FINAL PROJECT EVALUATION REPORT

Enhancing democracy in Moldova through inclusive and transparent elections

United Nations Development Programme

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EXECUTIVE SUMMARY

Background and Purpose of the Evaluation

United Nations Development Programme (UNDP) has supported the development and institutionalization of credible election administration in Moldova for more than a decade. The "Enhancing democracy in Moldova through inclusive and transparent elections" (EDMITE) Project is the third electoral cycle project towards this goal. EDMITE, in implementation from July 2017 through April 2020, has worked to with the Central Electoral Commission (CEC) of Moldova to enhance the transparency and inclusiveness of the electoral processes through support for interoperability, a modernized information technology (IT) system, improved legislation, and increased public participation.

The Final Project Evaluation assesses the performance of the Project in achieving its intended results and contribution to outcomes by evaluating the strengths, weaknesses/gaps, good practices of the Project as well as provides recommendations for potential future assistance for Moldova and UNDP.

Description and Context of EDMITE

UNDP has supported the development and institutionalization of credible election administration in Moldova for more than a decade. EDMITE is the third electoral cycle project towards this goal. The project was developed after a request from the Government for assistance and a needs assessment mission. UNDP developed a three-year project which began in June 2017 and funding was committed by the United States Agency for International Development (USAID), the United Kingdom, the Netherlands, and the government. The project budget has reached United States Dollar (USD) 3,189,418 and has been extended through April 2020.

EDMITE has four outputs. Output 1, "Credibility of the State Register of Voters Enhanced," assists the state actors that own important population registration data sets necessary to improve the State Register of Voters (SRV) for fair and credible elections. Output 2, "State Automated Information System "Elections" (SAISE) Enhanced," has provided national consultants and contracted with service providers to support the development and integration of new modules into the SAISE Information Technology (IT) system, the electoral management system used by the CEC. In Output 3, "Advancing the political party finance framework," EDMITE has supported drafting of regulations and instructions on this legislation, the development and implementation of the IT Financial Control module into SAISE, and trained political parties in their responsibilities and the reporting mechanism. Under Output 4, "Strengthening civic education and voter information systems, with a focus on women and youth," EDMITE has supported extensive civic education and voter information, through the CEC and Centre for Continuous Electoral Training (CCET) as well as provided grants to civil society partners for outreach to women, youth, and people with disabilities (PWD).

Evaluation Scope and Objectives

UNDP focused the evaluation on evaluating the relevance, effectiveness, efficiency, impact, coordination, and sustainability of the Project, including its contribution to gender equality and human rights, as well as identifying best practices and providing recommendations that may be used for future programming.

Evaluation Approach and Methods

The evaluation's approach was to review documents on the project, Moldova, and UNDP's engagement in the country as well as conduct interviews with UNDP, the project team, the CEC, and other partners and stakeholders. The evaluation design is based on the independence of the evaluator, a focus on evaluating the most important activities towards reaching EDMITE objectives, purposive sampling of the most relevant and knowledgeable partners, beneficiaries and stakeholders for interviews, triangulation of data, and comparison of findings. Fieldwork for the evaluation was conducted in September 2019 in Moldova.

Data Analysis

The evaluator has compared findings and triangulated data gathered through different methodologies, from different documents, and from different categories of informants. Findings of the evaluation are from numerous documents and interviewees. The comparison and triangulation of findings validates these findings, identifies best practices, and was used to reach conclusions and recommendations.

Findings and Conclusions

Relevance

UNDP has relevant strengths in capacity building in electoral administration and extensive experience in this area worldwide as well as in Moldova. UNDP used its policies and procedures to validate the relevance of UNDP engagement in the development of the project. Interviews with UNDP, the CEC, IDPs, and stakeholders found all agreed that the project was relevant. EDMITE support focused on addressing critical bottlenecks in the provision of qualitative, accurate and timely population registration data to improve the State Register of Voters, once seen as one of the main problems in Moldovan elections, was seen as relevant. Enhancing the State Automated Information System "Elections" (SAISE) was seen as relevant because the electronic system was seen to have failed in the 2014 General Parliamentary Elections and since risks and challenges remained, despite the system working well for the 2016 Presidential election. The CEC was not seen as able to hire well-qualified consultants and firms to improve the system on their own, further validating that it was a relevant area for EDMITE. Advancing the political party finance framework was seen as relevant because this area was seen as critical for the country, the CEC had constraints from the availability of funds, IDPs were interested in advancing Moldova's progress in this area, and the fact that the CEC lacked the capacity to implement the Political Party Finance Law. Strengthening civic education and voter information systems, with a focus on women and youth was seen as relevant as an area of UNDP expertise, an area where UNDP has long supported the CEC and CCET, and one with continued needs.

Effectiveness

EDMITE was seen as effective as a comprehensive electoral cycle project that brought together all the main partners and stakeholders in the administration of elections to address shared, linked priorities with the government through an impartial UN partner. EDMITE also worked in line with national priorities and the international commitments of Moldova. Strong leadership and the commitment of the CEC was critical to the effectiveness of the project. Cooperating with government of Moldova institutions to strengthen the voters list and the population registration system by involving all relevant institutions and agencies was effective in enhancing the credibility of the state register of voters. The comprehensive way EDMITE worked with CEC leaders and the IT department was seen as effective in enhancing the State Automated Information System "Elections" (SAISE). Project work advancing the political party finance framework

was seen as effective since it focused on a key priority of the CEC in legal reform. And the project brought together many different partners with similar objectives to work together in a coordinated way to strengthen civic education and voter information systems, with a focus on women and youth.

Efficiency

EDMITE was able achieve the expected results of the project, demonstrating efficient administration through capable staff that were able to build and maintain relationships and successfully undertake all needed processes. The approach of working through staff as well as competitively-procured international and Moldovan consultants and contracted Moldovan IT companies on interoperability towards a credible SRV through an e-government system that works was seen as efficient in enhancing the credibility of the state register of voters. The project was seen as efficient because it could meet the CEC's urgent need to revise the SAISE IT system to manage a mixed electoral system for rapidly approaching elections. EDMITE supported the development of the SAISE module to manage the political party finance reporting efficiently through the same IT consultants. EDMITE efficiently supported strengthening civic education and voter information systems, with a focus on women and youth, by emphasizing that proper, correct and consistent messages tailored to specific groups were disseminated.

Potential Impact

EDMITE has reported on achievements in its reporting to donors, noting that almost all results under the outputs have been achieved; interviews concurred. Other results were expected to be achieved by April 2020 in these outputs.

Coordination

EDMITE led and organized the coordination of the different partners and stakeholders in the project. The CEC led the formal coordination through a Project Board. IDPs noted good coordination and responsiveness of UNDP and the project team.

Sustainability

Sustainability was emphasized in EDMITE and seen as a driver of partners and the activities selected. Interoperability, once completed, was seen as making the SRV sustainable. New and improved SAISE modules were seen as sustainable, although the CEC did not have the staff capacity to enhance the IT system further on their own without project support. The SAISE module on financial control can be maintained by the CEC and is thus sustainable for advancing the political party finance framework. EDMITE activities in civic and voter education have worked towards sustainability through working with the CEC and CCET, as institutions that will endure and continue to carry out work in this area, and through work with CSOs and librarians that have the capacity to continue civic and voter information campaigns after EDMITE concludes.

Gender and Human Rights

EDMITE was designed with a focus on human rights and gender and has been implemented with a focus on HR and gender, particularly in support to PWD and in outreach to youth.

Best Practices and Recommendations

Best practices identified in the fieldwork or analysis include:

- Sustained UNDP engagement and partnership through successive projects builds relationships with key partners that endure with changes to the appointed leaders of Moldovan institutions.
- UNDP mandates that support the development of project approaches on human rights become incorporated into partner institutions; partners value these approaches that may not been key parts of their agendas before this exposure and networking with UNDP projects.
- Politically neutral project approaches that support the administration of electoral changes that are politically controversial can and should be done in a flexible manner that can be adjusted if and when politics changes.
- Supporting civic education and building support for and trust in the Moldovan political system is challenging in current Moldovan conditions that are dominated by mistrust of politicians, political parties, and government institutions.
- Strong civic and voter education is needed to inform citizens in conditions when media manipulation is a problem.

Recommendations

UNDP should explore approaches to work with EDMITE partners and stakeholders to address the lack of confidence and trust of the citizens in key government institutions and politics in Moldova.

The CEC should develop its new Strategic Plan; UNDP should then engage with the CEC to identify potential areas where UNDP is best placed to support development under the CEC's third strategic plan.

UNDP should work with the CEC and other stakeholders to support the legal framework and implementation of a credible, accepted comprehensive system for the transparent, credible implementation political party finance regulations.

UNDP should consider working closely with the CEC to develop and implement a more transparent and inclusive system for electoral administration that is better able to enlist the participation of Moldovan citizens that live in territories not controlled by the government in ways that are credibly seen to not be manipulated by others.

UNDP should consider working with the CEC and stakeholders in Moldova to develop and pilot electronic voting for Moldovan's living abroad to increase the proportion of these citizens that can effectively participate in elections.

UNDP should continue to support civic education and build the understanding of civics among Moldovans, especially young people. These processes should continue to be supported in ways that emphasize sustainability through work with the CEC, CCET, CSOs, and education system.

UNDP should continue to support the development of the SAISE IT system to ensure that the systems meets the needs of Moldova for a credible, secure delivery of timely electoral results and comprehensive disaggregated data on election day.

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LIST OF ACRONYMS AND ABBREVIATIONS

ARIS	Address Register Information Systems
ATU	Autonomous Territorial Unit
CCET	Centre for Continuous Electoral Training
CEC	Central Electoral Commission
CE	civic education
CO	Country Office
CSA	Civil Status Acts
CSO	civil society organisation
CTA	Chief Technical Advisor
EDMITE	Enhancing democracy in Moldova through inclusive and transparent elections
EGA	E-Governance Agency
GOM	Government of Moldova
HACT	Harmonized Approach to Cash Transfers
HR	human rights
IDPs	international development partners
IP	implementing partner
IT	information technology
MITC	Ministry of Information Technology and Communication
NAM	Needs Assessment Mission
NIM	National Implementation
ODIHR	Office for Democratic Institutions and Human Rights
OSCE	Organization for Security and Cooperation in Europe
ProDoc	Project Document
PSA	Public Services Agency
PWD	people with disabilities
SAISE	State Automated Information System "Elections"
SDGs	Sustainable Development Goals
SE	State Enterprise
SRP	State Register of Population
SRV	State Register of Voters
TOR	Terms of Reference
ToT	Training of Trainers
UN	United Nations
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
USD	United States Dollar
VI	voter information

1.   BACKGROUND AND PURPOSE OF THE EVALUATION

The United Nations Development Programme (UNDP) has supported the development and institutionalization of credible election administration in Moldova for more than a decade. The "Enhancing democracy in Moldova through inclusive and transparent elections" (EDMITE) Project is the third electoral cycle project towards this goal. EDMITE, in implementation from July 2017 through April 2020, has worked to enhance the transparency and inclusiveness of the electoral process in Moldova through support for interoperability, a modernized information technology (IT) system, improved legislation, and intensified public participation in order to address the root causes of the current challenges that have hampered the development of democracy and electoral processes in the Republic of Moldova.

The Terms of Reference (TOR), attached as Annex 1, for the Final Project Evaluation explained that the purpose of the evaluation is to assess the performance of the Project in achieving its intended results and contribution to outcomes and associated theory of change. The Final Project Evaluation was tasked with evaluating the strengths, weaknesses/gaps, good practices of the Project and providing forward looking recommendations for potential future assistance in electoral and democratic fields for Moldova and UNDP. The main objectives of the evaluation are to assess the efficacy of the Project design and governance structure, the relevance of Project outputs, the specific impacts of the Project, the efficiency and effectiveness of project implementation, and the sustainability of its interventions.

