

Mid-Term Evaluation of project “Strengthening Parliamentary Governance in Moldova” (SPGM)

Final Report

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Acronyms

CMI	Crisis Management Initiative
CPD	Country Programme Document
CSO	Civil Society Organisation
DAC	Development Assistance Committee
EU	European Union
GIZ	Gesellschaft für Internationale Zusammenarbeit
GMS	General Management Support
GOPAC	Global Organization of Parliamentarians Against Corruption
GPA	Gagauz People's Assembly
HACT	Harmonised Approach to Cash Transfers
ICT	Information and Communications Technology
IRI	International Republican Institute
M&E	Monitoring & Evaluation
MAWP	Multi-Annual Work Plan
MP	Member of Parliament
NIM	National Implementation Mechanism
OECD	Organization for Economic Cooperation and Development
OSCE	Organization for Security and Cooperation In Europe
PAR	Public Administration Reforms
RBM	Results-Based Management
SDGs	Sustainable Development Goals
SMART	Specific, Measurable, Attainable, Relevant and Time-bound
SPGM	Strengthening Parliamentary Governance in Moldova
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
USAID	United States Agency for International Development
USD	United States Dollars

Executive Summary

The project “Strengthening Parliamentary Governance in Moldova” (SPGM) aims at assisting the Parliament in the implementation of the EU-Moldova Association Agreement. The project has a broad focus on strengthening the capacity of the Parliament in the core areas of law-making, oversight and engagement with CSOs, media and citizens. Fully funded by Sweden, the project has a budget of USD 3,4 million for the period July 2016-December 2019.

As described in **Chapter 1**, the overall objective of the mid-term evaluation was to provide a holistic, impartial and credible assessment of the implementation of the project to date. In line with the Terms of Reference, an assessment was made of the project’s performance against plans, its continued relevance, effectiveness, efficiency and sustainability. The evaluation was conducted through a utilisation-focused and mixed-method approach, including an in-depth desk review and interviews with project stakeholders. A one-week mission to Moldova was carried out in June 2018.

Chapter 2 of the report presents the main findings of the evaluation. In **Chapter 2.1** a verified and updated account is provided of the key activities and deliverables in each of the intervention areas defined in the Project Document. While the project has been able to advance work in most of these areas, it has been implemented in a challenging environment characterised by political instability, politically-motivated decision-making, lack of commitment to change in several areas, and the influence of several reform processes (e.g. public administration reforms and anti-corruption reforms). In addition, the launch of an EU-funded parliamentary project on EU approximation in 2017 prompted UNDP to re-direct and cut down many activities.

In **Chapter 2.2**, the continued **relevance** of the project is analysed. The analysis shows that the project is aligned with Moldova’s national development and reform agenda, the priorities of the Parliament as well as with the strategic goals of UNDP and the Swedish Government. The thematic scope of the project, including the emphasis given to the SDGs, anti-corruption and gender equality, mirrors global trends in parliamentary assistance. Project consistency is promoted by the close links to earlier projects and the anchoring of project activities in Parliament strategies and action plans. The quality of technical assistance has generally been high. More could be done to develop synergies with other projects.

Chapter 2.3 analyses **project effectiveness** across the three outputs, based on the indicators defined in the project Results Framework. Under **output 1 (law-making)**, among the most notable achievements are the system of indicators for the Parliament’s monitoring of the EU integration process and the related parliamentary progress report to the European Parliament. This output also covers the implementation of the Secretariat’s Strategic Development Plan, which is on track although the reforms within the Parliament are generally advancing slowly. With regard to **output 2 (oversight)**, tangible deliverables include the methodology on ex-post assessment of laws and the assessment of parliamentary oversight capacity. Some headway has been made in terms of the implementation of the Parliament’s Gender Equality Action Plan and Anti-Corruption Action Plan, but progress is uneven across the different components of the plans. The most convincing results can be found towards

output 3 (public engagement), in relation to the Parliament's communication capacity and the digitisation of the Parliament archive.

A recent survey indicates that some progress has been made towards the **project outcome** with respondents having more trust in the Parliament than at the start of the project. Nevertheless, the Parliament is highly distrusted by almost half of the respondents. In general though, the SPGM project has limited influence on this project outcome.

The analysis of **project efficiency**, addressed in **Chapter 2.4**, shows that administration costs and project management costs have been reasonable. Procurement of consultants, equipment, flight tickets, etc., has been carried out in line with the principle of value for money. Project roles and oversight mechanisms are well configured and operationalised. At the same time, the pace of implementation has been uneven and financial delivery lower than envisaged by the multi-annual work plan, especially under output 1 and 3. In some areas, the project is more activity-driven than results-oriented. While the project M&E system warrants further improvement, risk management and mitigation measures appear adequate.

Chapter 2.5 identifies the measures taken by the project to promote the **sustainability** of project activities and results. This involves anchoring activities in the Parliament's own strategies, and plans, working towards the institutionalisation of results, building on the achievements of earlier projects, and supporting the development of systems, including IT solutions. The actual prospects for sustainability varies across project interventions. The analysis highlights the vulnerable position of the Moldova GOPAC Chapter and the Women's Platform, which are relatively new bodies and dependent on UNDP support for their work.

Based on the above assessment, **Chapter 3** identifies some **lessons learned and good practices** that have bearing beyond the SPGM project. **Chapter 4** sums up the **conclusions** of the evaluation, indicating that project relevance remains high, but that more efforts should be made to enhance project effectiveness and efficiency. Project impact and sustainability is deemed to be too early to assess, since it depends on the success of on-going efforts to internalise results.

The **recommendations** of the evaluation are presented in **Chapter 5**. The recommendations convey the importance of ensuring that project plans and activities reflect strategic choices and contribute to clear policy objectives. Specific suggestions are made as to how the project focus and scope could be narrowed down to a more limited number of priorities. Recommendations are also made on how to strengthen project management. This includes improving the intervention logic, Results Framework, and project reporting as well as further promoting internal and external coordination. It is furthermore suggested that an exit strategy is developed based on different scenarios.

1. Background

1.1 Introduction

The project “Strengthening Parliamentary Governance in Moldova” (SPGM) started in July 2016 and is scheduled to end in December 2019. Building on the results and lessons of UNDP support dating back to 2009, the SPGM project seeks to address the main needs of the Parliament of Moldova in the areas of law-making, oversight and representation, with a focus on EU integration. The project budget amounts to USD 3,4 million, fully funded by Sweden.

1.2 Evaluation objectives

In line with the Terms of Reference (Annex 1), the mid-term evaluation aimed at providing a holistic, impartial and credible assessment of the implementation of the project during the period July 2016 – March 2018. The specific objectives were to:

- Assess performance in relation to the original work programme and understand how that work plan has evolved in view of demand from the beneficiary and political developments;
- Assess the relevance of the project with regards to consistency, ownership, quality of the technical assistance, and the complementarity of the project with other initiatives;
- Determine the effectiveness of the project in achievement of results, highlighting reasons for achievement and non-achievement of results and factors contributing/hindering achievement of the results;
- Assess risk management and mitigation measures taken by programme staff to ensure progress on the work programme;
- Assess the sustainability of the project including the participation of partners in planning and implementation of interventions, as well as assessing the measures taken to ensure that activities initiated by the project will be completed and continued after the project’s closure;
- Derive lessons and areas for improvement for the remaining project activities, and;
- Provide recommendations and identify best practices that may be used in the future programming.

The intended users of the evaluation are UNDP Moldova (Implementing Agency) and the Parliament (Beneficiary).

1.3 Methodology

The evaluation was conducted through a utilisation-focused and mixed-method approach. It was guided by the OECD/DAC Guidelines on Quality Standards for Development Evaluation and the UNEG Ethical Guidelines for Evaluation.

UNDP Moldova had opportunity to provide comments and suggestions on the evaluation method and process as well as on the key deliverables (Inception Report, Draft Evaluation Report and Final Evaluation Report). The data collection phase was also conducted in a

participatory manner, ensuring ample space for reflection and discussion. Stakeholders' confidentiality has been protected, when requested or as needed.

Evaluation findings are based on data collected through (a) an in-depth desk study and (b) semi-structured interviews and focus groups with key project stakeholders. An Evaluation Matrix (Annex 2) was developed during the inception phase, identifying what data collection methods and related sources would be used for addressing the evaluation objectives and the areas defined in the ToR.

The **desk study** comprised of project plans and budgets, narrative and financial reports, deliverables (e.g. institutional and thematic assessments, strategies and action plans), EU reports, analytical reports of other international, foreign and Moldovan organisations, meeting minutes, earlier reviews and evaluations, etc. A full list of documents collected and reviewed can be found in Annex 3.

Interviews and focus group discussions were conducted with a total of 43 key informants. These key informants were selected in consultation with (but without undue influence of) the UNDP Project Team and included:

- Members of Parliament (MPs), including members of Standing Committees, Women's Platform, and the Moldova Chapter of the Global Organization of Parliamentarians Against Corruption (GOPAC);
- Representatives of the Speaker's Office, the Parliament's Secretariat and committee advisors;
- A representative of the Gagauz People's Assembly (GPA);
- Government and civil society representatives;
- Donor officials and representatives of international organisations, and;
- UNDP senior management, UNDP Project Team members, and project consultants.

All the interviews were carried out with the help of interview guides to ensure consistency. Skype meetings were conducted with key informants, who were not available for face-to-face interviews during the evaluation mission to Moldova. The Moldova mission programme is enclosed as Annex 4.

In most cases, the mixed method approach allowed for corroborating findings from two or more sources.

1.4 Limitations

The boundaries of the evaluation are defined in the ToR and were further delineated during the inception phase. As anticipated in the Inception Report, the main limitation was the lack of access to some source data for verifying progress against output indicators. Related information was sought from available documentation, interviews and focus groups. The UNDP Project Team was also helpful in providing additional clarifications, including by preparing a breakdown of expenditures. While the evaluation had a compressed time schedule, documents requested were generally shared in a timely manner and meetings carried out as planned.

1.5 Project overview

The SPGM project builds on the results and experiences of previous project interventions dating back to 2009, especially the “Improving the Quality of Moldovan Democracy through Parliamentary and Electoral Support Programme” (*Democracy Programme* in short), which was implemented from June 2012 to December 2016 by UNDP with the financial support of the Governments of Sweden, Denmark and the Netherlands.

As defined in the Project Document, the **overall goal** of the SPGM project is “to assist the Parliament in advancing the implementation of the EU-Moldova Association Agreement”. The expected impact, outcome, and outputs as well as main interventions are summarised in Table 1.

Table 1 Project intervention logic as defined in original Project Document

Impact: The Republic of Moldova has advanced in the implementation of the EU-Moldova Association Agreement		
Outcome: The Parliament of the Republic of Moldova has improved legislative and accountability framework and functions in effective, inclusive and transparent manner.		
Output 1: MPs and Standing Committees have improved capacities to review legislation related to EU integration agenda.	Output 2: MPs and Standing Committees have improved capacities to review and oversee policy implementation with a particular focus on policies related to the implementation of SDGs and of the EU integration agenda.	Output 3: Parliament of Moldova has improved capacities to better engage with CSOs, media and citizens.
Intervention 1.1: Support Standing Committees to timely review draft laws and their compliance with the EU integration agenda.	Intervention 2.1: Support the Parliament Secretariat to align organisational structure, internal procedures and work practice with the needs of the Members of the Parliament and Standing Committees’ oversight work.	Intervention 3.1: Support the Secretariat to operationalise Parliament Information Management System (e-parliament).
Intervention 1.2: Strengthen cooperation between the Parliament and the Government to ensure transparent, participatory and gender mainstreamed law-making process.	Intervention 2.2: Enhance capacities of Standing Committees to effectively oversee implementation of laws and policies, in particular related to SDGs and EU integration agenda, with involvement of civil society and independent institutions.	Intervention 3.2: Support Parliament’s Secretariat and Standing Committees to enhance institutional access and transparency to meet information demands of the civil society, media and citizens.
Intervention 1.3: Support Parliament Secretariat to provide MPs and Standing Committees with professional and gender inclusive advice during the review of draft laws.	Intervention 2.3: Strengthen the role of thematic cross-party groups (Women Platform, GOPAC Chapter and others) to oversee implementation of the gender and anti-corruption legislation.	Intervention 3.3: Enhance capacities of MPs and Parliament Secretariat to enhance interaction with constituents in the regions.

