of all three outcomes in various forms. The document was guided by the human rights principles of participation, equality and non-discrimination, and accountability and rule of law. UNDAF addressed economic, social, cultural, civil and political rights, particularly in relation to the most vulnerable groups.

The document identified a wide range of duty-bearers. Strengthening their capacity to protect and fulfil human rights as well as to monitor and report on ratified international standards stayed at the heart of most UNDAF activities. In the case of rights-holders, the focus was put on increasing their access to quality services, better governance and sustainable development opportunities, and on encouraging their participation in local development planning.

There were three critical gaps in the programming of UN assistance for the period 2007-2011: a) rights-holders' capacity to understand and claim their rights was neither assessed nor supported enough; b) UNDAF left aside several groups (e.g. Roma, LGBTs, stateless people, religious minorities, ex-convicts) whose human rights are repeatedly violated; c) lack of disaggregated indicators per sex, ethnicity, disability, religion, wealth, social affiliation in the UNDAF M&E Framework, to make the excluded visible and to allow analysis of how laws, policies and services affect different groups of people as well as to demonstrate any inequalities in resource allocations.

Both human rights-targeted and mainstreamed projects and programs implemented under UNDAF were in alignment with the needs and priorities of the country, as well as with international human rights standards binding Moldova. The detailed contributions of the UN are presented in Annex V: UN Contribution to Human Rights Advancement in the Republic of Moldova, 2007-2011.

The primary factor that had a positive contribution to the attainment of UNDAF Outcomes was the national capacity to promote and advance realization of human rights. Success has been obtained where national resources and political were mobilized in concert and when the need for change was properly understood, and expertise provided by UN was adequately internalized (see in Annexes: Case Study V on "Protection and Empowerment of Victims of Domestic Violence and Human Trafficking").

Another crucial factor in the realization of UNDAF Outcomes was the professional guidance provided by the Human Rights Advisors to the UN agencies, an arrangement in which OHCHR placed an adviser in the Office of the Resident Coordinator. The first Advisor (2008-2009) had a crucial contribution in revealing the cases of torture and ill treatment in detention following the events in April 2009. He mobilised the UNCT which acted together to advocate for the respect of human rights of those involved in the demonstrations.

The UN Human Rights, Justice and Gender Theme Group, led by UNIFEM (now part of UN Women) during 2007-2009, and by the Human Rights Advisor since the beginning of 2010, has been a very important platform for raising issues, discussing conceptual problems and sharing experiences and information among UN agencies. The strongest contribution of the Theme Group was the provision of expertise and the framing of issues in the normative context provided by international law, in many cases through advocacy, active participation in consultations on various draft laws and joint projects involving several UN agencies.

There have been, however, frequent cases when UN recommendations, although strong in content, justification and compliance with international human rights standards, were only partially considered and integrated into the national strategies, legislation or actual work. Possible reasons include: too sensitive areas, resistance of professional and religious groups; unaffordable financial implications; no sufficient capacity of national stakeholders to understand the need and their full meaning or how to internalize the new concepts and practices in their policies and current activities.

The gaps in the programming of UN assistance led to some lost opportunities in comprehensively addressing discrimination and vulnerability. There was slow progress until recently on Roma inclusion and protection of the rights of persons with disabilities. There are almost no human rights defenders in Transnistria, while rights are systematically violated in that region. Still, UN refrained of getting involved in these sensitive issues in the belief that open pressure might exacerbate the divide among the banks rather than improve the situation. Promotion of the rights of LGBTs, stateless people and of some religious groups (Muslims, Jews, Jehovah's Witnesses) is another area where UN presence has not been sufficiently formalized and integrated into programming.

UNDAF strategies and approaches were guided by the overarching principles of non-discrimination and equality, participation and inclusion. The accountability principle was weakly represented, possibly because of unequal skills and knowledge of UN staff to mainstream accountability as a human rights principle; weak human rights focal points in the Government as UN counterparts for dialogue, reporting and accountability; a too shy stance of UN, even in cases when the Government was moving in a direction reversing the promising reforms; use of direct implementation modality in the case of some UN projects which reduced national partners' accountability for agreed development results. Direct participation of government counterparts in project management increases engagement, ownership and accountability of the Government to address human rights issues, as demonstrated, for instance by Case Study V: "Protection and Empowerment of Victims of Domestic Violence and Human Trafficking".

The principles of progressive realization of human rights and use of maximum available resources were rather implicit in UNDAF. In practice also, the UN team was less successful in moving forward the mainstreaming of human rights in the budgeting process. Nevertheless, it is worth noting that the support provided by UNCT to the Government in its 2010 negotiations with the IMF, aimed at ensuring that envisaged expenditure cuts are not affecting vulnerable groups, was successful.

The work carried out under UNDAF has been consistently aimed at strengthening the capacity of a wide range of Moldovan duty-bearers to respect, protect and fulfil human rights. An impressive training effort was undertaken in developing the knowledge, skills and attitudes of various duty-bearers, complemented by top level methodological guidelines,

technical assistance and improvement of working infrastructure. The results were rather patchy. Although there are identifiable changes in Moldova in the thinking about human rights norms and biases over the last five years, sustainable outcomes require a capacity building and institutional change which cannot be easily achieved in the timeframe of projects implemented under UNDAF. It also requires institutionalization of human rights education (see Case Study VI on “Regional Protection Programme”).

UN played a major role in strengthening the capacity of Government and CSOs to report on progress against various international human rights commitments. In this respect, the UN managed to successfully attain four relevant indicators in the M&E Framework of UNDAF. Civil society was supported in fulfilling its human rights watchdog role for preventing and combating torture, improving the fairness and transparency of electoral processes, and combating corruption. Another “privileged” duty-bearer for UN support was media to develop its capacity to identify and reflect correctly the human rights violations as well as to use ethical standards in reporting. Almost all UN projects involved media in various ways, which was a very clever move, all the more since in the area of human rights we are fighting against entrenched public stereotypes, and the media could play the evil or the angel role in that. As in the case of other duty-bearers, there still are journalists and media companies that fail to comply with ethical standards or simply are unable to understand the essence of human rights when reporting on various issues (Roma, LGBTs). As far as reporting on child rights is concerned, the relevant indicators in the UNDAF M&E Framework were achieved.

UNCT agencies had a positive contribution to capacitating some groups of rights-holders, such as poor families, vulnerable children, and trafficked people, by facilitating their access to information as a right and a condition to ensuring the meaningful participation, enhancement of skills, knowledge and ability to improve their own situation, empowerment to contribute to development efforts. Still, less attention has been given to improving their ability to exercise their rights by making demands on the state to fulfil its obligations towards them; and to addressing attitudes, mindsets, culture and traditions that hinder capacity to claim rights.

## Gender

UNCT played an important role over the UNDAF period in helping the government design and promulgate laws and policies that foster gender equality. This is an area where the UN has a comparative advantage over other aid agencies, and the UN Moldova made effective use of its experts and expertise in this arena. Key government strategies developed during the UNDAF period show a steady progression toward deeper gender mainstreaming:

Government agencies are the primary counterpart and implementing partner of the United Nations in Moldova. The extent to which government agencies are able to implement gender sensitive policies must be considered as an influential factor that can either enable or restrict gender mainstreaming. Those working within the gender field in the Government identify an imbalance between agencies in terms of their ability to mainstream gender. The details of institutional capacity for gender mainstreaming are in Annex IV on “Institutional Capacity for Gender Mainstreaming - PPP framework”. While the UN has played a role in building government institutional capacity to mainstream gender, there is a need for increased investment in building skills, systems and accountability mechanisms in the Government and other counterparts over the next UNDAF.

Gender-Based Violence is one of the most widespread and socially tolerated forms of human rights violation in Moldova. It simultaneously reflects and reinforces inequalities between men and women. UNCT's contributions to efforts to raise the profile of GBV in Moldova have been effective at the level of laws and policies. UN Moldova has been instrumental in fostering and participating in collaborative networks that include donors, CSO and the Government. Individual and joint programs and initiatives have also been

**Box 1 - Not Just Paper – The Impact of Law on Preventing and Combating Family Violence (Law Number 45-XVI 2007 entered into force 2008)**

The Law on Family Violence is a critical aspect of changing the cultural acceptance of family violence in Moldova, helping to shift a 'private' matter to a community responsibility.

IOM support to the Centre for Assistance and Protection in Chisinau helps about 500 people per year with psychological and legal counselling, temporary shelter and health aid. The center was designed to help victims of human trafficking, but has expanded its services to include victims of domestic violence.

The Center's Director, Viorel Gorceag, explains. "Lately, more victims of domestic violence are being referred to the center than victims of human trafficking. This is due to the fact that after Law No. 45 on combating domestic violence entered into force, these persons have become more easily identified."

Source: UNDP, UNFPA, IOM, Second Donor Progress Report, 2010

designed to include a bottom-up approach (see Case Study V: Protection and Empowerment of Victims of Domestic Violence and Human Trafficking)

The UN has played a key role in enabling disaggregation of national data by sex along gender and other categories, and ensuring that the data is widely available to feed into policies and programs for better outcomes. The joint program "Strengthening National Statistical System of RM" (see Case Study III) was instrumental in this field. The program drew on the complementary areas of expertise of ILO, UN Women, UNDP, UNFPA and UNICEF to improve statistics in areas such as poverty, socio-economic and social inclusion indicators, time use and disaggregated data.

The UNCT has made progress towards addressing those gender issues that were explicitly targeted in UNDAF, as noted above. However, other important gender issues are given insufficient attention in Moldova. The UN can and should play an important role in bringing greater focus to emergent and/or under-resourced gender issues in policies and programs over the next UNDAF cycle. These issues include:

- Women's low representation in all levels of leadership;
- Gender-specific dimensions of health especially men's health (see box for elaboration);
- Gender gaps in employment (wages, horizontal and vertical segregation);

- Building capacity of government agencies to mainstream gender;<sup>63</sup>
- Gender-responsive budgeting.

Gender-sensitive programming efforts are stymied by the 'invisible' nature of the problem in many sectors, and a failure to effectively target areas where males are disadvantaged (including higher drop-out rates in secondary schools and men's health issues including reproductive health) as part of gender equality programming.

The UNCT in Moldova has generally stressed the equality aspect of gender sensitive programming. Less attention has been paid to clarifying the links between gender mainstreaming, efficiency and effectiveness of development interventions.

Gender mainstreaming is not only about doing the 'right' thing to foster equality and help vulnerable groups; it is also about doing the 'smart' thing to improve the efficiency and effectiveness of development interventions. Mounting evidence points to improved gender equality as a valuable driver of economic growth and competitiveness,<sup>64</sup> a message that should be well received by the Government. The UN in Moldova should make full use of its comparative advantage over the next UNDAF cycle to work strategically at the highest levels of Government to bridge this gap in understanding; and to utilize the efficiency and effectiveness arguments as advocacy tools to leverage broader support for, and commitment to, gender equality and women's empowerment.

The sustainability of efforts to close the gender gap in Moldova is brought into question by the data below from the World Economic Forum. It paints a picture of stagnation across four indicator areas. Efforts to meaningfully move Moldova toward gender equality as measured by the WEF will require more concentrated efforts to foster equality in the economic and political spheres in particular, over the next UNDAF cycle.

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<sup>63</sup> Refer to Annex X for in-depth discussion of gender and institutional capacity development.

<sup>64</sup> Lawson 2008; Daly 2007

## Box 2: Moldova's Gender Gap - A Picture of Stagnation

The Gender Gap Index is a World Economic Forum (WEF) framework for capturing and tracking gender-based disparities. The Index uses data from ILO, UNDP, WHO, UNESCO, CIA, WEF, and the Inter-Parliamentary Union to monitor gender gaps in the economic, political, education and health sectors.

The Gender Gap Index for Moldova over the period of the UNDAF cycle shows a disappointing picture of stagnation. It is likely that the decline in 2009 was linked to the economic crisis, but the fact that gender inequality expanded during the crisis points to the fragility of gains made, and the need for stronger focus to ensure the sustainability of gains.

### WEF Gender Gap Index – Moldova

Year	Ranking	Index (1.00 means equality)
2007	21 (out of 128 countries)	0.717
2008	20 (out of 130 countries)	0.724
2009	36 (out of 134 countries)	0.710
2010	34 (out of 134 countries)	0.716

The above data should be interpreted with an understanding that the UNCT in Moldova is only one of many players that influence the trends. Furthermore, the UNCT has focused much of its gender work on outputs that would not have been captured directly by the indicators used by the WEF. Many of the targeted efforts of UN programs (e.g. policy and statistical work) have arguably helped to build the foundation for long-term progress toward GE in Moldova that should ultimately contribute to measurable improvements at the national level over time. Nevertheless, the data should serve to alert the Government, CSO and the UN alike of the need to be more vigilant and aggressive in targeting key areas of inequality.

A range of participatory processes employed in UNDAF implementation helped to create an environment that was conducive to gender mainstreaming (see Annex III). Many of the most effective projects were jointly implemented by a number of UN Agencies. This observed pattern is present especially, but not only, when UN Women is involved (see Case Study III & V).

There is no single force that is influencing the direction of GM within the UNCT in Moldova. Rather, a number of internal and external trends and pressures help to shape the process including: top-down initiatives from individual agencies; key agencies and individuals within UNCT; international commitments and reporting requirements; national counterparts; and other donors. The expanded presence of UN Women in the UN system in Moldova offers an opportunity for deepening the role the agency can play to facilitate GM. While this role should be utilized to the fullest extent, agencies must continue individual and collective UNCT efforts to mainstream gender, and resist the temptation to overly rely on any one agency to manage the process. A participatory gender mainstreaming strategy design that clearly lays out individual and collective responsibilities for GM at the country team level will help to ensure collective ownership and accountability for GE outcomes.

## 9. FINDINGS AND CONCLUSIONS

### 9.1 OUTCOME 1

Results achieved by Outcome 1 address key issues and underlying causes identified in the 2005 Common Country Assessment. UNDAF was open and flexible enough to respond to political changes and changes in national priorities. This has been facilitated and aided by the continuity of on-going UN-assisted programmes and projects regardless of government changes.

Work within Outcome 1 addressed generally the issue of policy planning and improving legal and structural bases for policy implementation. Some of the most important achievements under Outcome 1 related to MDGs and other international standards and goals are:

- Institutionalizing a framework for coordination and monitoring of the National AIDS Programme
- Support in fundraising for implementation of the National AIDS Programme
- The draft law on environmental protection and its strategy paper;
- Better awareness and response to issues of gender and domestic violence;
- Conceptual innovation in social protection policies (targeted transfers and the reform and creation of the system of social workers);
- Public (now web-based) availability of a wider range of better quality statistical data;
- Increased political attention to Human Rights combined with a better legal and institutional framework for addressing them;
- Higher awareness of Corporate Social Responsibility (CSR) in the private sector, after its promotion via the Global Compact initiative;
- Enhanced coordination and improved framework for the national response to HIV
- Strengthening of the Government capacity to hold credible elections;
- Strengthening of parliamentary functions of administration, representation, legislation;
- Improvement of political stability through better performance of the electoral commission and an increased public confidence in their independent work ;
- Development of a previously non-existent portfolio of environmental protection and an increased awareness for climate change in the ministry and other stakeholders;
- New concepts and approaches in juvenile justice, child abuse and domestic violence;
- Improved social dialogue between employers and employees.

As true universally, the structural causes of development problems in Moldova were not changed by political and regime change but rather exacerbated by them. As Moldova pushes for EU integration, different priority ranking regarding the governance and public administration is expected from the government for the new UNDAF cycle.

Efficiency has been improved throughout the sector mainly because of agency-specific expertise and strategic positioning on key thematic issues. Nevertheless, operational limitations on the part of the government posed some obstacles to the achievements.

UNDAF was a necessary tool for boosting and maximizing comparative advantages for UN agencies. Efficiencies achieved through comparative advantages are bigger than efficiency losses generated by operational or bureaucratic constraints. Much work on new projects and new approaches has been undertaken since 2007, driven to certain extent by the political change. Nevertheless, there is still continuing need and demand for capacity building for technical staff in the government.

The demand for new activities from UN agencies might be smaller in the upcoming UNDAF cycle. The nature and thrust of the next UNDAF programming may shift more to policy advocacy than to technical assistance.

In the past UNDAF cycle, the implementation of activities - rather than the use of UNDAF as a planning tool - has helped to reduce transaction costs for the government. Many Outcome 1 activities have themselves addressed issues of sector strategic planning and coordination efforts. This happened at the level of central government planning, implementation in line ministries and project follow up with other donors. Joint (UN) programming and direct execution especially reduced transaction costs. Additionally, the UNDAF exercise established better coordination between UN agencies that made possible successful UN-led donor coordination in emergency situations in 2007, 2009 and 2010.

UNDAF's potential for transaction cost reduction goes beyond UN agencies and should be considered as an additional comparative advantage. Joint programming generated synergies in the use of UN expertise, the potential for higher (or longer lasting) funding and reduced bureaucratic costs.

In order to impact poor peoples' lives, the enabling conditions in the governance sector require success in other Outcome sectors. Governance and rule of law play a role in making other development projects perform better, e.g., via participatory instruments.

UNDAF operated as an agenda-setting tool for UN agencies, distributing specific tasks to each of them. Demonstrating the core values of governance, rule of law and comprehensive planning exercises simultaneously helped to establish partnership and alliances, using a uniform set of approaches and concepts.

Achievements proved that there is a practical need for a common UN Outcome for all agencies. Nevertheless, the character and focus of the outcome areas will have to be adjusted according to changing circumstances. Achievements in the policy formulation of environmental protection and poverty reduction, for instance, already deserve to be reflected as a stand-alone outcome in the future UNDAF. Stating specific goals will help to better determine the kind of activity and scope required for the next UNDAF cycle.

Presence, technical expertise, political neutrality, country understanding and a high capacity for delivery of products, services and advice have generated an image and identity of UN agencies in Moldova as trustworthy partners who care about the success of activities

implemented with their support. But despite government commitments, the implementation capacities of its partners are still weak at the technical staff level and are the strongest limiting factor.

Efficiency on part of UN agencies and the openness, political expediency and technical capacity on part of the government are the main determinants of the effectiveness of UN projects within Outcome 1. UNDAF as a coordination and partnership framework only has an indirect impact, via its efficiency, and has not been used decidedly by the government.

UNDAF automatically addresses relevance and efficiency in a direct way but addresses effectiveness and sustainability only indirectly. Because the government is not using UNDAF as a reference for measuring effectiveness, this evaluation has not been able to identify achievement in making use of the efficiency advantages which UNDAF clearly delivers. This underscores the need for a strategic place for UNDAF in Moldova's planning priorities.

The strategic approach of the promotion of new concepts and ideas, the adjustment of legal and institutional frameworks to enable the change and to make it sustainable at the same time, complemented by a huge effort in capacity building, is a sound approach that facilitates mainly efficiency and sustainability gains throughout the use of the UNDAF framework and UN comparative advantages. The government has fully accepted this approach, formulated and proposed by UN.

Sustainability of Outcome 1 results is widely addressed because these results refer to legal or structural changes in institutions and action plans. They represent durable changes for implementation of new policies, and reduce the threats of sustainability generally to the availability of resources, capacities for implementation and the continuity of the democratic government. Widening and strengthening these elements is a pending challenge for the next UNDAF cycle.

Compared to the positive achievements with the government, results with CSOs and NGOs lag behind. This shortfall could be attributed to the absence of an umbrella framework of collaboration guiding working relationship between the UN and CSOs. This is exacerbated by a seeming lack of understanding between the two sides regarding the complementarities of their existing capacities in the application of development policies.

## **9.2 OUTCOME 2**

Outcome 2 addresses issues and causes identified in the Common Country Assessment. In the education and childcare sector especially, new, visible and far-reaching results have been achieved through conceptual innovation. Efficiency gains have been achieved through sector and agency specific expertise and positioning in key thematic issues. UNDAF managed to put together a set of new innovative approaches for old problems.

In the education and health sectors, government institutions use the UN to access international experience and best practices for their own institutional learning. Some of them additionally seek international accreditation of standards, products and services.

Outcome 2 results impact positively and directly on the lives of poor, vulnerable and marginalized persons because they expand the coverage of quality social services. The fact of their success gives them priority in considering policy approaches for the upcoming NDS.

Making such UNDAF results more visible to the GoM would give UNDAF a more prominent position in the process of planning and implementing development with the GoM.

The joint effort of the GoM with the UN to bring the process of MDG achievement back on track has proved to have a higher likelihood of improving social welfare than traditional approaches. It creates higher outputs at the lower end of welfare distributions and should therefore be continued.

Unfortunately the institutional weakness of the social protection sector and the lack of innovative ideas for this sector to reform the childcare system are the main factors that contribute negatively to the weaker results. In order to improve the overall performance of social policies and service delivery in Moldova, a consolidation, strengthening and strategic approach to social protection is indispensable.

As for the results in Outcome 1, sustainability of the results in Outcome 2 is tied to changes in institutional or legal frameworks, mainly in the education and health sectors, combined with the establishment of governmental implementation units for the new policies. However major constraints exist in the lack of resource mainly for sectors where the innovative process has not fully been implemented.

National execution has advantages for ownership and the capacity at government level but faces problems of lack of transparency and possibly corruption. UNICEF has developed a comprehensive way to manage and balance and manage these issues. Other UN agencies should learn from this example.

The critical element UNDAF has brought about is the creation synergy from different UN agencies grouped around a set of common objectives.

### **9.3 OUTCOME 3**

The draft Decentralization strategy, when adopted and implemented, will hopefully bring about improvements in the legal and regulatory framework and in administrative procedures and systems. It will lay emphasis on delegation of authority, decentralization of services and resources, increased women's representation in decision-making and simplified and streamlined provision of services. The UN agencies have played an important role in increasing the participation of the CSOs in local decision-making processes. They have strengthened the LPAs with training, capacity assessments and capacity building, increasing the knowledge base, and to some extent, the LPAs' efficiency and transparency. The UN agencies were instrumental in supporting LPAs with their Local Economic Development (LED) plans and assisting them with funding. Unfortunately, their upscaling and replication is hampered by the weak financial standing and excessive fragmentation of the LPAs (many of them too small). Inter-municipal cooperation, which could to some extent help to overcome the problems associated with diseconomies of scale was piloted with UN support, but was not promoted prominently.

The launching and implementation of the National Referral System (NRS) for protection of victims and potential victims of trafficking has provided a comprehensive system of cooperation between various Government institutions, international organizations and civil society. This has expanded and become the basis for the referral and assistance system for other vulnerabilities. Many LPAs are now more engaged in listening to and addressing the needs of the marginalized segments. More needs to be done however in removing

remaining stigmas towards vulnerable groups (e.g., PLHA) and minorities, as well as achieving increased engagement between the LPAs and CSOs supporting these groups.

Enhanced policies and mechanisms for regional development emphasize increasing investment, trade and private sector development. Improvements in the public-private partnership (PPP) framework are an important starting point for increased engagement of the private sector in service delivery. However, this legislation has been adopted very recently and further assistance will be needed to facilitate PPPs at the local level.

UN-assisted programmes contributed to the growth of employment and small business opportunities in the communities for the poor through mechanisms detailed in sections 8.2 and 8.3. The experience of UN projects proved that in those communities with active NGOs, LPAs demonstrate better understanding of the problems of the vulnerable and are more active and effective addressing the challenges faced by these groups. The weak financial bases of the LPAs as well as problems with the legislation governing social contracting are delaying going to scale.

Given the more neutral environment of the confidence building program and its large potential, the UN has increasingly started to pursue a non-political, development-focused track in order to engage the Transnistria region. CSOs and NGOs both from Chisinau and Transnistria were involved in the process, ensuring buy-in from local communities, raising the efficiency of projects, developing local capacity and reducing the isolation of the region. The UN initiatives have contributed to (a) improved social services available to the vulnerable and poor population in Transnistria; (b) building of the new business cadre there, and (c) improved trust among the residents and service providers between the two banks.

The UNDAF process and document would benefit from the rationalization and simplification of its M&E with the monitoring process of the National Development Strategy-2. The document would also benefit from addressing the overall mitigation measures for risks and assumptions. UN agencies should use emerging best practice to commission rigorous outcome and impact evaluations for specific projects, programs, and clusters of projects.

## **9.4 CROSS-CUTTING THEMES: HUMAN RIGHTS AND GENDER**

### **Human Rights**

All UN agencies functioning in Moldova have a strong human rights mandate and have been constantly pushing for the ratification and observance of human rights standards as well as for maintaining key human rights issues on the priority list of the government agenda. Although UNDAF mainstreamed human rights only partially, its broad and flexible nature enabled the UN agencies to deal with emerging human rights concerns in the last five years.

The limited level of indicators disaggregating by sex, ethnicity, disability, religion, wealth, and social affiliation in the M&E Framework diminished the UNDAF's guiding role. This made several UN agencies use their own indicators to make the excluded groups visible and to allow analysis of how laws, policies, programmes and services affect different groups. The focus in UNDAF has been placed on increasing rights-holders' access to quality services, better governance, sustainable development opportunities and their participation in local development planning.

Since no assessment has been conducted in the CCA of the capacity of rights-holders to understand and claim their rights, only limited interventions have been envisaged in UNDAF in this area.<sup>65</sup> Although UNDAF has addressed issues affecting a wide range of groups vulnerable to human rights abuse, it failed to include Roma, LGBTs, stateless people, religious minorities, ex-convicts, etc.

UN was a leading actor in raising the issue of torture and ill treatment, especially during the events of April 2009, by bringing to light and challenging serious human rights abuses by the police, prosecutors and penitentiary staff. UN was also the lead international agency in the promotion of the rights of people with disabilities, PLHA, child deinstitutionalization and inclusive education.

The primary factor that contributed to the attainment of UNDAF outcomes was the national capacity to advance realization of human rights. Success was obtained where national resources and political will were mobilized in concert and where UN expertise was adequately internalized. These areas are fully outlined in section 8.4. UN work has undertaken a much more vigorous human rights perspective since 2009 with the appointment of UN Human Rights Advisors to Moldova

The UN Human Rights, Justice and Gender Theme Group, led by the UN Women 2007-2009 and Human Rights Advisor from 2010, was an important platform for regularly bringing together staff and agencies and for developing human rights focal points in UN agencies and joint projects.

UN advanced the development of equality data in Moldova except regarding racial discrimination. This is due to the lack of a comprehensive definition and understanding in the Government, but also internally in the UN team.

There are identifiable changes in thinking about human rights norms and biases in Moldova over the last five years, but sustainable change takes time and cannot be easily achieved in a 5-year time frame. There is little evidence of embedding performance indicators or accountability milestones in public duty-bearers' work routine and practices. Sustainability of intervention remains a challenge for UN in the coming years. This is also due to the fact that Moldova lacks a framework for mainstreaming human rights at all policy and decision-making levels.

## Gender

UNDAF does not serve as a guiding framework that facilitates or reinforces the need for gender mainstreaming. The absence of comprehensive gender mainstreaming in the UNDAF design process left UN agencies without a collective roadmap to foster gender equality in Moldova. While absent at the outcome level, gender is present in the UNDAF as a "pocketed" issue at the output level. The UNCT has worked effectively to address targeted gender outputs. Notable progress was made with respect to Laws and Policies, Gender Based Violence, Disaggregated Statistical Data, and Gender and LPAs, though other important gender issues were given less attention.

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<sup>65</sup> For examples of indicators which assess the capacity of rights-holders, see UNDP, 'Indicators for Human Rights Based Approaches to Development in UNDP Programming: A Users' Guide', March 2006

A perception that gender equality already exists in Moldova poses a challenging environment for gender equality programming. The UNCT has stressed the equality aspect of gender programming, focusing largely on vulnerable groups. Less attention has been paid to elaborating the links between gender mainstreaming, efficiency and effectiveness of development interventions. Consolidated analysis of gender equality data across four indicator areas (health, education, economic and political representation) paints a picture of stagnation for Moldova over the UNDAF period.

Many effective projects to foster gender equality were jointly implemented by UN Agencies. The UNCT has effectively engaged many civil society organizations that specialize in gender and women's issues, providing opportunities for collaboration and cross-learning though a tendency to favor engagement with some agencies over others was noted. The expanded presence of UN Women in the UN system in Moldova offers an opportunity for deepening the role the agency can play in facilitating GM. While this role should be utilized to the fullest extent, agencies must continue individual and collective UNCT efforts to mainstream gender.