2.   DESCRIPTION AND CONTEXT OF EDMITE

UNDP has had a long-standing partnership with the Central Electoral Commission (CEC) of Moldova. This partnership has supported the development of strong professional electoral institutions in Moldova. UNDP ran the Electoral Support to Moldova project (2008-2013) and then managed the Democracy Programme from 2012 to mid-2017, with an Electoral Component providing support to the key partners in the electoral cycle.

UNDP electoral cycle programs have supported the development of electoral institutions in Moldova through five principal directions. UNDP has supported the CEC to enhance the electoral process in the Republic of Moldova through the development of the modern and innovative State Automated Information System "Elections" (SAISE). UNDP has also supported the CEC in embedding gender equality and human rights considerations into electoral processes, systems and regulations. UNDP has supported institutional capacity development of the CEC. UNDP has also supported the development of political party finance legislation and its implementation. And UNDP has worked to build the capacity of the Centre for Continuous Electoral Training (CCET) to build capacity in electoral administration, strengthen the provision of voter information, and provide civic education.

After a request from the Government of Moldova (GOM) for assistance, the EDMITE Project was developed based on the findings of a Needs Assessment Mission (NAM) from the Electoral Assistance Division of the UN's Department of Political and Peacebuilding Affairs, which worked with UNDP and through consultative processes in Moldova with the CEC, CCET, and other CSO and GOM partners. The NAM determined that electoral assistance was warranted. UNDP/Moldova then developed the Project Document (ProDoc) using the staff of the Electoral Component of the DP through work with partners and stakeholders. The ProDoc, signed in early June 2017, developed a United States Dollar (USD) 3,972,032 programme for the period up through December 2019. Funding was committed by the United States Agency for International Development (USAID) (USD 1,698,732), the Netherlands (USD 158,760), the GOM (USD 113,300), with an additional USD 30,000 committed in in-kind resources by the CEC – leaving an

unfunded portion at that time of USD 2,001,240. The British Embassy, through the Good Governance Fund, contributed towards filling that gap by committing USD 1,048,801. The GOM contributions grew somewhat as well: the Public Service Agency (PSA) contributed USD 125,000 and the CEC's contribution expanded to reach USD 158,125. The total project budget thus reached USD 3,189,418.

The EDMITE project has partnered with the CEC, the CCET, PSA and the E-Governance Agency (EGA) towards:

- Achieving a more accurate State Register of Voters (SRV), improving the quality and accessibility of data by re-engineering the Civil Status Acts (CSA) and Address Register (ARIS) Information Systems, and facilitating data exchange and interoperability between different central public institutions via the MConnect governmental platform for data exchange;
- Enhancing the inclusiveness of the electoral process through increasing the functional and technical capacities of the State Automated Information System "Elections" (SAISE) to keep up with the technical and political developments;
- Supporting the advancement of the legal reform in the area of elections, particularly to the implementation of the political party finance legislation, as well as to responding to the technical developments required for a more transparent and inclusive electoral process;
- Enhancing political participation of citizens by setting up and implementing the voters' information and civic education programmes, specifically targeting vulnerable groups, including women, youth, persons with different types of disabilities, linguistic minorities and the diaspora.

These four areas of work comprised the four outputs in EDMITE.

In Output 1, "Credibility of the State Register of Voters Enhanced," EDMITE worked with the different state actors that own important population registration data sets necessary to improve the SRV for fair and credible elections. Specific Project's interventions aimed to improve the systems and processes in the partner institutions to ensure a qualitative and timely data supply to the SRV, enhancement of the SAISE functionalities and reliability, as well as the modernization of processes for reporting and disclosure of political party finance. IT expertise provided through the project has supported the reengineering of the Civil Status Acts Register and advanced the reengineering of the IT-based address system through ARIS. The project has also supported awareness raising and understanding on M-Connect and Data Interoperability Law.

Under Output 2, originally "I-Voting pilot process for the 2018 election developed and implemented supported by an advanced SAISE," was modified with board approval into a broader output, "State Automated Information System "Elections" (SAISE) Enhanced." Under this output, EDMITE has provided national consultants and contracted with service providers to support the development and integration of new modules into the SAISE IT system, which is the IT electoral management system used by the CEC. This support was needed for the CEC to manage elections under the new mixed electoral system - and to promote public participation in and understanding of these processes. EDMITE has supported key information security aspects of SAISE so that the system can deliver real-time results from a credible election management system.

Output 3, originally "Advancing election-related legal reform," was modified with project board support to focus on a key priority within legal reform into "Advancing the political party finance framework." Under this output EDMITE has supported the development and implementation of the IT Financial Control module into SAISE, as well as trained political parties in their responsibilities and the reporting mechanism. An

EDMITE-contracted legal expert has supported the drafting of regulations and instructions needed for implementation.

In Output 4, "Strengthening civic education and voter information systems, with a focus on women and youth," EDMITE has supported extensive civic education and voter information, through the CEC and CCET. EDMITE has also provided grants to a competitively selected diverse set of civil society partners. The output has focused on reaching Moldovans and key population groups and providing them with information vital for their participation in elections and civic life through a wide variety of methods and techniques: mobile information activities, election simulation exercises, electoral information sessions, combination of cultural events, electoral cafes, interactive electoral sessions, electoral trainings, radio broadcasts, exhibitions, Training of Trainer (ToT) methods, public events, electoral hubs, regional intellectual gams, public lectures, public debates, electoral forums, and other programs to reach voters, particularly women, youth (especially first time voters), the disabled, and the diaspora.

UNDP implemented EDMITE via National Implementation Mechanisms for the project, with national counterparts in charge of the project planning, management and control. A UNDP project manager manages the project and oversees implementation with a two-person staff.

The project was extended for four months, through April 2020, at no-cost at the project board meeting in September 2019. The extension was justified by delays created in project implementation by changes in the GOM and CEC with the new government that took office in June 2019 and the contested Judicial processes and protests that raised uncertainty and tensions in the country during the post-election period and the June events.

3.   EVALUATION SCOPE AND OBJECTIVES

The TOR specified tasks for the evaluation. The evaluation was to:

- evaluate the relevance of the Project with respect to its consistency, ownership, technical adequacy, and complementarity of the Project with other similar initiatives.
- evaluate to what extent the Project was in line with the national development priorities, the country Programmes' outputs and outcomes, the UNDP Strategic Plan and the SDGs.
- determine the effectiveness of the Project in the achievement of results, highlighting reasons and factors for achievement/ non-achievement.
- determine the efficiency of the Project with respect to the value for money principle, use of funding, staff and other resources in the achievement of results.
- evaluate the potential impact on enhancing the inclusiveness and transparency of electoral processes;
- determine the level of coordination of the Project with UN agencies, relevant development partners, donors, CSOs and other relevant stakeholders.
- evaluate the sustainability of the Project, including the participation of institutional beneficiaries/ partners in the planning and implementation of activities, as well as the measures taken to ensure that activities initiated by the Project will be completed/ continued beyond the Project lifecycle.
- evaluate the contribution of the Project to the gender and human rights aspects.
- evaluate the best practices and provide recommendations that may be used for future programming.

The evaluation was to be conducted through transparent and participatory processes with UNDP and project partners, stakeholders and beneficiaries in accordance with United Nations Evaluation Group (UNEG) Norms and Standards and the UNEG Code of Conduct for Evaluations in the UN System.

4.   EVALUATION APPROACH AND METHODS

The evaluation's approach was to review documents on the project, Moldova, and UNDP's engagement in the country as well as conduct interviews with UNDP, the project team, the CEC, and other partners and stakeholders. The evaluation design is based on the independence of the evaluator, a focus on evaluating the most important activities towards reaching EDMITE objectives, purposive sampling of the most relevant and knowledgeable partners, beneficiaries and stakeholders for interviews, triangulation of data, and comparison of findings.

The evaluation is independent of UNDP. However, the evaluator has collaborated closely with EDMITE staff and project partners to identify the most relevant informants for interviews as well as to reach them to conduct the fieldwork. The evaluator has benefitted from the initial introductions from project staff to key informants and in arranging interviews with partners, beneficiaries, and stakeholders. All interviews with partners and stakeholders were held without EDMITE staff present.

Focus has ensured that the evaluation emphasises the most important activities of EDMITE and its major achievements. The evaluation has focused on the four outputs of EDMITE and collecting data to analyse to answer all of the evaluation questions.

Purposive sampling has been used to select individuals for interviews; selection has focused on the people who are the most well-informed about EDMITE in implementing partner, beneficiary, and stakeholder organisations so that interviews have provided useful information about the activities, achievements, and lessons of the EDMITE project relevant to the purposes of the evaluation.

Triangulation has been used both through the triangulation of data gathered through different methods as well as comparison of information from different types of informants. Triangulation adds confidence to the validity and reliability of the data, findings, conclusions, and recommendations. The evaluator has triangulated data gathered across the two different methodologies – document review and interviews - employed in the evaluation and triangulated between information gathered from different individuals interviewed.

The purposes of the evaluation and objectives of the project were used to develop an Inception Report for UNDP review and approval after revision. The Inception Report developed an evaluation matrix and evaluation questions. Evaluation questions were used to gather data through interviews; These questions were also used for document review.

Systematic document analysis was used to learn about project design, activities, outputs, outcomes, and lessons learned and recommendations that flowed from this work. The data from documents has been compared with data from interviews in the analysis. Documents reviewed include the ProDoc, work plans, annual reports, Results-Oriented Annual Reports (ROAR), project board meeting reports, and other materials produced by the project (Annex 2).

Semi-structured interviews were conducted with staff of UNDP Moldova and the EDMITE project as well as key project partners, beneficiaries and stakeholders (see Annex 3). The interview protocol and semi-structured interview questions were used to gather qualitative information in-person in Moldova or over the phone/Skype for key informants outside the country (see Annex 4). Interviews were conducted in English and in Romanian and Russian via translators. Interviews were used to gather qualitative information from key individuals directly relevant to the purposes of the evaluation. Not all informants were asked all questions, as there were too many questions for an hour to one-and-a-half-hour interview. The introduction was used to explicitly ensure informed consent from all interviewees. All interviewees were assured of anonymity and non-attribution. Any quotations that are included in the report to highlight particular issues

do not include names or any other detailed descriptive information that could plausibly be used to infer the source of the remarks.

Fieldwork gathered data from key partners and beneficiaries that have worked with the project as well as key stakeholders of the project. Interviews focused on how UNDP and the project team, partners and beneficiaries, and stakeholders view the EDMITE project and verifying and triangulating data on programme results. Data from programme staff, documentation and stakeholder interviews were used to examine relevance and appropriateness, the programme model, its implementation, and sustainability.

Interviews were conducted in Moldova for a two-week period, 23 September 2019 through 3 October 2019. Two weeks were used to interview key staff, partners, beneficiaries, and stakeholders in Chisinau and Comrat (Gaguzia).

The methodologies for the evaluation have some limitations. The limitations that identified below are common in evaluations, as are the conventional measures to manage these risks to evaluation processes and the validity and reliability of data collection, analysis, and causal inferences.

> **Limited Resources:** Limited time to conduct the evaluation constrain the distribution and number of interviews in the fieldwork. However, there was sufficient resources and time to gather adequate data to address the purposes of the evaluation in two weeks in Moldova.

> **Limited Ability to Make Causal Inferences:** Major external events have influenced the course of the project's implementation. The inability to include and/or rule out competing explanation for external influences limits making causal claims about the project's influence, as other factors also clearly matter. The evaluation thus examines the contributions of the project to observed outcomes.

> **Recall Bias**: Respondents did focus on more recent events in interviews; the evaluation has asked respondents specifically about earlier activities to gather adequate information from 2017 and early 2018 period.

> **Acquiescence Bias**: UNDP and partner staff, as well as beneficiaries, and stakeholders may be tempted to tell the evaluator favourable information. Discussion and questions that ask about challenges to seek more critical information.

5.   DATA ANALYSIS

The analysis has been done through comparison and the triangulation of data gathered through these different methodologies, from different documents, and from different categories of informants. Findings are from numerous documents and interviewees. The comparison and triangulation of findings are done to validate findings, identify best practices, and then reach conclusions and recommendations.

