

**Outcome Statement  
Socioeconomic Project Portfolio**

**Country Programme 2005-2009  
UNDP Romania**

Evaluation Period: 7-18 December 2009  
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## Executive Summary

The following document evaluates the Outcome Statement from the Country Programme Document (CPD) and Country Programme Action Plan (CPAP) deriving from the UNDAF recommendations.

The intended Outcome is to reduce poverty among vulnerable groups – Roma, rural women, youth (including post-institutionalized), people living with AIDS – through employment generation and specific interventions to promote social inclusion.

The stated outcome indicator, baseline and target are as follows:

**Indicator:** Poverty among youth; poverty among Roma;

**Baseline (2003):** 15 - 24 age group 32%; Roma 76% ;

**Target (2009):** Poverty among youth and Roma reduced by half by 2009

These projects aiming to achieve the stated outcomes include:

- Beautiful Romania
- Community Development Programme in Hadareni (Hadareni)
- Establishment and Development of Business Incubators (Business Incubators)
- National Strategy for Improving the Situation of Roma (Roma Strategy)
- Rural Women Running Small Businesses (Rural Women)
- Social Service Centres for Roma Communities (Roma Communities)

The evaluation consists of a desk review, mission to Romania from 7-18 December 2009 and preparation of the final evaluation. The conduct of the mission included review of additional documents, meetings with partners and stakeholders in Bucharest, meetings with UNDP staff and a two-day visit to project sites in Alba Iulia, Blaj, Saschiz and Targu Mures.

The projects that were linked to the outcome evaluation were the following:

*Beautiful Romania.* Beautiful Romania contributed strongly toward job growth and poverty reduction. More than 300 jobs (most temporary) were created, workers were trained in construction-oriented skills and several dilapidated urban sites have become tourist destinations and/or economic hubs. There was limited progress toward the component of social inclusion through hiring disadvantaged youth because the project was unable to locate sufficient numbers of disadvantaged persons to work on the construction projects.

*Roma Strategy.* UNDP produced relevant outputs such as job producing projects, public awareness, and management duties which included tenders, monitoring and accessing funds. These outputs can be seen as a contribution toward the expected outcome of “Reduced poverty and increased empowerment among disadvantaged minority communities through employment generation and specific interventions to protect or encourage social inclusion.” However, the project should be seen in the context that the National Strategy has not been implemented and is currently without funding from the Romanian Government. Moreover, there has been no Action Plan at the National Agency for Roma since 2008. In summary, UNDP made specific project contributions toward the outcome but contributions to the larger strategic objectives were limited.

*Roma Communities.* The Roma Communities project contributed toward the outcome of “Reduced poverty and increased empowerment among disadvantaged minority communities through employment generation and specific interventions to protect or encourage social inclusion.” Activities at the social centres were specific interventions to encourage social inclusion. The social centres, although varying in effectiveness, were the designated outputs and provided important services such as assistance with obtaining identification (ID) documents and health mediation. Complete achievement of the outcome was obstructed by the issue of sustainability. In some of the jurisdictions, Blaj in particular, where the local authority was charged with continuing the development and operation of the social centres, activity has diminished.

*Hadareni.* The expected output of the Community Development Programme in Hadareni project is reduced poverty among vulnerable groups. This project did not achieve its expected result as UNDP became focused on compensating for the Government of Romania’s inability to execute construction projects. Among UNDP’s outputs for this project was the construction of housing. Although UNDP is certain it completed its task related to the construction of housing in Hadareni, there are complaints about not all the houses promised were built, and those that were built were of poor quality. Many of the stakeholders look toward UNDP for resolution of the problems and for better monitoring of the Government’s execution of its duties.

*Rural Women.* The Rural Women project contributed to the outcome of reduced poverty among vulnerable groups through employment generation and specific interventions to promote social inclusion. The project did create new businesses and jobs for rural women. However, the cost-efficiency and sustainability of such a project should be evaluated carefully before embarking on similar projects. The number of jobs created was quite small and the Evaluation Team was unable to verify whether all of the enterprises were still in operation. Thus, the newly-created jobs, prospects for long term viability and dollars spent all need to be evaluated and compared to other employment generation for vulnerable group projects prior to repeating such a project.

*Business Incubators.* Technically, the Business Incubator project has attained its expectations of economic growth and poverty reduction through its outputs -- creation of 170 jobs and establishment of three incubators with more on the way. But on the whole, the picture is incomplete as 170 jobs do not have a major effect on economic growth across three cities and the project is in the process of expansion. A more accurate indicator of success over time will be how many entrepreneurs the incubators can groom, and the long term viability of the incubated enterprises.

The lessons learned were:

- UNDP still has a strong brand in Romania.
- UNDP’s core capability for the future lies in acting as a project management unit for relevant ministries and agencies to facilitate the transfer of funds held at the national level to worthy projects at the local level, and to develop and manage the projects.
- UNDP must promote its accomplishments more proactively.
- Economic growth and job creation should be constituent objectives to be pursued under broader objectives, and not be the main focus of future UNDP projects.

- UNDP should institutionalize its processes. (Implementation of organizational processes vary from project to project.)

The recommendations were:

#### Strategic Recommendations

1. Evolve UNDP Romania to act as a project management unit.
2. Increase the public awareness of UNDP's activities.
3. Be more customer friendly.
4. Greater cooperation with the private sector.

#### Tactical Recommendations

1. Greater and more uniform use of the Project Document.
2. Greater use of steering committees.
3. More consistent monitoring and evaluation.
4. Improved financial and strategic planning.

## Chapter 1: Introduction and Methodology

The UNDP Country Programme for 2005-2009 has the overall objective of responding “to key challenges to reform and EU accession” (CPD). For this overarching objective, UNDP has identified three main program outcome areas derived from the UN Development Assistance Framework of the same period. These three program areas are:

- 1- *Capacity building for democratic governance*
- 2- *Environmental governance*
- 3- *Economic growth and poverty reduction*

The evaluation at hand focuses on the stated outcome of the Country Program under the economic growth and poverty reduction programme area where initially two program outcomes had been identified in the Country Program. These outcomes have been formulated in the Country Program as follows:

- (1) Reduced poverty among vulnerable groups – Roma, rural women, youth (including postinstitutionalized), people living with AIDS – through employment generation and specific interventions; and,
- (2) Increased foreign trade and capital inflows through capacity building of local authorities for FDI and export promotion, targeting regions with economic potential and low investment.

The latter outcome has been poised in the results framework as UNDP led interventions on the growth side while the former outcome has been formulated with a view to steer UNDP intervention on the social inclusion side of the poverty reduction goal.

At the time of the evaluation exercise, the UNDP management had abandoned the latter outcome striving at FDI and export promotion and the current efforts in poverty have been framed towards developmental interventions aimed at reducing vulnerability among certain social groups through job creation and other protection programs.

Therefore, the evaluation exercise focused on the following outcome:

Outcome: Reduced poverty among vulnerable groups – Roma, rural women, youth (including postinstitutionalized), people living with AIDS – through employment generation and specific interventions. The outcome indicator, baseline and targets have been stated as follows:

Indicator: Poverty among youth; poverty among Roma;

Baseline (2003-2005): 15 - 24 age group 32%; Roma 76%;

Target (2009) - Poverty among youth and Roma reduced by half by 2009

The projects that have been geared to contribute towards progress under this outcome are as follows:

- Beautiful Romania
- Community Development in Hadareni (Hadareni)
- Establishment and Development of Business Incubators (Business Incubators)
- National Strategy for Improving the Situation of Roma (Roma Strategies)
- Rural Women Running Small Businesses (Rural Women)
- Social Service Centres for Roma Communities (Roma Communities)

The evaluation consists of a desk review, mission to Romania from 7-18 December and preparation of the final evaluation. The conduct of the mission included review of additional documents, meetings with partners and stakeholders in Bucharest, meetings with UNDP staff and a two-day visit to project sites in Alba Iulia, Blaj, Saschiz and Targu Mures.

The evaluators are:

- Marius Birsan, National Evaluation Consultant
- Barry Kolodkin, International Evaluation Consultant

Assistance for this evaluation was provided by Marina Neagu, Programme Associate and Monica Sonia, Intern.

The methodology for this evaluation is based on the Terms of Reference provided by UNDP Romania and the Guidelines for Outcome Evaluators developed by UNDP's Evaluation Office.

The objectives of the evaluation are to:

- Ascertain the status of the outcome
- Examine the factors affecting the outcome
- Assess UNDP's contributions
- Assess the strategy with and contribution of UNDP's partners

In order to do the assessment, the evaluators examined the country program outcome and the project output targets and results as described in the Results and Resources Frameworks Country Programme Document, Country Programme Action Plan, and individual project documents. The relationship of output to results for each project is assessed in Chapter 3. Each project has a section entitled Outcome Evaluation and Facts and Key Outputs.

Upon examination of the Output/Results architecture across different projects, the relative specificity of the outputs and results varied widely from project to project. Some of the projects denoted specific outputs indicators, others results indicators. For future development and execution of projects, there must be clear distinctions between outcomes, objectives, outputs and activities. For purposes of this evaluation, measurement was primarily toward the first Country Programme Outcome, "Reduced poverty among vulnerable groups – Roma, rural women, youth (including post-institutionalized), people living with AIDS – through employment generation and specific interventions to promote social inclusion." The stated outcome indicator, baseline and target as presented in the Country Program and the Country Program Action Plan are as follows: Poverty among youth; poverty among Roma; **2005 - Baseline (2003):** 15 - 24 age group 32%; Roma 76%; **2009 -** Poverty among youth and Roma reduced by half by 2009. In some cases, there was a more generic outcome of economic growth and poverty reduction.

None of the projects discussed in this evaluation were relevant to the second Country Programme Outcome in the Economic Growth and Poverty Reduction sphere, "Increased foreign trade and capital inflows through capacity building of local authorities for FDI and export promotion, targeting regions with economic potential and low investment." While the Business Incubators and Beautiful Romania project could potentially attract foreign

investment or develop exporters, by and large, the focus of the portfolio was oriented toward the general outcome of economic growth and poverty reduction and the first Country Programme Outcome. During the evaluation, it was communicated to the evaluators that this outcome is no longer pursued by the Country Office. Projects that were previously linked to this latter aim were linked to the outcome of “reduced poverty among vulnerable groups” which has been the subject of this evaluation as part of a corrective exercise in end 2008.

UNDP’s focus on the reduced poverty among vulnerable groups from a strategic perspective is recommended. UNDP’s relative funding and expertise in the area of trade and foreign direct investment is less likely to have significant impact in an upper-middle income country like Romania whereas UNDP can be an effective implementer of projects to assist the disadvantaged.