UN Agencies and the wider UN system have solid institutional policies for GM in place. Broader policies are supported by gender-sensitive human resources policies and practices that encourage diversity and non-discrimination. Current UNCT staffing data shows near gender parity in employment, with women holding 60 percent of leadership positions.

Efforts to build staff skills and knowledge for GM generally have lacked sufficient coordination and focus across the UNCT. High rates of staff turnover and a continuing need to deepen technical skills necessitates on-going training and concerted efforts to build capacities for gender mainstreaming within and across agencies.

The UN system has moved towards increased capacity for Gender Responsive Budgeting (GRB) over the course of the UNDAF, with the two largest agencies instituting gender equality markers. Data from these new GRB mechanisms are not fully utilized at agency or UNCT level.

Accountability for gender mainstreaming within the UNCT rests with each individual, and ultimately at the highest level of each institution and the RC. While there have been top-down improvements in accountability mechanisms for GM in some agencies, there is variation in the extent to which individuals and agencies have been held accountable for gender policy implementation.

The UN has played a role in helping build the capacity of Government agencies to mainstream gender, but there is an imbalance between agencies in terms of abilities, and an on-going need for capacity development. This remains a weak area in terms of implementing gender-sensitive programmes in Moldova.

## **10. CONCLUSION**

As a trusted partner, UN in Moldova has in close partnership with the government and to some extent with civil society, achieved significant results through the UNDAF. The process has strengthened governance, justice and rule of law; has increased access of the poor and marginalized segments of the population to quality basic social services; has bolstered decentralization to bring basic social services closer to the people. In the process it has

contributed effectively to the national development priorities while at the same time has ensured compliance with international norms and standards especially in mainstreaming human rights and gender. The UN is poised to achieve even greater results with the next UNDAF if it can: enhance its coherence, consensus and common vision on over-arching national policies and strategies; shift more leadership responsibility to the government for strengthening national capacities and ownership; establish a more united interface and working relationship with all development partners and begin adjusting its comparative advantages in preparation for Moldova's anticipated ascendency to EU membership.

## **11. RECOMMENDATIONS**

Based on the Findings and Conclusions of the Evaluation two sets of recommendations - one for the current and one for the next UNDAF - are presented for the UN Country team to consider. The Strategic recommendations focus on reinforcing and strengthening these gains made by the current UNDAF: supporting the national development priorities in the new UNDAF; building stronger UN coherence and unity in policy advocacy and programmatic support; ensuring the dynamic processes underway of mainstreaming and applying international norms and standards especially for human rights and gender; shifting UN/GoM partnership towards more national ownership; and preparing for adjustments in UN's comparative advantages in anticipation of Moldova's entry into the EU.

### **11.1 RECOMMENDATIONS FOR CURRENT UNDAF (2007-2012)**

1. Continue to promote the achievements of efficiency, effectiveness and sustainability through enhanced management performance on social expenditure, in collaboration with the main participating UN agencies in the governance sector to consolidate the gains made under the UNDAF cycle as a platform from which the next UNDAF can take off.
2. Encourage GoM to closely monitor the success and impact, as well as the shortfalls, of innovative social policies and strategies as lessons learned for application in both NDS II and the next UNDAF.
3. Encourage GoM to develop effective extra-budgetary resource mobilization strategies to finance the phasing out of subsidizing social inclusion policies.
4. Institutionalize the support to GoM in its efforts to obtain easier access to international accreditation of standards and quality of basic social products and services.
5. Use the GMS and the Gender, Justice and Human Rights UN theme group as tools to address factors that limit gender focal point effectiveness. Larger agencies (UNDP and IOM) should move from single focal points to a 2-3 person Gender Team for more efficient coverage and workload balance.
6. UN, in partnership with human rights CSOs, to assume a stronger, visible and public role as vocal advocates for human rights to support Moldova develop a culture where human rights are integrated in daily life and becomes the responsibility of all.

7. Resort to more national execution modality as a step towards lowering transaction costs, creating a stronger fiduciary responsibility and ownership for the government and stopping the on-going reliance on the UN as a banking outlet.
8. UN Human Rights, Justice and Gender Theme Group, under the leadership of the Human Rights Advisor, to facilitate a process of participatory visioning and strategic thinking within the UN family aimed at achieving a common understanding, ownership and accountability for human rights mainstreaming.
9. Increase investment in building skills, systems and accountability mechanisms including swift movement toward gender responsive budgeting in the Government and its counterparts for gender mainstreaming.
10. Continue to support gender-focused thematic and working groups including the Gender, Justice and Human Rights UN theme group. Ensure that the Gender and HR Advisors work jointly to guarantee good coverage of key areas including co-leadership and meetings covering both themes.
11. Support the stronger cooperation of LPA administrations with the civil society and private sector to enhance strategic planning and implementation of projects covering development of town and village infrastructure, and facilitate enterprise development.
12. Continue and deepen the confidence building programmes in Transnistria, with an additional focus on communication and trade and finance infrastructure.
13. Support the PPP department in the agency for public property to promote PPP projects in more LPAs, linked to regional and local development reforms and stimulation of inter-municipal cooperation.

## **11.2 RECOMMENDATIONS FOR THE NEXT UNDAF (2013-2017)**

1. Continue Governance and Participation as one of the key outcome areas focusing on the wider aspect of governance, rule of law, social inclusion and service delivery premised on the critical assumption of greater national ownership of planning, implementation and monitoring of programmes for sustainability.
2. Modify the current Outcome 2 on Access to Quality Service to a create new outcome enhancing and accelerating achievement of MDG goals to reflect the shift from greater access to basic quality services to meeting selected achievable MDG goals on the assumption that GoM would have attained an advanced technical and management capacity to provide quality service to the majority of its population.
3. Continue to include Local and Regional Development as an outcome to reinforce and take to scale the gains made by the current UNDAF to reach vulnerable groups in rural and urban areas and empower them to take advantage of sustainable socio-economic development opportunities through adequate regional and local policies implemented by Local Public Authorities (LPAs) and partners.
4. Give a special emphasis to addressing the issues and problems that have resisted full resolution by the last UNDAF: the need for greater national ownership of programmes; continuing social exclusions of minority groups; weak institutionalization of internationally agreed conventions, norms and standards

including MDGs, mainstreaming gender equality and human rights; weak decentralization process; unemployment and limited income generating opportunities.

5. Build a stronger UN coherence, complementarity and unity in supporting the national development priorities through a proactive UNCT engaged with discussing and reaching consensus on major policy issues, monitoring and reviewing programme priorities and promoting respective agency mandates, UN values, principles and culture with all partners.
6. Promote UNDAF within government and amongst CSOs to give it a special strategic place alongside the National Development Priority instruments including NDS, Donor Coordination Policies and Systems and Partnerships Agreements to ensure greater government buy-in that lends weight to its relevance, content, thrust and benefit nationally and buys a strategic place for the UN around the table at the high policy leadership level.
7. Streamline and strengthen existing inter-agency systems and mechanisms to provide through the UNCT, a more robust consultation, monitoring, review and reporting on UNDAF and related development initiatives including work of the thematic groups while also respecting individual agency mandates and priorities.
8. Streamline and strengthen the Thematic Groups giving a larger role to the government and CSOs in these bodies, link them effectively to the respective Sector Coordination Councils and work towards government leadership in coordinating and driving the process.
9. Invest more in joint programming that has demonstrated the benefits of inter-agency coherence, value of collaborative joint work, effective use of a common programmatic platform and resources, cost-effectiveness and going to scale.
10. Initiate consultations on the comparative advantages of the UN system in the context of strategic adjustments it may need to make in anticipation of Moldova's entry into the EU and develop broad strategies to guide the transition process.
11. Develop UN/CSO Framework for Collaboration to guide, nurture and build a stronger working relationship between the two bodies.
12. UN to promote and support institutionalization of human rights education in the national education curriculum and in all facets and levels of education and training to ensure that duty-bearers and rights-holders are fully equipped with the necessary knowledge, means and conduct to respect and fulfill as well as claim their rights more effectively.
13. UNCT, under the guidance of the Human Rights Advisor, to ensure a systematic human rights-based approach in the programming under UNDAF; and to make sure that human rights are deconstructed into principles and standards and integrated in UNDAF, as in all UN programming.
14. UNDAF to make clear the minimum normative content of each and every human right that the UN will promote in its support and advocacy interventions; and employ an adequate level of disaggregation of indicators (ethnicity, disability, religion,

wealth, social affiliation, sexual orientation and other relevant grounds) to make the excluded visible and allow accurate evaluation of inequality and discrimination.

15. UNDAF to address vulnerability in a comprehensive and inclusive manner across all vulnerable groups by identifying these groups based on the cross-cutting human rights norms and principles of participation, equal representation and transparency; and by developing their capacity to advocate for policy change and obtain redress.
16. UN to support the government to develop and implement a National Conceptual Framework for mainstreaming human rights in its policies, legislation and resource allocations; and to embed Human Rights Impact Analysis in the policy formulation process.
17. Incorporate a comprehensive gender mainstreaming perspective in the design of the next UNDAF considering existing focus areas as well as a strong focus on gender gaps in employment, men's health, counterpart institutional capacity development, gender responsive budgeting and women's representation in leadership. Ensure that GM is reflected in the TOR of any consultants assisting with the design, and/or hire a gender specialist.
18. Focus on joint programming in the next UNDAF to address identified priority issues. Encourage work to foster equality in the economic and political spheres in particular to meaningfully move Moldova toward gender equality, including thorough focus on particularly vulnerable groups of women, as well as multiple discrimination.
19. Work with other regional country teams to access increased support and clarity from regional agency gender specialists to identify, publicize and strategize to address key gender issues in the region.
20. UN Moldova should make full use of its comparative advantage to work strategically at the highest levels of Government to utilize the efficiency and effectiveness arguments for GM as advocacy tools to leverage broader support for, and commitment to, gender equality and women's empowerment, including strengthening measures to target women from particularly vulnerable groups, such as Romani women, women living with HIV/AIDS, women with disabilities, migrant women and others. Greater efforts should also be made to target areas where males are disadvantaged.
21. The UNCT should take a more proactive procedural approach to institutionalizing GM via a participatory Gender Mainstreaming Strategy (GMS) design process that lays out individual and collective responsibilities for GM at the country team level. Use the timely development of the GMS as the foundation for establishing priority areas for GE that can be incorporated into the new UNDAF design. Use data from the "Scorecard" exercise as baseline. The Gender, Justice and Human Rights UN theme group should have responsibility for monitoring and implementing the GMS with full support and oversight of the RC.
22. Expand Gender Responsive Budgeting (GRB) to all members of the UNCT, and incorporate monitoring and analysis of GRB data into standard operating procedures at the RC level to ensure sufficient resources are allocated toward building GE in Moldova. Data should feed into the GMS monitoring framework, including data on the situation of women from particularly vulnerable or marginalized groups.

23. Support GoM to build stronger information, knowledge and empirical evidence base to support more effective strategies for rationalizing and reinforcing the development of social policies and for addressing such persistent problems as social exclusion of minority groups; lack of access to basic social services and opportunities for participation for the poor and vulnerable groups and creating conducive environment for rebuilding livelihoods.
24. Target the strengthening of the Social Protection Sector to provide effective safety network for the poor and vulnerable groups.
25. Include elements of policies on behavioural change in the next UNDAF to address the efficiency of inclusion and service delivery, not only from the supply but also from the demand side.

## 12. ANNEXES

## ANNEX I: TOR OF THE UNDAF EVALUATION

### BACKGROUND

#### *Development context*

Moldova became independent in 1991 as part of the devolution of the Soviet Union. A strip of Moldova's internationally recognized territory on the east bank of the river Dniester has been under the *de facto* control of the breakaway government of Transnistria since 1990, currently with the status of frozen conflict. After eight years of democratically elected Communist majority in the parliament, in September 2009, the four parties coalition of liberal democrats formed a new government, declaring the European Integration as major political goal.

In 1992, Moldova became the 174th country to join UN. In a spirit of partnership and harmonization, currently 14 UN Agencies, Funds and Programmes have combined expertise to assist the Moldovan Government in its efforts to fight poverty. The United Nations Country Team (UNCT) in the Republic of Moldova is comprised UNDP, UNICEF, UNFPA, UNHCR, WHO, UNAIDS, IFAD, ILO, FAO, OHCHR, IOM and UNIFEM. UNESCO is a Non-Resident Agency.

First efforts to ensure a coherent and coordinated strategy for UN assistance in Moldova through an UNDAF were undertaken for the period 2001-2005 focusing on three broad goals. 1) Vibrant market economy that will create sustainable livelihoods. 2) Governance that is effective and accountable at both central and local levels; 3) Social services in health, education and social welfare provided effectively and fairly to meet the needs of the general population and vulnerable groups.

Between January and July of 2005, the UN Agencies, Government and civil society representatives, conducted a joint Common Country Assessment (CCA). CCA emphasized a number of pressing human development challenges, and offered five areas of cooperation to address them: A. Increasing access to quality social services; B. Governance reform; C. Regional and local development; D. Enhancing civic participation; E. Promoting and protecting human rights.

The current UNDAF is the business plan for the UN system in Moldova for the period 2007-2011 (currently extended to 2012), based on 2005 CCA. UNDAF in Moldova has three UNDAF outcomes or key results expected from UN-Government-civil society cooperation:

UNDAF Outcome 1: By 2011, Public institutions with the support of Civil Society Organizations (CSOs) are better able to ensure good governance, rule of law and equal access to justice and promotion of human rights;

UNDAF Outcome 2: By 2011, vulnerable groups<sup>2</sup> enjoy increased equitable and guaranteed access to basic services of good quality provided by the state with the support of civil society; and

UNDAF Outcome 3: By 2011, vulnerable groups in poor rural and urban areas take advantage of sustainable socioeconomic development opportunities through

adequate regional and local policies implemented by Local Public Authorities (LPAs) and partners;

Each of these priority areas of cooperation make a strategic contribution to the achievement of the Nationalized Millennium Development Goals (MDGs), were aligned closely with the Economic Growth and Poverty Reduction Strategy (EGPRS) and the EU-Moldova Action Plan.

Since 2008, the EGPRS is replaced by the National Development Strategy 2008-2011 (NDS) developed in continuation to the EGPRS and closely aligned with UNDAF. The major goals of NDS are (1) Strengthening democracy, rule of law and human rights; (2) Resolving the Transnistria conflict and reintegrating the country; (3) Improving competitiveness of the national economy; (4) Developing human capital, employment and inclusion; (5) Regional development. In addition, the major goals of the NDS are based on two pre-requisites: (1) Ensuring macroeconomic stability; (2) Strengthening Public Administration capacity.

The EU-Moldova Action Plan is based on the Partnership & Cooperation Agreement (PCA) valid until next EU – Moldova bilateral agreement. This new, EU Moldova Bilateral Agreement with a title of Association Agreement is currently being negotiated. It supports country's major goal for further integration into European economic and social structures, and prioritizes human rights and democratization reforms. An EU-Moldova human rights dialogue is now held biannually, with the participation and involvement of the UN.

In recent years, Moldova has been reviewed by the UN Committee on the Elimination of All Forms of Racial Discrimination (2008), the UN Committee on the Rights of the Child (2009), the UN Human Rights Committee (2009), and the UN Committee Against Torture (2009). Moldova is already in review processes for the UN Committee on Economic, Social and Cultural Rights (with review to take place in May 2011), and is in preparation for upcoming review by the UN Committee on the Elimination of Discrimination Against Women (slated for 2012). In 2008, the UN Special Rapporteurs on Torture and Violence Against Women visited Moldova jointly and issued reports in 2009 on their findings. An extensive range of recommendations in the field of human rights in a diverse range of areas are now with the government for action. Moldova's first Universal Periodic Review will take place in October 2011.

During the UNDAF Annual Review Process in 2009, the UNCT decided, in close consultation with national partners, to extend the present UNDAF until 2012. The decision was made as a result of prolonged election and the subsequent absence of a stable government for most of 2009.

Currently, two more documents complementing the NDS were developed as a result of major economic and political shifts in late 2009 and yearly 2010. The first one is the Economic Stabilization and Recovery Programme developed in 2009 and aiming at a) stabilization of public finances b) business recovery and c) social protection. The second is "Rethink Moldova" strategic vision developed in 2010, presented during the Development Partners Consultative Meeting in Brussels. . As part of the Aid Coordination, the Government of Moldova is currently in process of establishing several National Aid Coordination Sector Councils identified in the framework of a mapping of development partner assistance against the abovementioned 7 areas, which are overlapping by thematic coverage with the UNDAF Theme Groups and serve as Aid Coordination Mechanisms.

## **UNDAF Evaluation**

The UNCT Moldova in close partnership with the Government and other National Counterparts is currently in process of preparing the UNDAF Evaluation, which is mandatory in the penultimate year of the UNDAF cycle and should serve as a major input for the planning process of next UNDAF cycle. The UNDAF Evaluation will use standard OECD/DAC criteria (*relevance, effectiveness, efficiency, impact and sustainability of results*) as well as the key issues of *design, focus and comparative advantage* of the UN system, as basis for its objectives and key questions. Its major focus is on policy and strategy coherence, donor co-ordination, development effectiveness and organizational efficiency. In addition, the UNDAF evaluation will address how the intervention sought to mainstream the five programming principles: Human Rights & Human Rights Based, Gender, Environmental Sustainability, Result Based Management and Capacity Development.

National counterparts will be major partner in the evaluation contributing both through data from national systems and validation of UNDAF evaluation results. The main users of the UNDAF Evaluation will be the UN partners, i.e. the Government, UNCT, other development partners and civil society participating in UN programmes.

The UNDAF evaluation process will also seek to capitalise on other evaluations that took place earlier or at the same time, including the Assessment of Development Result (ADR) planned by the Evaluation Office (EO) of the United Nations Development Program - UNDP and aim at harmonizing the process in order to contribute to reduction of transaction costs, at least for counterparts and beneficiaries. Human rights and gender equality assessments will be mainstreamed throughout all aspects of the UNDAF evaluation.

Given the coinciding timeframe of, and significant overlap in the assessment coverage between the UNDAF Evaluation and the ADR, the two exercises will be synchronised by the use of one group of evaluators. There are on-going discussions on how the UNDAF evaluation and the ADR can be harmonised either by conducting them one after the other (first the ADR and then the UNDAF evaluation) or simultaneously. The UNDAF evaluation will seek to be independent, credible and useful, and will adhere to the highest possible professional standards in evaluation. It will be responsive to the needs and priorities of the Republic of Moldova and provide accountability and learning opportunities to the UN system. The evaluation will be conducted in a consultative manner and will engage the participation of a broad range of stakeholders.

## **EVALUATION OBJECTIVES AND SCOPE**

UNDAF Evaluation will:

- Assess the contribution of UN system to national development targets through the UNDAF outcomes. It will assess the effectiveness and efficiency by which UNDAF Outcomes are being achieved, their sustainability and relevance to national priorities and goals; and
- Assess the process of UN system contribution through the UNDAF to the national priorities and goals. It will assess the processes, mechanisms and procedures in the light of effective and efficient contribution to the national development efforts and capacity building.

The UNDAF Evaluation report should generate lessons from the experiences of the current programming cycle, to inform the design of the next UNDAF cycle capitalising on current trends in UN reform and new UNDAF guidelines.

The harmonisation process will be thoroughly discussed by the evaluation team at the beginning of the evaluation process, led by the UNDAF Team Leader and the ADR Principal Consultant and under guidance of the UNCT. A *Harmonised Evaluation Plan* should be developed at the end of this process, which defines the specific evaluation design, tools and procedures.

Scope and key issues: As presented in the respective Terms of Reference, the UNDAF evaluation will examine three outcome areas, the set of key issues to be examined by the UNDAF Evaluation is the following:

The evaluation team, under the leadership of the UNDAF Evaluation Team Leader, will examine the following issues in preparation for the UNDAF Evaluation 2010 in Moldova:

**For the purpose I (To assess the contribution of UN system to national development targets through the UNDAF outcomes):**

- a. To assess the *role*, *relevance* and *effectiveness* of the UNDAF: (i) in relation to the issues, their underlying causes, and challenges identified by the CCA at the beginning of the current programme cycle and in the context of national policies and strategies; (ii) as a reflection of the internationally agreed goals, particularly those in the Millennium Declaration and relevant human rights guidance, and international norms and standards guiding the work of agencies of the UN system and adopted by UN member states; and (iii) in terms of progress towards agreed UNDAF outcomes:

#### Evaluation Questions

- Has the UNDAF document been used by UN agencies and Government institutions in planning their activities, setting goals, and in cooperation?
- Do the UNDAF outcomes address key issues, their underlying causes, and challenges identified by the CCA? Was the UNDAF results matrix sufficiently flexible and relevant to respond to new issues and their causes as well as challenges that arose during the UNDAF cycle?
- Have the UNDAF outcomes been relevant in terms of internationally agreed goals and commitments, norms and standards guiding the work of agencies of the UN system (including the Millennium Development Goals, all international human rights treaties binding on Moldova, and other relevant human rights standards and evaluations)
- To what extent did the UNDAF succeed in strengthening national capacities (including national execution), building partnerships, the realization of human rights and promoting gender equity and equality?

- Were human rights and gender equality delivery during the period done to the maximum extent of available resources?
- b. To assess the efficiency of the UNDAF in terms of progress towards achievement of UNDAF outcomes:

#### Evaluation Questions

- What progress has been made towards the realization of UNDAF outcomes as a contribution to the achievement of nationalized MDGs and in terms of indicators as reflected in the UNDAF M&E Plan?
  - Which are the main factors that contributed positively or negatively to the progresses towards the UNDAF outcomes and National Development Goals?
  - To what extent and in what ways did UN support promote national execution of programmes and / or the use of national expertise and technologies?
- c. To assess, to the extent possible, the impact of UNDAF on the lives of the poor, vulnerable and marginalized persons:

#### Evaluation Questions

- Is there any major change in UNDAF indicators that can reasonably be attributed to or be associated with UNDAF, notably in the realization of MDGs, national development goals and the national implementation of internationally agreed commitments and UN Conventions and Treaties?
  - How have human rights and gender equality been included in work undertaken under UNDAF at minimum with a particular view to the following vectors: (1) human rights and gender equality mainstreaming; (2) targeted human rights and gender equality work?
- d. To analyse to what extent results achieved and strategies used in the frame of the UNDAF are sustainable: i) as a contribution to national development, and (ii) in terms of the added value of UNDAF to cooperation among individual UN agencies:

#### Evaluation Questions

- To what degree did the UNDAF contributed to the UN role in establishing and enhance the critical factors for progress towards national development goals?
- How flexible and appropriate was the UNDAF in adapting to the major development changes in the country?
- To what extent and in what way have national capacities been enhanced in government, civil society and NGOs?

- Have complementarities, collaboration and /or synergies fostered by UNDAF contributed to greater sustainability of results of Donors intervention in the country?
- To what extent has institution-building and institution-strengthening taken place in human rights and gender equality terms?

**For the purpose II (To assess the process of UN system contribution through the UNDAF to the national priorities and goals)**

e. To assess the design and focus of the UNDAF i.e. the quality of the formulation of results at different levels i.e. the results chain:

Evaluation Questions

- To what extent is the current UNDAF designed as a results-oriented, coherent and focused framework? Are expected outcomes realistic given the UNDAF timeframe, resources and the planned Country Programmes, projects and programme strategies?
- Assess the extent and the ways the risks and assumptions were addressed by UNDAF design and later during the implementation of programmes and projects?
- Is the distribution of roles and responsibilities among the different UNDAF partners well defined, facilitated in the achievements of results and have the arrangements largely been respected in the course of implementation?
- Does the UNDAF help achieve the selected priorities defined by national development framework?
- Do the UNDAF and Country Programmes respond to the challenges of national capacity development and do they promote ownership of programmes by national partners?
- To what extent have human rights principles and standards been reflected or promoted in the UNDAF? To what extent and in what ways has a human rights approach been reflected as one possible method for integrating human rights concerns into the UNDAF?
- To what extent and in what ways the concepts of gender equity and equality were reflected in UNDAF (in terms of specific goals and targets set, sex disaggregated data and indicators etc.)
- How have human rights and gender equality considerations been mainstreamed throughout UNDAF implementation? Has the design been appropriate for a sustainable mainstreaming of human rights and gender equality considerations throughout all programming?
- What gaps exist in human rights and gender equality terms?

f. To assess the validity of the stated collective comparative advantage of the UN System in Moldova:

#### Evaluation Questions

- To what extent and in what way have the comparative advantages of the UN organizations been utilized in the national context specifically in relation to other Development Partners active in the country (including universality, neutrality, voluntary and grant-nature of contributions, multilateralism, and the special mandates of UN agencies)?

g. To assess the effectiveness of the UNDAF, as a coordination and partnership framework:

#### Evaluation Questions

- To what extent and in what way has the UNDAF contributed to achieving better synergies among the programmes of UN agencies with an effect on the progress towards the National Development priorities? Has the UNDAF enhanced joint programming by agencies and /or resulted in specific joint programmes?
- Did the UNDAF promote effective partnerships and strategic alliances around the main National development goals and UNDAF outcomes areas (e.g. within Government, with national partners, International Financial Institutions and other external support agencies)?
- Have agency supported programmes been mutually reinforcing in helping to achieve UNDAF outcomes? Has the effectiveness or programme support by individual agencies been enhanced as a result of joint programming?

h. To assess the efficiency of the UNDAF as a mechanism to minimize transaction costs of UN support for the government and for the UN agencies:

#### Evaluation Questions

- To what extent and in what way has the UNDAF contributed to a reduction of transaction costs for the government and for each of the UN agencies? In what ways could transaction costs be further reduced?
- Were the results achieved at reasonably low/lowest possible cost?
- To what extent have the organisations harmonized procedures in order to reduce transaction cost and to enhance results?

## PROPOSED EVALUATION METHODOLOGY AND PROCESS FOR THE UNDAF EVALUATION

The UNDAF Evaluation will be conducted in close collaboration with the UN Resident Coordinator's Office, UN Country Team, and national counterparts.

### *Methodology:*

Once the evaluation team members for the UNDAF evaluation and the ADR have been selected, a thorough preparatory work should be conducted by the team members to define their specific evaluation strategies, data collection methods and required evaluation tools. A Harmonized Evaluation Plan will be developed accordingly.

Data collection - The UNDAF evaluation will use a multiple method approach, which could include the following: desk reviews of reference material, interviews with relevant stakeholder groups (e.g. government officials, donors, civil society organizations, the private sector and beneficiaries), site visits and surveys.

Stakeholder participation – The UNDAF evaluation will be conducted in a participatory manner, ensuring the involvement of key stakeholders (e.g. government, civil society organizations, beneficiary groups, and donors) in all phases of the evaluation.

Validation - All findings should be supported with evidence. Triangulation will be used to ensure that the information and data collected are valid.

### *Processes:*

The evaluation will be conducted in three phases:

#### *Phase 1- Preparation:*

- i. Collection of reference material: The UN RC Office in close consultations with UNCT members will compile a list of background material, documents, and reports relevant to the UNDAF evaluation.
- ii. Identification and selection of consultants: The UNCT will jointly identify and select the appropriate consultants for the UNDAF evaluation team. The UN RC Office will take the lead, jointly with UNCT, in soliciting CVs of consultants available in the country or region, as it related to the positions of UNDAF Team Leader and thematic specialists in the UNDAF outcome areas. UNDP Evaluation Office will be responsible for the recruitment of its ADR Principal Consultant, and will also review the selection of all other team members that will compose the harmonized evaluation team.
- iii. Development of evaluation strategy and design: Prior to the main data collection phase, the UNDAF Evaluation Team Leader and the ADR Principal Consultant will visit the country on a scoping mission in order to: i) improve the understanding of the programme portfolios under evaluation, types of stakeholders involved, and the operational environment in the country; ii) assess the availability of evaluative evidence; iii) develop an operational plan (a '*harmonized evaluation plan*'), which will include a design matrix, data collection and analysis methods, potential sites for

field visits, iv) assess the availability of logistical and administrative support; and v) further identify and collect relevant reference material. This evaluation plan will be shared with the UNRC and the UNCT for approval.