The analysed data from document review and interviews has provided findings. Triangulation of findings has been used to draw conclusions, identify best practices, and make recommendations. UNDP reviewed and commented on a Draft Final Evaluation Report to verify the accuracy of the analysis and the utility of best practices and recommendations. The Final Evaluation Report is from the analysis of the synthesis of the data drawn from the documents as well as interviews.

The Final Evaluation Report has been structured to identify findings and reach conclusions, as well as identify best practices and make recommendations for UNDP using the headings that summarized key questions asked in the evaluation (Relevance, Effectiveness, Efficiency, Potential Impact, Coordination, Sustainability, Gender and Human Rights). The analysis has been divided further to explicitly cover the four outputs of the EDMITE Project:

- Enhancing the credibility of the State Register of Voters;
- Enhancing the State Automated Information System "Elections" (SAISE);
- Advancing the political party finance framework; and
- Strengthening civic education and voter information systems, with a focus on women and youth.

Each section in Findings and Conclusions examines the project in general first, before considering the four components of the project as appropriate.

6.   FINDINGS AND CONCLUSIONS

Relevance

UNDP has the relevant capacity to support capacity building in electoral administration. UNDP has had extensive experience with electoral support and capacity development worldwide and in supporting the development of electoral institutions in Moldova. UNDP had two consecutive projects with the CEC with an electoral cycle approach in Moldova prior to the development of EDMITE. The "Electoral Support to Moldova" (2008-2013) and the "Improving the quality of Moldovan democracy through parliamentary and electoral support" (2012-2017) projects helped reform Moldovan legislation, institutions, and public knowledge of these changes. These two projects worked in the same areas as the EDMITE Project, which built on this experience. UNDP thus had the experience and relationships with key partners to develop and design a relevant successor project.

UNDP used its policies and procedures to validate the relevance of UNDP engagement in the development of the project. For EDMITE, per standard UN procedures in developing an electoral cycle project, a request was made by the GOM for assistance, which was then validated by a Needs Assessment Mission to Moldova from the UN's Electoral Assistance Division. The request from the GOM validated that the government believed UNDP support was relevant. This request is also evidence of national ownership. The EAD's report validated the relevance of the project for the UN.

The Project document then made a compelling case, supported by data and detailed analysis of the challenges, possibilities, and potential for the EDMITE project to address these challenges by using these possibilities to improve the transparency and inclusiveness of the electoral process in important ways. Signing the ProDoc by the GOM and UNDP Resident Representative confirmed the relevance of the project. Funding by international development partners (IDPs) confirmed that they found the project not only relevant but a priority for their engagement in the country. The CEC and CCET, as well as the other government partners of the project, had been consulted, approved, and were prepared to work with the project, demonstrating national ownership.

Interviews with UNDP, the CEC, IDPs, and stakeholders found all agreed that the project was relevant by improving the transparency and inclusiveness of the electoral process in Moldova. The development process, the approval of the ProDoc, and interviews also provided evidence that the four components were relevant.

Interviews with UNDP also noted that the relevance of EDMITE to the UNDAF that the UN was working towards in Moldova and the CPD that UNDP Moldova worked towards. The fit of EDMITE in these two framework documents demonstrated the relevance of the project for UNDP and Moldova. Credible, transparent inclusive democratic institutions were recognized as central to Moldova's European vision and joining the EU, and in line with SDG 16.

Enhancing the credibility of the state register of voters
The credibility of the SRV used to be seen as one of the main problems in Moldovan elections; now successive UNDP electoral cycle projects have supported the CEC's work to improve the SRV and experience has demonstrated to the main Moldovan and international stakeholders that the system is credible, rather than a risk that could result in the manipulation of elections. The 2014 Organization for Security and Cooperation in Europe (OSCE) Office for Democratic Institutions and Human Rights (ODIHR) report noted that "the new centralized SRV represents an important step forward in managing voter registration. However, in the short timeframe of its introduction, CEC faced several challenges …." The system was seen to have "failed" in 2014, leading to manual tallies that were problematic. This analysis led to recommendations: "For its further improvement, the SRV would benefit from a more comprehensive regulatory framework, better coordination among stakeholders and the establishment of the Address Register." (ODIHR 2015, 2)

The EDMITE project document was thus relevant because it focused on addressing critical bottlenecks in the provision of qualitative, accurate and timely population registration data to improve the State Register of Voters, which is owned and administered by the CEC, as Output 1. The Project developed plans to work with the Cadastru and Population Registration and Documentation Departments of the PSA – the providers of data to the SRV - to improve data quality, as well as with the E-Government Centre to improve data accessibility.

Improving data exchange was an area supported by the prior electoral cycle project as well as a priority of the GOM. This priority was affirmed by Parliament with the adoption of a new law on data exchange and interoperability developed by the prior project in July 2018.

Agreement in the ProDoc to contribute to achieving a more accurate SRV, improve the quality and accessibility data by reengineering the Civil Status Service systems, fully develop the state address register and facilitate data exchange and interoperability between different government agencies via the government's M-Connect Platform demonstrates that partners and stakeholders saw the area as relevant and appropriate for UNDP assistance. Interviews found continued consensus that the area was appropriate and relevant for EDMITE assistance.

The prior electoral cycle project supported an in-depth assessment of first phase of the IT System of the Address Register (ARIS) development. It was seen by UNDP, IDP, CEC, and GOM interviewees as clearly relevant and appropriate to continue to support the development of ARIS to enhance the SRV.

The area was also seen as relevant because it remained problematic in Moldova. The ProDoc noted that the share of citizens that should sign on the supplementary voters' lists was still over 4% in 20 of 902 localities under Moldovan government control – and problematic in the localities where Transnistrian voters vote (p. 4). Interviews noted that these areas have ongoing problems with potential voter fraud through vote buying that are noted and recognized by the key stakeholders, including the Moldovan public. Citizen frustrations with multiple tasks and agencies that use different systems in population registration system, including the voters register, also justified working in this area. The ProDoc noted that the existing system of transfer of data from State Enterprise (SE) "Registru" under the Ministry of Information Technology and Communication (MITC), the sole custodian of the State Register of Population (SRP), had no CEC check or verification at that time. This lacuna has led to errors on voters lists, such as a high number of dead people on the list that Moldovans saw as casting some doubt on the whole electoral process. Finally, voter registration is limited in ways that infringe on human rights. The CEC did not have a way to register non-

convicted people in detention, military personnel, and voters living abroad, who thus are not adequately able to register and use their rights to vote.

Enhancing the State Automated Information System "Elections" (SAISE)
The electronic system was seen to have failed in the 2014 General Parliamentary Elections, which led to fall-back manual approaches and reduced the credibility of the election. Improvements and increased capacity after that time with the support of the prior UNDP electoral cycle project led to SAISE working successfully in the 2016 Presidential election. These risks and ongoing challenges, as well as the inability of the CEC to hire well-qualified consultants and firms to improve the system on their own, validated that it was relevant for the EDMITE project to work in this area. The changes made to the electoral system by the government required substantial modifications to the SAISE system, which the CEC noted they were unable to manage on their own. Parliament's 2017 decision to move to a mixed electoral system for Parliamentary Elections expected in 2018, with half of the Members of Parliament elected under a new majoritarian, district system while half continued to be chosen based on party lists and a nationwide framework, made SAISE revisions urgent priorities.

Advancing the political party finance framework
The ProDoc and its approval validated the relevance of work on election related legal reform. The Output, originally referred to "Advancing election-related legal reform." At the development of the project, legal reform was seen as needed because "Certain legal provisions are ambiguous and not harmonized or updated. For example, the Law 101 calls for e-enabled voting by 2018, but neither the Electoral Code, nor the Constitution include the legal provisions for such processes. Also, contradictory legal texts in the electoral framework and connected legislation, such as the Law on Data Protection, led to public discussions and distrust in the electoral process."

The project modified this objective and narrowed the focus on advancing the political party finance framework because this area was seen as critical, constraints from the availability of funds, IDP interest, and the fact that the CEC lacked the capacity to implement the Political Party Finance Law, in force from 1 January 2016.

Strengthening civic education and voter information systems, with a focus on women and youth
UNDP electoral cycle project had a substantial track record of working with the CEC on civic education and voter information. UNDP electoral cycle projects had developed the CCET through work with the CEC to strengthen both strands of reaching citizens. EAD and the ProDoc supported work in this area, which was validated by approval of the ProDoc and funding for the area from IDPS.
This support validated work in general towards enhancing political participation of citizens by setting up and implementing the voters information and civic education programmes as well as targeting in particular of women who are already underrepresented in the political sphere, for the young and first-time voters that are less likely to vote, for people with disabilities that do not enjoy sufficient conditions for independent voting, and to reach the large Moldovan diaspora, where voter turnout has been low.

Effectiveness

UNDP and its partners, including IDPs, development partners, choose to develop and implement a comprehensive electoral cycle project for 2017-2019. This approach had advantages in effectiveness because brought together all the main partners and stakeholders in the administration of elections to address shared, linked priorities with the government and an impartial UN partner. UNDP and development partners

interviewed saw this approach and design and effective. The approach was also seen as effective in working, towards the expected results under each output.

UNDP, EDMITE, and CEC interviews also noted that the project was effective because it worked in line with national priorities and the international commitments of Moldova. The strong partnership and trust that UNDP had developed with Moldova through successive electoral cycle projects as well as with other work in the country for many years were seen to have enabled the effective development and implementation of EDMITE.

UNDP and the CEC also emphasized the strong leadership and commitment of the CEC was critical to effectiveness of the EDMITE project's interventions with the CEC and CCET. EDMITE staff and CSOs noted the commitments of CSO partners to work for their constituencies was valuable in promoting effective implementation of civic and voter education, including in work with women, youth, and people with disabilities (PWD).

Enhancing the credibility of the state register of voters
The project developed the approach of cooperation with government of Moldova institutions to strengthen the voters list and the population registration system by involving all relevant institutions and agencies because this could be effective. The method of working to improve GOM structures and operations to make electoral processes more inclusive and transparent was also seen as the way to be effective. Previous electoral cycle projects like the 2012-2017 component of the Democracy Project were seen in retrospect to have had a CEC-centred approach with some limitations. EDMITE was instead designed work with the key government agencies and institutions in the population registration process in 2016/17, including the Civil Status Service, the SE "Cadastru", the SE "Registru", the e-Government Centre as well as different line Ministries and the CEC, because it was clear that a broader approach was required to improve the SRV. The project's work to support the broad processes of development with the EGA towards getting the whole e-Governance framework of Moldova going was valued by the EGA and seen by UNDP and EDMITE as providing additional value added to Moldova beyond having an e-gov system that works to populate the SRV.

GOM partners, EDMITE staff, and stakeholders asserted that the reasons the project had been successful in its work in this output was the inclusive way that EDMITE developed the contracts, the procurement processes that selected strong contractors and consultants, the empowerment of partners to work with these contractors and consultants, and the efficient ways EDMITE staff kept these processes moving. EDMITE participation was also seen as valuable to make sure all key stakeholders were included in development process and for monitoring. EGA noted EDMITE had been effective in being able to make adjustments in the modalities of working with the agency; when a contracted national consultant was not able to achieve the expected results, the EGA had been able to work with EDMITE to contract with a company instead to achieve the needed results.

The project developed and implemented an approach to directly working with these agencies through staff, consultants, and contracted companies to modernize their workflows (getting away from outdated paper-based processes that leave time lags and create human error), modernize the ARIS, and connect the systems that provide population data to the SRV electronically.

