ANNEX 1
of the Commission Implementing Decision on the Annual Action Programme 2013 in favour
of the Republic of Moldova

Action Fiche for Support to the Implementation of the Vocational Education Training
Strategy

1. IDENTIFICATION

| Title/Number       | Support to the implementation of the Vocational Education Training Strategy  
<table>
<thead>
<tr>
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<th>ENPI/2013/024-404</th>
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| Total cost        | Total amount of EU budget contribution: EUR 25,000,000  
|                   | (budget support) |

<table>
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<tr>
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2. RATIONALE AND COUNTRY CONTEXT

2.1. Summary of the action and its objectives

The objective of the Sector Reform Contract is to modernize and streamline the Vocation Education and Training (VET) in the Republic of Moldova (hereinafter Moldova) in order to increase the competitiveness of the national economy, by training competent and qualified workforce, in line with current and future requirements of the market.

2.2. Country context

Moldova is one of the poorest countries in Europe and passed through a difficult transition during the last decade of the 20th century. Low productivity, especially in traditional sectors such as agriculture, combined with a long economic restructuring and privatisation, as well as the impact of the global economic crisis, affected the Moldovan economy severely. Moldova’s transition to market economy was marked by a prolonged and deep recession. Although growth restarted in 2000, the strength of the recovery was weaker than in other neighbouring countries, resulting in a GDP in 2005 which was less than half of the 1980 level, one of the worst performances amongst the transition countries listed by EBRD, leaving the GDP as the lowest in Europe.
2.2.1. Main challenges towards poverty reduction/inclusive and sustainable growth

GDP grew on average by 4.6% annually during 2000-2012, with high disparities from 6.3% during 2000-2005, to 3.2% for the rest of the period, due to a strong influence of the global economic trends. The current estimates indicate an average annual GDP growth of 4.7% during 2012-2020. The economic model remained, to a large extent, based on consumption, with limited impact over the creation of new jobs in the country. Remittances, rather than wages, became an important source of revenue, particularly, in rural area.

Inflation is constant at around 7-8% over the last years. The fiscal consolidation process continued in 2011 with a budget deficit of 2.4% of GDP that further reduced to 2.1% of GDP in 2012. The absolute poverty rate decreased from 67.8% in 2000 to 21.9% in 2010.

The share of the population registered as active has decreased constantly over the recent years from 59.9% in 2000 to 40.7% in 2012. Of these, the 15-29 years age group counts for 27.2%. The unemployment rate among them is 13.9%, nearly double the national unemployment rate of 7.4%. In 2010, only 22% of young people found a job after graduation. The phenomenon is worse in rural areas where only 54% of this group found a permanent job vs. 75% in urban ones.

2.2.2. Fundamental values

Since 1991 Moldova has built foundations of a democratic system of government, based on respect for fundamental rights and freedoms. Local and parliamentary elections have been generally held in an orderly manner ever since. Moldova to date remains the only CIS state where every single transition of power — including the one in August 2009 — has taken place peacefully after contested elections, rather than through staged successions or a ‘coloured revolution.’ Significant reforms have been pursued to strengthen democracy, rule of law, respect for human rights (including the media freedom and minority rights), the fight against corruption and trafficking in human beings. Further positive developments in these key areas are underway, attesting democratic evolution of Moldova’s political, legal and socio-economic system and its ability to sustain cooperation with the European Union.

2.3. Eligibility for budget support

2.3.1. Public policy

a) The National Development Strategy "Moldova 2020" (NDS) is the basis of Moldova’s development policy. It focuses on seven development priorities among which "aligning the education system to labour market needs" ranks first. The overall objective is to produce a global social and economic impact. The cumulative effect of solving the problems will remove critical barriers that prevent the optimal use of resources and ensure qualitative economic development and poverty reduction.

b) The NDS pursues the reforms outlined in the Economic Growth and Poverty Reduction Strategy Paper (EGPRSP) and the Moldova-European Union Action Plan (MEUAP) aiming at aligning Moldova to EU standards with the objective of economic integration. National policies focus on economic development and reduction of poverty by increasing access to the key sectors: education, healthcare, social protection and employment. NDS initiatives are reflected in the national
budget and in the Medium-Term Budget Framework (MTBF), a process introduced in 2002. The new budget classification system introduced in 2012 will focus on non-financial performance information, ensuring that the priorities of the NDS are reflected in the budgets.

c) The development of the NDS is based on a large public consultation. The Government and, to a larger extent, the political stakeholders are committed to its successful implementation for which they are largely accountable. The 2013-2020 VET Strategy Plan includes contributions from all stakeholders, including international donors and was developed through a participatory process.

