

UNITED NATIONS DEVELOPMENT PROGRAMME
MOLDOVA COUNTRY OFFICE



GOVERNANCE OUTCOME MID-TERM EVALUATION

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List of Acronyms

CEC	Central Election Commission
CO	Country Office
CPD	Country Programme Document
CSO	Civil Society Organisation
CTA	Chief Technical Adviser
EG	Effective Governance
ET	Evaluation Team
GoM	Government of Moldova
ICT	Information & Communication Technology
IFI	International Financial Institutions
M&E	Monitoring and Evaluation
MOU	Memorandum of Understanding
MTR	Mid-term Review
NAC	National Anti-Corruption Commission
OECD-DAC	Organisation of Economic Cooperation and Development – Development Assistance Committee
PwDs	People with Disabilities
SDGs	Sustainable Development Goals
UN	United Nations
UNDAF	United Nations Development Agreement Framework
UNDP	United Nations Development Programme

Executive Summary

The Republic of Moldova continues to make progress in its social and economic development. Yet a major challenge to further development is a governance system which has failed to produce stable governments and which still has many traditional barriers to how government interacts with its citizens and the relationship between the two. Amongst these challenges, UNDP is supporting the Government of Moldova as it modernises its systems and policies to reflect a 21st Century approach to governance that is based on inclusivity, participation, transparency and accountability.

UNDPs work in Moldova is defined by two key documents. First, the United Nations Development Assistance Framework defines the parameters of the work to be done by the United Nations and its agencies in support of the Government. This is followed by the Country Programme Document (CPD) that defines UNDPs specific work. Under the CPD are specific outcomes, including Outcome 1, which is focused on effective governance. The current CPD operates from 2018 to 2022.

This report is a mid-term review of the progress in achieving the effective governance outcome of the CPD. The review considers a number of criteria as defined by OECD-DAC (relevance; efficiency; effectiveness; sustainability). In addition, the review team was asked to consider what adjustments are required to the programme in order to meet the challenges imposed by the COVID-19 pandemic. The review is also to consider the actual development change created by UNDP's development assistance throughout the programme period for the selected outcome. Finally, the review is intended to consider if the current outcome related to governance, as defined in the CPD, is still valid or if it should be revised as part of the process of defining the next UNDP CPD in Moldova.

In order to achieve the outcome as defined in the CPD, UNDP has an Effective Governance Cluster that is the focal point for all governance programming. Within the Cluster a number of projects have been developed and implemented, each working within a specific governance sector and with key national beneficiaries. Projects have been established related to anti-corruption, electoral management, parliamentary development, police reform, and access to justice, among others. Attached to each project is a team of primarily national technical expertise (with some project shaving international technical assistance on a short or long-term basis).

Looking at each of the criteria related to the mid-term review, the following can be noted:

Relevance: The EG Programme is well-aligned with the National Development Strategy, the UNDAF and CPD and is focused on the same objectives as those documents. However, the programme lacks some foundational documents, such as a programme document and monitoring plan that would better anchor the work of the programme at the outcome level. There is also a need to consider how all programme indicators can be more specific, measurable, achievable, relevant and time-bound (SMART).

Efficiency: The programme has a model of delivery that is well appreciated by national beneficiaries, donors and partners. There was value for money in the delivery of technical advice and the procurement of infrastructure for government beneficiaries. Where project employed long-

term technical advisers, strong and trusted relationships were established with counterparts that allowed for even more results. One component of a sound programme that could be enhanced is a programme-level monitoring and evaluation (M&E) plan to analysis of aggregated data and information is focused on programme-level work planning and allows for adjustments as required in a dynamic sector such a governance in Moldova.

Effectiveness: The programme is on-track to achieve all results, both at the output and outcome level. This can be attributed to the strong team at the programme and project levels. But the programme may wish to consider how it can be more adaptive and nimbler in how it delivers the programme. Whether it was the constitutional crisis of 2019 or the pandemic in 2020, the governance field in Moldova is ever-changing and the ability to deliver high quality, timely advice and support to the Government will require UNDP to consider how it can adjust its programming on a routine basis.

Sustainability: There are clear indications that UNDPs work has been implemented with a desire to ensure results are sustainable. In some cases, this has meant changes to sectoral policies or legal frameworks. In other cases, it has been the installation and transfer of maintenance of vital infrastructure. Certain projects have also developed useful assessment tools that have been adopted by national beneficiaries to improve their work.

Partnerships: The support to small CSOs and partnering with them allows for the transfer of knowledge and skills that will have a lasting impact on their work. It has also resulted in the extension of UNDPs work to smaller and marginalised communities. There were indications that UNDP was using its role as a broker or convener to facilitate closer links between civil society and government ministries and/or agencies. Yet there could be more done to ensure partnerships were utilised at the strategic as well as the technical level of delivery of the programme.

Post-Pandemic: Having established strong relationships with national beneficiaries, project teams were able to leverage these relationships for rapid adjustment required during the pandemic. The focus on digitalisation was also an important foreshadowing of what was required to allow for certain adjustments, such as online training. Yet looking forward, the programme will need to consider how resilience can be built into national planning, along with the more established goals of accountability, inclusivity and transparency.

Considering the analysis conducted for this review, the following are the key recommendations:

- **Develop a systems-wide Theory of Change to define the governance interventions that must be implemented for outcome-level results and impact**
- **Redesign the indicators for the programme to ensure they are specific, measurable, achievable, relevant and time-bound (i.e. – SMART)**
- **Promote UNDPs role as an incubator of new approaches to governance**
- **UNDPs future work in the field of effective governance should be based on core values, such as resiliency, transparency, accountability and inclusivity, and not thematic areas of work**
- **Leverage UNDPs strong relationship with the Government of Moldova to promote space for a more robust partnership and relationship between government and civil society**

I. Introduction

A. Context Analysis

Background

The Republic of Moldova is a landlocked, low middle-income eastern European country with a population of 2.9 million and a per capita gross domestic product (GDP) of \$ 3408¹. According to the Voluntary National Review in 2020², the poverty rate has fallen and the income of the poorest is continuing to increase. Thus, the percentage of the population with incomes below US\$5.50 per day (adjusted to purchasing power parity) fell from 29 per cent in 2010 to 13.3 per cent in 2018. The absolute poverty rate, estimated in the population with ordinary residence, has had a relative downward trend, from 29.5 per cent in 2014 to 23.0 per cent in 2018. The real income (adjusted to inflation) of the poorest 20 per cent of households increased by 38 per cent between 2010 and 2018.

Likewise, and in accordance with the UNDAF for Moldova, as the country experiences incremental growth and social development indices improve, the Government of Moldova (GoM) and the country's citizens and civil society will rely on achievement of SDGs and the 2030 agenda as a means of measuring social and economic development. As the country progresses down the path of achieving its SDG goals, UNDP has been a strong partner. In 2019 the then UNDP Resident Representative acknowledged, on the 25th anniversary of the country's independence, this partnership and committed the organisation to "spare no effort in building a better future for all the people of Moldova".³

In addition, the Republic of Moldova faces some of the most daunting demographic challenges in Europe and Central Asia, with the lowest fertility rate, an ageing population and the highest net emigration rate resulting in depleted social capital and increasing brain drain. The country has the lowest employment rate in Europe, particularly in rural areas. Employment for women is low and the gender wage gap is significant (13.2 per cent in 2015). The employment rate for Roma is half that of other demographic groups.⁴

Although the country ranks 26 of 145 countries in the Global Gender Equality Index,⁵ women are significantly underrepresented in decision-making positions, with prevalent patriarchal norms and

¹ Statistical Pocket Book Moldova in Figures, Chisinau 2020

https://statistica.gov.md/public/files/publicatii_electronice/Moldova_in_cifre/2020/Breviar_2020_en.pdf

² Government of the Republic of Moldova - Voluntary National Review, Progress Report 2020

³ UN Resident Coordinator and UNDP Resident Representative Dafina Gercheva:

<https://moldova.un.org/en/12986-un-and-its-partners-are-developing-2018-2022-un-development-assistance-framework-republic>

⁴ UNDP Moldova: https://open.undp.org/download/CPD/Moldova2018_2022.pdf and IMF demographics and well-being in Moldova: <https://www.imf.org/external/pubs/ft/fandd/2020/03/pdf/fd0320.pdf>

⁵ World Economic Forum global gender gap report 2020: http://www3.weforum.org/docs/WEF_GGGR_2020.pdf

gender stereotypes resulting in persistent gender inequalities. Gender-based violence is widespread and state institutions are ill-equipped to address this issue.⁶

Political Context

A large part of the Moldovan population is Romanian-speaking, although there are also Ukrainian, Gagauz, Bulgarian and Russian minorities. The communists were the ruling party in this former Soviet republic from 2001 until 2009. Since 2009, Moldova has seen a more competitive political systems in which there has been a trend towards a more pro-Western state. This resulted the adoption of an agenda of integration with the European Union as confirmed by the implementation of the first three-year Action Plan within the framework of the European Neighbourhood Policy (ENP) along with being a signatory on the Association Agreement with the EU in 2014 that came into force on July 1st 2016.⁷

However, in 2019, the political situation continued to be fragile and unstable. The parliamentary elections in February 2019 were the first elections organized based on the newly introduced mixed electoral system, which was critiqued by international partners, including the EU among other observers⁸ and abolished shortly after elections.

The results of the 2019 parliamentary elections radically changed the political situation in the country. Two camps with very different visions were formed: the pro-Russian Party of Socialists of the Republic of Moldova (PSRM), and the pro-European electoral bloc ACUM (consisting of the Party of Action and Solidarity, or PAS, and the Dignity and Truth Platform Party, or PPDA) created a “compromise coalition” in order to remove the oligarchic regime built by the Democratic Party of Moldova (PDM), which had been in power since 2015.⁹ The ACUM electoral block which coalesced as a result of the 2015 anti-government street protests against the lack of transparency in the investigation of the 2014 banking fraud scandal competed against the Shor Party, led by Ilan Shor, a controversial figure who was allegedly one of the main beneficiaries of the banking fraud scandal. As none of the political parties attained a majority of the seats after the 2019 parliamentary election, the ability to form a government has been dependent on the parties’ capacity to negotiate and create a viable governing coalition. As a result, a compromise coalition was formed from the pro-Russian Party of Socialists of the Republic of Moldova (PSRM) and the pro-European electoral bloc ACUM (consisting of the Party of Action and Solidarity, or PAS, and the Dignity and Truth Platform Party, or PPDA). PSRM leader Zinaida Greceanîi was elected as speaker of Parliament, while PAS leader Maia Sandu was appointed as Prime Minister. The coalition collapsed in November 2019 after the PSRM initiated a no-confidence vote and voted to form another Government together with PDM deputies, appointing Ion Chicu as Prime Minister.

⁶ Local action to address gender-based violence in Moldova (UNDP):

<https://www.undp.org/content/undp/en/home/librarypage/peace/local-action-to-end-gender-based-violence-in-moldova.html>

⁷ European Union in Moldova: <https://www.europeanforum.net/countries/moldova>

⁸ See for example: <https://carnegieeurope.eu/strategieurope/78416> and <https://balkaninsight.com/2019/07/31/moldova-votes-to-scrap-much-criticised-electoral-system/>

⁹ Freedom House Moldova (excerpt): <https://freedomhouse.org/country/moldova/nations-transit/2020>

Democratic development continued to face substantial challenges into 2020, including erosion of human rights and rule of law, non-transparent and inefficient public institutions, systemic corruption, a deeply divided society, and lack of a common public sentiment of statehood and identity.

In November 2020 Moldova conducted a presidential election at the peak of a global pandemic, with the election of a pro-European president Maia Sandu, the former Prime Minister from the PAS Party. This has resulted in further issues of instability as the current Parliament has made moves against the newly elected President's powers.¹⁰ This has resulted in calls for early parliamentary elections.¹¹ In late December, 2020 the Prime Minister of Moldova resigned and was replaced by an interim Prime Minister as calls for parliamentary elections continue.¹² In January, 2021 the Constitutional Court opined that the President must nominate a Prime Minister who will seek the confidence of the Parliament and that the Parliament could not dissolve itself. This resulted in the appointment of Natalia Gavrilita as Prime Minister-designate on January 28, pending her approval by the Parliament.¹³

Governance Structure

Moldovan state administration structures are firmly established across the country with the exception of the breakaway region of Transnistria. The Moldovan administration is split into two levels: central (national), and local. The local level administration is structured in other two levels - 896 1st level administrative units (towns and villages) and 35 2nd level administrative units - 32 districts (rayons), Chisinau and Balti municipalities, Gagauzia TAU and "The administrative-territorial units on the left bank of the Dniester to which special forms and conditions of autonomy can be assigned"¹⁴.

On its path to development, the Moldovan Government made significant steps to develop its functions and synchronise its processes to the best international practices, nevertheless, there is still place for improvements and some functions are in the process of optimisation. The main events that shaped and influenced the public administration are the following:

The National Council for Public Administration Reform established in May 2016 adopted the new **Public Administration Reform Strategy 2016-2020**. That Strategy was adopted by the Government later that year, together with the **Public Administration Reform Action Plan 2016-2018**.¹⁵ It focusses on enhancing accountability, improving the policy cycle, better service delivery and better management of public resources.

¹⁰ <https://balkaninsight.com/2020/12/03/moldovans-protest-removal-of-secret-services-from-presidential-control/>

¹¹ <https://www.rferl.org/a/thousands-rally-in-moldova-calling-for-snap-parliamentary-vote/30986545.html>

¹² <https://www.reuters.com/article/moldova-president-premier-idINKBN29512D>

¹³ <https://seenews.com/news/moldovas-president-nominates-former-fin-min-as-pm-designate-729332>

¹⁴ https://www.legis.md/cautare/getResults?doc_id=101662&lang=ro#

¹⁵ https://www.legis.md/cautare/getResults?doc_id=94394&lang=ro

The entry into force of the new **Law on Government (136/2017)**, as a result of the strategy implementation, empowered the Prime Minister to modify the structure of the ministries. By using that power, in the Prime Minister proposed a reduction of ministries from the previous 16 to the current 9 ministries. The motivation mechanism of the public sector employees has been modified by adopting a new law in 2018 that established a unified pay system for all categories of public sector employees, increasing the attractiveness of public positions for entry level posts and gave managers of public institutions more flexibility in using promotions and pay levels¹⁶

In 2018 the new Administrative Code of the Republic of Moldova was approved. The systematisation of all administrative procedures in a single document is meant to increase the predictability of the public administration and strengthen the observance of the rights and freedoms of individuals and legal persons.¹⁷

In 2012 the Parliament adopted the National Decentralization Strategy and the Action Plan on the implementation of the Strategy for 2012-2015¹⁸ In September 2015, the Republic of Moldova, together with 192 other Member States of the United Nations, committed to implementing the 2030 Agenda for Sustainable Development, announcing that by 2030 key actors in society would make common cause to eliminate all forms of poverty, combat inequalities and address environmental and climate change issues, ensuring that no one is left behind.

On January 1, 2015 Law no. 181 on public finances and fiscal responsibility entered into force that aimed to improve the budgetary process, enhancing the medium-term planning process and with the roles and responsibilities of the institutions involved in the respective exercise clearly defined.

Two strategies in the field of integrity and anti-corruption were adopted and started to be implemented: The National Anti-Corruption Strategy from 2011-2015, extended until 2016 and the National Integrity and Anti-Corruption Strategy for the years 2017-2020. During 2018, nine sectorial anti-corruption plans were approved (public procurement, education, health, customs, fiscal, public property administration, public order, environmental protection).¹⁹

In 2016, shortly after the adoption of the 2030 Agenda, in order to create an appropriate institutional framework and ensure a participatory and transparent process to adapt the Sustainable Development Goals (SDGs) and implement them at national level, the National Coordination Council for Sustainable Development was established, led by the Prime Minister.

On June 1st 2016 the Association Agreement between Moldova and European Union, previously signed on June 27, 2014 entered into force. The Association Agreement with the European Union

¹⁶ Law no. 270/2018 on the unitary salary system in the budgetary sector

¹⁷ https://www.legis.md/cautare/getResults?doc_id=16072&lang=ro

¹⁸ Law no. 68 of 05.04.2012 for the approval of the National Decentralization Strategy and of the Action Plan for the implementation of the National Decentralization Strategy for the years 2012-2015

¹⁹ https://www.legis.md/cautare/getResults?doc_id=93638&lang=ro;
https://www.legis.md/cautare/getResults?doc_id=99502&lang=ro;
<https://cna.md/tabview.php?l=ro&idc=64&t=/Strategia-nationala-anticoruptie/Strategia-nationala-anticoruptie#idc=65&>

is the main legal, institutional and policy framework that influenced the development agenda of the Republic of Moldova in the 2017-2019 period from a political, economic and social point of view.

Consequently, in September 2017, the Government of the Republic of Moldova initiated development of a new long-term national strategy by 2030: the National Development Strategy ‘Moldova 2030’, which is currently in process of being adopted by the Parliament, a document based on the principle of the human life cycle, human rights and quality of life, built, to a great extent, around the targets and goals of the 2030 Agenda.

Civil Society

Civil society organizations in Moldova emerged and became active in the late 1980s as part of the anti-communist, reformist movement. According to the State Register of Non-Profit Organizations, there were approximately 11,700 CSOs registered in Moldova at the beginning of 2018 (almost 800 more than at the beginning of 2017). However, the number of active CSOs is much smaller. For example, out of almost 500 CSOs registered in Gagauzia in 2017, only 22 were active. At the same time, more than 3,000 CSOs are registered in Transnistria, but their activity is limited, as they are not allowed to monitor human rights or democratic processes.²⁰

Sustainability remains a key problem for Moldovan CSOs. Due to the lack of internal financing, 80% to 90% of CSO activity is funded from foreign sources, with the European Union, Sweden, Switzerland and the United States the largest donors. The state does not sufficiently support CSOs financially, and there are no partnerships between CSOs and businesses. Since 2017, individual taxpayers are allowed to direct 2% of their income tax-deductible to eligible organizations; but in the first year, funds obtained in this way amounted to only about \$159,000 (almost half of funds went to the Organization of Veterans and Pensioners within the Ministry of Internal Affairs). On a positive note, the number of CSOs participating in this procedure is growing with each year and the use of crowdfunding platforms (which allows the Moldovan diaspora to donate more easily) increased. The scale of involvement in philanthropy is also growing. In 2017, 24% of respondents declared that they had supported a charity organization (in comparison to 17% in 2015).²¹

Overall, CSOs are an important factor in realizing social and economic transition in the country, with a focus on how this diverse group can give voice to Moldovan society at all levels. Civil society are also a microcosm of Moldovan society and reflect the country’s incremental progress in economic and social development.

