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I. Situation analysis

1. Romania joined the European Union on 1 January 2007 and qualified for access to European Union structural and cohesion funds in order to address remaining development needs and challenges of European economic integration and convergence. Despite significant advancements in social development and reduction of poverty, 13.8 per cent of the population lives below the poverty line (2007). Two-thirds of the poor live in rural areas despite substantial potential in agriculture, forestry, and fisheries. Though there has been a steady reduction of poverty among the Roma between 2005-2009, they continue to be at risk of social exclusion and experience the highest incidence of poverty. Additionally, the disabled, the elderly and young people leaving institutional care continue to be defined as vulnerable groups needing further social policy attention.

2. Labour market challenges persist, despite low levels of unemployment. Active labour market programmes have not been fully successful in integrating vulnerable groups, while population dynamics – notably, migration – continue to distort the labour market. The global economic downturn is expected to impact Romania by reducing remittances and exacerbating the difficult living conditions of the rural poor and Roma. Despite a sound legislative framework, day-to-day business practices for employed women, such as work-life practices, have yet to be fully attained and, while gender equality is achieved in key social development indicators, the Government pursues a strong gender equality policy to ensure its full attainment in all fields, including political representation.

3. Development cooperation is a shared competence with the European Commission. As a consequence, the Government along with other new European Union Member States, aims to achieve 0.33 per cent of gross national income by 2015 for official development assistance. Romania is poised to play a lead role among new Member States in advancing this goal and in contributing towards the global achievement of the Millennium Development Goals by actively promoting global public goods and governance institutions. Similarly, the Government links its growing development cooperation role to efforts to promote regional and national public goods, through regional leadership in trade, energy supply, environment and peace and security.

II. Past cooperation and lessons learned

4. The UNDP 2005-2009 country programme focused on three objectives: (a) capacity building for democratic governance; (b) environmental governance; and (c) economic growth and poverty reduction. Delivery through the end of 2008 has been approximately $23 million, short of the $38 million target for the entire period.

5. In democratic governance, UNDP contributed to building public administration capacity through partnerships with the highest levels of government and the presidential administration, to local levels where civic engagement in sustainable development planning and programming has been supported through the 'Local Agenda 21' programme, encompassing most of the country. Civil service capacities have also been enhanced through training at prestigious European learning institutions thanks to a partnership with the Ministry of Education.

6. In the area of human rights of vulnerable groups, UNDP has supported the implementation and work of the National Agency of Roma and key non-governmental actors through economic development programmes that support local level empowerment of minorities.

7. To support economic integration of less developed regions and sectors of Romania with those of the European Union, UNDP supported a series of business development programmes and business incubation services. Local area development initiatives,

combining efforts to rehabilitate urban environments and cultural heritage areas, have been supported through local partnerships and the overall coordination of the Ministry of Development and Public Works. It is known as the 'Beautiful Romania' flagship programme. UNDP also supported the capacities of the newly-established natural parks administrations and promoted innovative approaches for environmental protection in the remote, less developed Maramures and Macin mountain regions.

8. The 2008 mid-term review of the United Nations Development Assistance Framework (2005-2009) recognized the relevance of UNDP support to national capacity development for environmental management and social and economic development at national and local levels. It also highlighted the strengths of UNDP partnerships at local levels as critical success factors. Enhanced monitoring and timely corrective action to ensure cost effectiveness and results orientation of UNDP-supported interventions was also identified and is now being addressed.

9. The annualized nature of Government cost-sharing contributions has provided important lessons. The contributions are usually available mid-year, while budgeting and project activities must be completed by the end of the year, reducing possibilities for stocktaking and evaluations that can help strengthen programming impact in successive years Similarly, the brevity of actual project implementation has detracted from sustainability and year-over-year accumulation of programmatic impact. The need for systematic capacity development of national partner organizations, along with sustained programme implementation, are being addressed through more rigorous, multi-annual programming and year-round funding in cost-sharing arrangements.

10. Another lesson learned is that the programmatic partnership between UNDP and the Government has not been fully integrated into larger areas of national programming and planning in the context of European Union policies and instruments, especially those targeted at gender equality and social inclusion. This integration has been sought towards the end of the programming period (in 2009) through better alignment of the country programme results with European programming instruments.