## Chapter 2: Relevance

The Country Programme Document covered 2005 – 2009, during which Romania witnessed sound economic growth and the country's accession was accompanied by an array of reforms and changes.

After Romania joined the European Union on 1 January 2007 it started to access structural and cohesion funds in order to address remaining development needs and challenges of European economic integration and convergence. The EU budgeted 30 billion EUR for the 2007-2013 execution. Unfortunately, the first 2 years of membership demonstrated a low capacity to absorb funds.

Despite significant advancements in social and economic development<sup>1</sup> and reduction of poverty, 13.8 per cent of the population still lives below the poverty line (2007). Two-thirds of the poor live in rural areas despite substantial potential in agriculture, forestry, and fisheries. This leads to a high migration rate to Western European countries (latest estimates reach values of 10% of the population)<sup>2</sup>, causing distortions on the labour market. Though there has been a steady reduction of poverty among the Roma from 2005-2009, they continue to be at risk of social exclusion and experience the highest incidence of poverty.

Labour market challenges advanced quickly due to the economic crisis, while the prospects for 2010 are gloomy. In spite of the slight GDP increase, the unemployment rate<sup>3</sup> is expected to increase, while the wages average<sup>4</sup> is expected to decrease. Active labour market programmes have not been fully successful in integrating vulnerable groups. Among the youth, the unemployment rate is 21%. The global economic downturn is expected to impact Romania by reducing remittances and exacerbating the difficult living conditions of the rural poor and Roma.

Despite a generally sound legislative framework, day-to-day business practices for employed women, such as work-life practices, have yet to be fully implemented and, while gender equality has been achieved in certain areas according to key social development indicators, the Government continues to pursue a strong gender equality policy to ensure its full attainment in all fields, including political representation.

Although EU policies promoting equal opportunities and the proportion of women employed approaches that of men, European experts say the labour market consists of two different worlds, only one quarter of all employees working in mixed areas. Statistically, most women are employed in the fields of education (34%) and health (17%), while that of men in industry (22%), sales-retail (14%) and construction (13%).

In short, Romania is a much different place than it was just 5-10 years ago. However, issues in socioeconomic development remain. The targets are still relevant – poverty alleviation, social inclusion, etc.

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<sup>1</sup> GDP per capita (PPP) rose between 2003 – 2008 from \$7,763 to \$12,600, a compounded annual growth rate of over 10%, according to IMF World Economic Outlook, October 2009

<sup>2</sup> Percent estimated on latest reports (2005) of the Romanian Statistics Institute – [www.insse.ro](http://www.insse.ro)

<sup>3</sup> 4,9% in Dec 2008, 7,5% in Dec 2009, forecasted 7,8% at the end of 2009 -

[http://standard.money.ro/articol\\_111323\\_55/7\\_5\\_\\_somaj\\_in\\_noiembrie\\_posibil\\_8\\_in\\_decembrie.html](http://standard.money.ro/articol_111323_55/7_5__somaj_in_noiembrie_posibil_8_in_decembrie.html)

<sup>4</sup> 320 EUR in Oct 2009,

UNDP's 2005-2009 Country Programme, Draft 2010-2012 Programme and Project Documents reflect both these remaining issues and the advances in the Romanian economy and society. In order to continue to be effective in this new environment, these documents should and do reflect lessons learned and strategic partnerships necessary to address the respective issues.

### **Chapter 3: Analysis of Projects, Results and Key Interactions**

The evaluators examined the project outputs and results as described in the Results and Resources Frameworks of the Country Programme Document, Country Programme Action Plan, and individual project documents. Each project listed below has a section entitled Outcome Evaluation and Facts and Key Outputs.

Upon examination of the Outcome/Output/Results architecture across different projects, the relative specificity of the outputs and results varied widely from project to project. Some of the projects denoted specific outcome indicators, others output indicators. For purposes of this evaluation, measurement was primarily toward the first Country Programme Outcome, “Reduced poverty among vulnerable groups – Roma, rural women, youth (including post-institutionalized), people living with AIDS – through employment generation and specific interventions to promote social inclusion.” In some cases, there was a more generic outcome of economic growth and poverty reduction.

The programming context is that all of these programs were designed to generate employment, promote entrepreneurship and develop skills among the poor. With the exception of the Business Incubators project, all had a social inclusion component to support employment growth within a specific disadvantaged group, i.e. Roma or post-institutionalized youth. In general, it should be noted that with the exception of the Rural Women project, gender mainstreaming was not emphasized in the programs that were evaluated. Although, the Business Incubators project has helped develop female-managed companies.

As noted in the discussion below, the project outputs were generally achieved, and therefore, there was contribution to the expected outcome. The larger questions for future project planning are: What was the relative impact of the outcome? Were the outputs and the indicators utilized to assess those outputs the most appropriate?

#### **Beautiful Romania**

The Beautiful Romania project was inspired by the Beautiful Bulgaria project and is an outgrowth of the 1999-2002 Beautiful Bucharest project undertaken by UNDP, the Ministry of Labour and Bucharest City Hall. Beautiful Romania began in 2003 with projects in Brasov and Alba Iulia. The program involves regenerating the urban environment in Romanian cities and providing jobs to members of vulnerable groups.

Overall, the project is viewed as a major success. Many of the project sites have become tourist attractions and sustained additional businesses. The social inclusion aspect was less successful because the demographics did not support the project objectives.

#### **Outcome Evaluation**

Beautiful Romania contributed strongly toward the result of sustainable urban development and regeneration as well as job growth and poverty reduction. More than 300 jobs (most temporary) were created, workers were trained in construction-oriented skills and several dilapidated urban sites have become tourist destinations and/or economic hubs. There was limited progress toward the outcome of social inclusion through hiring disadvantaged youth because the project was unable to locate sufficient numbers of disadvantaged persons to work on the construction projects.

## Facts and Key Outputs

- The expected outcomes from this project are: sustainable development and rehabilitation of the urban environment in historical city centres and reduced poverty among vulnerable groups.
- The project partners are the Ministry of Culture, Ministry of Development, Public Works and Housing, Ministry of Labour, and the Ministry of Public Works and Transport. The implementing agencies are the Brasov County Council, Municipalities of Alba Iulia, Braila, and Medias, and the local authorities of Constanta, Iasi, Focsani, Sibiu, Sighisoara, and Targoviste.
- Both the Ministry of Culture and the Ministry of Development, Public Works and Housing are legitimately involved in preservation and restoration of historical sites. The Ministry of Development, Public Works and Housing has more funds to disperse for projects as a “ministry of investment.”
- The Ministry of Culture had difficulties realizing its share of the cost delaying the start of the project. UNDP was seen as generous in its contributions.
- Intervention was only in urban areas, whereas The Ministry of Culture expressed the urge to expand the program to certain rural areas.
- The rehabilitations in Alba Iulia and Craiova are particularly well-received. Alba Iulia was the initial project and a best-practice for a much larger initiative; the vision and political will of the local administration in particular.
- Each step in the process was difficult according to the Ministry of Culture. At times, the local authorities did not want to participate. However, the local authorities grew to be proud of the projects.
- There was no UNDP sign or branding at the Alba Iulia Beautiful Romania site.

## Results

- Because of the project’s success, there are many communities that would like to participate in Beautiful Romania.
- The projects are normally profitable for the communities because unused space is utilized.
- Finding post-institutionalized youth to work on the construction and restoration projects proved quite difficult. Originally, the projects were designed to have 20-person training classes. There were not enough youth to support 20-person cohorts.
- Half of the participating youth were from Roma communities.
- While the majority of the construction tasks were performed by men, women did some skilled finishing work in Sighisoara, and the jobs in the shops and museums at the Graft Bastion in Brasov re being performed by women.
- The work in Alba Iulia is a good example of sustainability at work as 18 times more tourists visited the Beautiful Romania site in 2009 than 2008. The work in Alba Iulia is expanding thanks to a promising PPP approach.
- The work accomplished in the Beautiful Romania project resulted in additional project in Gabroveni (central Bucharest).

## **Conclusions**

- UNDP was seen as good at spending money and building a partnership with central and local authorities to work on protected areas. The Ministry of Culture believes a best practice is how UNDP developed teamwork between the central and local authorities.
- UNDP gives an impartiality and neutrality. It “cuts the political game” between the local authorities, central administration and the parties.
- According to the Ministry of Development, Public Works and Housing, if a larger future project will continue, a different framework is needed. French or Croatian style public private partnerships are a possibility.
- Publicity related to Beautiful Romania was limited. In the opinion of the partners, many of the community members did not know of UNDP’s role in the restoration. Many stakeholders did not understand what was accomplished. A website was created and there were some subsequent social media related activities. The new media tools – although cost effective – address mainly younger generations and not decision makers.
- The majority of the local authorities understood their role in urban renewal. It is easier and better to work with the local government in these types of project because the central administration takes less responsibility in the local community.
- The Beautiful Romania project helped make clear that local communities, economic development and social development are all linked.
- Funding issues with the Ministry of Culture were a result of the Ministry not understanding projects. They are only allowed to give the money prescribed in the MoU.

## **Recommendations**

- The Ministry of Development, Public Works and Housing believed that a steering committee with the partners was needed. There were not enough meetings and too much reliance on written reports. The Ministry also said there were different documents for different ministries and no common document. Their opinion was that targets were met (from their point of view) but the project quality would have been better and funding more likely to continue if there were a common report and committee meetings.
- Additional publicity related to Beautiful Romania is needed.
- An exit strategy was needed to ensure the continuation of this successful project.

## **Roma Strategy**

The Activities for Implementing and Monitoring of the Roma Situation Improvement Strategy 2005 have been designed to finance partnerships within the Roma communities, with the following objectives.

- Foster income generating activities
- Small infrastructure creation/rehabilitation
- House rehabilitation
- Agricultural land acquisition and farming
- Vocational training

## **Outcome Evaluation**

UNDP produced relevant outputs such as job producing projects, public awareness, and management duties which included tenders, monitoring and accessing funds. These outputs can be seen as a contribution toward the expected outcome of “Reduced poverty and increased empowerment among disadvantaged minority communities through employment generation and specific interventions to protect or encourage social inclusion.” However, the project should be seen in the context that the National Strategy has not been implemented and is currently without funding from the Romanian Government. Moreover, there has been no Action Plan at the National Agency for Roma since 2008. In summary, UNDP made specific project contributions toward the outcome but contributions to the larger strategic objectives were limited.