On the basis of this assessment, it is concluded that the policy is considered sufficiently relevant and credible for budget support programme objectives to be largely achieved. Therefore, the policy can be supported by the Commission with the proposed budget support programme.

2.3.2. Macroeconomic policy

In addition to the remittances (23 % of GDP in 2011), the importance of the agricultural sector remains significant with 12% of GDP, 28% of the labour force and more than 45% of exports through a strong agro-processing industry contributing an additional 8% to GDP. The rural poverty is the highest at 30% (2010). The real GDP growth is projected to slightly recover in 2012 at 0.3% before rebounding to 4% in 2013 on the account of a recovering agriculture and gradual improvement in external conditions. The budget deficit is projected at a higher than expected 1.9% of GDP in 2012 due to lower revenue, stemming mainly from the cyclical weakness of the economy. Pursuant to the agreements with International Financial Institutions (IFIs) the Government of Moldova is implementing measures for preserving macroeconomic stability:

• Enacting a law on public finance containing a new fiscal responsibility framework in 2013.
• New mechanism for allocating capital expenditure based on projects’ viability, economic growth potential, and capacity for implementation with the view to increasing efficiency of public investment.
• Strengthen tax administration along several dimensions, including reducing tax evasion.
• Undertaking structural reforms for reducing the losses and inefficiencies generated in the state owned enterprises.

The measures on reducing the vulnerability to external shocks, mono-cultural economy and dependence on limited export destination will show their impact in the coming years together with the improvement of the business environment and developing capacity in the public sector for facilitating businesses and foreign trade. Since January 2010, the IMF supported the Government of Moldova in its efforts to restore fiscal, external, and financial sustainability and promote growth by two arrangements: the Extended Credit Facility and the Extended Fund Facility, amounting in total to SDR 369.6 million (USD 562.5 million at present). Five reviews have been completed so far, releasing SDR 320 million to support the

IMF and World Bank.
balance of payments. The sixth review is still pending due to some delays in programme implementation and due to political uncertainty. The IMF programme which was due by end of April was put on hold rather than went off the track for the same reason. According to IFIs, some decisions taken by the Moldovan authorities on the last day before resignation, by adopting increases in pensions and wages for top civil servants as well as by introducing common tax for agricultural producers, might hinder further stabilization of economy and fiscal consolidation. The IMF is also expecting the Government of Moldova to implement measures agreed on the stabilisation of the Banca de Economii, a majority state-owned bank having an important systemic role in country's financial system. As the IMF’s conditions mentioned above are only part of a whole package of measures it can be expected that the Moldovan authorities will make the necessary decisions in the short term and comply with the IMF conditions, as they are crucial for the access of funding provided by the donor community and other international organisations. Except for this delay since 2010 the Government of Moldova has demonstrated very high level of commitment for reforms and followed credible stability-oriented macro-economic policy.

Based on the analysis above it is concluded that the authorities pursue a credible and relevant stability oriented macroeconomic policy aiming at restoring fiscal stability and sustainability, although some slippages in macroeconomic policies implementation could be observed. These should be seen and perceived in context of current political turmoil which once settled will put Moldova back on track towards its commitments to IMF and other IFIs.

2.3.3. Public financial management (PFM)

a) The Moldovan budget classification system captures all basic elements of an administrative, economic and functional classification. There are no unreported government operations and all projects funded by major donors are part of budget appropriations and fiscal reports. The latest Public Expenditure and Financial Accountability (PEFA) assessment denotes full transparency in terms of public access to key fiscal information. The only relevant risk to the implementation of the VET Strategy’ Sector Reform Contract is the inefficient revenue collection system. The State Tax Service is implementing a Compliance Risk Model for increasing volunteer payment of taxes due. However more systematic measures have to be applied based on unpopular policy decisions in order to tap major sources of taxes. Measures addressing all areas of unsatisfactory performance according the PEFA 2011 are implemented by the Moldovan authorities supported by technical assistance and twinning projects. In this aspect it can be concluded that there is a credible programme for improving the PFM and it is in process of implementation.