Development Partners

Donors and development partners in Moldova can be classified into seven broad categories: traditional donors including the EU (OECD countries), Nordics, emerging donors, the government (central and municipal), IFIs, the private sector, and trust funds. Despite the political and institutional crises faced by Moldova and massive refugee influx in the EU negatively impacting

²⁰ See Civicus Moldova: <https://monitor.civicus.org/country/moldova/>

²¹ See BTI Moldova 2020 Country Report: <https://www.bti-project.org/en/reports/country-report-MDA-2020.html>

investment in the country, UNDP demonstrated strong partnerships with the donor community by mobilizing substantial donor development support from a diversified base.²²

Even though the EU remains the largest and most strategic donor, its contribution to the overall budget envelope dropped from 77% in 2013 to 44% in 2018.²³ European Union member states collectively provide the highest proportion of donor funding, while partnerships with USA, emerging donors, the private sector and IFIs may be further enhanced mostly by joint exploration of up-scaling, testing innovative approaches to common policy priority areas, and co-creation of development solutions. Strong engagement with the national government and local public authorities remains a strategic focus for development partners into 2020.

B. Methodology

General

Given the mandate provided to the Evaluation Team (ET) by the ToR for this evaluation, it was important to consider the key components of the proposed review. To start, the evaluation was conducted in accordance with the guidelines provided in the *UNDP Evaluation Guidelines*.²⁴ The team evaluated the projects contributing to the achievement of the outcome's objectives against the relevant Sustainable Development Goals (SDGs) and outputs aligned to the Republic of Moldova–United Nations Partnership Framework for Sustainable Development (UNDAF) and the UNDP Country Programme Document (CPD) for Moldova, both covering the period 2018-2022. The ET also considered, based on its analysis of current interventions, any future interventions and programming. This included the impact of the pandemic and other trends and changes in the context that have occurred since the programme was initiated in 2018.

Three key variables were identified with regard to the production of the MTE:

Timing: The evaluation was conducted from September to November 2020. Originally, it was expected that the final report will be delivered by November 30, but due to a number of factors, including the pending presidential election, a number of interviews with key informants were delayed. This resulted in the final version of this report being submitted in January 2021.

Stakeholders Engaged: The ET did not engage every project and stakeholder identified since 2018. The ET developed, together with the UNDP team, a sample of stakeholders, including beneficiaries, partners, project implementers (project members, staff), UNDP counterparts and donors to ensure a focused approach to engagement that attempted to gather data and evidence from key stakeholders who could provide qualitative and quantitative evidence for the review.²⁵

²² See 2020 Investment climate statement for Moldova: <https://www.state.gov/reports/2020-investment-climate-statements/moldova/> and UNDP Moldova: <https://www.md.undp.org/content/moldova/en/home.html>

²³ https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/countries/moldova_en

²⁴ *UNDP Evaluation Guidelines* (2019 ed.) United Nations Development Programme Independent Evaluation Office; New York http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf

²⁵ A list of proposed key informants to be engaged for this evaluation are listed in Annex 2.

Approach: Given the limited time to conduct the review, the ET needed to operate efficiently and effectively. The work of the two-person team was broken down into three stages:

- **Desk Review** – With the assistance of the Effective Governance (EG) Cluster team, the ET gathered a series of relevant documents²⁶ that will form the initial basis for its gathering of information and evidence.
- **Evidence Gathering** – Based on the initial desk review, the ET proceeded to collect the data and evidence (i) to apply to each indicator listed; and (ii) upon which to base the analysis and findings for the evaluation report.
- **Analysis, Findings & Reporting** – Once the evidence gathering stage is completed, the ET will apply the evidence and data to indicators listed in the analytical framework.

Tools

A range of data collection tools and methods were used to gather information and evidence for this evaluation.

- **Document review:** During the Desk Review and Evidence Gathering stages of the review, the ET collected relevant documents to provide background knowledge and identified specific data that contributed to the analysis and findings for the evaluation.
- **Key informant interviews/semi-structured interviews:** The ET engaged relevant stakeholders for semi-structured interviews. Each interview was from 30-60 minutes in length and included a series of questions with, where possible, follow up based on information provided.
- **Structured Questionnaire:** The ET developed a survey in close consultation with the EG Cluster team. The survey was sent electronically to the participants and focused on CSO representatives. In the end, seven most relevant CSOs out of 15 responded to the survey and some of the key findings have been highlighted in this report (The list of CSO's responding to the Questionnaire is presented in the Annex 2).

C. Limitations to Review

The evaluation was restricted to a finite period of time and was impacted by the Covid pandemic, limiting the capacity of the ET to conduct a more robust examination of the work of UNDPs EG Cluster. The ET International Consultant operated remotely, with a Moldovan-based consultant carrying out a limited number of face-to-face and virtual interactions in Chisinau. This has limited the capacity of the ET to conduct a comprehensive review of all documents and fully engage with all interlocutors regarding the work of UNDP in the Effective Governance Outcome area. Within the parameters of the review, foundational documents were provided to the ET and when additional documents were requested, they were received, reviewed and incorporated in this report.

²⁶ An indicative list of documents to be considered for the Evaluation are listed in Annex 3.

II. Findings & Analysis

The ToR for the MTR provides specific criteria by which the EG Programme is to be measured with regard to its achieving of key objectives. The bulk of those criteria are based on the OECD-DAC Evaluation Criteria²⁷ - relevance, efficiency, effectiveness, and sustainability.²⁸ In addition, the ET was asked to consider other criteria that were deemed important as part of the MTR – partnerships, innovation and gender equality. Key questions related to each criterion were listed in the Inception Report and the answers to those questions can be found in Annex 4 to this report.

In addition, the following section provides a narrative as to the analysis and findings that were determined as part of the MTR.

A. Relevance

Evaluation Criteria	Key Questions	Answers to Key Questions
Relevance	To what extent is UNDP support relevant to the country's current development objectives, Sustainable Development Goals, as well as its sectoral programs of relevant line ministries?	Was highly relevant, but may need to be adjusted due to post-pandemic priorities.
	How did the Effective Governance portfolio promote the principles of inclusiveness, gender equality, human rights- based approach, innovation and conflict sensitivity?	Through specific indicators related to gender equality and social inclusion with disaggregated data collection as part of M&E plan
	To what extent is programme and project design relevant in addressing the identified priority needs in CPD 2018 – 2022?	Identical to CPD outcomes
	To what extent are UNDP's outcome-level results relevant to and consistent with the national priorities?	UNDP outcomes are well-linked to national priorities as they were in 2018
	Are UNDP approaches, resources, models, conceptual framework relevant to achieve the planned outcome?	Yes. Well-established projects in EG are able to respond to national needs and use strong relationships to build reforms
	Are the current set of indicators, both at the outcome and output levels, effective in informing the progress made towards the outcomes? If not, what indicators should be used?	Most indicators are relevant and effective in informing project work, but some output indicators lack specificity or relevance
	Which programme areas, considering also the impact of the COVID-19 crisis, are the most relevant and strategic for UNDP going forward?	Much of the EG work is long-standing and has seen results, but a focus on accountability and transparency is critical post-pandemic.
	What adjustments are needed for the Effective Governance programme to stay relevant? How has the pandemic impacted the relevance of the programme?	Programme is likely more relevant, with focus on transparency and accountability. Focus also on most vulnerable is critical in building national resilience to pandemic and other emergencies.

²⁷ OECD-DAC Evaluation Criteria:

<https://search.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

²⁸ Two other OECD-DAC criteria – impact and coherence – were not part of this review

When analysing the programme with regard to relevance as a criterion, the core consideration is the “...extent to which the intervention objectives and design respond to beneficiaries’, global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.”²⁹ Unpacking this a bit, the current EG Programme must be well-aligned with the national development priorities, UNDPs Strategic Plan, national framework documents and the SDGs. It is also key to consider if the programme has been designed to address cross-cutting issues and has the appropriate indicators for measuring results linked to such priorities.

The relevant document that defines the parameters of the EG Programme is the UNDP Country Programme Document (CPD) which has provided three outcomes, one of which (Outcome 1) is focused on effective governance.³⁰ The CPD also provides a series of outputs related to achieving the outcome and indicators to measure if the outcome and outputs have been achieved.

Country Programme Document – Effective Governance Outcome & Outputs

Outcome 1:	The people of Moldova, especially most vulnerable, demand and benefit from democratic, transparent and accountable governance, gender-sensitive, human rights- and evidence-based public policies, equitable services, and efficient, effective and responsive public institutions
Output 1.1:	Enhanced legislative, oversight and representation functions of Parliament responsive to the needs of the underrepresented and marginalized groups through the meaningful engagement of the latest
Output 1.2:	Responsive, evidence-based, human rights- and gender- mainstreamed policies and transparent, high-integrity institutions
Output 1.3:	Enhanced representation of women in decision-making positions, with particular focus on Roma and young women
Output 1.4:	Women and men, including from minority and marginalized groups, are enjoying rule of law and protection of human rights ensured by inclusive institutions

SDGs

Relevant SDGs for Effective Governance

SDG 5: Gender Equality

SDG 10: Reduced Inequalities

SDG 16: Peace, Justice and Strong Institutions

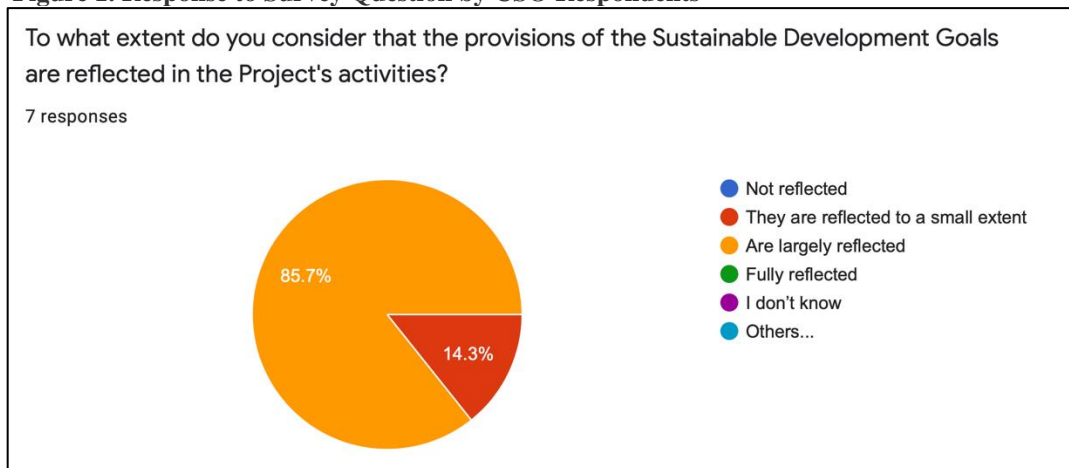
From the CPD it can be seen that the EG outcome and outputs are well-aligned with the SDGs. Outcome 1 of the CPD specifically focuses on effective institutions (SDG 16) that are delivering gender-sensitive public services and government policies (SDG 5) and ensuring the most vulnerable in Moldova are included in economic and social development (SDG 10).

The CSO’s representatives, that answered to the questionnaire related to this review also confirmed this statement (Figure 1).

²⁹ *Supra*: Note 3

³⁰ The CPD outcomes are derived from the United Nations Development Assistance Framework (UNDAF) for Moldova (2018-2022) - <http://www.undp.org/content/dam/undp/documents/undaf/Jordan%20-%202018-2022.pdf>

Figure 1. Response to Survey Question by CSO Respondents



Each of the four outputs related to Outcome 1 provide a specific focus related to each of the three relevant SDGs. Output 1.1. is linked to improving the effectiveness of the parliament as the primary institution for law-making, oversight and representation in Moldova. Output 1.2 reflects human rights-based approach to development. Output 1.3 is related to enhancing gender equality in the country. Output 1.4 links all three SDGs, as it relates to effective justice institutions that are inclusive and showing benefits to both men and women equally.

National Development Priorities

GoM has defined its development priorities through its *National Development Strategy*. Aligning with the SDGs, the Strategy is to run until 2030. The Strategy establishes ten national sustainable development priorities for Moldova. Among these is Priority 8:

National SDG 8: *Ensure efficient and inclusive governance and rule of law*

“...this objective includes most critical components of good governance for sustainable development – promote rule of law and equal access to justice; fight all forms of corruption; develop efficiency, accountability and transparency of institutions at all levels; ensure receptive, participative and representative decision-making process at all levels; ensure access to information.”³¹

As can be seen from the content of the Strategy, it is well-aligned to the SDGs, with each specific sub-goal under Goal 8 being linked to a specific SDG target. Therefore, the EG Programme and the projects being implemented under the programme are focused on the same objectives as the GoM priorities, as defined in the National Strategic Development Strategy.

UNDAF

³¹ Moldova **National Strategic Development Strategy** (2018) Government of Moldova; Chisinau p.82
<https://www.undp.org/content/dam/unct/moldova/docs/devmeetings/2018/Concept%20of%20the%20National%20Development%20Strategy%20Moldova%202030.pdf>

The United Nations Development Assistance Framework (UNDAF) is the defining document for the work to be implemented by the UN in Moldova. It is an agreement between the UN (and its various agencies) and GoM as to the support that the UN will provide in the economic and social development of the country. The current UNDAF runs from 2018 to 2022 (the same timeframe as the CPD). Flowing from the UNDAF, each UN agency that works in Moldova will develop a specific programme document that must be aligned with the UNDAF and defines, in greater detail, the specific support to be provided by the agency and how it will provide such support.

As noted above, the UNDAF has a series of outcomes, one of which is related to effective governance. The relevant outcome is the same as the outcome noted for effective governance for UNDPs CPD and is the outcome for the EG Cluster within the UNDP Country Office (CO) in Moldova. Therefore, the effective governance outcome in the UNDAF is the “golden thread” that intertwines with the CPD and the EG Programme, ensuring all are well-aligned.

There is also strong alignment between the EG Outcome of the UNDAF and CPD and the relevant *National Development Strategy* goals. National SDG 8 (described above) speaks of the objective of “efficient and inclusive governance”, which is a somewhat simpler means of describing what is defined as the effective governance outcome in the UNDAF, CPD and cluster programme. In both cases (GoM; UNDP) the focus of governance is on accountability, transparency and inclusivity.

Indicators

For each of the outcome and outputs for the EG Programme there is a set of indicators by which one can measure if each has been achieved. For the outcome the indicators are the same as for the CPD, given that the wording of the outcome is the same as for the other foundational documents. For the UNDAF five of the seven indicators (1.1, 1.2, 1.4, 1.5 and 1.6) have been incorporated into the EG Programme through the CPD. For the outcome, the indicators are almost exclusively linked to quantitative data, allowing for the measuring of targets through externally and objectively measured data. For example, indicator 1.2 of the EG Programme measures the percentage of households in Moldova that have experienced corruption in the past 12 months and is based on survey results.

For each of the four outputs related to the outcome there are separate sets of indicators. Almost all of the indicators are based on quantitative evidence, though perhaps with a more subjective perspective. For example, a few of the indicators are related to the level of implementation of national action plans and strategies, including for human rights and corruption. Yet the measurement of these will require some subjective determination if a specific action from the relevant strategy has been implemented. Some other indicators, such as whether or not the administration of the Parliament has enhanced capacity, is fully qualitative in nature, and requires subjective judgment as to its achievement.

Good indicators should adhere to the SMART³² criteria, ensuring the indicators are specific, measurable, achievable, relevant and time-bound. The vast majority of the indicators meet these criteria; however, there are some indicators where this standard has not been met. The output

³² https://eca.state.gov/files/bureau/a_good_start_with_smart.pdf

indicator related to the capacity of the parliamentary administration is difficult to measure. The same could be said for the indicator requiring “minimum error” in voter registration lists.³³ Another indicator (CPD Indicator 1.43.2 – “Quota law including gender placement provision”), seems to have been, at least partially, achieved in 2016, prior to the adoption of the current CPD and EG Programme. The indicator is also focused on new provisions to the legislation beyond the original law as adopted, which is still relevant. yet this is not abundantly clear and the indicator fails to meet the SMART criteria for indicators.

The one challenge that can be identified from the indicators is with regard to the national SDG indicators and targets. The National Development Strategy was approved by the Government in 2018 and sent to the Parliament to be adopted, has identified 106 indicators related to SDG implementation that are relevant for Moldova. However, that is less than 50% of all SDG indicators. In addition, the indicator targets are not disaggregated. Though the Plan does note that this will be accomplished, yet there is no specific targets articulated in the plan.

Outcome Theory of Change

A key gap in the design of the EG Programme has been the lack of specific programme document and the accompanying ongoing analysis that would be expected with such a document. This includes a clear monitoring and evaluation (M&E) plan at the outcome level, the integration of risk analysis into programme planning and routine analysis of the current context in which UNDP is operating and how this may result in adjustments to the Theory of Change and to the programming under the Cluster.

There are some foundational documents to this programme that reflect on the Theory of Change. First, the UNDAF has a UN country level Theory of Change that includes specific sections for each cluster, including in Section 2.2. In addition Section 2.3 of the UNDAF does provide some description as the priority area of work for the UN Country Team on EG.³⁴ However, the UNDAF is an overarching document that defines all the work of the UN Country Team in Moldova and does not provide the level of detail and context analysis that would be expected for a programmatic Theory of Change and affiliated risk analysis and M&E Plan.

Second, the current UNDP CPD also has a section dedicated to the Theory of Change (Annex C) and the EG Cluster does produce an annual strategy note that updates its proposed work and the analysis upon which it is based. This does indicate that the EG Cluster is annually considering the “how” of its work within the political and governance context of Moldova. The CPD Theory of Change has the correct format for such a analysis and reflects on key factors, but lacks the detailed, nuanced analysis that must be conducted in order to strategically and surgically design UNDPs interventions and activities. Such analysis also must be conducted on a routine basis – certainly more often than the annual approach that has occurred to date.

There is a need for this careful and nuanced analysis of effective governance in Moldova and the drivers of change and the barriers to reform and how UNDPs EG Cluster will work to reach the

³³ Output 1.1 – Indicator 1.1.3

³⁴ *Supra* Note 31 – pp 22-27

ultimate outcome of its work. The lack of ongoing, detailed analysis has resulted in project/output level interventions which have, overall, been successful, but may lack a clear link to a broader effective governance approach.

There is added value in having a cluster-level programmatic document and M&E plan. First and foremost, the goal of UNDPs work in Moldova is to achieve results at the outcome level (in this case Outcome 1 of the CPD). The EG Cluster team is the organisation's primary focal point for ensuring the outcome is achieved. This requires not only a formal document with a clear outcome-level theory of change, but an ongoing monitoring and analytical process within UNDPs EG Cluster that enables the Cluster team to have the ability to more nimbly maneuver within the complex and ever-changing political and governance systems in Moldova. to ensure the focus of the work is at that level. Without such a document, and as observed during this review, there is a tendency for those implementing the programme to be more focused on the project/output level priorities. Second, given the dynamic nature of governance work in Moldova, a programme document would define more clearly how such work will be implemented and can build certain monitoring tools into the implementation to ensure the work is adjusting to the many challenges faced when working in this sector. Third, having a specific theory of change for the effective governance programme allows for a nuanced analysis of the political and governance systems as they evolve and provides a missing link between the CPD theory of change and the analysis being done at the project level.