## **Facts and Key Outputs**

- UNDP was mandated with the implementation of:
  - Monitoring methodology of the “National Strategy for Roma Situation Improvement” – 2005 (team selection, monitoring principles)
  - Information campaign & public Awareness (press conference; survey)
  - Income generation activities (project selection; work monitoring)
- 289 Roma persons were provided with jobs during the project, Implementation and Monitoring of the National Strategy for Improving the Roma Situation 2005. Under this initiative UNDP contributed towards the rehabilitation of small infrastructure and social buildings (schools, medical units, cultural centres) and trained Roma communities in developing sustainable income generating activities.
- This project was continued during 2005 and provided employment for another 90 Roma persons. A total of 1137 man-months of employment were created.
- Outputs included housing & infrastructure rehabilitation in Roma communities which entailed public tender; company selection; independent supervisor selection; on-going monitoring.
- UNDP assisted local communities and authorities in accessing EU Structural Funds regarding the stated Outcome.
- Best practices on Roma Infrastructure Rehabilitation program were taken from UNDP Bulgaria.
- Gender dimension was taken in consideration at various stages/levels of this project.

## **Results**

- The National Agency for Roma (NAR) states that implementation of the Roma strategy lacks due to political instability.
- There has been no Action Plan for the Roma since 2008 and no financing from the Romanian Government.
- From the NAR's position, the strategy is blocked due to the non-implementation of a specific objective: employment of one Roma specialist in each Mayor's Office.

## **Conclusions**

- The National Roma Strategy is a document created by the General Secretariat of the Government and the National Agency for Roma (NAR) aiming to focus the actions to be taken during the coming years in order to improve the Roma living conditions, while UNDP is a key consulting and implementing entity.
- The lack of focus from the Governmental side (frequent political changes, low interest on the specific topic) and the lack of financing have left the document as only a statement of general intent, with the exception of several initiatives (Hadareni, Roma Community Centres).
- UNDP Romania should revisit its Roma-focused strategy. Focusing on the Roma populace is a target area of the European Union and places one vulnerable group above others. A more holistic approach to supporting the disabled and disadvantaged may be appropriate. According to Romania's Anti-Discrimination Authority, the disabled is a vulnerable group that is underrepresented in social programs.

## **Recommendations**

- *Assist and advise NAR on creating yearly Action Plans.* Translate the Strategy into clear, achievable and business-like measures.
- *Assist NAR on managing the relation with Secretary General of the Government.* Proactively raise the issue of financing the activities and create mid-term budgets.

## **Roma Communities**

The "Roma Communities" Project started in 2004 in Partnership with the Swedish International Development Cooperation Agency (SIDA), the National Agency for Roma and the National Agency for Employment (NAE) aiming to provide tailor-made services for certain Roma communities. At the local level, Mayor's Offices and County Offices of the NAE have been contributing partners.

It started with a pilot project in Marasesti (VN), and then continued from 2005 to 2007 with the opening of an additional 5 centres.

## **Outcome Evaluation**

The Roma Communities project contributed toward the outcome of “Reduced poverty and increased empowerment among disadvantaged minority communities through employment generation and specific interventions to protect or encourage social inclusion.” Activities at the social centres were specific interventions to encourage social inclusion. The social centres, although varying in effectiveness, were the designated outputs and provided important services such as assistance with obtaining identification (ID) documents and health mediation. Complete achievement of the project aims was obstructed by the issue of sustainability. In some of the jurisdictions, Blaj in particular, where the local authority was charged with continuing the development and operation of the social centres, activity has diminished.

## **Facts and Key Outputs**

- UNDP contributed to the establishment of 6 Social Centres for Roma communities (one Pilot Project in Marasesti, 5 others during the roll-out phase).
- 2519 (approx aggregated number) Roma have been counselled on various topics.
- 900 received support on getting ID documents.
- 382 received training as health mediators.
- 180 received training on IT literacy.
- 69 have been trained as health mediators for Roma communities.
- 87 received training on entrepreneurial initiatives.
- 285 have been counselled on job related topics.
- 93 have been registered on family physicians’ lists.
- 106 received support on completing education.
- 35 imprisoned Roma received counselling services relating social reintegration in Targu Mures.
- 382 have been counselled on social protection problems.

## **Results**

- The local Roma communities received counselling and training services related to their specific local situations.
- The interaction between the centres and its clients has been rated as very good.
- The status and capacity of the centres varies. In Targu Mures, the Centre is serviced by one doctor and one social worker, while in Blaj only one half-time social worker delivers sporadic services.

## **Conclusions**

- The Social Centres for Roma communities is a well conceived project, offering the Roma communities services they would have difficulty accessing otherwise.



- The lessons learned from the Marasesti Pilot Project have been properly incorporated in the second stage of the project (regarding the collaboration with the Local Partners).
- Involving Roma people as employees within the centres contributed to strong acceptance of the services within the Roma community.
- As the objectives of the Centres have been achieved and they became good models of intervention in Roma communities, the sustainability issue still leaves some open questions. Although the initial agreements stated that the local partners are supposed to take over the Centres after the completion of the Project, it is not clear all of the services can be sustained.
- One aspect meriting improvement relates to the visibility of the Centres. In smaller communities “word of mouth” may be enough to create awareness; however in larger communities, it may be advisable to create awareness among the Roma community by local visits and by connecting with the informal leaders. Project managers would need to define smaller and larger communities.

### **Recommendations**

- *Include other nationalities in some programs.* During various (vocational) trainings and counselling sessions, the target audience should not be exclusively Roma, but mixed with other nationalities. This would create an atmosphere of inclusion, boosting Roma’s community self-confidence.
- *Create appropriate visibility and awareness among the local community.*

### **Community Development in Hadareni**

UNDP assisted the National Agency for Roma, the implementing agency, to deliver the commitments made to the community of Hadareni by Romania after the European Courts of Human Rights decision.

### **Outcome Evaluation**

The expected aim of the Community Development in Hadareni project is reduced poverty among vulnerable groups. This project did not achieve its expected result as UNDP became focused on compensating for the Government of Romania’s inability to execute construction projects. Among UNDP’s outputs for this project was the construction of housing. Although UNDP is certain it completed its task related to the construction of housing in Hadareni, there are complaints about not all the houses promised were built, and those that were built were of poor quality. Many of the stakeholders look toward UNDP for resolution of the problems and for better monitoring of the Government’s execution of its duties.

### **Facts and Key Outputs**

- The County Roma Office (within the Mures Prefecture) has not been involved in the implementation or in monitoring of the activities. It has only been informed at the beginning stage. However, the CRO keeps close and constant contacts with the local Roma community in Hadareni.

- Apparently, the previous management of NAR5 has not raised with the General Secretariat of the Government concerns with regard to the budgetary requirements for delivery action in the order of priority required for implementation of the court decision.
- The working budgets of the Project were only approved and funds transferred to UNDP during the final quarter of the year both in 2007 and 2008, with clear requirements for disbursements to be made by 15 December. These have effectively limited the time of project implementation to less than 4 months in 2007, and less than 3 months in 2008. Consequently, construction works for housing which would have required procurement processes spanning 2007 and 2008 have not been initiated.
- The representative of the local County Roma Office Mures observed during his visits to the local community in Hadareni, the local community still is divided among the 3 constituent groups (Roma, Hungarians and Romanians), and that the initiatives that should have facilitated social integration have not done so.

### **Conclusions**

- In spite of the ECHR decision to amiably solve the Hadareni problem, the representatives of the Romanian Government did not perform as expected, leaving the impression that the social problem in Hadareni is of minor importance.
- There is much consternation over the status and quality of the construction of the houses in Hadareni and where the responsibility lies.

### **Recommendations**

- UNDP cannot assume responsibility for NAR's obligations. Should the Government of Romania wish to continue engaging UNDP's partnership, then the UNDP Project Document with NAR would have to be extended until end-2010 to allow for competitive and transparent procurement of works, adequate on-site supervision and focused monitoring and reporting activities (provided the National Budget would be adopted in due time, after the Presidential elections in Dec 2009).
- UNDP should not engage in public works in general or specific housing projects and be accountable for specific numbers of houses as done in Hadareni. UNDP's mission and functions are programmatic in nature and cannot compensate for government problems in infrastructure development.

### **Rural Women**

In the "Rural Women" project, UNDP partners included UNIFEM, the Government of Japan through its Japan Women in Development Fund (JWIDF), the Ministry of Agriculture, Forests and Rural Development, the Ministry of Labour, Social Solidarity and Family in Romania, and the World Bank's Romanian Social Development Fund. All joined efforts to establish small factories in rural areas.

The Project was implemented during 1998 – 2004 with some terminal activities in 2005.

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<sup>5</sup> The NAR management changed in Sept 2009

## **Outcome Evaluation**

The Rural Women project contributed to the outcome of reduced poverty among vulnerable groups through employment generation and specific interventions to promote social inclusion. The project did create new businesses and jobs for rural women. However, the cost-efficiency and sustainability of such a project should be evaluated carefully before embarking on similar projects. The number of jobs created was quite small and the Evaluation Team was unable to verify whether all of the enterprises were still in operation. Thus, the newly-created jobs, prospects for long term viability and dollars spent all need to be evaluated and compared to other employment generation for vulnerable group projects prior to repeating such a project.

## **Facts and Key Outputs**

- 4 local communities benefited of Pilot Demonstration Units (PDUs).
- The growth rate of the women's SMEs was satisfactory during the project.
- Thorough analysis of the local environment created relevant decisions.
- Under the Rural Women Project, the Project Team conducted a 3-step survey (socio-economic, market-technologies, feasibility) on 28 potential pilot sites in the rural area and on selecting the Pilot Demonstration Unit sites. Based on this survey, the National Steering Committee decided the location of the first 2 PDU's.
- In the course of 16 workshops, the local women were counselled on establishing new NGOs, and expressing their needs, requests and their ideas on enlarging the PDU's activities.
- They were also trained (in collaboration with the National Agency for Employment) on basic aspects of business management and production skills.
- Similar projects have been and are implemented by the Social Development Fund, but with no financial support (trainings and counselling only).
- Various information material (manuals, leaflets, web-site) have been created in order to disseminate the best practices of the project.

## **Conclusions**

- The RW Project worked well during the UNDP support phase. As the Project Documents show, the concept has been thought through and the Partnerships with the local authorities worked well. The National Steering Committee has been mentioned as a functional body ensuring communication and monitoring of the activities.
- Involving the local communities creates accountability, while certain sensitivities have to be observed in order to create general consensus.
- Subsequent to the UNDP support phase, the status of the companies is unknown, as no further monitoring/reporting has been done.
- The evaluation team learned that one of the first initiatives – the milk-processing farm in Negresti (VS) – was discontinued after the 2004 general elections, apparently due to political factors. No other information about the other companies could be collected during the evaluation. This underscores how sustainability of the Project can be affected by external factors.