b) The overall PFM reform agenda (despite of not being yet formulized in a overarching PFM strategy) is considered sufficiently relevant because well designed reforms have been undertaken in all PFM aspects. A top-down approach has been used so far for setting up the general PFM legal framework; reengineering the PFM process and updating the PFM related IT systems. The PFM reform strategy is considered sufficiently credible because it has dealt with the PFM basics so far by establishing well performing mechanisms for MTBF, IMF GFS2001 standards' compliant budget classification and chart of accounts, annual budgeting, maintaining sound cash control via the Treasury Single Account, keeping the public expenditure within the budget allocations, producing compliant and comprehensive budget execution reports, made
available to the public together with the audit opinion.

2.3.4. Budget transparency and oversight of the budget

Over the years the Ministry of Finance of Moldova has succeeded to adopt a disciplined approach in preparing reasonably good quality budget documents. In terms of timeliness the budget calendar has been always respected by the Government and Parliament. The Court of Accounts has always provided an opinion (unqualified) on the State budget’ execution report.

Satisfactory progress is considered to be made as the Executive's budget proposal and the enacted budget for 2013 were published respectively on the 26 September 2012\(^2\) and 21 December 2012\(^3\). All the budget related documents are published in Romanian and Russian on several web-sites.

2.4. Lessons learnt

The most recent review from the European Training Foundation identifies three serious gaps in the current Moldovan VET system: governance and involvement of the social partners, the need to establish a life learning approach and the lack of an efficient resources allocation scheme. The VET Strategy comprehensively addresses these gaps.

2.5. Complementary actions

Technical Assistance for this sector is financed under the AAP2012. This covers, among others, the reorganisation of the excellence centres, the development of the role and concrete development of the social partners, the linking of the VET system with labour market needs.

The EU is, furthermore, providing expert assistance to Moldova through the European Training Foundation (ETF). Moldova takes part in the "Torino Process" (two-year ETF-guided self-assessment of the VET sector). ETF's activities for 2013 focus on empowering authorities and social partners in their respective roles in the management of VET reform, the skills dimension of the labour market and migration, as well as assisting authorities in finalising the National Qualifications Framework (NQF).

The Austrian Development Cooperation (ADC) is funding several projects (MOLAGRI and ECO-NET), developing sustainable business activities and competence centres in agriculture as well as the piloting of training firms within seven colleges. Another ADC project focuses on developing better opportunities for skills development and upgrade of labour force in the water and sanitation sector.

The German Federal Ministry for Economic Cooperation and Development (BMZ) finances a project to improve the long-term professional training and career orientation of the younger generation towards a priority occupation as well as intensive continuous training of school trainers and students by German masters, development and implementation of new curricula, modification and implementation of new assessment models and assessor training with industry involvement. It also supports a

\(^3\) http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=345921
"Returning Experts Programme" that facilitates the integration of German trained skilled workers in Moldova. The German Cooperation also funds a project to enhance the teachers' capacities in modern teaching methods. It aims at developing a national curriculum and training materials for VET teachers, based on the local and German experience, with a view to develop a certification system. Germany, together with the private sectors, funds internships for managers from various companies.

2.6. Risk management framework

a) Identification of the major risks

The major financial risk is the non-allocation of the entire funding for the VET reform in the MTBF 2014 – 2016 and in the Annual Budget Law for 2014.

There is middle level risk of absorption of the allocated funds due to delayed approval procedures in selecting the Centres of Excellence, late start of procurement, low capacity of the public procurement unit of the Ministry of Education.

b) Overview of the mitigating measures

The only effective risk mitigation measure on the fund allocation is amendment of the MTBF 2014 – 2016 that has to be endorsed by the Parliament to prevent eventual alternations by the Government or the Ministry of Finance. The inclusion of the procurement of the Centres of Excellence in the priority list of capital investment for 2014, 2015 and 2016 is also a compulsory measure.

The prevention of delays in the absorption of funds can be secured by very detailed procurement action plan of the Ministry of Education, which has to be monitored by the VET Sector Committees which should be naturally interested in the establishment of the Centres of Excellence.