Enhancing the State Automated Information System "Elections" (SAISE)
As with Output 1 and the SRV, GOM partners, EDMITE staff, and stakeholders asserted that the reasons the project had been successful in its work in supporting the development of SAISE was the comprehensive

way that EDMITE worked with CEC leaders and the IT department to develop the TORs, the procurement processes that selected strong contractors and consultants, the empowerment of the IT department to work with these contractors and consultants, and the efficient ways EDMITE staff kept these processes moving. The ProDoc noted that Law 101, on the "Concept of the State Automated Information System "Elections", obligated the CEC to pilot electronic voting by the 2018 Parliamentary Elections. The EDMITE project did not deliver this one product that was anticipated in the ProDoc as I-voting was not covered with funds from donors as not a priority for Moldova at this time. The CEC, with EDMITE support, prioritized successfully modifying SAISE as required to manage the new mixed electoral system in the limited time period before elections. This was seen as an appropriate strategic decision that focused on the top priorities of the CEC by the CEC, EDMITE project staff, development partners, and UNDP. The decision was made through appropriate processes, after consultations through the project board. EDMITE support was used to adjust the SAISE Reporting Module as well as to support other IT activities to meet the needs of the mixed system in a modular way.

Advancing the political party finance framework
The EDMITE Project successfully worked to support the CEC and developed the new political party finance module; This was seen as effective by EDMITE, UNDP, and the CEC. EDMITE noted that the project had revised the output from the broader supporting the advancement of the legal reform in the area of elections to focus on the implementation of political party finance legislation as a priority of Moldova and the CEC as well as of IDPs. This area was seen needed for Moldova to have a more transparent and inclusive electoral process. EDMITE, adjusted through the Project's Board, was recognized as effective because it was able to make this shift to meet partner needs.

Strengthening civic education and voter information systems, with a focus on women and youth
EDMITE supported the development and implementation of the voter information and civic education programmes, specifically targeting vulnerable groups, including women, youth, persons with different types of disabilities and linguistic minorities and the diaspora, through this output with the CEC, CCET, and CSOs. UNDP, EDMITE, CEC, CCET, and CSO interviews praised the ways the project brought together many different partners with similar objectives to work together in a coordinated way to ensure that civic education and voter information messaging was correct and accurate – as well as delivered in different ways by different partners to different target groups. These activities were seen as complementing each other – as well as being correct in messaging (e.g. having the right information about how to vote from the CEC).

The CEC and CCET particularly appreciated EDMITE support to CSOS to reach out to special groups like PWD, where the CEC and CCET did not have enough resources to reach these groups themselves or the connections and contacts to reach out to them in the methods CSOs chose. The CEC particularly noted EDMITE support directly to the CEC to work on new social media outreach as important for the CEC. CEC management saw greater engagement as one of the ways to not only build understanding of civics and voting but also build support for the CEC as a trusted, independent and impartial institution that fulfils its duties.

Efficiency

EDMITE, through a staff of three nationals for most of project implementation, was able achieve the expected results of the project, demonstrating efficient administration. This staffing was seen as efficient

because the capable staff were able to build and maintain relationships and successfully undertake all processes needed to implement the EDMITE project at low cost. Efficient practices used by the Project included building and maintaining good relationships, limited use of international staff and consultants, competitive contracting of consultants and firms through UNDP procedures, and strong collaboration with partners, whether the CEC, CCET, other government agencies, or CSOs.

Interviews consistently found partners, beneficiaries, and stakeholders appreciated the supportive ways EDMITE staff worked with them that demonstrated mutual interest in results, proactive efforts to help deliver these and other results, good training and clear expectations on what to do and how to work together. The staff were seen as quick to make decisions, which was appreciated by partners, who also contrasted EDMITE's speed with slow and halting decision making by unnamed other partners.

A full-time international Electoral Specialist originally led the Project as Chief Technical Advisor (CTA), providing day-to-day guidance and technical inputs to ensure quality deliverables. After successful start up, the initial CTA and UNDP Country Office (CO) recognized that a full time international was not needed to oversee project management. With good understanding between UNDP and partners, a well-defined ProDoc, and strong and capacitated partners, a good local team was seen as fully capable of managing the project. The savings from not employing an international went towards achieving objectives, increasing the value for money of the project. UNDP continued to use the former CTA as an intermittent international consultant, which was efficient and provided good value based on her extensive knowledge of the country's elections and electoral administration. The use of the same long-term UNDP consultant for accounting and financial control by the project was also seen as efficient, as was using this consultant for the CEC's accounting and financial controls as well as for the development of the political party finance framework with the CEC.

EDMITE was able to engage highly qualified international and national experts, as well as specialized companies that will provide technical advice and service support in the areas where partner institutions did not have sufficient capacity. UN/UNDP regional and global electoral experts were mobilized to provide strategic advice as needed. The project team has worked effectively with the CO on planning, monitoring, and reporting to IDPs as well as quality assurance, procurement processes, budget and financial management, and general administrative matters. The project team has provided day-to-day guidance to partners and technical inputs towards ensuring quality deliverables by sub-contractors in EDMITE.

EDMITE also worked well with the CEC, including to expand the outreach of the CEC as an efficient practice. One way was to support the CEC's initiative to publicize its work and public events by also posting them on the internet to reach people later or that could not attend in person using the on Privesc.eu platform.

Enhancing the credibility of the state register of voters
The approach of working through staff as well as competitively-procured international and Moldovan consultants and contracted Moldovan IT companies on interoperability towards a credible SRV through an e-government system that works was seen as efficient by UNDP, project staff, and partners as delivering good value at competitive cost, with management by implementing partner (IP) and project staff. PSA cost sharing was seen as contributing to the efficiency of project spending for revision of the IT-based Register of Civil Status Acts, and the development of the IT system for the ARIS system. EDMITE support for consultants to work on broader processes beyond the SRV in its work with the EGA was seen as efficient, as for example, the broader gap analysis of the e-governance framework is important in the overall functioning of the system and its use by citizens – where gaps in the framework risk discrediting the whole

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system, including the SRV. IP staff with experience working with EDMITE made for efficient communication and collaboration in implementation of activities between EGA and EDMITE.

Project practices in this output supported not only IT systems but also training in their use by key partners and stakeholders in the GOM as well as raising awareness among the public and key constituencies. Interviews found that project practices that supported the proper use, connection, and institutionalisation of these systems and awareness boosted the credibility of the CEC's IT systems among citizens and key constituencies, such as human rights (HR) CSOs.

The EDMITE project, international and Moldovan consultants, and Moldovan companies were able to adjust to larger GOM changes (outside of the PSA) with uncertainty following elections and the turn to a new government in June 2019. They were also successfully able to adjust the technical specifications that delayed procurement of CSA register development in 2018 by three months. The Project was efficient to be able to make changes; the project worked closely with the PSA to make the Agency and other partners and stakeholders aware of need to implement these changes in a tight timeframe.

Enhancing the State Automated Information System "Elections" (SAISE)
The CEC sought support in this area for the development of the SAISE IT system. EDMITE support turned out to be even more timely and important as the government chose to change the electoral system. SAISE was not prepared to manage elections in the more complicated mixed electoral system. EDMITE support was critical to revise the SAISE IT system, consistent with the change of the electoral system chosen by Parliament. The project was seen as efficient because it could meet the CEC's urgent need to revise the SAISE IT system to manage a mixed electoral system for rapidly approaching elections.

The overall efficiency of adjusting and advancing the SAISE IT system by the CEC with the support of EDMITE was affected by unanticipated electoral events, such as the November 2017 referendum in Chisinau and the 2019 pre-term Parliamentary Elections. The need to use the system for these elections and referenda delayed processes of adjusting and developing SAISE with project support; this is however unavoidable as the CEC has to use the system to manage.

EDMITE demonstrated impressive flexibility in supporting SAISE development. When the CEC decided to prioritise developing an SAISE module on electoral officials, EDMITE was able to work with the CEC to support the development of this new module. This flexibility included extending the project for a few months to complete this (and other) tasks.

EDMITE was also efficient in providing support in a modular way. EDMITE supported piece by piece changes that were added to replace parts of existing systems which were set aside; this was particularly useful with EDMITE support for the SAISE IT system and the development of the results module to manage the mixed system. Because the change to a mixed system was controversial, EDMITE and the CEC did not change the previous SAISE results module that worked on a purely proportional basis. Instead the proportional module was set aside and EDMITE supported the development a new mixed SAISE results module for the new system, which worked as intended for the 2019 Parliamentary Elections. The modularity was particularly beneficial as the new parliament has reverted to the proportional system which is expected to be used in the next Parliamentary election. Because EDMITE had worked in this efficient modular way, the CEC can simply remove the mixed results module and replace it with the prior SAISE proportional results module to again manage elections in this way. The development and then rejection of the mixed module was thus not done in an inefficient way that forced redevelopment of the SAISE IT system but instead done in an efficient way by by constructing modules that can be changed back simply as needed.

Advancing the political party finance framework
EDMITE supported the development of the SAISE module to manage the political party finance reporting that is a critical step in the institutionalization of a credible, useable system for Moldova. The process of developing this module was seen as efficient because EDMITE used the same IT consultants to work with the CEC IT department and contracted through competitive processes with IT firms to develop the module.

Strengthening civic education and voter information systems, with a focus on women and youth
The CEC and CCET lauded EDMITE for the efficient ways the project worked with them and EDMITE's CSO partners to ensure that the proper messages went out that were correct and consistent with the larger CEC and CCET CE and VI campaigns - but tailored to these specific groups. The CEC and CCET also appreciated the ways the EDMITE project collaborated with them in the preparation of TORs, the evaluation of proposals, and the selection of consultants, contracting companies, and CSO partners for the CE and VI campaigns.

The previous UNDP Democracy Project had two LoAs that provided funds to CCET; the component in EDMITE that worked with the CCET thus could be managed under NIM modalities as the CCET had demonstrated its capacity to manage funds and had successfully completed a Harmonized Approach to Cash Transfers (HACT) audit. Using these processes has the potential to be lower cost; interviews reported that this potential was realized as the component was well-managed by CCET, so results were achieved lower costs.

EDMITE processes that monitored CCET work were critical in making NIM work successfully. Monitoring by EDMITE initially found that the limited involvement of the CCET project manager in the implementation of activities was not producing successfully implemented civic and voter education. EDMITE staff then used their good relationships to raise this problem with CCET leadership and get the project manager changed. A new a more hands-on, engaged manager in turn reportedly has had better project implementation and results.

EDMITE also branched out through grants to smaller civil society organizations for civic and voter education. Interviews with these CSOs found that their staff valued the willingness of EDMITE to support their priorities, which have spread more information about voting as well as why vote, and helped voters deal with particular local legislation and conditions (such as for the ATU Gagauzia).

Potential Impact

Although the final evaluation conducted fieldwork in September in Moldova, the project was continuing its work after the extension was approved that month. EDMITE will thus continue through April 2020. The evaluation thus has focused on not only what has already been achieved to date to evaluate impact, but also assessed potential impact based on expectations about likely progress in the remaining seven-month period of implementation.

EDMITE has reported on achievements in its reporting to donors, noting that almost all results under the outputs have been achieved; interviews with EDMITE staff, UNDP staff, and the IPs or beneficiaries for these outputs concurred with this assessment and felt that EDMITE had been impactful.

Enhancing the credibility of the state register of voters

Project reporting noted achievements in this output, as did key informants interviewed. Impacts under this output and their status as of August 2019 included:

- The development and definition of an agreed framework for data sharing – completed;
- A Draft Law and legal provisions on data classification – completed;
- The elaboration of the EGA Strategic Development Plan – *ongoing*; and
- A GAP analysis of the digital infrastructure of the e-Governance framework with the EGA– *ongoing*.

Connections and support of EDMITE for interoperability were seen as having impact by UNDP, project staff, the CEC, and the PSA/EGA. This support has led to the SRV being updated before each election during the period of the project through M-connect and meetings between the CEC and the PSA/EGA (or its predecessors) to make sure the data exchange is successful. Now sustained support and expertise provided by EDMITE to the PSA through consultants and companies was seen to be advancing the e-governance framework further so this process would be automatic and the underlying address data would have fewer problems. The EGA expected the ARIS development needed would be accomplished successfully with the support of EDMITE by the end of the year or a bit afterwards (which was possible with the extension of the project). EDMITE and UNDP as well as the EGA noted that the project had been effective in its work towards achieving a more accurate SRV by improving the quality and accessibility of data by re-engineering the Civil Status Acts (CSA) and ARIS, and facilitating data exchange and interoperability between different central public institutions via the governmental platform for data exchange M-Connect, is reportedly well on its way to fruition. The achievement of this result was delayed by the change of government in June 2019 and change in the leadership of the key GOM institutions; this contributed to the need for an extension of the project to complete this outcome.