With regard to the theory of change, in the past decade it has become a critical component of all UNDP projects and programmes, as it provides a logical progression of how a programme will achieve its defined outcome, including what inputs or tools will be used to achieve the outcome and the specific sectors or thematic areas that will be supported to achieve the outcome. Each of the projects implemented during the first three years of the current EG Programme has a theory of change, but there is still a lack of routine, detailed analysis and the requisite updating of the outcome-level theory of change that should colour the work of UNDP in this field. This has limited the ability of UNDPs EG Cluster to have a clear plan as to how it will achieve its ultimate outcome. This, in turn, results in a greater focus on the Cluster and its project teams on the output level of the programme.

Cross-cutting Issues

Despite not having a clearly articulated theory of change and plan for outcome-level results, the EG Programme has been able to ensure cross-cutting issues have been well integrated into the programme. Issues related to gender equality, human rights, and innovation are integrated into the project activities through a dual approach, allowing for mainstreaming of these issues into each activity and specific, targeted activities to promote these principles. This is likely the case because the indicators include specific targets related to gender equality and human rights, thus requiring the programme to ensure it meets these targets. Though innovation is less of a focus of the indicators for the programme, it has been embedded in the institutional culture of UNDP from the Strategic Plan to the CPD, ensuring it is well-considered in all outputs and activities at the programme and project levels.

Lessons Learned
1.1: Programme output indicators are more results-oriented and impactful when they comply with SMART indicator criteria
1.2: Programme indicators that include cross-cutting issues, such as gender equality, are more likely to result in such issues being at the core of the programme's implementation
1.3: A programme document is critical to defining the outcome-level theory of change that is required to ensure the focus of work is at an outcome level

B. Efficiency

Evaluation Criteria	Key Questions	Answers to Key Questions
Efficiency	How much time, resources and effort it takes to manage the EG Cluster, what could be improved and how UNDP practices, policies, decisions, constraints and capabilities affect the performance of the Cluster?	Standard UNDP model of project-based implementation creates certain cost-effectiveness; Yet the same model requires concurrently sufficient capacity to ensure outcome-level/programmatic implementation
	To what extent did monitoring systems provide data that allowed the programme to learn and adjust implementation accordingly?	Most effective monitoring was at the project level, where adaptation has occurred when evidence has warranted such change. Programme level monitoring was more limited.
	What have been roles, engagement and coordination among the stakeholders? Have UNDP succeeded in building synergies and leveraging with other programs and development agencies in the Country, including UNCT programming and implementation?	Coordination amongst DPs is routine and effective. It is often led by national partners, depending on the sector. Limited evidence of cross-programme collaboration or with other UNCT.
	How did UNDP promote gender equality, human rights and human development in the delivery of outputs?	Through mainstreaming and targeted interventions; Development of tools and rules for institutionalisation in GoM
	Was there any identified synergy between UNDP initiatives that contributed to reducing costs while supporting results?	Limited evidence of cross-project or cross-programme collaboration
	Were there any notable costs associated with the implementation of the programme or specific projects? Were the programme and its projects cost-effective in their delivery of results?	Procurement of ICT and physical infrastructure was a significant cost to some projects. Project model of national staff with one LT international staff and ST consultants is a cost-effective means of delivering projects.
	How has the COVID pandemic impacted on the ability to deliver results through the programme?	Governance reform is about strong relationships. Difficult to build and maintain such relationships with limits placed by pandemic. May require a newer modality.
	To what extent has UNDP managed to establish viable and effective partnership strategies in relation to the achievement of the outcomes? What are the possible areas of partnerships with	Partnership viability is closely tied to national beneficiaries willingness to engage with partners. Work on anti-corruption

other national institutions, NGOs, UN Agencies, private sector and development partners?

promotion was a good example of effective partnerships with civil society and the private sector. If possible this should be replicated with other projects.

The EG Programme is implemented through a small team within the CO with an Effective Governance Cluster Team Leader. It is heavily reliant on **project-based teams** to deliver the specific activities and to achieve results related to each project's outputs and outcomes. Project outputs and outcomes are linked closely to the EG Programme's outputs and outcomes. This is a standard model of implementation for UNDP COs and allows for the vast majority of the programme implementation costs to be provided through project funds that are allocated from donors and UNDP TRAC funding.

Based on feedback from national partners and beneficiaries, there is a significant level of endorsement for the current model of implementation.³⁵ Many noted that their primary interaction was at the project level, where they had established good relations with project staff, including managers and technical advisers. Where project teams are in place for the long-term, they are able to build trusted relationships with the national beneficiaries that enables the projects to be more adaptive and to achieve greater results.

A good example of this approach and its effectiveness can be seen in the electoral project. A number of partners to that project acknowledged the key role of the Chief Technical Adviser to success of the project. Specifically, the project team played a critical role in establishing a dialogue forum for development partners with the Central Electoral Commission (CEC). Initially there was reluctance from the CEC for such a forum, but the project, given its close relationship and support to the CEC, leveraged this to create the forum. Similarly, the work of the project in improving the quality of the voter registration system, that expanded the support over other parts of the government, was seen as impactful and was the result of the project team's inherent knowledge of the organisational culture and systems that allowed for as nimble and strategic partnership.

Yet a downside to this model of programme implementation is the need to maintain long-term project staffing. Where a project has been unable to retain long-term technical expertise the level of delivery and the achieving of results is impacted. This was noted with regard to the parliament project where there was a rotation of CTAs.

An alternative model for implementation is to have a basket fund for donors to invest in the entire EG Programme through a programme document. The funds can then be allocated as required to different outputs on an annual, or even quarterly, basis, depending on the current context. For example, in 2019 when the parliament project's work was diminished due to the ongoing political dispute and the change in governments, a programme-level allocation of funding could have allowed for reallocation of funds to other outputs that were more likely to have traction. However,

³⁵ Many development partners noted the long-standing and effective leadership of the Cluster Team Leader as someone who is well-connected and respected in GoM.

this approach would also require a robust M&E system to allow for such adaptive work and would likely require donors to be open to this non-linear approach to project management.

A good example from the region related to the use of a basket fund can be seen in Serbia. There, UNDP looked at a specific development challenge – Serbia’s development is impacted by a rapid decline in its population due to a growing diaspora and lower birth rates. Initially the CO invested in defining the potential solutions to the challenge and worked with the governments, civil society, the private sector and development partners to effectively define a number of possible solutions. Then a basket fund was established to support UNDPs efforts in implementing “..a portfolio of solutions”.³⁶ But such work was implemented always with an eye to the development challenge and how each solution will work concurrently to achieve success in addressing that key challenge.³⁷

Formal **M&E and risk analysis** currently takes place at the project level and reported to the EG Cluster team on a routine basis. There is limited programme-wide project monitoring and risk analysis. The programme provides an annual Strategy Note, integrated work plan and uploads results to UNDPs systems, yet there is a need to ensure a programme-level or outcome-level delivery is at the heart of the implementation of the programme. What monitoring that does take place at the programme level is as per UNDP standard procedures. By aggregating data and information at the programme level a more nuanced analysis should occur on a routine basis (monthly; quarterly) to determine what adjustments need to be made in work planning and if resources need to be reassigned to ensure the programme remains focused on outcome-level results.

There is evidence of project-level adaptation as a result of the project-level efforts, which require programme-level endorsement. For example, the parliament project made adjustments to its work in 2019 when the work that was planned with certain parliamentary committees with regard to impact analysis was not able to be implemented and the project shifted its focus to induction programmes for newly-elected MPs, legal drafting skills and support for women deputies.

Considering the programme’s ability to achieve **value for money**, there are positive indications of the programme’s ability. The various projects focused on two key modalities - timely technical and policy advice to national beneficiaries and procurement of IT and physical infrastructure. The former was delivered through a mix of long-term technical staff assigned to a project and short-term expert consultancies. The latter involved projects’ access to UNDP procurement system, including strong standard practices and dedicated staff at the CO and regional levels. In both cases, UNDPs ability to procure goods and services through its network of operational support has ensured a cost-effective use of resources. In addition, the reliance primarily on national staff to manage and deliver project activities, with a strategic use of international expertise, also shows a good use of project funds to deliver results.

³⁶ <https://www.rs.undp.org/content/serbia/en/home/blog/2020/in-serbia--new-approaches-to-tap-talent-and-tackle-depopulation.html>

³⁷ The example from Serbia also shows how partnering with other UN agencies and the private sector can enhance the results and impact of UNDPs work (which will be discussed in some detail under the *Partnerships* section of this report).

Lessons Learned
2.1: A programme-wide M&E strategy and risk analysis is vital to ensuring an outcome-focused approach to implementation
2.2: Where project staff are retained for the long-term there are stronger, trusted relationships with key partners and beneficiaries and, in turn, better results at the output and outcome level

C. Effectiveness

Evaluation Criteria	Key Questions	Answers to Key Questions
Effectiveness	What has been the progress towards the achievement of the targets in the Outcome 1?	There has been progress in reaching targets related to Outcome (% of women elected; perception of GoM)
	To what extent has progress been made towards outcome achievement? What has been UNDP's contribution to change?	Programme is on-track for achieving outcome.
	What have been the key results and changes? How has delivery of outputs led to outcome level progress? Are there any unexpected outcomes being achieved beyond the planned outcome?	1.1- Parliament is applying tools for gender impact and post-legislative scrutiny; Elections have stronger voter registration and more transparent party financing 1.2- AC Strategy is being implemented; Gender-responsive tools developed and new policies in place 1.3- Increased percentage of women elected, including Roma & PwDs; 1.4- HR Action Plan being implemented; More inclusive recruitment with police service; new human resource rules in military are more inclusive
	To what extent has UNDP succeeded in national partners' capacity development, advocacy on governance, justice and human rights issues including sustainable development goals?	Women deputies in parliament were supported in analysing SDGs and their role in implementation; Women VSOs are monitoring anti-corruption strategy implementation; New models of policing have been adopted and being successfully implemented
	To what extent has UNDP succeeded in building partnership with civil society and Partners and Stakeholders?	Relationship with CSOs is multi-faceted and allows for CSO voices in strategic decisions on implementation;

	Partnerships with CSOs were leveraged for effective civic education, especially for youth
To what extent has the results at the outcome and outputs levels have benefitted women and men equitably?	By mainstreaming GE in work of projects and in targeted activities the programme has supported reforms, both legal and policy, of GoM that are resulting impacting women and men
To what extent have marginalised groups benefited from the programme?	PwDs have seen a focus on their needs with regard to participation in elections and beyond, in terms of accessibility of the public buildings; Youth are the focus of AC civic education; Gender impact assessment tool developed in parliament
What are the main factors (positive and negative) that have/are affecting the achievement of the outcome? How have these factors limited or facilitated progress towards the outcome?	Building & maintaining trusted, strong relationships with national partners; Timely, bespoke, high-level policy advice; Yet results are limited to some extent by lack of full commitment and ownership of key national partner staff.
What measures can be taken to make the outcome more effective and results-oriented?	Providing knowledge and sharing experiences early to get buy-in of national partners; More peer-to-peer exchanges with counter-parts from other countries in the region. More regional engagement overall.

Measuring effectiveness at the mid-point in the programme is to determine if the programme is on track to achieve its outcome. In order to determine if the outcome is likely to be achieved it is necessary to unpack each output to determine if they have been or will be achieved by 2022 (the end of the programme). This will require a consideration of the data that has been collected to date with regard to the indicators for each output and to determine if the achieving of the out put is the same for all key groups. The CPD set up values for each indicator with baseline values and targets for 2022. There are no mid-level targets making the evaluation harder to check if the indicator is on track or not and give space to subjective estimations.

Output 1.1:	Enhanced legislative, oversight and representation functions of Parliament responsive to the needs of the underrepresented and marginalized groups through the meaningful engagement of the latest
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Output 1.1 focuses on the effective and inclusive representation of citizens in the decision-making of the Parliament. The indicators are linked to two projects that have operated under the current EG Programme – a project in support of the Parliament and one in support of the Central Electoral Commission – which have been long-standing as part of UNDPs governance portfolio. Indicators for this output measure the following:

- Capacity of the staff of the Parliament;
- Policy decisions reflecting needs of marginalised citizens; and
- Voter registration list that has a minimum number of errors.

Notwithstanding that these indicators are not as easily measurable as should be expected (see relevance sub-section above), with the last indicator being rather vague, there are indications that there has been progress in achieving this output. Examples of progress include:

- Development of ex-post legal impact assessment tool for Parliament committees that has been applied to 19 laws as part of Parliamentary Oversight Action Plan
- Parliamentary staff received training on human rights policy analysis and on gender-responsive law-making

The Electoral list data are interoperable with other population registers and the data exchange between the State Register of Voters and the Register of Population, Register of the Civil Status Acts and Address Register ensured via the M-Connect Platform in the presidential elections of November 2020. In addition to the work related to the output indicators, other evidence confirms the progress made towards the goal. For example, the CEC has commenced the publication online of political party financial reports, allowing for more transparency in party regulation. Also, the CEC conducted a survey of accessibility of polling stations for People with Disabilities (PwDs) to better understand how elections can be accessible for all citizens. However, on the other hand, the work with the Parliament was challenged in its final two years by very different barriers that prevented the full delivery of the planned results in 2019 (political instability) and 2020 (pandemic).

In conclusion, there are limited indicators set up for the Electoral Related projects, since it has allocated resources and realised significant achievements in its work.

Output 1.2:	Responsive, evidence-based, human rights- and gender- mainstreamed policies and transparent, high-integrity institutions
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Output 1.2 appears to be a merger of two sub-outputs – inclusive policies and government institutions with integrity. This bifurcation can be seen in the indicators linked to the output:

- Innovative civic engagement by national partners;
- National disaggregated SDG indicators and targets;
- New gender and human rights mainstreamed policies; and
- Actions implemented from the National Anti-Corruption Strategy

Progress can be seen in meeting the targets for these indicators. The work of the anti-corruption project under the EG Programme has been effective in developing innovative models for civic

education, including youth summer schools³⁸, hack-a-thons³⁹, and even commissioning a rap song⁴⁰ with nearly 1 million views. By some measurements this has been some of the most impactful work of the programme.

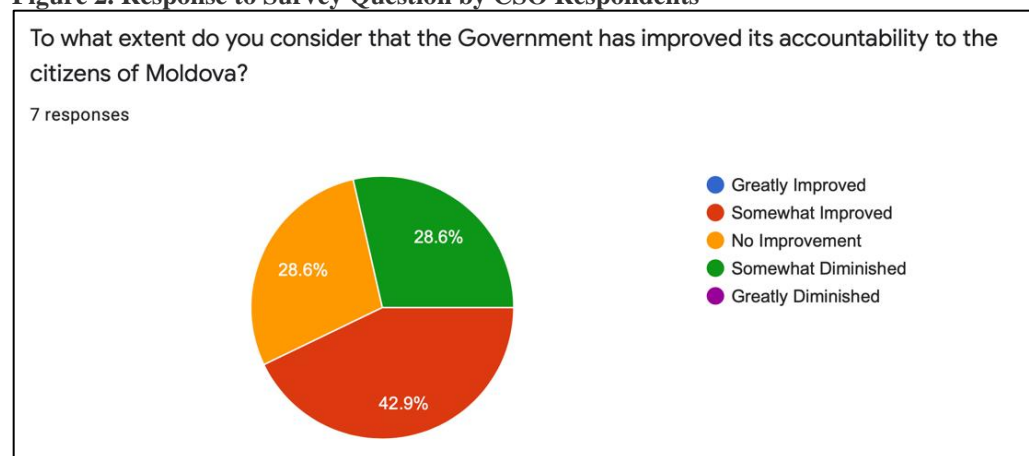
The programme has also had some success in promoting the adoption of gender and human rights tools to enhance policy decisions based on these core principles. The programme supported the mainstreaming of gender equality policies into the human resource management of the Ministry of Defence and the General Police Inspectorate. Key laws were amended to reflect non-discrimination practices in recruitment within the Ministry of Defence, including the Labour Code and the Statute on Military Personnel.

Separately, but as important, the programme, through its project work, has supported the development of capacity with numerous CSOs focused on gender equality to provide them with the skills to monitor the implementation of the National Anti-Corruption Strategy. Shadow reports have been produced at the sectoral level, including direct engagement of the Ministry of Education on the Ministry's Anti-corruption Action Plan.

The implementation of the National Anti-Corruption Strategy continues with support from UNDP's anti-corruption project. As of the end of 2019, 35% of action points in the Strategy have been achieved and another 57% are in progress.⁴¹

The questionnaire also provides proof that the Government is in the middle of the implementation period, but there are a lot of challenges in order to reach the targets. (Figure 2)

Figure 2. Response to Survey Question by CSO Respondents



³⁸ <https://www.md.undp.org/content/moldova/en/home/presscenter/pressreleases/2019/tineri-ambasadori-ai-integritii-din-republica-moldova-i-romania-.html>

³⁹ <https://www.moldova.org/en/legathon-hack-corruption-law-to-the-people-an-event-for-young-people-passionate-about-it/>

⁴⁰ <https://www.facebook.com/watch/?v=1046900225656231>

⁴¹

https://cna.md/public/files/Raport_de_monitorizare_si_evaluare_a_implementrii_Strategiei_Naionale_de_Integritate_si_Anticorupcie_pentru_anii_2017-2020_Perioada_de_raportare_anul_2018.pdf

Beyond the indicators there are positive signs of progress. More than 1 million citizens received awareness raising with regard to national whistleblower rules and integrity in the private sector.⁴² The National Anti-Corruption Commission (NAC) received support to achieve ISO certification. The anti-corruption project also supported the development of an e-integrity registry.

