



GENERAL INFORMATION

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INTRODUCTION

This document presents a revised **EU Country Roadmap for engagement with Civil Society for the period 2018-2020**, based on a comprehensive, coherent and shared analysis of the EU and Member States of the civil society landscape, its enabling environment and the challenges and opportunities faced by civil society organizations (CSOs). The document also identifies common EU priorities and concrete steps for engaging with and supporting CSOs in the Republic of Moldova (hereinafter Moldova).

The first generation of the EU Country Roadmap for Engagement with Civil Society in Moldova (hereinafter Roadmap) covered the period 2014-2017. This updated second generation Roadmap, covering the period 2018-2020, is aligned to EU support to the implementation of the Civil Society Facility as part of the Single Support Framework (2017-2020), and the European Joint Development Cooperation Strategy (Joint Programming Document), covering the period 2018-2020.

For Moldova, a proactive involvement of civil society in policy-making, reform, governance and service delivery is critical for achieving the development objectives, including the implementation of the Association Agenda (AA) and Deep and Comprehensive Free Trade Area (DCFTA). For this to be effective, the Roadmap strategizes inclusive participation of a wide range of actors including local CSOs, business associations, trade unions and chambers of commerce, and possibly other socio-economic stakeholders such as cooperatives that will facilitate the implementation of the national reform agenda¹.

¹ At EU level, Civil Society Organisations (CSOs) encompass membership-based, cause-based and service-oriented CSOs. Among them, community-based organisations, non-governmental organisations, faith-based organisations, foundations, research institutions, Gender and LGBT rights organisations, cooperatives, professional and business associations, and not-for-profit media. Trade unions and employers' organisations and so-called social partners constitute a specific category of CSOs. Their common feature lies in their independence from the State and the voluntary basis upon which they have come together to act and promote common interests



PART I – BRIEF ANALYSIS OF THE CONTEXT AND PAST EU ENGAGEMENT

THE STATE OF CIVIL SOCIETY: BRIEF UPDATE ON RECENT DEVELOPMENTS

General situation

The state of play for civil society in Moldova remains characteristic for countries with unconsolidated democratic systems, showing weaknesses with regard to an enabling environment, as well as effective role in the public scene. According to the 2017 Freedom House Nations in Transit Score, Moldova ranks 62th (out of 100) with a score of 4.93 (7 representing authoritarian): transitional government (or hybrid regime). The score for civil society remains the same since 2010: - 3.25%. According to the 2016 USAID CSO sustainability Index, Moldova scores a constant 3.9 (out of 7), which indicates a quite good situation.

According to the latest mapping of CSOs carried out for the EU Delegation to Moldova, the official number of **non-commercial organizations** registered as of 18/04/2018 was 11,562². Out of these, 8,570 are CSOs, including 8,023 associations, 146 private institutions and 401 foundations. The share of active CSOs of the total is just above half of those registered. Only 13.1% of the registered CSOs submitted a report to the National Bureau of Statistics (NBS) declaring revenues for the previous fiscal year.

The active CSOs are mostly located in Chisinau (61.1%), where also a large number of CSOs is registered. In regional aspects, most CSOs are from the Centre (14.2%), then the North (13.4%), the South region and Gagauzia (11.1%). About 59% of CSOs carry out their activity in the fields of education, culture and youth and about a quarter deals with social work, 19% with human rights, etc. As a consequence, the main target groups and beneficiaries are youth, children and citizens in general. Also, people with disabilities, women, local public administration, and elderly people are among the most important groups targeted by Moldovan CSOs.

A developing trend in the CSO sector is the increasing participation of informal civic groups advocating various changes through innovative ways. Some of these civic actions are sporadic and do not intend to become an official organisation. Research uncovered some forms of these unofficially organized groups at local level, but their number is not considerable. It is likely that they are a form of temporary cooperation within communities to solve specific and/or ad-hoc problems, rather than an organisation with a certain structure, statute, staff, and some mid-term or long-term goals. About half (42% or 46%, respectively) of the active CSOs are not part of any network, while more than half declared that they are part of at least one network of CSOs.

The situation of civil society is entirely different in the **Transnistria region**³. The legislative framework for CSOs is very different to the one established by central authorities. CSO activities are tolerated in some fields (environment, social rights) and even encouraged in others (social affairs, vulnerable people), but

² Most of them are registered with an IDNO number – a unique number assigned to an organisation which corresponds to its fiscal code

³ A self-proclaimed Transnistrian Moldavian Republic (PMR), not internationally recognised, but acting as *de facto* independent state with its own police/armed forces, and with units of the Russian army stationed on the territory strengthening the local authorities' control over the separatist republic in the areas situated on the left bank of the Dniester river (including large urban centres like Tiraspol and Rîbnița) and certain territories lying on the right bank (including the city of Bender and few small villages) controlled by Moldova.



they remain difficult in fields related to human rights, media freedom, and others. There is a mechanism of registering projects with the *de facto* Committee for Humanitarian Assistance and there are obstacles while registering the projects. But this procedure is not obligatory. So called “Government Organised Non-Governmental Organisations” (GONGOs) are a reality. In February 2018, the *de facto* Supreme Soviet adopted the new so-called ‘law on NGOs’, in force starting from 19/05/2018. The law forbids NGOs to conduct political activities and to receive external funding. At the same time, the definition of ‘political activities’ is too broad and as an example includes ‘law enforcement activity’. In April 2018, all actively operating NGOs (around 100) decided to unite in thematic groups and to elect a representative of each thematic group (eight in total) to be presented as a delegate in the Consultative Council established within the *de facto* Government from April 2018. The development of civic initiatives from the left bank is in progress. In terms of funding, most of NGOs are acting based on external funding from donors. Transnistrian CSOs have the possibility to register at the Ministry of Justice of Moldova. There is an estimate of 20 active and about 37 in total CSOs registered at the Moldova’s Ministry of Justice but located on the left bank of Nistru River. The strongest organisations have this double registration on both banks, which significantly increases their access to donor funding and eligibility for grants. Enhanced flexibility by the donor community, such as cash transfers or funding through partnerships with non-state organisations from the right bank of the Nistru River are also common practices used to respond to the funding challenges. CSOs from the Transnistria region claim that cross-river partnerships with CSOs from the right bank for common project funding and project implementation are often not established on an equal basis and do not allow them to fully benefit from donor support. Since 2013, annually, the OSCE organises an extensive Donors forum for CSOs working in Transnistria to facilitate networking and building partnerships with donors and development partners.

In the **Autonomous Territorial Unit of Gagauzia**⁴, the level of development of civil society is low. Only 5.6% of NGOs are considered active/functional⁵. The majority of active NGOs are urban based and act at community/regional level. Their main challenges are financial sustainability and maintaining the human resources within the organisations. The level of knowledge of Romanian and English languages is relatively low, which impedes the capacities of the local organizations to apply for donor funding. The legal framework, which rules the activity of the CSOs in the autonomy region and the division of competences between central and regional authorities, are not clear. CSOs advocate for the adoption of a local law on transparency in decision-making⁶. The knowledge level and interest of citizens in the region about the non-for-profit sector is very low and contributes to disinterest or negative attitude, including from the autonomous authorities’ side, towards CSOs.