Intervention 1.4: Support Parliament Secretariat Management Team in change management and result oriented management.	Intervention 2.4: Support the enhanced cooperation between the Parliament of Moldova and the Gagauz People's Assembly on overseeing the implementation of the reform agenda.	Intervention 3.4: Support Parliament's Secretariat and Permanent Bureau to enhance public transparency through introduction of innovative tools on open budget initiative and public financial management.
Intervention 1.5: Capacity enhancement of the Gagauz People's Assembly Secretariat to assist GPA Committees review legislation.		

The project is implemented by the **UNDP Project Team**, which is based in the Parliament, in cooperation with the Parliament's Secretariat. Project oversight is provided by a **Project Steering Committee**, made up by the Speaker of the Parliament (or his representative), the Secretary General of the Parliament, the UNDP Deputy Resident Representative, a representative of the Swedish Embassy (the main donor), and other multilateral and bilateral partners. The Secretary-General of the Parliament acts as the **National Project Coordinator**.

In terms of financial procedures, the project applies the UNDP "Support to the National Implementation Mechanism" (**Support to NIM**) modality. Since 2017, the "Harmonised Approach to Cash Transfers" (**HACT**) is also being used whereby a part of the budget (USD 50,000 in 2017 and USD 100,000 in 2018) is transferred to the Parliament for the financing of some activities. A breakdown of the original project budget is presented in Table 2.

Table 2 Overview of the planned project budget by year

Budget heading/year/USD	2016	2017	2018	2019	Total
Output 1	101,000	366,500	285,500	122,000	875,000
Output 2	80,500	362,000	353,000	142,500	938,000
Output 3	149,229	538,000	468,000	140,000	1,295,229
Project management	64,900	174,800	124,800	146,800	511,300
Total	395,629	1,441,300	1,231,300	551,300	3,619,529
Contingency (10%)	39,563	144,130	123,130	55,130	361,953
GMS (8%)	34,815	126,834	108,354	48,514	318,519
Grand total	470,007	1,712,264	1,462,784	654,944	4,300,000

2. Analysis and findings

2.1 Summary assessment of the project's performance against plans

The following chapter presents a verified and updated account (March 2018) of the implementation of the interventions defined in the Project Document and reproduced in Table 1 above, and related deliverables and achievements. In line with the ToR, developments in the project environment that have influenced project planning and performance are then identified and discussed.

2.1.1 Capacity development on law-making with focus on EU integration

The Project Document envisages **support to Standing Committees for the timely review of draft laws, ensuring their compliance with the EU integration agenda (intervention 1.1)**. In this area, the project has provided training to parliamentary staff and committee advisors on the process of legislation approximation, including how to conduct compliance checks, prepare tables of concordances, and access EU databases and related sources. In addition, the project has set out to improve the monitoring and reporting of the Parliament's work in the context of the EU integration process. This has resulted in the development of a system of quantitative indicators and a comprehensive progress report to the European Parliament, highlighting what the Parliament has done to advance the EU integration process during the period January 2017 to February 2018.

Another ambition was to continue **strengthening cooperation between the Parliament and the Government to ensure a transparent, participatory and gender mainstreamed law-making process (intervention 1.2)**. In 2016, as part of the *Democracy Programme*, UNDP supported the establishment of the Council for European Integration of the Parliament and a communication, coordination and cooperation mechanism between the Parliament and the Government. The advisors attached to the Council and the Committee on Foreign Policy and European Integration have benefitted from the training described above (intervention 1.1).

In line with the plans to **support the Parliament's Secretariat to provide MPs and Standing Committees with professional and gender-inclusive advice during the review of draft laws (intervention 1.3)**, the SPGM project has assisted committee advisors in conducting gender analysis of a selection of draft laws submitted to the Parliament in 2017 and 2018. This is one of the priority activities listed in the Parliament's Gender Equality Action Plan, which is based on the 2015 Gender Audit conducted under the *Democracy Programme*. Other related activities include a training on gender responsive analysis of the state budget and a study tour to Sweden to learn more about how gender equality, especially the gender pay gap, is addressed by the government and parliament.

Supporting the Parliament Secretariat's Management Team in change management and results-oriented management (intervention 1.4) has been a major focus area of the SPGM project during the first two years of implementation. Following the Functional and Institutional Analysis of the Parliament Secretariat, completed in 2016 with the support of the *Democracy Programme*, the SPGM project has assisted the Parliament's Secretariat in steering and prioritising organisational reforms, including by developing a road map for

reform and analysing working processes and the roles of different organisational units in the legislative process. This work is directly linked to the implementation of the Strategic Development Plan of the Parliament Secretariat, which was also drafted with UNDP support. Generally, however, the reforms are moving slowly.

As a first step towards the **capacity development of the Gagauz People's Assembly (GPA) Secretariat to assist GPA Committees review legislation (intervention 1.5)** a Functional and Institutional Analysis has been conducted in 2017. This study provides a wide range of recommendations for the reform and strengthening of the GPA, its Standing Committees, and the Secretariat/Office. The SPGM project is currently supporting the GPA to prepare a Strategic Development Plan based on these recommendations. Along with these major initiatives, stand-alone training on interpersonal skills and short internships at the Parliament of Moldova have also been provided.

2.1.2 Capacity development for oversight with focus on SDGs and EU integration

A key activity of the SPGM project is to **support the Parliament's Secretariat to align its organisational structure, internal procedures and work practice with the oversight work of MPs and Standing Committees (intervention 2.1)**. To this end, the SPGM project has conducted a baseline study of parliamentary oversight in Moldova. Published in February 2018, this study analysis six thematic areas: committee oversight; oversight of implementation of legislation; follow-up to reports by independent institutions and regulatory agencies; oversight of budget execution; oversight in plenary session; and oversight of gender equality policies and legislation. For each area, the study assesses the legal framework and current practises against the experiences of other national parliaments in Europe and makes recommendations. In the meantime, with project support, the Parliament has developed and adopted a methodology on ex-post impact assessment of laws and trained Secretariat staff on the use of this methodology. The intention is to establish a pool of experts (consultants) to assist in the piloting of this methodology in 2018.

Project support to strengthening **oversight capacities of Standing Committees** is geared towards **laws and policies related to SDGs and the EU integration agenda, also promoting the involvement of civil society and independent institutions (intervention 2.2)**. The work in this area takes the localised SDGs as a point of departure, which were developed and adopted with the support of another UNDP project in 2017. The SPGM project has carried out awareness raising among MPs and Secretariat staff on the process of integrating the local SDG targets with the ongoing national strategic development process. It also enabled the participation of MPs in several national and international events on the SDGs and related topics.

The SPGM project has endeavoured to **strengthen the role of thematic cross-party groups in overseeing the implementation of gender and anti-corruption legislation (intervention 2.3)**. Established with UNDP support in 2015, the **Women's Platform** hosted a regional conference on the role of parliamentarians in promoting gender equality and women's empowerment, co-organised by UNDP, UN Women, OSCE and the Parliament. Further support has also been provided in the area of domestic violence. A concept note on public hearings on domestic violence has been developed and a review undertaken of the implementation of Law 196

(2016), which established a series of measures for the protection of domestic violence victims.

UNDP support has been instrumental in the establishment, in 2016, of a **Moldova Chapter of the Global Organization of Parliamentarians Against Corruption (GOPAC)**. Formalised through a signed Charter, the Moldova GOPAC Chapter has seen its membership almost double from 8 in 2016 to 14 members in 2018. The SPGM project is providing secretarial support to the Chapter and facilitates the implementation of its annual work plan, which focuses on the oversight of the National Anti-Corruption Strategy and the Parliament's own Anti-Corruption Action Plan. A key activity is the advocacy conducted by the Moldova GOPAC Chapter for the introduction of a parliamentary Code of Conduct and Ethics as part of a comprehensive revision of the Rules of Procedures (still to be adopted). In addition, the Moldova GOPAC Chapter has tried to increase public awareness about the fight against corruption through a series of roundtable discussions with local authorities and CSOs.

The **support to enhanced cooperation between the Parliament of Moldova and the Gagauz People's Assembly on overseeing the implementation of the reform agenda (intervention area 2.4)** has not yet started but will probably be an integral part of the implementation of the Strategic Development Plan, which is currently being developed with project support (see above, intervention 1.5).

2.1.3 Capacity development for engagement with CSOs, media and citizens

The SPGM project intends to **support the Secretariat to operationalise a Parliament Information Management System (intervention area 3.1)**. Based on a concept note for an e-Parliament system developed by the Parliament in 2010, UNDP has assisted the Parliament Secretariat in establishing an e-Petition system in 2016. With support from the SPGM project, an open source software was adapted and installed for the creation of an e-Archive in 2017. Interviews reveals that, to date, some 700,000 pages of papers have been digitized. This activity was complemented by staff training, the drafting of a regulation and manual, and the procurement of professional scanning equipment.

Under the previous *Democracy Programme*, support was also provided for the setting-up of a new Parliament website, but this activity was not successful for various reasons. At the request of parliament, it is now being replaced with a new web-portal, which is one of three elements of an integrated e-Parliament system to be customized and implemented in 2018 - 2019. The other two elements are a document management system for all bills that are registered and adopted by the Parliament (with links to the existing e-Archive) and an e-Voting system.

Initial support has been extended to the Parliament's Secretariat and selected Standing Committees to **enhance institutional access and transparency to meet information demands of the civil society, media and citizens (intervention area 3.2)**. As part of the implementation of the Parliament's Communication Strategy and Action Plan, which was developed under the *Democracy Programme*, a series of video-clips showcasing the Parliament's role and work has been produced and a Parliament's brand book developed. The public outreach activities also serve to **enhance the interaction with constituents in the regions (intervention 3.3)**,

especially as the focus now turns to civic education (in the run up to the 2019 Parliament elections).

Although external communication has clearly been improved, limited success has been achieved in terms of **enhancing public transparency through introduction of innovative tools on open budget initiative and public financial management (intervention 3.4)**. Based on a review of parliamentary openness conducted in 2016, the project has implemented several activities to encourage the Parliament to link up with the Open Government Partnership and, in 2017, supported the Parliament Secretariat in drafting an Open Parliament Action Plan, following consultations with CSO representatives. However, the draft plan has not been finalised, due to the worsening parliamentary-civil society relations and subsequent lack of interest of MPs to champion this line of work.

2.1.4 Contextual developments influencing project planning and performance

During the implementation of the project there has been a further **de-stabilisation of the political situation** in Moldova, including as a result the migration of MPs between political factions and the breaking up of the ruling government coalition. The migration of MPs has in turn resulted in increasingly politicised decision-making and frequent reshuffling of parliamentary committee chairpersons. Notably, the chairperson of the Committee on Foreign Policy and EU Integration has changed three times since the start of the project. Interviews indicate that this has been a significant factor, negatively influencing the implementation and sustainability of the project.

Project planning and performance has also been influenced by **on-going institutional reforms** in Moldova, in particular the public administration reform (PAR) strategy, which was adopted in mid-2016. This reform agenda is aimed at decreasing the number of ministries, reviewing functions and organisational structures, downsizing staff and increasing salaries, and, generally, more closely delineating political and administrative functions. As the staff of the Parliamentary Secretariat are public servants, the Parliament is also targeted by these reforms. In 2017, the Speaker announced that 40 percent of the Secretariat staffing has to be cut. This has affected the commitment to reform in the Parliament, and hence the pace of implementation of the Parliament Secretariat's Strategic Development Plan, the Gender Equality Action Plan and the Anti-Corruption Action Plan.