Output 1.3:	Enhanced representation of women in decision-making positions, with particular focus on Roma and young women
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In keeping with the bilateral approach to gender equality throughout the programme – with both mainstreamed interventions and targeted interventions – Output 1.3 is targeted on the level of women’s role in decision-making in Moldova. This goal was advanced in 2016 with the adoption of a quota of 40% of candidates on party electoral lists (30% for the 2019 local election) must come from each gender. But the indicators for this EG Programme attempt to make even further progress through:

- Women, including young and Roma, benefiting from support to increase women’s leadership role; and
- Amendments to the electoral legislation to enhance quota rules

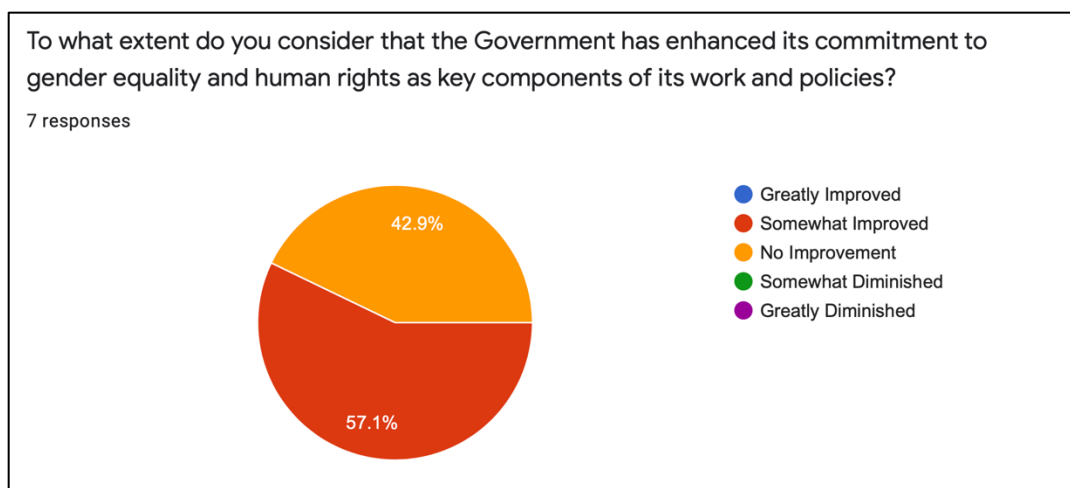
Local elections in 2019 did see an increase in women’s representation at the local level. The percentage of women elected as local councillors rose to 36.5% (up from 30%) and for district councillors to 28.7% (up from 18.7%). In the first parliamentary election in 2019 the percent of women deputies rose to 24.8% (up from 22.8%). Both the Speaker and Deputy Speaker are women, as was the Prime Minister for a portion of 2019. As of November, 2020, presidential election Moldova now has a woman President.

With regard to women from marginalised groups, the programme provided capacity building to Roma women and women with disabilities as candidates for local elections. In the 2019 local elections six Roma women and six women with disabilities were elected as councillors, up from one Roma councillor previously. In addition, specific skills training was provided to women deputies with regard to legal drafting and communications.

With regard to the question of whether or not the Government has enhanced its commitment to gender equality and human rights as key component of its work and policies, the opinions of those CSOs surveyed is split in almost half, 57,1% considering that the Government somehow improved it’s commitment and 42,9% consider that there is no improvement in this area. (Figure 3)

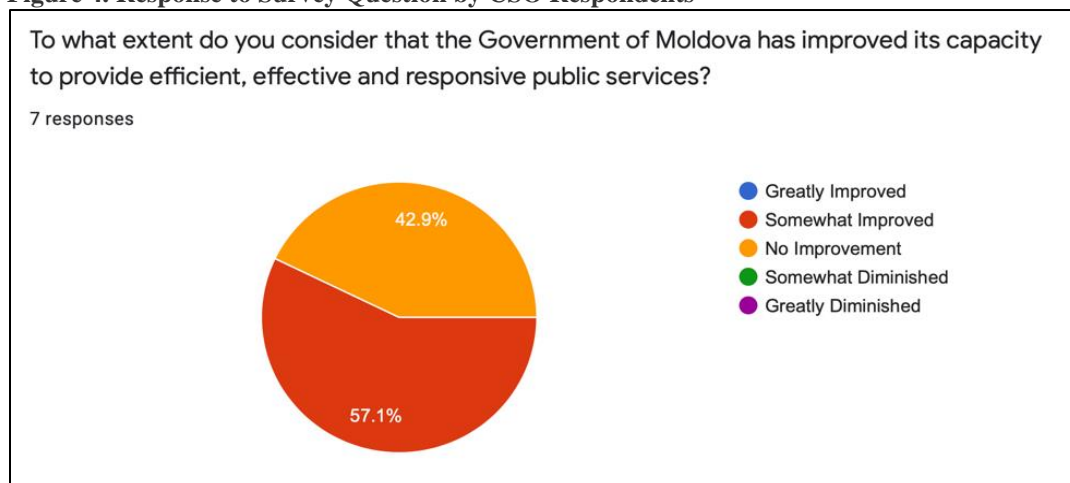
Figure 3. Response to Survey Question by CSO Respondents

⁴² https://developers.facebook.com/docs/plugins/embedded-posts/?prefill_href=https%3A%2F%2Fwww.facebook.com%2Fmedia%2Fset%2F%3Fset%3Da.2426775570725570%26type%3D3#code-generator



Almost the same received the question regarding the services provided by the Government, where all respondents consider the Government somewhat improved its capacity to provide efficient, effective and responsive public services (57.1 %) or there was no improvement (42.9%) (Figure 4)

Figure 4. Response to Survey Question by CSO Respondents



Beyond the evidence related to meeting indicator targets, the programme has continued to focus on targeted activities related to women's political empowerment. Efforts continue to re-establish a women's caucus with deputies in the Parliament. The programme continues to support the implementation of the National Strategy on Ensuring Equality between Women and Men (2017-2021).⁴³ The election project under the programme supported the CEC in issuing guidelines for

⁴³ <https://cis-legislation.com/document.fwx?rgn=98916>

political parties on achieving the 40% legislated candidate quota and in the implementation of the introduced for 2019 parliamentary elections financial incentives for reaching such quota.

Output 1.4:	Women and men, including from minority and marginalized groups, are enjoying rule of law and protection of human rights ensured by inclusive institutions
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The final output for the EG Programme is focused on improved results with regard to the justice system, including policing, prosecution and the judiciary. The relevant indicators are:

- Perception of access to a fair trial;
- Rate of implementation of actions outlined in the National Human Rights Plan; and
- Number of women employed and application of gender-responsive policies for policing services

The CPD set up target values for the second indicator as the share of implemented actions in the NHRP 2018-2022 to be 50 %. If only 50% of action are implemented in a document the document could not be considered to be implemented at all.

Despite the fact that the indicators for Output 1.4 are more challenging with regard to specificity (perception of a fair trial) and measurability (application of gender-responsive policies in policing), there are indications of progress with regard to this output. In support of the National Human Rights Action Plan implementation, the programme has provided specific interventions at the sectoral level to implementation human rights-based tools. For example, support was provided to the Ombudsman's Office to develop a capacity needs assessment tool that incorporated human rights modules into its training programme. The National Prison Administration adopted a set of rules to ensure prison inspection include a human rights-based approach.

In addition, the National Institute of Justice has received support from UNDP to enhance its physical infrastructure and capacity to train judges. The police recruitment unit was overhauled with a new structure and procedures, allowing for a more inclusive process and the promotion of more women recruits. This included support in developing standard operating procedures, new digital systems and a new recruit evaluation process with digital testing components.

Beyond the indicators, support for projects in the field of rule of law have been critical in promoting new policing tactics, such as community policing. The piloting of bicycle policing is highly innovative for Moldova. The police reform project has provided bespoke, strategic advice to senior police officials through embedded technical expertise. A modern forensic unit has been established.

Below is a table that provides a summary of the CPD outcome targets and indicators with the current status as to their achievement.

Outcome 1:	The people of Moldova, especially most vulnerable, demand and benefit from democratic, transparent and accountable governance, gender-sensitive, human rights- and evidence-based public policies, equitable services, and efficient, effective and responsive public institutions		
Outcome Indicators	Baseline	Target (2022)	Current Status
% of people who trust in governance institutions	Parliament:	Parliament: Total: 20%;	(December 2019) Parliament

(Parliament, Government, Justice) by sex and urban/rural status	Total: 5.9%; Men/Women: 6.9%/5.2%; Urban/Rural: 4.8%/7.0%; Government: Total: 9.2%; Men/Women: 10.3%/8.3%; Urban/Rural: 7.8%/10.3% Justice: Total: 7.8%; Men/Women: 9.1%/6.7%; Urban/Rural: 7.5%/8.0%	Men/Women: 20%/20%; Urban/Rural: 20%/20%; Government: Total: 25%; Men/Women: 25%/25%; Urban/Rural: 25%/25%; Justice: Total: 25%; Men/Women: 25%/25%; Urban/Rural: 25%/25%	Total: 23.6 per cent Men: 23.9 per cent Women: 23.6 per cent Urban: 24.4 per cent Rural: 23.0 per cent Government Total: 27.8 per cent Men: 29.3 per cent Women: 26.4 per cent Urban: 27.2 per cent Rural: 28.3 per cent Justice Total: 26.1 per cent Men: 27.2 per cent Women: 25.2 per cent Urban: 26.1 per cent Rural: 26.2 per cent
Households and businesses facing corruption in the last 12 months, % of the interviewed	Households 24%; Business 24%	Households 12%; Business 14%	(2019) ⁴⁴ Households: 17 per cent Businesses: 20 per cent
Proportion of women and men elected/appointed in the Parliament, Government cabinet and local public authorities	Members of Parliament (2016) Women/Men: 21.8%/77.2%; Government Cabinet (2016) Women/Men: 21%/79%; LPA mayors (2015) Women/Men: 20.6%/79.4%; LPA local councilors (2015) Women/Men: 30%/70%; LPA district councilors (2015) Women/Men: 18.5%/81.5%;	Parliament Women/Men: 40%/60%; Government Cabinet Women/Men: 40%/60%; LPA mayors Women/Men: 30%/70%; LPA local councilors Women/Men: 40%/60%; LPA district councilors Women/Men: 40%/60%	(2019) MPs Women: 24.8 per cent Men: 74.3 per cent (2019) LPA mayors Women: 21.8 per cent Men: 78.2 per cent (2019) LPA local councilors Women: 36.5 per cent Men: 63.5 per cent (2019) LPA district councilors Women: 27.1 per cent Men: 72.9 per cent (2019) Government Cabinet Women: 16.7 per cent Men: 83.3 per cent
Proportion of sustainable development indicators produced at the national level with full disaggregation relevant to the national target	Disaggregated data are available for 35% of Sustainable Development Goal global indicators, partially available for 15% is and are lacking for 50%	50% available, 30% partially available	(2019) Disaggregated data is available for 48% of SDG indicators; partially available for 18%; & lacking for 34 per cent
Reduced discrimination (non-acceptance) of social groups vulnerable to discrimination	People with physical disabilities – 2.2 People with intellectual/psychosocial disabilities – 3.6 Jews – 2.3 Religious minorities, non-Muslims – 2.3 Roma – 3.1 Muslims – 3.3 People of African descent – 3.1	People with physical disabilities – 1.9; People with intellectual and psychosocial disabilities – 3.2; Jews – 2.0; Religious minorities, other than Muslims – 2.0; Roma people – 2.8; Muslims – 3.0; People of African descent – 2.8; Ex-inmates – 3.2; People living with HIV – 3.8;	(2018) ⁴⁵ People with physical disabilities: 1.7 Jews: 2.2 Religious minorities, other than Muslims: 1.9 Roma people: 2.9 People of African descent: 2.8 Muslims: 2.9 People with intellectual and psychosocial disabilities: 2.6 Ex-inmates: 2.9 People living with HIV: 3.3

⁴⁴ Data from 2019 Moldova Country Results Report and is not exacting the same as measured in the baseline data

⁴⁵ Study on Equality Perceptions in Moldova (2018) Equality Council; Chisinau

https://www.md.undp.org/content/moldova/en/home/library/effective_governance/percep_ii-asupra-drepturilor-omului-in-republica-moldova.html

	Ex-inmates – 3.6 People living with HIV - 4.3 LGBT people – 5. 2	LGBT people – 4.5	LGBT people: 4.4
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From the data listed in the above table, related to the outcome-level indicators and targets, there has been progress on many fronts. The trust in government institutions already exceeds the target percentages. The percentage of women elected to offices at the local and national level is approaching target numbers. The same could be said for the outcomes related to corruption, SDG and discrimination targets.

Therefore, the effectiveness of the EG Programme at the midpoint can be summarised in the below table:

Outcome/Outputs	Status	Brief Rationale/Evidence
Outcome 1: The people of Moldova, in particular the most vulnerable, demand and benefit from democratic, transparent and accountable governance, gender-sensitive, human rights- and evidence-based public policies, equitable services, and efficient, effective and responsive public institutions.	ON-TRACK	Positive perception of governance institutions are increasing; More women elected at local/national levels; Reduced exposure to corruption
OUTPUT 1.1 Enhanced legislative, oversight and representation functions of Parliament responsive to the needs of the under-represented and marginalized groups through the meaningful engagement of the latest.	ON-TRACK	Legislative impact analysis in process of institutionalisation; Voter registration list enhanced
OUTPUT 1.2: Responsive, evidence based, human rights- and gender- mainstreamed policies and transparent, high integrity institutions	ON-TRACK	Innovative approaches to engaging and educating marginalised groups; Gender and human rights tools developed and implemented with Government; Work required on SDG disaggregated data
OUTPUT 1.3: Enhanced representation of women in decision-making positions, with particular focus on Roma and young women	ON-TRACK	Number of women elected at local/national level has increased; Progressive policies and practices in place to implement quota law
OUTPUT 1.4: Women and men, including from minority and marginalized groups, are enjoying rule of law and protection of human rights ensured by inclusive institutions	ON-TRACK	Improved police recruitment to promote more women in policing; human rights-based approaches introduced in government sectors (e.g. justice; Ombudsman)

Lessons Learned
3.1: Results are more likely where programme/project staff embrace adaptability and are willing to adjust activities as required based on the current context and opportunities
3.2: Piloting innovative approaches to effective governance will have inherent risks, but can yield significant results
3.3: Building trusted relationships with partners and beneficiaries will mean stronger results and more ownership of proposed reforms

D. Sustainability

Evaluation Criteria	Key Questions	Answers to Key Questions
Sustainability	What indications are there that the outcomes will be sustained, e.g., through requisite capacities (e.g. systems, structures and staff)?	Procured equipment will have lasting impact; Some reforms have been institutionalised; policies/legal acts/internal regulations approved; methodologies institutionalised and

	are being applied; staff capacities enhanced.
To what extent do the UNDP established mechanisms ensure sustainability of the policymaking interventions?	Use of tools such as legal & policy reform, assessment tool development and incubating new approaches are highly effective at institutionalisation
To what extent are programme modalities designed to facilitate the continuation of the project after donor funding ceases? Is this design work being done?	Having embedded project staff within GoM has allowed for capacity building and transfer of knowledge beyond static events (i.e. – trainings) which have been more results-oriented; Linking policy advice with infrastructure procurement and capacity development allows for a more sustainable results; Output level theories of change would be useful
To what extent has engagement in triangular and South-South Cooperation and knowledge management contributed to the sustainability of the programme?	This could be enhanced with more peer-to-peer exchanges; Political instability has limited ability to build relationships and to triangulate
How will concerns for gender equality, human rights and human development be taken forward by primary stakeholders?	Building capacity of gender-focused CSOs will have lasting results at local level; Institutionalizing or establish legal framework for gender-responsive tools will ensure application in policy development
How strong is the level of ownership of the results by the relevant government entities and other stakeholders, specifically in the post-COVID-19 crisis?	Ownership is critical to results. Relationships have had some success in achieving results, but greater ownership is of added value.

Sustainability refers to the likelihood that a programme's results will continue beyond the life of the project. It is also a reflection on the modalities utilised to achieve sustainability. To be clear, as this is a mid-term review, the question of sustainability cannot be answered definitively because the work of the EG Programme is still being implemented and results have, in the vast majority of cases, not yet been achieved. Having noted this point, at this stage it is possible to observe some key strategies or methods that are more likely to achieve sustainability:

Legal Framework Adjustments

One means of promoting sustainability is to entrench new legislation that reflects the new rules and practices that will ensure long-term change to how a sector or whole-of-government is managed. In the case of the EG Programme there has been an effort to change certain laws where this is feasible and appropriate. Such legislative changes have included changes to the Labour Code and the Statute on Military Personnel to ensure a more inclusive and gender sensitive approach to human resource administration in the Ministry of Defence.

Sectoral Policy Changes

Where legislative change is not feasible or not appropriate the programme has focused on changes to policy within specific sectors or government ministries/agencies. Similar to legislative change, but subject to change more easily, by amending policies there is an opportunity to institutionalise the changes promoted by the programme. For example, work with the Parliament resulted in changes to its internal regulations based on gender analysis of the rules conducted by the programme's parliament project. Another example is the decision of the CEC to publish political party financial reports online for public consumption. These are changes that promote transparency in the long-term.

Impact Assessment Tools

The EG Programme has developed a number of assessment tools for different sectors of government. By developing a tool that fits into the context of the sector and working with sector actors, the programme is able to introduce bespoke assessment tools that can easily be applied consistently. Examples of this approach can be seen in the human rights assessment tools developed for the National Prison Administration or the Ombudsman's training needs assessment for identifying capacity gaps related to human rights knowledge. It was also visible through the post-legislative scrutiny methodology developed by the parliament project for the parliament.

Infrastructure

Another means of promoting institution-level change is to procure and build physical infrastructure for government partners that will then be adopted by them for long-term use. Such infrastructure, in the case of this programme, has included a police forensic unit and the installation of new ICT systems for the CEC.

Incubation of New Approaches

UNDP cannot single-handedly steer reform in GoM. But it can introduce new ideas and approaches to the work of government in order to promote new ways of thinking with regard to the delivery of public services. The EG Programme has used the piloting of new approaches to test and try new methods of service delivery. By working hands-on with government officials at the operational and strategic levels the programme is building "ownership" of the approach, resulting in an increased likelihood that the new methods will be institutionalised. A good example of this approach is the piloting of bike patrols as part of community policing as a new approach to engaging citizens by authorities.

High Quality Technical Advice

By establishing within projects technical expertise that is of a high quality and then allowing those experts to build strong, trusted relationships with government counterparts, the transfer of knowledge and skills is heightened. It will also be more likely that the government counterparts will accept the advice being provided and, at the very least, consider how to test and try new approaches. For example, the embedding of technical advisers at a strategic level within the police services has resulted in significant new ideas for policing being adopted. The Chief Technical Adviser who worked on the election project had a positive impact on the inclusiveness and transparency of the electoral system.

Of course, the use of different tools and methods depends on many variables, including the project resources, technical capacity of partners and beneficiaries and the political context. But, as importantly, success in ensuring sustainability of results by a project and, in turn, the EG Programme, will require UNDP staff to utilise more than one tool noted above to entrench reforms into the day-to-day operations of the government ministry or agency. There are a number of examples of how projects have applied a number of tools to ensure their results are more likely to be sustainable for the long-term.

However, it is important to note some challenges with regard to the sustainability of the programme's interventions. For one, the procurement and installation of infrastructure has inherent value, but its maintenance and the capacity to maintain are also critical and can often be a significant challenge to such work.

A second challenge is the ownership of GoM beneficiaries. A number of informants interviewed for this review noted that initial endorsement of project activities and reforms was later reversed or resources or staff dedicated to such work would be transferred. Some development partners have taken to getting an MOU signed with GoM partners that spells out their commitments. It is critical to continue routine engagement of beneficiaries to ensure their constant endorsement and support for reforms at every step in their implementation.

