



D R A F T

**Annual session, 2004
Country programming and related matters**

Country Programme Document for Romania (2005-2009)

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Part I: Situation Analysis

1. Development in Romania today is dominated by the “road map” for EU accession. Pre-accession funding - approximately US\$780 million committed by the EC in 2003 – is set to rise to approximately US\$1 billion annually by 2006. Key economic indicators are on an upward trend: 4-5% annual growth over the past several years; inflation projected at 9% in 2004 (down from 45% in 2000); and trade with the EU rising by 11% in 2002 alone. The most recent EC report on Romania’s progress toward accession (November 2003, www.infoeuropa.ro) concludes that Romania is on track towards fulfilling membership requirements for 2007, with twenty of thirty negotiating chapters provisionally closed. Nevertheless, “overall capacity for programming, operational management and financial control remains insufficient”¹ – a reflection that aptly summarizes the challenge facing Romania as it attempts to translate recent stability and growth into lasting human development achievements.

2. Significant challenges to achieving EU membership remain, and human development indicators in a number of key areas remain worrisome (see EC progress report and the UN Common Country Assessment, CCA November 2003). Romania’s first MDG report (December 2003, www.undp.ro) outlines country-specific goals and targets in the areas of poverty reduction, employment, combating HIV/AIDS and other diseases, environmental sustainability, and information technology.

3. Though Romania is ranked in the upper tier of middle income countries (UNDP Human Development Report 2003, www.undp.org/hdr2003), poverty continues to be widespread and persistent: roughly one third of the population lives under the national poverty line, with the highest levels found in the northeast of the country and rural areas (World Bank Poverty Assessment, 2003). The minority Roma population is particularly affected. Extreme poverty stands at just one percent of the total population, but the rate has actually risen recently among the Roma, from 5 percent in 1995 to 8.7 percent in 2001.

4. Regional disparities are also increasing: the per capita income in Bucharest is more than double the national average and three times higher than the poorest region. Unemployment (8.1% in 2002) is highest among the young (approximately 20 percent since the mid-1990s) and particularly among young people from 15-24 years. The Roma population (estimated at 1.8-2.5 million people²) is

also vastly under-employed and suffers from widespread employment discrimination (though not legal discrimination) and poor access to social services and job training – despite a number of initiatives of the Government that have tried to address the problem. Romania continues to suffer from the scourge of trafficking in human beings - as a country of origin, transit and destination for victims.

5. Sustained economic growth that reduces poverty and creates jobs remains a top government objective. However, barriers to small and medium enterprises (SMEs) - which account for 41 percent of total employment – coupled with an unstable investment climate are slowing the creation of widespread, geographically dispersed job opportunities. Entry into the SME sector is hampered by red tape and lack of financial intermediation; building an entrepreneurial class among women (and outside of Bucharest) and diversifying SMEs away from trade and services are additional challenges. FDI in Romania (US\$7 billion from 1990-2001 vs. US\$20 billion in Hungary during the same period) has suffered from poor quality of information available to investors, incomplete privatization, and investment uncertainty brought about by bureaucracy, legal instability and corruption.

6. At the root of much of Romania’s development and EU accession challenges is the quality of democratic governance and, particularly, the capacity to transform laws and newly created institutions into effectively implemented public policy. The coordination required between various government institutions and civil society to design and implement new policies is insufficient. As concluded in the CCA, substantial gaps exist between Romania’s legal framework for governance and the resources (financial and technical) to implement reform. For Romanian citizens, this translates into poorly delivered public services in a climate characterized by cumbersome procedures, limited transparency, and corruption. As the mandate of local counties (Judete) grows in line with government decentralization policies, this capacity gap becomes more evident. In addition to having limited administrative capacity and a shortage of information technology and skills, local authorities are often not consulted on decentralization laws and the processes for the transfer of authority.

7. At the national level, laws are designed and adopted hastily, without adequate regard to feasibility, impact and budgetary implications. Cross-sectoral coordination and horizontal accountability among ministries is substantively limited. “Sunshine laws”, adopted with the aim of increasing participation and transparency, have yet to take hold – in part because many departments at central and local level lack the means (or strategies) for implementing them. As a result of these many reform initiatives, government

identifying themselves as such.

¹ EC report, p. 7.