*Phase 2 – Conduct of data collection activities and the preparation of the evaluation reports:*

- i. Desk review of reference material: All evaluation team members are responsible for reviewing the reference documents, reports and any other data and information provided by the UN RC Office.
- ii. Main data collection mission: The evaluation team will visit Moldova on a mission to conduct data collection activities as guided by the harmonized evaluation plan. The team will conduct agreed-upon interviews with stakeholders and site visits. At the end of the mission, an exit meeting will be organized by the evaluation team, participated by key stakeholder representatives, to present preliminary findings and obtain feedback from the stakeholders. It remains to be decided as to whether
  - a. ADR and UNDAF evaluation data collection will be sequenced (starting with ADR and followed by UNDAF evaluation); or
  - b. Data collection on ADR and UNDAF evaluation will be simultaneous (i.e. simultaneous meetings).

The proposed option will be further elaborated in the *'harmonized evaluation plan'*.

- iii. Data analysis and reporting: The evaluation team will conduct further data analysis based on all information collected, and prepare a draft evaluation report each for the UNDAF Evaluation and the ADR Evaluation within three weeks upon completion of their main missions. The UNDAF Evaluation Team will submit the report to the UNCT. The UNDAF Report will be written in accordance with its respective Terms of Reference, the harmonized evaluation plan and other established guidance documents.<sup>66</sup>
- iv. Review of the draft report and finalization of the report: the draft UNDAF Report will be submitted for factual correction and feedback to key stakeholders. The UNDAF Evaluation Team Leader in consultation with the UNCT will prepare an audit trail to indicate how the comments were taken into account, and together with the team of consultants, will finalize the UNDAF evaluation report. Stakeholder workshops: A meeting with the key stakeholders will be organized in the country, to present the UNDAF evaluation results and discuss ways forward.

*Phase 3 - Follow-up:*

The UNCT together with the UN RC Office will conduct follow-up activities, as guided by their respective processes and mandates.

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<sup>66</sup> For the ADR evaluation, they include the *ADR Method Manual*, *ADR Guidelines*, and the *Qualitative Data Analysis for Assessment of Development Results* (draft March 2010).

In the context of the UNDAF Evaluation:

1. Organization of a stakeholders' meeting/workshop to validate and refine findings, conclusion and recommendations; discuss dissemination and communication strategies and plan for implementation of evaluation recommendations. The follow-up plan should determine a process for ensuring that lessons learned are incorporated into the next UNDAF programming cycle.
2. Dissemination of the evaluation findings and recommendations
3. Implementation of a follow-up plan, in particular focusing on the design of a new UNDAF cycle.

### **TEAM STRUCTURE FOR THE UNDAF EVALUATION**

The UNDAF Evaluation will be led by the UNDAF team leader, who will be assisted by three Specialists responsible for the three UNDAF Outcomes areas, a human rights consultant, a Gender Equality consultant (all international consultants), and a national consultant. In addition, the UNDAF Evaluation team will receive inputs from UNCT members, particularly through the UNDAF Evaluation Task Force.

In cases or during periods in which the Human Rights Consultant or the Gender Consultant cannot be present for meetings or in processes, the other consultant will act as alternate and represent both portfolios equally. All consultants shall be charged with incorporating human rights and gender quality assessments into their relevant portfolios.

### **MANAGEMENT PROCESS**

The UNDAF Evaluation Team Leader (TL), an international consultant, will have overall responsibility for producing the UNDAF Evaluation Report and for quality and timely submission of the same Report to the UN RC office and UNCT; The TL must have demonstrated capacity in strategic thinking and policy advice, ability to lead an evaluation of complex programmes, excellent drafting skills, as well as substantive knowledge of development issues (in particular, programmatic areas covered by UNDAF in the country).

The UNDAF Steering Committee will be chaired by UN RC with the major task to facilitate the process of evaluation and ensuring the adequate data flows with the represented institutions/agencies.

The main tasks of the UNDAF Task Force will be to guide the evaluation process at the design, implementation and reporting stages (including holding an initial evaluation planning meeting and a data analysis meeting with the consultants), as well as to regularly report back the progress to the UNCT. The work of the UNDAF TF will be supported by the Chairs of the UN TG on data collection in TG specific areas of expertise.

The UNDAF Evaluation will be commissioned and overseen by the UNCT and UNDAF Evaluation Steering Committee. Day-to-day management will be ensured through the RC Office with the support of the UNDAF TF.

## BUDGET

The costs of the UNDAF evaluation will be shared among all involved parties including UN Agencies present in Moldova and Moldova RC Office, based on the agreement reached within the UNCT.

## STRUCTURE OF THE UNDAF EVALUATION REPORT

The report should include the following sections:

Executive Summary (max 2 pages)

1. Introduction (Context and national priorities, goals, and methodology, brief description of the results)
2. A Reflection on the main findings which considers: (a) the results of the desk review of existing documentation available, and (b) the interviews conducted with Heads of UN Agencies, selected senior programme staff, and selected senior Government officials
  - 2.1. Results by UNDAF Outcome (three UNDAF outcomes)
    - 2.1.1. UNDAF Outcome 1: national progress, specific contribution of UN agencies and resources mobilized etc.
    - 2.1.2. UNDAF Outcome 2: national progress, specific contribution of UN agencies and resources mobilized etc.
    - 2.1.3. UNDAF Outcome 3: national progress, specific contribution of UN agencies and resources mobilized etc.
3. Partnership and collaboration strategy among UNCT and other donors; and evaluation of the efficiency and effectiveness of UNDAF as a partnership framework
4. Major Challenges
5. UNDAF Financial Management
6. Assessment of M&E process
7. Conclusion
8. Recommendations and follow-up plan
  - 8.1. Current UNDAF
  - 8.2. Next UNDAF
9. Annexes might include the following:
  - Assessment of the progress by outcomes in relevance to the nationally defined goals.
  - Photos
  - Stories worth telling (Most Significant changes [MSC])
  - List of used documents and persons met.

\*The UNDAF Evaluation Report should be developed in accordance with the UNEG “Standards for Evaluation in the UN system”, “Norms for Evaluation in UN System and “Ethical Guidelines for Evaluation.” Analysis should include an appropriate discussion of the relative contributions of stakeholders to results. It will consider the evaluation objectives as per *relevance, effectiveness, efficiency, impact and sustainability of results*, as well as the key issues of *design, focus and comparative advantage*.

## **ANNEX II: HARMONIZED EVALUATION PLAN**

### **1. Introduction**

During the UNDAF Annual Review Process in 2009, the UNCT decided, in close consultation with national partners, to extend the present UNDAF until 2012. The decision was made as a result of prolonged election and the subsequent absence of a stable government for most of 2009. The UNCT decided to conduct the evaluation of UNDAF in January 2011. The proximity in the timing between UNDP's Assessment of Development Results (ADR) and UNDAF evaluation and similarity in their programmatic scope encouraged the UNCT to pursue the concurrent conducting of the two exercises.

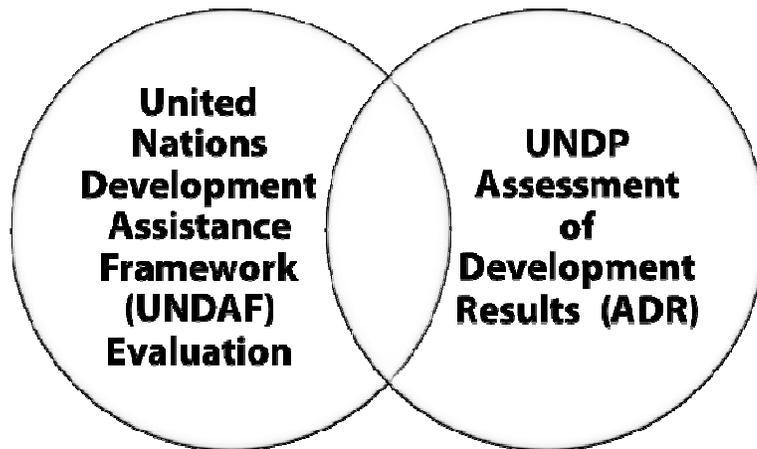
This Harmonized Evaluation Plan for UNDAF and ADR is designed to provide guidance on conducting UNDAF and ADR evaluations in Moldova as two separate but closely linked harmonized exercises, undertaken by a single team of seven international and one national consultants leading to two distinct deliverables. The Plan covers a seven-day scoping mission to Moldova jointly undertaken by the UNDAF Team Leader and the ADR Principal Consultant early at the beginning of the process in January 2011 to prepare grounds for the data gathering mission and the overall evaluation process. It is based on the scoping mission findings and the preliminary desk reviews. The Plan defines the approaches and outlines the methodology for gathering and analyzing data to buttress evidence-based findings that will in turn justify the major conclusions of the evaluation.

The United Nations system in Moldova, including FAO, IFAD, ILO, IOM, OHCHR, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UN Women and WHO, ranges from large agencies with significant presence and programmes to small ones that are non-resident. The Government, Legislature and Civil Society consider the UN system an important partner in their development agenda.

### **2. Objectives of the Evaluations**

At the 2010 UNCT retreat in Moldova, a potential option for harmonizing the different evaluations in the country was discussed. Following a series of consultations between the UN Country Team and UN RC's Office, it was decided that the harmonized approach should be taken whereby the UNDAF and the ADR evaluations would be conducted in a synchronized manner by one team of evaluators pursuing two parallel but closely linked exercises leading to two distinct deliverables.

The close linkage and overlap between UNDAF and ADR is illustrated by figure 1:

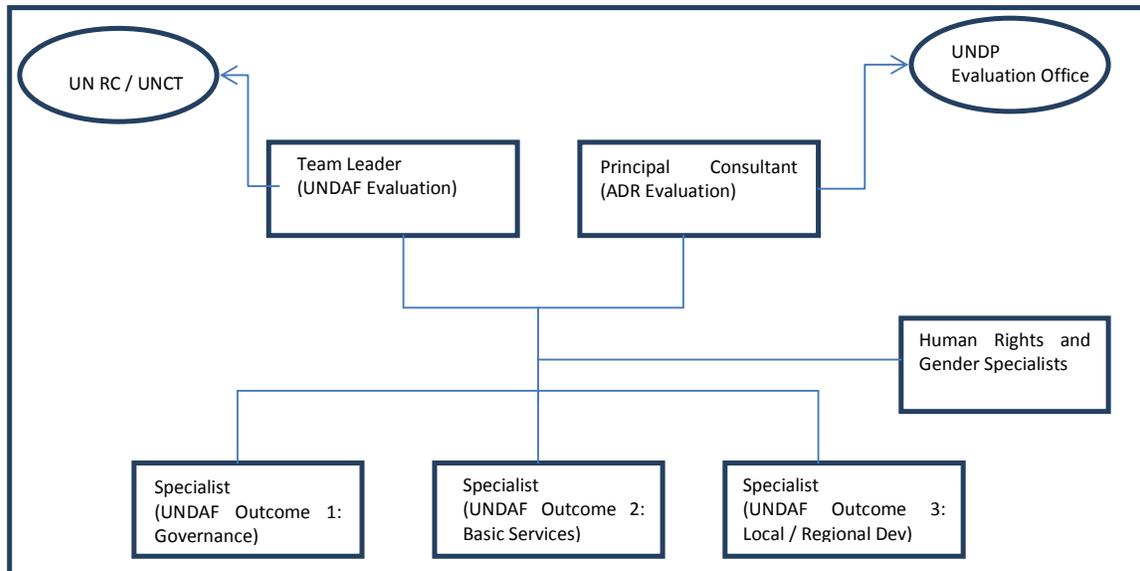


The conduct of a harmonized evaluation by one group of evaluators is expected to contribute to, at minimum, a) the minimization of evaluation fatigue among national counterparts; b) reduction in financial costs and staff time related to evaluation activities in the country and c) existence of a strong overlap in programmatic coverage of the two exercises.

## 2.1 Team Composition

The team composition is as follows:

- Team Leader for UNDAF Evaluation
- Principle Consultant for ADR
- Specialists on 3 Outcome areas
- Human rights and gender specialists
- National Consultant



## 2.2. UNDAF Evaluation will

- Assess the contribution of UN system to national development targets through the UNDAF outcomes. It will assess the effectiveness and efficiency by which UNDAF Outcomes are being achieved, their sustainability and relevance to national priorities and goals; and
- Assess the role, relevance and effectiveness of the UNDAF: (i) in relation to the issues, their underlying causes, and challenges identified by the CCA at the beginning of the current programme cycle and in the context of national policies and strategies; (ii) as a reflection of the internationally agreed goals, particularly those in the Millennium Declaration and relevant human rights guidance, and international norms and standards guiding the work of agencies of the UN system and adopted by UN member states; and (iii) in terms of progress towards agreed UNDAF outcomes:

## 2.3 ADR Evaluation Objectives:

As the standard practice, the Evaluation Office of the United Nations Development Programme (UNDP) is conducting a country-level evaluation, entitled “Assessments of Development Results (ADRs),” in Moldova to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level. The Moldova ADR is carried out within the provisions contained in the UNDP Evaluation Policy and is being conducted concurrently with the UNDAF evaluation. The overall goals of the ADR are to:

- Provide substantive support to the Administrator’s accountability function in reporting to the Executive Board;
- Support greater UNDP accountability to national stakeholders and partners in the programme country;
- Serve as a means of quality assurance for UNDP interventions at the country level; and
- Contribute to learning at corporate, regional and country levels.

The ADR will focus on the results achieved during the current country programme cycle (2007-2011). The ADR is expected to contribute to the preparation of the next United Nations Development Assistance Framework (UNDAF) and the country programme.

The United Nations Country Team in Moldova is also conducting the evaluation of the current UNDAF cycle (2007-2011). Since the UNDP country programme portfolio is directly in alignment with the UNDAF, the ADR in Moldova is being simultaneously conducted with the UNDAF evaluation in a harmonized manner. The scoping mission was carried out as a harmonized activity by the Team Leader for UNDAF evaluation and the Principal Consultant for ADR. Based on the scoping mission findings and the harmonized approach plan prepared by the Evaluation Office of UNDP, a harmonized evaluation plan has been drawn up.

The objectives of the ADR in Moldova are to:

- Provide an independent assessment of the progress made towards achieving the expected outcomes envisaged in the UNDP country programme document;
- Provide an analysis of how UNDP has positioned itself to respond to national needs; and
- Present key findings and lessons learned, as well as a set of forward-looking recommendations useful for country office management and the Regional Bureau for Europe and the CIS in their efforts in improving the country programme operations.

The UNDAF Evaluation report is expected to generate lessons and good practices learned from the experiences of the current programming cycle, to inform the design of the next UNDAF cycle capitalising on current trends in UN reform and new UNDAF guidelines.

The harmonisation process has been thoroughly discussed by the evaluation team at the beginning of the evaluation process, led by the UNDAF Team Leader and the ADR Principal Consultant and under guidance of the UNCT. This Harmonized Evaluation Plan has been developed with the objective to better define the specific evaluation design, tools and procedures in the context of a harmonised approach. It provides the guiding framework for the data collection phase.

## **2.4 National Strategies**

Moldova's current National Development Strategy (2008-2011), which replaced the Economic Growth and Poverty Reduction Strategy (EGPRS) in 2008, has five major goals:

- Strengthening democracy, rule of law and human rights;
- Resolving the Transnistria conflict and reintegrating it in the country;
- Improving the competitiveness of national economy;
- Developing human capital, employment and inclusion; and
- Regional development.

The United Nations Country Team has developed priority areas of cooperation with the government based on these national development goals. The current UNDAF 2007-2011 (later extended to 2012) is designed to make a strategic contribution to the achievement of the National Millennium Development Goals (MDGs), and has the following three key results expected from the UN-government-civil society cooperation:

- UNDAF Outcome 1: Governance and Participation – By 2011, public institutions, with the support of civil society organizations (CSOs), are better able to ensure good governance, rule of law, and equal access to justice and the promotion of human rights.
- UNDAF Outcome 2: Access to Quality Services – By 2011, vulnerable groups enjoy increased equitable and guaranteed access to basic services provided by the state with the support of civil society.
- UNDAF Outcome 3: Regional and Local Development – By 2011, vulnerable groups in poor rural and urban areas take advantage of sustainable socio-economic development opportunities through adequate regional and local policies implemented by Local Public Authorities (LPAs) and partners.

For each of the UNDAF outcomes, a set of Country Programme Outcomes were developed, which are to be addressed collectively by UN agencies.

The UNDAF Evaluation report is expected to generate lessons and identify lessons learned from the experiences of the current programming cycle, to inform the design of the next UNDAF cycle capitalising on current trends in UN reform and new UNDAF guidelines.

### **3. Background and Context**

Since its declaration of independence in 1991, the Republic of Moldova has gone through a series of very difficult transitions at enormous social cost. The first decade of the transitional period, which mainly aimed at the liberalization, privatization and stabilization of country's economy was also marked by political instability and a deep economic recession.

In 2011, Moldova is a country still in transition and in the midst of very many reforms of its public institutions, legislations and policy agenda. At the same time, a series of parliamentary elections since 2009 have failed to secure the nation's president, adding significant political uncertainty in the country.

The country achieved relatively high economic growth after 2000, with an average annual GDP growth of 7% in 2001-2005.<sup>67</sup> In 2005-2006, the country suffered the impact of external economic shocks (e.g. export restrictions of major commodities such as wine and fresh vegetables into the Russia's market, as well as a significant increase of the price of imported gas). While the growth exceeded 8% in 2008, owing primarily to remittances from Moldovan migrants abroad, which represented about one-third of the GDP, the course has reversed once again since 2009 when the global financial crisis caused an increase in

unemployment and decrease in remittances. However, the growth has grown to 6.5 percent in 2010. The economic gap between urban and rural areas has continued to expand since 2000. The effect of the global economic crisis and pre-election spending hikes has created a large fiscal gap in 2010.

Additionally, the Transnistria frozen conflict has continued to pose threats to the fundamental stability of the region, which has hampered economic, social and political development of the country. Transnistria, the country's breakaway region located in a strip between the Dniester River and the eastern Moldovan border with Ukraine, has in the past accounted for one-third of the country's total industrial production and almost the entire energy production. Since its self-proclamation as an independent state, the region has remained under the Organization for Security and Co-operation in Europe (OSCE) supervision.

European integration is regarded as a fundamental priority of the domestic and foreign policy of the Republic of Moldova. The assumption behind this policy objective is that the responsible implementation of commitments, deriving from the European course, are the most efficient way to achieve political, economic and social modernization of the country. In practice this means that the Government will undertake further reforms in areas related to freedom of mass media, the independence of judiciary, and the liberalization of the economy. To create a modern European public administration a series of reforms have been launched to streamline and enhance the efficiency of the civil service. Several agencies and ministries have been closed, consolidated into existing ministries, or reorganized. Moldova is rapidly approaching a new phase in its development that is expected to culminate in the signing of a new Association Agreement with the European Union.

After the first decade of transition, the extreme poverty rate was estimated at 37.4 per cent, poverty depth at 12.4 per cent, and poverty incidence at 5.9 per cent. This means that by 1998, nearly 60 per cent of Moldova's population lived below the poverty line. However, since 2000, the country's strong growth performance has reversed a decade of economic decline and rising poverty. Thus, in the period between 2000 and 2005, national GDP in real terms rose by more than 30 per cent and the poverty rate was more than halved. This was also reflected in the progress made by Moldova in achieving the MDG. Remittances have been a powerful anchor for the Moldovan economy and an important source of income for overcoming poverty. Remittances accounted for over 30 per cent of GDP in 2008, ranking among the highest in the world.

Moldova has adopted the Millennium Development Goals (MDGs) at the country level, and has remained committed to achieving the goals through various means, such as an increased level of prioritization and intensification of collaboration with all relevant partners, including civil society. Moldova remains as one of the least developed countries in the Europe and CIS region with a GDP per capita of \$2,986. The UNDP Human Development Index for Moldova is 0.72, giving the country a rank of 117th out of 182 countries.

#### **4. Methodology**

The Methodology to be applied to the UNDAF/ADR is premised on the concept of a harmonized approach that takes cognizance of two concurrent and closely linked UNDAF and ADR evaluations conducted by a single team producing two distinct deliverables. The

main elements of this harmonized approach are the scoping mission, focused areas of inquiry and data collection and analysis:

**4.1 Scoping Mission** undertaken by the UNDAF Team Leader and the ADR Principal Consultant undertaken in January 2011 aimed at familiarizing themselves to the country context: meeting key stakeholders; identifying key issues to keep in mind; examining evaluability of programmes and developing the understanding of stakeholders prior to data collection and define the key areas the evaluation will address.

**4.2 Focused Areas for UNDAF Inquiry** - Based on preliminary feed-back received from stakeholders during the scoping mission, focus areas for UNDAF inquiry are linked with the specific questions of the Evaluation in the TOR, while using the standard OECD/DAC criteria (relevance, effectiveness, efficiency, impact and sustainability of results) as well as the key issues of design, focus and comparative advantage of the UN system as basis for its objectives and key questions. The link is presented in the matrix below.

#### 4.2.1 Overarching criteria and key issues

- a. To assess the *role*, *relevance* and *effectiveness* of the UNDAF: (i) in relation to the issues, their underlying causes, and challenges identified by the CCA at the beginning of the current programme cycle and in the context of national policies and strategies; (ii) as a reflection of the internationally agreed goals, particularly those in the Millennium Declaration and relevant human rights guidance, and international norms and standards guiding the work of agencies of the UN system and adopted by UN member states; and (iii) in terms of progress towards agreed UNDAF outcomes
- b. To assess the *efficiency* of the UNDAF in terms of progress towards achievement of UNDAF outcomes
- c. To assess, to the extent possible, the *impact* of UNDAF on the lives of the poor, vulnerable and marginalized persons
- d. To analyse to what extent results achieved and strategies used in the frame of the UNDAF are *sustainable*: i) as a contribution to national development, and (ii) in terms of the added value of UNDAF to cooperation among individual UN agencies
- e. To assess the *design* and *focus* of the UNDAF i.e. the quality of the formulation of results at different levels i.e. the results chain
- f. To assess the validity of the stated collective *comparative advantage* of the UN System in Moldova
- g. To assess the *effectiveness* of the UNDAF, *as a coordination and partnership framework*
- h. To assess the *efficiency* of the UNDAF *as a mechanism to minimize transaction costs* of UN support for the government and for the UN agencies

#### 4.2.1 Focused Areas of Inquiry

Focused Areas of Inquiry	UNDAF Questions
<p>1. How the UN Agencies maintained their distinct identities and technical expertise and still functioned as a coherent UN system moving towards delivering as one as per decisions of the General Assembly and the guidance of SG and Heads of Agencies.</p>	<p>Has the UNDAF document been used by UN agencies and Government institutions in planning their activities, setting goals, and in cooperation?</p>
	<p>Do the UNDAF outcomes address key issues, their underlying causes, and challenges identified by the CCA? Was the UNDAF results matrix sufficiently flexible and relevant to respond to new issues and their causes as well as challenges that arose during the UNDAF cycle?</p>
	<p>Is the distribution of roles and responsibilities among the different UNDAF partners well defined, facilitated in the achievements of results and have the arrangements largely been respected in the course of implementation?</p>
	<p>To what extent and in what way have the comparative advantages of the UN organizations been utilized in the national context specifically in relation to other Development Partners active in the country (including universality, neutrality, voluntary and grant-nature of contributions, multilateralism, and the special mandates of UN agencies)?</p>
<p>2. The extent to which UNDAF was used as a relevant and active living reference document by all agencies and its Outcome and Sub-Outcome areas synchronized with corresponding agency-specific results areas.</p>	<p>How flexible and appropriate was the UNDAF in adapting to the major development changes in the country?</p>
	<p>Assess the extent and the ways the risks and assumptions were addressed by UNDAF design and later during the implementation of programmes and projects?</p>
<p>3. The extent to which the UN agencies and Government institutions set goals and plan activities based on the UNDAF</p>	<p>To what extent is the current UNDAF designed as a results-oriented, coherent and focused framework? Are expected outcomes realistic given the UNDAF timeframe, resources and the planned Country Programmes, projects and programme</p>

Focused Areas of Inquiry	UNDAF Questions
outcomes to reinforce cooperation and contribute to the NDS.	strategies?
4. Ways in which the UN agencies collaborated among themselves and jointly with the Government, Civil Society and donors to contribute to the NDS.	Have complementarities, collaboration and /or synergies fostered by UNDAF contributed to greater sustainability of results of Donors intervention in the country?
	To what extent and in what way has the UNDAF contributed to achieving better synergies among the programmes of UN agencies with an effect on the progress towards the National Development priorities? Has the UNDAF enhanced joint programming by agencies and /or resulted in specific joint programmes?
	Did the UNDAF promote effective partnerships and strategic alliances around the main National development goals and UNDAF outcomes areas (e.g. within Government, with national partners, International Financial Institutions and other external support agencies)?
	Have agency supported programmes been mutually reinforcing in helping to achieve UNDAF outcomes? Has the effectiveness or programme support by individual agencies been enhanced as a result of joint programming?
5. Extent to which the UNDAF Outcomes have been relevant in terms of internationally agreed goals and commitments, norms and standards guiding the work of the agencies of the UN system and in what ways they have contributed to the achievements of the MDG goals and in reinforcing human rights and gender equality in the UN-assisted programmes and NDS.	Have the UNDAF outcomes been relevant in terms of internationally agreed goals and commitments, norms and standards guiding the work of agencies of the UN system (including the Millennium Development Goals, all international human rights treaties binding on Moldova, and other relevant human rights standards and evaluations) Were human rights and gender equality delivery during the period done to the maximum extent of available resources?
	To what extent and in what ways did UN support promote national execution of programmes and / or the use of national expertise and technologies?
	What progress has been made towards the realization of UNDAF outcomes as a contribution to the achievement of

Focused Areas of Inquiry	UNDAF Questions
	nationalized MDGs and in terms of indicators as reflected in the UNDAF M&E Plan? (also under 8)
	How have human rights and gender equality been included in work undertaken under UNDAF at minimum with a particular view to the following vectors: (1) human rights and gender equality mainstreaming; (2) targeted human rights and gender equality work.
	To what extent has institution-building and institution-strengthening taken place in human rights and gender equality terms?
	To what extent have human rights principles and standards been reflected or promoted in the UNDAF? To what extent and in what ways has a human rights approach been reflected as one possible method for integrating human rights concerns into the UNDAF?
	To what extent and in what ways the concepts of gender equity and equality were reflected in UNDAF (in terms of specific goals and targets set, sex disaggregated data and indicators etc.)
	How have human rights and gender equality considerations been mainstreamed throughout UNDAF implementation? Has the design been appropriate for a sustainable mainstreaming of human rights and gender equality considerations throughout all programming?
	What gaps exist in human rights and gender equality terms?
6. The extent to which UNDAF succeeded in strengthening Government and Civil Society ownership of the UN-assisted programmes and in building national capacities and partnerships	To what extent and in what ways did UN support promote national execution of programmes and / or the use of national expertise and technologies?
	To what extent did the UNDAF succeed in strengthening national capacities (including national execution), building partnerships, the realization of human rights and promoting gender equity and equality?
	To what degree did the UNDAF contribute to the UN role in establishing and enhancing the critical factors for progress towards national development goals?
	To what extent and in what way have national capacities been enhanced in government, civil society and NGOs?
7. Ways in which the Government and NGOs have	Do the UNDAF and Country Programmes respond to the challenges of national capacity development and do they

Focused Areas of Inquiry	UNDAF Questions
been encouraged and enabled to own the UN-assisted programmes even more.	promote ownership of programmes by national partners?
8. Ways and examples in which the UN family best positioned itself as a collective team in supporting Moldova’s national development priorities through the UNDAF process.	What progress has been made towards the realization of UNDAF outcomes as a contribution to the achievement of nationalized MDGs and in terms of indicators as reflected in the UNDAF M&E Plan? (also under 5)
	Which are the main factors that contributed positively or negatively to the progresses towards the UNDAF outcomes and National Development Goals?
	Does the UNDAF help achieve the selected priorities defined by national development framework?
9. Other areas (costs, sustainability)	To what extent and in what way has the UNDAF contributed to a reduction of transaction costs for the government and for each of the UN agencies? In what ways could transaction costs be further reduced?
	Were the results achieved at reasonably low/lowest possible cost?
	To what extent have the organizations harmonized procedures in order to reduce transaction cost and to enhance results?