Lessons Learned
4.1: Each output should have its own Theory of Change and a plan for how it will not only be achieved but made sustainable
4.2: Infrastructure procurement must be linked to a plan for capacity building and resources for maintenance in the long-term
4.3: Beneficiaries need to be routinely engaged through the implementation of activities and outputs to ensure their ongoing support and commitment to proposed reforms

E. Partnerships

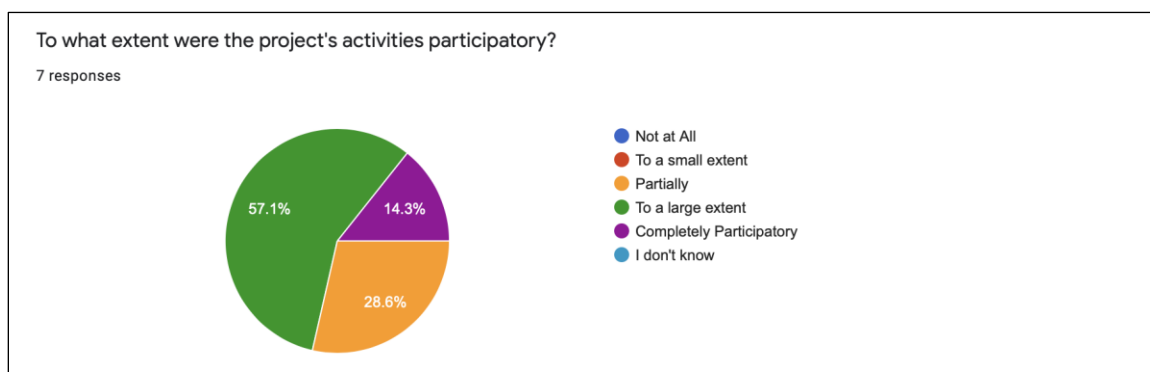
Evaluation Criteria	Key Questions	Answers to Key Questions
Partnerships & Cooperation	Did the programme develop and maintain partnerships to achieve results?	Yes, with national government in particular; Role of CSOs in achieving results is also visible; CSOs on steering committees of projects; Leveraging CSO networks for civic education
	What was the added value of the programme to the work of partners?	Introduction of new concepts and best practices; High-level policy advice; effective procurement
	What was the added value of partners to the work of the programme?	CSOs have provided third-party analysis and oversight that has fed into project work; Strong role in developing innovative approaches to civic education and corruption prevention, especially for youth

<p>To what extent has UNDP managed to establish viable and effective partnership strategies in relation to the achievement of the outcomes? What are the possible areas of partnerships with other national institutions, NGOs, UN Agencies, private sector and development partners?</p>	<p>Level of partnership engagement depends on the project – some were more inclined and saw added value in such partnerships. Greater integration of CSOs in project work would be impactful; Post-pandemic era may allow for stronger partnerships with DPs who are looking for partners that can implement effectively</p>
<p>How has the pandemic impacted the ability to collaborate and partner with development partners, UN agencies and national partners?</p>	<p>Collaboration and partnerships are impacted by pandemic, but post-pandemic there may be more space for UNDP to lead EG work in Moldova, given the positive reputation of the CO and DPs looking for rapid delivery & implementation</p>

Though the role of partnerships⁴⁶ in the delivery of the programme is not an OECD-DAC criterion, it has become a standard criterion employed by UNDP as part of its evaluation work. This is likely a result of the recognition that partnerships are integral to effective programming, including the ability to deliver cost-effectively and to show sustainable results.

A key finding was that those CSOs surveyed for this review noted that the projects implemented by the EG Programme were highly participatory. This is an indication of a programme that values the role of partners in its work. (Figure 5)

Figure 5. Response to Survey Question by CSO Respondents



In the case of the EG Programme the use of partnerships showed some results. The programme utilised partnerships at the activity, and to some extent programming level, engaging specific national and international partners to support the delivery of specific activities. Some of these

⁴⁶ Partnership, in this circumstance, means actors, other than beneficiaries and donors, who work with the programme/projects to deliver activities. It can also refer to implementing partners who are assigned and resourced to implement specific project or programme outputs.

partnerships were considered at the time of designing the projects under the EG Programme, while others were established as work planning was conducted.

A key added value of an effective partnership is the ability to share resources and capacity to deliver results. It may be either formal or informal. The former usually resulting in the signing of an Memorandum of Understanding (MOU) or perhaps a contract for services. The latter may look more like a collaboration where two or more organisations, including UNDP, agree to partner.

One partnership strategy that was employed by the programme through the Access to Justice project was to identify and contract a formal implementing partner who would assume responsibility for delivery of an entire output. This modality is more likely to be utilised by UNDP COs where there are internal capacity issues that limit the ability to deliver one or more outputs. It is also used where there is a partner – usually a CSO – who has clearly demonstrated capacity to deliver. It is likely that neither of these conditions were present with the UNDP Moldova CO and, thus, implementing partner status was not considered in implementing the EG Programme.

Some of the most effective examples of a partnership under the EG Programme has been generated through the anti-corruption project. There are two key entry points that were used by that project to partner with CSOs. First, the project engaged and developed the capacity of 27 CSOs to conduct anti-corruption monitoring. Eighteen of those CSOs produced shadow reports on the National Anti-Corruption Strategy that covered, in total, five sectoral and 30 local anti-corruption plans. This is hopefully the start of a sustainable, domestic anti-corruption accountability system. These partnerships were based on an open call for proposals from which the best proposals were selected for project support.⁴⁷ Each winning proposal received either \$10,000 USD (local plan monitoring) or \$15,000 USD (sectoral plans).

Another partnership developed by the anti-corruption project was with regard to civic education, particularly as it related to youth. The project has partnered with a number of CSOs that have supported innovative approaches to civic education, employing tools and methods that were much more likely to transfer knowledge and the message of fighting corruption to youth. This included debate forums, a rap song, and a hack-a-thon to develop a citizen interface to report corruption risks contained in legal and normative acts.

The programme also partnered with CSOs working with women and marginalised groups, including Roma and PwDs, to provide candidate training prior to local elections in 2019, through the electoral support project. This resulted in an increase in the number of women, and particularly women from the Roma community and women with disabilities, increasing their electability.

The EG Programme, through the various projects, was able to leverage its relationship with CSOs and government ministries and agencies to promote more interactions. Groups such as TI Moldova were invited to present shadow reports when the NAC was presenting its findings on a specific issue.

⁴⁷ <https://moldova.un.org/13929-civil-society-will-monitor-action-plans-national-integrity-and-anticorruption-strategy-undp>

With regard to cooperation or collaboration with other UN agencies there is some evidence of this occurring within the programme. The electoral support project collaborated with UN Women on candidate training for local elections in 2019. The project supporting the Ministry of Defence collaborated with UN Women on assisting the Government to implement the National Action Plan on the UN Security Council Resolution 1325 “Women, Peace and Security”. The anti-corruption project brokered a relationship between the NAC and UNODC.

The programme’s relationship with the development partners was generally perceived as positive. Coordination was done on a sectoral level. This was sometimes led by government actors, while other times it was led by the development community. In all cases, the EG Programme and its projects were active participants.

Yet there were challenges or opportunities that limited the extent of the partnerships that were developed. First, there were examples of limited coordination at the project level. For example, the police reform project had limited engagement and coordination with other projects supporting the police services, including UN Women. Second, the extent to which CSOs were engaged in the strategic level of the projects was limited by the perception by government counterparts that the CSOs were critical of the government. This was noted specifically in the anti-corruption project, in which TI Moldova was unable to engage as deeply as it would have wanted due to the role they play in oversight of the NAC. Third, partnerships with smaller CSOs, such as the ones that were selected to monitor implementation of anti-corruption plans, could have benefited from a larger CSO playing a role of coordinator or perhaps as an implementing partner. Fourth, the limited collaboration between UN agencies working in the sector is a common challenge for UNDP COs, but there are good examples and best practices that have been developed in other countries that may allow for even more collaboration and, in turn, more cost-effective and results-oriented work.

Potential New Partnerships

Noting the effectiveness of partnerships discussed in detail above, it is worth considering if the EG Cluster could benefit from engaging new categories of partners, some of which may be observed as “non-traditional”.

As the UN Country Team’s lead agency on governance, it is incumbent upon UNDP to consider how it can enhance its partnerships and collaboration with **UN Agencies** in Moldova. There are examples of such collaboration, with some examples noted above; however, like its work with CSOs, UNDP can benefit from the expertise and capacity of other agencies to ensure a more cost-effective delivery of programming while providing better quality technical advice and expertise.

A good example of such collaboration can be seen in the field of anti-corruption. Globally, UNDP and UNODC both work in this field, yet historically there has been limited collaboration and too much competition. At the global level, and in some regions, UNDP and UNODC have started to work more collaboratively. There is even some joint programming occurring.⁴⁸ As the Secretariat

⁴⁸ United Nations Pacific Regional Anti-Corruption Project:
<https://www.pacific.undp.org/content/pacific/en/home/projects/unprac.html>

to the UN Convention on Anti-Corruption and as the leader normative standards related to anti-corruption systems, UNODC has significant knowledge that can be brought to the table with regard to advancing the agenda for fighting corruption and promoting integrity.

More broadly, the EG Cluster could also leverage relationships with **Development Partners** in Moldova. Traditionally, the relationship with development partners has focused on a donor-implementer dynamic. Yet there are indications that bilateral development agencies are keen to have a different relationship where they are more active in programme and project implementation. At the very least, UNDP could play a convener role in coordinating sectoral and governance-wide development in Moldova, to ensure coordination is more effective and open up the possibility of collaboration. But such engagement could lead to much more. For example, in Ghana UNDP brokered a bilateral deal between the governments of Ghana and Switzerland related to expansion of access to renewable energy.⁴⁹ This is an example of UNDP can do when it sees its role not only as an implementer of programmes, but also as a trusted partner that can convene and broker agreements that benefit all parties.

A third group for which UNDP can explore enhanced partnerships is with the **Private Sector**. UNDP, and the broader UN system, are focused on the implementation of the 2030 Agenda and the SDGs. The organisation has developed significant facilities and opportunities for private sector financing to be leveraged at the national, regional and global levels.⁵⁰ UNDP should be communicating routinely with the private sector in Moldova to explore opportunities to invest in new, socially concession opportunities to achieve the SDGs. This may include replicating and upscaling the pilot work UNDP has supported. It may also include partnerships that allow for in-kind capacity provided to UNDP in implementing its programme and projects.⁵¹

Lessons Learned
5.1: CSO partnerships should be established at the output level and not the activity level. This may require implementing partner status for one major CSO that delivers the support to smaller and local CSOs.
5.2: Where CSOs are engaged at the strategic level of project implementation the possibility of achieving results is enhanced
5.3: Where national beneficiaries are not able or willing to lead on coordination, UNDP should use its convening power to ensure project activities are well-coordinated with other implementers

F. Impact of 2020 Pandemic

Circumstances changed in March 2020 when the global Covid-19 Pandemic was declared. Almost all countries globally imposed travel restrictions and internal rules were imposed that limited social

⁴⁹ <https://www.undp.org/content/undp/en/home/presscenter/pressreleases/2020/switzerland-and-ghana-sign-historic-agreement-for-climate-action.html>

⁵⁰ For example: <https://sdgfinance.undp.org/flagships>

⁵¹ For a number examples of how UNDP has successfully partnered with the private sector, see: https://www.undp.org/content/undp/en/home/librarypage/poverty-reduction/private_sector/private-sector-success-stories-from-undp-country-offices-in-afri.html

contact as a means of implementing public health measures to limit the spread of the virus. Moldova was no different. These vital measures had a knock-on effect with regard to the implementation of the EG Programme and its variety of projects.

As weeks stretched into months with regard to the pandemic and public health measures, projects began to adapt their work to ensure some deliverables could be achieved. For the first two to three months there was an inability for projects to implement activities as national counterparts were limited in staffing and overall capacity to support implementation using on-line tools. But by May or June of 2020 all stakeholders began to adapt their work to the new conditions.

At a strategic level, projects re-designed many activities that could not be implemented due to COVID-imposed restrictions, moved them into the virtual space or substituted them with others that would however ensure a progress towards the targets and objectives. For example, the Anti-corruption Project instead of the planned activities on building capacities of youth for engaging in corruption prevention organised the On-line Club of Anticorruption Ideas where the participants had been trained on the production of anti-corruption videos and produced 16 such videos that had been circulated on social media reaching at dozens of thousands of peers. In the same way, the traditional Anticorruption Summer School was moved on-line, but allowed to significantly expand the network of the young Anti-corruption Volunteers that are working with the National Anticorruption Center. These changes required a redoubled engagement and effort. Where personal contact, and the relationships developed as a result, were limited, the use of more routine engagement to ensure progress in implementation was initiated. For example, the electoral project instituted weekly work planning sessions with the CEC. This allowed for shorter-term objectives to be coordinated and monitored. Though the work was more incremental it was observed to be effective, as long as the larger output-level of objectives remained the focus.

At an operational or technical level, the projects also adapted their work with partners and beneficiaries. The trainings that were being conducted with the police service were moved online with trainers utilising video platforms to conduct their work. Where this could be implemented the project conducted trainings in-person but with social distancing enforced, along with other public health protocols.

It should be noted that the electoral project supported the CEC in conducting the presidential election in the Fall of 2020. This required extensive reconsideration of how to conduct an election during a pandemic. The project designed in partnership with the CEC, the Center for Continuous Election Training and the Ministry of Health a comprehensive public awareness campaign based on various information tools and educated voters on proper protocols to instill a level of confidence in the safety in voting. This contributed to a high voter turnout in country and a record in the turnout of the voters in the polling stations opened abroad. In addition, the work to migrate political party financial reports was able to continue, given it did not require public events.

Though there were inevitable delays as a result of the impact of the pandemic⁵², the work of the programme was able to continue due to two key reasons:

⁵² By the end of 2020 the programme had an aggregate delivery rate of 93.6%

- The previous and ongoing investment in digitalisation allowed for a portion of the expected outputs for 2020 to be achieved; and
- Where strong working relationships had already been established by project teams, there was the ability to manage those relationships virtually which allowed for a significant portion of the expected project work for 2020 to be implemented as result.

It should also be noted that a renewed focus on resiliency can be an entry point for cross-cluster collaboration in UNDP. If anything has been learned from the 2020 Pandemic it is that effective governance is critical to managing emergency public services, such as public health and the implementation of a vaccine campaign. If the EG Cluster is able to add resiliency to its group of key values upon which it supports the work of GoM, it will be an opportunity to provide technical assistance to the other cluster currently being implemented concurrently by UNDP in Moldova.

Lessons Learned
6.1: The pandemic has shown the need to focus not only on capacity but resiliency of government institutions
6.2: Implementation during a major emergency may require more frequent monitoring and work planning in order to ensure incremental progress towards output-level results
6.3: Government institutions require contingency planning to ensure they have protocols to be able to function despite a distribution in normal working conditions

III. Lessons Learned

Relevance

1.1: Programme output indicators are more results-oriented and impactful when they comply with SMART indicator criteria
1.2: Programme indicators that include cross-cutting issues, such as gender equality, are more likely to result in such issues being at the core of the programme's implementation
1.3: A programme document is critical to defining the outcome-level theory of change that is required to ensure the focus of work is at an outcome level

Efficiency

2.1: A programme-wide M&E strategy and risk analysis is vital to ensuring an outcome-focused approach to implementation
2.2: Where project staff are retained for the long-term there are stronger, trusted relationships with key partners and beneficiaries and, in turn, better results at the output and outcome level

Effectiveness

3.1: Results are more likely where programme/project staff embrace adaptability and are willing to adjust activities as required based on the current context and opportunities
3.2: Piloting innovative approaches to effective governance will have inherent risks, but can yield significant results
3.3: Building trusted relationships with partners and beneficiaries will mean stronger results and more ownership of proposed reforms

Sustainability

4.1: Each output should have its own Theory of Change and a plan for how it will not only be achieved but made sustainable
4.2: Infrastructure procurement must be linked to a plan for capacity building and resources for maintenance in the long-term
4.3: Beneficiaries need to be routinely engaged through the implementation off activities and outputs tom ensure their ongoing support and commitment to proposed reforms

Partnerships

5.1: CSO partnerships should be established at the output level and not the activity level. This may require implementing partner status for one major CSO that delivers the support to smaller and local CSOs.
5.2: Where CSOs are engaged at the strategic level of project implementation the possibility of achieving results is enhanced
5.3: Where national beneficiaries are not able or willing to lead on coordination, UNDP should use its convening power to ensure project activities are well-coordinated with other implementers

Post-Pandemic Programme Delivery

6.1: The pandemic has shown the need to focus not only on capacity but resiliency of government institutions
6.2: Implementation during a major emergency may require more frequent monitoring and work planning in order to ensure incremental progress towards output-level results
6.3: Government institutions require contingency planning to ensure they have protocols to be able to function despite a distribution in normal working conditions

IV. Recommendations

General Recommendations

R1: Establish a programme document to guide and promote outcome-level interventions

Projects are focused, at best, on output-level interventions. UNDPs work in effective governance in Moldova must be more holistic with a clear articulation of how the various sectors interact and impact of overall results.

R2: Develop a systems-wide Theory of Change to define the governance interventions that must be implemented for outcome-level results and impact

A programme-level theory of change is integral to articulating how the programme will work at the outcome level. UNDP is pivoting to a systems-wide approach⁵³ to its work, which will require the implementation and management of a number variables and risks in order to achieve results and impact. This will require a well-thought plan for achieving the outcome.

R3: Establish mechanisms for regular context analysis (political; gender; corruption; risk) as part of a programme-level monitoring system

The programme conducts an annual analysis through the Country Office's annual strategic note, but it would benefit from a mechanism that ensured ongoing regular political and other analyses that is shared internally with project and CO staff to support their planning and decision-making with regard to being more results-oriented. In addition to the current tools being used for political analysis, a monthly or quarterly dedicated internal written analysis that is shared with project teams with expectations, if any, for adjustments to project work planning accordingly.

R4: Consider the specific project interventions identified through the review process

Through the process of conducting this mid-term review a number of future interventions and entry points were identified by stakeholders. A full list of possible interventions for each of the relevant projects are listed in Annex 5 to this report.

Future country programme

R5: UNDPs future work in the field of effective governance should be based on core values, such as resiliency, transparency, accountability and inclusivity, and not thematic areas of work

At an outcome level, UNDP should be focused on core values that will be the basis of its work with GoM and, when these values are embedded into the Government, will result in a better social contract between the Government and all citizens. A future EG programme should develop a Theory of Change that ensures such values are at the heart of all UNDPs work in this field. This will then lead to a determination as to which entry points and sectors will be the focus of UNDPs work.