There is few data available on the situation of **Trade Unions**. The National Confederation of Trade Unions (CNSM) has reported a declining membership in the period 2013-2014 (from 447,000 to 425,000) for the most recent data available. This decreasing trend is mostly explained by the general shrinking of the number of those employed in Moldova due to two tendencies: 1) a preference to work abroad; or 2) to accept part time, flexible and unregulated categories of work. The extent of **informal economy**, which constitutes up to 40% of GDP according to the most recent estimates, and an employment rate of 44.8% in

⁴ A small region of 23 communes containing a total of 32 localities, with a population of 134,132 inhabitants, which, in reaction to the planned signing of the Association Agreement with the EU in 2014, carried out referenda (unrecognised by Chisinau) in which 98% of voters rejected the idea of EU integration and voted for the right of the region to secede if Moldova would lose its independence.

⁵ <http://soros.md/files/publications/documents/Starea%20general%20a%20ONG-urilor%20din%20UTAG.pdf>

⁶ <https://monitor.civicus.org/newsfeed/2017/11/10/civil-society-gaugazia-developing-culture-association-needed/>



2016 impedes on the progressive development of collective bargaining⁷. Adjustments were proposed to the Draft law No 245-XVI of 21/07/2006 on the organisation and functioning of the National commission for consultations and collective bargaining (NCCCB) and commissions for consultations and collective bargaining on branch and territorial levels (adopted by the Parliament in the 1st reading). Amendments are aimed to improve and consolidate the current social dialogue system between the Government, employers and trade unions in the process of developing a regulatory basis of the labour and socio-economic relations, which encourages consensus of the parties. It also foresees the organisation and functioning of bipartite commissions at the territorial level, as social partners organisations are still weak at the local level. The Employment support Law (adopted by the Parliament in 2nd reading in June 2018) also establishes the collaboration of all social partners, including trade unions, employers and NGO's in development and implementation of employment policy through the establishment of tripartite councils under the National Employment Agency and its territorial agencies.

With 57% of the population classified as rural and 33% of the population involved in agriculture and a further 15% in agri-processing and marketing in the rural social economy, **cooperatives** would be expected to play a significant economic and social role in Moldova. Today three national networks of local organisations work for and represent farmers' interests at regional and national level, most farmers being member of one or the other: 1) the National Farmers' Federation of Moldova (NFFM) operating through regional organisations across Moldova, Information and Consultancy Centres (CICs) and District Information Offices with a registered membership of 700 local farmer organisations representing over 27,000 farmers; 2) the National Union of Agricultural Producers Associations (UAP) comprising 17 Agricultural Associations representing over 2,000 smaller groups enterprises and almost 25,000 farmers managing 50% of Moldovan farmland; and 3) the Farmer Federation "Agroinform" which is a network of NGOs maintaining a nationwide coverage of 27 regional non-governmental member organisations and engaging more than 4,000 farmers as members⁸. In 2016, 448 cooperatives were economically active, 1.4% of all registered enterprises with a total number of 4,331 employees (1.2% of the total number of employees in the Republic)⁹.

Savings and credit associations (SCA) are non-for-profit, non-commercial, independent, specialised institutions that provide financial services exclusively to members. Just as cooperatives, the SCAs' main principle is 'one member-one vote', irrespective of member contribution to the owner's equity. The range of financial services provided by SCAs is strictly limited to savings mobilisations from members and lending exclusively to members, as well as consulting services related to the provision of financial services¹⁰. In 2017 there were 288 SCA and two central associations of SCAs with valid licenses issued by the National Commission for the Financial Markets/CNPF with a membership of 133,721 persons in 2017 increasing by 3% from the previous year¹¹.

Religious organisations play an important role in Moldova. 95% of Moldovan citizens associate with the Orthodox Church. According to the Government, the Moldovan Orthodox Church (MOC), which is subordinate to the Russian Orthodox Church, has 1,281 parishes, monasteries, seminaries, and other entities. The Bessarabian Orthodox Church (BOC), subordinate to the Romanian Orthodox Church, has 312

⁷ Annual Review of Labour Relations and Social Dialogue 2016, Corneliu Ciurea, Friedrich-Ebert-Stiftung

⁸ Agriculture and Rural Cooperation Examples from Armenia, Georgia and Moldova, John Millns, FAO Regional Office for Europe and Central Asia Policy Studies on Rural Transition, No. 2013-2

⁹ Idem

¹⁰ Idem

¹¹ National Commission For the Financial Markets Annual Report 2017

http://www.cnpf.md/file/Publicatii/Raport_Anual_2017.pdf



such entities¹². Although MOC is officially treated like any other church, in practice it enjoys privileges by the Government. The Orthodox Church is actively involved in promoting traditional, conservative values and fights with the influence of other religions on the territory of Moldova. It also opposes the rights of sexual minorities¹³.

Enabling environment

Legal framework

To operate, CSOs need a functioning democratic legal and judicial system – giving them the de jure and de facto right to associate and secure funding, coupled with freedom of expression, access to information and participation in public life. The primary responsibility to ensure these basic conditions lies with the state. Several changes to the legal framework were taken in the period 2014-2018, generating some improvements to the overall environment in which NGOs operate.

In 2017, there were indications on possible **diminishing space for civil society**, including legislative initiatives for banning foreign funding for CSOs involved in political activities. A new ‘Law on non-commercial organisations’ was developed in a working group with participation of NGOs, but in the latest drafting stage (summer 2017), the Ministry of Justice introduced some provisions limiting foreign funding for organisations with ‘political activity’, without defining the political activities. Following criticism, the Government stopped the adoption process in September 2017. The drafting process re-started with NGOs’ participation in February 2018 and the law was approved by the Parliament on 03/05/2018 in the first reading. There are, however, worries that possible amendments (especially on the foreign funding and other restrictions) would be included before its final adoption. The Speaker of the Parliament commented on 03/05/2018 that amendments to the draft law need to be done in order to ban political influence. The Parliament did not adopt the draft during the summer legislative session and it might either resume the work on it in fall 2018 before the parliamentary elections, or to postpone it after the elections.

Meanwhile, there have been also positive evolutions, like the adoption of the **2% law** in 2016 (allowing people to direct 2% of their income tax to NGOs) and its successful implementation in 2017, as well as the adoption of the **law on social entrepreneurship** in November 2017.

There is a legal framework on **volunteering with secondary legislation since 2014**, based on which 146 organisations registered as working with volunteers with 1,361 volunteering books.

Registration of NGOs was transferred since March 2018 from the Ministry of Justice to the **Public Services Agency (PSA)**, which will also register political parties and private companies¹⁴. This may pose several difficulties for NGOs for registration. Local NGOs that used to register with their local authorities will now have to go to PSA regional offices. The Public Services Agency may impose tariffs equal to those of commercial companies for changes in NGOs registration.

¹² MOLDOVA - US Department of State <https://www.state.gov/documents/organization/171710.pdf>

¹³ Bertelsmann Stiftung’s Transformation Index (BTI) 2018 Country Report Moldova

¹⁴ *Shrinking space for civil society in Moldova*, Sorina Macrinici, CRJM 2018 - According to the new law, not published yet in Official Gazette, the registration time of NGOs will be reduced from 30 to 15 days, which does not correspond to the approximate 3 day period offered for the registration of commercial organisations.