Changes in project plans have been brought about by **increased demand for support in some areas** (e.g. public outreach and e-Parliament) and **lower commitment in others** (e.g. law-making, parliamentary openness, gender equality and the SDGs). The scope of the project has also been affected by the start of a new EU Twinning project "Strengthening the Capacities of the Parliament of Moldova for EU Approximation Process", in 2017. To avoid overlap and ensure complementarity, the SPGM project has re-directed ongoing activities and cut down on planned activities (mainly trainings) in support of the EU integration process.

Future project planning is deemed to be influenced by yet another major overhaul in the political structure of the Parliament resulting from the **2019 Parliament elections**. With the **new electoral system** (mixed proportional-uninominal) adopted in 2017 the number of first-time MPs is expected to exceed those in earlier elections. The composition and profile of MPs

is also deemed to change, with many new MPs not having prior political experience. This has implications for the project's training activities and wider capacity development efforts. There is also a risk that the new electoral system will adversely affect women's representation in the Parliament¹, and hence make it even more difficult to pursue activities in support of gender equality and the Women's Platform.

2.2 Assessment of project relevance

In line with the ToR, the project relevance has been assessed from the perspective of alignment with national priorities, the Parliaments' needs, and donor policies as well as consistency, quality of technical assistance, and complementarity with other initiatives.

2.2.1 Alignment with national priorities

The project's focus and scope are aligned with Moldova's overall national development and reform priorities. It is designed to advance the European integration agenda, the implementation of the **Association Agreement**, and the related **Priority Reform Action Road Map** adopted in 2016. The latter identifies laws and regulations to be adopted by the Parliament as well as specific measures to advance the Parliament's cooperation with Government and civil society, to monitor advances made in terms of legal approximation, which among other areas are being addressed by the SPGM project. The project is also aligned with on-going **public administration and anti-corruption reforms**, with activities geared towards enhancing the Parliament's oversight of Government performance, as well as its own role in the implementation of these reform agendas.

Responsiveness to the needs of the Parliament has been promoted through a **participatory planning process**. To ensure national ownership, a results-based management (RBM) workshop was organised (on the initiative of the Swedish Embassy) for project stakeholders before the Project Document was finalised in 2016. The workshop allowed for reflection on key project priorities and how activities could be best anchored in Parliament's strategies and plans. It resulted in a revised Project Document, giving additional emphasis to the areas of EU standards, communication, transparency and accountability (and less on constitutional reforms). Annual work planning has also been a consultative exercise involving many meetings with the Secretariat and Chairpersons of Standing Committees, culminating in a Project Steering Committee where both the Speaker's Office and the Secretariat are represented. National ownership is further promoted by the use of the **Harmonised Approach to Cash Transfers (HACT)** for some activities.

2.2.2 Conformity with donor strategies and global trends

The project contributes to the realisation of **UNDP's and the Swedish government's strategic goals**. The new UNDP Country Programme Document (CPD) for 2018-2022, which is based on the UN Development Assistance Framework (UNDAF) for the same period, has the promotion of democratic governance, human rights and gender equality as a priority objective and places particular emphasis on the SDGs and the principles of integrity and transparency. The CPD specifically identifies the need to build the capacity of the Parliament and has an output

¹ Since the 40% gender quota adopted in 2016 will be applied only for the proportional component.

(output 1.1) dedicated to this objective. While support to Parliaments is not explicitly mentioned in the Results Strategy for Sweden's Reform Cooperation with Eastern Europe, the Western Balkans and Turkey 2014-2020, it defines a number of expected results referring to EU integration, strengthened democracy, improved accountability, and participation in political processes.

Thematically, the project is in line with **global trends in parliamentary assistance**, including through the focus on oversight of SDGs, anti-corruption and women's political empowerment. **Gender equality** is promoted both as a project priority (e.g. by supporting the implementation of the Parliament's Gender Equality Action Plan) and a cross-cutting issue. Project records show that, in 2017, 63 percent of participants in project activities were women. The Results Framework include gender-sensitive indicators and project progress reports address the progress made in relation to advancing gender equality from several perspectives.

However, stand-alone parliamentary projects like the SPGM project are becoming increasingly rare. In many countries, these types of projects have given way to more integrated democratic governance programmes, where the Parliament is one among several beneficiaries (the others commonly being political parties, civil society, and other state institutions) and/or interventions where support is geared towards achieving specific policy objectives (rather than institution building). At the same time, the approach depends on many factors and would ultimately be guided by the country context. In Moldova, UNDP and its partners found it pertinent to return to a stand-alone approach, having tested the integrated approach through the *Democracy Programme* (2012-2016).

2.2.3 Consistency of project support

The project represents a **continuation** of support that was initiated in 2009 and several of the priorities have remained the same during this period. Similar to the SPGM project, the *Democracy Programme* aimed at enhancing the institutional capacity of the Parliament to meet European standards with a particular focus on gender and human rights and covering the Parliament's legislative, oversight and representative functions. This has allowed UNDP to take a long-term approach to capacity development, building on the deliverables and results of earlier projects.

Another strength of the project is the practice of anchoring project activities in Parliament strategies and action plans (e.g. the Secretariat's Strategic Development Plan, Gender Equality Action Plan, Anti-Corruption Action Plan, Communication Action Plan), which were developed with previous UNDP support.

2.2.4 Quality of project technical assistance

The quality of technical assistance is generally rated satisfactory by project stakeholders. The project publications/deliverables reviewed as part of the evaluation come across as comprehensive and well-researched, suggesting that the project has been successful in mobilising adequate international and local expertise. This is also the impression gained from meetings with project consultants. In a few cases, deliverables have not lived up to expectations. This included the initial work on the Parliament's website and the inputs

provided to strengthening the Parliament's research capacity. Project stakeholders differ in their views on the reasons for this. Among the explanations given are insufficient resourcing of consultancy teams, lack of understanding of the scope of assignment, and changing demands.

2.2.5 Complementarity with other initiatives

The Project Document does not identify other (donor-supported) initiatives targeting the Parliament of Moldova, and hence there is no discussion on how the SPGM project will avoid overlaps and ensure synergies with such initiatives. In practice, the project is operating alongside several other donor-support projects, including:

- The EU Twinning Project "Strengthening the Capacities of the Parliament of Moldova for EU Approximation Process" 2017-2019.
- The GIZ-implemented project "Economic Policy Advice to the Moldovan Government" 2016-2018, which supports the Parliamentary Committee on Economy, Budget and Finance.
- The regional GIZ-implemented project "Public administration reform and modernisation in the Eastern Partnership" 2016-2020, supporting parliamentary administrations in Armenia, Azerbaijan, Belarus, Georgia, Ukraine and Moldova.
- Exchange visits between the Parliaments of Lithuania, Moldova, and Ukraine, organised under the Baltic-Eurasia Inter-Parliamentary Training Institute with USAID funding and expertise from the International Republican Institute.

In addition, during the period 2014-2017, UN Women and UNDP jointly implemented the project "Enhancing women's political representation through improved capacity and enhanced support in Moldova", which was also funded by Sweden.

A review of the EU Twinning Project suggests that there are **several areas of potential duplication** with the SPGM project, in particular with regard to support to law-making, but also in relation to some aspects of oversight. Interviews indicate that the EU Twinning Project came as somewhat a surprise to UNDP and at time when the SPGM project had already been implemented for a year. UNDP responded by partially reducing the scope of activities relating to EU integration and legal approximation supported by the SPGM project. Both projects are also continuously coordinating work, including by sharing work plans and holding regular meetings.

Project synergies exist but could be tapped to a greater extent. In some areas, the SPGM project worked with the UN Women - UNDP project in a mutually reinforcing manner (e.g. combining secretarial and thematic support to the Women's Platform and providing joint support to law 71 on gender equality). The support to the Gagauz People's Assembly (GPA) is capitalising on the work of Crisis Management Initiative (CMI) on conflict management, which has resulted in the establishment of a working group with MPs from the Parliament of Moldova and the GPA, agreement of four sectors of cooperation, and a joint work plan. Additional synergies between projects are clearly possible and would require a joint effort by UNDP, other donors, and, in particular, the Parliament. The new Council for high-level

coordination of foreign assistance to the Parliament, established with support from the SPGM project, could potentially play an important role in this context.

2.3 Assessment of project effectiveness

In line with the ToR, the evaluation has included an assessment of project effectiveness. This chapter focuses on the progress made against the output and outcome indicators defined in the updated project Results Framework, the prospects for achieving the targets by the end of the project, and the reasons for achievement and non-achievement of results.

2.3.1 Output 1 – Improved capacity for law-making with a focus on EU integration

As shown by the Parliament's Progress Report on the Activity of the Republic of Moldova related to the European Integration Process, in 2017, the Parliament adopted 53 laws of EU relevance, compared to 54 laws in 2016 and 6 laws in 2015. According to the updated project Results Framework only 15 per cent of the draft laws tabled at the Parliament in 2017 were **adopted within 60 working days (output indicator 1.1)**. In 2015 and 2016, 25 percent and 32 percent, respectively, of the laws were adopted within 60 working days. The updated Results Framework shows that the **average time required for committee review of draft laws prior to consideration by plenary** increased from 44 days in 2015 to 62 days in 2016 and then dropped to 55 days in 2017 (**output indicator 1.3**). There is thus no clear trend suggesting that the targets for output indicator 1.1 (40 percent) and output indicator 1.3 (40 days) will be achieved by the end of 2019. As elaborated on in Chapter 2.3.5, the reasons are mainly to be found in external factors beyond the control of the project.

The **Parliament's Progress Report on the Activity of the Republic of Moldova related to the European Integration Process** is an indicator of progress in its own right (**output indicator 1.2**). The project has set a target of three reports for 2018 and four reports for 2019. The understanding is that these targets were based on the original intention that the reports would be produced quarterly, which is not the case. This is an illustrative example of how changes in the committee chairmanship have impacted on previously agreed project plans. Interviews indicate that the work on the second progress report, which like the first one has an annual scope, is under way. The expectation is that the Parliament will commit to two reports per year and that the methodology will be adopted soon, thereby formalising the reporting process.

Output indicator 1.4 – percentage of parliamentary staff that apply acquired knowledge and skills from UNDP trainings in their work – refers to training provided by the project on legislation approximation. A survey on this topic is planned for 2018. While it is reasonable to suggest that these trainings have contributed to enhancing knowledge and skills of parliamentary staff and consultants, without a survey the progress made against the targets set cannot be measured.

The final output indicator (**output indicator 1.5**) used by the project to measure output 1 is the progress made in the **implementation of the recommendations for the Secretariat's Strategic Development Plan** (adopted in March 2017). According to the updated Results Framework 26 percent of the recommendations has been implemented. Although this is in line with the target set, it is not clear which of the specific objectives/priority actions are

regarded as implemented and to what extent they have been implemented. A review of the Strategic Development Plan suggests that out of the 16 specific objectives and associated priority actions defined in the document, seven can be considered to be directly related to the law-making process although only one specific objective makes a direct reference to the EU integration process – “improving the Parliament coordination mechanism for the European Integration process”. A step in this direction was the establishment of the Council for European Integration in 2016. As earlier noted, the project has trained Council advisors.

2.3.2 Output 2 – Improved capacity for oversight with a focus on SDGs and EU integration

For measuring the progress made towards **capacity development for oversight of policies and legislation specifically related to the implementation of SDGs and of the EU integration agenda (output 2)**, the SPGM project has defined no less than seven indicators. Four of these indicators have not yet been monitored, mainly because they refer to activities that have only just started or are scheduled for 2019 (output indicator 2.7 – percentage of MPs that give a positive or excellent evaluation of the induction program).