⁵³ UNDPs Strategic Innovation Unit has attempted to put some parameters around this concept here: <https://medium.com/@undp.innovation/deep-demonstrations-the-journey-begins-34bf063477bf>

- **Resiliency:** The ability for government to deliver public services in the face of significant challenges and for core democratic values to be upheld despite the managing of emergencies;
- **Transparency:** the publishing and exposure of information related to government and its role in public service delivery so as to ensure all citizens have access to data and knowledge;
- **Accountability:** The systems and practices that are institutionalised to ensure the government is held account for its actions and expenditures; and
- **Inclusivity:** Ensuring that all citizens, including women, youth, people with disabilities and other marginalised groups have equal access to information and public services and are part of the policy making process in Moldova.

In a post-pandemic world UNDP must strive to support GoM in “building back better” and more equitably. Projects under a future EG programme should be based on ensuring these principles are at the core of UNDPs support.

R6: Support for the Government of Moldova should include a focus on achieving the SDGs through the Moldovan National Development Strategy

Once finally approved, the National Development Strategy 2030 implementation will require support to reach the goals from each sector identified as a priority. Moreover the Government Decision no 386/2020 introduced new conditions for the policy documents, the entire policy area will need updating and technical assistance will be needed to write and implement those strategies. These should include decentralisation and public sector reform, which could also be a focus on UNDPs support in policy making.

Relevance

R7: Leverage UNDPs strong relationship with the Government of Moldova to promote space for a more robust partnership and relationship between government and civil society

The programme and its projects should ensure they are designed to allow civil society voices to be routinely and actively a part of the project management. Some efforts has bene made towards this goal, but can be enhanced to ensure a more robust and multi-faceted relationship between government and civil society, with the latter being an active partner in achieving programme outputs.

R8: Redesign the indicators for the programme that are specific, measurable, achievable, relevant and time-bound (i.e. – SMART)

Programme indicators form the basis of what data is being collected and how projects are planning for results. Therefore, it is critical that the indicators are aligned with SMART principles to ensure they are well-linked to the outputs and outcome of the programme and they properly guide project implementation. Many of the current outcome and output indicators do meet with these criteria, but there is room for improvement with regard to some indicators.

Efficiency

R9: Consider more peer-to-peer knowledge transfer

Notwithstanding the project-level activities related to establishing opportunities for peer-to-peer interactions, there is a need for more results-oriented interactions. This will require going beyond study visits and regional conferences and a greater focus on opportunities for building strong bilateral relationships with counterparts from other countries. For example, fellowships or attachments for beneficiary staff, short-term consultants working for a project who have worked in similar roles in neighbouring countries and regional engagement with counterparts that allow repeated engagement in order to build bilateral relationships with counterparts from other countries. Government counterparts will benefit from knowledge sharing and skills development that is based on longer-term and deeper peer-to-peer exchanges, as these are normally more practical in nature and, in turn, results-oriented.

R10: Establish a programme-level M&E plan

The programme is complying with UNDP operational requirements for M&E, such as integrated work planning (IWP) and results-oriented annual reporting (ROAR); however, more robust monitoring is required at the programme level to ensure not only data is being collected and analysed to make changes to work planning that ensures an outcome-level perspective, but that there is a clear and constant understanding of programme and project implementation and the adaptations and adjustments that are required to ensure results are achieved.

Effectiveness

R11: Develop a more adaptive approach to programming

Where the programme has had good results, such as youth civic education related to anti-corruption, there has been an adaptive approach to the work. Instead of looking at implementation as linear, there is a need to more robustly pilot various modalities and approaches and then assessing where results were achieved.⁵⁴

R12: Promote UNDPs role as an incubator of new approaches to governance

UNDP can leverage its good relationship with government institutions to encourage new models for service delivery. This will require UNDP to enhance its role as an incubator of new ideas. The EG Programme should see its work as that of promoting and testing new ideas and approaches that then can be evaluated and shared with government partners for possible institutionalisation.

R13: Establish and maintain programme-level trusted, strategic relationships

The projects under the EG Programme have, to a great extent, established project-level trusted relationships that have added value to their work and achieved results. A similar approach should be instilled at the programme level to leverage those relationships, when necessary, to address barriers and roadblocks that are limiting results.

⁵⁴ For a more detailed discussion on adaptive programming see:
https://www.odi.org/sites/odi.org.uk/files/resource-documents/202009_learnadapt_navigating_adaptive_approaches_wp_3.pdf

Sustainability

R14: Plan for sustainability

Linked to a more robust use of theories of change to plan programme work, sustainability needs to be considered as part of those theories so as to not only achieve outputs & outcomes, but also ensuring they are sustainable. This means going beyond *pro forma* approvals and requires a bespoke approach for each project output (and even activity) as to how UNDP will ensure strong ownership by national beneficiaries and a clear process for sustainability.

R15: Ensure ownership of project and programme outputs by Government beneficiaries

Overall, Government counterparts are fully engaged in project implementation. Yet there are indications that results and impact could be even greater if senior government officials had fully endorsed and bought into the reforms being promoted. This will require, where it is not currently occurring, that such officials are fully engaged in the planning, implementation and monitoring to ensure the greater likelihood that they will understand and desire to implement the reforms at the heart of the project's work.

Partnerships

R16: Consider contracting one or more mature CSOs as implementing partners for civil society capacity building

The work with civil society, especially as it related to civic education, was successful, but it may have benefited from at least one CSO working at the strategic level to ensure the best results. This will likely require a CSO to be an implementing partner for specific outputs and to guide civil society capacity development.

Post-Pandemic

R17: Post-pandemic - Focus on resiliency, transparency and accountability

In the post-pandemic world, there will be three key principles by which governance will be focused. Resiliency will ensure governments are able to remain functional and able to support the most vulnerable during a disruptive emergency. Transparency and accountability, though already standard entry points for UNDP work, will become more relevant as citizens are likely to demand a new social contract where its government is more open and forthright as it ramps up spending and new programmes to counter the effects of the pandemic.

R18: Post-Pandemic - Support government partners to establish business continuity or contingency plans

One specific measure with regard to promoting resiliency is to support government partners to build contingency plans to plan for future major emergencies. This should include how digitalisation can be used to ensure less disruption to government services.

R19: Post-Pandemic – Promote continued digitalisation of public services to ensure resiliency, transparency and accountability

As can be seen from the work of the programme through specific projects, the adaptation of public services to digital platforms has provided better service while promoting transparency and accountability. This work is even more relevant now that a pandemic has shown the added value of digitalisation of these core values and to resiliency.

ANNEX 1: Terms of Reference for Mid-Term Review

United Nations Development Programme



TERMS OF REFERENCE

Job title:	International Consultant and National Consultants to undertake the Independent Effective Governance Outcome Evaluation
Contract type:	Individual Contract (IC)
Contract duration:	September - December 2020
Expected Workload:	30 days of consultancy (online and home based) as follows: International Consultant – 12 days of consultancy National Consultant – 18 days of consultancy

1. BACKGROUND

United Nations Development Programme (UNDP) conducts outcome evaluations to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level as articulated in the Country Programme Document (CPD) and in the United Nations Development Strategic Framework (UNSF). These are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy and aim to undertake the following:

- Provide evidence to support accountability of programmes and for UNDP to use in its accountability requirements to its investors
- Provide evidence of the UNDP contribution to outcomes
- Guide performance improvement within the current global, regional and country programmes by identifying current areas of strengths, weaknesses and gaps, especially in regard to:
 - The appropriateness of the UNDP partnership strategy
 - Impediments to the outcome being achieved
 - Mid-course adjustments (for Outcome MTRs)
 - Lessons learned for the next programming cycle
- Provide evidence and inform higher-level evaluations, such as Independent Country Programme Evaluation (ICPE), UNDAF evaluation and evaluations of regional and global programmes, and subsequent planning based on the evaluations.

In line with the Evaluation Plan of UNDP Moldova Country Office, an outcome evaluation will be conducted to assess the impact of UNDP's development assistance in the area of Effective Governance (EG).

The proposed evaluation will evaluate the EG Cluster Projects against the relevant Sustainable Development Goals (SDGs), country programme pillar and outputs aligned to the Republic of

Moldova–United Nations Partnership Framework for Sustainable Development (UNDAF) and the UNDP Country Programme Document (CPD) for Moldova, both covering the period 2018-2022.

UNDAF /CPD Outcome

Outcome 1: The people of Moldova, in particular the most vulnerable, demand and benefit from democratic, transparent and accountable governance, gender-sensitive, human rights- and evidence-based public policies, equitable services, and efficient, effective and responsive public institutions.

RELATED COUNTRY PROGRAMME OUTPUTS

OUTPUT 1.1 Enhanced legislative, oversight and representation functions of Parliament responsive to the needs of the under-represented and marginalized groups through the meaningful engagement of the latest.

OUTPUT 1.2: Responsive, evidence based, human rights- and gender- mainstreamed policies and transparent, high integrity institutions

OUTPUT 1.3: Enhanced representation of women in decision-making positions, with particular focus on Roma and young women

OUTPUT 1.4: Women and men, including from minority and marginalized groups, are enjoying rule of law and protection of human rights ensured by inclusive institutions⁵⁵

National Development Strategy Moldova 2030 and SDGs

The Government and UNDP are fully committed to implementing the 2030 Agenda for Sustainable Development and the new National Development Strategy 2030 is aligned with the Sustainable Development Goals. The Government recognizes the need for consolidating policy planning and budgeting frameworks and for strengthening horizontal and vertical integration and coordination and has requested UNDP support in these areas.

While approaching and responding to the structural challenges, EG Cluster bridges linkages with the Sustainable Development Goals mainly on good health and well-being (SDG 3), gender equality (SDG 5), reduced inequalities (SDG 10), peace, justice and strong institutions (SDG 16).

Current context. COVID-19 crisis

On 11 March 2020, the World Health Organization (WHO) declared COVID- 19 global pandemic as the new coronavirus rapidly spread to all regions of the world. On March 7, 2020 the Government of Moldova reported its first confirmed case of COVID-19 and in 10 days later the first death case was reported. The number of COVID-19 confirmed cases are growing rapidly as per the [Real time monitoring dashboard](#), with the local transmission cases exceeding the number of imported ones. Such a rapid pace puts a huge pressure on the health system and risks being overwhelming for the current capacity. The strain on the health system also depends on the share of people aged over 60 in total population, as the infection with COVID-19 is more severe for people in this age group. The Republic of Moldova has an increasingly aging population, but the COVID-19 infection rate on the population over 60 years old is of 26.6% out of the total infection cases. While the response of the Government of Moldova is mostly tactical and dependent on the daily evolution of the situation, there is no specific response or recovery strategy in place. There

⁵⁵ For additional details on outputs, targets, indicators and baselines see Annex. Results and resources framework for the Republic of Moldova (2018-2022)

is nevertheless a continuous dialogue with relevant stakeholders on the consequences and impact of the crisis and it is expected that the Government of Moldova will design and put in practice a recovery strategy with relevant measures.

UNDP Moldova has been on the front lines of supporting the country to urgently respond to COVID-19. In terms of immediate crisis response measures, UNDP Moldova - and as part of the overall UN support - is currently procuring critical medical supplies to Moldovan hospitals by targeting the whole territory, including both banks of the Nistru river, within our ongoing partnerships. On the socio-economic recovery, UNDP is working closely with the UN Country Team, development partners and public authorities to assess the social and economic impact of the COVID-19 crisis and develop a multi-sectoral inclusive response to the pandemic to protect its people and economy leaving no one behind – and with our motto of ‘building forward better’.

UNDP’s work in Effective Governance

The overall objective of UNDP’s work in Effective Governance aims to contribute to strengthening governance processes and institutions that are responsive to citizens demands in both efficient and effective manner. Thus, UNDP contributes to strengthening the independence and accountability of the public institutions, particularly those entitled with law-making and oversight, electoral support, corruption prevention, security and law enforcement, etc. UNDP address structural issues pertaining to the governance, rule of law and human rights including with respect to gender equality, women and youth participation and empowerment. Support is provided to the relevant institutions to enable improved access to justice and enhance the access to equitable public services, specifically for the most vulnerable people.

Women empowerment is at the core of UNDP’s initiatives. Incorporation of gender mainstreaming to all interventions is a priority for the effective governance development assistance.

The ongoing—and profound—uncertainties of the COVID-19 crisis create great challenges and impacting the implementation of the EG project/ programme. In addition, UNDP Moldova and the Effective Governance Cluster in particular is also plenary involved into the [COVID -19 Crisis Response](#).

EG Cluster has broadened its partnerships to include not only the central level public institutions, including line ministries, but also research institutions, CSOs, development partners, UN agencies etc. In this regard, projects of the EG Portfolio have been cooperating with the following key partners in achieving development results:

- Parliament
- Ministry of Internal Affairs
- Ministry of Defence
- Ministry of Health Labour, Social Protection
- National Anticorruption Centre (NAC)
- General Inspectorate of Police (GIP)
- Ministry of Finance/Customs Service
- People’s Advocate Office (Ombudsman)
- Equality Council
- National Bureau of Statistics
- National Administration of Penitentiary
- National Centre for Judicial Expertise
- National Institute of Justice
- National Legal Aid Council

- E-Government Agency (EGA)
- Public Services Agency (PSA)
- Central Electoral Commission (CEC)
- Centre of Continuous Electoral Training of the Republic of Moldova (CICDE)
- Development Agencies (US Embassy/INL, Sida, USAID, Danida, British Embassy/Good Governance Fund, EUD)
- CSOs (IRP, Invento, Positive Initiative, League of People living with HIV)
- UN Agencies (RCO, UN Women, OHCHR, UNFPA, UNAIDS)

The subject of this outcome evaluation will be the programs and projects implemented within the framework of Effective Governance Cluster, through the approaches mentioned previously, which can be summarized as below:

Project Title	Main Partner(s)	Start / End	Total Budget	Donors
Curbing corruption by sustainable integrity in the Republic of Moldova	National Anticorruption Centre, Ombudsperson's Office	Jan 2019 – Dec 2021	2,019,516	Norway
Strengthening Parliamentary Governance in Moldova	Parliament of Moldova	Jul 2016-Sept 2020	4,300,000	Sida
Enhancing democracy in Moldova through inclusive and transparent elections	Central Electoral Commission	Jul 2017 - Jul 2020	3,089,527	UK (DFID) Government of Moldova Netherlands USAID
Technical Skills NHRIs (NIJ Project)	Ombudsperson Office, Equality Council, National Institute of Justice	Jan 2015-Mar 2019	2,203,703	DANIDA
Support Justice Sector Reform	Ministry of Justice, National Centre of Forensic Expertise, General Prosecutor's Office, National Prison Administration	Apr 2011-Dec 2020	5,472,969	Government of Moldova, Italy, US/ INL, UNDP

Support Police Reform	Ministry of Interior, General Police Inspectorate	Feb 2014- Mar 2020	1,130,000	US/INL Government of Moldova (GPI)
Strengthening efficiency and access to justice in Moldova/ Access to Justice Project	National Centre for Judicial Expertise, Police Forensic Centre, Centre for Legal Medicine, Ministry of Justice, Judiciary, Prosecution Offices, National Legal Aid Council, Police, Civil Society Organizations	Sep 2019-Dec 2022	2,800,000	Sida
Support to Law Enforcement Reform in Moldova	Ministry of Internal Affairs, General Police Inspectorate	2019-2021	1,740,000	US/INL
Strengthening the National Statistical System	National Bureau of Statistics, State Chancellery	2007 – 2019	1,742,642	UNDP, UN Women
Social Innovation Hub	e-Government Center	2014-2019	442,525	UNDP

In addition to assessing the overall result and development impact of the above-mentioned projects, this evaluation will also take into consideration the impact of these programs on gender equality.

2. EVALUATION PURPOSE

The purpose of this outcome-level mid-term evaluation is to find out how UNDP in Moldova has gone about supporting processes and building capacities that have, indeed, helped make a difference, and whether and to what extent the planned Outcome 1 of UNDAF has been or is being achieved as a result of UNDP's work in the area of Effective Governance covering the period 2018-2020. The evaluation should serve as a means of quality assurance for UNDP interventions at the country level and contribute to learning at corporate, regional and country levels.

This mid-term evaluation will help the country office to understand whether the intended outcome is still relevant or need an update (to be incorporated in the next programme period), as well as the actual development change created by UNDP's development assistance throughout the programme period for the selected outcome. UNDP will use this information for designing its activities as well as communicating to its present and future partners, including government agencies and donors.

Considering the implications of the COVID-19 crisis, the evaluation will provide recommendations for strengthening the Governance-related portfolio of projects through the recovery lenses, which will be used by UNDP CO to better respond to the crisis.

UNDP will incorporate the findings of the evaluation while preparing the new Country Programme Document. This evaluation is also expected to bring recommendations regarding partnership strategies and to help better understanding of the impact that the portfolio creates.

3. SCOPE OF WORK AND OBJECTIVES OF THE EVALUATION

UNDP intends to undertake an independent evaluation to assess Effective Governance Pillar at the macro level covering the period 2018-2020. The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluators are expected to follow a participatory and consultative approach ensuring close engagement with relevant national counterparts including ministries, local authorities, civil society and related agencies. The evaluation needs to assess to what extent UNDP managed to mainstream gender and to strengthen the application of rights-based approaches in its interventions. In order to make excluded or disadvantaged groups visible, to the extent possible, data should be disaggregated by gender, age, disability, ethnicity, vulnerability and other relevant differences where possible. The evaluation should result in concrete and actionable recommendations for the proposed future programming.

Therefore, the outcome evaluation seeks to:

- Review the programmes and projects of UNDP contributing to the Effective Governance Cluster with a view to understand their relevance and contribution to national priorities for stock taking and lesson learning, and recommending mid-course corrections that may be required for enhancing effectiveness of UNDP's development assistance;
- Review the status of the outcome and the key factors that have affected (both positively and negatively, contributing and constraining) the outcome;
- Assess the extent to which UNDP outputs and implementation arrangements have been effective for building capacities of key institutions (the nature and extent of the contribution of key partners and the role and effectiveness of partnership strategies in the outcome);
- Review and assess the Programme's partnership with the government bodies, civil society and private sector and international organizations and how these have contributed to the achievement of the outcome
- Assess the extent to which UNDP outputs and implementation arrangements have been effective for strengthened linkages between the outcomes (the nature and extent of the contribution of key partners and the role and effectiveness of partnership strategies in the outcome) and across the outcomes of the CPD;
- Provide recommendations for future country programme in the outcomes of the Effective Governance Cluster and particularly for better linkages between them.
- Based on the social and economic impact evaluation of the COVID-19 crisis, propose Governance-related recovery actions which can increase the impact for development results.