Practices and attitudes – CSOs engagement in the policy process

The Moldovan public is deeply disappointed by the performance of democratic institutions. According to the International Republican Institute (IRI) regular survey published in June 2018, only 25% of Moldovans declared that they are very or somewhat satisfied with the way democracy is developing in Moldova¹⁵. The Moldovan population in general is somehow reluctant to engage in collective actions, but civil society is actively engaged in identifying problems and in preparing and promoting policies. 39% of the public has a favourable opinion about NGOs, the opinion of only 30% is unfavourable, NGOs being the institutions that have the lowest rate of unfavourable opinions among those assessed comparable only with the Romanian (30%) and Moldovan Orthodox Churches (27%), NGOs are also the least known institutions – 30% of the public could not express an opinion on their activities.

Cooperation between the Government and CSOs remains difficult. Public institutions are required to publish on their websites information about new policies, legislation, strategic documents and monitoring reports and access to public information is free of charge. The website of each ministry has a sub-page where drafts are published for consultation which de jure ensures transparency of the decision-making process. Among other things, the applicable law requires the publication of detailed annual state budgets and expenditure statements for central and local government. Citizens and CSOs have the right to give opinions on drafts elaborated by the government or ministries (10-15 working days for comments). Following the consultation process, institutions have to explain the reasons for not accepting an opinion. In addition, legislative initiatives of the government are consulted with civil society through an online platform, www.particip.gov.md, where all drafts are published before adoption¹⁶.

The impact of CSOs on shaping the public policy remains limited. While the legal framework for **transparency of decision making** and consultation with civil society is quite progressive, secondary legislation necessary for good implementation exists only for the central government and this was renewed and clarified in 2016. The decision-making process at the parliamentary level is also a subject of criticisms due to non-transparent legislative processes that include sporadic public hearings and consultations, limited access to information, changes in the legislative agenda without notification of civil society experts and other relevant stakeholders (or last-minute notification). The Parliament's rules of procedures await changes to incorporate transparency and CSO/citizen consultation for some time. In this context, CSOs face difficulties following and consistently shaping decision making process and developing advocacy initiatives, while increasing the risks of adoption of controversial legislative and normative initiatives. Similarly, there are no precise procedures to ensure enforcement of transparency by local governments and there is no monitoring mechanism of enforcement of transparency legislation by these administrative units.

At the **level of central government**, the consultation is done mainly through the web portal www.particip.gov.md, which was designed in 2011 and needs up-dating. According to information available (State Chancellery report on transparency) the number of draft decisions consulted with the public has decreased from around 89% in 2014 to 72,4% in the case of draft laws and 80.4% in the case of Government decisions in 2017. During 2017, central government authorities reported to have organised 822 consultative processes (hearings, debates, working groups). Main weaknesses in implementation at central government level are: lack of public information on the initiation of decisions – as the law foresees, lack of feedback on suggestions taken as a result of public consultation processes – publication of tables of divergences required by law but done in practice only in a limited number of cases. In some cases, insufficient time was dedicated to public consultation (e.g. ten days in the case of the Human Rights Action

¹⁵ This figure was 26% in March 2017.

¹⁶ Bertelsmann Stiftung's Transformation Index (BTI) 2018 – Moldova report



Plan). Unfortunately, in practice and despite a good legal base, the involvement of civil society in the political process remains limited and its influence on the policy-making process is rather small. The dialogue between civil society and the authorities has suffered in last two years among other things due to the rising dissatisfaction with the policy of government and progress of reforms. Moldovan civil society remains active when it comes to monitoring of the government activities and reforms¹⁷.

At **local level**, there is no detailed information on application of transparency legislation, but it is believed that the situation is even worse due to lack of capacities, awareness, public demand, as well as technical factors – such as internet access, reduced number of active web pages for local authorities.

The regulatory framework for effective civil society participation at **legislative level** (Parliament) is considered to be insufficient. There are cases in which draft laws and regulations, prepared by Government with contributions from CSOs, suffer significant changes in Parliament, without public consultation¹⁸. The Parliament's Regulation lacks clear rules for public consultations of the draft legislation that would involve the civil society. In October 2016, the Parliament set-up a mixed working group on new/amended legislation concerning the transparency in decision-making. It met once, CSOs submitted proposals of amendments to the actual Law on transparency in decision-making and the Regulation of the Parliament, which in March 2017, the Parliament sent to the Ministry of Justice to be include in a draft law¹⁹.

At population level, barometers of public perception do not indicate a major change of overall attitudes - the levels of civic activism, volunteering and participation in public affairs remain limited. There were several opinion polls in 2017 indicating that the population views CSOs as increasingly politicized but the methodology of these opinion polls was questioned by experts (as well as tendentious questions on political activities of CSOs). Moreover, some NGOs consider that there is an orchestrated campaign to delegitimise CSOs, portraying them as isolated from the population, politically affiliated, interested only in fees and benefits for their members (and even connected with money laundering) (see Legal Resources Centre's Radiography of attacks against NGOs²⁰).

Participation mechanisms and their effectiveness

Fora for dialogue of national authorities with civil society at national level

The NGO Council, a dialogue partner for Parliament, was elected again in 2018 by a gathering NGOs and NGO alliances, although not providing a fully representative platform for small and medium sized NGOs. It is part of the committee monitoring the implementation of the National Civil Society Development Strategy, based on the cooperation agreement between both bodies of December 2005. The NGO Council renewed its composition during the annual Forum in April 2018.

At central Government level, the **National Participation Council**, an advisory body to the Prime Minister, should enable civil society to participate in decision-making, re-started its activities in 2017. However, recognised civil society activists have indicated that its composition cannot be considered as fully representative and it has not been very vocal.

¹⁷ Bertelsmann Stiftung's Transformation Index (BTI) 2018 – Moldova report

¹⁸ http://soros.md/files/publications/documents/Civil%20Society%20Macrinici_onepage.pdf

¹⁹ http://soros.md/files/publications/documents/Civil%20Society%20Macrinici_onepage.pdf

²⁰ <https://crjm.org/wp-content/uploads/2018/03/2016-2017-radiography-NGO-attacks-EN.pdf>



The Economic Council to the Prime Minister was established as an advisory body in 2011. The Council was assigned the mission to facilitate the dialogue between the representatives of the business environment, donors' community and policy makers so as to develop a favourable social-economic climate and non-discriminatory, transparent business environment, which would be attractive for investment. *The Council is also assigned the functions of the National Committee for Trade Facilitation*²¹. It is authorized to discuss and develop solutions for external trade related problems of national importance (including DCFTA related matters), which refer simultaneously to a number of public authorities and needs a systematic approach. On an annual basis, a Joint civil society dialogue forum is to be held to present an update of the Trade and Sustainable Development Chapter of the Association Agreement (Article 377).

The government applies a Regulatory Impact Assessment (RIA) to all draft laws and acts bearing on business activity to enhance transparency in the drafting of laws and regulatory acts through a **State Commission for Regulation of Entrepreneurial Activity**. It is formed of central government and business association representatives, working as a filter to eliminate excessive business regulations. It meets weekly and can vet draft governmental regulations dealing with entrepreneurship.

Several other consultative bodies involving CSOs exist at central government level, their effectiveness and real engagement with the civil sector varying with some positive practices in the area of, for instance, child welfare but less in other sectors (e.g. the Council for Disabled has not met since 2017). The work and the activity of the College of the Ministry of Agriculture and Food Industry consists of 37 members including also four representatives of umbrella farmers' organisations, one of which is AGRInform. The latter feels that the work of the College depends on the work style and the approach of the Minister. The College used to be active and effective, the place where significant agricultural and rural development policy issues and related documents were discussed and decisions made, however, recently it has lost its importance²².