#### 4.3 Focused Areas of Enquiry for the ADR are:

##### 4.3.1 Assessment of UNDP contribution to development results

- Thematic relevance – To what extent have the planned interventions been relevant to achieving country programme objectives? Has UNDP applied the right strategy within the specific political, economic and social context of the country and region? Are the design of the interventions and resources allocated realistic?
- Effectiveness – To what extent has the UNDP programme accomplished its intended objectives and planned results? What are the strengths and weaknesses of the programme? What are the unexpected results it yielded? Should UNDP continue in the same direction or should its main tenets be reviewed for the new cycle?
- Efficiency – How well has UNDP used its resources (human and financial) in achieving its contribution? What could be done to ensure a more efficient use of resources in the country/regional context?
- Sustainability – To what extent is the UNDP contribution likely to be sustained in the future? Have the benefits of UNDP interventions been owned by national

stakeholders after the completion of the interventions? Has an exit strategy been developed?

#### 4.3.2 Strategic positioning

- Strategic relevance – To what extent has UNDP leveraged national development strategies with its programmes and strategy? What approaches have been used to increase its relevance in the country? Is there appropriate balance between upstream (policy-level) and downstream (project-level) interventions? To what extent are the resources mobilized adequate? To what extent are long-term development needs likely to be met across the practice areas? What are the critical gaps in UNDP programming, if any?
- Responsiveness - To what extent has UNDP anticipated and responded to significant changes in the national development context? To what extent has UNDP responded to national long-term development needs? What are the missed opportunities in UNDP programming, if any?
- Partnerships and coordination – To what extent has UNDP leveraged partnerships with other UN agencies, government, regional/international development partners, civil society and the private sector? To what extent has UNDP coordinated its operational activities with other development partners and stakeholders?
- Promotion of UN values – To what extent has UNDP supported national efforts in the achievement of MDGs? To what extent have the UNDP programmes addressed the issues of social and gender equity, as well as the needs of vulnerable and disadvantaged groups?

#### 4.4 Data Collection and Analysis—UNDAF/ADR Harmonization

The principle of harmonization is to give adequate space to individual agencies to maintain their distinct identities but at the same time encourage inter-agency collaboration as an integral part of the UN system contributing collectively to the NDS. Some agencies have expressed reservations over the feasibility of conducting the two evaluations concurrently rather than in sequence. They question the rationale on the grounds that the exercise would confuse government partners even further since they are unable to distinguish the other UN agencies from UNDP which they view as the UN. Nevertheless, it would defeat the principle of UN delivering as one if the opportunity to undertake a synchronized separate but closely linked UNDAF and ADR evaluations conducted by the same team of evaluators leading to two distinct products, is missed

The evaluation will use a multiple method approach; including desk reviews of reference material, interviews with relevant stakeholder groups (e.g. government officials, donors, civil society organizations, the private sector and beneficiaries), site visits and surveys. The approach is built on the assumptions that UNDAF and ADR are two separate processes but closely linked. The interface and overlap between the two process is harmonized as common areas that ensure synergy and coherence.

To appreciate the close linkage between UNDAF and ADR a comparison is drawn between the two processes through some key overriding questions relating to their contributions to NDS.

UNDAF Questions:

- (a) Did we contribute to NDS through all tools? Have we contributed to NDS?
- (b) Did all UN agencies work together, and did we collectively achieve the results?

ADR Questions:

- (a) Did UNDP contribute to NDS?
- (b) Did UNDP adopt a forward looking strategic position?

There are 5 strategic areas for NDS goals/priorities and UNDAF has 3 outcome areas:

- How did these 3 outcome areas connect with NDS?
- How and to what extent did UN-supported projects help to achieve the UNDAF outcome areas?
- What are the joint programmes and planning and communications activities contributing to enhancing the outcomes and in turn to the NDS goals and priorities?
- What are the joint policy dialogue and advocacy activities promoting UN values?
- Did the UN family place itself strategically to achieve the MDG outcomes?

For ADR it is mostly a comparison of the results of Outcome areas 1 and 3 to NDS goals/priorities, and to a lesser extent Outcome 2:

- To what extent are these 3 outcome areas in alignment with national development priorities?
- How and to what extent did UNDP interventions contribute to achieving the UNDAF outcome areas?
- Did UNDP strategically position itself?

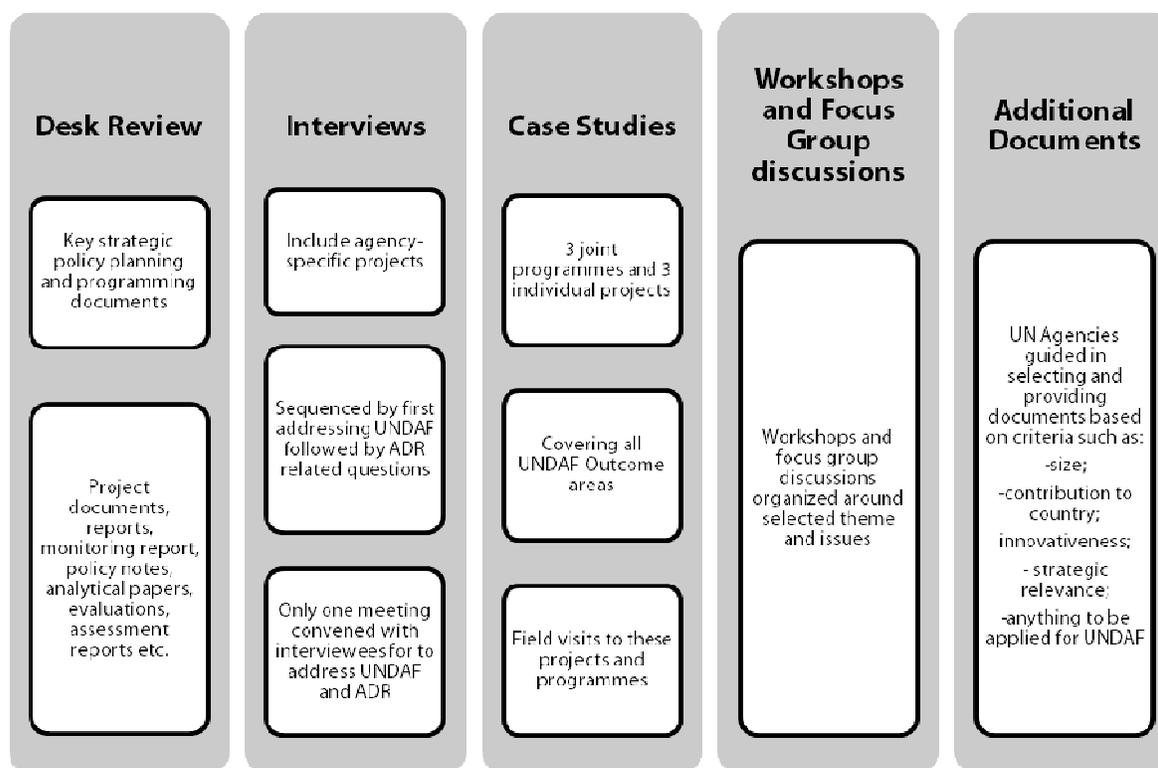
**Data Gathering** will utilize the following sources of information:

- (a) Senior government policy makers who not necessarily project holders, providing information on country context
- (b) Key donors, bilateral and multilateral actors, civil society, private sector, media, think tanks, academia, etc.,
- (c) Representative selection of project holders (executing, implementing agencies and key partners
- (d) Selected field visits to projects including beneficiaries to facilitate the selection of Case Studies. Joint Programmes will receive a special attention
- (e) All UN agencies (residents and non-residents)

The UNDAF Team Leader and the ADR Principal Consultant will organize the schedule of assignments of the Outcome and subject matter Specialists to the various meetings and visits for data collection. Team Leader and Principal Consultant will conduct joint and individual meetings. It is envisaged that joint meetings will be for those related to Outcome 1 and 3 and for most of Outcome 2 related meetings, UNDAF TL will undertake most of the meetings with the Outcome Specialist 2.

### Tools for Data Collection

A number of tools as presented in the matrix below, will be utilized to gather data. These include desk review, interviews and case studies, workshops/focus groups and documents.



#### (a) Desk Review of

- key strategic policy planning and programming documents;
- project documents, reports, progress, monitoring report, policy notes, analytical papers, evaluations, assessment reports and project assessment among others;

(b) Interviews will include agency-specific projects. All sources of information will be interviewed.

- Interviews will be sequenced by first addressing UNDAF related questions followed by ADR related questions
- Only one meeting will be convened with the interviewee for the purpose of addressing UNDAF and ADR
- Specific meetings will be convened for the ADR purpose with selected people / institutions who would not have been covered prior
- Interviews will last between 1 and 1.5 hrs.
- An “interview protocol” will be developed in advance, for the team members to conduct semi-structured interviews. All interviews will be conducted by using a set of questions, developed in advance, differentiating a list of questions relevant to UNDAF Evaluation from those relevant to UNDP ADR. Each evaluator should explain at the beginning of the interview, how the interview will proceed, and how two sets of questions will be asked. It will therefore be clear to the interviewees if they are being asked about the achievement of the UN System as a whole or about the achievement of UNDP.

**(c) Case Studies**

- 3 joint programmes and 3 individual projects under each outcome areas totaling 6, will be selected from amongst projects suggested by the Task Force for UNDAF and ADR related case studies. This selection will be based on agreed criteria including projects having run a minimum of over 2 yrs.
- All findings will be “validated” at the end, through “triangulation” of findings that are collected from various instruments (not just from case studies).

**(d) Workshops and Focus Group discussions**

Workshops and Focus group discussions will be organized around selected theme and issues outcomes of which will feed into the evaluation process.

**(e) Documents**

A guidance will be provided to agencies for selecting and providing documents including on key policy, strategic UN agency documents and ministry plans on selected projects based on the following criteria:

- size
- the contribution to the country
- projects introducing something new to the country
- does the project have any strategic relevance?
- is there anything to be applied for UNDAF?

**To ensure a smooth UNDAF Evaluation and ADR process the following efforts will be made to:**

- Continuously bring the UNDAF Task Force together on a weekly basis;
- Maintain focus and direction;
- Ensure that the information is being collected and analyzed;
- Address dilemmas that are being faced.

ANNEX III: MAP OF THE REPUBLIC OF MOLDOVA



## ANNEX IV: ACHIEVEMENTS AND CONTRIBUTIONS OF UN AGENCIES IN MOLDOVA TO NATIONAL PRIORITIES

### FAO

#### Major Priorities:

- To enhance smallholder agricultural productivity and access to markets resulting in increased incomes and poverty alleviation in the rural sector;
- Management of natural resources and natural livelihood threats in rural Moldova;
- Governance and regulation of public good functions that support market-oriented agriculture, value addition, trade and economic integration.

#### Major Achievements:

- Supported the Government in its efforts to pilot/test the small scale irrigation technologies in Moldova, and thus helped to mobilize afterwards a larger donor programme on irrigation;
- Improved national capacities for HPAI preparedness and control, as well as support given to deal adequately with other potential major epizootic disease outbreaks. Capacities developed also in collection, management and dissemination of food security information.
- Strengthened national abilities to cope with negative effects of natural hazards at all levels (Central Public Authorities, LPAs, NGOs and final beneficiaries – farmers);
- Provided technical assistance for the preparation and carrying out of the first General Agricultural Census in line with the EU standards, which was critical to ensure a technically sound result and will facilitate the policy making process.
- Supported a review of development potentials in the field of fisheries and aquaculture which will serve as a base for potential future technical cooperation facilities.

#### Major Constraints:

- In framework of disaster response, although the beneficiaries of the emergency support were trained each time how better use crop technologies in order to mitigate the negative impact of the natural calamities in order to be better prepared; the Government relies very much on humanitarian assistance from the UN agencies, while UN should provide development aid rather than emergency support, which has very little medium or long-term follow-up.
- Political crisis is a major impediment in development of qualified human resources, at the central level especially. Frequent rotation of the Ministry of Agriculture and Food Industry's staff do not allow continuity in development and promoting of coherent agricultural policies.

- Coordination between donors and UN agencies in times of political crisis is below the expectations, and needs to be addressed not only from the government side, but also by the international community.

#### **Way Forward:**

- The UN, specifically FAO shall continue to support the development of national capacities in view of enhancing knowledge and specialization of human and institutional resources of the Government in matters of negotiations related to European Integration (DCFTA, EU Acquis, EU market, legal harmonization etc.);
- Activities related to development of the seed sector will be an area of immediate need for intervention, where the Government needs to be assisted in development of adapted and improved seed varieties (resistant to natural hazards), the improvement of the seed certification system and raising the seed export potential of the country is also needed;
- Land reform and management are a part of the solution to raising the agricultural productivity. High fragmentation of the agricultural land is an impediment in rural development as a whole. Land re-parceling will improve the agricultural structures, will facilitate infrastructure development projects, but not less important will develop land market. There is a stringent need for policy support in this area;
- Strengthening national capacities in conservation and use of plant and animal genetic resources (in order to ensure the biodiversity for food and agriculture) which will contribute to ensuring the environmental sustainability and raising food and agricultural productivity;
- Improving the national capacities in area of food safety and sanitary and phytosanitary management will strengthen official food control, facilitate participation in international trade and the support for the emerging food business sector;
- Supporting the policies aimed at enhancing enabling environment for investments, rural development, agribusiness, introduction of innovation and agricultural-based technologies.

## **IOM**

Present in Moldova since 2001, IOM is committed to the principle that humane and orderly migration benefits migrants and society, promotes the recognition of the link between migration and economic, social and cultural development, as well as to the right of freedom of movement, by providing services to migrants and policy advice and capacity development to the government.

Due to the prominence of the migration phenomenon, with an estimated quarter of the labor force abroad and remittances representing up to a 30% ratio compared with national GDP as well as due to the persistence of increased number of victims and potential victims of human trafficking, IOM Moldova became second agency in the UN country team having

the exclusive mandate in the field of migration and risks of migration, such as human trafficking.

Given the cross-cutting nature of migration IOM's activities cover all three Outcomes of the 2007-2012 UNDAF cycle and a wide range of the priorities of the National Development Strategy.

### **Major Priorities**

#### Migration and Development:

- -Establishing more formal links between the Moldovan society and the Diaspora and assisting migrants in difficulties in host countries through enhanced consular services
- Promoting the investment of remittances in Moldova for SME creation and charitable donations for home village development projects
- Expanding the quality and accessibility of socio-economic reintegration services for returning migrants and multiplying offers of professional (re-)qualification, vocational training and grants for SME start-ups
- Counteract brain-drain and brain waste by creating incentives for the return of highly-skilled migrants, develop retraining programs for health and education professionals contributing to their reintegration and implement professional placement programs for Moldovan students graduating from overseas universities
- Promoting the mainstreaming of migration into national development plans on the basis of regularly produced nationally owned statistics in conformity with EU standards

#### Facilitating migration:

- Expanding legal employment opportunities for Moldovans abroad, notably through circular migration schemes and temporary work programs especially with EU member states in the framework of the EU-Moldova Mobility Partnership.
- Providing information and support services to migrants throughout the migration process

#### Regulating migration:

- Improving migration management capacity and ensure protection of human rights of irregular migrants, including the right to participate in the political life of the country through out-of-country voting (OCV) in general elections.
- Improving state border management
- Preventing and combating trafficking of human beings and family violence through awareness rising, promotion and improvement of domestic normative framework and through building capacities of Law Enforcement Agencies and other actors active in the Counter Trafficking field;

- Providing protection and assistance to victims of trafficking, domestic violence and at risk groups;
- Developing mechanisms and capacities of actors in the social field to detect and assist children lacking parental care. Support families caring for children of migrants, especially grandparents and other caregivers
- Contributing to diminishing of main health risks of migration and its negative implications on the public health system, including better management of migration of health professionals.

## **Major Achievements**

### Migration and Development:

Establishment of the policy and institutional basis for:

- Promoting and facilitating the Return and Reintegration of Moldovan migrants (National Return Action Plan),
- Advancing and facilitating the productive investment of migrant remittances (Establishment of Organisation for Small and Medium Enterprises, SME State Strategy, PARE 1+1 remittances matching program, Youth Economic Empowerment Program (PNAET),
- Fostering the links with the Moldovan Diaspora; improvement of migration data for evidence-based policy making.

### Facilitating migration:

- Supporting the government in negotiating and implementing the EU-Moldova Mobility Partnership, which works to foster links between migration and development, combat irregular migration and promote legal migration.
- Supporting the Republic of Moldova in the negotiation of bilateral social security agreements with eight destination countries of Moldovan migrants among European member states.

### Regulating migration:

Supporting the government in negotiating and implementing the visa facilitation and readmission agreements with EU; fostering the out-of-country voters' turn-out in three consecutive rounds of elections; contributing to development of the state policies in migration health and to awareness raising of the main target groups on health risks of migration such as TB and HIV/AIDS; evidence base established for policies for protection of children and elderly left behind; prevention of trafficking and provision of assistance and protection measures for (potential) victims of trafficking, including:

- Implementation of the National Referral System for Protection and Assistance of Victims and Potential Victims of Trafficking in Human Beings Strategy (NRS), including NRS

geographic and thematic expansion to cover the entire Moldovan territory as well as to address the protection and assistance of victims of domestic violence<sup>68</sup>;

- Domestic violence was criminalized;
- Better legislative and normative framework is currently in place;
- Increased awareness among Moldovans on issues related to irregular migration and trafficking;
- Increased number of vulnerable persons who, because of their difficult situation are at risk of being trafficked, assisted through IOM pro-active prevention programme, including children left behind, unaccompanied minors, victims of domestic violence and children of victims of trafficking;
- Decreased number of identified victims of human trafficking was noted, mostly due to change of trends in trafficking in human beings (which determine that fact that most of persons do not identify themselves as victims);
- A social partnership network was established in the Transnistria region of the Republic of Moldova; the Hot-line for victims of trafficking and potential migrants is operational in Transnistria to provide emergency support for victims of trafficking and their families and on-call information for potential migrants; the Trust Line on Domestic Violence, launched in Transnistria region in April 2009, is operational.

### **Major Constraints**

- Vulnerable women and girls remain at risk of trafficking for sexual exploitation in the Republic of Moldova, while men are exposed to trafficking for labor exploitation purposes, particularly in the agricultural and construction sectors.
- The systems for protecting victims of domestic violence and for preventing domestic violence phenomenon is still deficient in the Republic of Moldova, but is an important measure to prevent trafficking proactively before it happens – as 90% of all victims of trafficking report have been victims of domestic violence before.
- Law Enforcement Agencies are still deficiently investigating cases of trafficking and domestic violence; Corruption is still an issue in this regard.
- Constant change of human trafficking trends: the duration of exploitation for sexual services decreased from 1-2 years to 4 months maximum, the conditions of exploitation are softer, victims are paid small amounts of money; they are allowed to contact their parents/children and are allowed partial freedom of movement. All of these are used as manipulative techniques to make the victims fall under an illusion of well-being.
- The new law on foreigners is not fully integrated into the national legal system thus is not fully operational.

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<sup>68</sup> Launched in June 2006, the NRS is currently operational in 31 territorial units of the Republic of Moldova and about 875 professionals were trained in order to better identify and provide adequate assistance to (potential) victims of trafficking and domestic violence;

## **Way forward**

Overarching priority: Supporting Moldova's EU approximation and integration goals with project activities and evidence-based policy advice, including within the context of the EU-Moldova Mobility Partnership and the EU-Moldova Visa Liberalisation Action Plan.

- Participation in the overall aid coordination efforts of the donor community and progressively make use of the opportunities of join UN programming and resource mobilization.
- Contribute to the development of a comprehensive national migration strategy aimed at maximizing the benefits of migration and reducing its social costs as a specific cross-sectorial Priority of the next National Development Strategy.
- Supporting the Government in further implementation of NRS aiming at preventing and combating human trafficking, as part of the overall Social Protection Sector Development;
- Contributing to the strengthening prosecutorial capacities of Law Enforcement Agencies in investigating cases of trafficking in human beings and related cases (organization of illegal migration, domestic violence, forced labor, etc.)
- Supporting the enhancement of the state policies in migration health and of the management of health professionals' migration.

## **UNAIDS**

### **Major Priorities**

Support to the National Programme on Prevention and Control on HIV/AIDS of Moldova

Capacity building of national stakeholders (NGOs, people living with HIV/AIDS and government institutions)

### **Major Achievement**

Institutionalizing of a framework for a successful coordination and implementation of the National AIDS Programme

Institutionalizing of a framework for proper monitoring of the National AIDS Programme

Support

Support in fundraising for implementation of the National AIDS Programme

### **Major Constraints**

- high turn-over of staff
- agencies contributing to UNDAF based on mandates rather than on country priorities
- mainstreaming of important issues such as gender, human rights and HIV/AIDS is not present in UNDAF

- UNDAF does not reflect well the country priorities, for example there are no joint programmes and plans on education
- Differences in financing cycles and financial procedures among UN Agencies
- Difference in financing cycle of UN Agencies with the government cycle

### **Way Forward**

- ensure development of UNDAF based on country priorities
- mainstream into the existing programmes of cross-cutting issues (gender, HIV/AIDS, human rights)
- involve government and NGO counterparts into the planning process
- align financing cycles of UN Agencies
- rely more on government execution of projects and direct cash transfers

## **UNESCO**

### **Outcome 1**

#### **Major UNESCO priorities**

- Assist in development of scientific policy and regulatory frameworks to ensure good governance and economic development
- Capacity building for the effective management of natural resources specifically water and the initiation of measures for their sustainable development
- Strengthening relevant measures for a comprehensive response to ethical challenges and advances in science and technology through the integration of bioethics and environmental ethics component in ethical research and education
- Contribution to the enhancement of national capacities for protection of cultural heritage
- Contribution to the improvement of national legislation on safeguarding of tangible and intangible cultural heritage
- Contribution to the improvement of pluralism and facilitation of universal access to information and knowledge

#### **Major UNESCO achievements**

- Capacities for the effective management of natural resources specifically water strengthened and measures for their sustainable development initiated through conduction of consultative meetings and national workshop towards creating biosphere reserves in the Republic of Moldova. Preparation of technical assistance to Moldova on SC policy catalyzed (Natural Sciences)

- Integration of bioethics and environmental ethics component in ethical research and education enhanced through organization and conduction of the Sub-regional meeting of experts in ethics teaching, resulting in elaboration of curricula and methodical recommendations on bioethics education (Social and Human Sciences)
- Recommendations on development of the national policies in regard to protection and promotion of cultural heritage and assistance to making up national ICH inventory elaborated (Culture).
- National agency for inspection and restoration of Monuments created and operational ( Culture)
- Pluralism of the media promoted, quality reporting in the field of UN Millennium Development Goals enhanced through the project including training of young journalists on reporting on sustainable economic development and provision of internships, as well as strengthening of 10 regional media through training of media professionals on coverage of MDG and related topics, support of five selected media campaigns on MDG topics in five different regions of the Republic of Moldova, analysis and distribution of best practices among media organizations to raise awareness regarding the implementation of MDGs in the Republic of Moldova, with publishing of articles and TV or radio reports on MDG (Communication and Information).

### **Major Constraints**

- Legislative mechanisms related to science, technology and innovation regulation are not developed for practical use and effective implementation
- International experience in ethics teaching, including UNESCO Bioethics Core Curriculum, is to be integrated into national educational programmes
- Changes in government of the Republic of Moldova have their impact on agreement with the authorities and schedule of implementation of the projects.
- The need to promote press freedom and develop Public Service Broadcasting identified.

### **Way Forward**

- Assistance to the elaboration of new legal and economic mechanisms aimed at improvement of motivation of researchers and innovation activities to be provided
- Curricula and methodical recommendations on bioethics education will be elaborated.
- Strengthening cooperation with the main stakeholders in regard to the project activities, including governmental and relevant cultural and educational organizations.
- Relevant training programmes for regional media to be developed.

## **Outcome 2**

### **Major UNESCO priorities**

- Contribution to the improvement of pluralism and facilitation of universal access to information and knowledge.
- Strengthening HIV responses targeting young people especially those most at risk with the particular aim of reducing stigma and discrimination

### **Major UNESCO achievements**

- HIV responses targeting young people especially those most at risk with special focus on stigma reduction and prevention of discrimination against people living with HIV strengthened through implementation of the project “Mobilizing Cultural Resources for HIV and AIDS Preventive Education”, including capacity-building activities and publication with dissemination of a presentational booklet “Be Creative – You Can Stop HIV”. A new project launched to reinforce in 2010-2011 the capacity of at least 20 youth and student organisations, and community of people living with HIV in HIV prevention and stigma and discrimination reduction (HIV & AIDS).

### **Major Constraints**

- Involvement of youth into HIV and AIDS prevention education activities should be increased.

### **Way Forward**

- Plans established to support the Ministry of Education of Republic Moldova to sensitize decision makers and train educators on inclusion of HIV-affected and infected children in mainstream education and protection from discrimination.

## **Outcome 3**

### **Major UNESCO priorities**

- Building capacity and creating an institutional framework for the creation of new businesses and jobs in targeted poor rural and urban areas with a special emphasis on technical and vocational education and training (TVET) and education for people with special needs.
- Building capacity and creating an institutional framework for sustainable socially-oriented growth with special emphasis on supporting traditional crafts and tourism development

## Major UNESCO achievements

- Capacity of the Ministry of Education and Youth enhanced in TVET policy analysis and in cooperation with the CIS countries as well as technical assistance had been provided to establish a National UNEVOC Center (Education).
- Institutional framework for sustainable socially-oriented growth with special emphasis on supporting cultural heritage, traditional crafts and tourism development created through reinforcing of museum and arts education frameworks, as well as promotion of traditional arts and crafts within the capacity-building activities, including capacity-building workshops and contest on traditional craftsmanship with the award ceremony, the pilot project “Arts Education in the Republic of Moldova: building creative capacities for 21 Century», and the national capacity-building trainings within the framework of the UNESCO/IFESCCO Pilot Project “Running a Museum – XXI Century” (Culture).

## Major Constraints

- Recent changes in the Ministry of Education (new Minister has been appointed) influence the timing of implementation of the projects.

## Way Forward

- Cooperation with governmental and educational institutions within development of TVET system, including ICT use, to be strengthened.

## UNFPA

Since 1995 when it started its operation in Moldova, UNFPA has committed significant resources and efforts, first to promote the International Conference for Population and Development (ICPD) agenda, then to assist the government in its sustainable actions to implement the ICPD Programme of Action (PoA) and, after 2000, the Millennium Development Goals. Present for over 15 years in Moldova, the UN Population Fund (UNFPA) helps the country use population data in order to elaborate policies and programmes to reduce poverty and create conditions so that every pregnancy is wanted, every birth is safe, every young person is protected against HIV/AIDS and every girl and woman is treated with respect and dignity.

The Government of Republic of Moldova and the United Nations Population Fund (UNFPA) in Moldova are in mutual agreement to the content of this **Country Programme Action Plan (CPAP)** document and on their respective roles and responsibilities in the implementation of the country programme. The goal of the country programme is to contribute to improving the quality of life of the people of Moldova, in particular the vulnerable groups. This will be achieved by strengthening the national capacity to respond to population and development issues, including gender, and by strengthening monitoring and quality assurance systems for improved access to comprehensive sexual and reproductive health information and services. The UNFPA country programme (2007-2011) was developed in close cooperation with national partners, the United Nations system and donors, within the United Nations

Development Assistance Framework (UNDAF), approved on December 15, 2005. The country programme has three components: (a) reproductive health; (b) population and development and (c) gender. UNFPA support will contribute to the achievement of UNDAF Outcome One; on Governance and Participation; and UNDAF Outcome Two; on Access to quality basic services.

In 2011 UNFPA shall undertake the Evaluation of the Country Programme and determine the areas to be focused in the next CP formulation. This process shall be organized in parallel to the UNDAF Evaluation, and new UNDAF formulation.