Enhancing the State Automated Information System "Elections" (SAISE)
Project reporting noted achievements in this output, as did key informants interviewed. Impacts under this output and their status as of August 2019 included:

- SAISE adjustments for the mixed electoral system – completed
- SAISE load and stress testing for the Parliamentary Elections – completed
- Online application for out-of-country voters (diaspora.voteaza.md) – completed
- Real-time data visualization application – completed
- Roadmap for IT support in the context of the 2019 General Local Elections – completed
- Terms of Reference for the reengineering of the State Register of Electoral Officials – completed
- Modernization of the SAISE server infrastructure (two new database servers) – completed
- Update of the SAISE server software – completed
- Adjustment of the SAISE (State Register of Voters) for the General Local Elections – *ongoing* (but to be completed before 20 October)
- SAISE load and stress testing for the General Local Elections – *ongoing* (but to be completed before 20 October)
- Video graphic "Life of a ballot paper" – completed.

Key impacts of EDMITE in the development of the electoral management system were adjustments to SAISE modules to manage each of the key electoral events over the period of the project. The project was seen as successfully able to manage these developments for each of the modules – or expected to be successful as in the preparation for the general local elections that were forthcoming at the time of fieldwork. The web-based application for Diaspora voters – *diaspora.voteaza.md* - provided details about all 125

polling stations established abroad for the Parliamentary Elections. This was seen as impactful in raising turnout of Moldovan's abroad.

However, even with the SAISE election management system successfully able to deliver live-updates of results in 2018, the CEC still faces trust issues with the public from the broader political circumstances in the county, which carry over into trust problems with the election results. The EDMITE project's own polling found that 31% of those polled in April/May 2019 "rather do not trust" the 2018 Parliamentary election results and 15% did not trust them "completely", with 43% noting that they rather trust the results and 4% trust them completely.

Advancing the political party finance framework
Project reporting noted achievements in this output, as did key informants interviewed. Impacts under this output and their status as of August 2019 included:
- IT "Financial Control" Module of SAISE – completed
- Training stage for the piloting of "Financial Control" Module – completed
- Prototype of the "Financial Control" module public interface – completed by crowdsourcing at the Second edition of the InnoVoter Creativity Lab
- Development of the "Financial Control" module's public interface – ***ongoing***
- Digitalization of the "Financial Control" module's reports – ***ongoing***

With EDMITE support, the IT preparation at the CEC to manage the political party finance framework electronically has been completed through the SAISE Module for online reporting on political party and electoral campaign financing "Financial Control." This is a major success and has the potential to build trust and support for the Moldovan political framework if and when it is understood and used by the public and the authorities to regulate political party finance. The project-supported development of an interface to make it straightforward for the public to know and use these data is still being developed, based on the design created by crowdsourcing at the Second edition of the InnoVoter Creativity Lab. The project and CEC expect this to be completed by the end of the project in April 2020. Project support is also in the process of digitalizing old paper-based party financial records to enable monitoring and evaluation of compliance to go backwards in time in a manageable way. The limited legal framework for party finance and uncertainties about how (and who) will manage the implementation of the financing law – with the CEC concerned about their capacity to manage the entire process and risks of being drawn into political disputes by verifying political party financing – still needs to be worked out conclusively in Moldova.

Strengthening civic education and voter information systems, with a focus on women and youth
Project reporting noted achievements in this output, as did key informants interviewed. Impacts under this output and their status as of August 2019 included:
- Extensive civic education programmes conducted; and
- Targeted outreach campaign for women and youth voters conducted.

UNDP support has helped the CEC make extensive use of its webpage (cec.md) and the civic education platform (voteaza.md), keep them updated, and offer user-friendly information widely on the electoral process to the public as well as to political parties, as key stakeholders. EDMITE supported inclusive civic education and voter information campaigns which the project reported in 2018 reached out at over 340,000 direct (186,557 women) and 1,720,000 indirect beneficiaries, including young people and first-time, elderly, women from vulnerable groups, people with disabilities, ethno-linguistic minorities, including the Roma and Gagauz community, citizens in diaspora and other specific and/or marginalized groups of voters.

The campaign used innovative and inclusive civic engagement tools, such as elections simulations, mobile information activities and door-to-doors campaigns, electoral information sessions, electoral cafes for young voters, interactive electoral quizzes, specialized radio broadcasts in Romani and Gagauz languages, as well as for people with visual disabilities.

The CEC/CCET 2018 civic education and voter information campaign "Democracy Matters" organized with EDMITE support was remembered 30% of the EDMITE poll respondents in April/May 2019, mostly by those with medium and high level of education (33%) and voters from rural areas (32%). Of the Moldovan's polled that remembered the campaign, most noted the video graphics and video spots (72% of respondents that remembered the campaign). This is logical since 80% of those polled noted in the poll that they get their information from television news and shows, 79% from TV commercials, and 54% from the internet when asked their top three sources of information they use. In addition, 41% of Moldovan respondents that remembered the Democracy Matters campaign noted posters and informative materials about the mixed electoral system that had been distributed in each locality (library, postal office, city hall) via EDMITE support. These high rates of recall suggest that the civic and voter education had reached and had an impact on Moldovan citizens.

Coordination
The EDMITE project team led and organized the coordination of the different partners and stakeholders in the project. The CEC led the formal coordination with the UNDP Country Director through a co-chaired Project Board, which met in productive meetings; EDMITE staff prepared the agenda and organized these meetings. IDPs noted good coordination and responsiveness of UNDP and the project team. IDPs had additional coordination among themselves as part of managing their interests in electoral processes in the country.

Coordination was recognized as important especially with the unexpected additional elections and change to and then away from the mixed electoral system which created additional challenges for the project, the CEC, its partners, and stakeholders, including IDPs. Coordination through the project and the projects support for CEC outreach and communications efforts was recognized as contributing to understanding and working together to overcome these challenges and hold four successful elections over the brief two-plus years of the project. Coordination of all stakeholders, partners, and IDPs was seen as successful for making the project work effectively, including extending the projected through April 2020.

Enhancing the credibility of the state register of voters
The EDMITE Project managed the coordination initially of the Civil Status Service, SE "Cadastru", SE "Registru", and e-Government Centre with the CEC and contracted company towards developing interoperability to feed into the SRV via M-Connect. With changes in government and the uncertainty with the 2019 election and processes of forming the government contributing to delays, EDMITE and the contracted IT company had to coordinate with all stakeholders to support the development of the Civil Status Acts Register this year; the involved working with the agencies/SEs being amalgamated into the Public Service Agency. These challenges led to the need to extend the project to complete the Civil Status Acts Register by April 2020 as approved at the September 2019 Project Board meeting.

Enhancing the State Automated Information System "Elections" (SAISE)
Coordination in this Output was between EDMITE, the CEC – particularly the IT department – and the companies contracted to further develop SAISE. EDMITE's important role in providing IT consultants to

the CEC was particularly noted as strengthening coordination of the component because of their ability to work with contracted companies to keep SAISE development on track. The development of the SAISE module for the State Register of Electoral Officials with project support was seen as a coordination mechanism by the CEC which would help the CEC with its human resource management of decentralized polling station staff in elections.

Advancing the political party finance framework
EDMITE supported the CEC's work in coordinating the introduction of electronic filing with the political parties, including the training for party accountants and treasurers in the used of the Political Party Finance Reporting and Disclosure Module (Financial Control) of SAISE. The CEC and EDMITE noted that this coordination had been effective. The EDMITE project's hackathon towards the development of the public interface for the module was also seen as a coordination mechanism, in that the event brought many different approaches and ideas towards making this system comprehensible to and usable by citizens.

Strengthening civic education and voter information systems, with a focus on women and youth
EDMITE's CSO partners appreciated the project's coordination of their efforts with the CEC, CCET and other CSOs. Coordination was also valued by the CEC and CCET, which both recognized that it was crucial for CSO, CEC, and CCET messaging to be correct and aligned to be effective in reaching citizens and voters.

Sustainability
Supporting the sustainability of achievements in was seen as a major driver of the types of partners and activities EDMITE pursued as the capacity building modalities used by the project in delivery, such as trainings.

Enhancing the credibility of the state register of voters
CSA leadership asserted that the interoperability, once completed as planned in the remaining period of EDMITE implementation with the extension, would be sustainable from their end. The CEC felt that this would thus make the improved SRV sustainable. UNDP felt the strong EGA partners would be able to take this work forward after the conclusion of EDMITE. EGA noted that the agency, through the funds from the World Bank project, would be able to act on the findings of the gap analysis that was being done through EDMITE support. This would make the e-governance framework sustainable after EDMITE.

Enhancing the State Automated Information System "Elections" (SAISE)
New and improved SAISE modules were seen as sustainable by the CEC, project, and UNDP. EDMITE staff, CEC leaders and CEC IT staff however noted that the CEC did not have the staff capacity to enhance the SAISE system further on their own without project support for IT companies to work in this area. CEC leaders and IT staff noted that they would have to enhance SIASE further going forward, as security threats to critical IT infrastructure for elections continue to evolve and change. The CEC recognize that these threats and needs for support are critical to the credibility of elections in the future.

Advancing the political party finance framework
EDMITE and the CEC noted that the SAISE module on financial control, now that it has been developed, can be maintained by the CEC and is thus sustainable. The public interface, once developed, should also be sustainable. How well the political parties will use the system once it becomes mandatory at the start of 2020 remains to be seen, as does the level of interest in and capacity to use the public interface by Moldovan citizens.

Strengthening civic education and voter information systems, with a focus on women and youth
EDMITE activities in civic and voter education have worked towards sustainability through working with the CEC and CCET, as institutions that will endure and continue to carry out work in this area, and through work with CSOs and librarians that have the capacity to continue civic and voter information campaigns after EDMITE concludes. UNDP and EDMITE staff noted that all of the promotional materials have been kept general so that they can be reused and are not limited to a single election (with the exception of the materials to explain the mixed electoral system that has now been repealed and in all likelihood will not be used again). The participatory manner in which the project worked with the CEC, CCET, and CSOs was also seen as supporting sustainability as it supported the capacity development of these partners in outreach in general and to particular groups (women, youth, and PWD).

Gender and Human Rights
The EDMITE Project was designed with a focus on human rights and gender and has been implemented with a focus on HR and gender, particularly in support to PWD and in outreach to youth. EDMITE invited outside participation in its project board from civil society. A leader of a well-established gender CSO agreed to participate and has attended and contributed to project board meetings and project development in a comprehensive way. The EDMITE Project also reported through dedicated sections on human rights and gender in its most recent report to donors.

EDMITE worked with the CEC to continue and expand the CEC's good practices of collecting, reporting, and providing info-graphics with gender-disaggregated data. These data provide a comprehensive picture of the participation of women and men in electoral processes, including as candidates, voters, and electoral officials. EDMITE hired a National Gender Consultant to assist the CEC and CCET by developing a Concept Paper and an Action Plan on implementing civic education activities focused on increasing women's participation and gender equality. EDMITE also worked with the CEC and CCET to raise the profile of gender issues, including through UN practices designed to increase attention on gender and human rights like the International 16 days of action against violence against women and girls.

Enhancing the credibility of the state register of voters
An inclusive SRV that allows every eligible voter to participate was seen as supportive of human rights by interviewees in UNDP and from CSOs that spoke to human rights; project support in this area was thus recognized as advancing human rights.