² According to the 2002 census, the official figure for the Roma population was 535,000; estimates of the actual number – this one from the EC report on progress towards accession - are considerably higher at least in part because of some Roma not

institutions at the national and central level are struggling to achieve effective coordination and build the capacity – including through enhanced ICT initiatives – to implement policy and improve service delivery. Concurrent to – and in support of – these efforts is an ongoing overhaul of public administration, including a comprehensive reform of the civil service (the civil service statute was revised in March 2003) that should tackle some of the root causes of corruption.

8. Governance shortfalls have a pronounced effect on the environment and environmental policy in Romania. The integration of environmental protection into other policies has been weak. National coordinating mechanisms – such as the Inter-Ministerial Committee – have been ineffective. Budgetary outlays and staff for environmental investments have been low to the point that the EC has warned that proper implementation of the environment *acquis* is at risk. As in other sectors, new laws and regulations have far outpaced the strengthening of administrative capacity (especially at local level), with detrimental effects on clean water supply, air pollution, greenhouse gas emissions, the management of natural resources, and energy supply/conservation.

9. The Government of Romania and the EU have recognized that significant capacity gaps are likely to be present, even after accession to the EU takes place as expected in 2007. As in other EU accession countries, a further transitional period of approximately three years is foreseen. The proposed UNDP commitment to Romania, which extends to 2009, includes provisions to support the Government's efforts to address the challenges of the immediate post-accession period.

Part II: Past Cooperation and Lessons Learned

10. The UNDP Country Cooperation Framework (CCF) for the period 2000-2004 focused on three programme objectives: democratic governance and decentralized development; enabling environment for sustainable livelihoods; and support to environmental governance. Delivery through 2003 has been roughly on par with the approved budget of US \$10.9 million for 2000-2004. UNDP has delivered approximately US \$6.9 million in 2000-2003.

11. A Pilot Joint Mid-Term Review of the CCA and UNDAF (UN Country Team, 2001 www.un.ro/report.pdf) identified shortcomings with respect to joint decision-making and implementation among the UN Country Team agencies and their government counterparts. It called for re-organization and streamlining of UN theme groups and the strengthening of the Resident Coordinator's office in order to produce a stronger second generation CCA/UNDAF.

These recommendations were adopted and UNDP's Country Programme Document is derived from the outputs of an enhanced CCA/UNDAF process.

12. Joint stakeholders' reviews (UNDP-Government, civil society organizations and other partners) have highlighted a number of key lessons and recommendations under each of the CCF focus areas that have shaped the design of this Country Programme (CP).

Major lessons – CCF focus area 1: Democratic Governance and Decentralized Development

- UNDP has contributed significantly to human development policy making through human development reports (global and national) and its early warning project. UNDP-sponsored "Early Warning Reports" – self-sustainable since 2003 – were identified by a 2003 evaluation by UNDP HQ as a best practice for the region. UNDP support to national and regional anti-trafficking measures – because of the need for cross-border coordination and networking by a neutral actor – has garnered significant support from donors.

- Insufficient consultation with national partners and inappropriate timing – and therefore lack of shared vision and national ownership – affected UNDP/CCF governance initiatives that targeted Parliament and the Ombudsman office. On the other hand, improved government transparency and accountability has been achieved through UNDP's project to strengthen the Presidential Administration – for which the Government sought out and jointly formulated the services to be provided by UNDP.

Major lessons - CCF focus area 2: enabling environment for sustainable livelihoods

- The focus area responded to the economic crisis of 1995-1999 (characterized by the worst poverty levels in a decade). As a result of improved macro economic performance since mid-2000, UNDP has increasingly shifted towards growth-oriented approaches and away from direct poverty alleviation interventions. This is also in line with Romania's MDG strategy of tackling poverty through growth.

Major lessons - CCF focus area 3: Support to Environmental Governance

- Institutional constraints, insufficient financing sources, and limited diversification of fields of intervention have affected project implementation, and hampered UNDP's leverage in environment policy and coordination. Alternative financing sources in addition to GEF – including the government, bilateral donors, and private sector – and a more diversified portfolio (water and waste management, renewable energy, climate change in addition to the current concentration on

biodiversity) will allow UNDP to more effectively support policy dialogue and coordination at national and local levels.