3. Detailed Description of the Budget Support Contract

Sector context

The Government of Moldova adopted early 2013 a VET Sector Development Strategy 2013 – 2020, following a wide stakeholder's consultation. Its clear objectives will be achieved on the basis of a prioritised action plan which specifies indicators of achievement, distribution of funds and a clear timeline. It also sets out clear mechanisms for monitoring, review and updating, it identifies as well the different roles of the stakeholders in the process, as well as the key areas where further research and analysis are required.

The Strategic Plan of Expenditure for the Education Sector 2013-2015 provides an overview of the problem areas, the suggested actions, the costs of implementing the actions over the period from 2013-2015, as well as monitoring indicators.

Sector budget

The VET budget is based on historical figures. No standards, ratios, quality, economy, effectiveness or efficiency indicators are used. Major political and fiscal sustainability risks are adequately addressed. The credibility of the budget does not indicate any risk of potential failure either in the budget preparation or in the budget execution phase. The financial requirement of the VET Development Strategy is covered to a large extent by the MTBF. The budget allocation among the six specific objectives is detailed in the Action Plan.
Institutional capacity

The Directors of the 66 VET schools are directly appointed by the Ministry of Education (MoE) for an unlimited period and are granted unconditional budget allocations. The attractiveness of the VET secondary schools has decreased over the years, whereas in secondary specialized education the number of graduates has, on the contrary, increased. Because of the inadequacy of the curricula and training facilities, most graduates remain unemployed (53.25% in 2010). The VET governance is concentrated within the MoE, but ineffective intermediary bodies exist. There is ample room for reviewing the attribution of functions in an effective manner among existing institutions.

Coordination and performance monitoring

The Sector Development Strategy establishes under the auspices of the Education Council a structured stakeholder consultation process, including the donors, through an annual review. The VET Strategy outlines the overall framework for monitoring the implementation of sector policies and strategies, through an annual, periodic and final assessment of the achievements, involving the civil society. In line with the National Development Strategy, the MoE will develop by 2015 Strategy impact assessment reports, which will be widely shared with the public.

3.1. Objectives

The overall objective of this Sector Reform Contract is to re-conceptualize the education program within VET sector and to streamline the VET institutions network aiming to increase efficiency of professional education and to provide a competitive workforce for national and regional economy that would meet the labour market needs in terms of quality and quantity requirements.

This objective is a subset of the VET Development 2013-2020 Strategy overall objective to modernize and streamline the VET in order to increase the competitiveness of the national economy, by training competent and qualified workforce, in line with current and future requirements of the market.

The specific objectives of this Sector Reform Contract are derived from the objectives of the VET Development Strategy:

- Restructure the VET into two levels – secondary and post-secondary and reconfigure the network of institutions by 2017.

- Ensure vocational training is based on competences and adjust it to the labour market requirements, so that employment rate increases by 10 percentage, from 50.6% in 2012, for graduates from the secondary specialised education, and from 50% in 2012 for graduates from the secondary vocational education.

- Increase the quality of the VET by improving the efficiency of the utilization of financial means and by creating and implementing the quality assurance system, so that, by 2017 a functional entity for the assessment and accreditation of these institutions is in place.

- Synchronise scientific, cultural and methodological provision of the VET, so that 100% of curricula is adjusted to the National Qualifications Framework by 2020.
- Increase the quality of the teaching staff, including by upgrading the initial and continuing professional development of teaching staff for the VET, and improving the motivation of these, so that, by 2020, the entire teaching staff is trained according to the National Qualifications Framework.

- Increase attractiveness and access to the VET, so that by 2020, the number of students increases by 10%.

Cross-cutting issues: This support will directly contribute to good governance by improving the work of public institutions and management of public resources. It will also directly contribute to ensuring respect for human rights and fundamental freedoms. In addition, in preparation of activities, attention will be paid to ensure gender equality, impact on environment and sustainable development.

3.2. Expected results

Through a dialogue with the stakeholders, several key results areas have been identified where achievements and targets will be more specifically supported; the numbering corresponds to the results of the VET Development 2013-2020 Strategy:

**Result 1:** Identify the VET institutions to be reorganized as excellence centres specialised into fields of the national economy and which will become professional leaders in their area of competence.