Output indicator 1.1 captures the **number of research requests submitted to parliamentary research unit** (from January 2018). This indicator is related to an assessment of the parliament’s research capacity conducted with the help of an international expert and the recommendations provided in this context for the Parliament’s Information Analytical Department. It is not clear whether the Information Analytical Department has taken any action based on the recommendations, and hence whether the project is on track on achieving the target (35 requests in 2018 and 45 requests in 2018).

The two remaining indicators for which data has not yet been collected (**output indicator 2.2 and 2.3**) both refer to the methodology produced with support of the project for **ex-post analysis of legislation**. Interviews indicate that the Parliament has so far (in 2018) carried out two legal impact assessments (which is also the target for 2018) and is currently in the process of procuring a pool of consultants to expand this activity. The objective of this activity is to ascertain that the government develops all the normative acts that are required for the implementation of a particular piece of law. Following from above, it appears that the project is on track to achieve the targets of these output indicators.

The updated Results Framework shows that some progress has been made in terms of the **implementation of the Parliament’s Gender Equality Action Plan (output indicator 2.4)**, which was adopted in 2017. According to the data collected by the project, 20 percent of the actions defined in the Action Plan had been implemented by the end of 2017 (which matches the target set). The Plan has four priority areas and corresponding goals and targets and defines a total of 20 activities, which all were originally expected to be completed by 2017 but have been postponed due to the delayed approval of the Plan. Only four of these activities specifically relate to oversight of policies and legislation. The SPGM project has supported the implementation of two of these four activities, i.e. training on gender concepts and gender analysis of draft laws and training on gender-responsive budgeting. Given the contextual challenges, the targets set for the implementation of the Gender Equality Action Plan (30 percent for 2018 and 40 percent for 2019) are not very ambitious and are within reach. The first, formal progress report on the Gender Equality Action Plan was finalised in July 2018.

Output indicator 2.5 – percentage of hearings held on gender and human rights-related issues to the total number of hearings – is one of the vaguer indicators of the updated Results Framework and possibly the hardest one to monitor. The Results Framework indicates that the percentage has decreased from 28 percent in 2015 to 19 percent in 2016 and 10 percent in 2017. For 2018 and 2019 the targets are 20 percent and 30 percent respectively. As in the case of several other output indicators, it is difficult to understand how these targets are set and if 30 percent should be considered a good end-result. In any case, given the downward trend from 2015 to 2017, it appears unlikely that the targets for 2018 and 2019 will be achieved at the current level of political commitment to gender equality and human rights.

The final output indicator (**output indicator 2.6**) reported on by the UNDP Project Team refers to the **implementation of the Parliament's Anti-Corruption Action Plan**, approved in 2016. The Results Framework indicates that 51 percent of the actions defined in the Plan had been implemented by 2016 and 61 percent by 2017. According to a PowerPoint presentation delivered by the Parliament Committee on National Security, Defence and Public Order in early 2018, most progress has been made in the areas of strengthening the institutional framework for anti-corruption, the operationalisation of the National GOPAC Chapter, and (to a lesser extent), the role of the Parliament in the budget process. Relatively limited progress has been made in the areas of the legislative function of the Parliament, oversight, transparency and communication, and parliamentary ethics, according to the same presentation. It should be noted that while the Results Framework refers to "implemented actions" the presentation refers to "actions being carried out", without specifying at what stage of implementation these actions are. The reported progress should thus be treated with some caution.

2.3.3 Output 3 – Improved capacity for engagement with CSOs, media and citizens

Output 3 has seven indicators, of which five have been measured so far by the project. The remaining two (**output indicator 3.1 and 3.2**) are related to the **functioning of the e-parliament system**, which is on track to be customised and installed during the next 12 months (procurement of consultancy services to this end has recently been completed).

The updated Results Framework indicates that the number of **written submissions by civil society to the Parliament's Standing Committees (output indicator 3.3)** amounted to 98 in 2017, which is an increase of seven submissions from 2016 and 47 submissions from the baseline year of 2015. **Hours of live streamed meetings (output indicator 3.4)** reached 500 in 2017, the first-year live streaming was introduced. The number of **visitors the Parliament's visitors and information centre (output indicator 3.5)** has almost doubled, from 3,490 in 2016 to 7,044 in 2017. The **Parliament's website** received 360,000 unique visits in 2017, the first-year data was collected on this indicator (**output indicator 3.6**). The actions generating these results are all reflected in the Parliament's Communication Action Plan, which is updated annually. According to the Results Framework, 46 percent of the **activities defined in the Action Plan were implemented (output indicator 3.7)** by the end of 2017, widely exceeding the target of 25 percent. Interviews suggest that the targets set for 2018 and 2019 are within reach and may well be exceeded.

2.3.4 Progress made towards expected outcome

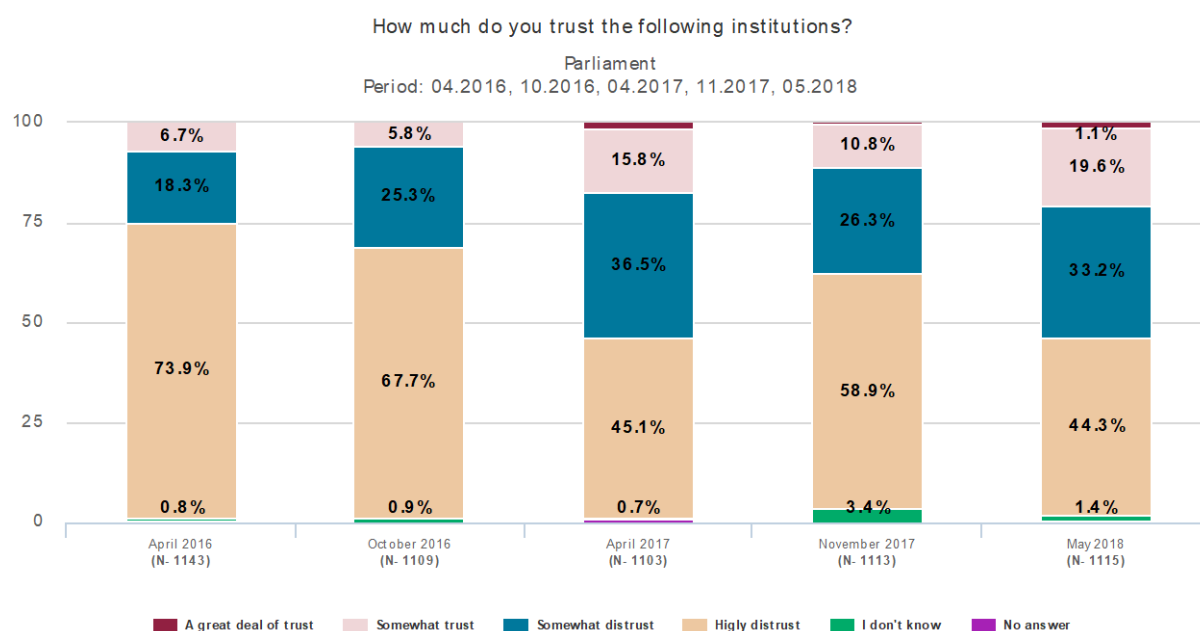
The Project Document establishes a hierarchy of project results. In addition to the outputs discussed above, it defines two types of expected outcomes (intermediate and ultimate) as well as the expected impact. It also indicates that the project should contribute to selected outcomes in the UN-Republic of Moldova Partnership Framework 2013-2017.

When the project Results Framework was revised in 2017, the hierarchy of results was simplified, leaving the project with three expected outputs and one outcome, i.e. outcome 1 of the UNDAF 2018-2022:

“The people of Moldova, especially most vulnerable, demand and benefit from democratic, transparent and accountable governance, gender-sensitive, human rights- and evidence-based public policies, equitable services, and efficient, effective and responsive public institutions”.

The corresponding outcome indicator was defined as: **“% of people who trust in governance institutions (Parliament, Government, Justice) by sex and urban/rural status”**. As shown by baseline data collected from the Institute of Public Policies “Barometer of Public Opinion” in 2016, at the time of the start of the project, **some 6 percent of the respondents had trust in the Parliament** (7/5 percent (men/women) and 5/7 percent (urban/rural)).

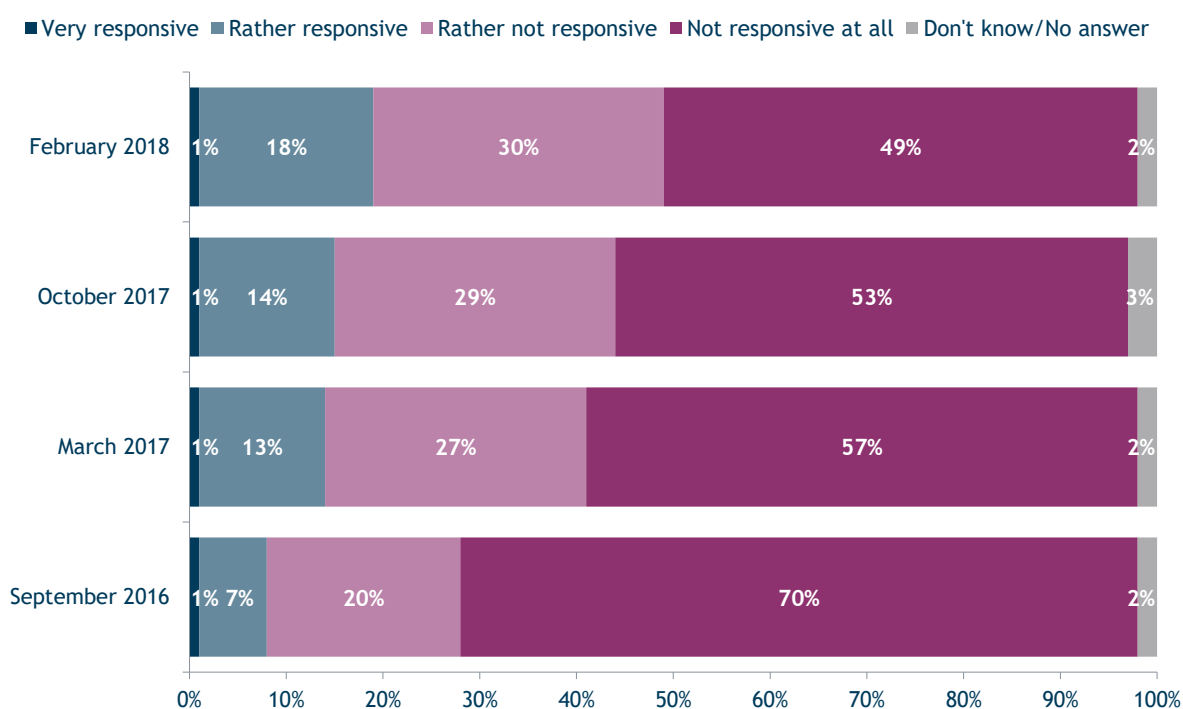
The “Barometer of Public Opinion” has been repeated at regular intervals since 2016. As indicated in the chart below, the share of respondents having “somewhat trust in the Parliament” has increased to close to 20 percent in 2018. At the same time, the share that have a “great deal of trust” is still negligible (1 percent). Some 44 percent of respondents highly distrust the Parliament.



Source: 2018 Public Opinion Barometer. Institute of Public Policies.

A recent, similar survey (February-March 2018) conducted on behalf of the International Republican Institute (IRI) shows that **22 percent of respondents have a favourable opinion about the Parliament** (and 76 percent has an unfavourable opinion). This is a **10 percent increase from September 2016**, when the same survey was conducted, and 12 percent of respondents answered that they had a favourable opinion about the Parliament. The 2018 survey also indicates that people find the Parliament becoming increasingly responsive to citizens, as reflected in the chart below.

Do you think that the Moldovan parliament is responsive to the needs of citizens like you?



Source: Center for Insights in Survey Research. Public Opinion Survey: Residents of Moldova. February-March 2018.

At the same time, the Parliament remains at the very bottom of the list of 17 institutions for which opinions are collected (only political parties receive a less favourable rating).