Part III: Proposed Programme

A. Linkage with MDG and UNDAF³

13. UNDP's proposed Country Programme – anchored around Romania's MDGs - responds to key challenges to reform and EU accession. It is derived from the conclusions of the CCA/UNDAF process, in which HIV-AIDS has been identified by the UN Country Team as an area for joint programming and gender as a cross cutting theme. The UNDP CP contributes to two (of three) UNDAF outcomes. Intended CP outcomes and outputs – summarized below – are detailed in the attached results and resources framework (Annex 1).

B. Major Programme Areas

Capacity building for democratic governance (UNDAF outcome 1): intended outcomes and outputs

14. The UNDP CP will focus on strengthening coordination in policy formulation and implementation in order to bring about sustainable improvements in public service delivery. At the national and local level, UNDP will contribute to the formulation of development strategies and action plans that incorporate sustainable human development principles. National strategic policy capacity will be improved through the establishment of a permanent cross-institutional advisory group bringing together key government institutions and civil society.

15. Public sector reform and local development will be key areas of cooperation. Capitalizing on UNDP's considerable experience and demonstrated results in working with local authorities, the CP will further strengthen decentralized development in strategic areas.

16. In order to improve public service delivery, and building on its successful experience working with the Presidential Administration, UNDP will promote e-government applications to increase efficiency and transparency as well as facilitate cross-institutional policy implementation. UNDP interventions will be increasingly demand-driven, with local and government institutions co-designing and co-financing activities.

17. In terms of advocacy and capacity building for protection of the rights of vulnerable groups, UNDP will focus on outputs that support policy formulation and implementation with regard to protecting victims of human trafficking and

combating discrimination (with emphasis on the Roma community). The protection of people living with HIV/AIDS as well as those at risk will also be stressed.

Environmental governance (UNDAF outcome 1): intended outcomes and outputs

18. UNDP's entry point for environment will be information-based: training, disseminating information, and helping build structures for cross-institutional coordination. The UNDP CP will contribute to improved environmental governance capacity at the national and local level in order for Romania to comply with EU environmental standards and international conventions. The basic outputs to be produced with support from UNDP are two-fold: first, to facilitate coordination for policy development and for the integration of environmental concerns into other sectors (through an effective functioning coordinating body); and second to build capacity and awareness – at local and national level - on key environmental issues in order for policies to be better understood and implemented as well as to foster a sense of ownership for sound environmental decision-making among stakeholders at all levels.

19. With a view to supporting implementation of GoR strategies for water, waste management and renewable energy sources, UNDP will contribute to building capacity for project management, particularly at the local level, through pilot activities.

Economic growth and poverty reduction (UNDAF outcome 2): intended outcomes and outputs

20. The UNDP strategy is two-pronged: improved economic growth and employment generation with a strong social inclusion focus. UNDP will work to complement its proposed interventions in support of vulnerable groups with advocacy on social inclusion policy consistent with the EU accession guidelines. This will seek to align the MDG campaign with the EU social inclusion agenda and assist in building national capacity to monitor progress in eradicating poverty.

21. On the growth side, the CP will focus on foreign direct investment and SME development in under-served regions. Key outputs will be comprehensive national and sub-regional strategies for FDI and export promotion (among SMEs) as well as business incubators for SMEs. Employment creation, including vocational training and counseling for social inclusion, will target young people and, more specifically, post-institutionalized youth, people living with disabilities, rural women and the Roma population.

C. Key Partnerships and Cooperation Strategy

³ Insert UNDAF Hyperlink - N/A yet

22. Government of Romania: As EU accession nears and government institutions are becoming more sophisticated (and better financed), UNDP's key implementation partner and co-financier will be government – increasingly on a demand-driven basis. Local and municipal government agencies will also be partners as well as targets for capacity building for planning and implementation, to help them meet their new level of responsibilities.

23. Multilateral donors: UNDP will closely coordinate its interventions with key development partners such as the EU and the World Bank, with a view to ensure consistency and maximize impact in both policy advice, as well as interventions to support national priorities in the context of EU accession. Partnership with the EU that recognizes the importance of the EU presence (including its analytical skills and investment) is a key to ensuring UNDP's niche in Romania remains relevant.

24. Other UN agencies: Main UN partners will be UNICEF with regard to vulnerable groups and ILO with regard to employment creation.