Social partners and social dialogue – employers' organisations and trade unions

In Moldova, the employers are represented by employers' organisations, which are sectoral and gathered under the umbrella of the **National Confederation of employers of Moldova**. Similarly, employees are represented by the sectoral trade unions, which are part of the National Confederation of Trade unions of the Republic of Moldova. This social dialogue is regulated by the labour code and law on the organisation and functioning of the National Commission for Collective Consultations and Negotiations, committees for collective consultations and negotiations at the level of the branch and territorial level as well as the institutional setting, which is involved with reviewing rights in Government draft legislation processes on main socio-economic issues. However, **social dialogue** is rather formal and perceived as inefficient and not very representative of the various economic sectors and particularly at the local level where employers' and trade union organizations are not established at all. Although social dialogue is meant to ensure greater representation of employers and employees in Moldova, rather, it excludes a considerable share of those concerned. Most affected are small and medium-sized enterprises, which constitute a fundamental component to the economy (the SME sector as a whole, which represents about 97% of the total number

²¹ For the purpose of implementing the commitments undertaken by the country in the Protocol Amending the Marrakech Agreement Establishing the World Trade Organization (Agreement on Trade Facilitation) approved by Law No. 729 of 09/06/2016

²² Comparative analysis "Monitoring of Rural Development Programmes in Moldova, Romania and Latvia" Report, http://www.agroinform.md/images/stories/studii/comparative_study_monitoring_rdp_in_lv-md-ro_eng.pdf



of enterprises and 57% of the total amount of jobs in Moldova), and their needs and constraints are different from those of large companies²³.

In general, the opportunities for social dialogue between the central government and civil society are limited. Dialogue prevails between the Government and business organisations on economic development issues. Dialogue for the social sector and with trade unions remains scarce and largely ineffective.

Networks and platforms

Two national Platforms are currently active on the relation EU-Moldova: **the Eastern Partnership National Platform (established in 2011)** and the **EU-Moldova Civil Society Platform** established in 2016 as consultative body under the EU-Moldova Association Agreement²⁴. The latter is equally composed of representatives of employees, of employers and of other interests. Its counterpart in the EU is the European Economic and Social Committee. Some overlapping of membership to main civil society platforms in Moldova exists. However, the scope of activities of the platforms is rather different. Representatives are mainly from Chisinau and there is criticism concerning the lack of consultative and delegation systems to/from smaller grassroots organisations and citizens. The EU via a Technical Assistance project supports both national platforms since September 2017, i.a. through capacity building activities. The platforms do not have legal status and also lack fully functional secretariats.

Civil Society Development National Strategy and Action Plan

In June 2016, the evaluation²⁵ of the implementation of the Civil Society Development National Strategy 2012-2015 indicated that the strategy was over-ambitious and that very limited progress was registered in its implementation (27%). The factors behind this situation were political, contextual, financial, as well as related to management and coordination aspects of stakeholders.

A new **Civil Society Development Strategy 2018-2020** and its Action Plan prepared anticipatorily within mixed working groups of Parliament and NGOs, with limited involvement from Central Government, were approved by the Parliament on 23/03/2018 and published on 18/05/2018 in the Official Gazette, thus entering into force at that date. The new Strategy has three main objectives broadly in-line with the Commission's view on an enabling environment and working towards improvements to the existing one: (i) consolidation of the participation framework of CSOs in drafting and monitoring the implementation of public policies; (ii) promotion and strengthening of the financial sustainability of CSOs; (iii) development of an active civic engagement and volunteering.

Capacity/financial sustainability

Domestic funding is mainly channelled via the mechanism of the so-called "**2% law**", which allows physical persons the right to donate 2% of their income tax to CSOs. Several legal changes were passed for this provision between 2014 and 2016 when the Government adopted Rules of procedures to make operational funding for NGOs through the 2% designation, leading to a situation where this provision is fully operational. The first year of implementation of the "2% Law" – 2017 - has shown the interest from the population to support civil society organisations (over 20,000 people directed about MDL 2.8 million -about

²³ Informal economy and employment in the Republic of Moldova

http://www.cnpm.md/public/files/Economia_informala_26_03_2015.pdf

²⁴ Article 442, Title VII, of the EU-Moldova Association Agreement

²⁵ <http://fhi360.md/docs/2016/MPSCS%20Raport%20Evaluarea%20SDSC%202012-2015%20Eng.pdf>



EUR 143,000- to about 300 beneficiary organisations). From this amount, 90% was directed to 260 public associations, and 10% to 42 religious organisations. Approximately 86% of the total amount was directed to CSOs registered in the capital of Moldova, even if Chisinau-based taxpayers designated about 45% of 'their' 2% amount. One NGO (Public Association of Veterans and Pensioners of the Moldovan Ministry of Interior) received 49% of the total 2% amount²⁶. The 2% mechanism is not sufficient to ensure the financial sustainability of Moldovan CSO and there is a need of raising the capacities of CSOs in developing and implementing promotion and communication campaigns.

The Law on **Sponsorship and Philanthropy** is out-dated and the administrative procedure to give/receive donations is very unclear. This is very discouraging for potential "donors" but also for CSOs, thus the philanthropy culture (related to CSOs) remains undeveloped and non-used in Moldova. In August 2018, the Government announced a new public financial support for CSOs. For this, the cabinet of ministers allocated MDL 10 million. Funds will be used to assess and monitor public policy documents drafted by ministries and state institutions. The mechanism for public policy expertise is yet to be drafted by the State Chancellery.

Law Amendments on **Social Entrepreneurship** (SE) were adopted and establish the definition of a social enterprise, as well as list available benefits to SEs. Public funding is channelled via direct action grants from certain Ministries (in such areas as culture, youth, economy or environment) or via contracting of social service delivery.

Especially for small CSOs, **local authorities** could represent a source of support but given the low level of fiscal decentralisation their resources remain limited. Local authorities – such as village councils and municipalities – can potentially offer privileged spaces for engaging CSOs in local governance and policy making; and this role would be relevant both as a way to launch initiatives aimed at reducing social exclusion factors at local level as well as a way to foster decentralisation, in line with current reform processes.

The **promotion of financial sustainability of NGOs** is one of the three objectives of the Civil society Development Strategy, adopted by the Parliament in March 2018. It includes a complex set of fiscal and other measures in the area of public services contracting out/public procurement, and public grants, procurement of services from private providers (including civil society organizations) in the area of social/medical service provision.

Many small organisations in the regions but also from Chisinau and surrounding localities are struggling financially and have very limited access to funding and capacity building programmes. They rarely have access to grants and if they do, projects may lack sustainability. In turn, strong donor harmonisation is required to avoid funding of the same projects and organisations that are receiving funding from various sources. Well established NGOs have been experiencing capacity problems lately mainly due to emigration of skilled staff abroad and/or general lack of skilled staff. There is potential in the capital and the regions of newer, innovative NGO. However, those need sustainable but quite time consuming skill training first in order to make them ready to successfully absorb donor funds.

²⁶ One Year of Implementation of the 2% Mechanism in Moldova, CRJM, https://crjm.org/wp-content/uploads/2018/07/2018-06-LRCM-report-2perc_fin.pdf.