The Country Programme allowed UNFPA, United Nations Population Fund, to identify together with the government the priority development vectors for Moldova within the UNFPA mandate. In the field of **Reproductive Health** the emphasis was placed on increased availability of education and information on sexual and reproductive health, including HIV/AIDS, and increased quality of and access to services. UNFPA has provided crucial technical assistance in developing the National Health Policy and the Plan of Actions for the implementation of the Reproductive Health Strategy (2005- 2015). UNFPA has supported capacity building activities for family doctors and family nurses, professionals from the primary healthcare system. In response to the needs identified, UNFPA has established four Reproductive Health model centres (RH Centres of Excellence) in Chisinau, Drochia, Cahul and Camenca, equipping them with basic medical equipment and furniture, and training staff. UNFPA has also contributed to the establishment of 47 Reproductive Health cabinets in all the Family Medicine Centres throughout the country. The medical personnel in the cabinets were instructed by UNFPA. These cabinets represent for the moment the main network for the distribution of contraceptives to the most vulnerable members of the population. To improve the Reproductive Health system in the country, UNFPA has prioritized increasing the availability of high quality services.

In 2008, after persistent exploration of diverse partnership strategies with local authorities and NGOs, the Country Office succeeded in the strategically important expansion of quality Sexual and Reproductive Health (SRH) services into the post-conflict breakaway region of Transnistria. UNFPA is currently the only donor providing free contraceptives, which are distributed to vulnerable people. The impossibility of running a Life Skills Based Education (LSBE) programme in schools has led the UNFPA to ensure increased SRH education through peer-to-peer activities, which have been expanded yearly since 2007.

**Population and Development/Demography** issues have been tackled mainly by improving the capacity to produce population and demographic data and formulate national policies. Following the recommendations of several missions undertaken in Moldova by leading demographers from UN/UNDESA and Europe, UNFPA Moldova has supported trainings to create the capacity to develop population projections. It assisted the Ministry of Economy and the Office of the Prime Minister to operationalize the National Commission on Population and Development, which has become the coordinating body for demographic policies in the country. UNFPA also supported the elaboration of the Population Green Book, which now constitutes the basis of the National Strategy of Demographic Security – the cornerstone of Moldova's demographic policy addressing issues like economic stability, healthcare, human capital, migration, and ageing in the medium and long term. Due to

persistent advocacy by the UNFPA in Moldova, a new Demographic Centre is to be established in Moldova coordinating academic research in the field of Population Development. All these achievements are oriented towards building a stronger capacity of the government to collect data, develop strategies, and implement and coordinate demographic policies. UNFPA has also cooperated with UNDP, UN Women and UNICEF in a joint project to strengthen the capacity of the National Bureau of Statistics to collect, analyze and disseminate population data.

Within **the Gender** component UNFPA proposed to advocate for and implement projects conducive to reducing traditional inequalities of chances between men and women. A focus has been placed on developing the capacity of the national state system to mainstream gender into the policy planning, budgeting and monitoring processes. These initiatives complement larger and more comprehensive interventions aimed at strengthening policies and institutional capacity to prevent and combat one of the most severe and persistent forms of gender inequality: gender-based violence and, more specifically, domestic violence. The few available research data indicate that as many as  $\frac{1}{4}$  of all women in Moldova have experienced at least once in their lives abuse and violence within the family environment, which should be considered a safe haven. UNFPA has gradually become one of the leading actors in supporting the Government of Moldova in the creation of a comprehensive response system to gender-based violence. Actions have been taken to consolidate institutional and human capacity at the central and local levels, in order to establish a knowledge base to address gender-based violence. UNFPA has contributed to establishing local protection and coordination mechanisms between representatives of police, social assistance, health, judiciary, education, and local public administration through the provision of trainings, relevant materials and awareness raising events.

In order to strengthen the service delivery system in the field of domestic violence, UNFPA has supported initiatives aimed at improving and developing services for domestic violence victims and perpetrators. Within this framework, UNFPA is providing support to the government to establish the first rehabilitation centre for perpetrators. UNFPA has taken an active part in advocating the harmonization of the national legal and policy framework related to domestic violence and gender. Additionally, it supported a nationwide information campaign conducted by the International Center for Women “La Strada” to raise awareness in the general public on the issues of domestic violence, promote a non-tolerant attitude towards the phenomenon, boost autoidentification through the promotion of a trust-line for women, and combat widespread stereotypes related to the role of women in society and family. Complementarily, UNFPA has joined the initiative to improve the national data collection system on domestic violence in order to gain a better understanding of the phenomenon, as well as to support accurate planning, monitoring and evaluation of policies.

UNFPA CO has offered **Humanitarian Response and Emergency Preparedness and Recovery assistance** when Drought Crisis in 2007 occurred, when floods occurred in 2008, and 2010 by providing immediate assistance to floods victims and support to Government to ensure the timely and appropriate delivery of Reproductive Health services in the areas affected by natural disasters.

## UNHCR

### Major Priorities

- ensure access of asylum-seekers to the territory and national refugee status determination procedure;
- ensure quality refugee status determination and refugee protection;
- promote refugee integration and self-reliance;
- provide appropriate housing for refugees, beneficiaries of humanitarian protection and asylum seekers;
- ensure protection for stateless persons and promote Moldova's accession to the 1954 and 1961 statelessness conventions;
- promote production of Convention Travel Documents for refugees and beneficiaries of humanitarian protection to facilitate their right of to freedom of movement;
- raise awareness of refugees and others of concern and thwart discrimination and xenophobic attitudes;
- promote citizenship for refugees, beneficiaries of humanitarian protection and stateless persons.

### Achievements 2010

- actively participated in the elaboration of the first draft of the law on the integration of foreigners and submitted UNHCR's comments on draft Aliens Law. Finalised and shared an independent report on Moldovan legislation from the perspective of UN statelessness conventions and a mapping of the existing statelessness situation in Moldova was conducted;
- provided to relevant state bodies regular formal and informal consultations and advised on international refugee protection and refugee status determination standards and ways to improve the Moldovan asylum legislation. Provided training opportunities for government personnel and facilitated training opportunities in neighbouring states. All first instance asylum decisions were reviewed and concerns in regard to decision-making were highlighted with government eligibility counselors while eight case conferences were held with government refugee status determination counselors;
- conducted two two-day advanced seminars on international and national refugee law for Moldovan judges and state authorities. Two refugee law seminars were organized for competent state authorities also within Moldova. Undertook field missions to border crossing points including also introductory training on access to asylum for border guard regional detachments. Conducted six in-depth trainings for border guards in northern, central and southern regions. Institutionalized the Refugee Law Curricula at the National Border Guard College in Ungheni and "Stefan cel Mare" Police Academy in Chisinau, while; 98 Border Guard cadets and 157 students from the Police Academy successfully attended the course in 2009 – 2010 academic year. Provided training on resource mobilisation and project management

for employees of the Ministry of Interior's Bureau for Migration and Asylum. Funded the participation of one government official and one legal NGO lawyer in the workshop "Researching Country of Origin Information" in Budapest. Organized the participation of two government officials in the annual refugee law course in St. Petersburg;

- produced and installed 23 information boards on asylum at all international border crossing points, including two at Chisinau International Airport, while other 52 boards are currently being installed at all District Police Stations and Migrant Accommodation Centre (MAC) in Chisinau;
- renovated facilities for asylum-seeking women and children at the Temporary Accommodation Centre in Chisinau. Refurbished the interviewing / temporary reception rooms for asylum-seekers at Chisinau International Airport, Leuseni and Palanca International BCPs;
- monitored asylum applications submitted at the state border and the Migrant Accommodation Center (MAC), their referral to the state refugee authority and the quality of legal counseling provided at the facility;
- oversaw the submission of resettlement cases for seven refugees
- undertook a comprehensive age, gender, diversity mainstreaming participatory assessment of the situation of refugees and beneficiaries of humanitarian protection;
- promoted production of Convention Travel Documents for refugees and beneficiaries of humanitarian protection;
- advocated for Moldova's accession to the UN statelessness conventions, which was included in the 2010-2011 Governmental Action Plan in the Area of Migration and Asylum;
- contributed to the work of UN Human Rights Justice and Gender Group by providing inputs to various human rights reports and participating in regular HRJG theme group meetings;
- supported the Ministry of Interior's Refugee Directorate by contributing to its operation capacity (supplies, fuel, IT and communication equipment), organization of the World Refugee Day, translation costs during refugee status determination procedures, etc.
- distributed monthly subsistence allowances to all asylum-seekers and the most vulnerable refugees and beneficiaries of humanitarian protection
- ensured provision of adequate health services in partnership with the Ministry of Interior hospital (65 persons hospitalized, over 300 specialized medical consultation provided, average of 160 medical items released monthly during January – December);
- assisted eight refugee students to enroll at the Free University of Moldova at local rates; two additional students were facilitated to enroll in university free of charge under the German government-supported DAFI project

- opened negotiations with local councils to establish dwellings to accommodate refugees
- provided Romanian language training for more than 50 refugees. Ensured social counseling and assistance to more than 200 refugees and asylum seekers and provided clothes and winter garments to 60 children as well as other social events. Funded an employment programme for more than 70 refugees. Provided community development services and other assistance for up to 30 refugees and asylum seekers each day. Ensured adequate psychological and psychotherapeutic care to more than 100 refugees and asylum seekers. Maintained a local settlement programme providing in-kind grants to five vulnerable refugee families and housing/accommodation to 10 socially vulnerable refugee families developed and conducted throughout the project.
- conducted a public awareness/tolerance building campaign via the publication and dissemination of articles, television and radio broadcasts and organized high-profile pro refugee integration public awareness campaign in Chisinau's central square using posters depicting images of refugees settled in Moldova
- supported various UN interagency functions including the UNCT, Security Management Team, Diversity Task Force.

## UNICEF

### Major Priorities

- The UNICEF-GOM programme was developed entirely within the framework of the UNDAF, and our major priorities are all easily identifiable within the latter document.
- Areas of high priority and recent & current activity (programme, tech support, advocacy) include
  - Outcome 1.1 – Pro poor policies & Outcome 2.4–Social Protection services: Social assistance/social services ongoing reforms, improving Min capacity in policy development, planning, monitoring & budgeting with emphasis on equity; research and advocacy around equity, cost-efficiency and cost effectiveness to support the policy process; understanding by pop and govt of HR/CR issues – via ombudsmen,
  - Outcome 1.2 – Justice for children reforms – building on successful legal improvements; establishing juvenile courts
  - Outcome 1.3 – Improving quality and quantity of reporting on children's issues by media, increasing opportunities for young people to express their opinions in public fora
  - Outcome 2.1 – continued extension of pre-school education; addressing equity & quality gaps in pre-school – lower secondary education, including water supply and sanitation – smooth transition through needed rationalization process ensuring more efficient education sector spending with no declines in access or quality

- Outcome 2.2 – increasing extension of YFHS as well as access by the most at risk young people, as well as to HIV prevention
- Outcome 2.3 – evidence-based policies and strengthening the system in the area of MHC, PMTCT, YFHS, intro of early detection and intervention for childhood disability, micronutrient deficiency prevention, continued improvements in health insurance coverage for children and parents, parents education, cost-efficiency analysis of health intervention.
- Outcome 3 – LPAs’ ability to administer social services in line with national policy and international best practice (related to first bullet); LPAs’ attention to child rights achievement as part of their strategic goals;

### **Major Achievements**

Achievements for 2007-2009 are listed in our MTR report, already shared with you. The comments below summarize and build on these with more recent achievements

- Child care system/social protection reforms – decreased # of children in institutions, establishing the profession of social work as vital at community level, increasing availability and investment in community based services - Initiation of similar activity in Transnistria - includes much good coop with IOM
- Increased access to and quality of pre-school education (joint w/WB) and quality improvements in basic education – school curricula modernized and implemented in all the schools, child friendly school models launched; major policy documents developed – Education Consolidated Strategy and Mid-term Plan of Action
- Health – Basic benefit package for PHC & MCH defined and in use; Health System strategy developed and functional, Complete institutionalization of global good practices, IMCI, international live birth definition – Moldovan health system and extension of work in this area to Transnistrian region; great improvements in PMTCT coverage (evaluation available); great awareness of avian flu and H1N1, in part in cooperation with WHO. Extension of YFHS, HIV prevention (much coop with UNFPA and SCD). Major micronutrient deficiencies programmes developed and being implemented.
- Input to national policy development processes including Economic Stabilization and recovery plan, with inclusion of key points regarding social protection, education and health; improving MoF ability to for costing of social services
- Increased and positive visibility of child rights issues in the media
- Justice for children reforms – jointly established goals exceeded in some cases; commitment of EU and CoE to this issue
- Successful and flexible emergency responses jointly with other UN agencies
- Joint contributions with other UN agencies to MDG and various HR reports of GoM; joint eco crisis impact analysis and monitoring

## **Major Constraints**

- Govt commitment to some reforms variable (education?) over time – though getting better
- Success of integrated social services dependent on clarity in funding flows, decisions regarding decentralization which are still awaited
- Key bilateral donors leaving the social sectors
- National orientation towards EU aspirations tends to focus on economic and mobility issues; EU does not have as clearly defined standards or mandate in the social area
- Continued invisibility of the poorest and most marginalized Moldovans, both from policy and practice and also the public mind – need for social change to create a society more inclusive of difference

## **Way Forward**

- Short term – focus on local level capacity building, demonstration models in support of new legislation
- High involvement in development of and promotion of legislative and policy documents, including the Code of Education, National Strategy on Education and Action Plan, and the new Natl Dev Strategy – ensure focus on equity and social issues
- Invest in development of next UNDAF and CPD

## **UNIFEM (now part of UN Women)**

### **Major Priorities (2007-2010)**

1. Political will enhanced and manifested by support at the policy and operational level to key priority areas for action;
2. National capacities and mechanisms to develop policies on gender are strengthened and used to implement actions in priority areas; and
3. Monitoring and accountability of progress on gender equality in priority areas are exchanged through strengthened mechanisms, including sex-disaggregated data and gender-responsive indicators along common standards and agreements.

### **Major Achievements**

UNIFEM (now part of UN Women) assisted Republic of Moldova in the following achievements during 2007-2010:

1. Moldova's first ever umbrella strategy (2010-2015) on promoting gender equality and WHR was adopted;
2. Priority areas of the National Development Strategy (2008-2011) incorporated gender equality principles. Revised Millennium Development Goal (MDG) 3 targets and indicators were approved;

3. The capacity development of national stakeholders enabled gender mainstreaming in relevant laws, policies, and plans;
4. Platform was created for promoting Gender Responsive Budgeting in the country;
5. Strengthened monitoring and accountability mechanisms on GE and WHR, including improvement of gender statistics;
6. Awareness increased on gender priorities among policy makers and the general public;
7. The programme developed 56 knowledge products and made them available in user friendly and accessible formats;

### **Key Challenges**

1. Greater ‘trickling down’ of corporate policies and plans on promoting Gender Equality and WHR is urgently needed under direct supervision of head of UN agencies/funds/program in Moldova;
2. Lacking financing (both external and domestic) of GE and WHR priorities in the country lead to inadequate fulfilment of WHR in practice;
3. Poor to non-existent law enforcement mechanism in the field of GE and WHR undermines the earlier efforts made by the development partners, CSOs and Government;

### **Way Forward**

UN Women foresees the following priority areas in the Republic of Moldova (tentative):

1. Support Women’s Economic Empowerment by enhancing Women’s Employability
2. Promoting Gender Equality and Women’s Human Rights into Decentralization and Local Governance (JILDG)
3. Expanding Women’s Leadership and participation in decision making (WLDS)
4. Ensure gender effectiveness of external and domestic financing for gender development priorities
5. Promote GRB principles for financing gender development priorities
6. Ending Violence Against Women: Coordination on VAW Campaign

## **WHO**

### **Major Priorities**

- Implementation of the BTN (Beyond The Numbers) methodology (CEMD (Confidential Enquiries into Maternal Deaths) and NMCR (Near-Miss Case Review) audits) for the improvement of the quality of care for mothers and newborns;
- Revision of the SRH (Sexual and Reproductive Health) legal framework;

- Improvement of the services for children - SHS (School Health Services) and adolescents - YFHS (Youth Friendly Health Services)
- Ensuring universal access (UA) for all PLHIV to HIV treatment and care
- Strengthening the national response to TB
- Improving Non-Communicable Diseases' control
- Strengthening of national crisis management capacities

### **Major Achievements**

- NMCR implementation, currently including 12 institutions.
- First CEMD report for 2006-2008 produced.
- Mid-term assessment of the National Reproductive Health Strategy 2006-2015.
- Revision of the SRH legal framework from the Human Rights perspective.
- Gender assessment of the National Reproductive Health Strategy 2006-2015
- Regulation documents for the SHS developed (partnership with UNFPA)
- CAH (Children and Adolescents' Health) Strategy drafted
- National protocols for the treatment and care of HIV and major co-infection in Moldova updated in 2010 as per the standards WHO guidelines
- Mid-term review (MTR) of the National TB Program 2006-2010 conducted
- WHO Framework Convention on Tobacco Control (FCTC) ratified (2009)
- Republican Centre for Disaster Medicine created
- Nation-wide evaluation of hospital safety conducted
- The Public Health and Emergency Management course developed and piloted

### **Major Constraints**

- The lack of funds did not allow continuing the monitoring of NMCR implementation,
- The changing priorities on the Ministry of Health's agenda and lack of funds did not allow the finalization and approval of the CAH Strategy
- Relatively limited involvement of NGO in TB control
- Lack of interest from other donors in the area of disaster preparedness

### **Way Forward**

- Development of the policies, strategies, norms and standards in order to improve the quality, access and use of reproductive, maternal, newborn, child and adolescent health
- Provision of support to the national HIV and TB control programs beyond 2010

- Support for drafting and implementing national alcohol and tobacco action plans
- Piloting of the resilience strengthening interventions at hospital sector's level
- Advocacy for the introduction of the Public Health and Emergency Management course into the official curricula

## UN Human Rights Advisor (OHCHR with UNCT)

### Country context

The period up to early 2009 was a time in which many aspects of development work in Moldova had more-or-less ground to a halt. It was also a period in which flagrant human rights abuses were being carried out, apparently with high-level government support or at least tolerance. At that time, for example, Moldova was one of six European countries to appear on a list published by Amnesty International with governments which had in the recent period purchased torture instruments.

The elections of April 2009 brought deep social frustration to the surface. In the immediate aftermath of the election, a group of protests turned violent, for reasons which are still unclear today. Police used repressive measures, and the period April 7-10 was one in which, throughout the police stations of Chisinau, young men and women were beaten in large numbers by groups of police officers and then summarily sentenced for administrative courts to days or weeks in custody, often in trials lasting not more than 3 or 4 minutes.

### Key achievements

The UN was crucial in the international response to the April 2009 events: on the evening of April 11, after repeated efforts, the UN Human Rights Adviser managed to assist Moldova's National Preventive Mechanism, established under the Optional Protocol to the Convention Against Torture, to gain access to Chisinau Penitentiary 13, where many of these torture victims were incarcerated. It was their reports which first reached the international media, bringing scrutiny to torture practices in Moldova. This work has had durable impact to today: as a result of the international embarrassment of scrutiny of torture issues in April 2009 and its aftermath, the Government today pursues a zero tolerance approach to torture. And although we still receive sporadic reports of ill-treatment in police custody, the number and scale of the issue is, for the time being at least, today vastly diminished.

Beginning in September 2009, Moldova has had governments with very serious ambitions to undertake the reforms necessary for European integration. This has changed many dimensions of our work and made possible close work with the government on a number of aspects of human rights reform. In this regard, some of the successes we have managed during the last 15 months include the following:

- In March 2010, following concerns by the UN Committee Against Torture about Moldova's tuberculosis policy, the Ministry of Health established a Human Rights and Health Working Group. The Group has thematic subgroups for the fields of HIV/AIDS, tuberculosis, sexual and reproductive health and mental health. During 2010, the Group began reviewing Moldovan law, policy and practice in these areas, with a view to human rights-based reforms. A number of regulations were

amended or annulled during 2010 in the fields of HIV/AIDS and sexual and reproductive health. Major further legal reforms are on the government's agenda for Spring 2011.

- Throughout the first half 2010, we worked from the RC Office and with broad UN Country Team coordination to secure ratification of the Convention on the Rights of Persons with Disabilities. There was opposition from some parts of the administration, primarily over the question of whether Moldova could afford the changes implied by ratifying the treaty. A number of legal and policy briefs were prepared, and UN teams discussed Convention ratification with key policymakers. As a result, in September 2010, Moldova ratified the Convention. We are now working closely with the Ministries to assist transposition of the Convention into domestic law, policy and practice, including through the adoption of a new Law on the Social Inclusion of Persons with Disabilities.
- Violence Against Women: In the period September 2009-present, a nascent protection system for victims of domestic violence has taken life. In that period, courts in Moldova have for the first time issued circa 50 protection orders for victims of domestic violence. This work has taken place with the support of a number of agencies of the Country Team, including UNDP, IOM, UNFPA and UNICEF, with the assistance of the Human Rights Adviser.
- In January 2010, with the assistance of the Human Rights Adviser, the Moldovan Center for Human Rights – Moldova's Ombuds Institution – received B Status accreditation as a National Human Rights Institution. Inclusion in this framework has made possible close work with the Ombudspersons and Ministry of Justice to pursue reforms aimed at building a vigorous, capacitated and independent National Human Rights Institution. 2010 was a year of work toward legal reforms to ensure, for example, greater transparency and public scrutiny of the selection of the Ombudspersons, which we understand the Government plans to adopt in the first half of 2011, with a view to an application for A Status later this year. At the same time, we have worked closely with the staff of the Centre to strengthen their knowledge of international human rights law, as well as their capacity to undertake effective human rights monitoring.
- The UN is also now working closely with government, civil society and the National Human Rights Institution on a number of international human rights review processes, most notably the upcoming October 2011 first Universal Periodic Review of Moldova.
- The UN is now a key player in advising on human rights issues in the European Neighborhood Policy annual reporting, as well as in the bi-annual EU-Moldova Human Rights Dialogue.

## Challenges

In all of the areas named above, we still have a long way to go. Moldova is a country for which the 20<sup>th</sup> Century was long and difficult, where abusive practices have become deeply entrenched. There has not, until very recently, been deep commitment to institutional

reform. Many of the issues on which we work, such as the habits and practices of mental health care providers, will likely remain of concern for many years to come.

In addition, Moldova faces new human rights challenges: in the past year and a half, we have seen repeated efforts by the members of extremist church groups to influence the public agenda for purposes destructive of fundamental human rights. Negative impacts are particularly visible in the areas of minority rights and non-discrimination, religious freedom, and the right to education. There are also increasing threats in the area of sexual and reproductive rights.

Certain areas, such as discrimination, are burdened by a lack of quality statistical data on social inclusion and access issues. This is particularly pronounced as concerns data on Roma inclusion/exclusion. The general lack of equality data has posed challenges *inter alia* for MDG reporting.

Human rights issues are of a fundamentally different order in Transnistria, where the government does not control the territory. Approaches in Transnistria are of necessity different, and of much more limited impact.

At UN-level, there remains a need to strengthen human rights-based approaches to all aspects of our development work. A UNCT initiative to assess diversity issues in UN Moldova, with a view to changes to ensure that the UN in Moldova reflects the diversity of the country-at-large, is still only in nascent stages. In its first meeting, the UNCT Task Force agreed that, as a matter of priority, we needed to work to bring Roma, persons with disabilities and persons from Transnistria onto staff.

**ANNEX V: UN CONTRIBUTION TO HUMAN RIGHTS ADVANCEMENT IN THE REPUBLIC OF MOLDOVA, 2007-2011**

	<b>CHANGES OCCURRED BETWEEN 2007 AND 2011 (selection)</b>	<b>CURRENT SITUATION (functional y/n/to be set up)</b>	<b>SUPPORTED BY UN (agency/project/contribution)</b>
<b>Human Rights bodies</b>	Accreditation of the Centre for Human Rights (status B) (2009)	Y	OHCHR, RC office - technical assistance, lobby
	Setting up of the National Torture Prevention Mechanism (2008)	Y	UNDP HR& Justice - capacity building
	Revival and strengthening of the National Council for the Protection of Child Rights	Y	UNICEF – advocacy and capacity building
	Setting up of the Ombudsman Office for Child Rights (2008)	Y	UNICEF Juvenile Justice - advocacy for setting up and capacity building
	Division on Juveniles and Human Rights established within Prosecutor’s Office (2010)	Y	UNICEF Juvenile Justice - advocacy
	National Council on Legal Aid Guaranteed by State (2008, 2010)	Y	UNICEF - capacity development of public defenders working with children in conflict with the law
<b>International Human Rights Standards</b>	<b>(list of ratified standards)</b>	<b>(enforced y/n)</b>	
	Convention on the Rights of Persons with Disabilities (2010)	N	OHCHR/UNCT Action 2 - feasibility study and advocacy
	<b>(list of laws and amendments to the</b>	<b>(adopted y/n/pending)</b>	

<b>Laws touching upon Human Rights</b>	<i>laws)</i>		
	Law on the Rights of Persons with Disabilities (2011)	Pending adoption	OHCHR/UNCT Action 2 - technical assistance
	Law on Bailiffs (Judicial officers) (2010)	Y	OHCHR/UNCT Action 2 - technical assistance for enforcement of judicial system
	Anti-discrimination Law (2009-2011, various versions)	Pending adoption	OHCHR/UNCT Action 2 - comments, guidelines, minimum core content
	Education Code (2010-2011, various versions)	Pending adoption	UNICEF - inclusive education chapter, combating discrimination in schools
	Asylum Law (2008)	Y	UNHCR - comments, technical assistance
	Law on the Regime of Foreigners in the Republic of Moldova (2010)	Pending adoption	UNHCR, IOM - comments, technical assistance
	Law on the protection of migrant workers (2008)	Y	IOM, ILO/Migrant - comments, guidelines, technical assistance
	Law on prevention and combating domestic violence (2008)	Y	IOM, UNFPA - participation with comments at the initial draft in 2008; review of the law and relevant regulations in 2010, including criminalization of domestic violence.
	Law on HIV/AIDS Prevention and Control (2008)	Y	UNAIDS - review of discriminatory provisions, comments, good practices. technical assistance
	Law on adoption (2010)	Y	UNICEF - incorporated international child rights standards
Amendments to the	Pending	UNDP/UNICEF/OHCHR -	

	Law on the Parliament Advocates (2010)	adoption	comments, draft amendments
<b>Strategies and Action Plans relevant to Human Rights</b>	<b><i>(list of strategies and action plans developed)</i></b>	<b><i>(implementation status)</i></b>	
	National Development Strategy 2008-2011	Under implementation	UNCT - advocacy for inclusion of respect for human rights principles as the first priority
	Government Program, "European Integration: Freedom, Democracy, Welfare" 2011-2014	Under implementation	UNCT - advocacy and technical assistance for the inclusion of measures on human rights protection, inclusive education, justice reform, non-discrimination on the labor market, gender equality
	National Human Rights Action Plan (NHRAP) 2004-2008	Finished	UNDP - Support to the implementation of the NHRAP 2004-2008
	National Human Rights Action Plan 2011-2014	Pending approval	OHCHR/UNCT Action 2 - comments, guidelines, good practices, chapter on prevention of torture and ill treatment
	Modernization Strategy of the National Employment Agency 2009-2015	Under implementation	ILO Country Program Decent Work - inclusion of targeted support for the disabled, ex-convicts, victims of human trafficking
	National Action Plan in the field of migration and asylum (2008-2009) and (2010 - 2011)	Implemented; Under implementation	IOM, UNHCR – support in development and implementation
	National Action Plan for stimulation of Moldovan migrant workers returning to	Implemented	IOM, ILO – support to elaboration and implementation

	Moldova (2008-2010)		
	Strategy for the Social Inclusion of Persons with Disabilities 2010-2013	Under implementation	OHCHR/UNCT Action 2 - road map for introducing WHO classification of functioning, disability & health
	National Action Plan on preventing and combating violence against children (2009 - 2011)	Under implementation	UNICEF – support implementation work
	National Strategy and Action Plan on the residential care system reform (2007-2012)	Under implementation	UNICEF - advocacy, technical assistance, support to implementation
	National Action Plan on preventing and combating trafficking in human beings (2008-2009) and (2010-2011)	Implemented; Under implementation	IOM, UNFPA – support in elaboration and implementation
	National Program on Gender Equality 2010-2015	Under implementation	UN Women, IOM, UNFPA – support in elaboration and implementation
	National Program on Prevention and Control of HIV/AIDS and STIs 2011-2015	Approved, under implementation	UNAIDS - inclusion of equality and non-discrimination principles and provisions for the needs of the most vulnerable and marginalized groups; identification of duty-bearers' responsibilities and rights-holders' typology and rights
	Decentralization Strategy (2010-2011, various versions)	Pending adoption	UNDP/UN Women Joint Integrated Local Development Project - a HRBA approach embedded, inter alia via the inclusion of the Human Rights Adviser (OHCHR+) in a formal role in the project, inter

			alia via the inclusion of the Human Rights Adviser (OHCHR+) in a formal role in the project.
	National Employment Strategy 2007-2015	Under implementation	ILO - development of an inclusive and non-discriminatory labor market as strategic objective
<b>Other relevant institutional developments</b>	System of National Indicators for Social Inclusion (2010)	Pending adoption	UNDP/UN Women/UNFPA/UNICEF Joint project on Strengthening the National Statistical System – technical assistance
	Standards for media to promote and report on children’s rights	In use	UNICEF – technical assistance, good practices
	Training curriculum for judges and prosecutors, covering various aspects of law, including human rights law	In use	UNICEF – curriculum development and training
	Refugee Law Curricula institutionalized at the National Border Guard College in Ungheni and “Stefan cel Mare” Police Academy in Chisinau	In use	UNHCR Regional Protection Program – curriculum development, lobby

## ANNEX VI: INSTITUTIONAL CAPACITY FOR GENDER MAINSTREAMING-PPP FRAMEWORK

Effective gender mainstreaming requires that institutions have the capacity to build gender equality. This includes UN Agencies, government agencies as well as non-governmental and other organizations that collaborate to achieve development outcomes. Lack of institutional capacity to mainstream gender can stymie the efforts to achieve targeted outcomes (both gender-specific and general outcomes). Contrary to common perceptions, institutional rules and structures are not gender-neutral. Institutions have largely developed around male work patterns and priorities due to the historical predominance of men in decision-making positions.