In general, as further elaborated on in Chapter 2.4.3, the SPGM project appears to have limited influence on the project outcome. This is a common problem in UNDP projects, which are required to adopt the outcomes defined in the UNDP Country Programme Document. These outcomes are typically very high-level and far beyond the control of a single project.

2.3.5 Factors contributing to the achievement and non-achievement of results

As elaborated on in Chapter 2.1.4, the project is operating in a challenging environment characterised by political instability, politically-motivated decision-making, including on administrative matters, lack of commitment to change in several areas, and the influence of several reform processes (e.g. public administration reforms and anti-corruption reforms)

that have both positive and adverse effects on the ability of the project to plan and achieve its objectives.

The 2017 Project Progress Report notes that the lack of clear progress in terms of **the efficiency of the Parliament's law-making process (output 1)** can be explained by the increasing complexity of the draft laws under consideration and the decline in the quality of the draft laws received from the Government. Underlying factors can be found in the reshuffling of government ministries in 2017, the accompanying staffing cuts within the civil service, the political structure of the Parliament, the capacity for reviewing draft laws, and, more generally, inadequate priority setting and resource allocation. According to interviews, the General Legal Department, which is tasked with providing technical and legal advice on draft laws, is over-burdened with work, including as a result of the increase in legislative activity driven by the EU integration agenda. Interviews also indicate that committee advisors are reluctant to take on additional tasks, partly due to low levels of remuneration. The decline in the **quality of bills** submitted by the Government – which contributes to increased work load of the General Legal Department – is said to be related to cost-saving measures adopted as part of the on-going public administration reform.

With regard to **parliamentary oversight (output 2)** the tangible steps taken in terms of introducing a system for ex-post assessment of legislation can be partly explained by the fact that this activity was proposed and has been driven by the General Legal Department, which has prioritised this work despite the considerable workload resulting from the revision of the Rules of Procedures. The slow pace of implementation of the Parliament's Gender Equality Action Plan appears to be mainly related to lack of political will and ownership of the Plan and cooperation problems within the Women's Platform. It is noted that there are no legal obligations to conduct gender-impact analysis and gender-responsive budgeting, which affect staff motivation. Coordinating the implementation of the Gender Equality Action Plan has also been difficult given its cross-cutting nature and several implementing actors (the Committee on Human Rights and Minorities, the Women's Platform and the Parliament's Secretariat).

The interest of the Parliament and MPs in advancing the SDG agenda, including by monitoring the implementation of the national development strategy, also seems to be limited (the person assigned to take the lead on this topic resigned and has not been replaced). The work on anti-corruption has been championed by some key individuals in the Moldova GOPAC Chapter, but it is advancing slowly. The process of adopting the Code of Conduct and Ethics was stalled for a long period of time, partly as a result of the Parliament's decision to embed it with the new Rules of Procedures.

As elaborated on above, project support to **developing the Parliament's capacity for engagement with CSOs, media and citizens (output 3)** has brought about several positive results in terms of outreach using both ICT tools and physical events. Interviews indicate that the strong commitment of the General Communication Department and the expertise and experience of some of its staff have been decisive factors. It is also noted that MPs have also become increasingly interested in communication and outreach activities in the run-up to the Parliament elections scheduled for February 2019. Since 2017, there has been a major push

for a comprehensive e-parliament system, which has emerged as a key priority for the Parliament and hence is also an area where national ownership clearly exists.

Although also expressed as a priority by the Parliament, activities related to “Open Parliament” have not gained sufficient traction. The SPGM project planned for the development of a parliamentary action plan, but this process has been undermined by the deteriorating relationship between the Parliament, government and civil society since 2017. It should be recognised, however, that the project’s support to the implementation of the Parliament’s Communication Action Plan has likely contributed to greater parliamentary openness.

2.4 Assessment of project efficiency

The efficiency criterion normally measures the outputs in relation to the inputs. In this evaluation, the scope of this criterion has been expanded to include an assessment of timeliness and cost-efficiency, allocation of project roles and coordination, and project M&E and risk management.

2.4.1 Timeliness and cost-efficiency

The desk review and interviews indicate that despite the substantive work and promising progress made in many areas, the **pace of implementation** has been uneven. Several interventions have not been implemented as planned or rescheduled and, consequently, targets have not yet been achieved. An overview of budget execution by output prepared by the UNDP Project Team during the evaluation suggests that plans have been over-ambitious given the lack of commitment in different areas. Project expenditures for output 1 and, especially output 3, are below the allocations made in the original Multi-Annual Work Plan (MAWP) for 2016-2019. There is also some anticipated under-spending against output 2 in 2018.

Table 3 Project budget vs. actuals by year (USD)

Outputs	2016		2017		2018		Balance
	MAWP	Actual	MAWP	Actual	MAWP	Revised AWP	
Output 1	101,000	83,319	366,500	230,391	285,500	197,221	236,069
Output 2	80,500	170,904	362,000	312,866	353,000	243,114	68,616
Output 3	149,229	127,911	538,000	225,068	468,000	281,850	520,400
Project management	64,900	66,192	174,800	163,297	124,800	179,442	(44,431)
Totals	395,629	454,326	1,441,300	931,622	1,231,300	901,627	780,654
Contingency (10%)	39,563	0	144,130	0	123,130	0	306,823
Grand total	470,007	454,326	1,712,264	931,622	1,462,784	901,627	1,087,477

UNDP distinguishes between two types of costs: **direct costs** and **indirect costs** that cover project support services such as quality assurance, procurement and finance. These costs are recovered by charging a cost recovery rate. Project management costs (i.e. the cost of the UNDP Project Team) are directly linked to the implementation of project and hence should not be considered as administrative costs or overhead. In the SPGM project, project management costs amounted to USD 229,489 during the first 1,5 years of implementation

(2016-2017). This corresponds to 17 percent of total funds spent during the same period and should be regarded a reasonable share for a complex and resource intensive project as the SPGM project.

The **procurement** of consultants, equipment, flight tickets, workshop and training venues and services, etc. is done according to UNDP policy and procedures, which are based on the principles of best value for money, fairness, integrity and transparency, and effective international competition. As exemplified by the recent procurement of consultancy services for the development of the e-parliament system, high-value procurement involves an arduous process of ToR development, evaluation of bids and contract negotiations. Individual consultants are required to present a financial proposal and are subject to interviews and reference checks.

Assessing **cost-effectiveness** may be too early since the project is only half-way into its implementation period and many results remain to be achieved. It can be argued that the project promotes cost-effectiveness through the structured approach to planning and implementation of many priority activities, and the emphasis given to sustainable institutional change.

At the same time, more could be done to promote results-orientation. In this regard, it is noteworthy that, in 2017, the number of study tours (22) exceeded any other type of project activity. Some of these study tours are provided for in the agreed work plans, while others are accepted for project support on an ad-hoc basis. While there are different views on the added-value of study tours and workshops, the sheer number of such activities should give raise to some concern. International experience shows that study tours are most effective when they are part of a systematically designed series of activities geared towards resolving institutional or conceptual issues. In addition, the project's use of international and local consultants also deserves to be looked into to ensure that tasks are gradually being transferred to Parliament staff and advisors. One of the challenges is to motivate Committee advisors to assume added responsibility given the low levels of remuneration, the lack of performance-based contracts and the recent announcement of staffing cuts. Finally, although the experience of the HACT modality is generally positive, interviews suggest that there is continuous need to ensure that resources managed by the Parliament and UNDP are used in a complementary manner. The work on oversight (intervention 2.1) is a good example of the effective use of HACT resources.

2.4.2 Project roles and coordination arrangements

As described in the Project Document, the project management and oversight set-up include a UNDP Project Team (based in the Parliament), a Project Steering Committee, and a National Project Coordinator. The Project Document also assigns the roles of Project Executive (UNDP), Senior Supplier (Government of Sweden), Senior Beneficiary (primarily the Parliament but also including the Government, GPA, and civil society), and Quality Assurance (UNDP Cluster Lead). This structure is based on the PRINCE2 project management method that has been embraced by UNDP globally and prescribes a number of default roles (which can be tailored based on the particular project environment).

The **UNDP Project Team** is made up of a Chief Technical Advisor, Project Manager, Senior Project Officer, Project Associate, Project Accountant and Driver/Clerk. Interviews indicate that roles and responsibilities are clearly distributed and that the Project Team is adequately configured and resourced in terms of positions, numbers of staff, competencies and experience. The Chief Technical Advisor has an important role in providing quality assurance of ToRs, deliverables, progress reports and M&E, and represents the project in meetings with senior parliamentary staff and donors. The Project Manager and Senior Project Officer were both working for the *Democracy Programme* and provide institutional memory and continuity for relationships. All project stakeholders consulted have a favourable opinion about the UNDP Project Team.

The **Project Steering Committee** has an important role in approving the annual Project Progress Reports and, in particular, the Annual Work Plans. It also takes decisions on mid-year changes in activities and financial allocations. Meeting minutes show that the Project Steering Committee has been convened as planned, but that the level of attendance has varied.

Regular meetings are held between the UNDP Project Team, the **National Project Coordinator** (i.e. the Secretary-General of the Parliament), and the **Strategic Development Unit**, including in the context of the annual work planning process and the drafting of activity ToRs. The Strategic Development Unit reports to the Secretary-General and has been assigned as the Parliament's working-level counterpart of the UNDP Project Team. It manages the funds transferred through HACT and also coordinates with the EU Twinning Project on behalf of Parliament (but not with GIZ).

The **Swedish Embassy** has been closely engaged with the project. As earlier mentioned, it organised (with separate funds) a workshop on results-based management to validate project priorities and ensure national ownership. During the first two years of the project, regular working-level meetings have been held between the Embassy and the UNDP Project Team. In addition, representatives of the Swedish Embassy, including the Ambassador, have taken an active part in the policy dialogue with the Parliament, such as in discussions about the Gender Equality Action Plan and the efforts to advance the Open Parliament agenda including through the e-Parliament system.

To avoid overlaps and promote **coordination with other projects**, the SPGM project holds regular information-sharing meetings with the advisors of the EU Twinning Project and the GIZ project embedded in the Standing Committee on Economy, Budget and Finance (which also benefits from SPGM support). The Project Steering Committee furthermore has a representative of the EU Delegation among its members. With SPGM support, a Council for high-level coordination of foreign assistance to the Parliament has recently been created. Nevertheless, as argued in Chapter 2.2.5, more could be done by the Parliament and its external assistance providers to delineate the scope of different projects, as well as to explore further opportunities for cooperation and synergies.

2.4.3 Project M&E and risk management

As part of the project proposal/document, a provisional Results and Resource Framework and M&E plan were developed. These documents were to be finalised with the help of a

consultancy company during the first few months of the project. However, the process was delayed, as it collided with other lines of work that brought resistance to cooperation by the Parliament. When the Results and Resource Framework was eventually produced by mid-2017, it was found to be of inferior quality and had to be significantly revised. This involved the formulation of a new set of outcome and output indicators, which were reported on for the first time in the 2017 annual Project Progress Report.

Most of the **indicators** in the revised Results Framework are expressed in concrete and quantifiable terms in line with good practice. At the same time, in the absence of an intranet or modernised Parliament website, the data for the indicators have to be obtained directly from many individual Parliament staff. Hence, the data is not publically available and therefore not objectively verifiable. The lack of public data for tracking the performance of the Parliament has repeatedly been raised as an issue of concern by Moldovan NGOs engaged in monitoring and advocacy work.

There are also issues about the **intervention logic**, including the causal pathway between the project outputs and outcome. As mentioned in section 2.3.4, the project outcome as defined in the updated Results Framework is very broad and far beyond the control of the project, and therefore not very meaningful. In addition, several interventions (as defined in the original Project Document) are overlapping in scope. For instance, institutional reform of the Parliament Secretariat is referred to (and reported on) under all three outputs. Other areas that are dealt with under more than one output are gender equality, civil society engagement and support to the Gagauz People's Assembly. This is partly due to the fact that the project is designed around the parliament's key functions.