EU and other donors’ engagement

The overall objective of the EU and the Member States toward civil society in Moldova is to contribute to its development in becoming a stronger actor actively participating in decision and policy-making and implementation processes of the EU-Moldova Association Agreement (AA). The previous EU CSO roadmap (2014-2017) focused on promoting the role of Civil Society as essential domestic actor in the implementation of the EU-Moldova Association Agreement, on facilitating CSOs oversight role and building its capacity, and enhancing the role of civil society to be an active and independent development actor.

At EU level, the support towards civil society is streamlined in the **Eastern Partnership 2020 deliverables** working document:

- Strengthened **management capacities and technical expertise of CSOs to constructively engage with governments at grassroots, local and national level.**
- 80 Civil Society Policy Fellowships awarded and 300 youth leaders supported.
- Obtain meaningful information on evolutions in participation space for civil society organisations in the Eastern Partnership countries.
- **Well-functioning and regular multi-stakeholder policy dialogue** through the Eastern Partnership Civil Society Forum and its National Platforms.

The **European Union** is the largest donor to civil society in Moldova. This is done through regional programmes (such as the CSO-LA budget line with an allocation of EUR 1.85 million), thematic programmes (such as EIDHR), and on a bilateral basis. The indicative bilateral allocation for civil society in Moldova for 2017-2020 accounts between EUR 14.2 million and 17.4 million (the previous allocation for 2014-2017 was between EUR 16.75 million and 20.5 million). Currently (2018), 21 CSOs are contracted by the EU to implement projects for a total amount of EUR 17.2 million (mainstreamed and targeted support to CSOs).

Overview of EU bilateral Funding for Civil Society (not including regional and thematic programmes)

| | 2014-16 | 2017 (real) | 2018 (forecast) | 2019 (forecast) | 2020 (forecast) |
|------------------------------|-----------------------|----------------------|-----------------------|----------------------|----------------------|
| ENI Bilateral/Moldova | EUR 10,650,000 | EUR 5,000,000 | EUR 13,000,000 | EUR 2,200,000 | EUR 2,200,000 |

To continue supporting assistance to the reforms as well as the delivery of concrete results and benefits to the citizens of Moldova, the EU adopted the new multiannual programming (**Single Support Framework for 2017-2020**) (EUR 284 – 384 million) on 13/09/2017²⁷. It focuses on delivering tangible and visible results for citizens: supporting governance reforms, strengthening economic development, connectivity and people-to-people contacts as well as providing horizontal support to civil society, strategic communication and capacity development/institution building.

Also, the EU together with the Member States and Switzerland adopted the European Joint Development Cooperation Strategy (Joint Programming Document), covering the period 2018-2020. Civil Society is a cross-cutting priority of the Joint Document, with the objective to strengthen civil society’s capacity to play an effective role in policy dialogue, implementation and monitoring at national and local levels, and to contribute to private sector development, sustainable economic growth and social innovation.

²⁷ https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/single_support_framework_2017-2020.pdf

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All Budget support operations of previous assistance included a part of monitoring by CSOs for implementation of reforms. The Annual Action Programme 2017 includes support to CSOs to monitor local infrastructure projects and to enhance citizens' engagement in decision-making processes. The Annual Action Programme 2018 foresees engagement of CSOs in anti-corruption efforts, economic governance and public budgets transparency, regional development in two pilot micro-regions, gender equality and combatting violence against women and children, as well as for confidence building aspects.

The EU meets regularly with CSOs, including marginalised groups, on a bi-annual basis prior to the Human Rights dialogue and the Association Councils. CSOs are also consulted before and during new EU programme identification. They are as well consulted on strategic documents such as the Association Agenda and implementation report as well as the Democracy Action Plan, the Single Support Framework and the Annual Action Programmes. There are also regular meetings between the Head of Delegation and the two national platforms

An EU **High Level Advisor for Civil Society** Engagement, a Technical Assistance Instrument of the EU, was recruited at the beginning of 2018 in order to support a better engagement of CSOs by the Government.

Other European donors presently active in this area include: Austria, Czech Republic, Germany, Lithuania Poland, Slovakia, Sweden (in alphabetic order) and Switzerland (the list is not exhaustive).

The program Extending cooperation with civil society in the Eastern Partnership countries and Russia (launched by the **German** Bundestag in 2014) was funded with EUR 14 million in 2016. 65 multilateral projects including Moldova and four bilateral projects were implemented over the year, 13 of them with a particular focus on civil society capacity building. The projects included subjects such as human rights activism, nation building, youth, exchange and future perspective, peace and conflict work, LGBT-community (including family support), pluralism and social media, fight against corruption as well as human trafficking.

Lithuanian Development Cooperation focuses on areas where Lithuania has a comparative advantage arising from its own state-building experience in implementing democratic reforms, strengthening civil society and establishing a properly functioning market economy. In line with Lithuanian foreign policy priorities listed in the Development Cooperation Policy Guidelines of the Republic of Lithuania for 2017-2019, support for civil society in Moldova is mostly provided in the form of grants for small-scale projects through annual open call for proposals. Areas of cooperation include strengthening of democracy and human rights, promotion of gender equality, enhancement of social and economic activity of women and youth, and public awareness raising on European integration.

Guided by the Results Strategy for Reform Cooperation with Eastern Europe, Western Balkans and Turkey 2014-2020, **Sweden** supports civil society in Moldova to become strong and pluralistic by building democratic, transparent and resilient organizations, to better engage in policy-dialogue, as well as in service delivery at national and local levels (including Transnistria and Gagauzia). Core-support programme targets institutional development of CSOs active in fields like gender equality, environment, human rights, economic development, justice and media.

The **Swiss Agency for Development and Cooperation (SDC)** supports the participation of women and men, including the excluded ones, in decision-making processes in priority domains of the Swiss Cooperation Strategy for Moldova 2018-2021 – Health, Local Governance, Economic Development and Employment. Through a dedicated project “Contribution to Engaging Citizens and Empowering Communities Program in Moldova” (2015-2021), SDC supports CSOs, their networks, constituents and communities to claim their



rights and demand better services by using policy influencing tools to put pressure on decision-makers (parliament, government, district and local public authorities). These efforts focus on policy areas that are key to building social cohesion such as employment, social protection, water and sanitation, education, infrastructure and health.

The main international donors and actors active in Eastern Europe are also present in Moldova.

USAID is the second largest donor to civil society in Moldova. Through its programs, USAID seeks to strengthen the capacity of CSOs in Moldova with the intention that civil society becomes an effective avenue to represent the needs and interests of the average Moldovan citizen. USAID supports efforts to strengthen the capacity of CSOs both to advocate independently on a broad range of issues, as well as to become more financially sustainable through diversifying their resource base. USAID's Flagship Civil Society Program "Moldova Partnership for Sustainable Civil Society" (MPSCS), implemented by FHI 360, partners with local groups to improve their capacity to represent citizens' interests, influence policymaking, and sustain the sector's democratic role for the future. Although the project is expected to end December 2018, USAID will continue to be active in these areas both with remaining programs and anticipated future support for the sector.

The **OSCE** concentrates on building capacity of NGOs and civic initiatives from Transnistria as well as promotes partnerships and cooperation between NGOs on both banks of the Nistru River.

The **United Nations** made up of the UN itself and many affiliated programmes, funds, and specialized agencies support civil society in different domains mainly through external financial resources. as implementing body.

Political foundations are active, with strong and active presence of the German political foundations (Konrad-Adenauer-Stiftung, Friedrich-Erbert-Stiftung, Hanns Seidel Foundation, etc.). US political foundations are also present (e.g. American Democratic Institute and International Republican Institute) and provide support to political parties and supporting civic leadership, as well as think tanks related to political parties.