Understanding the ability of agencies to mainstream gender as a cross-cutting issue requires an assessment of institutional capacities within the three inter-related areas of Paper, People and Process<sup>69</sup>. This analytical framework is predicated on findings that those organizations that have successfully integrated gender across the three PPP areas are well equipped to successfully integrate GE goals in their work. “The paper” refers to formal organizational policies. “The people” refers to human capabilities, including staff knowledge, skills, resources and motivation to work toward gender equality. “The process” refers to procedures and practices to ensure work practices integrate gender into operations.

### UNCT

Agencies identified under the UNDAF with responsibilities for gender-specific initiatives were: UNFPA, ILO, IOM, UNDP, UNICEF, and WHO. UNIFEM (now part of UN Women) was not identified on the UNDAF due to a lack of presence during the design of the UNDAF, as noted above. In practice, UNIFEM has played a pivotal role over the UNDAF period in working individually and collectively to address targeted issue areas. The presence of UNIFEM at the project level, and most recently as a full-fledged agency (UN Women), has added value by offering specialist networks and expertise on key issues that have complemented well the fields of expertise covered by other UN Agencies.

The below assessment offers an overview of the status of the UNCT in the three PPP areas at the close of the first UNDAF cycle. This assessment may be used as baseline from which to track and inform progress for the next UNDAF. The UNCT level assessment offered below presents a broad picture. It is not, and should not be misconstrued as, an in-depth individual agency assessment because it does not adequately reveal the significant variations that exist between agencies.

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<sup>69</sup> Based on an approach developed by Andrea Lee Esser (Gender Specialist Consultant) for assessing and monitoring institutional gender mainstreaming within a range of development institutions including government agencies, NGOs, multi-lateral and bi-lateral agencies.

## Paper

The UN Agencies that comprise the UNCT have in place solid institutional policies that lay the foundation for GM in their work. Beyond individual institutional policies, the UN system as a whole has spelled out its commitment to GM as a means of building GE in numerous documents, which include detailed actions for the UN system at the country level<sup>70</sup>. Broader institutional policies are supported by gender sensitive human resources policies that encourage affirmative action toward diversity and non-discrimination in hiring practices and employment entitlements (e.g. paternity, maternity, breastfeeding).

## People

Understanding the human dimension of gender mainstreaming requires an assessment of human resources practices (beyond the policies), and staff levels of competence to effectively mainstream gender in all work areas.

### Staffing - modelling gender equality

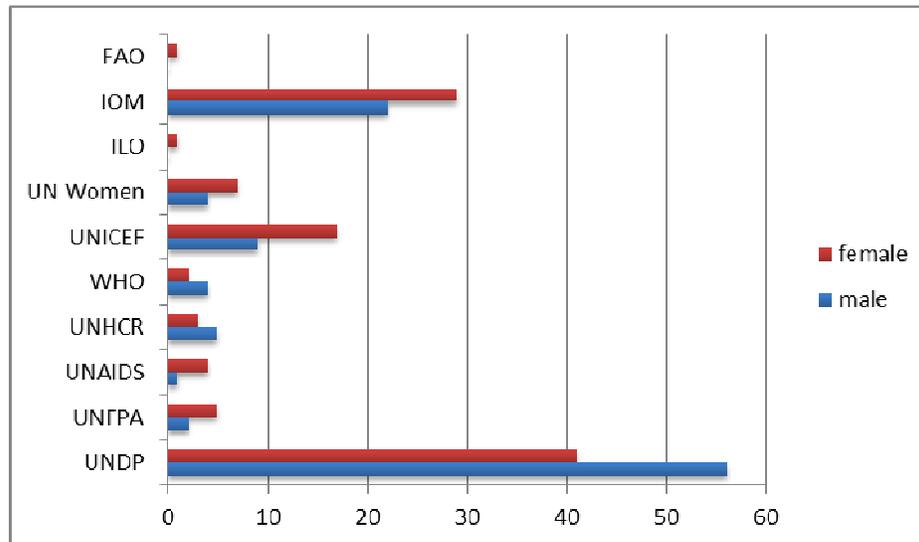
Data gathered at the time of the UNDAF evaluation suggests that human resource practices within the UNCT are sufficiently gender sensitive, as evidenced at both the formal (e.g. gender-specific entitlements, advertising and hiring procedures) and informal cultural environment (e.g. staff interactions and associations). Staff members were well informed of and were comfortable claiming their entitlements. Staff also understood their responsibilities to contribute to a positive and gender fair work environment.

Gender balance amongst staff is an important indicator of GE for several reasons. The staff of UN Agencies that comprise the UNCT should serve as a model of the very gender equality that it espouses. Failure to do so risks the appearance of disingenuity and/or hypocrisy. Furthermore, on a practical level, gender diversity in the workplace leads to better organizational functioning that draws on the skills and strengths of a diverse group of employees. Current staffing data shows a good balance of males and females within the UNCT, although males and females are clustered into particular types of jobs, especially within support positions (e.g. male drivers, female administrators). Commendably, UN Women has taken proactive steps to hire male staff members, thereby improving their gender balance. Combined agency totals are at near parity, with 103 men and 110 women as detailed below.

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<sup>70</sup> See, for example, ECOSOC Agreed Conclusions 1997/2; Outcome Document, Special Session of the General Assembly, 10 June 2000; Triennial Comprehensive Policy Review of Operational Activities for Development of the United Nations System, 22 October 2007.

**Table 3: UN Agencies Moldova Staff by Gender, March 2011**



Women comprise the majority of heads of agencies in Moldova, with six agencies headed by females, and four agencies headed by males. The predominance of females in UN leadership positions at this point in the history of Moldova offers a powerful model of leadership that stands in contrast to patriarchal leadership paradigm that dominates Moldova today. The strong representation of females amongst heads of agencies is commended as a means of sending an important message about UN and global standards for women's role in leadership.

The UN Moldova is guided in its cross-cutting program areas by technical advisors for human rights and gender. The presence of technical expertise in cross-cutting areas for the UNCT is a positive means of mainstreaming and has yielded very good results. It is important to bear in mind, however, that the two advisors have different scopes of work and responsibilities. While the Human Rights Advisor is linked to the RC, the Gender Advisor is actually a head of agency (UN Women). She has responsibilities for projects in two countries in addition to country team responsibilities. The reality of human resource limitations must be addressed in UN Women human resource plans, and should be taken into account in the balancing of responsibilities under the GMS.

### Skills and knowledge

Skills and knowledge building remain an on-going need for the UNCT to build staff capacity to mainstream gender. Efforts have been made over the last five-year period at the headquarters level of many UN Agencies to provide better and more on-line gender resources. These include on-line gender training courses as well as deeper integration of gender into other areas of capacity development (e.g. other training modules). Some UN agencies stipulate mandatory on-line gender training as a part of staff induction; others offer gender training as an optional module.

The agencies that comprise the UNCT in Moldova have provided staff exposure to gender-specific information in the form of resource dissemination as well as through integration

into broader training programs (e.g. staff induction) or through other networks such as regional meetings and communities of practice. At least one agency has offered technical training for staff. Some staff members have participated in introductory gender training as a part of their induction process or mandatory on-line courses. Staffs have also had exposure to gender issues within their sector areas within their 'community of practice' networks and other working groups in Moldova. The UNCT conducted an in-house gender training in 2009 for gender focal points and other members of the HRJG Theme Group. The training was run by UNIFEM, and attended by representatives from UNDP, UNICEF, UNIFEM, ILO, IOM UNAIDS, UNFPA and UNRC. Of the 18 attendees, only six were still working in UN Moldova in 2011 at the time of the evaluation.

Despite the efforts noted above, many staff members (including those tasked with specific GM responsibilities) feel limited in their technical capacities to mainstream gender. Failures and successes in individual projects to address GE often came down to whether or not the issues appeared 'obvious.' In instances where the issues were more nuanced or complex, they were less able to mainstream gender, and opportunities were therefore missed. Rarely were internal or external gender specialists called on for technical support in complex cases, though some staff did note that they turned to UNIFEM at times for technical support.

Efforts have been made over the course of the UNDAF to build staff skills and knowledge, but efforts generally have lacked coordination and focus across the UNCT. UNCT staff as a whole lack a clear vision of gender equality and what that means for the UNCTs work in Moldova in terms of GM and gender targeted programming. High rates of staff turnover and a continuing need to deepen technical skills necessitates on-going training and concerted efforts to build staff capacities for gender mainstreaming within and across agencies. UNCT-level targets and monitoring mechanisms should be built into the GMS in support of the next UNDAF elaboration.

## Process

Institutionalizing GM into standard operational procedures is critical to ensure uniformity and sustainability across diverse agencies and sectors. The UNCT in Moldova has benefited from global UN system efforts to improve accountability and systematize processes for gender mainstreaming over the UNDAF period. The UNCT Moldova has taken steps toward setting up reporting and monitoring systems that capture gender sensitive and sex-disaggregated data, although gender is still given lip service at times as an important cross-cutting issue that is offered a section within larger documents, but is not fully mainstreamed throughout the actual document (as in the UNDAF itself).

## Gender Responsive Budgeting

There has been an increasing focus within the field of gender and development on ensuring that adequate financial resources are dedicated to achieve GE results through the application of Gender Responsive Budgets. Two members of the UNCT (UNDP and UNICEF) have instituted GRB mechanisms in the form of gender equality markers (GEM). The GEM offers a financial tracking system for resource allocation and expenditures for gender equality results, measuring the extent to which results contribute to the promotion of gender equality. The GEM uses a four-point scale (0 – 3) that is built into agency accounting

systems (ProMS/VISION and ATLAS) to identify the extent to which projects contributed to GE results. Guidelines were provided from headquarters in 2010, and GFP from the respective agencies disseminated the information. In the case of UNDP, the GE Marker was built into the budgeting system as a mandatory field so that projects cannot be entered in the system without the marker.

The experience of using the gender markers was different for each institution in Moldova. In general, the markers were well received, and were praised for their simplicity and clarity. In the case of UNICEF, application of the GEM was viewed as an important iterative process that raised awareness of opportunities for GE that may not have been readily seen without the impetus of the GE Marker. In the case of UNDP, the markers were generally seen as a positive step to ensure that gender remained uniformly on the agenda across projects. However, in practice, staff assigned the GEM to the project and moved on. The data was not used for analysis or monitoring purposes, thereby failing to make full use of the potential power of the data to push for more comprehensive mainstreaming as measured by the percentage of funding applied toward GE results.

Using the GRB data from UNICEF and UNDP as a starting point, the UNCT should seek to expand GRB to all members of the UNCT. Monitoring and analysis of GRB data should be built into standard operating procedures at the RC level as an efficient means of keeping track of GE programming and ensuring that sufficient resources are consistently allocated toward building GE in Moldova. This should be done as soon as possible, working with a partial data set that becomes more comprehensive as more agencies build their capacities for GRB. This data should also feed into the GMS monitoring framework.

### **Networking mechanisms**

The UNCT has actively contributed to and engaged in a number of different forums that foster communication and collaboration between agencies on GM. Forums such as the Gender Donors Group, the HRJG theme group, and other sectoral groups have been important learning environments for participants over the UNDAF period. Support for gender-focused thematic and working groups as well as for mainstreaming of gender in other theme groups should be continued over the next UNDAF period. The gender donors group membership should consider expansion to include national NGOs from CSO. The UN should consider providing support in the form of translation if language issues are a problem.

The HRJG theme group, in particular, has been an effective mechanism for information sharing and collaboration between UN Agencies in Moldova. Its monthly meetings are attended by a mix of HR and gender focal points, depending on who may be available and on the subject matter of the particular meeting. The group was headed by UNIFEM from 2007 – 2009, and by the Human Rights Advisor from 2009 – 2011. The theme group covers a lot of ground including joint advocacy, reviews and reports on normative documents, supporting government elaboration of national policies, resource mobilization, and coordination.

The linking of three thematic areas under a single group has been an efficient means of addressing a range of issues bearing in mind the small numbers of people available in smaller agencies, and the need to reduce the number of meetings. While the group works to be inclusive of the three inter-related issue areas, gender was a more prominent focus

during the period of time that UNIFEM led the group. Discussions were underway during the period of the evaluation to consider how to ensure a better balance of gender and HR coverage in the future. Possible solutions included separating the group, designating part of the time of each meeting to each subject matter, and alternating meeting subject matters. Separating the group is not recommended based on discussions with group members who already suffered time constraints in attending meetings. The group should consider a co-leadership model between HR and Gender advisors so that agendas are planned in a collaborative and balanced manner.

While the collective efforts of the UNCT have yielded some important outcomes, the individual performance of the UN Agencies in gender mainstreaming varies. The HRJG theme group should play a more active role to strengthen and standardize GM processes through the implementation of a UNCT Gender Mainstreaming Strategy over the next UNDAF period. The GMS should guide agencies to increasingly internalize mainstreaming operations, and utilize broader support mechanisms including national, regional and international intra-agency and external expertise over the next UNDAF period. Monitoring and implementation of the GMS should be guided by the HRJG TG with full support and oversight from the RC.

### Gender Focal Points

GFPs are the most commonly employed institutional mechanism for GM across the UN system, and Moldova is no exception. Each agency has a GFP who serves as a point of contact and facilitator for gender-specific inter- and intra-agency information sharing and collaboration. The GFP system is not functioning at an optimum level within UN Moldova. While many GFPs have worked quite effectively in their role, there is variability across performance, and GFPs feel generally that they are under-performing. Factors that limit effectiveness are:

- Lack of terms of reference for some GFPs;
- Lack of understanding of other staff members of GFP role;
- Lack of time to perform duties;
- Lack of capacity (lack of technical training);
- Lack of resources (financial and human);
- Poor selection process for GFPs;
- Lack of accountability.

All of the above limitations should be addressed comprehensively in a GMS, key elements of which should be factored into the next UNDAF design. In addition, larger agencies (UNDP and IOM) should utilize a 2-3 person Gender Team for more efficient coverage and workload balance. A single focal point is sufficient for smaller agencies.

### Accountability

Accountability for gender mainstreaming within the UNCT rests with each individual, and ultimately at the highest level of each institution and with the Resident Coordinator. While

there have been improvements in accountability mechanisms for GM in some of the agencies that comprise the UNCT, there is variation in the extent to which individuals and agencies have been held accountable for gender policy implementation. Individual agency mechanisms to foster accountability exist in the form of checklists, template fields and performance evaluations, but these have not always been uniformly applied either within or across agencies. For example, there are inconsistencies within the UNCT in terms of including gender as a judgement criterion on performance evaluations. Some staff members include it on appraisals; some do not. Those staff members that do include gender on appraisals (including those who serve as GFPs) are not uniformly assessed on these criteria. In some cases, a supervisor may know little about gender, and may therefore in practice overlook this area or give it less attention than other technical areas during performance reviews. Inconsistencies in the accountability process for GM should be monitored and adjusted using the GMS as a guiding framework.

### PPP Assessment for the UNCT

The PPP Assessment of the UNCT shows that the UNCT is strong in terms of the “Paper,” while there are weaknesses in terms of the “People” and the “Process” for GM that require attention for optimum institutionalization of GM. The UNCT lacks as a collective a clear vision of gender mainstreaming as a country team. The UNCT, working through its focal point system and HRJG TG, should take a more proactive procedural approach to institutionalizing GM over the next UNDAF period. The development of this vision should be facilitated through the design of a UNCT Gender Mainstreaming Strategy. GMS design should include a guided participatory process to ascertain priority gender issues that warrant coordinated action to achieve key results in the next UNDAF cycle. The GMS should allow for flexibility and adaptability for individual agencies that takes into account the unique mission and vision of each agency. At the same time, the GMS should foster coordinated efforts in key areas and establish common standards of accountability, recognizing that all agencies have a role to play for effective gender mainstreaming at the country level. The HRJG theme group should have responsibility for monitoring and implementing the GMS with full support and oversight of the RC.

Efforts to coordinate UNCT to mainstream gender are relatively new in the context of UN reform, but are of growing importance to increase efficiency and effectiveness of GM at the country level. UNCT collective responsibility and accountability for gender mainstreaming is highlighted in the UNCT Performance Indicators for Gender Equality (aka ‘the Scorecard’), developed in 2008 by the UN Development Group (UNDG) Task Team on Gender Equality. The ‘Scorecard’ offers a quantitative assessment of UNCT gender mainstreaming level that may be monitored over time and compared across countries. The ‘Scorecard’ assessment has not yet been conducted in Moldova, though plans were underway during the evaluation for using the scorecard as a means of establishing a baseline and working toward a collective vision of GM across the UNCT. One limitation of the “Scorecard” is that it does not include a strategy to address weaknesses. It is recommended that the “Scorecard” exercise should be conducted with the full participation of the UN Moldova. The exercise should be seen as a part of broader institutional movement toward a UNCT GMS. Results from the Scorecard should be used to help inform development of the GMS; scorecard indicators should be included in the GMS monitoring framework.

## Government Agencies – institutional assessment

Government agencies are the primary counterpart and implementing partner of the United Nations in Moldova. The extent to which government agencies are able to implement gender sensitive policies must be considered as an influential factor that can either enable or restrict GM. Those working within the gender field in the Government identify an imbalance between agencies in terms of their ability to mainstream gender. Some agencies, such as the MLSPF, have had more focused support from the UN to build their capacities on GM. Others agencies have had little attention, and these have tended to stagnate over time in terms of their capacity to mainstream gender. While the UN has played a role in building government institutional capacity to mainstream gender, there is a need for increased investment in building skills, systems and accountability mechanisms in the Government and other counterparts over the next UNDAF.

Like the UN, the Government uses a gender focal point system to aid GM. Broad institutionalization of GFPs in government institutions took place in principle in 1999, though a more concerted effort has been underway since 2006 in line with requirements laid out in the equal opportunities law. The Ministry of Labor, Social Protection and Family is the lead coordinating agency within the Government for GM. The majority of the appointed GFPs are women, but there are some men too, specifically within the Ministry of Defence and the Ministry of Agriculture. The rapid changes in governments in Moldova over the UNDAF period led to multiple re-appointments of GFPs and a near constant (un-met) need for training. Most GFPs have learned their role informally by participating in events or activities, rather than through training. Some have attended training, but training has generally been tailored around an issue or subject matter. Targeted gender training tailored to the needs of particular Ministries or sectors has been lacking.

GFPs functioning within government agencies face many of the same issues that limit their effectiveness that UN GFPs face including a lack of: terms of reference; time; motivation; capacity; resources and accountability. Efforts are underway to broaden the GFP system from single GFPs to “Gender Councils” that will function within large line ministries. Councils are already being set up in three ministries and the National Bureau of Statistics on a pilot basis (with the support of UN Women under the ‘Women’s Economic Empowerment’ program funded by the Swedish Government). The shift to “Gender Councils” represents a positive step, but more work will be required in the next UNDAF cycle to foster accountability and sustainability for GM in Government Agencies. Gender responsive budgeting should be high on the agenda over the next UNDAF cycle to build accountability, drawing on examples from other developing countries that have moved rapidly toward comprehensive GRBs.

## **ANNEX VII: EVALUATION TEAM**

<b>Mr. David Bassiouni</b>	UNDAF Evaluation Team Leader
<b>Mr. Mathew Varghese</b>	Assessment of Development Results (ADR) Principal Consultant
<b>Mr. Thomas Otter</b>	Governance & Basic Services (UNDAF Outcomes 1&2) Specialist
<b>Ms. Lilit Melikyan</b>	Regional Development (UNDAF Outcome 3) Specialist
<b>Ms. Andrea Esser</b>	Gender Specialist
<b>Ms. Camelia Gheorghe</b>	Human Rights Specialist
<b>Mr. Ion Osoian</b>	National Consultant in support of UNDAF Team Leader & ADR Principal Consultant

## ANNEX VIII: PERSONS AND INSTITUTIONS CONSULTED

### Government

1. Ion Bahnarel, Director General, National Centre of Public Health
2. George Balan, Head of the Reintegration Bureau, Government of Moldova
3. Oleg Barba, General Director, National Center for Health Management
4. Tatiana Besliu, Head of Policies' Analysis, Monitoring and Evaluation Directorate, Ministry of Economy
5. Mihai Bulat, Director of Border Control Division, Border Guard Service
6. Valentina Buliga, Minister of Labour, Social Protection and Family
7. Ecaterina Buracec, Head of Migration Policy Directorate, Ministry of Labour, Social Protection and Family
8. Victor Burinschi, TB/AIDS Programme Coordinator, *UCIMP*
9. Ion Butnaru, Head of Unit, Border Control Directorate, Chisinau Airport
10. Octavian Calmic, Deputy Minister of Economy
11. Oleg Cara, Vice-Director of the National Bureau of Statistics
12. Stefan Caraus, Head Engineer, Ministry of Information and Communication Technology
13. Vladislav Caminschi, Head of Internal and External Relations, National Confederation of Employers
14. Ion Caracuian, Head of Torture Combating Unit, General Prosecutors Office
15. Leonid Cerescu, President, National Confederation of Employers of the Republic of Moldova
16. Nina Cesnocova, Head of Demography Statistics, gender focal point, NBS
17. Dumitru Chisnenco, Deputy Head of International Cooperation and European Integration Directorate, Ministry of the Interior
18. Eugenia Chistruga, Head of the Training Department, National Institute of Justice
19. Iurie Ciocan, President, Central Electoral Commission
20. Veaceslav Cirlig, Head of the Migration Policy Directorate, Ministry of Interior
21. Iurie Ciocan, Chairman of Central Electoral Commission
22. Gabriela Ciumac, Head of International Relations Department, Chisinau Municipality City Hall
23. Lucretia Ciurea, Head of Aid Coordination Unit, State Chancellery
24. Sandu Coica, Chairman, National Youth Council of Moldova
25. Vladimir Cojocar, General Director, Department of Penitentiary Institutions
26. Rodica Comendant, Director, National Reproductive Health Training Resource Center

27. Valeriu Crudu, Program Coordinator, Center For Health Policies and Studies
28. Victoria Cujba, Head of Decentralization Directorate, State Chancellery
29. Raisa Dogaru, Deputy Director General, National Employment Agency
30. Ion Donea, Head of Youth Programmes Directorate, Ministry of Youth and Sport
31. Iurie Dubenco, Principal Specialist, Center for Human Rights of Moldova
32. Viorica Dumbraveanu, Family and Child's Rights Protection Directorate, Ministry of Labour, Social Protection and Family
33. Oleg Efrim, Deputy Minister of Justice
34. Mariana Eni, Head of Foreign Trade and services statistics, NBS
35. Lilian Galer, Head of Sample Surveys Unit, NBS
36. Igor Gantea, Justice Captain, Deputy Head of Unit, Penitentiary 13 Chisinau
37. Valeriu Gheorghiu, Head of Department for EU Integration, MoFAEI
38. Stefan Gheorghita, Director of National AIDS Center;
39. Maria Godiac, Head of Dissemination and Synthesis Division, NBS
40. Laura Grecu, Head of Social Security Unit, Ministry of Labour, Social Protection and Family
41. Natalia Guma, Deputy Head of Department Directorate for Refugees, Migration and Asylum Bureau
42. Ion Gumene, Head of Policy Coordination Unit, State Chancellery
43. Alexandru Holostenco, Healthcare Human Resources Directorate, Ministry of Health
44. Valeriu Lazar, Minister of Economy
45. Marin Lesi, Policies Analysis, Monitoring and Evaluation General Directorate
46. Ion Lupan, Head of General Directorate of Industrial Policies and Competitiveness, Ministry of Economy
47. Victor Lutenco, Prime Minister's Advisor
48. Tudor Mancas, Consultant, External Assistance Division
49. Sergiu Martin, Deputy Head of Unit, Border Control Directorate
50. Sergiu Mihov, Head of UN Department, Ministry of Foreign Affairs and European Integration
51. Stela Mocan, Executive Director, e-Government Centre
52. Iurie Mocanu, Head of Statistical Infrastructure and Financial Reports Division, NBS
53. Maria Nagornii, Head of Analyses, Monitoring and Policy Evaluation Department
54. Veaceslav Negruta, Minister of Finance
55. Ala Negruta, Head of Social Statistics Division, NBS
56. Elena Orlova, Head of Agriculture and Environment Statistics Division, NBS

57. Lilia Pascal, Gender Equality and Violence Prevention Policies Directorate, Ministry of Labour, Social Protection and Family
58. Victor Petrache, Head of Penitentiary, Penitentiary 13 Chisinau
59. Mihail Pisla, Head Republican Centre for Disaster Medicine
60. Vadim Pistrinciuc, Deputy Minister of Labour, Social Protection and Family
61. Svetlana Plamadeala, National Health Management Center (NHMC)
62. Inga Podoroghin, Head of International Cooperation and European Integration Directorate, Ministry of Environment
63. Tatiana Poting, Deputy Minister, Ministry of Education
64. Liviu Prodan, Director of the Bureau of Migration and Asylum
65. Igor Prodan, Director, Temporary Accommodation Centre for Asylum-Seekers, Refugee Directorate, Bureau for Migration and Asylum
66. Tatiana Prodan, Decentralization Department, State Chancellery
67. Ala Rotaru, Head of Natural Resources and Biodiversity Directorate, Ministry of Environment
68. Larisa Rotaru, Head of Demographic Policies Unit, Ministry of Labour, Social Protection & Family
69. Sergiu Sainciuc, Deputy Minister of Labour, Social Protection and Family
70. Vasile Scorpan, Manager, Climate Change Office, Ministry of Environment
71. Rodica Scutelnic, Head of Healthcare Assistance to Women, Children and Vulnerable Groups Directorate, Ministry of Health
72. Aliona Serbulenco, Head of Public Health Directorate, Ministry of Health
73. Ecaterina Silvestru, Head of Refugee Directorate within Bureau of Migration and Asylum
74. Mihai Şleahţîţchi, Minister of Education
75. Viorel Soltan, Deputy Minister of Health
76. Victor Sotchi, Head of International Cooperation and European Integration Directorate, Ministry of the Interior
77. Lucia Spoiala, General Director, National Bureau of Statistics
78. Ala Supac, Head of Chisinau Territorial Unit of the National Employment Agency
79. Anatol Tarita, Head of Ozone Office under the Ministry of Environment
80. Corneliu Tarus, Deputy Director, Family and Children's Rights Protection, Ministry of Labor, Social Protection and Family
81. Alexandru Teleuta, Head of Botanical Garden Institute
82. Iurii Torcunov, Head of Macroeconomic Analysis and Prognosis Directorate, Ministry of Economy
83. Oleg Tulea, Deputy Minister, Ministry of Youth and Sports