25. Private Sector

UNDP has a new window of opportunity to work closer with the private sector, especially in the area of environmental sustainability and socio-economic development. Many companies are increasingly taking a “corporate social responsibility” approach to doing business and they adhere to the Global Compact principles. Public-Private-Partnerships will be the preferred modality.

26. Bilateral donors

UNDP will further strengthen its partnership with like-minded bilateral donors such as The Netherlands, Switzerland, USAID, Japan, Sweden, UK/DFID, and will seek to expand cooperation with others.

27. Civil society UNDP cooperation with CSOs has significantly expanded over the previous program cycle, and has diversified to include a multitude of modalities, from civil society co-funding for UNDP projects, to project execution, to provision of expertise contracted by UNDP. Building on this momentum, UNDP will systematically consult and involve a broad range of civil society partners in program and project design and implementation in all fields of intervention.

28. Future cooperation strategy In view of Romania's planned accession to the EU in 2007, UNDP's core assistance funded by the TRAC is expected to phase out at the end of this country programming period. However, beyond this period, UNDP's technical and advisory expertise could continue to be used to leverage the

structural, cohesion and other funds made available to Romania to ensure equitable and sustainable development. During this period, UNDP will support Romania in its efforts to become an emerging donor and a key source of expertise for other transition countries.

Part IV. Management, Monitoring and Evaluation

A. Monitoring

29. A results-based management approach – as reflected in the attached results framework (Annex 1) – defines the outcomes, outputs and indicators to be tracked for the CP. For specific interventions/projects, separate results frameworks will be developed in partnership with government and other key stakeholders.

B. Execution and implementation

30. National execution (NEX) will remain the preferred modality for the proposed CP. The UNDP country office – fully restructured following a re-profiling exercise in 2001-2002 – remains properly equipped to carry out the CP.

C. Resource Mobilization

31. As UNDP TRAC resources are not likely to increase, the Romania office will intensify its resource mobilization efforts. UNDP Romania has developed a resource mobilization strategy for the period 2004-2007 with continued emphasis on UNDP's role as a development cooperation partner that is capable of leveraging resources to support and finance national priority efforts and initiatives. This will be anchored in the proven results of the existing country program, and build on priorities and needs of the people of Romania taking advantage of UNDP comparative advantage. Major donors foreseen for the CP period include the Government of Romania as a primary partner, EC, bilateral donors, and the private sector.