The main International private foundations, e.g. Open Society Foundations (Soros Foundation Moldova) and East-Europe Foundation, are also active in Moldova supporting civil society development, civic engagement and participatory democracy.

LESSONS LEARNT FROM THE EU ENGAGEMENT SO FAR (i.e. *dialogue, operational support, EU coordination and division of labour, negotiation of partnership priorities/SSF*)

As for the priorities set up in the previous Roadmap, they were realistic and some are still valid for the new generation of the roadmap. The EU and the Member States engaged actively with civil society in all of the three priority areas. The regular dialogue on Human Rights, the set-up of the EU-Moldova CSO Platform, the revitalisation of the National Participation Council, the periodic meetings between the Head of Delegation and the Eastern Partnership National CSO Platform, the so-called "2% law", the newly approved National Civil Society Development Strategy, active involvement of civil society in consultation of Single Support Framework priorities, are all positive events in the previous engagement period.

Although significant assistance is deployed to the civil society, the impact is still limited by insufficient coordination and consistency among the various funding instruments and throughout the various sectors covered.



More attention should be given on outreach and providing timely information to local audiences and thus ensure predictability and visibility for CSOs of the EU's and Member States' assistance and adequate engagement of local stakeholders, as well as their wider access to it. This could be done working through well-established CSO resource centres and/or networks, federations/umbrella organisations.

More coordination is necessary between issues raised by CSOs during policy dialogue and the operational support, and on strengthening the working modalities, fora, and partnerships most appropriate in the given national context.

Participation in policy dialogues should be broadened to include the whole range of CSOs – e.g. trade unions, farmers organisations, cooperatives, etc. - and, wherever possible, have a multi-actor approach, coordinated with national authorities, emphasising their multi-stakeholder dimension.

Sectoral policy dialogues should include all concerned actors, such as CSOs and the private sector where relevant, and partner governments, local authorities, parliaments and other national institutions. Fragmentation of dialogue fora should be avoided.

While CSO engagement has been 'mainstreamed' and targeted for CSOs in instruments and programmes in all sectors of cooperation, the approach taken has not always been strategic and well-coordinated with the support in the respective public sector and with other on-going CSO support initiatives (e.g. the public administration reform efforts supported by the EU did not incorporate inclusive policy-making for better governance among priorities related to central and local government reform). More attention should be given in the future when designing such interventions to ensure their synergic effects.

CSOs role in promoting and communicating, disseminating information on European values and reform processes related to the AA was limited by the lack of resources for such activities - some of the EU assistance in the future should focus on this aspect as well.

Some of the areas supported for many years such as the Confidence Building Measures require renewed approaches such as focus on cultural heritage and multiculturalism, use of conflict sensitivity in sectoral policies.

Local development multi-stakeholder approaches to rural development (Leader) or Urban regeneration (already supported by EU and some Member States) should be further encouraged and extended.

The financial sustainability of CSOs, especially of those working at community level on service delivery, needs to be improved by legal changes and resources to be allocated so that, for example, local authorities can contract out social services from CSOs.

Several actors (SE, USAID) are now promoting core-support funding for established NGOs with well know track record. This should be further developed and adopted by other donors, including the European Union.

CSOs still require capacity building on coalescence, conducting outreach and engage constituents and more assertive and effective advocacy and improve coalition building.



RELEVANT REFERENCES AND SOURCES TO DEEPEN THE UNDERSTANDING ON THE STATE OF CS AND EU ENGAGEMENT WITH CS

Eastern Partnership - 20 deliverables for 2020

https://eeas.europa.eu/sites/eeas/files/swd_2017_300_f1_joint_staff_working_paper_en_v5_p1_940530.pdf

EU-Moldova Association Agenda

<https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:22017D1489&from=EN>

European Joint Development Cooperation Strategy (2017-2020)

https://eeas.europa.eu/sites/eeas/files/joint_response_moldova_february_2018_0.pdf

EU COUNTRY ROADMAP FOR ENGAGEMENT WITH CIVIL SOCIETY 2014-2017

https://library.eunighbours.eu/sites/default/files/attachments/moldova_rm.pdf

Single Support Framework 2017-2020

https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/single_support_framework_2017-2020.pdf

Action Fiche on Civil Society Facility Moldova

https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/eni_2015_c2015_7150_annual_action_programme_for_moldova_civilsociety.pdf

Statistical Analyses of the Civil Society in the EaP Countries for the Purposes of Future Initiatives by the EC (pilot country – Moldova) (June 2018)

Shrinking space for Civil Society in Moldova, POLICY BRIEF,

<http://soros.md/files/publications/documents/Civil%20Society%20Macrinici.pdf>

2018 Nations in Transit Moldova Report

<https://freedomhouse.org/report/nations-transit/nations-transit-2018>

USAID, 2016 CSO Sustainability Index for Central and Eastern Europe and Eurasia, Chapter on Moldova, page 158

https://www.usaid.gov/sites/default/files/documents/1866/CSOSI_Report_7-28-17.pdf

SDC, East Europe Foundation, 2017, Report on Inequalities. The document, to be updated on yearly basis, identifies inequalities in the areas of livelihood, health and labour.

SDC, International Institute for Democracy and Electoral Assistance (IDEA), IDIS Viitorul, 2017, Report on the State of Local Democracy. The report contains context analysis, opinion poll (conducted by CBS Axa) results and policy recommendations by the authors.

LRCM Report one year implementation of the 2% mechanism in Moldova, <https://crjm.org/en/bilantul-primului-an-de-implementare-al-legii-2/>

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PART II – EU STRATEGY AND ACTION PLAN TO ENGAGE WITH CSOs

| KEY CHALLENGES AND OPPORTUNITIES | PRIORITIES FOR EU ENGAGEMENT WITH CS | TARGETS OF EU ENGAGEMENT WITH CS | ACTIONS/ACTIVITIES (analysis, policy dialogue, financial or non-financial support) | INDICATIVE MEANS (programmes/instruments, etc.) – list not exhaustive |
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| General EU engagement with civil society | | | | |
| <p>Challenges to democratic governance, accountability and transparency of public authorities</p> <p>Challenges to ensure that citizens' interests are at the centre of policy making.</p> <p>Challenges to engage citizens</p> | <p>1. Promote a conducive environment for CSOs, good governance, strengthening democratic institutions - CSO participation in developing and monitoring the implementation of public policies, , increasing the transparency and accountability of central and local administrations</p> | <p>Strengthened participatory and inclusive democratic governance at central and local levels</p> <p>Participatory mechanisms that promote improved democratic governance, accountability and transparency of public authorities, essential in combatting corruption and in ensuring that public authorities are not only held accountable for their actions, but strive to ensure that citizens' interests are at the centre of policy making</p> | <p>Continue to support CSOs action in the area of good governance, accountability and rule of law – monitoring public institutions - transparency of decision making of policy implementation;</p> <p>More structured and efficient regular, multi-stakeholder dialogue, involving CSOs, local governments in every sector and in every policy/programming cycle;</p> <p>Strengthening the internal capacities of CSOs – through possible core support including for national networks and regional organisations/platforms;</p> <p>Strengthening the capacities of CSOs to react to restrictive legislation and to restrictive</p> | <p>CSO mapping exercise 2018</p> <p>Civil Society Facility 2015 sub-grants scheme “Grassroots Civil Society Development Facility in the Republic of Moldova (2017 – 2020) (ref. ENI/2018/397-510)</p> <p>Country Based Support Schemes (CBSS) “Advancing and monitoring the rights of people with mental disabilities in neuro-psychiatric residential institutions” (ref. NEAR-TS/2016/374-155)</p> <p>EU CBM “Raising Mutual Trust between Teachers on Both Banks of the Nistru River: Building Regional Capacities for Continuous Development of Teachers' Skills of the Modern Pro-active Methods of Human Rights Education” (ref.</p> |