Enhancing the State Automated Information System "Elections" (SAISE)
The development of the HR module was seen as a step towards a system to manage the temporary staff in elections. This system would also generate data on the gender composition of temporary staff, who are disproportionately women across Moldova, and concrete information on their different roles at polling stations and in the electoral process. This information, the CEC and EDMITE noted, could be used to advance gender equality in the administration of elections.

Advancing the political party finance framework
Developing and implementing a credible, transparent system for regulating political party finance was seen as promoting human rights – as working for equality in representation of voters through equal, transparent conditions for party competition – by some key informants. These CEC and CSO informants noted the human rights benefits that thus flowed from EDMITE's work in this output.

Strengthening civic education and voter information systems, with a focus on women and youth
Women, including young and first-time women voters, were key target groups for EDMITE-supported civic education and voter information campaigns. EDMITE also worked with the CEC and CCET towards better representation of women in leading positions in all levels of the CEC and CCET. The project's work on PWD was recognized as rights-driven. EDMITE supported the CEC to study the accessibility of polling stations to PWD in 2019, as accessibility in voting is one the core principles of the UN Convention on the Rights of Persons with Disabilities and a prerequisite for enforcing other rights in different areas of life for PWD. EDMITE supported the comprehensive public rollout of this study, which provided evidence that there is still a long way to go to ensure access to the polls to PWD. The study also emphasized that the challenges that made 432 of the 612 stations assessed "inaccessible" affect also other people with limited mobility like the aged, pregnant women, and women with small infants. The estimated proportion of the voting-age population in the population of Moldova that are living with disabilities is 5.1%, but the study noted that once other people with temporary challenges in mobility are added, some 15% of voters may have mobility challenges. However it is not clear how local governments or other stakeholders will be able to address the problems identified by the study. UNDP support for the study and CEC interest in the study do not extend beyond EDMITE funding the conduct of the study and disseminating the information.

7.   BEST PRACTICES AND RECOMMENDATIONS

BEST PRACTICES

Sustained UNDP engagement and partnership through successive projects builds relationships with key partners that endure with changes to the appointed leaders of Moldovan institutions.

EDMITE had two sets of CEC leaders over the two-years of the project. The longer history of working with the CEC meant that UNDP already had relationships with some new appointed leaders who had previous experience as CEC Commissioners. Stability in the leaders of CEC departments has also supported swift transition as well as the continuity and successes of project approaches.

UNDP mandates that support the development of project approaches on human rights become incorporated into partner institutions; partners value these approaches that may not been key parts of their agendas before this exposure and networking with UNDP projects.

EDMITE-supported work with vulnerable groups was seen as valuable by the project's CEC and CSO partners. Their experience implementing approaches that targeted PWD and other vulnerable groups through the project changed their broader approaches towards accessibility and inclusion; the CEC and these partners report now doing more work in accessibility and inclusion on their own without project support. The exposure of other CSOs to this work of the CEC and partner CSOs on accessibility and inclusion led to more mainstreaming of accessibility and inclusion in the work of other CSOs that worked in other areas with EDMITE support due to project-supported networking. EDMITE partners came out of networking with a greater appreciation, interest, and capacity to address accessibility issues and inclusion based on learning from the approaches of other CSOs.

Politically neutral project approaches that support the administration of electoral changes that are politically controversial can and should be done in a flexible manner that can be adjusted if and when politics changes.

EDMITE support for adjusting electoral administration, particularly the SAISE IT system, was constructed in a politically aware way. The politically controversial switch to a mixed electoral system for electing Members of Parliament, adding a majoritarian component to the proportional electoral system, was seen as potentially subject to change by the next government. EDMITE support enabled the CEC to revise the SAISE electoral management system for the new majoritarian part of the Parliamentary Elections by developing a separate SAISE module that left the proportional side of the module unchanged. Developing SAISE this way enabled the CEC to drop the majoritarian part of SAISE IT system when the electoral system was changed. Parliament has now dropped the majoritarian part of the electoral system.

Supporting civic education and building support for and trust in the Moldovan political system is challenging in current Moldovan conditions that are dominated by mistrust of politicians, political parties, and government institutions.

Under these conditions, working to support a culture of civic participation is a long-term endeavor – albeit one that can be advanced if not completed in the two-year time-frame of a UNDP project.

Strong civic and voter education is needed to inform citizens in conditions when media manipulation is a problem.

Moldovan citizens have faced media manipulation through a variety of techniques (for e.g. fake news, populist assertions of what voters want to hear, and partisan propaganda). These pervasive problems that are present as in Moldova are precisely why credible, transparent civic and voter education from the CEC, CCET, and civil society with correct, vetted messaging as done by EDMITE is important.

RECOMMENDATIONS

UNDP should explore approaches to work with EDMITE partners and stakeholders to address the lack of confidence and trust of the citizens in key government institutions and politics in Moldova.

After three electoral cycle projects from 2008 to the present, the CEC has developed the technical and human capacity to administer elections well. The CEC has administered the last three elections well, with the SAISE IT system working better as an electoral management system in each election (after problems in 2014). However Moldovan citizens continue to have very little confidence and trust in public institutions. These overall lack of trust issues spill over to the CEC as a public institution. It is this broader lack of trust and confidence, or even disgust with political parties, that is a key challenge to good governance and weakens public participation and government performance. **UNDP should explore ways to build public confidence in the broader political system and strengthen governance in the country. This engagement may need to work with political parties as key organisations in Moldovan democracy – as well as the least trusted organisations as shown in public opinion polls – that play critical roles providing public information, organizing public participation, local administration, government performance, and in representation, lawmaking, and oversight in Parliament.**

The CEC should develop its new Strategic Plan; UNDP should then engage with the CEC to identify potential areas where UNDP is best placed to support development under the CEC's third strategic plan.

UNDP should continue to work with development partners to support the CEC's priority needs where UNDP has comparative advantages. The CEC has begun to develop its next strategic plan, expected by January 2020, which should identify the institution's priorities for the next five years. UNDP should work with the CEC and development partners towards the development of project-based approaches to assist in these priorities.

UNDP should work with the CEC and other stakeholders to support the legal framework and implementation of a credible, accepted comprehensive system for the transparent, credible implementation political party finance regulations.

Issues of money in politics in Moldova are highly sensitive; public disgust about corruption and assumptions by the public that past rules have been widely skirted are some of the main factors that discredit politics, politicians, political parties, and state institutions in the eyes of the citizens. The CEC faces

important risks in its oversight of political party financing. The CEC currently does not have the capacity to oversee, determine violations and sanction violators of the political party finance framework. Engagement in this highly sensitive area as is thus threatens the credibility of the CEC as an independent, non-partisan administrator or elections. The CEC thus needs to develop a system to manage these important responsibilities effectively within the law in a way that effectively manages this credibility risk to the institution.

UNDP should consider working closely with the CEC to develop and implement a more transparent and inclusive system for electoral administration that is better able to enlist the participation of Moldovan citizens that live in territories not controlled by the government in ways that are credibly seen to not be manipulated by others.

Challenges to the credibility of elections and impartial electoral administration noted by Moldovan and international observers are concentrated in polling stations where Moldovans from Transnistria vote. The lack of government control over all of the territory has required different implementation of voting processes for these citizens; these processes should be made more transparent – as well as more inclusive - to make it possible for even more Moldovan citizens to vote (even if they reside on the right bank of the Nistria). These processes need to be developed and conducted in ways that can credibly avoid issues of and perceptions that voters are not freely expressing their will or of fraud. UNDP should support the CEC to develop and implement clear, systematic centralized regulations and administration to do so.

UNDP should consider working with the CEC and stakeholders in Moldova to develop and pilot electronic voting for Moldovan's living abroad to increase the proportion of these citizens that can effectively participate in elections.

Electoral participation of the large number of Moldovans outside the boundaries of Moldova remains limited and concerns are widespread that inclusion of these voters may be done in politically partisan ways rather than uniformly to encourage the greatest participation of Moldovans abroad. UNDP should consider working closely with the CEC on IT to develop a simple, credible electronic voting system that could be used by Moldovan's abroad and comprehensive, participatory processes to spread information about this system to the Moldovan citizens living abroad. These systems could be piloted with the potential to develop them further to support electronic voting for all Moldovans, including those in the country on election day.

UNDP should continue to support civic education and build the understanding of civics among Moldovans, especially young people. These processes should continue to be supported in ways that emphasize sustainability through work with the CEC, CCET, CSOs, and education system.

Prior projects, through the development of the CCET, and EDMITE have developed approaches that spread information and awareness about why people should vote and participation - not only voter information about how to vote. These educational processes are critical in conditions of low trust and confidence in government institutions and the political system – and need to be continued and institutionalized in ways that can have enduring effects through the CEC, CCET, other government institutions (like the libraries and schools), and CSOs.

UNDP should continue to support the development of the SAISE IT system to ensure that the systems meets the needs of Moldova for a credible, secure delivery of timely electoral results and comprehensive disaggregated data on election day.

Moldovan citizens and key actors, particularly the political parties, now expect the CEC to present real-time election results through the SAISE IT system based on the successful and quick results reporting of the CEC over the last two elections. The CEC needs to continue to meet this public and political expectation. However, the CEC does not have the capacity to develop SAISE further on its own. The CEC's experience with software development and cybersecurity shows that GOM financing and procedures have not been sufficient. The CEC still needs both senior technical consultants working in the CEC and capable companies working under contract through the support of UNDP to manage these issues. UNDP should continue support to the CEC in key areas of cyber security to ensure that the SAISE IT system can manage to deliver real-time results at to the level expected by Moldovans now, under conditions where cyber threats are evolving rapidly and require sophisticated corporate capabilities to address these threats successfully.

TERMS OF REFERENCE

Job title: International Consultant to conduct the final Project evaluation
Duty station: Chisinau, Republic of Moldova
Reference to the project: Enhancing democracy in Moldova through inclusive and transparent
                                      elections
Contract type: Individual Contract (IC)
Assignment type: International Consultant
Expected workload: 35 working days
Indicative timeframe: September – December 2019

1. BACKGROUND:

"Enhancing democracy in Moldova through inclusive and transparent elections" (EDMITE Project) is a Project that sets the overall goal to achieve an enhanced transparency and inclusiveness of the electoral process in Moldova through a modernized IT system, improved legislation and intensified public participation, addressing the root causes of the current challenges hampering the further development of the democracy and the advancement of the electoral process in the Republic of Moldova.

The long-standing partnership between the Central Electoral Commission (CEC) and UNDP resulted in the establishment of a strong professional institution, able to provide transparent and inclusive democratic elections. With UNDP support, the CEC managed to enhance the electoral process in the Republic of Moldova through the development of the modern and innovative State Automated Information System "Elections" (SAISE). During 2012-2017, UNDP also supported the CEC in ensuring the gender equality and human rights considerations are imbedded in the electoral processes, systems and regulations, institutional capacity development, political party finance legislation implementation and the strategic development of the Center for Continuous Electoral Training (CCET).

To achieve its overall goal, the Project is partnering with the Central Electoral Commission, the Center for Continuous Electoral Training, the Public Services Agency (PSA) and the E-Governance Agency (EGA). These are different state actors that own important population registration data sets necessary for fair and credible elections. Specific Project's interventions aim at improving the systems and processes in the partner institutions to ensure a qualitative and timely data supply to the State Register of Voters, enhancement of the SAISE functionalities and reliability, as well as the modernization of the process for reporting and disclosure of political party finance.

A distinct thematic focus of the Project is to enhance the public awareness on political participation and electoral processes via a series of multi-layered interventions. The Project supports the CEC and CCET in designing and implementing large-scale civic education and voter information programmes, offers strategic communication expertise and facilitates other activities as to generate a positive change and deliver tailored information to a wide spectrum of target groups (including women, youth and first-time voters, ethnic and linguistic minorities, diaspora, people with disabilities, etc.).