III. Proposed programme

Strategic objective

11. At the end of the implementation period for this country programme, the Government of Romania will have:

(a) Pioneered a new partnership with the United Nations, in line with applicable European Union policies on multilateralism and official development assistance, supported by UNDP and the United Nations country team. The result will be innovative, multi-actor knowledge and an international network for contributions by Romania to internationally-agreed development goals, drawing on the transition and development experience of the country. In particular, knowledge accumulation will come from: (i) Governmental and non-governmental organizations via systematic compilation and codification of the capacities of civil society, local authorities and a network of national authorities for the benefit of development cooperation on a global scale; and (ii) Extending the official development assistance focus, from three priority countries at present, to broader coverage of other regions in line with foreign policy objectives and persisting developmental shortcomings of potential Romanian official development assistance recipient countries (e.g. in Central Asia and the Middle East). This will derive from, among other things, an ongoing role in promoting East-East cooperation by Romania;

(b) Promoted United Nations system-wide reform efforts through support and encouragement of collaboration between United Nations organizations.

12. This country programme will achieve these objectives through three mutually interlinked outcomes to increase the capacity of Romania to contribute to inclusive globalization in a sustainable manner while enabling, by the end of 2012, better utilization by national actors of the programming and policy instruments available to Romania as a European Union Member State.

Capacity development for international cooperation and aid effectiveness of Romania

13. In line with the national objective of Romania to become a leader in international development, UNDP will go beyond supporting delivery of the official development assistance of Romania to other countries, and instead use the institutional, legal and regulatory frameworks of Romania to enable it to take a leading role in regional development cooperation. This will be achieved by capacity development interventions that channel the official development assistance and development experience of Romania to globally agreed development goals, notably the Millennium Development Goals. The programme strategy of UNDP is to draw on a diverse and dynamic civil society and private sector, and the knowledge and experience of a decentralized administration, to contribute to inclusive globalization by targeting the official development assistance and international cooperation from Romania, in line with the objectives of the Paris Declaration on Aid Effectiveness.

14. Furthermore, UNDP will support national partner efforts to share the development experience of Romania with developing countries through national development-knowledge management mechanisms. National institutional capacity for development-knowledge management and sharing for the benefit of global development efforts will be supported through the establishment of a new model of cooperation between Romania and UNDP and other funds and agencies of the United Nations, to be determined in the course of the country programme. UNDP will support national partners in identifying and codifying relevant development experience to help other developing countries and development practitioners, including a focus on gender equality.

Capacity development for Romania to contribute to the promotion and protection of global and regional public goods

15. The paradigm of 'global public goods' is increasingly entering the global development agenda as a possible prism through which to view relations between aid recipients and donor countries. The new European Union membership status of Romania and its tradition of playing important roles in the international arena compel it to increase contributions to global and regional public goods that require partnerships and committments with the international community.

16. UNDP will support development partnerships between Romania and countries/organizations in the region, starting with neighboring and priority countries, designing and implementing creative cross-border cooperation programmes that leverage structural funds in Romania and official development assistance funding for cross-border programming, to promote global public goods. Programmes will focus on, inter alia, biodiversity, and climate change adaptation/mitigation mechanisms and include knowledge transfer and expertise from Romania in key practice areas of UNDP.

17. UNDP will cooperate actively with regional and sub-regional bodies and identify relevant policies and instruments to increase the contribution of Romania to regional and cross-border development cooperation. The Danube, the Danube delta biosphere reserve, the Lower Prut basin and the Carpathian mountains will be the main focus of cross-border programming efforts to protect and promote biodiversity and cultural heritage. UNDP will also work in the Black Sea basin, promoting climate change adaptation.

Capacity development for social inclusion, economic and political empowerment of vulnerable groups and for deepening democratic practice

18. UNDP will support social inclusion and the economic and political empowerment of vulnerable groups in Romania through aligning programming to large scale programmes managed by national authorities. In so doing special emphasis will be given to initiatives with relevance to the international development cooperation priorities of Romania. In addition, the programming approach will be based on national ownership and partnership with national authorities, including those responsible for management and programming of structural and cohesion funds. This will help ensure strategic projects for social inclusion of Roma, the disabled, young people leaving institutional care, and gender equality are implemented, while addressing imbalances of the labour market, including challenges posed by migration and the multiple impacts of the global economic crises on Romania.