## **Recommendations**

- *Continued monitoring* of the project's companies is advised to understand their development as economic enterprises and long-term sustainability.

## **Business Incubators**

The Establishment and Development of Business Incubators project was piloted in 2005 and began activity in 2006. Today, there are business incubators in Alba Iulia, Brasov and Sfantu Gheorghe in buildings renovated with the assistance of UNDP. Up to ten incubators will be developed, business incubators are currently planned for Dorohoi, Mangalia, Satu Mare, Targoviste and Targu Mures. The project is a partnership between UNDP, the Agency for Implementation of Projects and Programs for Small and Medium Enterprises (AIPPSME) and the local authorities in the incubator communities.

Overall, the project is viewed positively. The results “on the ground” are not yet what the stakeholders had hoped but they see potential in this project and all the partners would like to see the project continue.

## **Outcome Evaluation**

Technically, the Business Incubator project has attained its expected outcome of economic growth and poverty reduction through its outputs -- creation of 170 jobs and establishment of three incubators with more on the way. But on the whole, the picture is incomplete as 170 jobs do not have a major effect on economic growth across three cities and the project is in the process of expansion. A more accurate indicator of success over time will be how many entrepreneurs the incubators can groom, and the long term viability of the incubated enterprises.

## **Facts and Key Outputs**

- The expected result from this project is economic growth and poverty reduction.
- The incubated companies receive office space and grants for partial reimbursement of costs, such as utilities, consultancy and equipment.
- Each incubator has space for twenty companies. At 93% of capacity, fifty-six companies occupy the three current incubators. All but one of the companies has lasted three years in the incubator despite the economic crisis.
- The incubators have mainly been focused on services but some of the businesses are related to wood, food, textiles, packaging and construction.
- 37.5% of the managers of the incubator companies are women; 27% is the EU average for female managers.
- The incubator administrator in Alba Iulia, SC Atta Consulting, declined to continue providing such services to the incubator companies. The company won a public tender to provide incubator administration services because they were the only company to apply.
- The incubator administrator in Alba Iulia has had difficulties obtaining money owed by incubator companies.

## **Results**

- During the first two years of incubation, the total turnover of the business incubators raised more than 32.6 million RON (approx. 10.8 million USD), holding an average 6% profit margin. Because of the economic crisis, performance was not as strong in year three.
- The third year was very difficult for the incubator companies. As big companies suffered, small ones did as well. Many of the firms went without profits in an effort to save jobs. AIPPSME commented that the economic crisis made people work harder.

- In the course of the project, 170 new jobs, or 3 new jobs per incubated company on average, were created; 33 new jobs in Brasov, 48 in Sfantu Gheorghe and 89 in Alba Iulia.
- AIPPSME reported that the project was behind schedule and was less than satisfactory until the regional consultants were hired. Once those consultants were hired, a great deal of progress was made in the past two months, and they believe the project will be up-to-date by the end of the year.

## Conclusions

- After discussions with project partners, the most relevant indicators of success are: rate of long term viability or survival of incubator companies, number of jobs created and company profits.
- Space limitations in some of the offices have caused a need to select companies that can function in a small office not necessarily the best companies.
- The selection process of companies can be improved. An extensive market assessment of which industries would be most viable should be performed. Companies in the tourism, automotive and plastics industries were sought but no one on the local markets wanted to join the incubator.
- According to the interviewees, many of the companies would not survive outside the incubator.
- The interviewees also explained that they would like to see future incubators oriented toward production. They did indicate that this would entail larger, more expensive incubator locations.
- Administrating a business incubator requires a medium to long-term perspective on the part of the administrator. This aspect was not stated clearly enough in the Tender Documents. In the case of Alba Iulia, no candidate applied to be administrator. The current and outgoing (resigned) administrator was recruited by the local mayor. For the future stages of the project, the Administrator selection criteria should not only consider the business capabilities but also the motivation and determination to manage a business incubator.
- AIPPSME would like to develop thematic incubators in the future that would lead to cluster development. They believe the development of clusters will help the long-term survival of the incubation companies. Possibly, the clusters can be linked to an established medium or large enterprise which brings more customers and a stronger supply chain.
- With 170 jobs created in total, the impact on job growth in Romania is minimal. However, the greater impact is the growth in entrepreneurship in specific localities, and the efforts made by the localities to stimulate small business.
- Generally, the relationships between UNDP, AIPPSME and the local authorities have been classified as very good. Exceptions were the SME Agency finds the MoU process difficult with UNDP, and the incubator in Alba Iulia anticipated UNDP purchasing a multifunctional printer/fax/copier for a company but UNDP did not.
- AIPPSME said that the agency can work with UNDP to access funds. They do not have current projects with NGOs and UNDP has a special status as an international partner.

## Recommendations

- *Develop a formalized set of selection criteria for the incubator companies.* A comprehensive, weighted set of selection criteria for incubator companies based on previous experience will assist in making the right selection for the new incubators and provide justification for the selections.
- *Prepare a formal market assessment in incubator cities for the target sectors/industries.* The purpose of the market assessment is to discover which sectors are most likely to develop clusters, if there are sufficient companies in those sectors, and what the requirements for the incubators are.
- *Detailed analysis of Incubator Administrator candidates.* UNDP should analyze the requirements, capabilities and motivations to operate an incubator. The type and requirements of the Administrator's other activities are important.
- *Link to other SME programs.* There should be closer alignment with AIPPSME and other SME-related programs. AIPPSME offers a consultancy voucher program. The "Fondul National de Garantare a Creditelor pentru IMM-uri" provides finance to SMEs. All the relevant SME programs in Romania should be linked with the incubators.
- *Promote access to finance.* Many of the firms in the incubator are starved for capital. The incubator should make additional efforts to match the firms with appropriate sources of capital. Some work is done in this area but there should be a systematic matching of the incubator company's need for financing and the products available.
- *Refurbish spaces and delay tax payments.* AIPPSME suggested that additional spaces, particularly those oriented toward production, would be renovated and there should be a delay in tax payments for incubator companies.
- *Change the CPAP/CPD/ProDoc to reflect current conditions.* A suggestion from the project team was to amend the project's governing documents to reflect the current environment, new objectives and relevant indicators.

**Chapter 4: Lessons Leamed**

**Lesson 1: UNDP Still Has a Strong Brand in Romania**

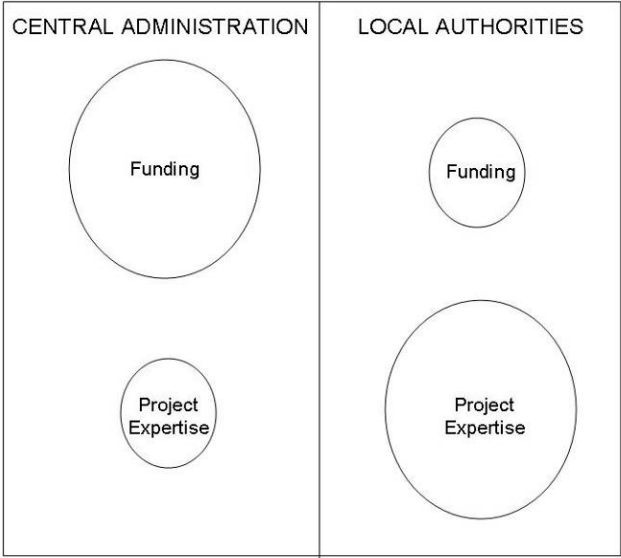
During the evaluation, the team met with Government officials, local authorities, consultants, the Chamber of Commerce and others, all were well aware of UNDP and presented, at least to the evaluators, a positive image of UNDP. UNDP was cited as an international partner. UNDP’s most positive characteristics were its neutrality, ability to manage projects and spend funds, commitment to and length of time in Romania and capacity to work in different areas such as socioeconomic development, environment, etc.

**Lesson 2: UNDP’s Core Capabilities and Its Future**

At a high level, all the organizations encountered during the evaluation wanted to continue working with UNDP because they still saw UNDP as a donor. Organizations with mixed project experience success, such as the National Agency for Roma, want to continue working with UNDP because they see potential for additional project funding.

In the new Country Programme, UNDP will no longer be a donor and it is important for UNDP to exploit its capabilities and identity fully to retain the interest in working with UNDP. At the national level, the Government officials expressed the need for assistance in planning and executing projects. This was even more important than accessing funds. While the agencies would appreciate assistance in accessing funds, a more frequent comment was “I need help to spend the money.”

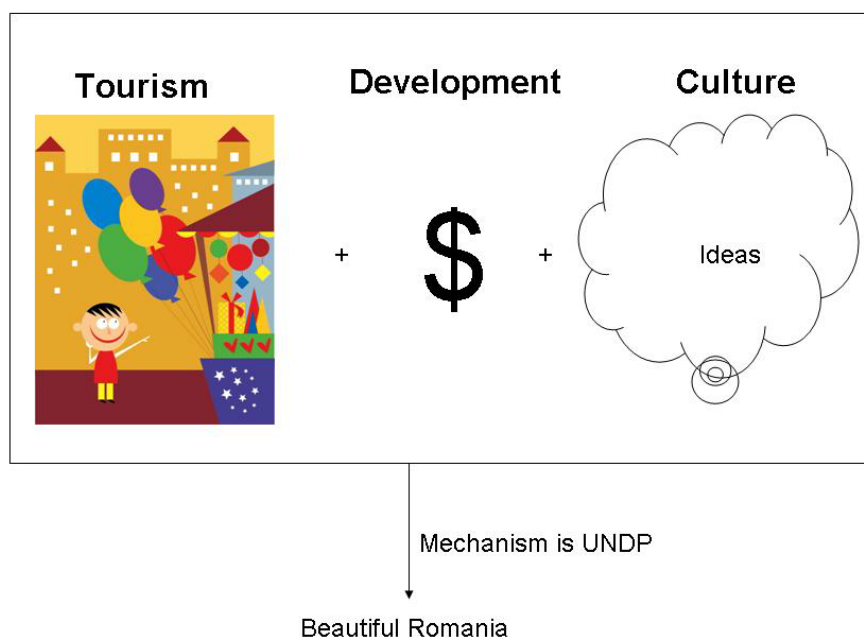
Conversely, at the local level, most local authorities are seeking money. Some local authorities like Alba Iulia have been successful in accessing structural or regional development funds. But most of the local governments are looking for funding. A growing number of the local authorities are able to execute projects at the local level. After all, they provide services to citizens on a daily basis.