Annex: Results and Resources Framework

UNDAF Outcome 1:		By 2009, administrative capacity is strengthened at central and local level to develop, implement and monitor sustainable policies and programs – emphasizing transparency, accountability and participation - in the areas of public service delivery, environmental governance and the protection of the rights of vulnerable groups.			
Programme component	Country Programme Outcomes	Country Programme Outputs	Output indicators	Role of Partners	Resources ('000 USD)
Capacity building for Democratic Governance	<p>1. Enhanced cross-sectoral coordination and horizontal accountability in policy formulation and implementation to support transparent and effective public service delivery at central and local levels.</p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - Government effectiveness index (baseline: -0.54, 2000-2001, World Bank; target: -0.25) - Corruption Perception Index (Transparency International) baseline: 2.8 (2003); target 4.5 - Trust in government (34%, 08/2003, CURS; target: 50% 	<p>1. E-govt. applications functional (including ICT enhancement and institutional re-alignment centered on service delivery) in key areas of public service prioritized in consultation with the Ministry of ICT.</p> <p>2. Policy implementation streamlined, information management improved, and staff trained in key central government institutions seeking UNDP assistance.</p> <p>3. Sustainable development principles incorporated in local strategies and action plans of municipalities seeking UNDP advisory services.</p> <p>4. National strategic policy capacity developed through the establishment of a cross-institutional advisory group (permanent secretariat and thematic task-forces) involving key public institutions and civil society.</p>	<p>No. of key public institutions creating e-govt applications with UNDP support (baseline: 1; target:5)</p> <p>No. of central govt institutions benefiting from UNDP institutional capacity building (target: 4 during 2005-09)</p> <p>No. of municipalities with institutionalized consultation between local govt. and CSOs on socio-economic policies. Baseline: 10 (2003); target: 40</p> <p>Cross-institutional Strategic Support Group established with UNDP support</p>	<p>■ UNDP will be advocate, broker and TA provider for strategic policy formulation, implementation, cross-sectoral policy coordination and e-government. ■ Presidency and PM Office are key partners on strategic policymaking ■ Ministry of Administration and Interior leads public administration reform and decentralization ■ Ministry of ICT is main counterpart on e-government ■ Local/regional authorities are partners and beneficiaries of UNDP interventions at de-centralized level ■ Civil society provides substantive inputs to strategic policymaking ■ Netherlands has been UNDP's main bilateral donor for innovative governance interventions ■ WB and EU are the main advocates and funders of social sector reform.</p>	<p><i>Regular:</i> 800</p> <p><i>Other:</i> 5,000</p> <p>- <i>Govt. (including EU and WB funds):</i> 2,000</p> <p>- <i>TPCS:</i> 2,000</p> <p>- <i>TTF:</i> 600</p> <p>- <i>Private sector:</i> 400</p>
Capacity building for Democratic Governance	<p>2. Policies, legislation and implementation capacities to better protect the rights of vulnerable groups, including victims of human trafficking.</p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - No. of human trafficking cases prosecuted. Baseline (2002): 625 investigated for human and organs trafficking; target: 1,000 - Political rights index (Freedom House: 2 in 2001-2002; target: 1) - Human rights situation (Amnesty Int'l, Human Rights Watch). Baseline: 2002 reports 	<p>1. Cooperation protocols between law enforcement authorities and civil society in fighting human trafficking developed with UNDP assistance.</p> <p>2. National anti-trafficking call-center enhanced with victim assistance, counselling and referral services.</p> <p>3. National Anti-Discrimination Council, NGOs, and other relevant public institutions strengthened to enforce anti-discrimination legislation (e.g., staff trained, exchange programs arranged, outreach and media policies developed)</p>	<p>NGO – law enforcement cooperation protocols adopted, functional and regularly reviewed/monitored</p> <p>Call center provides integrated services</p> <p>No. of institutions and organizations active in promoting human rights, benefiting from UNDP technical assistance (baseline: 3 CSOs in 2004; target: 2 public institutions and 5 CSOs)</p>	<p>■ UNDP supports CSOs who fight discrimination, and has taken a key role in improving multi-stakeholder coordination in fighting human trafficking ■ National Anti-Discrimination Council and other public institutions will be partners and targets for UNDP support ■ Main govt. partner on anti-trafficking is Ministry of Administration and Interior ■ Other partners include members of the national inter-ministerial anti-trafficking task force, IOM, civil society ■ USAID as donor</p>	<p><i>Regular:</i> 677</p> <p><i>Other:</i> 5,000</p> <p>- <i>Govt.</i> 1,500</p> <p>- <i>TPCS:</i> 3,000</p> <p>- <i>TTF:</i> 500</p>
Environmental Governance	<p>3.Environmental governance strengthened and greater compliance with EU environmental standards and international conventions achieved.</p>	<p>1. Inter-Ministerial Committee on environmental policy functional, members trained, partnership with think-tanks set up.</p> <p>2. Rural communities educated through pilot activities and awareness campaigns - within local govt. water/waste projects - to</p>	<p>Number of training courses: Baseline: zero; Target: 1</p> <p>No. of pilot projects and awareness campaign for rural communities in water/waste management. Target:</p>	<p>■ UNDP will also act as coordinator and partially fund the campaigns and pilot project. As facilitator for GEF funds, UNDP will co-finance with govt. and other donors projects to increase compliance with international environmental</p>	<p><i>Regular:</i> 400</p> <p><i>Other:</i> 5,000</p> <p>- <i>GEF:</i> 2,500</p>