As indicated above, Effective Governance Pillar contributes to the achievement of Outcome 1 of UNDAF: The people of Moldova, in particular the most vulnerable, demand and benefit from democratic, transparent and accountable governance, gender-sensitive, human rights- and evidence-based public policies, equitable services, and efficient, effective and responsive public institutions. UNDP reports against the following Outcome 1 indicators:

- % of people who trust in governance institutions (Parliament, Government, Justice) by sex and urban/rural status
- Households and businesses facing corruption in the last 12 months, % of the interviewed
- Proportion of women and men elected/appointed in the Parliament, Government cabinet and local public authorities (LPAs)
- Proportion of sustainable development indicators produced at the national level with full disaggregation relevant to the national target
- Reduced discrimination (non-acceptance) of social groups vulnerable to discrimination

4. METHODOLOGY AND APPROACH

The methodology described in this section is UNDP's suggestion that will likely yield the most reliable and valid answers to the evaluation questions. Additional overall guidance on evaluation methodology can be found in the [UNDP Evaluation Guidelines](#). The final decisions about the specific design and methods for evaluation should emerge from consultations among UNDP, the evaluator, and key stakeholders.

The outcome evaluation will be carried out through a wide range of participation of all relevant stakeholders, entailing a combination of comprehensive desk reviews, analysis and interviews. While interviews are a key instrument, all analysis must be based on observed facts, evidence and data. Findings should be specific, disaggregated (by sex, age and location) concise and supported by quantitative and/or qualitative information that is reliable, valid and generalizable.

The evaluation will engage a broad range of key stakeholders and beneficiaries, including government officials, donors, civil society organizations including some women's organizations where programmes or advisory support were provided, and UNDP staff, etc.

EVALUATION CRITERIA AND KEY GUIDING QUESTIONS

The evaluation will use the OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, sustainability, as defined and explained in the UNDP Evaluation Guidelines⁵⁶. The final report should comply with the UNEG Quality Checklist for Evaluation Reports.⁵⁷

Concerning evaluation objectives, the evaluation should be able to:

Assess the effectiveness and relevance of the UNDP's programme to meet the development priorities of the Government of Moldova in the field of effective governance;

Provide concrete and actionable recommendations (strategic and operational) for the formulation of new programme and project strategies;

Assess the programme implementation approach (operational procedures, structure, monitoring, control and evaluation procedures, financial and technical planning, project modality/structures) and their influence on the programme effectiveness.

The evaluation shall assess the following for each outcome in the 2018-2020 programming cycle in this portfolio:

⁵⁶ [UNDP Evaluation Guidelines](#)

⁵⁷ [UNEG Quality Checklist for Evaluation Reports](#)

Relevance: The evaluator will assess the degree to which UNDP considers the local context and problems. The evaluator will assess the extent to which the UNDP's objectives are consistent with national and local policies and the needs of intended beneficiaries (including connections to SDGs, government strategies and activities of other organizations). Under this evaluation criterion the evaluator should, inter alia, answer the following questions:

- To what extent is UNDP support relevant to the country's current development objectives, Sustainable Development Goals, as well as its sectoral programs of relevant line ministries?
- How did the Effective Governance portfolio promote the principles of inclusiveness, gender equality, human rights- based approach, innovation and conflict sensitivity?
- To what extent is program and project design relevant in addressing the identified priority needs in CPD 2018 – 2022?
- To what extent UNDP's outcome-level results are relevant to and consistent with the national priorities?
- Are UNDP approaches, resources, models, conceptual framework relevant to achieve the planned outcome?
- Is the current set of indicators, both outcome and output indicators, effective in informing the progress made towards the outcomes? If not, what indicators should be used?
- Which programme areas, considering also the impact of the COVID-19 crisis, are the most relevant and strategic for UNDP going forward? What adjustments are needed for the Governance area to stay relevant?

Effectiveness: The evaluator will assess the extent to which UNDP contributed to the achievement of Outcome 1 as described above. In evaluating effectiveness, it is useful to consider: 1) if the planning activities are coherent with the overall objectives and project purpose; 2) the analysis of principal factors influencing the achievement or non-achievement of the objectives. Under this evaluation criterion the evaluator should, inter alia, answer the following questions:

- What has been the progress towards the achievement of the targets in the Outcome 1?
- To what extent has progress been made towards outcome achievement? What has been UNDP's contribution to change?
- What have been the key results and changes? How has delivery of outputs led to outcome level progress? Are there any unexpected outcomes being achieved beyond the planned outcome?
- To what extent has UNDP succeeded in national partners' capacity development, advocacy on governance, justice and human rights issues including sustainable development goals?
- To what extent has UNDP succeeded in building partnership with civil society and Partners and Stakeholders?
- To what extent has the results at the outcome and outputs levels have benefitted women and men equitably and to what extent have marginalised groups benefited?
- What are the main factors (positive and negative) that have/are affecting the achievement of the outcome? How have these factors limited or facilitated progress towards the outcome?

Efficiency: The evaluator will assess how economically resources or inputs have been converted to results. An initiative is efficient when it uses resources appropriately and economically to produce the desired outputs. Under this evaluation criterion the evaluator should, inter alia, answer the following questions:

- How much time, resources and effort it takes to manage the EG Cluster, what could be improved and how UNDP practices, policies, decisions, constraints and capabilities affect the performance of the Cluster?
- To what extent did monitoring systems provide data that allowed the programme to learn and adjust implementation accordingly?
- To what extent were partnership modalities conducive to the delivery of outputs? What have been roles, engagement and coordination among the stakeholders? Have UNDP succeeded in building synergies and leveraging with other programs and development agencies in the Country, including UNCT programming and implementation?
- To what extent has UNDP managed to establish viable and effective partnership strategies in relation to the achievement of the outcomes? What are the possible areas of partnerships with other national institutions, NGOs, UN Agencies, private sector and development partners?
- How did UNDP promote gender equality, human rights and human development in the delivery of outputs?
- Was there any identified synergy between UNDP initiatives that contributed to reducing costs while supporting results?

Sustainability: The evaluator will assess what extent intervention benefits will continue even after the external development assistance is concluded and the principal factors influencing the achievement or non-achievement of the interventions' sustainability.

- What indications are there that the outcomes will be sustained, e.g., through requisite capacities (e.g. systems, structures and staff)?
- To what extent do the UNDP established mechanisms ensure sustainability of the policymaking interventions?
- To what extent has engagement in triangular and South-South Cooperation and knowledge management contributed to the sustainability of the programme?
- How will concerns for gender equality, human rights and human development be taken forward by primary stakeholders?
- How strong is the level of ownership of the results by the relevant government entities and other stakeholders, specifically in the post-COVID-19 crisis?

Considering the constraints imposed by the COVID-19 crisis, we will be following the 'no harm' principle, and the safety of staff, consultants, stakeholders and communities is paramount and the primary concern of all.

Travel to and in the country has been also restricted since March 2020. As the epidemiological situation in the country is still complex and travel restrictions are on, the evaluation will be mainly conducted remotely. Thus, the evaluation team should develop a methodology that takes this into account the conduct of the evaluation virtually and remotely, including the use of remote interview methods and extended desk reviews, data analysis, surveys and evaluation questionnaires. This should be detailed in the Inception report and agreed with the Effective Governance Cluster Lead / Evaluation Manager.

If all or part of the evaluation is to be carried out virtually then consideration should be taken for stakeholder availability, ability or willingness to be interviewed remotely. In addition, their accessibility to the internet/computer may be an issue as many government and national counterparts may be working from home. These limitations must be reflected in the evaluation

report. The International consultant will work remotely with the national evaluator support in the field, if it is safe for them to operate and travel. No stakeholders, consultants or UNDP staff should be put in harm's way and safety is the key priority.

Considering the above, UNDP suggests the evaluation to rely on:

- **Extended desk review** – the evaluator will collect and review all relevant documentation, including the following:
 1. The Partnership Framework for Sustainable Development 2018–2022 (UNDAF);
 2. UNDP Country Programme Document;
 3. UNDP web site;
 4. Results Oriented Annual Reports (ROAR);
 5. Financial overview of projects (excel sheet);
 6. Presentation: overview of the programme;
 7. Previous Outcome Evaluation Report;
 8. Project evaluations and project donor reports;
 9. Relevant government publications
 10. Socio-economic impact assessment
 11. UN Response Plan to COVID19
- **Remote activities**, in case travel will not be possible (including for data collection, i.e. remote interviews, pre-interview surveys, evaluation questionnaires, etc.) as follows:
 1. **Semi-structured interviews with stakeholders** who have work with UNDP in the field of effective governance. The evaluator is expected to follow a collaborative and participatory approach ensuring close engagement with UNDP staff (senior management, Country Office level, Project level) government counterparts, donors, beneficiary groups, UN Agencies working to contribute to the same outcome, and other key stakeholders. All interviews should be undertaken in full confidence and anonymity. The final evaluation report should not assign specific comments to individuals.
 2. **Briefing and debriefing sessions** with UNDP staff and management.

It is expected that the evaluation expert will work closely with the Cluster lead of UNDP Moldova Effective Governance Cluster.

The evaluator will provide a complete evaluation methodology to UNDP as part of the evaluation inception report which will also include detailed plan for this assignment.

5. DELIVERABLES

The evaluators are expected to deliver the following products:

- **Evaluation inception report**,⁵⁸ comprising not more than 10 pages plus annexes. The inception report should be prepared by the evaluators before going into the full-fledged evaluation exercise. It should detail the evaluator's understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception report should include a proposed schedule of tasks,

⁵⁸ The content of the Inception Report shall be align to the [UNDP Evaluation Guidelines, Section 4 – Evaluation Implementation](#)

activities and deliverables, designating a team member with the lead responsibility for each task or product. The inception report provides the programme unit and the evaluators with an opportunity to verify that they share the same understanding about the evaluation and clarify any misunderstanding at the outset. The programme unit and key stakeholders in the evaluation should review the inception report to ensure that the evaluation meets the required quality criteria;

- **Draft evaluation report**, comprising not more than 40-50 pages plus annexes, with an executive summary of not more than 3 pages describing key findings and recommendations. The EG Cluster team and DRR should review the draft evaluation report to ensure that the evaluation meets the required quality criteria;
- **Evaluation report audit trail** – comments and changes by the evaluators in response to the draft report should be retained by the evaluators to show how the comments have been addressed;
- **Final evaluation report** – the evaluators will ensure that the report, to the extent possible, complies with the [UNEG Quality Checklist for Evaluation Reports](#);
- **Evaluation brief and a power point presentation** for UNDP management and/or other stakeholders.

The evaluation report should be complete and logically organized. It should be written clearly and be understandable to the intended audience. The report should be in line with [UNDP Evaluation Guidelines](#) and should, as a minimum, include the following:

- Title and opening pages
- Outcome and evaluation information details
- Table of contents
- List of acronyms and abbreviations
- Executive summary
- Introduction
- Description of the intervention
- Evaluation scope and objectives
- Evaluation approach and methods
 - Data sources, data collection procedures and instruments
 - Data analysis
 - Major limitations of the methodology (including steps taken to mitigate them)
- Analysis of the situation with regard to the outcome, the outputs and the partnership strategy
- Analysis of opportunities to provide guidance for the future programming
- Key findings
- Conclusions
- Recommendations
- Lessons learned
- Annexes including list of people met

6. TIME FRAME FOR THE EVALUATION PROCESS

The overall duration of the tasks covered by this ToR has been estimated not to exceed 30 working days, including related deskwork, interviews, meetings, report drafting and presentation, to be delivered during September-December 2020. The following table provides an indicative breakout for activities and delivery:

Activity	Deliverable	Tentative date of completion	Responsible party
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<ul style="list-style-type: none"> • Briefing of evaluators/sharing relevant documents • Desk review and list of reviewed documents • Preparing a detailed inception report and work plan • Comments and approval of inception report 	Evaluation Inception Report (not more than 10 pages plus annexes).	30 September 2020	UNDP, Evaluation team
<ul style="list-style-type: none"> • Meetings/interviews with stakeholders • Data collection • Preparation of draft evaluation report • Debriefing with UNDP 	Draft Evaluation Report (maximum 40 pages plus annexes), with an executive summary of not more than 3 pages describing key findings and recommendations.	30 October 2020	UNDP, Evaluation team
<ul style="list-style-type: none"> • Incorporating feedback on draft evaluation report • Finalization of the evaluation report • Submission of the final report 	Evaluation brief and an on-line presentation for UNDP management Final Evaluation Report	15 November 2020	Evaluation team
Total Number of Working Days		30 days	

Number of days to be invested for each deliverable may change but the total number of days worked by the individual contractors cannot exceed 30 days for this assignment (i.e. for submission of the deliverables) as defined in the ToR.

In line with the UNDP's financial regulations, when determined by the UNDP Moldova Country Office and/or the consultant that a deliverable or service cannot be satisfactorily completed due to the impact of COVID-19 and limitations to the evaluation, that deliverable or service will not be paid.

Due to the current COVID-19 situation in the country and its implications, a partial payment may be considered if the consultant invested time towards the deliverable but was unable to complete to circumstances beyond his/her control.

Reporting Language: The reporting language shall be English.

7. IMPLEMENTATION ARRANGEMENTS

The principal responsibility for managing this evaluation resides with the UNDP Moldova Country Office, Effective Governance Cluster. UNDP will establish the first contacts with the government partners and project staff. The expert will then set up his/her own meetings and conduct his/her own methodology upon approval of the methodology submitted in the inception report.

UNDP has full ownership of the activity and of its final product. Thus, any public mention (including through social media) about the activity should state clearly that ownership. In addition, any public appearance or related published work related to the activity should be coordinated and approved by UNDP in advance. Any visibility material or product produced for this assignment must be in the name of UNDP.

Responsibilities of the evaluator:

- The consultants should have the needed skills to carry out the assignment. The evaluation will be fully independent, the consultants will retain enough flexibility to determine the best approach in collecting and analyzing data for the outcome evaluation;
- Responsible of all logistics while conducting the online interviews and meetings with relevant stakeholders in Moldova;
- Responsible for the follow-up on attaining all documents and reports as needed.

Responsibilities of UNDP:

- Shall provide all relevant background documents available;
- Will facilitate the evaluation process and will assist in connecting the evaluator with the senior management, and relevant key stakeholders;
- Will support the implementation of remote/virtual meetings and will provide the evaluation team with an updated stakeholder list with contact details (phone and email).

UNDP is not required to provide any physical facility for the work of the evaluation team. However, depending to the availability of physical facilities (e.g. working space, printer connection, telephone lines, internet connection, etc.), such facilities may be provided to the evaluation team.

8. EVALUATION ETHICS

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The consultant must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners.

9. COMPOSITION OF THE EVALUATION TEAM

The International Consultant will be assisted by a National Consultant in fulfilling the assignment. Members of the evaluation team must be independent from any organizations that have been involved in designing, executing or advising any aspect of the intervention that is the subject of the evaluation or should not have participated in the design, implementation, and decision-making of the UNDP interventions contributing to this outcome.

The proposed distribution of duties and responsibilities:

International Consultant

- Lead the evaluation and assume overall responsibility for its quality and timeliness;
- Desk review of documents, development of draft methodology, detailed work plan and Evaluation outline;
- Briefing with UNDP CO, agreement on the methodology, scope and outline of the Evaluation report;
- Participate in interviews with project implementing partners, relevant government bodies, NGO, independent experts, beneficiaries and donor representatives;
- Elaborate a summary of key findings based on interviews performed; debriefing with UNDP;
- Development and submission of the first Evaluation report draft. The draft will be shared with the UNDP CO, and key project stakeholders for review and commenting;
- Finalization and submission of the final Evaluation report through incorporating suggestions received on the draft report;
- Supervision and guidance to the work of the national expert (during entire evaluation period).

National Consultant

- Collection of background materials upon request by International Consultant;
- Provision of important inputs in developing methodology, work plan and Evaluation report outlines upon request by International Consultant;
- Assistance to the International Consultant in desk review of materials;
- In cooperation with the International consultant, development of the mission agenda
- Setting-up and conducting interviews with relevant stakeholders, provision of interpretation in communication with beneficiaries when required;
- Provision of support to the International Consultant in the elaboration of a summary matrix of the project implementation key findings based on interviews performed;
- Participation in briefing with UNDP and project implementing partners;
- Assistance to the International Consultant in developing the first draft of the Evaluation report. The draft will be shared with the UNDP CO, and key project stakeholders for review and commenting;
- Assistance to the International Consultant in finalization of the Final Evaluation Report.

10. GUIDING DOCUMENTS

The evaluation should be based on UNDP's evaluation policy and other supporting documents, including but not limited to the below:

- [UNDP Evaluation Guidelines, 2019](#)
- [UNDP Evaluation Guidelines - Covid-19](#)
- [UNEG Quality Checklist for Evaluation Reports](#)
- [UNEG 'Ethical Guidelines for Evaluation'](#)
- [Republic of Moldova–United Nations Partnership Framework for Sustainable Development 2018–2022](#)
- [UNDP Country Programme Document \(CPD\) 2018 – 2022](#)
- [UNDP Moldova Effective Governance Portfolio](#)

ANNEX 2: List of Key Informants for Review

Project	Organisation	Title	Name
Curbing corruption by sustainable integrity in the Republic of Moldova	National Anti-Corruption Centre	Project Focal Point-Head of the International Cooperation Division	Valeriu Cupcea
		Head A.I. of the General Corruption Prevention Division	Lidia Chireoglo
	Ombudsman Office	Secretary General	Olga Vacarciuc
	TI Moldova	Executive Director	Lilia Carasciuc
	UNDP Project Team	Project Manager	Olga Crivoliubic
		Project Officer	Victoria Popa
	Parliamentary Beneficiaries	PRM staff	Ion Creanga
			Căpătină Elena
		Former Project Focal Points and Project Technical Coordinators (<i>Former Heads of Strategic Development Unit of PRM</i>)	Gheorghe Ursoi
			Nina Catirev
		Deputy Chairman of the Gagauz People's Assembly	Mr. Aleksandr TARNAVSKI
		Deputy Head of the GPA Administration Department	Mrs. Maria SIRKELI
SPGM (Parliament) Project	SIDA	Head of Development Cooperation	Adam Amberg Counsellor, Oxana Paierle Programme Officer Embassy of Sweden
	UNDP Project Team	Project Manager	Victoria Muntean
Enhancing democracy in Moldova through inclusive and transparent elections	UNDP Project Team	Project Manager	Eva Bounegru
	Centre of Continuous Electoral Training of the Republic of Moldova (CICDE)	Director	Doina Bordeianu
	Public Service Agency	Dep. Documentation (Civil Status Acts)	Diana Tacu
		Dep. Cadastre Dep. (Address System)	Angela Matcov
	E-Governance Agency	Head of Institutional Mgt. Dept.	Dianna Zaharia
	DFID/UK Embassy	Head of Programmes	Chris Perkins