**Result 2:** Create Sector Committees for the 7 specialisation fields.

**Result 3:** Create an accreditation and quality assurance structure in the VET.

**Result 4:** Develop and apply new funding mechanisms of the VET system.

**Result 5:** Provide proper education conditions in the VET.

**Result 6:** Strengthen capacities of the VET Centre (CRDIP) for the scientific, methodological and curricular supply of the VET.

**Result 7:** Publish teaching materials, curricula, course support, instructive materials, e-learning materials, professional guidance materials, for the adult training.

**Result 8:** Continuously promote modern teaching technologies with the use of the Informational Technologies and Communications (ICT).

**Result 9:** Promote in the VET institutions courses on: entrepreneurship, IT and foreign languages (English, Russian).

3.3. Rationale for the amounts allocated for budget support

The total amount allocated to the Vocational Training Sector under the NIP is EUR 25,000,000 of which 100% is to be delivered under the present budget support programme. This amount is based on the following facts:

- A well-defined sector policy is in place since the government approved the VET Sector Strategy Plan 2013-2020, that includes an Action Plan with indicators of achievement, distribution of funds and a clear timeline.

- The analysis of the macroeconomic framework shows that the macroeconomic policy is conducive to maintaining macroeconomic stability and is not expected to put at risk sector objectives.

- The analysis of PFM shows that Moldova has established a credible and relevant programme of improvement of PFM. The independent PFM assessments and the PFM reform review processes carried out show that trends in PFM justify the allocation of budget support with respect to the legal requirements concerning this eligibility criterion.
3.4. Main activities

3.4.1. Budget Support

The main activities correspond to the expected results:

Result 1 - Activities
- Development and approval by the Government of the VET Sector Restructuring Plan, as well as the corresponding Public Procurement Plan, covering construction works, supply of general equipment and ICT & software;
- Preparation and implementation of contracts of creating 8 centres of excellence, including securing funding in Ministry of Education, strengthening of infrastructure and provision of modern equipment.

Result 2 - Activities
- Support to the setting up of four Sector Committees: Agriculture and food industry; Transport and road infrastructure; Informational Technologies and Communications (ICT); and Constructions;
- Support the full functioning of three additional Sector Committees: Trade, Food Services and Tourism; Light Industry: textiles and confection, shoes and leather; Energy);
- Support seven Sector Committees to draft proposals for new professions, assessment of existing curricula in line with the labour market needs.

Result 3 - Activities
- Develop the institutional framework for performing accreditation and quality assurance in VET (including regulation, design and initiation of the accreditation unit and the National Qualification Framework unit);

Result 4 - Activities
- Develop the legal framework for new funding mechanisms.

Result 5 - Activities
- Reconstruct physical environment for dormitories for eight centres of excellence;
- Prepare two reconstruction contracts for the Ministry of Education 2018 budget.

Result 6 - Activities
- Drafting of the Strategic Plan and Action Plan for the VET Republican Centre (CRDIP) and its approval by the Government of Moldova.

Result 7 - Activities
- Support to the development and approval of curricula in seven sectors;
- Support to the publication and dissemination of the above-mentioned curricula and training materials on web platform/digital database;
- Purchase specialised literature/software for 100% of VET institution libraries.

Result 8 - Activities
- Install and connect ICT equipment and digital learning materials in a VET network.

Result 9 – Activities
- Promote the availability of courses in foreign languages in 100% of VET institutions.
3.4.2. **Complementary support**

Not applicable.

3.5. **Donor coordination**

Donors have developed a good level of coordination. Two sector committees were created in 2007-2008 with the support of SIDA\(^4\), in the agriculture and construction sectors. They have been associated in defining methodologies for developing occupational standards and for the validation of non-formal and informal learning.

The Sector Development Strategy outlines the institutional framework for monitoring the implementation of sector policies and strategies, which includes the development partners. Since January 2013, the Ministry of Education organises donor coordination.

3.6. **Stakeholders**

The Ministry of Education, and more specifically the VET department, as well as the Ministry of Labour, Social Protection and Family have a direct stake in VET. The National Employment Agency is also an important stakeholder, responsible for developing Labour Force Forecasts. Other stakeholders are the Republican Centre for VET Development and the National Council on Occupational Standards, Accreditation and Certification.