UNDP can provide real value in helping the central administration develop and manage projects at the local level. The project partners consistently stated that UNDP played a key

role in bringing together the central and local authorities and it would not have been possible without UNDP.

During the conduct of the Beautiful Romania project, UNDP was able to facilitate a successful project involving the Ministries of Culture, Regional Development and Tourism. The parties involved said this was a unique experience. UNDP provided a mechanism for multiple organizations with different structures and interests to execute a common project. The Ministry of Culture was charged with the mission, urban preservation and regeneration, for Beautiful Romania. The Ministry of Development, Public Works and Housing was the funding authority and the Ministry of Tourism was the customer because a successful outcome meant additional opportunities in tourism.



UNDP has the potential to act as a project management unit for relevant ministries and facilitate the transfer of funds held at the national level to worthy projects at the local level.

### **Lesson 3: UNDP Needs to Promote Its Accomplishments More Proactively**

Nearly every single interviewee mentioned that the projects were not sufficiently publicized. When the evaluators asked the question, “Do you think the beneficiaries are aware that UNDP is a partner in this project?” Most said No. We visited the Roma Social Service Centre in Blaj and the Alba Iulia Beautiful Romania site. No UNDP sign or logo was visible at either site.

In the discussions with the Beautiful Romania partners, they mentioned that there was a Beautiful Romania website but that there was little other information available to extol the project’s success. UNDP is not obtaining the public awareness and “credit” it deserves for its participation.

The team met with the Director of Projects with the Romanian Chamber of Commerce. She was unaware of neither UNDP’s Business Incubators project nor other efforts in the



socioeconomic sphere. The Chamber of Commerce would be a natural partner in SME related projects like Business Incubators.

More importantly, potential partners and sponsors do not fully understand what UNDP has to offer as a partner and how UNDP can help their activities. In addition, stakeholders that are not direct partners fail to see project progress if they are not informed on a regular basis. UNDP should be more active in branding project sites, developing events, utilizing social media and networking with stakeholders.

#### **Lesson 4: Economic Growth/Job Creation Projects Should No Longer Be at the Core of the UNDP Programme in Romania, but Incorporated Under Adjacent Projects**

Romania is a wealthier country with a much more vibrant private sector despite the current economic crisis than when UNDP began operations in Romania. The jobs created by the Business Incubators, Rural Women, and Beautiful Romania projects number approximately 500 in total. While this is an accomplishment and contributes to the UNDAF Outcome, the total impact on the Romanian economy is low and the cost of the projects was 650,000 USD in Regular Resources and 15 million USD in Other Resources according the 2005-2009 budget in the CPAP.

The architecture of projects, such as Beautiful Romania, oriented toward job creation in an inclusive manner should be revisited. Beautiful Romania's success derives from its revitalization of economically disadvantaged areas, development of working relationships between central and local authorities and beautification of urban centres. Job creation is an externality. The value of the socioeconomic projects is not manifest in the jobs created but teaching social inclusion, building entrepreneurship and creating sustainable urban environments. UNDP's strength and where it has most impact is developing institutional capacity and/or developing partnerships in the area of employment generation not developing job creation projects with a relatively limited term of duration.

As UNDP moves toward a new Country Programme, a new direction was needed and created. The direction of the new Country Programme is validated; as building capacity for overseas developmental assistance, global public goods and social inclusion is more reflective of lessons learned from project experience and where Romania is today in terms of socioeconomic development.

UNDP may wish to serve as an implementer and manager of Government projects in the economic growth/job creation arena but not as a sponsor.

#### **Lesson 5. Institutionalize Processes**

During the course of the evaluation, the evaluators discovered some projects had formal project documents and some did not. Some projects were quite active in monitoring results; others less so. In the project documents and work plans, some of the projects had specific outcome indicators and others did not. Employing all the UNDP processes does not ensure project success but it does ensure that outcomes are known and provides an audit trail to garner best practices and lessons learned. Uniformity in process also builds corporate capability and redundancy.

The projects that committed to regular visits to project sites, monitoring and evaluation and consistent communications were more successful. The Roma related projects, particularly the Hadareni project, were marked by comments that UNDP needed to “monitor more” and a lack of communications. The Roma officer for the Prefecture of Mures said he was at a meeting with UNDP once in 2007 and once again in 2009 because there was a VAT issue. Visits, meeting, phone calls and reports should be institutionalized so they become part of the project execution.

Finally, “exit strategies” should be institutionalized as part of the project planning process. In several projects, Roma Communities, Hadareni and Rural Women for example, when UNDP’s activity ceased, the local authorities or other stakeholders failed to fund or manage ongoing activities. In the case of Beautiful Romania, which the Ministry of Culture would like to see continue, no plans for funding and execution have been formalized despite the project’s termination at the end of 2009.

## **Chapter 5: Future Programming and Policy in line with the Conceptual Framework to the Country Programme**

The United Nations Strategic Framework outcome is:

By end-2015, line ministries have enhanced capacity to implement innovative programs for social inclusion, economic and political empowerment of vulnerable groups, and for deepening democratic practices with special emphasis on initiatives with the potential to be adapted to the needs of Romanian official development assistance priority countries (United Nations Cooperation Framework for Romania, 2010-2015 Outcome 2)

The Draft UNDP Country Programme 2010-2012 reflects an understanding of where Romania has been and where it is going. Considering Romania's rapid economic development, in spite of continued poverty in some regions and communities, along with the efforts made by the European Union in this area, the selection of social inclusion and aid effectiveness related to the socioeconomic portfolio are excellent choices. They reflect needs for Romania going forward as well as UNDP goals and capabilities. Projects related to export promotion or foreign direct investment would have a minimal impact when considering the funds spent and the resulting increase in exports or FDI.

Where UNDP can have an impact is the area of social inclusion. The formulation of the 3rd Outcome as "Capacity development for social inclusion, economic and political empowerment of vulnerable groups and for deepening democratic practice with special emphasis on initiatives with the potential to be adapted to the needs of Romanian official development assistance priority countries" reflects this. Various communities are still being excluded from society. While UNDP outputs in the economic sphere might seem small relative to expected outcomes, UNDP can help businesses, associations, and others understand that the Roma, disabled or others can contribute to Romanian society.

After Romania became an EU member, it gained access to significant amounts of Structural Funds, and the absorption capacity of the Romanian administration and private sector is obviously low. In this domain, UNDP can and should use its expertise and status to create strategic partnerships. This approach cannot be a long term strategy for UNDP Romania because the Government should have these capabilities soon. But for the next cycle, UNDP's capabilities to develop projects and bring different parties together can help Romania develop projects, spend funds, monitor and evaluate results and build its own capability. This aspect of future programming is discussed in Chapter 4. Lessons Learned and Chapter 7. Conclusions and Recommendations.

Finally, the new Country Programme brings greater potential for cross-linkages between the different clusters in UNDP Romania. There were some linkages between the portfolios: Socioeconomic, Democratic Governance and Energy and Environment. The Democratic Governance said there was an ODA project linked to the socioeconomic portfolio but generally the portfolios operated separately. Green energy, official development assistance, and social inclusion provide opportunities for closer collaboration among the portfolios.

## Chapter 6: Assumptions and Limitations

This evaluation should be read with the following assumptions and limitations in mind.

- Many of the project sites were distant from the UNDP Romania office in Bucharest. The ten-day mission including desk review and meetings in Bucharest left limited time for field visits.
- The Rural Women project finished in 2005, the first year of the 2005-2009 Country Programme. There was only one staffer available to provide insight into this project and no project partners.
- UNDP's partners have been affected tremendously by the economic crisis and the caretaker government/election issues. As a result, there were several new people in Government agencies and partner resources were more limited than normal.

## Chapter 7: Conclusions and Recommendations

The major conclusion is that UNDP does have a continuing role in Romania for the short-to-medium term because of its brand, neutrality and successful project management experience. Romanian entities see UNDP as a recognized partner to help implement projects. The Government of Romania desires assistance with tasks that it should have the capability to execute. In the short-to-medium term, UNDP can provide assistance in ensuring projects are completed and embedding the capability to execute the projects in the Government.

Based on the review of the projects and the lessons learned, the following conclusions and recommendations are presented. The recommendations are broken out into strategic and tactical recommendations. The strategic recommendations indicate recommendations that affect UNDP broadly. Whereas the tactical recommendations are oriented toward activities that should aid project performance.

### Strategic Recommendations

***1. Evolve UNDP Romania to Act as a Project Management Unit.*** Most of the Government partners expressed a need for support to plan, develop and manage projects. UNDP was viewed as having a strong capability in this area, inexpensive, neutral and an “international brand.”

Access to funds was secondary to being able to implement the projects. Rather than become a capturer and implementer of strategic funds, UNDP would serve to assist ministries and agencies needing assistance in developing projects. The objective would be to help the entities at the national level learn how to transfer money to appropriate projects at the local level. Succinctly, UNDP adds value.

This would be accomplished by formulating a strategy for UNDP to act as a project management unit. Elements of this strategy would be:

- a. Capture all the phases of the project development process accounting for differences in funding – Romanian Government, EU, other donor, etc.

- b. Decide where UNDP fits into the process, adds value and document those opportunities.
- c. Identify the human resources available within UNDP that can support the project efforts and their expertise.
- d. Create template procedures based on best practices to create successful Memoranda of Understanding, bring central and local authorities together, implement projects across different ministries and agencies, establish project steering committees and prevent funding gaps to the fullest extent possible.
- e. Based on the 2010-2012 Country Programme Document, Government of Romania strategy, knowledge of funds available and the requests of partners, outline potential projects that could be implemented.
- f. Training partners to make certain that they understand how to access funds, develop projects, and manage projects.
- g. Assisting with the selection of local partners and making sure the link between the central and local authorities is strong.

The idea is not to hire people and build a new team rather it is to create a framework and infrastructure for the existing team to implement projects.

This recommendation does not mean that UNDP should reject acting as an implementer of Structural Funds or creating new projects with other donors. Rather, the recommendation is oriented toward evolving UNDP's identity in Romania and exploiting its core competencies.

**2. Increase the Public Awareness of UNDP's Activities.** UNDP needs to make beneficiaries aware of UNDP's contributions and social partners of UNDP's efforts. UNDP cannot expect support from public institutions if they are unaware of UNDP's effort expended, money spent and results achieved. In order to increase public awareness, the following steps should be taken.