Support Police Reform	Ministry of Interior	State Secretary	Ianus Ierhan
		Head of Institutional Policy Development Department	Ina Bogatii
	General Police Inspectorate	Project Focal Point (Police Project), Head of International Relations Department	Vlad Negură
		Project Focal Point (Law Enforcement Project), Head of Project Management Department	Vadim Ardeleanu
		Head of Police Forensic Centre	Nicolae Bodrug
		Deputy Head of Police Forensic Centre	Mihail Coslet
	<u>Police Academy (absorbed recently the Joint Law Enforcement Training Centre)</u>	<u>Deputy Rector (former head of the Joint Law Enforcement Training Centre)</u>	Sergiu Starodub
	U.S. Embassy	Project Focal Point	Alexandru Molcean
	EU Delegation	Project Manager	Steven Daniels
	Project Team	Project Manager	Viorel Albu
UNDP Country Team	Resident Representative	Dima Al -Khatib	
	DRR	Andrea Cuzyova	
	EG Team Leader	Alla Skvortova	
CSO Survey Respondents	Institute for Development and Social Initiative		
	Expert-Grup		
	Institute for Penal Reform		
	Promo-LEX Association		
	Westminster Foundation for Democracy		
	Alliance Infonet		
	Gender-Centru		

ANNEX 3: List of Documents Referenced

1. UNDP Foundational Documents
 - Strategic Plan
 - UNDAF
 - CPD
2. Project level documents
 - Project Documents
 - Key Outputs
 - Knowledge Products
 - Needs Assessments
 - Analytical Studies
 - Annual Reports (2018-19)
 - Half-Year Reports (2020)
 - MOUs with national partners/beneficiaries
3. National documents
 - National Development Strategy
 - Sectoral strategies/strategic development plans
 - National partner annual reports
 - Independent governance/sectoral assessments (think tank; independent commission; civil society)
4. Other
 - Development Partner Mapping
 - UNDP COVID-19 Social Impact Assessment
 - 2019 UN Moldova Country Results Report
 - ROAR Outcome 1 reports (2018; 2019)
 - Moldova Voluntary SDG National Review (2019)
 - Study on Equality Perceptions in Moldova (2015; 2018)

ANNEX 4: Evaluation Matrix

Evaluation Criteria	Key Questions	Answers to Key Questions
1. Relevance	1.1 To what extent is UNDP support relevant to the country's current development objectives, Sustainable Development Goals, as well as its sectoral programs of relevant line ministries?	Was highly relevant, but may need to be adjusted due to post-pandemic priorities.
	1.2 How did the Effective Governance portfolio promote the principles of inclusiveness, gender equality, human rights- based approach, innovation and conflict sensitivity?	Through specific indicators related to gender equality and social inclusion with disaggregated data collection as part of M&E plan
	1.3 To what extent is programme and project design relevant in addressing the identified priority needs in CPD 2018 – 2022?	Identical to CPD outcomes
	1.4 To what extent are UNDP's outcome-level results relevant to and consistent with the national priorities?	UNDP outcomes are well-linked to national priorities as they were in 2018
	1.5 Are UNDP approaches, resources, models, conceptual framework relevant to achieve the planned outcome?	Yes. Well-established projects in EG are able to respond to national needs and use strong relationships to build reforms
	1.6 Are the current set of indicators, both at the outcome and output levels, effective in informing the progress made towards the outcomes? If not, what indicators should be used?	Most indicators are relevant and effective in informing project work, but some output indicators lack specificity or relevance
	1.7 Which programme areas, considering also the impact of the COVID-19 crisis, are the most relevant and strategic for UNDP going forward?	Much of the EG work is long-standing and has seen results, but a focus on accountability and transparency is critical post-pandemic.
	1.8 What adjustments are needed for the Effective Governance programme to stay relevant? How has the pandemic impacted the relevance of the programme?	Programme is likely more relevant, with focus on transparency and accountability. Focus also on most vulnerable is critical in building national resilience to pandemic and other emergencies.
2. Efficiency	2.1 How much time, resources and effort it takes to manage the EG Cluster, what could be improved and how UNDP practices, policies, decisions, constraints and capabilities affect the performance of the Cluster?	Standard UNDP model of project-based implementation creates certain cost-effectiveness; Yet the same model requires concurrently sufficient capacity to ensure outcome-level/programmatic implementation
	2.2 To what extent did monitoring systems provide data that allowed the programme to learn and adjust implementation accordingly?	Most effective monitoring was at the project level, where adaptation has occurred when evidence has warranted such change. Programme level monitoring was more limited.

	2.3 What have been roles, engagement and coordination among the stakeholders? Have UNDP succeeded in building synergies and leveraging with other programs and development agencies in the Country, including UNCT programming and implementation?	Coordination amongst DPs is routine and effective. It is often led by national partners, depending on the sector. Limited evidence of cross-programme collaboration or with other UNCT.
	2.4 How did UNDP promote gender equality, human rights and human development in the delivery of outputs?	Through mainstreaming and targeted interventions; Development of tools and rules for institutionalisation in GoM
	2.5 Was there any identified synergy between UNDP initiatives that contributed to reducing costs while supporting results?	Limited evidence of cross-project or cross-programme collaboration
	2.6 Were there any notable costs associated with the implementation of the programme or specific projects? Were the programme and its projects cost-effective in their delivery of results?	Procurement of ICT and physical infrastructure was a significant cost to some projects. Project model of national staff with one LT international staff and ST consultants is a cost-effective means of delivering projects.
	2.7 How has the COVID pandemic impacted on the ability to deliver results through the programme?	Governance reform is about strong relationships. Difficult to build and maintain such relationships with limits placed by pandemic. May require a newer modality.
	2.8 To what extent has UNDP managed to establish viable and effective partnership strategies in relation to the achievement of the outcomes? What are the possible areas of partnerships with other national institutions, NGOs, UN Agencies, private sector and development partners?	Partnership viability is closely tied to national beneficiaries willingness to engage with partners. Work on anti-corruption promotion was a good example of a partnership with civil society. If possible this should be replicated with other projects.
3. Effectiveness	3.1 What has been the progress towards the achievement of the targets in the Outcome 1?	There has been progress in reaching targets related to Outcome (% of women elected; perception of GoM)
	3.2 To what extent has progress been made towards outcome achievement? What has been UNDP's contribution to change?	Programme is on-track for achieving outcome.
	3.3 What have been the key results and changes? How has delivery of outputs led to outcome level progress? Are there any unexpected outcomes being achieved beyond the planned outcome?	1.5- Parliament is applying tools for gender impact and post-legislative scrutiny; Elections have stronger voter registration and more transparent party financing 1.6- AC Strategy is being implemented; Gender-responsive tools developed and new policies in place 1.7- Increased percentage of women elected, including Roma & PwDs; 1.8- HR Action Plan being implemented; More inclusive

		recruitment with police service; new human resource rules in military are more inclusive
	3.4 To what extent has UNDP succeeded in national partners' capacity development, advocacy on governance, justice and human rights issues including sustainable development goals?	Women deputies in parliament were supported in analysing SDGs and their role in implementation; Women VSOs are monitoring anti-corruption strategy implementation; New models of policing have been adopted and being successfully implemented
	3.5 To what extent has UNDP succeeded in building partnership with civil society and Partners and Stakeholders?	Relationship with CSOs is multi-faceted and allows for CSO voices in strategic decisions on implementation; Partnerships with CSOs were leveraged for effective civic education, especially for youth
	3.6 To what extent has the results at the outcome and outputs levels have benefitted women and men equitably?	By mainstreaming GE in work of projects and in targeted activities the programme has supported reforms, both legal and policy, of GoM that are resulting impacting women and men
	3.7 To what extent have marginalised groups benefited from the programme?	PwDs have seen a focus on their needs with regard to electoral system; Youth are the focus of AC civic education; Gender impact assessment tool developed in parliament
	3.8 What are the main factors (positive and negative) that have/are affecting the achievement of the outcome? How have these factors limited or facilitated progress towards the outcome?	Building & maintaining trusted, strong relationships with national partners; Timely, bespoke, high-level policy advice; Yet results are limited to some extent by lack of full commitment and ownership of key national partner staff.
	What measures can be taken to make the outcome more effective and results-oriented?	Providing knowledge and sharing experiences early to get buy-in of national partners; More peer-to-peer exchanges with counter-parts from other countries in the region. More regional engagement overall.
4. Impact	4.1 What concrete change has occurred as a result of the programme?	Community-based policing; Modern Police Forensic Unit Voter registration system linked to addresses; Online access to political party financial records; Amended Labour Code

	4.2 What real difference have the activities made to the beneficiaries?	Changes to electoral law have supported more women candidates and more resources for such candidates, resulting in an increase in women as elected officials;
	4.3 What can be done within the programme to enhance the impact of its work?	See 3.8
5. Sustainability	5.1 What indications are there that the outcomes will be sustained, e.g., through requisite capacities (e.g. systems, structures and staff)?	Procured equipment will have lasting impact; Some reforms have been institutionalised
	5.2 To what extent do the UNDP established mechanisms ensure sustainability of the policymaking interventions?	Use of tools such as legal & policy reform, assessment tool development and incubating new approaches are highly effective at institutionalisation
	5.3 To what extent are programme modalities designed to facilitate the continuation of the project after donor funding ceases? Is this design work being done?	Having embedded project staff within GoM has allowed for capacity building and transfer of knowledge beyond static events (i.e. – trainings) which have been more results-oriented; Linking policy advice with infrastructure procurement and capacity development allows for a more sustainable results; Output level theories of change would be useful
	5.4 To what extent has engagement in triangular and South-South Cooperation and knowledge management contributed to the sustainability of the programme?	This could be enhanced with more peer-to-peer exchanges; Political instability has limited ability to build relationships and to triangulate
	5.5 How will concerns for gender equality, human rights and human development be taken forward by primary stakeholders?	Building capacity of gender-focused CSOs will have lasting results at local level; Institutionalizing or establish legal framework for gender-responsive tools will ensure application in policy development
	5.6 How strong is the level of ownership of the results by the relevant government entities and other stakeholders, specifically in the post-COVID-19 crisis?	Ownership is critical to results. Relationships have had some success in achieving results, but greater ownership is of added value.
6. Coherence	6.1 How has the EG Portfolio worked with the other UNDP portfolios to build stronger national systems?	Limited evidence of cross-programme collaboration
	6.2 Has the EG programme been implemented in accordance with UNDP, UN and development community standards and best practices?	Yes
	6.3 How has the programme and individual projects worked with other projects in the same field?	Limited evidence of sectoral collaboration

	6.4 Has the programme provided added-value while avoiding duplication of effort?	Sectoral coordination has ensured minimal duplication. UNDP and project staff are well-respected and have built relationships that have allowed for results to be achieved where other implementers may not have had the same results.
	6.5 What is the unexplored potential for collaboration/synergies?	Programme-level collaboration amongst EG projects would likely be of added value. Need to identify programme-level goals that can be concretely implemented
7. Innovation	7.1 How has the programme included innovative approaches to achieve results?	Digitalisation and use of ICT to improve service delivery; Police reforms are based on best practices; Use of art to engage youth in AC civic education;
	7.2 How has the programme used new technologies to achieve results?	Voter registration linked to home affairs database system; New forensic unit based on modern technology
	7.3 How has the programme engaged with the new actors such as the private sector and youth to achieve its results?	Engagement of PwDs and survey of accessibility at polling stations was innovative; Art & Music as a means of promoting youth involvement in AC and integrity
8. Gender Equality	8.1 What did the programme do to ensure women's perspectives were incorporated into its work with beneficiaries?	Gender analysis is integrated into post-legislative oversight rules for parliament; Gender-focused CSOs supported in conducting oversight at the local level
	8.2 How did the project ensure its activities were designed to promote the participation of women?	Mainstreaming and integration of gender equality into AWP; Targeted GE activities, such as support for women's caucus in parliament
9. Partnerships & Cooperation	9.1 Did the programme develop and maintain partnerships to achieve results?	Yes, with national government in particular; Role of CSOs in achieving results is also visible; CSOs on steering committees of projects; Leveraging CSO networks for civic education
	9.2 What was the added value of the programme to the work of partners?	Introduction of new concepts and best practices; High-level policy advice; effective procurement
	9.3 What was the added value of partners to the work of the programme?	CSOs have provided third-party analysis and oversight that has fed into project work;

	Strong role in developing innovative approaches to civic education, especially for youth
9.4 To what extent has UNDP managed to establish viable and effective partnership strategies in relation to the achievement of the outcomes? What are the possible areas of partnerships with other national institutions, NGOs, UN Agencies, private sector and development partners?	Level of partnership engagement depends on the project – some were more inclined and saw added value in such partnerships. Greater integration of CSOs in project work would be impactful; Post-pandemic era may allow for stronger partnerships with DPs who are looking for partners that can implement effectively
9.5 How has the pandemic impacted the ability to collaborate and partner with development partners, UN agencies and national partners?	Collaboration and partnerships are impacted by pandemic, but post-pandemic there may be more space for UNDP to lead EG work in Moldova, given the positive reputation of the CO and DPs looking for rapid delivery & implementation

ANNEX 5: List of opportunities and needs identified during the interviews

During the interviews, the participants identified a list of opportunities and needs, related to their activities. The most relevant opportunities were taken into consideration in the report, but there are a few that are too narrow and referring to a specific project or activity. The ET has considered to add them as an annex for the UNDP management staff to be considered in the future project design and updates.

Project	Opportunities and needs
Parliament project	<ul style="list-style-type: none"> • Communication aspects to be tackled more • More informative activities (more offices, forums) • More focus on Civic Education • Activities to enhance the accessibility of the Parliament (more visitors) • Integration parliament explanatory aspects in the Education Curriculum • Children involvement in surveys, discussions when related to children related legislation approval • Souvenir store feasibility study. • the UNDP to set the general objectives and the Parliament to apply with assigned staff for each specific activity • To support the Parliament initiatives at the International level on request. • Usually there are some activities that need additional financing and UNDP can contribute to that activities • UNDP can contribute to draft studies or finance experts threw a roster-based selection instruments on Parliament request • Strengthening the functional capacities of the Parliament after the Code adoption • Trainings • Institutional Image promotion • Functional development of the territorial offices • English/ State Language /Gagauzian Courses; • More experience exchange activities with the Moldovan Parliament. • A collection of basic normative acts for the new elected PA Members/ collection of normative acts of former assemblies; • Development of a guide for the new elected members (rights and obligations) and an initiation training program. • Peer reviews on draft laws on trilateral basis with expert involvement • Assistance for the commission meetings in the field – the link of the citizens with the MP • Parliamentary research

	<ul style="list-style-type: none"> • Commitment of the Parliament to continue the discussion and coordination with the donors • A more defined structure of watchdog function and parliament accountability (like know the MP's expenses or civic education model)
Curbing Corruption project	<ul style="list-style-type: none"> • LPA assistance may be one of the remaining opportunities • implementing new instruments on project impact assessment (valid for all projects) with specialized training on how to measure impact • To create a Human Right Training Center to form public functionaries • lobby and advocacy capacities development • Shadow monitoring made by NGO's (small grants); • Contest for the best journalistic investigation • Other activities with the CSO's involvement • Assistance for the combatting corruption, investigation areas as well; • Technical assistance in taking over the best practices and cooperation with similar institution on all levels (like ARBI – Crime Recovery Agency) • Involvement all departments in project activities and trainings
EDMITE project	<ul style="list-style-type: none"> • Strengthen the academic research field by introducing the electoral field, because now there is no such field as electoral fonctionnaire • Work with the Parliament on electoral related policies and normative aspects like Electoral Code amendments • Work with NGO's regarding the accessibility issues • Work with Ministry of Education regarding strengthening electoral education (there should be a special qualification where the teachers can improve their methodologies on effective governance) • Work with Ministry of Health regarding disadvantaged families or orphanages • Work with public servants in terms of electoral education • Digitalisation of Civic Education • Master program Center+FRISPA – it already has 2+1 promotions - there are few students and Universities are disappearing, there is a continuous fight for the students, therefore an advanced Master Diploma in electoral field at the regional level with UNDP support, could attract more students in this area. • The Center founded together CEC and with UN Women support an international organization - WEM International turned to be unfunctional, because of lack of project attraction capacities of the secretariat. It could be revived with the capacities development for the secretariat in project attraction and internal organization.

	<ul style="list-style-type: none"> • Training activities for State Electronic Civil Status Acts Register system users: <ul style="list-style-type: none"> ○ LPAs ○ Diplomatic Missions ○ Territorial Offices
Law enforcement project	<ul style="list-style-type: none"> • Internal Communication development - Communication Strategy implementation • The budget of the Canine center was underestimated. Therefore, there is a need to identify additional financial means to finance capacity development activities. • There is a lot to be done more to the Recruiting Centre • Workflow digitization. Informatic System Interoperability • To develop more the Community Police Concept – it should not be applied the option of using an existing building, but on a standardized approach of a unique technical project with new building construction. It will allow to save money on adapting existing buildings to the standards need. • Long term experts contracting with the individual final evaluation at the end of the contracts made by the beneficiary. • A technical assistance component with standardized endowment nomenclatures, investigation services, intranet need assessment made by practitioners. • Implement intelligent solutions in the Corruption Prevention Component • Supplement Community Police Sections • Introduce the Police Intelligent Car Concept (changing police car equipment standards) • Support in finalizing the activity regarding the Police emergency reaction – There is a lack of an integrated management system to reach the reaction time on emergency to 15 minutes • Open Source information Analysis Intelligent solutions • Consulting projects with a full assistance package included (hard+training) • Training on project writing • Assistance in special normative framework update for the Forensic Centre • Law enforcement related equipment purchases • Equipment for the hospital and polyclinics

ANNEX 6: List of opportunities and possible areas of intervention identified during the questionnaires

Areas of intervention where the UNDP projects could be a greater partner for the Government to achieve its goals	Promoting the principles of Good Governance, transparency, integrity
	Public services and local development
	Increasing the capacity of LPA and CPA
	Involving citizens in decision-making
	Economic growth and regional development
	Economic empowerment for women and youth Support to SMEs DCFTA implementation
	Combating COVID pandemic and measures for post- COVID recovery
	Digitalization
	Civil society
	Anti-corruption
	Justice sector
	Ombudsman
	Human rights
	Justice sector reform
	Anti-corruption
	Ecology
	Education
	Social inclusion of people with disabilities
	Gender Equality
	Defense sector
	Police sector
	Elections
	Climate Change
	Accessibility of urban infrastructure and accessibility of information to promote the rights of people with disabilities
	Support in the development of entrepreneurship and start-ups for business development by people with disabilities
	Promoting the political rights of people with disabilities
Areas of intervention where the UNDP projects could be a greater advocate for the Civil Society Community	Development of mechanisms for involving young people in the decision-making and political process in the country
	Developing policies to attract Moldovan migrants from abroad to the country
	Increasing transparency at local and central level
	Fight against corruption at local and central level; increasing public services at the local level
	Promoting good governance in public, private and civil society sectors

Promoting electoral literacy Increasing the accountability of politicians and fighting populism
Public campaign to promote SDGs
Election monitoring and voters' education
Monitoring of democratic processes
Human rights' protection
Combating domestic violence
Combating hate speech
Promoting the concept of open society, the principles of free association and the role of civil society in the state
Transparency of the associative sector
Competitions, forums, fairs, information campaigns to Promote the associative sector
Logistics support in capacity building (especially at regional level) Development of partnerships and networks.
Gender Equality
Defense sector
Police sector
Elections
Climate Change