Throughout the implementation period (July 2017 – December 2019), the Project contributes to:

a. Achieving a more accurate State Register of Voters (SRV), improving the quality and accessibility of data by re-engineering the Civil Status Acts (CSA) and Address Register (ARIS) Information Systems, and facilitating data exchange and interoperability between different central public institutions via the governmental platform for data exchange (MConnect);

b. Enhancing the inclusiveness of the electoral process through increasing the functional and technical capacities of the State Automated Information System "Elections" (SAISE) to keep up with the technical and political developments;

c. Supporting the advancement of the legal reform in the area of elections, particularly to the implementation of the political party finance legislation, as well as to responding to the technical developments required for a more transparent and inclusive electoral process;

d. Enhancing political participation of citizens by setting up and implementing the voters' information and civic education programmes, specifically targeting vulnerable groups, including women, youth, persons with different types of disabilities, linguistic minorities and the diaspora.

In the framework of its completion and fulfillment of all reporting procedures, the Project shall ensure a comprehensive and efficient independent evaluation of the Project implementation, in accordance with the principles outlined in the UNDP Evaluation Guidelines and the UNEG Ethical Guideline for Evaluation.

2. SCOPE AND OBJECTIVES:

The Project intends to contract an experienced International Consultant (hereafter the Consultant) to conduct the final evaluation of the Project. In his/her assignment, the Consultant shall assess the performance of the Project in achieving its intended results and contribution to outcomes and associated theory of change. The Consultant shall evaluate the strengths, weaknesses/gaps, good practices and provide forward looking recommendations for potential future assistance in electoral and democratic fields. The main objective of the final independent evaluation is also to assess the efficacy of the Project design and governance structure, relevance of the Project outputs, specific impact, efficiency and effectiveness of the technical assistance provided, and sustainability of its interventions.

Therefore, the Consultant will:

• evaluate the relevance of the Project with respect to its consistency, ownership, technical adequacy, and complementarity of the Project with other similar initiatives.

 Also, she/he shall evaluate to what extent the Project was in line with the national development priorities, the country Programmes' outputs and outcomes, the UNDP Strategic Plan and the SDGs.

• determine the effectiveness of the Project in the achievement of results, highlighting reasons and factors for achievement/ non-achievement.

• determine the efficiency of the Project with respect to the value for money principle, use of funding, staff and other resources in the achievement of results.

• evaluate the potential impact on enhancing the inclusiveness and transparency of electoral processes;

- determine the level of coordination of the Project with UN agencies, relevant development partners, donors, CSOs and other relevant stakeholders.

- evaluate the sustainability of the Project, including the participation of institutional beneficiaries/ partners in the planning and implementation of activities, as well as the measures taken to ensure that activities initiated by the Project will be completed/ continued beyond the Project lifecycle.

- evaluate the contribution of the Project to the gender and human rights aspects.

- evaluate the best practices and provide recommendations that may be used for future programming.

Methodology

The Consultant shall propose an evaluation methodology and agree on a detailed plan for the assignment, as part of the evaluation's Inception Report. In general, the Consultant should adopt an integrated approach involving a combination of data collection and analysis tools, as to capture both the quantitative and qualitative impact of the Project. The methodology should be robust enough to ensure high quality, triangulation of data sources and evidences, including on gender dimension, to substantiate all findings.

Evaluation

The Consultant will be responsible to deliver the following outputs, comprising the main milestones:

Inception Phase

- Draft Inception Report, including evaluation question matrix, proposed methodology and work plan (with agreed deliverables and timeframe);

- Final Inception Report (10-15 pages) with methodology, questions and work plan adjusted after addressing the comments and suggestions received.

Research and data collection

- In-depth document review of all available materials/products related to the Project such as Project Document, Progress Reports, Annual Work Plans, Monitoring and Evaluation Plan, Procurement Plan, etc. The Consultant is expected to analyze all relevant information sources that may provide evidence on which to form opinions.

- Site visits and consultations with the Project key stakeholders, including UNDP staff, representatives of the CEC, CCET, PSA, EGA, Project donors, and NGO/CSOs partners and other relevant stakeholders.

- Analysis of risks and mitigations measures, as well as challenges and constraints of the Project during its implementation;

- Analysis of short and long-term effects of the Project interventions with a specific focus on overall impact and its contribution in ensuring more transparent and inclusive electoral processes.

Debriefing:

- Debrief UNDP Moldova representatives and implementing partners (CEC/CCET) about the initial findings of the evaluation (including recommendations based on verifiable facts and figures).

Report Writing Phase

- Draft Evaluation Report (within an agreed length)[1] to be reviewed by UNDP Moldova and key partners for comments addressing the content required and quality criteria. It is expected that the Consultant will consider any management responses and comments to the draft document, while developing the final Project Evaluation Report.

- Final Evaluation Report with comments addressed and changes made. The document shall, to the highest extent possible, be logically structured and be presented in a way that makes the information accessible and comprehensible.

Specifically, the Evaluation Report[2] should:

- have a concise executive summary (maximum 4 pages).
- be well structured and complete.
- describe what is being evaluated and why.
- identify the evaluation questions of concern of users.
- identify target groups covered by the evaluation and whether the needs of the target groups were addressed through the intervention, and if not, why.
- have the gender aspects imbedded throughout the evaluation.
- explain the steps and the procedures used to answer those questions.
- present findings supported by credible evidence in response to the questions.
- acknowledge the limitations and constraints in undertaking the evaluation.
- draw conclusions about findings based on the evidences.
- propose concrete and usable recommendations derived from conclusions.

Presentation

- Final Evaluation Report presented to key stakeholders, including UNDP staff, representatives of the beneficiary institutions, Project donors, and NGO/CSO implementing partners and other relevant stakeholders

The Consultant is particularly encouraged to use participatory methods to ensure that all partners and stakeholders are consulted as part of the evaluation process. The Consultant shall take measures to ensure data quality, reliability and validity of data collection tools and methods and their responsiveness to gender equality and human rights. In the process of data collection, the Consultant shall take measures to safeguard the rights and confidentiality of key information providers.

To perform the above-mentioned tasks, the Consultant shall undertake 2 (two) missions to the Republic of Moldova, tentatively in mid-September – beginning of October and end-November – beginning of December 2019.

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[1] A length of 50-60 pages, including executive summary is suggested.
[2] Refer to the Annex 1 for the proposed Evaluation Report format.

3. KEY DELIVERABLES AND TENTATIVE TIMETABLE:

No	Key deliverables	Tentative Deadline
1.	*Home-based* **Deliverable #1:** Detailed Inception Report (maximum 15 pages) - developed and approved. The Inception Report shall be based on a detailed analysis of the Project documentation and complementary information and shall include (but is not limited to): a. the complete work plan and timeline; b. proposed evaluation methodology; and c. proposed questionnaire and tools for data collection and analysis.	2 weeks after contract signing 8 WDs
2.	*Mission #1 to Moldova* **Deliverable #2:** Set of consultation meetings, on-site assessments and interviews with the representatives of UNDP Moldova, main beneficiaries, donors and other stakeholders – conducted and documented in an Informative Note. Preliminary key findings presented.	by 10 October 2019 11 WDs
3.	*Home-based* **Deliverable #3:** Draft version of the Project Evaluation Report (50-60 pages maximum excluding annexes), executive summary (4 pages) – developed and submitted for comments *(refer to Annex 1 for proposed format)*	by 1 November 2019 15 WDs
4.	*Home-based* **Deliverable #4:** Final version of the Project Evaluation Report – developed, submitted with comments and suggestions addressed *(refer to Annex 1 for proposed format)*	By 18 November 2019 7 WDs
5.	*Mission #2 to Moldova* **Deliverable #5:** Presentation of Project Evaluation Report – delivered to Project beneficiaries, Donors and stakeholders during the Project Board Meeting.	by 05 December 2019 2 WDs

Note: *Deliverables and the final timeline can be amended or specified for the purpose of the assignment. All deliverables should be agreed with UNDP Moldova and be provided in electronic format, in English language.*

4. INSTITUTIONAL ARRANGEMENTS

According to the Project Document, the Project Board has the overall responsibility for the management, monitoring and evaluation of the Project implementation. Thus, the draft Evaluation Report, main findings and recommendations will be presented during the Project Board meeting in December 2019.

The timeframe of the assignment of the Consultant is planned for the period September – December 2019. During this time, the Consultant is expected to work up to 35 working days, including up to 13 days mission in Moldova. The exact schedule of missions in Moldova, as well as the date of the Project Board shall be coordinated in advance.

While the evaluation will remain fully independent, the assignment shall be performed in close coordination with the UNDP Effective Governance Programme Specialist/ Cluster Lead and the Project Manager.

The Project will provide the Consultant the necessary information (including core data) and materials for the fulfillment of the assignment, including the required support for organizing the necessary meetings/ interviews and interacting with the relevant institutions and stakeholders.

The deliverables will be approved by the Effective Governance Programme Specialist/ Cluster Lead.

Travel
All envisaged travel costs must be included in the financial proposal. This includes all travel to join duty station/repatriation travel. In general, UNDP does not accept travel costs exceeding those of an economy class ticket. Should the contractor wish to travel on a higher class he/she should do so using their own resources. In case of unforeseeable travel, payment of travel costs including tickets, lodging and terminal expenses should be agreed in advance.

Performance evaluation
Contractor's performance will be evaluated against such criteria as: timeliness, responsibility, initiative, communication, accuracy, and quality of the products delivered.

Financial arrangements
Payments will be disbursed in 2 installments, upon submission and approval of deliverables and certification by the UNDP Programme Manager that the services have been satisfactorily performed.

5. QUALIFICATIONS AND SKILLS REQUIRED
I. Academic Qualifications:
   • Master's degree in law, Public Administration, International development and related fields; Bachelor and at least 10 years of relevant experience will be also acceptable;
II. Years of experience:
   • At least 10 years of relevant working experience in the field of democratic governance, public administration, development, including participatory planning, monitoring and evaluation;
   • At least 7 years of practical experience in conducting evaluations of strategies, policies and programmes;
   • At least 2 (two) similar assignment successfully completed in the past 3 (three) years;
   • Previous regional work experience in the evaluation of the assistance projects in the area of Democratic Governance with a focus on elections in Central and Eastern Europe or CIS, is a strong advantage;
   • Previous experience in gender-sensitive evaluations is an advantage;
   • Experience in working with UN agencies is a strong advantage;
III. Competencies:
   • Demonstrated interpersonal and diplomatic skills, as well as the ability to communicate effectively with all stakeholders and to present ideas clearly and effectively;
   • Excellent research and analytical skills;
   • Facilitation and management skills;
   • Leadership skills and ability to be a team player;
   • Demonstrated strong knowledge about results-based management (especially results-oriented monitoring and evaluation);
   • Proven knowledge of UNDP processes is a must;
   • Demonstrated knowledge and understanding of the Moldovan political/governance systems with a focus on Elections is a strong advantage;
   • Proven proficiency in English. Knowledge of Romanian and/or Russian is an asset.
IV. Personal qualities:
   • Proven commitment to the core values of the United Nations, in particular respecting differences of culture, gender, religion, ethnicity, language, age, HIV status, disability, and sexual orientation, or other status;

• Responsibility, creativity, flexibility and punctuality, ability to meet deadlines and prioritize multiple tasks.

The UNDP Moldova is committed to workforce diversity. Women and men, persons with different types of disabilities, LGBT, Roma and other ethnic, linguistic or religious minorities, persons living with HIV, as well as refugees and other non-citizens legally entitled to work in the Republic of Moldova, are particularly encouraged to apply.

6. DOCUMENTS TO BE INCLUDED WHEN SUBMITTING THE PROPOSALS:

Interested individual consultants must submit the following documents/ information to demonstrate their qualifications:
   • Offeror's letter confirming interest and availability;
   • Technical proposal (including brief description of experience, approach and methodology for the completion of the assignment);
   • Financial proposal (in USD, specifying a total requested amount per working day, including all related costs, e.g. fees, phone calls, etc. The financial proposal will detail the daily fee, travel expenses and per diems quoted in separate line items);
   • Duly completed and signed Personal History Form (P11), personal CV and at least 3 references.