- a. Each Project Document or Work plan should have a Public Awareness activity component that will explain how UNDP will raise awareness of the project
- b. Any project site where UNDP is active with a program or has contributed to the development of the site location should have a prominent sign with the UNDP logo.
- c. Local press releases should be issued for major project milestones.
- d. Non-confidential executive summaries of annual reports could be sent to stakeholders not formally involved in the project – local authorities, related ministries, NGOs, etc.
- e. Face-to-face meetings with project partners to update them on progress.
- f. Events in the local community related to project launches or the launch of a new service.
- g. Limited local advertising explaining what project activities are taking place.
- h. Use of social media to gain interest in the project. (This was cited as effective for Beautiful Romania.)
- i. Build links from the project website to the websites of stakeholders.

During the course of the interviews, it was apparent that the UNDP brand was still valued. Thus, it is important to sustain the visibility of that brand.

**3. Be More Customer Friendly.** No longer a donor itself, UNDP needs to rely on its partner and customer for financial support. During the course of the evaluations, we learned in one case that UNDP was not flexible in supplying financial reports other than the standard CDR

report. On a Democratic Governance project, it was mentioned that a Memorandum of Understanding was reviewed by lawyers in New York to see if it met with UN standards. However, there is no Romanian attorney on staff to focus on the customer's legal and regulatory needs. In the future, UNDP's value is provided by the service it delivers not by the funds it contributes.

Thus it is incumbent upon UNDP to provide reporting in a manner that the partner requires, to understand their organizational needs and to provide strong customer support. UNDP Romania, as a part of a global organization, must continue to provide report and act in accordance with organizational standards. However, if UNDP wishes its benefactors to fund projects and act efficiently, it must be prepared to provide them information they need and understand.

**4. Greater Cooperation with the Private Sector.** During the evaluation discussions, the evaluators spoke with Monica Moldovan, who mentioned that the Energy and Environment portfolio was working with Coca-Cola and Cosmote<sup>6</sup> on projects. UNDP works extensively with private sector on projects such as the Global Compact. As UNDP's role changes from a donor to an implementer and manager in Romania, seeking out private companies to serve as donors or co-donors in socioeconomic projects is logical. In particular, when the economy improves, most of the companies will be more focused on corporate social responsibility again. Private sector participants could be integrated into the Business Incubators program to provide expertise or donations in-kind. Perhaps tourism companies can be involved in Beautiful Romania type activities. Romanian companies operating in Moldova can assist with overseas development assistance in economic development projects.

### **Tactical Recommendations**

**1. Greater and More Uniform Use of the Project Document.** In the documents received by the evaluators, there were Project Documents for the Beautiful Romania, Business Incubators, and Rural Women projects but not for the Hadareni, Roma Strategies and Roma Communities projects. The documents describing these projects were work plans and contracts.

A UNDP-formatted project document is not necessarily the key to success. Many other donors have success with different types of formats. The emphasis on creating a project document is to ensure that the outcomes, outputs, objectives, activities and true measures of success are understood; in other words, a project business plan. Submission of a work plan or a contract in lieu of a project document is an emphasis on operations -- outputs, activities and indicators -- but fails to capture the importance, objectives and strategy.

The project document formats should be relatively uniform across projects. The three project documents were similar but not in the same format. While allowing sufficient flexibility for project variances, a similar format should be used in order to establish common practices, measurements and comparability across projects.

The project document should also have clear definitions of outcomes, objectives, outputs and activities. In several documents, the outcome was at a very high level such as poverty reduction or social inclusion and the outputs were build three houses or create 15 jobs. The outcomes and the outputs should be linked. Of critical importance is to be able to evaluate whether the outcomes are achieved and if the outputs are relevant.

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<sup>6</sup> The third GSM operator on the Romanian market

**2. Greater Use of Steering Committees.** The Ministry of Development, Public Works and Housing mentioned that there were no project steering committee meetings and there were too many written reports. In order for the Ministry to participate and monitor results, they felt it was important to have steering committee meetings. Steering committee meetings also enhance coordination among the partners, contribute to evaluation and increase awareness of UNDP's results.

The idea is not to create work for project managers rather it is to ensure that objectives and outputs are in line and the partnership strategy functions smoothly. Thus, it was advisable for larger projects to form steering committees and hold 1-2 meetings per year.

**3. More Consistent Monitoring and Evaluation.** The process of monitoring and evaluation was uneven across projects. Consistent monitoring and evaluation is critical when external factors necessitate project changes to achieve expected outcomes, and to improve performance if beneficiaries and partners are not pleased with the project.

Recommendation 2, the establishment of project steering committees is one method of improving monitoring. Monitoring would also be enhanced by more frequent visits to the project sites and stakeholders. Several times, stakeholders said that they received reports from UNDP but had not spoken with UNDP recently. In addition to complying with formal report requirements, managers should strive to speak with project participants on a quarterly basis at least.

Both the National Agency for Roma and the Authority for Combating Discrimination specifically mentioned that they need UNDP's help to monitor the government. In the same vein as the Government has limited capacity to manage projects, the capacity to monitor projects is also limited. Therefore, UNDP should be proactive in monitoring the Government's activity.

Finally, a brief project evaluation should be completed at the end of each year, and an outcome evaluation could be done at the end of the project.

**4. Improved Financial and Strategic Planning.** In several project instances, there were gaps in funding and project activities were delayed. Or, projects failed to continue because authorities could not furnish facilities or hire the staff necessary to operate the facilities.

Clearly, UNDP cannot be expected to predict situations such as government instability or economic crises. However, UNDP has sufficient operational experience in Romania to be aware of potential problems with Memoranda of Understanding or agency budget changes. This philosophy is supported by the request by Government partners for UNDP to monitor Government project activity.

While not all contingencies can be accounted, UNDP may be able to alter the project design in some cases, so the project does not stop if an agency fails to make a payment the next budget year. For example, with a cost-sharing program where UNDP refurbishes a building and a partner supplies furniture, computers, etc, these activities should be budgeted in the same fiscal year so the partner cannot excise the furnishings from the next year's budget. The idea of a backup or contingency plan is important.

When planning projects, UNDP should have a clear strategy for handing off responsibility for the project activity to a local partner, and a contingency plan should the local partner fail in its obligations. The point where UNDP exits the process should not be at a critical juncture where services or operations cease if an unavoidable failure occurs. Incorporated into the

output/activity planning should be a monitoring of the Government or other partners' funding and capacity to assume any follow-on duties.

### **Annex 1: Terms of Reference**

## **TERMS OF REFERENCE FOR OUTCOME EVALUATION OF UNDP ROMANIA COUNTRY PROGRAMME 2005 – 2009**

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**Programme Evaluation Period:** 2005 – 2009

**Programme Areas:** Economic growth and poverty reduction

**Outcome:** Reduced poverty among vulnerable groups – Roma, rural women, youth (including post-institutionalized), people living with AIDS – through employment generation and specific interventions to promote social inclusion.

### **1. Purpose of the Evaluation**

In line with Country Programme evaluation plan for 2005-2009, UNDP Romania Country Office is preparing to carry out a terminal outcome evaluation of the Country Programme in October - November 2009. The purpose of the proposed Outcome Evaluation is to measure UNDP Romania Country Programme 2005-2009 contribution to the national objectives, namely with respect to the specific objective of reduced poverty among vulnerable groups – Roma, rural women, youth (including post-institutionalized), people living with AIDS – through employment generation and specific interventions to promote social inclusion.

It will also look at UNDP's contribution to corporate (MYFF/Strategic Plan1) goals of reducing poverty and achieving MDGs, fostering democratic governance and sustainable development with a view to inform, guide the implementation of the Country Programme Document for 2010-2012 with explicit purpose of inputting the Country Program Action Plan (CPAP) for the same period.

In this context, the express purpose of the evaluation is to take stock of lessons learned from the previous programming period to inform CPAP especially with a view to how the CO may use past experience to inform programming under new modalities benefiting from structural, cross border, cohesion and other funds made available to UNDP program by the Government of Romania.

The UNDP Country Office has not to date had an Evaluation Management Committee. As part of the CPD 2010-2012 preparations, the CO has committed to the following evaluation management arrangement:

The Government and UNDP will establish a joint planning and review mechanism for all programme components, to assess the country programme results and resources framework and prepare a work plan for the next year. Annual planning and review meetings will dedicate special attention to systematic monitoring of the cost-effectiveness of the partnership between UNDP and the Government of Romania, identifying areas for corrective action. Other United Nations organizations, and representatives of donors and civil society, may also participate in these meetings.



At present, the Evaluation Management stakeholder is the Ministry of Foreign Affairs on behalf of the Government of Romania. It is expected that the Evaluation Management Committee will be established at end 2009 to review this Evaluation exercise and will comprise the signatory ministries of the CPAP.

## **2. Social, Economic and Political Context**

Romania joined the European Union (EU) on 1 January 2007 following a pre-accession period which saw fundamental reforms towards deepening democratic and market economy practice. Following accession, the country qualified for access to substantial EU structural and cohesion funds of Euro 19.7 billion for the period 2007 - 2013. This also includes promotion of social inclusion.

The European Commission notes, however, that fighting corruption and social inclusion continue to pose challenges for Romania to meet its accession commitments:

Poverty persists, with 13.8% of the population living below the poverty line (as of 2007). Two-thirds of Romania's poor live in rural areas despite the country's substantial potential in agriculture, forestry, and fisheries. The Roma are under risk of social inclusion and experience poverty at highest incidence in the country, threatened by discriminatory practice in housing, education and health, according to the most recent EC assessment. Successful programs targeting Roma inclusion are needed not only for Romania's own social inclusion goals but also for the benefit of other countries facing challenges of Roma inclusion both within the EU member states and among neighbouring countries. The international decade for Roma inclusion provides a needed international collaboration framework for this field. The national strategy for Roma inclusion has been formulated in 2007, however, its full fledged implementation and monitoring by social partners has not been fully achieved. The disabled and youth leaving institutional care continue to be defined as vulnerable groups who need further social policy attention.

Labour market challenges persist, despite the apparently low levels of unemployment. Active labour market programs have not been fully successful in integrating vulnerable groups, while population dynamics, notably migration, continue to distort labour market dynamics. Business practices for women in employment, including work-life balance solutions, have not met European standards. The global economic downturn in 2009 is expected to impact Romania by reduced remittances from workers and further exacerbating the living conditions of the rural poor and Roma.

Although gender equality is achieved in key social development areas (education, health and employment), democratic deficits in representation are acute for gender equality and possibly run along ethnic lines.

EU membership also poses new challenges and opportunities for Romania to enter into a new sphere of relations with the international development community. Development cooperation is a shared competence with the EC and consequently the Government of Romania will advance the EU wide goal towards allocation of 0.33% of GDP by 2015 for development assistance (ODA).