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| | | <p>Empowering civil society and citizens to engage, ensuring a system that promotes the free flow of information by public authorities to its citizens</p> <p>Empowering civil society to answer to attacks and to restrictive legislation</p> <p>Strengthened local, regional and CSO-coalitions and cooperation platforms with central and local public authorities, media, business and farmers associations</p> <p>CSOs institutional and financial sustainability supported</p> | <p>environment;</p> <p>Broadening the base of CSOs engagement outside of the capital</p> <p>Dialogue at the regional and local levels;</p> <p>Dialogue with civil society linked with EU budget support programmes, 2018-2019 Macro Financial Assistance programme;</p> <p>Social dialogue – improve dialogue with social partners trade unions, farmers, employers Moldova;</p> <p>Empower local level CSOs with appropriate knowledge, tools and frameworks to take a more active role in consultations, contribution and oversight of the local public policies and budgets;</p> <p>Increase participation of the population and civil society in the budgetary processes, as well as monitoring of public spending, including public procurements;</p> | <p>2016/378507)</p> <p>Towards a Cross-River Partnership for Sustainable Development and Human Rights</p> <p>EU CBM “Towards a Cross-River Partnership for Sustainable Development and Human Rights” (ref.2016/379-215)</p> <p>High Level Adviser for CSO contributing to an improved transparency of the decision-making process</p> <p>CSO-LA call 2017: focused on public accountability, including oversight of local investment projects</p> <p>Citizen's empowerment (AAP2017)</p> <p>Swedish Core-support programme for CSOs (2016-2021) / Technical assistance for institutional development.</p> <p>CSO component - Strengthen the rule of law and anti-corruption</p> |
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| | | | <p>Increase CSOs institutional and financial sustainability by supporting initiatives and mechanisms for CSOs health-check, advice and guidance for CSOs capacity building in management of funds and fundraising activities.</p> <p>Assessments undertaken on existing participatory and advocacy approaches, capacity building needs and communication campaigns</p> <p>Capacity building for CSOs on mechanisms and tools for transparency in the decision-making process, mobilization, social responsibility, policy advocacy.</p> | <p>mechanisms in the Republic of Moldova (ref. ENI/2018/041-244) financed under AAP 2018 -</p> <p>Citizen's empowerment (AAP2017)</p> <p>Sub-grant component in the programme "Support to UN Women Moldova in the Strategic Note" (civil society involvement in promoting gender equality and implementing the UN Resolution on Women, Peace and Security).</p> <p>Contribution to 'Engaging citizens, empowering communities' Program in Moldova, implemented by East Europe Foundation (2017-2021) co-financed by SDC</p> <p>Engagement with civil society organisations within the proposed Programme on Economic governance (AAP 2018)</p> |
| <p>In view of new roles and responsibilities of civil society in the framework of the implementation of the</p> | <p>2. Strengthen a CSOs participation in the reform process in the various sectors</p> | <p>Meaningful and structured participation of CSOs in domestic policies of Moldova, in</p> | <p>Regular participation of CSOs in policy dialogue of EU on Moldova through formal and informal frameworks;</p> | <p>EU Police Budget Support monitoring (call for proposals 2017)</p> |

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| <p>Association Agreement, the lack of representativeness of the civil society sector, their lack of capacity in advocacy, lobbying and engaging in high level policy dialogue and their lack of organizational skills present a clear issue.</p> | <p>foreseen in EU Moldova Association Agenda and Moldova’s effective use of EU assistance</p> | <p>the EU/MS programming cycle and in international processes</p> <p>Strengthened CSOs capacities and expertise in monitoring the implementation of AA and use of EU assistance</p> <p>Improved / increased engagement of CSOs and think-tanks in raising awareness on AA issues, promoting the AA implementation and the European values more broadly</p> <p>Strengthened capacities of local and grass-roots CSOs to apply monitoring tools and fulfil watchdog functions on the local and national level</p> | <p>Involvement of CSOs in the annual EU Association Agreement implementation report, as well as other reports and assessments; Create opportunities for CSOs in monitoring all types of EU assistance;</p> <p>Enhanced policy dialog between authorities – CSOs – EU in main thematic fields (ministerial level);</p> <p>Support the EaP Moldova Platform and the AA Platform through a Secretariat; clarify the legal status of the Platforms;</p> <p>Strengthen the advocacy, communication and coordination capacities of the established CSOs platforms and its members (NP of the EaP CSF and EU-MD CSP);</p> <p>Support CSOs activities of public policies monitoring, including of the AA and EU assistance;</p> | <p>Swedish Core-support programme for CSOs (2016-2021) in fields as: human rights, justice, environment, economic development, gender and free media.</p> <p>Swedish support to the Economic Council secretariat through the project Business Investment Climate Reform II implemented by IFC.</p> <p>EU Neighbourhood Civil Society Facility Regional Actions 2015 “Monitoring Progress Empowering Action” (ref. ENI/2016/362-048)</p> |
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| | | | <p>Enhance capacities of CSOs on monitoring EU financial assistance (MFA, budget support, projects);</p> <p>In order to support Strategic communication on EU affairs/assistance: to develop the network of communicators in state institutions (role, capacities, and instruments), as well as of CSOs and mass-media on how to reflect effectively EU assistance and AA implementation;</p> <p>Support CSOs programs and initiatives aiming at strengthening the policy and advocacy bridging of the established CSOs platforms and its members with similar organizations from the EU and EaP countries;</p> <p>Support of initiatives, such as "Europe for You" to develop and coordinate joint messages, as well as for bringing together beneficiaries of different EU projects and using the</p> | |
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| | | | possibilities of message multiplication at local level (initiative groups, local youth councils, grass roots organisations). | |
| <p>Self-sustainability in the sector remains an issue, despite the so-called "2% law" and social entrepreneurship legislation in place. CSOs also have the option to earn income from service and goods provision as long as this is stipulated in their statute. CSOs have increasingly become active players in the economic realm, with initiatives having impact on local economy or by monitoring repercussions of national and international economic policies.</p> <p>New social entrepreneurship law adopted</p> | <p>3. Enhance the role of Civil Society as a community development actor and service provider to the citizens</p> | <p>CSOs become active players in the economic realm, with initiatives having an impact on local economy and complement local and national government provision of services</p> | <p>Capacity building for civil society actors with a socio-economic role such as cooperatives, social finance institutions, social enterprises, Trade Unions, farmers and SME organisations</p> <p>Build capacities of CSOs to develop and implement 2% communication and promotion campaigns;</p> <p>Supporting "social economy" which focuses on achieving social impact rather than profit only: associations, cooperatives, foundations and NGOs active in promoting entrepreneurship and job creations by mobilising grassroots communities, delivering services and stimulating income generating activities for the poor and marginalised, job creation and</p> | <p>EU Civil Society Facility 2015 "Technical assistance to support CSO development in the Republic of Moldova" (ref. ENI/2017/388-484)</p> <p>Civil Society Facility 2015 sub-grants scheme "Better Social services through a sustainable partnership between the civil society and the government" (ref. ENI/ 2017/394-358)</p> <p>EU Civil Society Facility 2015 sub-grants scheme "Local civil society contributes to economic and social development in Moldova" (ref. ENI/2017/394-124)</p> <p>EU Confidence Building Measures (CBM) "Social Services for persons with disabilities to increase the confidence between</p> |