84. Gheorghe Turcanu, Deputy Minister, Ministry of Health
85. Olga Vacarciuc, Adviser to the Ombudsman, Center for Human Rights of Moldova
86. Vitalie Valcov, Deputy Director, National Bureau of Statistics
87. Rosian Vasiloj, Head of General Director's Office, Border Guard Service
88. Elena Vatcarau, Head of Labour Market and Demography Statistics, NBS 95. Nadejda Velisco, Ministry of Education

#### **Parliament**

1. Oxana Domete, MP
2. Adrian Fetescu, General Director, Parliament Administration
3. Valentin Guznac, MP
4. George Mocanu, MP
5. Liliana Palihovici, MP, Deputy Speaker of Parliament

#### **Bilateral Donors and International Organizations**

1. Ulvi Akhundlu, Special Representative of the Council of Europe, Secretary General in Moldova
2. Daniel Andersson, Area Director Moldova Risk Manager, Individuell Människohjäl, SOIR Moldova
3. Silvia Apostol, Development Officer, DFID
4. Veaceslav Balan, National Anti-Trafficking and Gender Adviser, OSCE
5. Ros-Mari Balow, Counsellor, Head of Development Cooperation, SIDA
6. Cooperation SIDA - Swedish Embassy/ SIDA
7. Ghenadie Barba, Project Manager, EU Delegation
8. Wolfgang Behrendt, First Secretary, EU Delegation to Moldova
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14. Dirk Lorenz, Policy Officer, Delegation of the European Union to Moldova
15. Dace Lukumiete, Senior Human Rights Adviser, OSCE
16. Dinu Mitcu, Senior Legal Assistant, OSCE
17. Nina Orlova, National Programme Officer, SIDA
18. Liliana Razlog, World Bank

19. Zane Rungule, Project Manager, EU Delegation
20. Iuliana Samburschi, Project Coordinator, Swedish Organization for Individual Relief
21. Ludmila Samoila, Legal Adviser, Human Rights and Democratization Programme, OSCE
22. Michael Schieder, Director of Coordination Office, Austrian Development Cooperation
23. Eugene Sienkiewicz, General Development Officer, USAID
24. Kaido Sirel, Head of Operations Section, EU Delegation to Moldova
25. Alla Skvortova, Head of Moldova Country Office, DFID
26. Patrik Stalgren, First Secretary, Embassy of Sweden
27. Traian Turcanu, Council of Europe

### UN Agencies and IFIs

1. Andrei Brighidin, Portfolio Manager (Justice and Human Rights), UNDP
2. Sandie Blanchet, Deputy Representative, UNICEF
3. Claude Cahn, UN Human Rights Advisor, OHCHR
4. Angela Capcelea, Health Officer, UNICEF
5. Matilda Dimovska, Deputy Resident Representative, UNDP
6. Silviu Domete, National Professional Officer, WHO
7. Mircea Esanu, Project Manager, Torture Prevention Project, UNDP
8. Boris Gilca, Assistant Representative, UNFPA
9. Jarno Habicht, Head of Country Office, WHO
10. Kaarina Immonen, UNDP Resident Representative/UN Resident Coordinator
11. Gabriela Ionascu, Country Officer, *UNAIDS*
12. Alexandrina Iovita, M&E Adviser, *UNAIDS*
13. Ulziisuren Jamsran, UN Gender Advisor, UN Women
14. Jutta Krause, Subregional Coordinator for Central and Eastern Europe, FAO
15. Elena Laur, Monitoring and Evaluation Officer, UNICEF
16. Dumitru Lipcanu, UNHCR
17. Oxana Lipcanu, Gender Programme Coordinator, UNFPA
18. Ala Lipciu, National Coordinator, ILO
19. Tokhir Mirzoev, Resident Representative in Moldova, IMF
20. Peter Kessler, Representative to the Republic of Moldova, UNHCR
21. Nadejda Macari, Project Manager, A Joint UNCT for Human Rights Protection & Promotion, UNDP

22. Octavian Mohorea, Associate Legal Officer, UNHCR
23. Doina Munteanu, Acting Portfolio Manager, Local Governance, Regional Development, Portfolio Manager for Civil Society and Confidence Building, UNDP
24. Aliona Niculita, Assistant UN Assistant Resident Representative/ Portfolio Manager
25. Carolina Odobescu, Operations Analyst, World Bank
26. Veaceslav Palade, Programme Associate, UNDP
27. Lovita Ramguttee, Assistant UN Assistant Resident Representative/Portfolio Manager
28. Silas Rapold, Project Officer, IOM
29. Marin Roman, Program Associate, UNHCR
30. Ina Rusu, Legal Adviser, IOM
31. Octavian Scerbitchi, IMF
32. Jakob Schemel, UN Coordination Officer
33. Kristin Sinclair, Governance Operations Officer, World Bank
34. Ludmila Tiganu, Communications Specialist, UNDP
35. Agi Veres, Senior Programme Coordinator, Bratislava Regional Centre for Europe and the CIS, UNDP
36. Nadja Vettters, Environment Portfolio Manager, UNDP
37. Larisa Virtosu, ECD Officer, UNICEF
38. Vitalie Vremis, Portfolio Manager, Governance & Institutional Development, UNDP
39. Martin Wyss, Chief of Mission, *IOM*
40. Armen Yedgaryan, Protection Officer, UNHCR Regional Representation for Belarus, Moldova and Ukraine
41. Alexandra Yuster, Representative, UNICEF

### **Civil Society and Think Tanks**

1. Regina Akkerman, Deputy Director, Jewish Community of the Republic of Moldova
2. Viorel Babii, Network Coordinator, National Youth Resource Center
3. Maria Badan, Deputy Director, Resource Center of Moldovan Non-governmental Organisations for Human Rights
4. Arcadie Barbarosie, Executive Director, Institute for Public Policy
5. Gheorghe Bosii, Consultant, Moldovan Center for Human Rights
6. Igor Botan, Director, Adept
7. Veaceslav Bulat, Director, Urban Development Institute
8. Elena Burca, Head of Forum of Women Organizations in RM

9. Cornelia Cincilei, Director, “Step by Step” Educational Program
10. Ludmila Ciocan, Legal Framework Development Team Manager, Keystone Human Services International Moldova Association
11. Vadim Cortac, Projects Coordinator, National Agency for Rural Development “OIKOS”
12. Olga Crivoliubic, Program Director, Good Governance Program Director, Soros Foundation - Moldova
13. Radu Danii, Criminal Justice, Human Rights Program Coordinator, Soros Foundation Moldova
14. Anastasia Danilova, Executive Director, Genderdoc-M
15. Antonita Fonari, General Secretary of National NGOs Council, Executive Director of “Young and Free” Resources Centre
16. Angelica Frolov, Lobby and Advocacy Programme Coordinator, GenderDoc-M
17. Viorel Furdui, Executive Director of Congress of Local Authorities of Moldova
18. Lucia Gavrilita, Director of Day Care Center “Speranta”
19. Stela Gheorghita, Deputy Director, National Centre of Public Health, IHR Focal Point
20. Florin Gisca, Consultant, Human Rights Resource Centre CREDO
21. Aurelia Grigoriu, Ombudsperson, Centre for Human Rights
22. Corneliu Gurin, Program Coordinator, Legal Adviser, ADEPT Association for Participatory Democracy
23. Nadejda Hriptievschi, Lawyer, Centre for Legal Resources
24. Julia Iabanji, Deputy Director, Organization for Development of Small and Medium Enterprises
25. Ala Iatco, Representative, Union of Organizations Operating in the Field of Harm Reduction
26. Denis Jelimalai, Interim Director, MIEPO
27. Vanu Jereghi, Executive Director, Vice President, Moldovan Institute for Human Rights National Mechanism for Prevention of Torture (OPCAT)
28. Elena Lesan, Program Director, Equality and Civic Engagement, Soros Foundation Moldova
29. Galina Lesco, Director, NGO “Health for Youth”
30. Ion Manole, Director, Promo-Lex
31. Catinca Mardarovici, Director of Political Women’s Club 50/50
32. Alla Marin, President, Tarna Rom Union of Young Romas of Moldova
33. Vitalie Mester, Director, Center for Legal Assistance for Persons with Disabilities
34. Marcel Moraru, Senior Consultant, Investigations and Monitoring Unit, Moldovan Center for Human Rights
35. Andrei Moşneaga, Director, Center for Health Policies and Studies

36. Anatolie Munteanu, Ombudsperson, Centre for Human Rights
37. Daniela Popescu Simboteanu, Director, National Centre for Combating Child Abuse
38. Elena Prohntitchi, Program Coordinator, Association for Participatory Democracy – ADEPT
39. Valeriu Prohntitchi, Executive Director, Expert-Group
40. Ana Revenco, President of the International Center “La Strada”
41. Vitalie Slobozian, Harm Reduction Program Coordinator, *Soros* Foundation - Moldova
42. Tatiana Sorocan, Programme Coordinator, Help-Age International
43. Doina Straisteanu, Independent Lawyer, Promolex
44. Oleg Palii, Lawyer, Law Center of Advocates
45. Mariana Tabuleac, Legal Aid Centre for Persons with Disabilities
46. Daniela Terzi-Barbarosie, Director, “Partnership for Development” Centre
47. Ghenadie Turcanu, Programme Coordinator, Center for Health Policies and Studies
48. Victor Ursu, Executive Director, *Soros* Foundation

#### Academia

1. Ion Ababii, Rector, State Medical and Pharmaceutical University “Nicolae Testemițanu”
2. Grigore Belostecinic, Rector, Academy of Economic Sciences of Moldova
3. Gheorghe Ciocanu, Rector, State University of Moldova
4. Olga Gagauz, Head of Demography Unit, Institute of European Integration and Political Sciences, Academy of Sciences of Moldova
5. Natalia Galanton, Head of the External Relations Service, Academy of Economic Studies Moldova
6. Vladimir Gutu, Project Coordinator, State University of Moldova
7. Vasile Marina, Rector, Academy for Public Administration under the President of R. Moldova
8. Gheorghe Paladi, member of the National Commission for Population and Development, Academy of Sciences of Moldova
9. Ion Partachi, Head of Statistics & Econometrics Department, Academy of Economic Studies of Moldova
10. Anatolii Rojco, Head of Social Development Policies Unit, Academy of Sciences of Moldova
11. Orest Tarita, Head of Political Sciences and International Relations Department, Academy for Public Administration under the President of R. Moldova

## **Media**

1. Angela Sirbu, Executive Director, Moldova Public Broadcasting Company

## **Private Sector**

1. Ludmila Climoc, General Director, Orange Moldova
2. Eugeniu Josan, Deputy Head of Legal Department Moldova-Agroindbank
3. Victoria Musteata, PR Manager, Orange Moldova
4. Rodica Verbeniuc, Head of Corporate Communications Unit, Moldcell

## **ANNEX IX: DOCUMENTS REVIEWED**

### **UN Documents**

- a. UNEG “Standards for Evaluation in the UN system”
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- x. UNFPA Country Programme Document;
- y. UNFPA Moldova COARs
- z. UNFPA Moldova CPAP 2007-2011
- aa. UNFPA Policies and Procedures Manual. Country Programme Monitoring and Evaluation
- bb. UNFPA Strategic Plan 2008-2011
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- ff. UNIFEM Review;
- gg. International Monetary Fund. "Republic of Moldova: Joint Staff Advisory Note of the Poverty Reduction Strategy Paper." April 2008.
- hh. World Bank, Country Brief, October 2010.
- ii. World Bank Country Partnership Strategy for Moldova, 2008
- jj. Taxonomy of and possible decentralization policy implications for Vulnerable Groups in Moldova
- kk. Websites referred to in the reports
- ll. Country Fact Sheets—Moldova
- mm. List of Projects by agency by UNDAF Outcome and Country programme Outcome (FAO, ILO, IOM, UNFPA, UN Women, UNAIDS, UNDP, UNHCR, UNICEF, WHO)

#### **Government of Moldova**

- a. National Development Strategy 2008-2011 and related M&E Documents;
- b. Government of Moldova, Economic Recovery and Stabilization Plan, 2009-2011;
- c. Government Decision No.933 of 31.12.2009 regarding the approval of the National Programme on Ensuring Gender Equality during 2010;
  - i. Annex.1 to Government Decision No.933 of 31 December 2009 - National programme on ensuring gender equality in the Republic of Moldova for the period 2010-2015;

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- a. Report of the Evaluation of the project " Development of an Integrated Information System for Domestic Violence as part of an integrated approach to managing domestic violence in the Rep. of Moldova"
- b. Green Paper of the Population of the Rep. of Moldova 2009
- c. Rapid Review of the Reproductive Health Commodity Security Status , Workshop for Advanced Training of Trainers for National Reproductive Health Trainers
- d. Evaluation of the Reproductive Health Service in Rep. of Moldova ("Evaluarea serviciului de Sănătate a Reproducerii din Republica Moldova")

- e. External Independent Evaluation: Relief and Technical Assistance to the Drought Crisis in Moldova
- f. Institute for Public Policy, Barometers of Public Opinion, 2000-2010
- g. Sikoska, Tatjana. "Report of the Evaluation of the Project Development of an Integrated System for Domestic Violence as Part of an Integrated Approach to Managing Domestic Violence in the Republic of Moldova," United Nations Population Fund, 2009
- h. The Economist Intelligence Unit Report on Moldova, November 2009

## **ANNEX X: CASE STUDIES AND SITE VISITS**

### **1 March** (UN Joint Project on Strengthening the National Statistical System)

- Meeting with staff and management of National Bureau of Statistics;
- Meeting with Civil Society on Statistics Availability and Data Analysis;
- Meeting with line-ministries, which benefited of the UN assistance in statistics, including Ministry of Economy, Ministry of Labour, Social Protection and Family, Ministry of Education, on Data Availability and Data Use.

### **1 March** (Human Rights Projects)

- Visit to the Center for Human Rights of Moldova;
- Visit to the Penitentiary Institution no. 13, located on 3 Bernardazzi street, Chisinau. The activity was part of the preventive visits program of the Center for Human Rights. The evaluator was accompanied by representatives of the Center for Human Rights of Moldova.

### **3 March: Visits to Drochia and Soldanesti** (UN Joint Programme on Protection and Empowerment of Victims of Human Trafficking and Domestic Violence in Moldova, UN Joint Integrated Local Development Programme; UNDP Project on Better Opportunities for Youth & Women)

- Visit of Maternal Center “Ariadna”. Meeting with Center Staff and Beneficiaries
- Meeting with representatives of Drochia Rayon Council
- Visit of Social Enterprise “Med-Clinic”
- Meeting in the Town Hall (representatives of Soldanesti Town Hall and neighboring communities)
- Visits of Projects on Human Security

### **3 March** (UNHCR Regional Protection Programme in Belarus, Moldova and Ukraine)

### **9 March: Visit to Transnistria**

- Meeting representatives of the local community and visiting project site in Varnita village
- Meeting with authorities in the field of health and social protection, Tiraspol
- Visit of local medical center. Meeting with staff and implementing NGO, Coburciu village
- Meeting with representatives of the Chamber of Trade and Industry, Chisinau
- Visit of Bender Business School

**11 March: Visit to Calarasi** (UN Joint Programme on Young People's Health and Development)

- Visit of Social Reintegration Center for Youth. Meeting with Staff and Beneficiaries
- Meeting with representatives of Calarasi Rayon Council

**17 March** (WHO Project on Fostering Environmental Safety and health systems preparedness to disasters)

- Meeting with Republican Centre for Disaster Medicine and National Centre of Public Health

**22 March** (UNICEF Early Childhood Development)

- Meeting with partners in Education for All / Fast Track Initiative, including Government, civil society and donors

## CASE STUDY I: EDUCATION FOR ALL – EARLY CHILDHOOD DEVELOPMENT<sup>71</sup>-UNICEF

In recent years Moldova improved the quality and accessibility of early childhood development (ECD) through its EFA- Fast Track initiative (EFA-FTI)<sup>72</sup> in part by developing new ECD policies, including a new child-centered curriculum, early learning development standards for children, professional standards for educators and didactic materials that are inclusive of vulnerable groups. .

### Background Information

Early education and development in Moldova have been precarious mainly due to a shortage of material and financial resources, abject poverty, and the absence of educational policy focused on children under 7 years old. Between 1994 and 2004, the number of preschool institutions decreased by 28 percent. Consequently, the gross preschool education enrolment ratio decreased significantly, from 72 percent in 1990 to 48 percent in 2001. Furthermore, rural and urban areas showed strongly different achievements: a child from an urban community was three times more likely to attend an early education programme than a child from a rural community. Alternative early education was almost non-existent at the central and community levels. Most parents did not prepare their children for modern early childhood education, so school readiness among children was quite low.

Following the decision of the Government of Moldova to redouble its efforts in education, several actors offered to help the country achieve the MDG on education. The UN helped vulnerable groups to gain access to quality early childhood and basic education services. As a result of the joint efforts of the government, the UN, and others,<sup>73</sup> Moldova became eligible in 2005 for the Education for All/Fast Track Initiative (EFA/FTI), which is an evolving global partnership to accelerate MDG 2 (education) achievement.

The Government of Moldova, in consultation with local partners, decided that the grant would focus entirely on ECD due to the precarious situation in the sub-sector and the impact of ECD on education in general. It sought to facilitate greater access to quality preschool programmes in urban and rural areas and among vulnerable children. Implemented by the Ministry of Education in cooperation with UNICEF and the World Bank, the initiative has given children in Moldova better access to quality ECD programmes. The project addresses the problem of inequitable access to ECD education, including by children with special education needs; and aims to reach children who do not have access to ECD

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<sup>71</sup> Information based on: MDG Good practices, UNDG (Development Group), Chapter 2, MDG 2 and MDG 3, NY, 2010, p 65-66 and focus group meetings in Chisinau on behalf of the UNDAF evaluation.

<sup>72</sup> UN created the EFA-Fast Track Initiative (EFA-FTI) in 2002 as a resource mobilization mechanism for education and MDG 2, to finance eligible projects worldwide.

<sup>73</sup> Complete list of involved partners: Government of Moldova; UNICEF; World Bank; UNESCO; Moldova Social Investment Fund; academia; civil society, including Step by Step, local public authorities, parents and MOLDCCELL.

basic learning opportunities. It also focuses on the need to improve preschool education in general, proposing the establishment of 'models of excellence' to promote best practices. Donors used evidence-based advocacy to convince the government that ECD must be a priority in all strategic development documents and to channel all FTI funds for the revitalization of the ECD sub-sector. The total project budget is US\$8.8 million for 2006-2010.

## **MDG-2: Achieve Universal Primary Education**

The second MDG envisages the achievement of universal primary education, with the primary target (MDG target 2.A) to ensure that, by 2015, all boys and girls will be able to complete a full course of primary schooling.

These goals and targets face a few constraints in Moldova: a) the lack of adequate enabling policies and b) a limited availability of ECD programmes due to stringent licensing requirements and poor education quality limiting enrolment in previously existing ECD programmes. In order to address these problems, Moldova's Education for All/ Fast Track Initiative aims to increase the percentage of children enrolled in preschool programmes and to improve the access of vulnerable children to quality early childhood education in urban and rural areas.

The project addresses the aforementioned problems targeting their activities on the following components:

- Improve the quality of childcare and education facilities
- Develop capacity of teaching and managerial staff from educational institutions in early childhood development
- Consolidate social partnerships and involve local communities in Early Childhood Development (ECD) programmes
- Re-evaluate the licensing requirements for ECD programmes

## **Results**

The overall access of children to ECD Programs has increased from 61 per cent of the gross enrolment rate (GER) in 2003 to 74 percent in 2008. In rural areas, the GER has increased from 51 percent in 2003 to 65 percent in 2008 and from 80 percent to 91 percent in urban areas. With technical assistance from UNICEF, the World Bank and other partners, the government developed new ECD policies, including a new child-centred curriculum, early learning development standards for children and professional standards for educators, and didactic materials that are inclusive of vulnerable groups. Following a pilot project implemented jointly by UNICEF and UNESCO, the Ministry of Education (MoE) institutionalized and started replicating alternative arrangements for early education services in communities (Community Centres) where there was no preschool institution.

Community centres are now included in the new Code on Education as an official ECD service. This will facilitate greater coverage. Quality early educational programmes will be delivered via community centres to 230 localities that currently lack kindergartens. 89.7 percent of preschools are applying the new policy documents and materials, which the Moe

has distributed to virtually every preschool institution in Moldova. Nearly 60 percent of preschool institutions elaborated plans for professional development in accordance with the new professional standards for teachers. Nearly 4,500 managers of preschool institutions, didactic personnel and representatives of local public authorities were trained and are now able to use various child-centred approaches and to promote ECD locally. Under the EFA/FTI Grant, 569 preschool institutions (42 percent nationwide), including two rehabilitation centres for children with disabilities, were supplied with technical equipment, teaching materials and toys, thereby significantly improving the physical and learning environment and making the centres more accessible and inclusive.

### **Key Elements of Success**

The efficient cooperation among all stakeholders involved in the reform of the ECD sub-sector has significantly improved ECD services. The alliances involved various stakeholders at different levels, including central and local public authorities, parents and communities, teacher training institutions and NGOs. UNICEF, WB and UNESCO contributed to the programme with advanced project management technologies, consultancy, community mobilization, drafting and implementation of modern didactic materials, and training of teaching and managerial staff, in addition to funding. The better cooperation among government, donors and other partners has helped to overcome bottlenecks and to advance the EFA and MDGs Agenda. Communities that have directly benefited from the programme are the most active in enrolling young children and keeping them in preschools. The challenge consists in generating the same degree of commitment and motivation in all communities involving diverse stakeholders.

## CASE STUDY II: YOUTH FRIENDLY HEALTH CENTERS - UNFPA

Moldova embarked on the road of reforming its health system to target youth after that Inter-Agency Group (WHO, UNICEF and UNFPA) adopted the Youth Friendly Health Services (YFHS) Concept in 2001. The first steps taken in 2001-2003 were to establish pilot YFHCs and, in parallel, to advocate for a policy development on YFHCs, capacity building for service providers within existing services, and for the development of national norms and standards for quality YFHS. The first three youth friendly clinics were established between 2001 and 2003: Juventa in 2001 in Chisinau (in 2004 it became the Methodological Centre of Reproductive Health and Medical Genetics), Neovita in 2002 in Chisinau, and Junona in 2003 in Stefan Voda. They operated with the support from UNICEF.

The national concept of YFHCS was approved through a resolution of the Board of the Ministry of Health and Social Protection, Report No. 11, of 29 November 2005. The Ministry of Health continues to develop YFHCS, with 9 centres having been established with support from the Global Fund to Fight Aids, TB and Malaria (GFATM). According to UNICEF and GFATM advocacy effort, starting in 2006, all 12 YFHC were shifted to Health Systems. As a part of a specialized care, YFHCS are being financed from compulsory health insurance through separate contracts with each centre. The last two YFHC were established in Transnistria region in 2009 with the support of GFATM and UNICEF as part of existing Health System. Starting with 2005 UNFPA has ensured the supply of YFHCs with condoms. Also, with UNFPA support, the “WHO Orientation programme in adolescent health” for health providers has been translated, adjusted and distributed to health providers.

The government developed the National Strategy on Reproductive Health for 2005-2015 with strong support of WHO, UNFPA and UNICEF and approved it 2005. Improvement of reproductive health and promotion of sexual education programmes for adolescents are part of the Strategy. The Ministry of Health approved the Youth Friendly Health Services Quality Standards by ministerial order nr. 168 on June 12, 2009. YFHS quality standards were developed with the technical assistance and strong support from WHO and UNICEF. YFHS quality standards are focused on 7 priorities in adolescents’ health: STI/HIV/AIDS prevention and control, Mental Health problems and substance abuse, psycho-emotional and personality disorders, violence, nutritional disorders, including malnutrition, developmental disorders. YFHS quality standards cover 4 main components: information providing, counselling, medical services provision and referral.

### YFHC activities

Today there are 14 YFHCs in Moldova (including the two Centres in Transnistrian region – Tiraspol and Ribnita). Only 4 of these centres serve as *models of excellence* for such kind of services in the country and will likely serve as referral centres when Youth Friendly approaches are integrated into primary health care networks. At the national level, a Methodological Centre within the National Centre for Reproductive Health and Medical Genetics, based in Chisinau, acts as a referral centre for some reproductive health problems (contraception and pregnancies, infertility etc.), but is mainly responsible for the development of the policy documents (strategy, guidelines and standards) and monitoring, evaluation and reporting.

## Quality of care

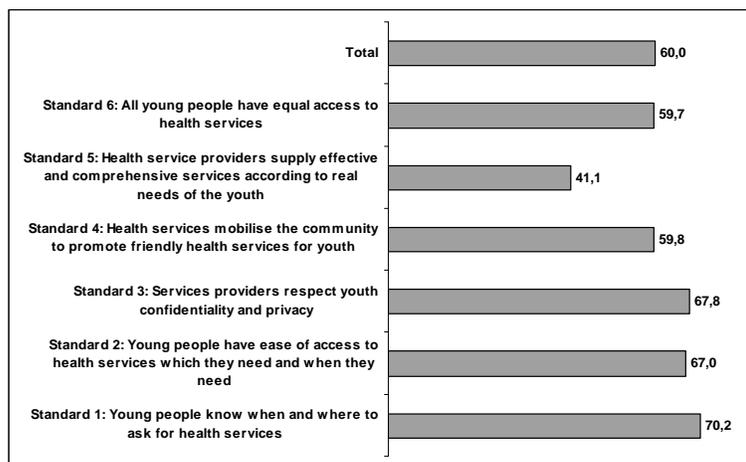
Prior to enacting the new quality standards for youth friendly health services (according to Ministry of Health Order nr.168 – 12.06.2009), a group of six national experts conducted a baseline assessment of the compliance of existing YFHCs and selected Women Health Centres (WHC) and Reproductive health Offices (RHO) to the new quality standards. A total of 98 clients of YFHCs, WHCs and RHOs, 179 young people from the communities in the catchments' areas, 74 service providers and 20 managers from these centres were interviewed. In the sample 12 YFHCs, 2 WHCs (out of an existing 3) and 6 RHOs (2 per geographic region, out of a total of 47) have been included<sup>74</sup>.

The results for YFHCs evaluation have shown the highest compliance in the following areas

- Standard 1: Young people know when and where to ask for health services (70.2%)
- Standard 3: Services providers respect youth confidentiality and intimacy (67.8%)
- Standard 2: Young people have easy access to health services which they need and when they need (67.0%)

The lowest compliance is for standard 5: Health service providers supply effective and comprehensive services according to real needs of the youth (41.1%).

**Table 2: Compliance of the YFHCs services to quality standards (in %)**



The existing 12 YFHC (without those in Transnistria) have different levels of compliance to YFHS Quality Standards, with an average score of compliance of 60%. In 6 YFHC, the scores of compliance to the YFHS Quality Standards were higher than average: Chişinău (69,7%), Bălţi (66,7%), Cimişlia (65,4%), Edineţ (64,2%), Costeşti (Ialoveni) (69,3%) and Leova (66,8%).

<sup>74</sup> G.Lesco, V.Ciubotaru. Baseline assessment of the quality of YFHS in relation to YFHS Quality Standards. 2010, unpublished report

One Centre (Criuleni) is at the average level of compliance, and in 5 Centres level of compliance to the Quality Standards was lower than average: Anenii Noi (53,3%), Calarași (50,8%), Hânțești (47,3%), Soroca (50,3%) and Ștefan Vodă (54,7%).

Based on the existing experience and the results of the evaluation, the MoH prepared a Scaling up YHFS strategy, which includes: revision of legal and regulatory framework, capacity building, strengthening of M&E system and Communication for development. The support will be provided by UNICEF, WHO, UNFPA and SDC.

## CASE STUDY III: JOINT UN PROJECT “STRENGTHENING THE NATIONAL STATISTICAL SYSTEM” (2007-2010) – UNDP

### Background and Problem Statement

Since Moldova’s independence, a number of donor agencies have assisted the National Bureau of Statistics (NBS). Examples are World Bank (social statistics, establishment of Household Budgets Survey), EU/TACIS, IMF (System of National Accounts and price statistics), DFID (Agricultural Survey, Household Budgets Survey, Labour Force Survey and Sampling Unit, budget support for Population Census 2004), SIDA (budget support for Population Census 2004), EU/Food Security Program (further development of Household Budgets Survey and budget support for Population Census 2004), and UNDP (gender statistics).