Project progress reports are results-oriented and laudably brief and to the point. However, a comparison of planned versus implemented activities and a breakdown of budget versus actuals would make it easier to understand how the project has evolved, what the funding priorities have been, and how the project has performed in terms of cost-efficiency and cost-effectiveness.

Risk management is an integral part of RBM and M&E. In line with UNDP standard practice, the Project Team maintains a risk log, where major risks are identified and evaluated (in terms of likelihood and impact) and risk mitigation actions set out. The risks are clearly defined and appear to be relevant. Five key risks have been identified, relating to the commitment to EU integration and the SDGs, coordination within the Parliament, public engagement, financial control, and coordination with other donor programmes and agendas. The planned risk mitigation actions seem both sensible and feasible. In practice, the impression gained from interviews is that the UNDP Project Team has skilfully navigated a very complex and unpredictable project environment.

2.5 Assessment of project sustainability

The ToR calls for an assessment of the prospects for sustainability of results with consideration taken to ownership, partners participation in planning and implementation, and national capacity, and the measures taken to ensure that activities will be completed and continued after the project's closure.

As elaborated on in Chapter 2.2.1, the SPGM project is closely linked with overall national development and reform priorities and was developed **in a participatory manner**, including through an RBM workshop attended by all major project stakeholders. Annual work plans are also developed and agreed through a series of consultations and activity ToRs shared for comments by both the UNDP Project Team and the Parliament Secretariat.

Interviews indicate that the **project management capacity of the Parliament's Secretariat** has been strengthened over the years. Staff members have been trained and business processes developed. Introduced in connection with the 2017 annual work planning, HACT has the potential of further increasing national ownership and capacity for management and accountability. The same can be expected from the high-level coordination mechanisms for foreign assistance that has been created within the Parliament with project support, and which reportedly will be operationalised in the coming few months.

The project's focus on **capacity building** is important for sustainability reasons. The project has sought to ensure that the benefits of activities will continue after the end of the project by:

- Anchoring capacity building efforts in the Parliament's own strategies and action plans (e.g. the Secretariat's Strategic Development Plan, the Gender Equality Action Plan, the Anti-Corruption Action Plan, the Communication Action Plan);
- Promoting the institutionalisation of results, i.e. through amendments to the Parliament's Rules and Procedures or decision taken by the Speaker and Permanent Bureau of the Parliament (e.g. in the context of the support to change management in the Secretariat, the Code of Conduct and Ethics, and the methodology for ex-post assessment of draft laws)
- Building on the achievements of earlier projects, including by trying to consolidate institutional and organisational structures. This includes the support to the Women's Platform and Moldova GOPAC Chapter, the training of advisors of the Council for European Integration, etc.
- Supporting the development of systems, including IT solutions such as the e-archive, e-voting and document management systems, that are likely to be maintained and used by the Parliament even without donor support.

The actual **sustainability of project activities and results vary**. Interviews reveal that there is a strong commitment with the Parliament to see the e-parliament component through. This is also indicated by the fact that the Parliament has provided a cash contribution from its own budget to this activity and the promising discussions with other donors for additional support. The reforms of the Secretariat, although slowly implemented and challenging, are also likely to continue irrespective of project support given the imperative created by the overall public administration process and the need to cut costs. The Gagauz People's Assembly (GPA) appears committed to developing and implementing its Strategic Development Plan, which is currently being developed with project support, including by providing some co-financing.

In the area of anti-corruption, members of the **Moldova GOPAC Chapter** have with project support assumed the role of champions of change. These MPs will probably stay involved and

can continue to influence policy making even if they are not re-elected, in non-parliamentary roles or other party management positions, which they can continue to hold. As an organisational entity, the Moldova GOPAC Chapter is dependent on project secretarial assistance and funds. Although it has its own Statute, the Chapter is not a formal Parliament body and hence the chances of receiving staff support and funding from the Parliament are limited. In some countries, GOPAC chapters have registered as NGOs, and thereby been able to access direct donor funding.

The **Women's Platform** has also encouraged the work of change agents, but it is facing some serious challenges. Due to cooperation and leadership problems, the Women's Platform has not been able to agree on a Statute or work plan for 2018 and its meetings are less regular and attended than before. In general, there seems to be a lack of ownership of the gender-equality agenda in the Parliament, as indicated by the delayed approval and slow implementation of the Gender Equality Action Plan. The prospects for a turn-around after the coming on board of a new legislature are also dim, given the changes in the new electoral system and its feared adverse implication on women's representation. Yet, whether the Women's Platform will be strengthened or not will come down to the commitment rather than number of new members.

In all parliamentary assistance projects there is also an inherent challenge in ensuring **sustainability of training efforts**, due to MPs losing their seats in election. With the new electoral system adopted in 2017, the Parliament of Moldova is in for a more drastic turnover of MPs than ever before. This calls for a major training effort as well as increased emphasis on building training capacities within the Parliament (the project is planning to design a comprehensive induction programme for new MPs). There are on-going discussions on how to institutionalise the training of Secretariat staff, including by creating a learning platform.

3. Lessons learned and good practices

Based on the foregoing assessment some lessons learned and good practices that have a bearing beyond the SPGM project can be identified.

- **Ensuring national ownership of project priorities, activities and results is a continuous exercise.** This is particularly important to recognise in a changing and fluid political context with many actors and factions. Good practices adopted by the SPGM project in this respect include the initial RBM workshop with project stakeholders, the consultative and participatory annual work planning process and decision-making mechanism (the Project Steering Committee), the regular meetings held with the Parliament Secretariat, and the use of HACT. Interviews indicate that more time and resources could be invested in the dialogue with the Standing Committees, as well as in efforts to promote mutual accountability, including by increasing cost-sharing.
- **It is important to be realistic of what can be achieved in situations where change is nebulous, long-term or contested and absorption capacity limited.** The SPGM project has adopted a programme-based approach to ensure flexibility and responsiveness to the needs of different Parliament actors. This has helped to ensure relevance, but also resulted in a very wide project scope and over-ambitious planning. While anchoring project activities in certain themes and in the Parliament's strategies and action plans has secured some results-orientation, changes do not always occur in a logical or timely way. Following from above, a further prioritisation of project activities and funds may be warranted.
- **Working with agents of change can help promoting commitment to reform from within.** The support to the Women's Platform and, especially, the Moldova GOPAC Chapter, has provided a basis for dedicated MPs to come together and pursue policy advocacy within as well as outside the Parliament. An illustrative example is the declaration put forward by the Moldova GOPAC Chapter in support of the Code of Conduct and Ethics, which has been signed by 53 MPs. However, given the high turnover of MPs, cross-party groups have to be effectively consolidated, institutionalised and marketed to be sustained across elections.
- **Monitoring and evaluation (M&E) is a critical element of project design and management.** Project documents should be based on (not simply accompanied by) carefully crafted and mutually agreed results frameworks with SMART indicators and well-defined data collection systems. From the start, this was not the case in the SPGM project. The UNDP Project Team should be commended for its efforts to rectify this situation, but further adjustments to the Results Framework and data collection practice are required to ensure that project progress is properly captured and reported on.

4. Conclusions

The SPGM project has been implemented in a **challenging environment** characterised by political instability, politically-motivated decision-making, lack of commitment to change in several areas, and the influence of several reform processes. The legislative efficiency of the Parliament has been held back by the decline in the quality of bills received from government, among other external factors. While there has been an overall commitment in the Parliament to strengthen oversight, relatively low priority has been given to gender equality, anti-corruption and the SDGs.

Nevertheless, the SPGM project has remained **relevant** and delivered a large number of activities, as well as reports, recommendations, tools, etc. Relevance has been ensured through alignment with the EU-Moldova Association Agreement, a consultative planning process, and by anchoring support in the Parliament's own strategies and action plans. Due mostly to external factors, project **effectiveness** in terms of the achievement of annual targets has been mixed. Notable progress has been made towards indicators relating to the monitoring of the EU integration process, ex-post assessment of laws, and the implementation of action plans, in particular the Parliament's action plan on communication.

The project is **efficiently** run in the sense that administration and project management costs have been reasonable, procurement is done with due consideration to the principle of value for money, and project management roles and oversight mechanisms are well configured and operationalised. However, the pace of implementation has been uneven and financial delivery under some outputs lower than envisaged in the multi-annual work plan. In some areas, the project appears more activity-driven than results-oriented.

Some progress has been made towards the project *outcome* with people having more trust in the Parliament than at the start of the project. At the same time, the Parliament remains one of the least trusted institutions in Moldova, for reasons that the project has no influence on. In general, it is too early to assess project **impact** and **sustainability**, which depends to a large extent on the success of the strategy to internalise results, e.g. through amendments to the Parliament's rules and procedures and decision taken by the Speaker and Permanent Bureau.

The evaluation indicates that there is a need for **more closely defining the focus of the project**. To enhance project effectiveness and efficiency, emphasis should be placed on addressing well-defined policy issues and technical constraints. There is reason to suggest that the project should more carefully consider what elements of the Parliament's action plans it should support. This should be done with due consideration to the project's ability to add-value, including in relation to gender equality, anti-corruption, communication, and Parliament's reform in general. To enhance results-orientation, further improvements are warranted to the project's intervention logic and M&E system. Although the project has invested in coordination with both internal and external stakeholders, actual synergies could be expanded. It would also be pertinent to develop a project exit strategy, including specific measures to secure the sustainability of key project activities and results.

5. Recommendations

5.1 Project scope and focus

1. Ensure that plans and activities reflect a strategic selection of policy issues and technical constraints that the projects should address. In this respect, the following interventions appear to be of particular importance:
 - Developing and operationalising the e-parliament system
 - Implementing strategic activities of the Gender Equality Action Plan and Anti-Corruption Action Plan
 - Institutional reforms within the Parliament Secretariat
 - Deepening the Parliament's engagement with CSOs
 - Capacity development in the Gagauz People's Assembly
 - Training of new MPs following the 2019 Parliament elections

2. Focus the support geared towards the implementation of the Gender Equality Action Plan on consolidating already on-going activities in the area of gender analysis of legislation (activity 2.1.1 in the Action Plan).

Promote the participation of the Women's Platform and liaise with UN Women to tap potential synergies with the work carried out with Government in the area of gender responsive budgeting and oversight.

3. Focus the support geared towards the implementation of the Anti-Corruption Action Plan on:
 - The oversight role of the Parliament in the area of anti-corruption (component 3 of the Action Plan)
 - The Open Parliament agenda (component 5)
 - The adoption of the Code of Conduct and Ethics for MPs (component 6)

Explore possibilities for funding the activities of the Moldova GOPAC Chapter from the Parliament's budget.

4. Focus the support geared towards the implementation of the Secretariat's Strategic Development Plan on:
 - Addressing the e-parliament concept, efficiency in the legislative process, ex-post assessment of legislation, and public consultation on bills (Priority 1 of the Plan)
 - The establishment of a learning platform (related to Priority 3, specific objective 1).
5. Develop and systematize the approach to training and wider competency building among MPs, including by considering the need for:
 - A training needs assessment as a basis for developing a capacity development plan tailored to particular competence gaps

- Different approaches to motivate MPs to take part in the training (e.g. intensive short-term modules, out of Chisinau training, e-learning)
- Creating a pool of trainers, who can replicate the training in the future
- A mentorship system to provide for continued on-the-job coaching

5.2 Project management and future planning

1. Review the intervention logic of the project (page 13 in the Project Document) and consider the following steps for enhancing results-orientation:
 - Replace the impact statement with the UNDAF outcome statement and the output statements with one or several new intermediate outcome statements
 - Turn priority intervention areas (see above) into project outputs directly linked to the new intermediate outcome statement(s)
2. Adjust and improve the project Results Framework in line with the changes made to the intervention logic and with a view to ensure that indicators are objectively verifiable (to the extent possible) with clear references to primary data sources
3. Restructure Annual Work Plans and Progress Reports in line with the new intervention logic. The Progress Report should include
 - An account of progress made towards all (new) outputs and outcomes
 - A breakdown of budget versus actuals by output
4. Enhance internal and external coordination by
 - Investing more time into the dialogue with the Standing Committees to gauge political commitment
 - Ensuring that funds managed by the Parliament (i.e. HACT) and UNDP are used in a mutually complementary manner, as part of well-sequenced and integrated capacity development efforts
 - Sharing a quarterly calendar of project activities with other parliamentary projects
 - Holding joint coordination meetings with the Parliament Secretariat
5. Develop an exit strategy based on different scenarios (e.g. project ends in December 2019, project is extended, a new project is developed) and identifying specific measures to:
 - Secure the sustainability of project activities and results
 - Raise matching funds from the Parliament and other donors
6. Prepare a formal management response and action plan for implementing the agreed recommendations of this evaluation. The management response and action plan should be adopted by and regularly reviewed by the Project Steering Committee.