	<p>Indicators:</p> <ul style="list-style-type: none"> - No. of inter-ministerial committee meetings. Baseline: 1 mtg. (2001 – 2003); target: 3 per year - Sectoral policies and strategies effectively integrating environmental concerns <p>Baseline: EC annual progress report 2003: ineffective</p> <ul style="list-style-type: none"> - Compliance with EU standards and UN conventions <p>Baseline: incomplete (EC annual progress report 2003)</p>	<p>encourage participation and sustainability.</p> <p>3. Staff from local/central govt, civil society and private sector trained on compliance with EU standards and international conventions. Compliance plans with cost estimates prepared for each major environmental target.</p> <p>4. Training, pilot projects and awareness campaigns on renewable energy targeted at local/national decision-makers and investors.</p>	<p>one campaign/topic; one pilot project.</p> <p>No. of seminars. No. of compliance plans prepared for UN conventions. Target: One training seminar per topic and year, 3 compliance plans</p> <p>No. of training courses, no. of awareness campaigns and pilot projects. Target: one training course per year; one awareness campaign per topic, one pilot project.</p>	<p>standards ■ Local authorities, professional associations and businesses will provide logistic support and services</p>	<ul style="list-style-type: none"> - Govt. 800 - TPCS: 1,000 - TTF: 200 - Private sector: 500
UNDAF Outcome 2: Enhanced national economic growth and reduced poverty levels among vulnerable groups through sustained social inclusion and capacity promotion by 2009.					
Programme component	Country Programme Outcomes	Country Programme Outputs	Output indicators	Role of Partners	Resources ('000 USD)
Economic growth and poverty reduction	<p>1. Reduced poverty among vulnerable groups – Roma, rural women, youth (including post-institutionalized), people living with AIDS – through employment generation and specific interventions to promote social inclusion.</p> <p>Indicators:</p> <ul style="list-style-type: none"> - Unemployment rate among 15-24 age group in Romania and other vulnerable groups <p>Baseline: 19.7%</p> <ul style="list-style-type: none"> - Extreme and severe poverty rates: Roma, rural women. 	<p>1. Employment created for youth and PIYA through public works, vocational training and job counseling.</p> <p>2. Establishment of sustainable social centers for disabled and other vulnerable groups; local administration trained for implementation of national social service policies.</p> <p>3. Establishment of business incubators in support of SME sector.</p>	<p>No. of men/months of vocational training, temporary employment. Baseline: 240 men/months vocational training, 120 men/months employment. Target: 1,520 men/months vocational training, 2,160 men/months employment</p> <p>No. of social centers established. Baseline: 0 Target: 16</p> <p>No. of business incubators established. Baseline: 0. Target: 3</p>	<p>■ UNDP is leader/coordinator in developing partnership among govt, municipalities, NGOs and donors, through restoration of historical center of cities, and creation of sustainable social centers for youth, Roma and the disabled ■ Line ministries (Labor; Culture; Education; Transport, Constructions and Tourism; are main financing and executing partners ■ UNDP supports the SME sector by establishing sustainable business incubators ■ National Agency for SMEs, is financing and executing partner ■ Bilaterals (Dutch, Sweden, USAID) and multilaterals (CoEDB, WB, EU) as funding partners.</p>	<p><i>Regular:</i> 650</p> <p><i>Other:</i> 15,000</p> <ul style="list-style-type: none"> - Govt. 8,000 - TPCS: 5,000 - Private sector: 2,000
Economic growth and poverty reduction	<p>2. Increased foreign trade and capital inflows through capacity building of local authorities for FDI and export promotion, targeting regions with economic potential and low investment</p> <p>Indicators:</p> <ul style="list-style-type: none"> - Share of total exports generated by SMEs - FDI inflows disaggregated by region 	<p>1. Effective strategies developed by central and local government level for attracting FDI; training and capacity building of local authorities.</p> <p>2. Sustainable PPPs established at the local level to improve water and sewage infrastructure.</p> <p>3. Export promotion strategies developed for SMEs in industries with high foreign trade potential</p>	<p>No. of strategies developed for central and local govt. Baseline: 0; target: 3</p> <p>No. of PPPs established at local level. Baseline: 0; target: 2</p> <p>No. of strategies developed for increasing export capacities. Baseline: 2 Target: 4</p>	<p>■ UNDP will assist govt. to develop FDI promotion strategies ■ ARIS and PM's Council for FDI Promotion are financing, executing partners ■ Local govt, Regional Devt. Agencies, private sector, civil society are implementation and co-funding partners ■ UNDP supports export development by assisting the Romanian Foreign Trade Center, which implements ITC-executed projects financed by Switzerland.</p>	<p><i>Regular:</i> 650</p> <p><i>Other:</i> 5,000</p> <ul style="list-style-type: none"> - Govt. 1,500 - TPCS: 2,500 - Private sector: 1,000