Indeed, Romania is poised to play a lead role among new member states in advancing this goal, and in contributing towards the global achievement of the MDGs by becoming more

active promoting global public goods and governance institutions. Similarly, the Government links its growing development cooperation role to efforts to promote regional and national public goods, through regional leadership in trade, energy supply, environment and peace and security.

### 3. Subject of the evaluation

The subject of the evaluation is the country programme and projects with a specific focus on one outcome that is Outcome for reduced poverty among vulnerable groups – Roma, rural women, youth (including post-institutionalized), people living with AIDS – through employment generation and specific interventions to promote social inclusion. The selection of the outcome for evaluation (namely Reduced poverty among vulnerable groups) is made on the grounds that most of program pipeline development under the new CPD, Outcome 3 will fall under this category of projects, especially are relating to supporting national authorities in their absorptive capacities of European structural funds.

The financial analysis of the Country Programme resources as at end 2008 is as follows:

III. Country Programme Resources (as at end 2008)

Focus Area	Total USD	% of Total
Poverty and MDGs	3,946,000	23
Democratic Governance	10,455,000	61
Environment and Sustainable Development	2,827,000	16
<b>Total</b>	<b>17,228,000</b>	<b>100</b>

### 4. Evaluation Objectives and Scope

The overall objective of the terminal outcome evaluation will be to assess how UNDP Romania Country Programme 2005-2009 results contributed, together with the assistance of partners, to a change in development conditions in Romania. A particular focus will be addressed to Outcome 3 Reduced poverty among vulnerable groups – Roma, rural women, youth (including post-institutionalized), and people living with AIDS – through employment generation and specific interventions to promote social inclusion.

More specifically, this terminal outcome evaluation seeks to achieve the following objectives, namely;

- Assess progress towards the achievement of the outcome, the extent to which the Country Programme outcome resulting from the inputs and outputs have been achieved.
- Determine contributing factors and impediments and extent of the UNDP contribution to the achievement of the results.
- Assess the viability and effectiveness of partnership strategies in relation to the achievement of the results.
- Document experiences and lessons learned of relevance to new programming initiatives within the context of programming efforts with European Structural Funds, notably the window for human resources development in terms including but not limited to:
  - o Partnerships
  - o Geographical focus of interventions
- Assess if the programmatic adjustments moved the CPD in right direction

- Based on the analysis of achievements and positioning above, present key findings; draw key lessons and provide clear and forward-looking recommendations (e.g. new CPD baselines) in order to make the necessary adjustments in the future Country Programme cycle and feed into the Country Programme Action Plan (CPAP).

Primary users of the evaluation will be CO management and Programme staff. Based on evaluation findings, needed adjustments would be made during the new Country Programme and Action Plan development.

Within its scope, the evaluation will cover the following subject matters:

### **Strategic Positioning**

- The evaluation should review the role and position of UNDP in the context of the recent EU accession of Romania.

### **Development Results and Sustainability Issues**

- Provide an examination of the effectiveness and sustainability of the UNDP programme, by (a) highlighting main achievements (outcomes) at national level in the last five years (2005-2009) and UNDP's contribution to these in terms of key outputs; (b) ascertaining current progress made in achieving the 'reduced poverty among vulnerable groups' outcome in the given thematic areas of UNDP and UNDP's support to these. Assess contribution to capacity development at the national level to the extent it is implicit in the intended results. Consider anticipated and unanticipated, positive and negative outcomes.
- Identify and document cross practice linkages that have been achieved in the past programming cycle (e.g. environmental protection or enhanced good governance practices achieved and sustainable through interventions under the outcome with goal of reducing poverty)
- Provide an analysis of UNDP Romania SRF/MYFF outcomes/service lines under the chosen MDG Goals, assessing the anticipated progress in achieving the intended outcome.

### **Lessons Learned and Good Practices**

- Identify key lessons in the thematic areas of focus and on positioning that can provide a useful basis for strengthening UNDP and its support to the country and for improving programme performance, results and effectiveness in the future.
- Draw lessons from unintended results.
- Make recommendations and advice on the baselines for the future cycle.

### **5. Evaluation Questions**

During the course of the evaluation, the following broad questions need to be addressed:

- Have the right things been done? (Was the UNDP results and associated programmes and projects relevant, appropriate and strategic to national goals and the UNDP mandate?)

- Have things been done right? (Were the actions to achieve the results effective and efficient?)
- Are the results sustainable? (Will the results lead to benefits beyond the life of the existing programme(s)/project(s)?)
- How might we do things better in the future? (Which findings may have relevance for future programming or for other similar initiatives elsewhere?)
- Has gender been mainstreamed into the programming approach? Is progress towards outcome targets resulting in gender equality advancements?
- Has human rights approach been followed? Is progress towards outcome targets based on human rights advancements?
- Have cross practice linkages been established with environment and energy practice; with democratic governance practice?

*Outcome status:* Determine whether or not the outcome has been achieved and, if not, whether there has been progress made towards its achievement, and also identify the challenges to the attainment of the outcome. Identify innovative approaches and capacities developed through UNDP assistance. Identify gender equality and human rights approaches developed through UNDP assistance.

*Underlying factors:* Analyze the underlying factors beyond UNDP's control that influenced the outcome. Distinguish the substantive design issues from the key implementation and/or management capacities and issues including the timeliness of results, the degree of stakeholders and partners' involvement in the completion of results, and how processes were managed/carried out.

*Partnership strategy:* Ascertain whether UNDP's partnership strategy has been appropriate and effective. What were the partnerships formed? What was the role of UNDP? How did the partnership contribute to the achievement of the outcome? What was the level of stakeholders' participation? Examine the partnership among UN Agencies and other donor organizations in the relevant field. This will also aim at validating the appropriateness and relevance of the Country Programme results to the country's needs and the partnership strategy and hence enhancing development effectiveness and/or decision making on UNDP future programming and role.

*Lessons learnt:* Identify lessons learnt and best practices and related innovative ideas and approaches in programming, and in relation to management and implementation of activities to achieve related outcomes. This will support learning lessons about UNDP's contribution to the Country Programme cycle so as to design a better assistance strategy for the next Country Programme 2010-2012.

## **5. Evaluation Approach**

Based on the objectives mentioned above, the lead consultant will propose a methodology and plan for this assignment, which will be approved by UNDP Romania CO senior management. A design matrix approach relating objectives and/or outcomes to indicators, study questions, data required to measure indicators, data sources and collection methods that allow triangulation of data and information often ensure adequate attention is given to all study objectives.

However, it is recommended that the methodology should take into account the following, namely:

- Strategic Results Framework (SRF) for a description of the intended results, the baseline for the results and the indicators and benchmarks used. Obtain information from the country office gathered through monitoring and reporting on the outcome. This will help inform evaluation of whether change has taken place.
- Examination of contextual information and baselines contained in project documents, the Country Programme Document, Common Country Assessment/United Nations Development Assistance Framework (CCA/UNDAF) and other sources. These documents speak to the outcome itself, as opposed to what UNDP is doing about it, and how it was envisaged at certain points in time preceding UNDP's interventions.
- Validation of information about the status of the results that is culled from contextual sources such as the SRF or monitoring reports. To do this, consultant(s) may use interviews or questionnaires during the evaluation that seek key respondents' perceptions on a number of issues, including their perception of whether an outcome has changed.
- Probing the pre-selected outcome indicators, go beyond these to explore other possible outcome indicators, and determine whether the indicators have actually been continuously tracked.
- Undertake a constructive critique of the outcome formulation itself (and the associated indicators). This is integral to the scope of outcome evaluation. The consultants can and should make recommendations on how the outcome statement can be improved in terms of conceptual clarity, credibility of association with UNDP operations and prospects for gathering of evidence.
- Desk review of existing documents and materials such as support documents, evaluations, assessments, and a variety of temporal and focused reports. In particular it will review mission, programme/project reports, the annual reports and the consultant's technical assessment reports.
- Interviews with key informants including gathering the information on what the partners have achieved with regard to the outcome and what strategies they have used including focus group discussions.
- Field visits to selected sites; and briefing and debriefing sessions with UNDP and the Government, as well as with donors and partners.

## 6. Expected Products

The consultants will produce a report (in line with UNDP evaluation report format and quality control checklist for its content), with an executive summary describing key findings and recommendations. The assessment will entail, *inter alia*:

- 1) A report containing (Hard copy, a soft copy in MS Word and Acrobat reader, Times New Roman, Size 12, Single Spacing):
  - Executive summary
  - Introduction, description of the evaluation methodology
  - An analysis of key interactions (the outcome, substantive influences, UNDP's contribution and how UNDP works with other relevant actors) and associations between variables measuring the outcome,
  - Key lessons learnt, highlighting key factors that might hamper the impact of CO programmes and projects and suggesting possible recommendations,
  - Conceptual Framework to the Country Programme in terms of future programming and policy
  - Assumptions made during the evaluation and study limitations, and

- Conclusions and recommendations
- Annexes: ToRs, field visits, people interviewed, documents reviewed, etc.

2) Debrief UNDP, Government of Romania, other UN agencies and development partners in Romania

On the overall, the evaluation team will have the following responsibilities:

- Documentation review
- Planning, conducting and reporting on the evaluation exercise.
- Deciding on division of labour within the evaluation team in coordination with the UNDP DRR
- Use of best practice evaluation methodologies in conducting the evaluation
- Presentation of the draft evaluation findings and recommendations in-country
- Conducting the debriefing for UNDP and Partners
- Drafting and finalization of the evaluation report
- Informing on the social, economic and political context
- Contributing to the development of the evaluation plan and methodology
- Conducting those elements of the evaluation determined by the lead consultant
- Contributing to presentation of the evaluation findings and recommendations at the evaluation wrap-up meeting
- Contributing to the drafting and finalization of the evaluation report.

### **Management Arrangements:**

UNDP Romania will:

- Provide the consultants with all the necessary support (not under the consultant's control) to ensure that the consultants undertake the study with reasonable efficiency.
- Appoint a focal point in the programme section to support the consultants during the evaluation process.
- Collect comprehensive background documentation and inform partners and selected project counterparts.
- Arrange and meet all travel related costs to project sites as part of the programme evaluation cost.
- Support and identify key stakeholders to be interviewed as part of the evaluation.
- The programme staff members will be responsible for liaising with partners, logistical backstopping and providing relevant documentation and feedback to the evaluation team
- Organize inception meeting between the consultants, partners and stakeholders, including Government prior to the scheduled start of the evaluation assignment.