Annexes

Annex 1: Terms of Reference

Job title:	International consultant for the mid-term evaluation of the parliamentary assistance provided through 2016-2018 in Moldova
Duty Station:	Republic of Moldova, Chisinau
Project reference:	“Strengthening Parliamentary Governance in Moldova” (SPGM) Project
Contract type:	Individual Contract (IC)
Contract duration:	May – December 2018
Starting date:	May 2018

Job content

1. Background

The goal of the UNDP “Strengthening Parliamentary Governance in Moldova” Project, further on referred to as the SPGM project, is designed to address the main needs of the Parliament of Moldova in the areas of law-making, oversight and representation during the on-going process of domestic reform spurred by closer relations with the EU.

The project also assists in making the Parliament’s legislative activity more open, transparent and participatory through establishing tools and mechanisms for the engagement of civil society, professional associations and the general public. Project interventions offer and encourage equal opportunity for male and female participation.

The SPGM Project was launched in July 2016. The project is financed by the Government of Sweden and implemented by the United Nations Development Program (UNDP) Moldova. The duration of the project is envisaged for 3 years from July 2016– December 2019 and has a total budget of USD 4,3 million.

The SPGM project identified the following outputs for its programming:

- Output 1: Members of the Parliament and Standing Committees have improved capacities to review and adopt the legislation related to EU integration agenda.
- Output 2: Members of the Parliament and Standing Committees have improved capacities to oversee policy implementation with a focus on policies related to the implementation of SDGs and the EU integration agenda.
- Output 3: The Parliament of Moldova has improved capacities to better engage with CSOs, media and citizens.

2. Objectives

The overall purpose of the mid-term evaluation of project is to assess the programmatic progress (and challenges) at the outcome level, with measurement of the achievement (and non-achievement) of project outputs. The specific objectives of the mid-term evaluation are:

- Assess performance in relation to the original work program and understand how that work plan has evolved in view of demand from the beneficiary and political developments
- Assess the relevance of the project with regards to consistency, ownership, quality of the technical assistance, and complementarity of project with other initiatives
- Determine the effectiveness of the project in achievement of results, highlighting reasons for achievement and non-achievement of results and factors contributing/hindering achievement of the results
- Assess risk management and mitigation measures taken by program staff to ensure progress on the work program
- Assess the sustainability of the project including the participation of partners in planning and implementation of interventions, as well as assessing the measures taken to ensure that activities initiated by the project will be completed and continued after the project's closure
- Derive lessons and areas for improvement for the remaining project activities
- Provide recommendations and identify best practices that may be used in the future programming

The evaluation including its recommendations will be used as a resource by UNDP to inform future programming and direction.

3. Scope of work and expected output

The expected output for the consultant's assignment is to provide a holistic, impartial and credible review of the activities implemented by the project during July 2016 - March 2018. In order to achieve the stated objective, the international Consultant will have the following responsibilities:

I. Inception Phase

1. Conduct a comprehensive desk review of the project documentation in the period 2016-2018 after an initial briefing by the UNDP Parliamentary Project Team;
2. Draft an Inception Report, including evaluation questionnaire, proposed methodology, and work plan (with agreed deliverables and timeframe);
3. Provide a Final Inception Report, which incorporates feedback received from UNDP and the Parliament of Moldova.

II. Data Collection & Analysis

4. Carry out interviews with UNDP management and staff, donor, beneficiaries and other organizations;
5. Conduct an analysis covering the following topics:

- Assess the project's progress towards attaining its objectives, envisaged outcomes and recommend measures for improvement if needed;
- Assess the targeting of project activities, including equal participation by men and women;
- Determine the effectiveness of the project in achievement of results, highlighting reasons for achievement and non-achievement of results and factors contributing/hindering achievement of the results
- Evaluate the overall impact of the project and its contribution to the development of the Parliament of Moldova;
- Evaluate the efficiency of project implementation for which the consultant shall assess amongst others the following aspects: performance of the project in terms of timeliness, quantity and cost effectiveness of the activities undertaken including project procurement of experts, equipment, training programs, etc.;
- Review the responsibilities of project stakeholders, clarity of the roles and the level of coordination between the project team and stakeholders;
- Identify and analyze the challenges and constraints, which confronted the project during the reviewed implementation period;
- Evaluate the project's risk management and any mitigation measures taken by the project team;
- Assess the prospects of the sustainability of the project outcomes with a specific focus on national capacity and ownership and recommend measures for its further improvement;
- Review the Results and Resources Framework for assessment of the project's monitoring and evaluation of project performance; and
- Derive lessons learned across the focus areas for the analysis and identify areas for improvement for the remaining project activities
- Provide recommendations and identify best practices that may be used in the future programming

III. Report writing

1. Develop and present the first draft Mid-term Evaluation Report with concrete findings and recommendations.
2. Convene a debrief meeting with UNDP Project (via Skype) on the preliminary findings, main recommendations and lessons learned;
3. Finalize the Mid-term Evaluation report based on the feedback received at the debrief meeting and present the final report at the Project Board meeting.
4. Undertake two missions to Chisinau, according to the tentative schedule:
 - First half of May 2018 – for Data Collection
 - Second half of June 2018 – for presentation of the final Report

4. Methodology

The evaluation will be based on the findings and factual statements identified from the review of relevant documents including the project document, progress reports, Annual Project Reports (APR), in addition to the technical reports produced by the project and

different publications. These outputs will be shared with the consultant at the beginning of the assignment. The consultant is also expected to use face to face interviews to collect relevant data for the evaluation report.

The consultant is particularly encouraged to use participatory methods to ensure that all stakeholders are consulted as part of the evaluation process. She/he should take measures to ensure data quality, reliability and validity of data collection tools and methods and their responsiveness to gender equality and human rights.

The following evaluation criteria, based on OECD/DAC, should be considered:

- Effectiveness – The extent to which the targets of the project document have been achieved, or are expected to be achieved, with respect to their relative importance.
- Cost-efficiency – A measure of how the project budget and AWP are converted into results.
- Impact – Intended or unintended change caused by an intervention, direct or indirect.
- Relevance – The extent to which the project contribution is compatible with the Parliament demands, the country's needs, global priorities and the policies of partners and donors.
- Sustainability – Projects contribution to sustainable development of the Parliament.

Evaluations in UNDP are conducted in accordance with the principles outlined in the United National Evaluation Group (UNEG) "Ethical Guidelines for Evaluation", "Integrating Human Rights and Gender Equality in Evaluations²" and the UNDP Handbook on Monitoring and Evaluation for Results.³

The consultant will take every measure to safeguard the rights and confidentiality of key information providers in the collection of data.

² www.unevaluation.org/guidance/HRGE

³ <http://web.undp.org/evaluation/handbook/documents/english/pme-handbook.pdf>

Annex 2: Evaluation Matrix

	Key evaluation questions	Evaluation objectives/topics for study (from ToR)	Methods/sources
Relevance	How relevant has the project been with regard to overall design, scope, targeting, responsiveness to change, quality of technical assistance, and complementarities with other initiatives?	<ul style="list-style-type: none"> Whether the project's contribution is compatible with the Parliament demands, the country's needs, global priorities and policies of partners and donors Relevance with regard to consistency, ownership, quality of the technical assistance, and complementarity of project with other initiatives How the work plan has evolved in view of demand from the beneficiary and political developments 	<p><u>Interviews with</u></p> <ul style="list-style-type: none"> MPs, Parliament's leadership, Secretariat staff, and advisers Selected Moldovan NGO representatives Gagauz People's Assembly representatives UNDP representatives, including senior management and members of the UNDP Parliamentary Project Team Sida representatives Representatives of other relevant donors/international agencies <p><u>Desk review of:</u></p> <ul style="list-style-type: none"> Baseline information and analysis (e.g. functional analysis of Parliament Secretariat and the Gagauz People's Assembly, Parliamentary gender audit, anti-corruption self-assessment report, communication audit, final evaluation of Democracy Programme) Strategies and action plans (e.g. National HR Action Plan, the Gender Equality Action Plan, Communication Strategy and Action Plan, Strategic Development Programme of the Parliament Secretariat, UNDP Moldova CPD, Swedish regional strategy) Parliament's progress report on the European Integration Process and EC Association Implementation Report on Moldova , plus alternative analytical reports
Effectiveness	How effective has the project been in terms of achievement of expected outputs and intended outcomes – and what are the reasons/factors influencing the achievement or non-achievement of results?	<ul style="list-style-type: none"> Achievement of results; reasons for achievement and non-achievement of results and factors contributing/hindering achievement of the results Progress towards attaining its objectives, envisaged outcomes Extent to which the targets of the project document have been achieved, or are expected to be achieved, with respect to their relative importance. 	<p><u>Interviews with</u></p> <ul style="list-style-type: none"> MPs, Parliament's leadership, Secretariat staff, and advisers Selected Moldovan NGO representatives Gagauz People's Assembly representatives UNDP representatives, including senior management and members of the UNDP Parliamentary Project Team Representatives of other relevant donors/international agencies <p><u>Desk review of:</u></p> <ul style="list-style-type: none"> Baseline information and analysis (see above for examples) Moldovan strategies and action plans (see above for examples)

Mid-Term Evaluation of the SPGM project – Final Evaluation Report

			<ul style="list-style-type: none"> • UNDP project progress reports • Means of verification/sources (defined in Results Framework) • Parliament's progress report on the European Integration Process and EC Association Implementation Report on Moldova for 2018, as well as alternative analytical reports
Efficiency	How efficient has the project been in terms of converting inputs into outputs in a timely manner, according to plans, and at a reasonable cost as well as with regard to programme management and risk mitigation?	<ul style="list-style-type: none"> • How the project budget and AWP are converted into results; Challenges and constraints • Performance in terms of timeliness, quantity and cost effectiveness of the activities undertaken including procurement of experts, equipment, training programs, etc • Targeting of project activities, including equal participation by men and women • Risk management and mitigation measures taken to ensure progress on the work programme • Responsibilities of project stakeholders; the roles and the level of coordination between the project team and stakeholders • Project's monitoring and evaluation of project performance; assessment of Results Framework 	<p><u>Interviews with</u></p> <ul style="list-style-type: none"> • MPs, Parliament's leadership, Secretariat staff, and advisers • Selected Moldovan NGO representatives • Gagauz People's Assembly representatives • Sida representatives • UNDP representatives, including senior management and members of the UNDP Parliamentary Project Team <p><u>Desk review of:</u></p> <ul style="list-style-type: none"> • Project document, including Multi-Year Work Plan, Risk Log • Project Annual Work Plans 2016-2018 • Project Combined Delivery Reports 2016-2017 • UNDP Project Progress Reports • Project Results Framework (original & updated)
Sustainability	What are the prospects for sustainability in terms of national capacity and ownership and the continued use of project deliverables – and what measures have been taken to that end?	<ul style="list-style-type: none"> • Overall impact of the project and its contribution to the development of the Parliament of Moldova; Intended or unintended change caused by an intervention, direct or indirect. • Sustainability of the project including the participation of partners in planning and implementation of interventions; measures taken to ensure that activities will be completed and continued after the project's closure • Prospects of the sustainability of the project outcomes with a specific focus on national capacity and ownership and recommend measures for its further improvement 	<p><u>Interviews with</u></p> <ul style="list-style-type: none"> • MPs, Parliament's leadership, Secretariat staff, and advisers • Selected Moldovan NGO representatives • Gagauz People's Assembly representatives • UNDP representatives, including senior management and members of the UNDP Parliamentary Project Team • Representatives of other relevant donors/international agencies <p><u>Desk review of:</u></p> <ul style="list-style-type: none"> • Moldovan strategies and action plans (see above for examples) • UNDP project progress reports • Parliament's progress report on the European Integration Process and EC Association Implementation Report on Moldova for 2018, as well as alternative analytical reports

Annex 3: Documents collected and reviewed

Action Plan for 2016-2018 on implementation of the Public Administration Reform Strategy for 2016-2020.