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| | | | <p>entrepreneurship responsive to community needs, stimulating local economic growth in an inclusive and sustainable manner as active players for an inclusive green economy, putting emphasis on the importance of including both social and environmental factors in stimulating economic growth;</p> <p>Supporting CSO initiatives and partnerships which combine social and economic ambitions, in sectors such as rural development, tourism and culture, environment and energy, access to financial services through micro-finance among others;</p> <p>Promoting the decent work agenda through trade unions, farmers organisations, etc.</p> | <p>the both banks of the Nistru river” (ref. ENI/2016/378-505)</p> <p>EU (CBM) “Access to Success: partnerships for self-sustainable community development” (ref. 2016/379-255)</p> <p>EU (CBM) “Building bridges, facing challenges building bridges between the civil society and communities on two banks of Nistru River” (ref. 2016/378-657)</p> <p>EU (CBM) “Joint Initiatives of CSOs from the both Nistru river banks for Socio Vocational Integration of Disadvantaged Youth from Republic of Moldova (SVIS Moldova)” (ref. 2016/378-510)</p> <p>EU Country Based Support Schemes (CBSS) “Improving access to community-based early years and preschool support services for vulnerable children with special needs in Moldova” (ref. NEAR-TS/2015/372-131)</p> <p>European Civil Society Awards,</p> |
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| | | | | <p>recognizing and promoting the excellency in EU funded CSOs initiatives for Moldovan citizens</p> <p>Swedish Core-support programme for CSOs (2016-2021) in fighting domestic violence on both banks of the river Nistru.</p> <p>Swedish support to grassroots organizations via East Europe Foundation.</p> <p>Sub-grant component in the Human Rights Programme in the Transnistrian Region supported by Sweden and implemented by UN Agencies (domestic violence, rights of people with disabilities, prevention and treatment of HIV/TB).</p> <p>Contribution to ‘Engaging citizens, empowering communities’ Program in Moldova (EC-EC Program), implemented by East Europe Foundation (2017-2021) co-financed by SDC</p> <p>Inclusive economic</p> |
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| | | | | <p>empowerment of micro-regions of the Republic of Moldova, financed under ENI:</p> <ul style="list-style-type: none">- Implementing capacity building and mentoring programmes to strengthen the capacities of civil society organisations, including women's organisations, grassroots organisations and social entrepreneurs: |
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PART III– FOLLOW-UP ON THE PROCESS AND STRATEGY

| Process indicators | | |
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| INDICATOR | TARGET | BASE LINE INFORMATION AND FURTHER COMMENTS |
| Involvement of Member States in the RM. | Member States present in the country are actively involved in the RM process. | Several meetings and exchanges of information through the network of development counsellors took place during 2018; Workshop with EU MS and CSOs' participation in July 2018; HoMs' endorsement of the roadmap in September 2018 |
| Number and quality of consultations held. Number and diversity (in terms of location, sector, capacities) of CSOs consulted regarding the RM. | The RM entails consultations with a broad range of local CSOs. Ultimately it leads to more permanent and structured dialogue. | Roadmap shared several times with former and current EU and MS CSOs grantees, EaP National Platform, networks of local grass roots organisations. Comments requested and received in written form. Workshop with EU MS and CSOs' participation in July 2018 Information on roadmap shared through different public events, including at HoD level. |
| Complementarity of RM vis-à-vis related EU and other Donor partners' processes. | RMs are complementary to related processes including human rights and democracy country strategies, the rights-based approach to development, gender action plans, etc. | Roadmap is annex to the European Joint Development Strategy and EU Human Rights and Democracy Country Strategy Roadmap developed based on existing evaluations, CSO mapping, including HRDCS and GAP reports. |

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| Outcome indicators | | | | |
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| PRIORITIES | TARGET | INDICATORS | BASELINE INFORMATION (if available) | SOURCES OF INFORMATION & MEANS OF VERIFICATION |
| <p>1. Promote a conducive environment for CSOs, good governance, strengthening democratic institutions - CSO participation in developing and monitoring the implementation of public policies, , increasing the transparency and accountability of central and local administrations</p> | <p>Strengthened participatory and inclusive democratic governance at central and local levels.</p> | <p>1. Number of public initiatives promoting social accountability and civil society participation in public policy oversight</p> <p>2. Evidence of enhanced CSO's capacities for participatory, transparent and accountable service provision (to define what constitute a sound participatory, transparent and accountable service provision)</p> <p>3. Number of legislative amendments to improve transparency</p> | <p>According to State Chancellery report on transparency in 2017 the number of draft decisions consulted with the public has decreased from around 89% in 2014 to 72.4% in the case of draft laws and 80.4% in the case of Government decisions in 2017.</p> <p>According to CSO monitoring, the regulatory framework for effective civil society participation at legislative level (Parliament) is considered to be insufficient. There are cases in which draft laws and regulations, prepared by Government with contribution from the CSOs, suffer significant changes in Parliament, without public consultation.</p> | <p>CSO mapping</p> <p>State Chancellery and Parliament annual reports on transparency in decision-making</p> <p>Internal EU/MS reports</p> |

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| | | in decision making | | |
| 2. Strengthen a CSOs participation in the reform process in the various sectors foreseen in EU-Moldova Association Agenda and Moldova's effective use of EU assistance | Meaningful and structured participation of CSOs in domestic policies of Moldova, in the EU/MS programming cycle and in international processes | <p>1. Quality (nature and scope) of CSO's involvement in dialogue processes related to the EU-national strategic partnership, Free Trade Agreements, programming of EU assistance, etc.</p> <p>2. Evidence of more systematic engagements/structured dialogue spaces between supported CSO's and EU/other donors</p> <p>3. Extent to which EUDs/other donors report improved relations with CSO's</p> | <p>CSOs are invited as observers/contributors to EU-Moldova Human Rights Dialogue;</p> <p>Reports and policy papers prepared by the EU-Moldova CSO platform in preparation of AA Committee</p> <p>CSOs policy papers and dialogue to inform ENP reporting, assistance programming and policy review</p> <p>Regular meetings between HoD and EaP CSOs National Platform</p> | <p>Meeting reports</p> <p>Policy papers</p> <p>EU monitoring documents</p> |
| 3. Enhance the role of Civil Society as a community development | CSOs become active players in the economic realm, with initiatives having | 1. Existence/quality of partnerships between public authorities and non-state actors partners (CSO, private | <p>Especially for small CSOs, local authorities represent a source of support but given the low level of fiscal decentralisation their resources remain limited.</p> <p>Number/quality of outputs at the moment, but sub-</p> | <p>CSO mapping</p> <p>Sub-granting scheme</p> |

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| <p>actor and service provider to the citizens</p> | <p>impact on local economy and complement local and national government provision of services.</p> | <p>sector, etc.) aiming at better service delivery</p> <p>2. Number/quality of outputs produced (e.g. structures, plans, systems, proposals, reports etc.) for improved service provision</p> | <p>granting scheme would be available starting with 2019</p> | |
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