However, the efforts of these development agencies were not always adequately matching the local needs and their support was often fragmented and driven by donors’ priorities rather than meeting Moldova’s needs. Despite the significant progress, the data collection and data dissemination systems remained weak and not in line with international standards, while data analysis was far from desirable, suffering from inconsistent methodology, multiplicity of data sources, weak capacity of data providers and data users. Most of indicators were not disaggregated by sex, age, and geographical territory; and even existing disaggregated indicators were often not disseminated and were not easily accessible. The National Statistical System faced many issues related to underdevelopment of computerized registers, fragmented statistical activities in line ministries, inadequate resources, and lack of continuous training and capacity building.

The system overall provided rather limited information for decision makers to analyze current situation, develop policies, monitor their implementation and evaluate impact, as well as to assess to what extent Moldova is fulfilling its obligations under economic, social and cultural rights.

The assessment of the situation prompted the need for more strategic and coordinated support interventions to strengthen data production, dissemination and use to provide relevant, accurate, timely, comparable, coherent, and complete statistical data to be sine qua non of a rational planning and decision-making process.

To assist the NBS in achieving this goal and to help it to ensure standards to statistical production with a carefully designed legal infrastructure, five UN agencies (UNDP, UNICEF, UNFPA, UNIFEM, and ILO) together with the NBS joined forces to support a well-established register system and strengthen the institutional capacity of the NBS and the line ministries responsible for administrative statistics.

The partners (UN agencies and the NBS) set the goal of improving data collection, dissemination and utilization of statistical information with particular attention to national needs and official statistics’ overall conformity with international standards. The specific outputs sought were: Improved availability, quality, and usage of disaggregated statistical data (with emphasis on data disaggregated by geographic area, age and gender). The project objectives included:

- Improve the capacities of the NBS and other line-ministries involved in the production of statistical information to timely produce data of appropriate quality and level of disaggregation
- Improve the availability of data through improvement of data dissemination systems, practices and tools (availability of high-quality statistical printed and web publications addressing needs of data users);
- Improve the use of available data for participatory policy making through enhancing statistical users' literacy (by increasing the capacity of government, CSOs and other stakeholders, as well as stimulating data use for both in-government and outsourced policy analysis);

The project had three specific components: Data Production; Data Dissemination and Data Use. The project's activities include:

- Review of indicators, statistical reports, reporting needs, information flows, and sector information systems;
- Introduction of new tools to collect missing data for necessary indicators or improvements in the quality of indicators and/or disaggregating level;
- Building the capacities of NBS to conduct statistical surveys, to gain knowledge on new standards and provide methodological guidance;
- Review and rationalization of the dissemination tools and increase in awareness of data users on available information; and
- Strengthening the capacities of data users to use statistical data for official and alternative policy analysis and monitoring.

### **Main Achievements**

*Availability of qualitative statistics through improvement of the existing data and production of new statistics*

- Review of statistical infrastructure in the field of crime and justice carried out through the assessment of information flows, toolkit, system of (42) indicators available, reporting requirements; recommendations on implementation of new statistical indicators and tools on the basis of international standards and national needs
- 98 labour and living conditions indicators reviewed through a gender lens
- Harmonised set of (244) development indicators in a gender-sensitive manner in the context of the MDGs aimed to set a platform for mainstreaming gender into national policies and to ensure efficient monitoring and reporting on the promotion of gender equality in Moldova
- Statistical infrastructure and toolkit in the 3 fields of environment (air, wastes and water) has been reviewed and progress to optimise the system of data collection has been made through establishment of segregation of data collection responsibilities in separate areas of environment statistics among the concerned parties;

- The system of statistical indicators in the field of e-development has been brought in accordance with the international (UN and EU) standards as a response to the request of the Government (Ministry of Information and Communication Technologies and NBS) to improve, through optimization, the information flows in the field of ICT consisting of multiple data sources which provided distinct information and, thus, hampered the monitoring and evaluation process at different levels of administration;
- A system of continuing training of the NBS staff involved in the statistical surveys (interviewers & observers from regional statistical offices) set up through the development of respective curriculum & training materials and organised trainings. 16 staff from NBS's central and regional offices have been taught to act as trainers within the network observers and interviewers of NBS (Training of Trainers);
- A package of recommendations (*Manual on quality in statistics* and *Quality Plan*) were provided to the NBS management and which, while being implemented gradually, will allow for the development and introduction of the concept of statistical quality management;
- Methodology and tools for the *Time Use* statistical Survey (to be implemented in 2011) were developed;
- Statistical data on social exclusion have become available for the Moldovan community and the capacities of NBS to collect respective data within the regular sample survey on households' budgets and, respectively, to produce relevant statistical indicators, meant for the Government policy units which are concerned with elaboration and implementation of social inclusion and cohesion policies, have been built. The given effort has also resulted in a methodological and analytical report on 'Approaches to Social Exclusion in the Republic of Moldova' on the basis of which the NBS could further enrich its spectrum of areas covered by the social statistics with one more statistical domain on social exclusion, as well as facilitate indicators integration into evidence-based policies;

#### *Dissemination of statistical data*

- Capacities were built and public awareness raised on such topics as social exclusion, gender, labour force and living standards statistics, quality in statistics, e-development, enterprises start-up through gender lens, etc. Official statistics have been used during 20 organized events (seminars/round-tables, public presentations and trainings) aimed for representatives of NBS, competent line ministries, representatives of local NGOs, think-tanks and academia (at least 30 per/event);
- Reference metadata on 16 distinct statistical domains/sub-domains, 6 statistical sample surveys and 26 MDG indicators developed in a single standard in line with the provisions of the Institutional Development Plan of NBS for 2009-2011, as well as the international standards, and made available to the public through NBS's webpage;
- First (for NBS) public opinion poll (310 respondents) concerning the quality of statistical information produced by NBS and data users' satisfaction with available statistical information.- This was meant to assess the effectiveness of NB's efforts as data provider, the actual and potential impact of the statistical information upon the society

and to use these results for the improvement of the dissemination policy, practices and tools of the NBS

- The availability of statistical data has been increased through the development and dissemination of (11) statistical, analytical, methodological and graphical publications (on living standards, employment and unemployment, start-up and development of enterprises, approaches to social exclusion, impact of crisis on poverty, impact of prices growth on population wellbeing, education, demography) in an easy-to-use format representing concrete responses to the needs formulated by the data users, mainly public administration;

#### *Use of official statistics in sectoral and national policy analysis*

- Poster with the main demographic indicators “Demographic situation of RoM 2008”, developed on the basis of NBS official statistics disaggregated by age groups, sex, and geographic location, presented via 9 maps and 5 graphs, a forecast, structure of population by main age groups” for the period of 1990-2051 elaborated by the Academy of Science of RoM - facilitates the understanding and accessibility of data users to the meaning of the indicators
- The capacities of both independent analytical groups to produce analytical and research papers for the benefit of public administration, as well as line-ministries to consequently use the official statistics in policy-making, are fostered through small grants being awarded under the Research Component of the Project (newly implemented). 4 grants were offered for projects aimed at the development of analytic researches based on available official statistics in different fields of national economy (topics formulated by the line-ministries), performed by research institutions (think-tanks, analytical groups, research institutes, etc.).

#### **Lessons Learned**

The project was an important milestone to move from supply-led to demand-led technical assistance to NBS with joint programming by UN agencies.

A number of important lessons were learnt, including: joint programming and close collaboration between the sponsoring and supporting agencies and the Bureau transformed NBS into an open, strong, viable and useful national institution.

The most important achievements - also in most demand for policy analysis and policy making are the improved statistical tools, which allow better and in-depth studies on social inclusion, use of time and labour statistics and demographics. Improvement of statistical infrastructure has proved to be crucial for policy monitoring. A number of other UN projects such as the Agricultural census project of FAO and demographic research (IOM, EU) build on the achievements under the Joint Statistics Project.

Building up the goodwill and trust between NBS staff and the project team was a critical factor of success for the project. Equally important were the continuous capacity building and training of NBS staff and the supporting of their relationships with partner statistical offices worldwide.

However, the staff turnover is high at NBS due to low salaries and measures need to be designed and put in place to ensure sustainability of the capacity building of NBS staff.

While the project included activities to strengthen the capacities of the line ministries to (a) provide good quality data and information, and (b) to use statistical data in policy evaluations, it was learnt that these efforts were not sufficient enough and more targeted support is needed, including for senior personnel.

It was also learnt that more efforts need to be directed to making the end products more user-friendly.

### **The Ways forward**

Last year a normative framework was adopted at NBS to serve as a platform for the next stage of reforms aimed at comprehensive data integration, including business statistics. In particular, one of the most acute needs now is the task to achieve compatibility with the EU standards.

More work needs to be done with the line ministries- in their capacity both as providers of original data and as end-users of the data generated by NBS. Their capacities in these terms are not always adequate.

More data is needed for the social sector and in the area of human rights (e.g. on the cases of domestic violence, etc). While the availability of disaggregated data has increased, the demand for more disaggregation is growing.

The capacity constraints at NBS result in the fact that sometimes the analysis and reports become available only after they cease to be of critical importance for the line ministries. Hardware and software computing and IT infrastructure at NBS needs upgrading and enhancement to cope with the increased tasks, both in scale and in scope. It is recommended that the international donor agencies pool resources and join efforts to enhance the development of IT component within NBS

Transparency at NBS has increased with all the publications and metadata online, but more needs to be done in terms of the accessibility of the databases to the general public and researchers.

## CASE STUDY IV: DISASTER PREPAREDNESS AND RESPONSE - WHO

### Background

Moldova's territory is frequently and increasingly affected by a number of natural, manmade and biological disasters, which since 2000 occur almost with annual frequency. These events lead to social risks and threats and both effects together have a significant impact on the health system, for instance throughout periodical outbreaks of Diphtheria or a general and permanent increase of TB. Many of the environmental hazards in the country are weather-related and could potentially be exacerbated by climate change in the years to come. This includes droughts, windstorms, extreme precipitation and floods, and heat waves.

These events affect the country in the context of an overall health status, which is steadily improving, indicated by an increase in life expectancy at birth and a decrease in neonatal and post-natal death rates. However, there is a high incidence of chronic diseases in people over the age of 45. Maintaining routine health services for this vulnerable group during a crisis is an important factor in decreasing avoidable mortality and morbidity.

### Disaster Medicine Centre

The project addresses disaster preparedness at institutional level from two different approaches. The first one addresses the structure of health management in crisis or disaster situations and the second one addresses the institutional capacity of health institutions (hospitals and other) to respond quickly and accordingly in emergency situations.

In order to be able to better address these problems, in spring 2008, a baseline assessment of health security and crises management capacity was conducted with WHO support. This had a significant advocacy and sensitization effect. Since then, disaster preparedness and response has become a priority issue on the Ministry of Health (MoH) agenda.

The minister of health nominates by decree the main specialist of the Ministry of Health in disaster medicine who now acts as health crisis coordinator at country level. Also, a Disaster Medicine Centre (DMC) has been created and operational since April 2008. The creation of the DMC led to important changes in the hierarchical structure of institutions that are part of the national health system and their structure of cooperation during emergency situations. Shortly after its creation, the DMC has started to play its intended role and already proved to be efficient during the flooding and heat waves crises in 2009 and 2010.

In 2009, the Ministry of Health, in collaboration with the Disaster Medicine Centre organized an emergency simulation exercise (earthquake simulation) in the Anenii-Noi rayon's hospital in commemoration of World Health Day (April, 7<sup>th</sup>). The event was attended by chief-doctors of all rayon's hospitals (34), as well as by representatives of the MoH, local public authorities and other relevant agencies (like the Civil Protection and Emergency Situations Service), as well as by the WHO Regional Director and Deputy-Regional Director for Europe. This was the first exercise of this kind that contributed to national capacity building in the field.

Both the “Assessment of health security and crisis management capacity” report and the evaluations done during the hospital simulation exercise have identified the lack of a country-wide evaluation of hospital safety in disasters as a gap.

### Hospital Safety

Shortly after its creation, the DMC launched the idea of having the Pan-American Health Organization (PAHO) develop an assessment methodology for hospital safety (Hospital Safety Index) as a tool for the evaluation of hospital safety in the Republic of Moldova. By the end of 2009, the HSI tool was translated to Romanian and adapted in its methodology regarding the specific characteristics of the Moldovan health system, for its pilot implementation in three Moldovan hospitals at central and district levels. The piloting was quite successful and has paved the way for a nation-wide assessment of all hospitals in the country, with subsequent resilience strengthening interventions. Following this, other 63 republican, municipal and rayon’s hospitals in the country have been successfully evaluated in 2010. Individual reports for each hospital are available. The summary report has been drafted and submitted to the MoH for comments, its official launch being planned for early 2011. The availability of up to date information regarding the preparedness of all major public health service providers in the country and their capacity to offer emergency services (including their geographic coverage) and the expected speed of response are core pieces of information which make the management of a disaster medicine system perform better and respond quicker.

Furthermore, in 2009, the DMC has developed the National Guidelines on Medical Triage in Disasters. Medical triage is a process for sorting injured people into groups based on their need for or likely benefit from immediate medical treatment. Triage is used on the battlefield, at disaster sites, and in hospital emergency rooms when limited medical resources must be allocated. This process has contributed significantly to the achievement of consensus regarding the national guidelines among stakeholders in different sectors, the final document being a unique one in the region.

In 2010, a National PHEM (Public Health Emergency Management) course was developed based on WHO materials and regional consultations. In fall 2010, the Centre of Disaster Medicine, in partnership with the National School of Public Health, has piloted the course with a group of trainees for a master’s degree in public health. It is envisaged to fully integrate the course in the official Curricula of the School of Public Health and scale-up training at local level.

## CASE STUDY V: PROTECTION AND EMPOWERMENT OF VICTIMS OF DOMESTIC VIOLENCE AND HUMAN TRAFFICKING - IOM

### Background

While gender equality is established in Moldovan law, entrenched patriarchal attitudes perpetuate the subordinate position of women in the family and in society. Domestic violence and human trafficking, including sex trafficking, constitute serious violations of human rights and pose serious threats to human security in the country. Many of the victims of sex trafficking are young women from rural areas who have suffered poverty and/or domestic violence. High rates of poverty combined with high female unemployment and housing shortages makes it difficult for women to extricate themselves from abusive situations. Women blaming themselves for provoking violence, and choosing to remain silent due to shame and distrust of officials further exacerbate the situation.

The 2007-2011 UNDAF includes under Outcome 2, a commitment to ensuring that vulnerable groups enjoy improved access to social protection services including systems to prevent and protect from violence, abuse, exploitation and discrimination. To this end, the UNCT has contributed to improved policy and legal frameworks, and has made direct contributions to the creation and development of services to provide assistance to survivors of trafficking and domestic violence through the “Protection and Empowerment of Victims of Human Trafficking and Domestic Violence” project.

### Project Achievements

UNDP, UNFPA, IOM, and OSCE launched the “Protection and Empowerment of Victims of Human Trafficking and Domestic Violence” project in October 2008. With a 3.35 million USD budget over a three-year period, the project’s goal is for targeted at-risk persons to enjoy more equitable and guaranteed access to quality basic services. National partners include the MLSPF, MLPA, target LPAs, MoI, MoH, MoR, NGOs and CSOs, and the media. Donor agencies and national implementing partners cooperate for enhanced protection and empowerment of victims of domestic violence and trafficking working in two areas:

- Top-down Protection: enhanced protection to victims through a strengthened government referral system; and
- Bottom-up Empowerment: of local communities, civil society and the media to prevent and address root problems.

The protection component expands the National Referral System (NRS) to victims and potential victims of human trafficking through referrals to service providers. The project provides support and capacity building to expand the NRS throughout the country and to strengthen structures for identification and assistance (shelter, repatriation, rehabilitation) to help victims of human trafficking and domestic violence reintegrate into society and increase their personal security.

The empowerment component builds the capacity of local communities and civil society to prevent and combat domestic violence and human trafficking with support for holistic community-based interventions and local service providers. This component includes small grants and awareness raising activities. The project gives special attention to working in geographic areas where instability and poverty feeds trafficking networks and impinges on human security.

### Box 3: Trust Line for Domestic Violence Support

*"I am graduating this year from the university and live with my boyfriend. He doesn't allow me to go to lessons. He says that when we will get married, I will stay home and take care of children. He prohibits me to go out with my friends. I cannot even visit my parents. He hit me for the first time when I told him that I want to break up."*

Call from young woman to hot line run by an NGO with support from the project. The line receives over 80 calls per day.

*Source: UNDP, UNFPA, IOM, Second Donor Progress Report, 2010*

The project contributes to prevention of trafficking and domestic violence cases, as well as to better identification and assistance of victims. The project has helped raise awareness of the general public, while making an important contribution to building the capacity of public services to provide assistance based on a multidisciplinary approach. The joint efforts of the multiple implementation agencies facilitated the simultaneous development of individual protection measures with community empowerment in a systematic and sustainable manner.

This project has played an important role in contributing to a period of remarkable progress in Moldova toward designing and implementation of a comprehensive system for the protection of women's and children's fundamental rights to human security. Successes under the project were aided in a synergistic fashion by other initiatives to prevent and combat trafficking and domestic violence. In particular, the Law to Prevent and Combat Domestic Violence entered into force in September 2009. Prior to this, there was no known decision by any authority in Moldova to order protection for a victim of domestic violence. Since September 2009, however, more than 40 protection orders have been issued. Furthermore, with UN support and policy expertise, the Criminal and Criminal Procedure Codes, Civil and Civil Procedure Code and other legislative and normative acts were amended in 2010 to facilitate the implementation of the law on domestic violence, thereby criminalizing sexual harassment and domestic violence.

### Challenges

First, the political situation in Moldova during the project period was unstable. Two parliamentary elections in 2009 failed to elect a President. Political uncertainty and the intermittent lack of a fully functional Parliament and Government stymied promotion of legal and regulatory reforms and delayed allocations of increased state funds for victims and potential victims of trafficking. Activities and deadlines were adjusted accordingly. Hence, activities over the most unstable period were focused on the local public administration

while partner agencies continued lobby and advocacy efforts at national, regional and local levels. These efforts helped ensure that political instability did not cause major changes to protection and assistance of victims and potential victims under the project.

Second, the financial crisis reduced the capacity of the Government and local public authorities to co-finance some of the initiatives within the project, including the planned 2009 funds for repatriation of children and rehabilitation through the Chisinau Assistance and Protection Centre (CAPC) within the state budget. Financial support from IOM was increased to facilitate operations of the Centre during this period. IOM, as the chair of the UN Theme Group on Health and Social Policy, together with UNFPA and UNDP, facilitated the development and dissemination of a position paper to address the issue of budget cuts and the effect on social protection.

Third, any victims and potential victims of domestic violence do not trust law enforcement agents, thereby helping to perpetuate violence. To address this issue, UNFPA designed a training tool to teach police how to work with victims of domestic violence. An awareness raising campaign designed to improve people's trust of law enforcement bodies was also implemented in cooperation with UNIFEM and an international NGO (La Strada).

Fourth, high staff and coordinator turnover rates on Multi-Disciplinary Teams (MDTs) presented a challenge to smooth functioning of the district level MDTs within the NRS. To address this issue, the project worked to provide MDTs with more elaborate and user-friendly training materials that could be used to instruct newly appointed team members, thereby reducing the need for repeated follow-up trainings. Follow-up trainings were planned based on close monitoring of the MDTs by the National Coordination Unit, including field visits and discussions with new employees.

Finally, many victims of domestic violence refuse to be officially registered by social assistants, preferring to speak unofficially about their situations. This pattern is influenced by victims' low self-esteem and feelings of shame. This led to limitations in project plans to organize self-help groups for victims. In response, some communities replaced the planned support groups with one-on-one counselling. Additionally, general information sessions on women's health, reproductive health, gender equality and domestic violence were offered for women, including both victims and non-victims of domestic violence.

## Lessons Learned

Protection and empowerment of victims and potential victims of human trafficking and domestic violence are effective if based not only on direct interventions at the level of personal security (early identification, direct support, assistance services, etc.) but also on addressing community security as a whole. Protection measures at an individual level combined with community empowerment has proven to be one of the most effective ways of reducing vulnerability related to human security.

Strong communication between the implementing agencies and national partners facilitates efficient exchange of information and coordination of activities. Close coordination of activities at national, regional and local levels improves effectiveness and cost efficiency

Direct participation of government counterparts in project management increases engagement and ownership of the Government to address human trafficking and domestic violence. Participation of representatives of the MLSPF and MoI, as well as district level

multi-disciplinary teams (MDTs) in the monitoring of community level MDTs, impacts positively the quality of feedback provided, corrective measures taken, communication from local to higher levels, and referral of cases. Cooperation with local authorities at district and community levels, as well as with civil society and media, helps ensure that the support provided to communities responds to real needs.

Efficient communication, coordination and cooperation are crucial for the successful implementation of joint projects involving several partners. All activities at national, regional and local levels should be coordinated and, if and when possible, organized jointly.

The combined efforts of donor agencies, government and civil society partners working within this project demonstrate the ability to affect social change over a relatively short period of time. The combination of political will, technical expertise and donor support have helped bring the issue of domestic violence and human trafficking into the public and political purview.

### **The Way Forward**

While the issue of domestic violence is far from overcome, this project has contributed to the development of an emergent system for the protection of victims of domestic violence; many issues remain: most rural victims lack available shelter; women are still distrustful of authorities and reluctant to report domestic violence; authorities in many areas are not yet familiar with legal requirements to protect victims of domestic violence. With the basic institutional measures now in place, training and action in the coming years is set to advance and develop this framework. Next steps include a more concentrated focus on perpetrators, as well as on extending the system of shelters and other services for victims

## CASE STUDY VI: REGIONAL PROTECTION PROGRAMME - UNHCR

### The Problem

Moldova, Belarus and Ukraine are situated at the Eastern border of the enlarged European Union. All three countries are transit countries for large-scale irregular migration movements westwards, facilitated by smuggling and human trafficking networks. They have been thus confronted with the challenge of establishing migration management systems to combat irregular migration and provide protection to refugees.

The system of profiling, screening and referral of asylum-seekers by the border guards to the migration authorities was weak. Detention was used as a deterrent to irregular migration with negative consequences for asylum-seekers and other individuals in need of international protection. They were even deported for crossing borders illegally. Detention conditions at the Border Crossing Points (BCPs) for migrants and refugees were totally inappropriate. The lack of an effective protection monitoring or access to the border and police impeded UNHCR and its partners to monitor and check the potential refoulement and access to the asylum procedure. Asylum information was not available to migrants. The asylum procedures were underdeveloped, while interviewing facilities at airports and BCPs were missing. Distinction between asylum-seekers, refugees and irregular migrants was neither clear to the border / police authorities nor to media and the general public.

The “Regional Protection Programme” (RPP) has therefore aimed to ensure that the three countries keep their doors open to all persons in need of international protection and that refugee status determination procedures are fair and effective. RPP is a two-year project (April 2009- March 2011), funded by the European Union, at the cost of 1 million Euro (out of which 400,000 Euro for Moldova), and implemented by the UNHCR in close cooperation with national authorities (ministries of interior - MoI, border guards, migration and asylum authorities), international organizations (IOM, etc.), civil society and refugee communities. Recently, the project has been extended until September 2011.

### Project Achievements in the Republic of Moldova

The main project achievement to date is a strengthened capacity of the Government and of other key national stakeholders (MoI, Border Guard Service, Bureau for Migration and Asylum, judiciary and civil society) to implement Moldova’s obligations undertaken under the 1951 UN Convention Relating to the Status of Refugees. This has been done through an intensive training programme of judges and lawyers involved in the appeal stages, MOI staff, border guards and police officers, NGOs; development of a mechanism for the receipt of asylum applications and referral of asylum-seekers to responsible institutions; dissemination of a practical Guide on asylum legislation; infrastructure rehabilitation<sup>75</sup> and

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<sup>75</sup> Temporary Accommodation Centre for Asylum-Seekers, Interviewing/Temporary reception rooms for asylum-seekers at Chisinau International Airport, Leuseni and Palanca International Border Crossing Points.

procurement of equipment, vehicles, books and referral materials on international refugee and human rights law; networking and exchange of experience between partners in the country and with counterparts in the EU neighboring countries; public information activities. Information exchange and cooperation across the border between NGOs has been developed to report and follow up individually on non-admission and expulsion of asylum-seekers including those in the readmission procedure.

As a result, there is currently an enhanced access to the territory and fair asylum procedures in place for asylum-seekers arriving in the country. No refoulement cases have been reported to UNHCR in Moldova in 2009 and 2010. Xenophobic attitudes towards asylum-seekers, refugees and migrants are nowadays reduced to minimum due to increased awareness amongst government officials, NGO partners and the public in general on their rights and needs. Another important achievement of the project is enforced protection monitoring at border and detention facilities through NGO partners which provide legal assistance to asylum-seekers and refugees apprehended for illegal border crossing or staying in the territory.

Institutionalization of refugee law courses at Border Guard College in Ungheni and “Stefan cel Mare” Police Academy in Chisinau is a notable result of the project that is planned to be replicated regionally in the other two project countries: Belarus and Ukraine. Refugee law libraries for courts and institutions conducting refugee related courses (public and private) have been also created and are functioning nowadays.

Last but not least, the project managed to develop an excellent inter-agency cooperation and coordination amongst government and NGO refugee operators, as well as cross-border cooperation between government and NGO partners from Belarus, Moldova and Ukraine with the neighboring EU countries such as Poland, Slovakia, Hungary and Romania.

## Challenges

There have been several challenges and constraints in the implementation of the project, the most significant one being related to the promotion and facilitation of resettlement as a durable solution for vulnerable cases of refugees. Thus, the poor economic environment overall impeded the project to successfully support refugees, asylum seekers and beneficiaries of humanitarian protection to find work and adequately take care of themselves and their families. Some employers do not realize that refugees, asylum seekers and beneficiaries of humanitarian protection are legally allowed to work. Many of them do not work in the area of their qualifications because foreign diplomas and experience are usually not recognized and/or welcome by Moldovan employers.

Moreover, some employers refuse to hire foreigners even if they have necessary qualifications and documents because they consider that this would

### Box 4

While relevant organizations have become more involved in issues related to refugee integration, the absence of national refugee integration programmes and the lack of institutional mechanisms to facilitate the involvement of NGOs in refugee integration projects make it unlikely that partners will be able to assume full responsibility of these projects without UNHCR's continued financial support.'

*UNHCR, 'Refugee Protection and Mixed Migration: a 10-Point Plan of Action', February 2011*

create additional problems to them. The lack of social housing hampers the ability of refugees to find adequate housing, forcing many vulnerable people to continue to reside at the Temporary Accommodation Centre. Prospects of local integration are not sufficient due to legislative gaps and lack of socio-economic support to refugees as almost no state funding to refugee protection is available.

Another constraint was related to changes in the leadership of the national partners after April 2009 and important staff turnover in the border guard service which led to delays in the negotiation process, respectively the need to repeat the training courses for the newcomers in the system.

### Lessons Learnt

Protection of refugees, asylum-seekers and beneficiaries of humanitarian support is effective when resources (legal, financial, human, material) of the government, civil society, UNHCR and other UN agencies<sup>76</sup> and international development partners are mobilized in concert and when the rights of these people are properly understood by all key Duty-Bearers (civil servants, police officers, judges, lawyers, border guards, employers, etc.) and public at large. In this respect, a crucial role is played by strong inter-agency communication and cooperation, sound training programmes and forceful public education and awareness campaigns.

Communication amongst the government services and between the government, NGOs, UNHCR facilitates efficient exchange of information and coordination of activities, which improves effectiveness and cost efficiency. Information exchange and cooperation across the border between NGOs make possible the follow up on non-admission and expulsion of asylum-seekers including those in the readmission procedure, thus enhanced access of asylum-seekers to the territory. Efficient communication, coordination and cooperation are crucial for the successful implementation of projects involving several partners in the country and especially partners from abroad.

Training investment is effective if courses are institutionalized in the pre-service and in-service education system.

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<sup>76</sup> For instance, IOM on issues related to management of irregular migration.