Equally, UNDP Romania will provide the following documents to the Evaluation Team:

- UNDP Quality Criteria for Evaluation Report
- Ethical Code of Conduct for Evaluation in UNDP
- UNDP Guidelines for Outcome Evaluators
- Mid term project evaluations 2005-2009
- Programme and Project Documents
- Annual Reports (project and programme-ROAR)

### **7. Composition, skills and experience of the evaluation team**

The evaluation team shall consist of:

- One international consultant
- One national consultant

The general qualifications of the consultants will include:

- Advanced university degree, relevant to the assignment (e.g. Business/Public Administration, Economics, Law, etc)
- Proven experience of at least 10 years in programme/project management at the international level, preferably with UN experience
- Proven knowledge of and experience in evaluation methodologies and tools
- Demonstrated exposure and knowledge of the political, cultural and economic situation in Central and Eastern Europe ; strong understanding of the development in transition and prior experience in programming in a transitional and EU accession setting
- Excellent writing and analytical skills
- Ability to meet tight deadlines
- Fluency in English

## **8. Tentative Plan for evaluation implementation**

Tentative Scheme for proposed 30-day Evaluation Mission (time tolerance 5-10%) for two consultants resulting in 15 day per consultant. Other arrangements of division of labour between the consultants may be considered.

Planned timeframe:

Expected starting date of the assignment = 19 October 2009

Submission of draft evaluation report = 2 November 2009

Submission of final evaluation report = 9 November 2009

In particular:

- Deskwork and documentation review at UNDP Romania Country Office (10 days)
- UNDP Briefing (2 days)
- Consultations in Bucharest, meetings with major stakeholders and partners (5 days)
- Collecting inputs and feedback of in-country donors (3 days)
- Visit to project sites, information gathering and analysis (3 days)
- Preparation of draft evaluation report (3 days)
- Evaluation report finalization and submission (3 days)
- Final Review UNDP and Ministry of Foreign Affairs (1 days)

## **9. Selection Criteria:**

A cumulative analysis will be utilized in evaluating the candidates, through a two-stage procedure. In the first stage, based on P11 forms, letters of intentions and telephone interviews, qualifications and working experience will be evaluated in view of responsiveness to the Terms of Reference (TOR). A technically qualified and responsive candidate will be considered the one passing the minimum technical score of 49 (=70%) of the obtainable technical score of 70 points.

In the second stage, **only the qualified and responsive candidates** (those passing the minimum 49 points) **will be contacted and requested to provide their financial offers**. A maximum of 30 points will be assigned to the lowest priced offer. All other price offers will receive points in inverse proportion, using the formula:

Financial score offer X = 30\*(lowest priced offer/price offer X)

The candidate obtaining the highest cumulative score (technical + financial) will be considered as offering best value for money. Reference checks on the successful candidate will be performed by UNDP as mandatory process prior to the award of contract.

	Technical criteria			Total technical	Financial offer scores	Total score
	Proven experience of at least 10 years in programme/project management at the international level, preferably with UN experience	Proven knowledge of and experience in evaluation methodologies and tools	Demonstrated exposure and knowledge of the political, cultural and economic situation in Central and Eastern Europe; strong understanding of the development in transition and prior experience in programming in a transitional and EU accession setting			
Max. pts. obtainable	(20)	(30)	(20)	<b>(70)</b>	(30)	<b>(100)</b>

## 10. How to apply

Interested individual consultants should submit the following documents:

- An application letter, in English, indicating how the consultant's experience fits with the requirements of this notice and what is the envisaged approach in successfully fulfilling the tasks.
- The fully filled-in and signed P11 form
- At least 2 signed references (in English) from previous beneficiaries of services of similar nature

The documents must be sent:

- By e-mail to [procurement.ro@undp.org](mailto:procurement.ro@undp.org) or by fax to 0212017828

**Important note: consultants should NOT send any financial offer at this stage .**

The deadline for submitting applications is 12 October, 2009.



## Annex 2: List of Interviews

### List of Interviews/Visits - 07-18 December 2009

Date	Place	Entity	Name(s)
7- Dec	Bucharest	DRR; Head of Socio-Economic Office & Assistant	Yesim Oruc; Mircea Mocanu; Marina Neagu
8- Dec	Bucharest	Head of Environment and Energy Programs UNDP	Monica Moldovan
8- Dec	Bucharest	Head of Democratic Governance Programs UNDP	Anca Stoica
8- Dec	Bucharest	Project Manager - Business Incubators	Dan Anghel
8- Dec	Bucharest	Project Manager - Roma // Hadareni	Claudia Ungureanu
8- Dec	Bucharest	Project Manager - Beautiful Romania	Catalina Preda
9- Dec	Bucharest	Ministry of Culture	Ionut Ilie, European Projects Implementation Unit
10- Dec	Bucharest	Chamber of Commerce and Industry - Bucharest	Ruxandra Stoica, project director
11- Dec	Bucharest	Ministry of Development & Housing	Anca GINAVAR, director general at Ministry of Regional Development; Teofil GHERCA, Head of Unit
11- Dec	Bucharest	National Agency for Roma	Ilie Dinca - President
14- Dec	Alba Iulia	BI Administrator	Attila Tamas - General Director
14- Dec	Alba Iulia	Municipality of Alba Iulia	Silvia Moldovan - Technical Director
14- Dec	Alba Iulia	Regional Development Agency	Mihai Pocanschi - Planning Director
14- Dec	Alba Iulia	Beautiful Romania Sub-contractor	Cosmin Suciuc - Director
14- Dec	Blaj	Social Centre for Roma	Veronica Szabo - AJOFM
15- Dec	Targu Mures	Prefecture Mures	Florin Hajnal - consultant - Roma issues
15- Dec	Saschiz	Beautiful Romania Rehabilitation Site	N/A
16- Dec	Bucharest	Ministry of Labour	Magda-Simona Filip, Director of External Relations and International Organizations Section
16- Dec	Bucharest	National Council for Combating Discrimination	Haller István, member of the NCCD

16-  
Dec Bucharest Ministry of SMEs

17-  
Dec Bucharest RW Project

Cristian Haiduc, State Secretary;  
Alina Maria Paraiala, Director  
Tatiana Stoian, Programme  
Assistant

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BI - Business Incubators Project  
RW - Rural Women Initiatives  
B Ro - Beautiful Romania  
Roma - Roma strategy & Social  
Centres  
RDA - Regional Development Agency

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### **Annex 3: List of Documents Reviewed**

- Framework Agreement between Romanian Government and UNDP - 1991
- UNDP Romania Country Programme Document Rev. Oct 2004
- UNDP Country Programme Action Plan 2005 - 2009
- Draft Country Programme Document 2010 - 2012
- UNDAF Review Summary Actions by Portfolio
- UNDAF Review Summary for UNDP
- Country Program Performance Summary
- Results Oriented Annual Reports 2005 – 2009
- Project Documents, Project Reports on Hadareni, Roma Strategy, Social Centres for Roma, Beautiful Romania, Business Incubators, Rural Women
- Relevant web-sites (extract: [www.undp.ro](http://www.undp.ro); [www.gefweb.org](http://www.gefweb.org); [www.sgpundp.org](http://www.sgpundp.org); [www.anr.gov.ro](http://www.anr.gov.ro); [www.cncd.org.ro](http://www.cncd.org.ro); [www.insse.ro](http://www.insse.ro); [www.portalincubatorimm.ro](http://www.portalincubatorimm.ro) )

## **Annex 4: Questionnaires for Interviews**

### **Questions Guideline for Stakeholders & Beneficiaries**

- Were the expected outcomes achieved? How do we know this? Did you participate into the monitoring and evaluation processes?
- Were the actions to achieve the results effective and efficient? (Have things been done right?)
- Did UNDP/Gov give you sufficient support or resources to produce the Results?
- Were there external factors (politics, economics, weather, etc.), positive or negative, that affected the project and it's results?
- Are the results sustainable? Will the results lead to benefits beyond the life of the existing programs(s)/projects(s)?
- How would you describe the cooperation/interaction with the counterparts at the/with:
  - governmental level
  - local level?
  - UNDP?
  - other donors or NGOs?
- Do you think the Partnerships Strategy was effective? How were the partners involved? Did the partners believe that the Results were achieved?
- How did the project try to increase social inclusion (involve gender, youth, Roma, etc.)? What were the best/recommended actions (from UNDP and Gov) to fight against poverty and social inclusion issues?
- If you were to input a new project today, what would be the lessons learned from the previous project? The things you would do differently?
- To what extent is Romania (Government, local administration, NGOs) capable to absorb the EU structural and cohesion funds in this area? Could UNDP assist in managing structural funds in this area? Who else can help?
- Can you describe any innovative approaches and capacities developed through UNDP assistance? Did UNDP provide a unique capability or perspective for this project?

### **Questions Guideline for UNDP Staff**

- Was the existing CPD/CPAP well designed, understood and implemented? Were the UNDP country strategy, objectives and outcomes in line with your project's activity?
- Were the results and associated programs and projects relevant, appropriate and strategic to national goals and the UNDP mandate? (Have the right things been done?)

- Were the expected outcomes achieved? How do we know this? Did you use monitoring and evaluation indicators?
- Were the actions to achieve the results effective and efficient? Did the Outputs lead to the Outcomes? (Have things been done right?)
- Did you have sufficient inputs or resources to produce the Outputs?
- Were there external factors (politics, economics, weather, etc.), positive or negative, that affected the project, its outcomes or its outputs?
- Did UNDP have an effect on the outcome directly through “soft” assistance (e.g., policy advice, dialogue, advocacy and brokerage) that may not have translated into clearly identifiable outputs or may have predated UNDP’s full-fledged involvement in the outcome?
- Are the results sustainable? Will the results lead to benefits beyond the life of the existing programs(s)/projects(s)?
- How would you describe the cooperation/interaction with the RO counterparts at the/with
  - governmental level
  - local level?
- Do you think the Partnerships Strategy was effective? How were the partners involved? Did the partners believe that the Outcomes were achieved?
- How did your project try to increase social inclusion (involve gender, youth, Roma, etc.)? What were the best/recommended actions (from UNDP and Gov) to fight against poverty and social inclusion issues?
- If you were to plan the project today, what would be the lessons learned from the previous project? The best practices? The things you would do differently?
- To what extent is Romania (Government, local administration, NGOs) capable to absorb the EU structural and cohesion funds in this area? Could UNDP assist in managing structural funds in this area? Who else can help?
- Can you describe any innovative approaches and capacities developed through UNDP assistance? Did UNDP provide a unique capability or perspective for this project?