19. Programming in this area will support the development of public policy and instruments aimed at social inclusion, building on the experience of other UNDP country offices, for example Poland, in piloting and scaling up social economy models. UNDP will build on its past experience and the regional expertise of the Bratislava Regional Centre in all programming areas, including regional programmes on the situation of the Roma. Furthermore, joint programming, notably with the United Nations Children's Fund and UNFPA, will be strategically important in this area. The United Nations Educational, Scientific and Cultural Organization will be invited to protect and promote world heritage sites and the cultural heritage of Romania.

IV. Programme management, monitoring and evaluation

20. Programme success lies in the assessment of Romania as a committed partner of the international development architecture. The Government and UNDP will establish a joint planning and review mechanism for all programme components, to assess the country programme results and resources framework and prepare a work plan for the next year. Annual planning and review meetings will dedicate special attention to systematic monitoring of the cost-effectiveness of the partnership between UNDP and the Government of Romania, identifying areas for corrective action. Other United Nations organizations, and representatives of donors and civil society, may also participate in these meetings.

21. A more comprehensive programme review, conducted by the Government and UNDP, will be finalized in 2012 based on an evaluation at end 2011. The continued benefit of the UNDP country programme and feasibility (including cost effectiveness) of the partnership between UNDP and this European Union Member State will be assessed, taking into consideration the continued programming of other United Nations organizations in Romania, UNDP support to resident coordinator system requirements, and the continued partnership of UNDP with Romania through its regional and global operations, leading to an extension of the partnership to 2015.

22. Similarly, the resource mobilization assumptions of the proposed country programme will be reviewed to assess the financial feasibility and cost effectiveness of continuing the proposed programme beyond 2012. In view of the status of Romania as an emerging donor and a European Union Member State, the funding base of the proposed programme, established at $14,000,000 over three years, will be financed by a minimum of $10,000,000 government cost-sharing contribution, and the balance from other resources. The Government will meet all office costs, while UNDP will maintain international representation in order to lead the UNDP programme and provide continued coordination of the United Nations country team and United Nations system presence in Romania.

Annex. Results and resources framework for Romania (2010-2012)

Programme component	Country programme outcomes	Country programme outputs	Output indicators, baselines and targets	Partners	Regular resources
United Nations Strategic Framework outcome: By end 2015, institutional, legal and financial systems in place for Romania to implement a "new model of development cooperation" in line with applicable Organisation for Economic Co-operation and Development-Development Assistance Committee standards; and responding to the evolution of the global aid architecture, in pursuit of active implementation by Romania of the Paris Aid Effectiveness Declaration (United Nations Cooperation Framework for Romania, 2010-2015 Outcome 1).					
Fostering inclusive globalization	1. Aid effectiveness and relevance of international development cooperation programmes of Romania, including its official development assistance, strengthened. **Indicator**: official development assistance as percentage of gross national income. **Baseline**: Approximately $5 million Euros per year (2007, 2008). **Target**: 0.3 per cent of gross national income as per applicable European Union guidelines.	1.1 National institutional capacity for official development assistance provision strengthened.	**Output indicator:** Official development assistance targeted at promotion of international development goals, Millennium Development Goals and advancement of women. **Baseline**: N/A **Target**: Number of projects supported by Romanian official development assistance that respond to global development goals, percentage of those advancing women or gender equality objectives.	Ministry of Foreign Affairs is the lead strategic partner for achievement of this goal. Line ministries, national institutions and local authorities with experience of relevant to the international development priorities of Romania are key actors. Civil society partners are critical both as partners to official development assistance policy development but also as conduits for delivery of the official development assistance of Romania.	Nil
		1.2 National institutional capacity for development knowledge management and sharing increased for the benefit of global development efforts through the establishment of a "new model of cooperation" between a European Union Member State and the United Nations/UNDP whose governance and institutional structure will be determined through this programming period.	**Output indicator**: Development knowledge-hub established. **Baseline**: N/A **Target:** Institutional, legal and budgetary commitments by the Government of Romania.		
Mainstreaming environment and energy	2. Enhanced national capacity for promotion and protection of local, regional and global public goods such as biodiversity, climate stability, culture and practice of tolerance and peace, and development knowledge. **Indicator**: Strategic leadership by Romania of cross-border and regional cooperation. **Baseline**: European Union policy. **Target**: Romania contributes funds and human resources for regional programmes and cooperation frameworks.	2.1 Strengthened capacities of environmental stakeholders (government authorities, civil society, private sector) in biodiversity and climate stability as a local and global public good in the Black Sea basin region.	**Output indicator**: Number of new harmonized regional conservation and climate stability programmes **Baseline**: N/A **Target**: At least two regional programmes/agreements developed.	Ministry of Foreign Affairs will play a facilitator role securing consensus and participation of the countries in the region and co-finance; Ministry of Development and Regional Planning is the key national authority scoped with design and awarding of cross-border cooperation programmes. Line ministries for partnership include, but are not limited to, the Ministries of Environment and Sustainable Development; culture and religious endowments; tourism; agriculture; civil society organizations of regional and sub regional scope or experience of regional relevance are important partners for programming; governmental and non-governmental partners of the Alliance of Civilization Action Plan.	Nil
		2.2. Energy efficiency of Romania and more effective utilities governance promoted through local interventions for climate change mitigation purposes.	**Output indicator**: A pro-poor and pro-environment utilities governance model developed with gender equality considerations **Baseline**: N/A **Target**: At least one .		
		2.3. Support national capacities to conduct cross-border programming utilizing Romanian capacity in key practice areas for benefit of neighboring countries and official development assistance priority countries.	**Output indicator**: Cross-border programme **Baseline**: N/A **Target**: At least one.		