Annexes to Report on Parliament's internal and external communication.

Annual Work Plans 2016-2018.

Bulte, Sarmite D. (2015). *Gender Audit of the Parliament of the Republic of Moldova: Towards Fostering a More Gender-Sensitive Institution.*

Center for Insights in Survey Research (2018). *Public Opinion Survey: Residents of Moldova. February-March 2018.* PowerPoint.

Central Electoral Commission and International Foundation for Electoral Systems (IFES). *Amendments to Laws Relating to Political Finance in Moldova.*

Charter of the Moldova National Chapter of the Global Organization of Parliamentarians Against Corruption (GOPAC)

Combined Delivery Reports 2016-2017.

Cuznetova, L (2017). *Functional and institutional analysis of the Gagauzian People's Assembly.*

De Vrieze, Franklin (2016). *A Code of Conduct and Ethics for Members of Parliament of the Republic of Moldova. Best practice comparative analysis and draft text.*

ECORYS & Parc Communications (2016). *Report on Parliament's internal and external communication.*

European Commission (2018). *Joint Staff Working Document. Association Implementation Report on Moldova.*

Expert-Grup (2017). *State of the Country Report 2017. Republic of Moldova*

Expert-Grup (2017). *Mid-Term Evaluation of the NDS "Moldova 2020". Key findings (PowerPoint).*

Freedom House. *Nation In Transit Report. Moldova. 2018.*

Institute of Public Policies. *2018 Public Opinion Barometer.*

International Budget Partnership. *Open Budget Survey 2017 Moldova.*

MFA Sweden (2014). *Results strategy for Sweden's reform cooperation with Eastern Europe, the Western Balkans and Turkey 2014 – 2020.*

Minutes of SPGM Project Steering Committee meetings 2017-2018.

National Human Rights Action Plan for the period 2018-2022.

Orgocka, A. & Stamate O. (2017). *External Evaluation of the Project "Enhancing women's political representation through improved capacity and enhanced support in Moldova".* Evaluation Report.

Parliament of the Republic of Moldova (2018). *Progress Report on the Activity of the Parliament of the Republic of Moldova related to the European Integration Process. January 2017- February 2018.*

Parliament of the Republic of Moldova Gender Equality Action Plan 2015-2017. Revised and Updated as at 15 June 2016.

Parliament of the Republic of Moldova (2018). *Planul de acțiuni anticorupție al Parlamentului Republicii Moldova 2016-2018.* PowerPoint.

Public Administration Reform Strategy 2016-2020.

Results and Resource Framework_SPGM_26-02-2018_FINAL

Strategic Development Programme of the Parliament Secretariat of Moldova for 2017-2019.

UNDP (2015). *Gender Audit of the Parliament of the Republic of Moldova: Towards Fostering a More Gender Sensitive Institution.*

UNDP Moldova (2016). *Anti-Corruption Self-Assessment Report for the Parliament of the Republic of Moldova. Anti-Corruption Action Plan of the Parliament of Moldova 2015-2018.*

UNDP Moldova (2016). *Project Document – Strengthening Parliamentary Governance in Moldova.* Signed version.

UNDP (2016). *Functional and Institutional Analysis of the Secretariat of the Parliament of Moldova. Findings and recommendations.*

UNDP Moldova (2017). *Improving the Quality of Moldovan Democracy through Parliamentary and Electoral Support Programme Final Evaluation. Final Report.*

UNDP Moldova (2018). *Parliamentary Oversight in Moldova. Assessment Report.*

UNDP Moldova (2017). *"Strengthening Parliamentary Governance in Moldova" project. Progress Report. January-June 2017.*

UNDP Moldova (2018). *“Strengthening Parliamentary Governance in Moldova” project. Progress Report.* January-December 2017.

UNDP Country programme document for the Republic of Moldova (2018-2022)

United Nations Moldova (2017). *Republic of Moldova-United Nations Partnership Framework for Sustainable Development 2018-2022. United Nations Development Assistance Framework for the Republic of Moldova.*

Venice Commission (2017). *Republic of Moldova Joint Opinion on the Draft Laws on Amendment and Completing Certain Legislative Acts (Electoral System for the Election of the Parliament.*

Williamson, A (2016). *Improving the quality of Moldovan democracy through parliamentary and electoral support. Parliamentary Openness. Review of parliamentary openness and recommendations for improvement. Final Report.*

Annex 4: Programme for Moldova mission

PROGRAMME of the evaluation mission of Mr. Jonas Lövkrona to Moldova

Period: 18 – 22 June 2018

Purpose: *Mid-term evaluation of the parliamentary assistance provided through 2016-2018 in Moldova (interviews with UNDP staff, Parliament, donors and other organizations conducted)*

Translators: *Diana Loznean and Ecaterina Leontieva*

DAY 1

Monday, June 18

- 09:00** Meeting with **the SPGM team.**
Parliament building, 5th floor, office 501
- 11:30** Meeting with **Mr. George Saghin**, advisor, Speaker's Office
Parliament building, 5th floor, office 501
- 12:45 - 13:30** **Lunch**
- 14:00** Meeting with GOPAC Moldova members
- **Mr. Roman Botan**, Former Chair of the Committee on National Security, Public Order and Defence (Liberal Party)
 - **Mrs. Maria Postoico**, Member of Committee on Human Rights (Communists Party)
 - **Mrs. Veronica Mocanu**, Secretariat GOPAC Moldova
- Jolly Alon, 1st floor, the small banquet hall*
- 15:30** Meeting on oversight with **Mr. Iurie Tap**, Member of Committee on Public Administration (Liberal Democratic Party)
Parliament building, 7th floor, office 719
- 16:30** Meeting with **the SPGM team.**
Parliament building, 5th floor, office 501

DAY 2

Tuesday, June 19

- 09:00** Meeting with **Mrs. Lilia Bordei**, Head of Community law division and approximation of legislation, General Legal Department
Parliament building, 4th floor, office 415
- 11:00** Meeting with **Mr. Stefan Creanga**, Chair of the Committee on Economy, Budget and Finances.
Parliament building, office 521, main building
- 12:00 – 13:40** **Lunch with the Women’s MPs Caucus members:**
- **Ms. Mihaela Spataru**, Member of the Committee for national security, defence and public order (European People's Party group)
 - **Mrs. Alina Zotea**, Member of the Committee on Economy, Budget and Finances (Liberal Party)
- Jolly Alon, 1st floor, the small banquet hall / or the restaurant*
- 14:30** Meeting with **Mrs. Ala Popescu**, Secretary-General of the Parliament
Parliament building, 2nd floor
- 16:00** Meeting with the Committee Advisers:
- **Mr. Iurie Cernean**, Adviser to the Committee on Economy, Budget and Finances
 - **Mr. Andrei Costandachi**, Adviser to the Committee on Economy, Budget and Finances
 - **Ms. Stela Turcan**, Adviser to the Committee on Human Rights and Interethnic Relations
 - **Ms. Victoria Maxim**, Adviser to the Committee on Foreign Affairs and European Integration
 - **Mr. Igor Fondos**, Adviser, Committee on National Security, Public Order and Defiance
 - **Mrs. Tatiana Nastas**, Adviser, Committee on agriculture
 - **Mr. Iurie Milicenco**, Adviser, Committee on social protection, health and family
- Parliament building, 1st floor, conference room 114*

17:00 Meeting with **the SPGM team.**
Parliament building, 5th floor, office 501

DAY 3

Wednesday, June 20

08:45 Meeting on E-Parliament system with **Mr. Victor Rusu**, Head of Information and Analytical Department, **Mr Vlad Manoil**, Chief Reengineering Officer, e-Government Center and **Mr. Eugen Platita**, SPGM/ UNDP National Consultant
Parliament building, 5th floor, office 501

10:30 Meeting with **Mrs Svetlana Andries**, Programme Coordinator at UN Women and **Ms Elena Ratoi**, Component Manager at UN Women
UN Women office, Kentford building, 3rd floor

11:45 – 12:30 **Lunch**

12:30 Meeting with **Mr. Vladimir Turcan**, Chair of the Committee on Human Rights (Socialists Party)
Parliament building

13:45 Meeting with **Mr. Gheorghe Ursoi**, former Head of the Strategic Development Unit, SPGM / UNDP national consultant on change management
Parliament building, 5th floor, office 501

15:30 Meeting with **Ms. Iuliana Bordeianu**, Head of General Communication Department and **Mrs. Oleseae Berestean**, Head of Division, General Communication Department
Parliament building, 5th floor, office 501

DAY 4

Thursday, June 21

- 09:30** Meeting with **Mr. Adam Amberg**, Head of Development Cooperation and **Ms. Nina Orlova**, Senior Programme Officer (Project's donor)
Embassy of Sweden in Chisinau
- 11:00** **Meeting with Mr. Roman Purici**, Project Management Specialist, Democracy and Governance Programs, USAID
Banulescu Bodoni 57/1, et 5
- 12:30 – 13:30** Lunch meeting with **Mr. Stefan Liller**, Deputy Resident Representative, UNDP Moldova / *UN House*
- 14:00** Meeting with **Mr. Jordi Rodriquez-Ruiz**, EU delegation representatives and **Ms. Natalia Svecova**, Resident Technical Advisor, Parliament of Slovakia, EU Twinning Project
EU Delegation, Kogalniceanu Street nr 12, Chisinau
- 15:30** Meeting with **Mr. Ion Gumene**, program Director “Public policies and public administrative reform”, **Mrs. Tatiana Sava**, economic researcher, Expert Grup
Parliament building, 5th floor, office 501
- 16:30** Meeting with **Mr. Ion Guzun**, Legal Officer, Legal Resources Centre from Moldova / *Parliament building, 5th floor, office 501*
- 17:00** Meeting with **the SPGM team**
Parliament building, 5th floor, office 501

DAY 5

Friday, June 22

- 09:00** Departure to Comrat, UTA Gagauzia

- 11:00** Meeting with **Mr. Alexandru Tarnavski**, Deputy Chairman of the Gagauzia People's Assembly (GPA)
GPA, Comrat
- 15:00** **Meeting with Mrs. Valentina Stratan**, Deputy Chair of the Committee on social protection, health and family
Parliament building, 5th floor, office 517
- 16:00** Meeting with **Mr. Alexei Buzu**, SPGM / UNDP national consultant on Gender Mainstreaming and support to Women MPs Platform in the Parliament of the Republic of Moldova
Parliament building, 5th floor, office 501
- 17:00** Wrap-up meeting with **the SPGM team**
Parliament building, 5th floor, office 501

Skype calls

- **Ms. Daniela Morari, State Secretary**, Ministry of Foreign Affairs and European Integration of Moldova – **29.06.2018**
- **Mrs. Nina Catîrev**, Head of the Strategic Development Unit
- **Mr. Razvan Buzatu**, SPGM / UNDP international consultant on EU integration