3.7. **Conclusion on the balance between risks (2.6.) and expected benefits/results (3.2.)**

The major financial risk is stated above as the allocation of funding for the VET reform in the MTBF 2014 – 2016 and in the Annual Budget Law for 2014. The approximate amount per year is EUR 10 million. The cost of non-intervention is the deterioration of the VET infrastructure, which will in turn lead to a downsizing of the VET system.

There is middle level risk of absorption of the allocated funds due to delayed approval procedures in selecting the Centres of Excellence, late start of procurement, low capacity of the public procurement unit of the Ministry of Education. The cost of non-intervention is the failure to initiate vital parts of the VET reform process as detailed in the VET Strategy 2013-2020.

4. **Implementation Issues**

4.1. **Financing agreement**

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of the Financial Regulation.

4.2. **Indicative operational implementation period**

The indicative operational implementation period of this action, during which the activities described in sections 3.4. will be carried out, is 36 months, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements.

\(^4\) Swedish International Development Cooperation Agency
4.3. **Criteria and indicative schedule of disbursement of budget support**

Instalments of the budget support will be payable to the Moldovan State Treasury, subject to fulfilment of General and Specific Conditions agreed in the Policy Reform Matrix that will be appended to the Financing Agreement's Technical and Administrative Provisions.

The release of the all tranches under this Programme will require compliance with Conditions related to:

- Satisfactory progress in the implementation of VET Sector Development Strategy 2013 – 2020 and continued credibility and relevance of that or any successor strategy.
- Maintenance of a credible and relevant stability-oriented macroeconomic policy or progress made towards restoring key balances.
- Satisfactory progress in the implementation of its programme to improve public financial management.
- Satisfactory progress with regards to the public availability of accessible, timely, comprehensive, and sound budgetary information.

The conditions for disbursement of the variable tranches will be connected to the main components of the Sector Reform Contract: (1) restructure the VET into two levels and reconfigure the network of institutions by 2017, (2) ensure vocational training is based on competences and adjust it to the labour market requirements, (3) increase the quality of the VET, (4) implement a scientific, cultural and methodological provision to the VET, (5) increase the quality of the teaching staff, (6) increase attractiveness and access to the VET.

The chosen performance targets will apply for the duration of the Programme. However, in duly justified circumstances, the Government of Moldova may submit a request to the Commission for the targets and indicators to be changed should the circumstances justify it.

The indicative schedule of disbursements is summarised in the table below (all figures in EUR millions) based on fiscal year of the partner country.

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<td>10.0</td>
<td>11.5</td>
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4.4. Details on complementary support
Complementary technical assistance (external review missions, technical support, evaluation and audit, communication and visibility etc.) in the amount of indicatively EUR 5 million shall be provided through AAP 2012 (“Strengthening the governance of the Vocational Education Training sector” programme - CRIS ENPI/2012/023-419).

4.5. Indicative budget

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<tr>
<td><strong>Total</strong></td>
<td><strong>25.0</strong></td>
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4.6. Performance monitoring
Monitoring missions will take place at the end of each financial year to review the progress of the reform, checking financial and budget executions reports in order to collect evidence on the funding and the budget allocations.

The programme will be subject to independent reviews that will assess the level of compliance with the indicators set forth in the Financing Agreement. The performance criteria to be reached according the sector strategy action plan, as defined in the Sector Policy Support Matrix as well as in the Technical and Administrative Provisions, will be used as disbursement target.

4.7. Evaluation and audit
Prior to the completion of the sector budget support programme, the European Commission will appoint additional expertise to carry out an independent final evaluation of the programme.

The European Commission reserves the right to employ consultants to carry out, an audit of a sample of expenditures related to the implementation of the government's VET sector development policy.

4.8. Communication and visibility
As part of the financing agreement, the Moldovan government undertakes to ensure that the visibility of the EU contribution to the Sector Reform Contract is given appropriate coverage in the various publicity media. The project will endeavour to further enhance the positive image of the EU in the context of its work in Moldova. At appropriate milestones during the project duration and after appropriate events, press releases will be issued, in co-operation with the EU Delegation in Chisinau. The Communication and Visibility Manual for EU External Actions will be applied.