ANNEX 1
PROPOSED FORMAT OF FINAL EVALUATION REPORT

The Evaluation Report should include, but is not limited to, the following:
   1. Title and opening pages with details of the Project outcome and of the evaluator.
   2. Project and evaluation information details: Project title Atlas number, budgets, donors, and other key information.
   3. Table of contents.
   4. List of acronyms and abbreviations.
   5. Executive summary: a stand-alone section of maximum four pages including the quality standards and assurance ratings.
   6. Background and purpose of the evaluation. What is being evaluated and why?
   7. Description and context of the intervention being evaluated. Provides the basis for report users to understand the logic and evaluability analysis result, assess the merit of the evaluation methodology and understand the applicability of the evaluation results.
   8. Evaluation scope and objectives. The report should provide a clear explanation of the evaluation's scope, primary objectives and main questions.
   9. Evaluation approach and methods. The report should describe in details the selected methodological approaches, methods and analysis.
   10. Data analysis. The report should describe the procedures used to analyze the data collected to answer the evaluation questions.
   11. Findings: relevance, effectiveness, efficiency, sustainability, gender and human rights dimensions.
   12. Lessons learned.
   13. Conclusions.

14. Recommendations. The report should provide a reasonable number of practical, feasible recommendations directed to the intended users of the report about what actions to take or decisions to make.
15. Annexes.

ANNEX 2: SOURCES OF WRITTEN INFORMATION

UN Documents

Quality Checklist for Evaluation TOR and Inception Report. New York: United Nations Evaluation Group (UNEG), June 2010.http://www.uneval.org/document/detail/608

Norms and Standards for Evaluation. New York: UNEG, June 2016.http://www.unevaluation.org/document/detail/1914

UNEG Handbook for Integrating Human Rights and Gender Perspectives in Evaluations. New York: UNEG, August 2014.http://www.uneval.org/document/detail/1616

UNEG Quality Checklist for Evaluation Reports. New York: UNEG, June 2010.http://www.unevaluation.org/document/detail/608

United Nations Development Programme (UNDP) Documents

UNDP Strategic Plan. 2018-2021. New York: UNDP, October 2017. https://undocs.org/DP/2017/38

EDMITE Documents

Project Document: Enhancing democracy in Moldova through inclusive and transparent elections

Project Summary: Enhancing democracy in Moldova through inclusive and transparent elections

2017 Annual Work Plan: Project ID and title: 0094503 "Enhancing democracy in Moldova through inclusive and transparent elections"

2018 Annual Work Plan: Project ID and title: 0094503 "Enhancing democracy in Moldova through inclusive and transparent elections"

2018 Annual Work Plan (Revised): Project ID and title: 0094503 "Enhancing democracy in Moldova through inclusive and transparent elections"

2019 Annual Work Plan: Project ID and title: 0094503 "Enhancing democracy in Moldova through inclusive and transparent elections"

Enhancing democracy in Moldova through inclusive and transparent elections, EDMITE Project, Progress Report, August-December 2017 (Draft), 14 December 2017

Enhancing democracy in Moldova through inclusive and transparent elections, EDMITE Project, Progress Report, January-June 2018, 26 July 2018

Enhancing democracy in Moldova through inclusive and transparent elections, EDMITE Project, Progress Report, January-December 2018

Enhancing democracy in Moldova through inclusive and transparent elections, EDMITE Project, Progress Report, January-August 2019

Enhancing democracy in Moldova through inclusive and transparent elections, EDMITE Project, Progress Report, July-September 2019

EDMITE Project, Steering Committee Meeting, Chisinau January 23, 2019.

Results-oriented Annual Reporting (ROAR) 2017 (contributions of Enhancing democracy in Moldova through inclusive and transparent elections Project)

ROAR 2018 (contributions of Enhancing democracy in Moldova through inclusive and transparent elections Project)

ROAR 2019 (contributions of Enhancing democracy in Moldova through inclusive and transparent elections Project)

Local Project Appraisal Committee Meeting Project "Enhancing democracy in Moldova through inclusive and transparent elections" Minutes, 31 May 2017

Minutes of the Steering Committee, "Enhancing democracy in Moldova through inclusive and transparent elections" EDMITE Project, 27 September 2017

Minutes of the Steering Committee, "Enhancing democracy in Moldova through inclusive and transparent elections" EDMITE Project, 14 December 2017

Minutes of the Steering Committee, "Enhancing democracy in Moldova through inclusive and transparent elections" EDMITE Project, 29 March 2018

Minutes of the Steering Committee, "Enhancing democracy in Moldova through inclusive and transparent elections" EDMITE Project, 26 July 2018

Minutes of the Steering Committee, "Enhancing democracy in Moldova through inclusive and transparent elections" EDMITE Project, 23 January 2019

Funding Authorization and Certificate of Expenditures (HACT), Centre for Continuous Electoral Training, 15 November 2017

Funding Authorization and Certificate of Expenditures (HACT), Centre for Continuous Electoral Training, July 2018

Funding Authorization and Certificate of Expenditures (HACT), Centre for Continuous Electoral Training, September 2018

Funding Authorization and Certificate of Expenditures (HACT), Centre for Continuous Electoral Training, December 2018

Funding Authorization and Certificate of Expenditures (HACT), Centre for Continuous Electoral Training, 22 June 2019

Letter of Agreement between UNDP and Centre for Continuous Electoral Training, 18 August 2017

Amendment 1, Letter of Agreement between UNDP and Centre for Continuous Electoral Training

Amendment 2, Letter of Agreement between UNDP and Centre for Continuous Electoral Training

Monitoring Programmatic visit, EDMITE to Centre for Continuous Electoral Training, 7 December 2017

Monitoring Programmatic visit, EDMITE to Centre for Continuous Electoral Training, 25 December 2017

Brief 2019 General Local Elections in the Republic of Moldova

Brief

General Local Elections and new Parliamentary Elections, the Republic of Moldova, 20 October 2019

UNSG Reporting, EDMITE

ANNEX 3: LIST OF INTERVIEWS

UNDP
Andrea Cuzyova, Deputy Resident Representative, UNDP Moldova
Alla Skvortova, Programme Specialist/Cluster Lead, UNDP Moldova
Eva Bounegru, Project Manager, EDMITE
Dorin Toma, Senior Project Officer, EDMITE
Liliana Grecu, Project Officer, EDMITE

CEC
Dorin Cimil, CEC Chair
Maxim Lebedinschi, CEC Secretary
Pavel Cabacenco, CCET Director

GOM
Iurie Turcanu, Executive Director, E-Governance Agency of Moldova
Diana Zaharia, Chief Administrative Officer, E-Governance Agency of Moldova
Mircea Esanu, Director, Public Services Agency
Pavel Sincariuc, Head of Public Services Management Department, Public Services Agency
Angela Matcov, Head of the Cadaster Department, PSA
Tatiana Negruta, Deputy Head, Statistics Department, PSA

Central Electoral Commission from ATU Gagauzia
Ivan Comur, Chair

IDPs
Victoria Gellis, Democracy and Governance Team Lead, USAID Moldova
Roman Purici, Project Management Specialist, USAID Moldova
Chris Perkins, Head of Programmes, British Embassy
Eugeniu Burdelnii, Governance Advisor, Good Governance Fund, British Embassy

CSOs
Pavel Postica, Program Director, Promo-Lex Association
Valentina Bodrug-Lungu, Gender Center
person, CEC Gagauzia
Vitalie Gaidarji, Director, Media Birlii (Beneficiary under the Small Grants Programme), Comrat
Svetlana Morarenco, Director, Legal Clinic Comrat (Beneficiary under the Small Grants Programme)
Natalya Baurchulu, Legal Clinic Comrat
Victor Koroli, Director, Infonet Alliance (Beneficiary under the Small Grants Programme)

ANNEX 4: EVALUATION INSTRUMENTS
INTRODUCTION AND INFORMED CONSENT

The introduction and consent note introduced the evaluator, the evaluation, and evaluation's methods to participants in the evaluation to gather their explicit consent to participate in the evaluation. The evaluator recited the following to all prospective interviewees and obtained their explicit oral consent to participate.

Introduction and Informed Consent

Thank you for talking with me today.

My name is Lawrence Robertson. I am working independently for the United Nations to conduct an evaluation of the work conducted by UNDP and its partners through the Enhancing democracy in Moldova through inclusive and transparent elections or EDMITE project. The goal of the review is to learn about what has been accomplished through the project, what has worked well, and what has not worked as well. Lessons from this review will used to help the UN, UNDP and its partners in future work here and around the world.

The information collected today will only be used for the review. I will not use this information in a way that identifies you as an individual in the report.

I would also like to clarify that this interview is entirely voluntary and that you have the right to withdraw from interview at any point without consequence.

I hope to learn from you from your knowledge and experience with the project and its activities. Are you willing to participate in this study? [Ensure that participant(s) verbally agree to participate]

Do you have any questions for me before I begin with a short list of questions to learn about the ways that you or your organisation may have worked with the EDMITE project?

INTERVIEW QUESTIONS

[NOT ALL QUESTIONS WERE ASKED IN ALL INTERVIEWS; INTERVIEWS FOCUSED ON THE AREAS AND QUESTIONS MOST RELEVANT TO EACH INFORMANTS' KNOWLEDGE AND EXPERIENCE WITH THE EDMITE PROJECT]

Relevance

Do you see it relevant for UNDP to support enhancing the inclusiveness and transparency of electoral processes in Moldova?

Based on your experience with EDMITE, did Project partners have ownership of activities? How did you see to take national ownership?

Based on your experience with EDMITE, did the project team have the capacity and the resources to deliver the project's activities?

Did the project work to coordinate with and complement other initiatives in increasing inclusiveness and transparency in electoral processes in Moldova?

Was the project consistent with meeting national priorities?

Was the project consistent with meeting UNDP priorities?

Effectiveness

What do you see as the main achievements of the project to date in:

- Enhancing the credibility of the state register of voters?
- Enhancing the State Automated Information System "Elections" (SAISE)?
- Advancing the political party finance framework?
- Strengthening civic education and voter information systems, with a particular focus on women and youth?

What do you see as the main reasons for the successful attainment of these results?

Do you see any major areas where the project has not been able to achieve its goals in these areas? If so, what do you think are the reasons why the project has not been able to achieve these goals?

Efficiency

How did the project develop and manage activities to economically use resources?

How have project partners developed and managed activities to economically use resources?

In your opinion, were there savings that could have been made in the implementation of the project without compromising its delivery?

Potential Impact

What have the results of the project been to date in:

- Enhancing the credibility of the state register of voters?

- Enhancing the State Automated Information System "Elections" (SAISE)?

- Advancing the political party finance framework?

- Strengthening civic education and voter information systems, with a particular focus on women and youth?

In the longer term, over at least the next few years, what do you expect in terms of results from the project's activities in:

- Enhancing the credibility of the state register of voters?

- Enhancing the State Automated Information System "Elections" (SAISE)?

- Advancing the political party finance framework?

- Strengthening civic education and voter information systems, with a particular focus on women and youth?

Coordination

How – and how well - has the project coordinated and collaborated with:

- Other UN agencies?

- Donors?

- CSOs?

- Other initiatives supporting inclusive and transparent electoral processes?

- Other stakeholders?

Sustainability

What steps have the project taken towards making the activities and results continue on beyond the end of the funding?

How sustainable do you think the activities undertaken by the project and their results are?

What do you see as evidence of sustainability or its absence?

Do you think the activities supported by the project in these areas will continue to provide lasting benefits after the project? Why or why not?

Have partners and beneficiaries continued to use practices developed under the project? What evidence is there for continuing, scaling up or replicating project activities by these partners, beneficiaries, or stakeholders?

Gender and Human Rights

What do you see as the project's contributions to gender equality?

What do you see as the project's contributions to advancing human rights?

Best Practices and Recommendations

What do you identify as best practices – things that have worked particularly well in increasing inclusion and the transparency of electoral processes– that you learned from the project's activities?

What would you recommend for priority actions to support the inclusiveness and transparency of electoral processes in Moldova in the future?