United Nations Strategic Framework outcomes: By end 2015, line ministries have enhanced capacity to implement innovative programmes for social inclusion, economic and political empowerment of vulnerable groups, and for deepening democratic practices with special emphasis on initiatives with the potential to be adapted to the needs of Romanian official development assistance priority countries (United Nations Cooperation Framework for Romania, 2010-2015 Outcome 2)					
Promoting inclusive growth, gender equality and Millennium Development Goal achievement and fostering inclusive participation	3. Capacity development for social inclusion, economic and political empowerment of vulnerable groups and for deepening democratic practice with special emphasis on initiatives with the potential to be adapted to the needs of Romanian official development assistance priority countries. **Indicator**: Absorption rate of structural funds, focused on funds allocated for social inclusion of vulnerable groups and advancement of women **Baseline**: Romania net contributor status **Target**: 80 per cent annual absorption	3.1. Capacities of institutions for social inclusion and service delivery and administration enhanced.	**Output indicator**: Number of UNDP-led policy instruments for social inclusion, e.g. social economy models for Romania, for rural poor, for Roma. **Baseline**: 0 **Target**: Two.	Managing authorities of social inclusion programming instruments as well as with key line ministries that are beneficiaries of relevant structural funds for social inclusion programming. The parliament and equal opportunity bodies of the Government of Romania and the existing civil society networks in civil society development and poverty/social inclusion areas will be the lead partners of the UNDP. In the achievement of this outcome, the UNDP will actively pursue joint programming with the United Nations Children's Fund and UNFPA.	Nil
		3.2. Support to priority actions under the National Strategy on Roma and the Romania Decade Action Plan for Roma Inclusion	**Output indicator**: Number of UNDP-supported Roma inclusion initiatives that can be shared with participating countries of the Decade for Roma Inclusion. **Baseline**: 0 **Target**: Two, with at least one dedicated to gender equality.		
		3.3 Civil society engagement (e.g,.national anti-poverty network and gender equality activists) in policy decision making supported as a means to increase inclusion of marginalized groups.	**Output indicator**: Number of effective implementation of existing civic engagement in policy making procedures. **Baseline**: Ad hoc implementation. **Target**: At least one United Nations-supported civic engagement in social-economy policy/legal frameworks.		
		3.4 National mechanisms for strengthened rule of law, transparency, and effectiveness of judicial system and promotion of rights of vulnerable groups supported	**Output indicator**: Number of United Nations-led judicial and administrative reform initiatives **Baseline**: None **Target**: At least one.		