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# ASSESSMENT OF DEVELOPMENT RESULTS EVALUATION OF UNDP CONTRIBUTION

# REPUBLIC OF MOLDOVA



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**ASSESSMENT OF DEVELOPMENT RESULTS**  
**EVALUATION OF UNDP CONTRIBUTION**

R E P U B L I C O F  
**MOLDOVA**

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### ASSESSMENT OF DEVELOPMENT RESULTS: MOLDOVA

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This evaluation is unique because it is the first time that an ADR was conducted simultaneously with the country's UNDAF Evaluation – also planned in 2011 by the Moldova UN Country Team (UNCT). The same evaluation specialists were used for both evaluations to maximize the synergy between the two studies and to ensure efficiency by reducing duplication in the evaluation activities. To ensure the independence of the ADR by the Evaluation Office, and in the absence of standardized evaluation guidelines for evaluating an UNDAF, the evaluation process and methodology outlined in the ADR Method Manual and ADR Guidelines were used comprehensively, with technical evaluation guidance provided by the Evaluation Office at all phases of the evaluations. We thank David Bassiouni, team leader of the UNDAF Evaluation, for his close collaboration with the Evaluation Office, throughout the implementation of this joint work. As the UNDAF Evaluation provided the team with an opportunity to understand the work of the entire UN System in Moldova, through the examination of various programmes delivered by different UN agencies, the ADR benefited significantly from the team's enhanced ability to assess UNDP's distinct role and contribution in Moldova.

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# FOREWORD

This is the report of an independent country-level evaluation, the Assessment of Development Results (ADR), conducted in Moldova by the Evaluation Office of the United Nations Development Programme (UNDP). The ADR examined UNDP's contributions to national development goals and its relevance and strategic position within the country. The evaluation focused on the country programme period, 2007–2011 (later extended to 2012), which comprised five thematic programmes derived from the country's United Nations Development Assistance Framework (UNDAF): institutional development, environment and climate change, poverty reduction, local governance and regional development, and justice and human rights. The evaluation provided a set of forward-looking recommendations, with a view to supporting the UNDP country office and its partners in their continuous efforts to improve the country programmes by learning from their achievements and challenges.

Since its establishment in October 1992, UNDP Moldova has worked closely with the Government of Moldova and its development partners to promote human development. Moldova has gone through a series of complex political, social and economic challenges in the past two decades, including debilitating natural disasters that have adversely affected people's lives in recent years. The conflict in the break-away region of Transnistria remains a threat to the overall security and stability of the country. With its strong interest in joining the European Union, the Government has launched rigorous public administration reforms to strengthen its ability to address national challenges. As one of the lower middle-income countries in the region, the country has also strived to achieve the Millennium Development Goals.

The evaluation confirms that, with UNDP's support, progress has been made in various areas, including, inter alia, the improved quality and use of national statistics, the integration of women and youth into society through social enterprises, and the increased involvement of the private sector to address the country's high levels of poverty. UNDP has been a significant partner in supporting the Government's reform process by swiftly offering flexible programmes that reflect the emerging needs of the country and in supporting the country's democratic process through elections. While some programmes have only just begun – and their full results yet to be seen – the results so far, as found by the evaluation, are promising. UNDP, in collaboration with the broader UNCT, has raised the profile of human rights and gender equality in the country and shown the importance of working through partnerships. Development of the capacity of government personnel as part of institutional development has been launched, and improvement in local authorities' skills in planning and implementing economic development programmes has been reported. UNDP's strategy to deliberately focus on strengthening policy, legal and legislative frameworks to bring about changes in the country has produced many concrete initiatives and strategies during the period under evaluation.

In terms of ways forward, the evaluation stresses the importance of steadily moving from the policy formulation stage to supporting the Government with its implementation of the reform process, by paying attention to addressing challenges faced by the Government, such as limited human and financial resources and securing commitment among all government entities. The evaluation also suggests that UNDP continue to engage with the UNCT in promoting UN values and

human development in the country, including the provision of critical support to Transnistria. I hope that this report will be useful in promoting further dialogue among national stakeholders and development partners in the country, and that many lessons learned will be reflected in the formulation of the programme strategies at UNDP Moldova.

A handwritten signature in black ink, consisting of several loops and a long horizontal stroke.

Juha Uitto  
Deputy Director, Evaluation Office

# CONTENTS

<b>Acknowledgements</b>	<b>iii</b>
<b>Foreword</b>	<b>v</b>
<b>Acronyms and Abbreviations</b>	<b>ix</b>
<b>Executive Summary</b>	<b>xi</b>
<b>Chapter 1. Introduction</b>	<b>1</b>
1.1 Objectives and Scope	1
1.2 Methodology	1
1.3 Process	4
1.4 Limitations	5
<b>Chapter 2. National Development Context</b>	<b>7</b>
2.1 The Millennium Development Goals	7
2.2 Public Administration and European Union Integration	8
2.3 Environment	8
2.4 Human Rights	9
2.5 Decentralization	10
2.6 Transnistria Frozen Conflict	10
2.7 Gender	11
2.8 National Strategies and External Aid	12
<b>Chapter 3. UNDP Responses and Strategies</b>	<b>15</b>
3.1 United Nations Development Assistance Framework	15
3.2 UNDP Strategies and Priority Areas	15
3.3 Programme Operation and Management	17
<b>Chapter 4. Contribution to Development Results</b>	<b>21</b>
4.1 Institutional Development	21
4.2 Environment and Climate Change	24
4.3 Poverty Reduction	25
4.4 Justice and Human Rights	27
4.5 Local Governance, Regional Development and Civil Society	30
4.6 Gender	33
<b>Chapter 5. Strategic Positioning</b>	<b>37</b>
5.1 Strategic Relevance and Responsiveness	37
5.2 Use of Networks and Comparative Advantage	38
5.3 Promotion of UN Values	40

<b>Chapter 6. Conclusions and Recommendations</b>	<b>43</b>
6.1 Conclusions	43
6.2 Recommendations	46
<b>ANNEXES</b>	
Annex 1. Terms of Reference	49
Annex 2. Evaluation Matrix	57
Annex 3. People Consulted	61
Annex 4. Documents Consulted	67
Annex 5. List of UNDP Projects	71
<b>TABLES</b>	
Table 1. Evaluation Criteria and Questions Used to Assess Development Results	2
Table 2. Evaluation Criteria and Questions Used to Assess Strategic Positioning	3
Table 3. Total Budget and Expenditure	17
Table 4. Resource Mobilization 2007–2011	18
Table 5. Budget by Thematic Area	19
<b>BOXES</b>	
Box 1. Moldova’s Gender Gap, a Picture of Stagnation	35

# ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
BCPR	Bureau for Crisis Prevention and Recovery, UNDP
BUMAD	Belarus, Ukraine and Moldova Action Against Drugs
CCA	Common Country Assessment
CIS	Commonwealth of Independent States
CO	Country Office, UNDP
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CSOs	Civil Society Organizations
DFID	UK Department for International Development
EU	European Union
EUBAM	EU Border Assistance Mission to Moldova and Ukraine
GDP	Gross Domestic Product
GMS	Gender Mainstreaming Strategy
ILO	International Labour Organization
IOM	International Organization for Migration
ILDLP	Integrated Local Development Programme
JILDLP	Joint Integrated Local Development Programme
LGBT	Lesbian, Gay, Bisexual, Transgender
LPA	Local Public Authorities
MDGs	Millennium Development Goals
MFAEI	Ministry of Foreign Affairs and European Integration
MLSPF	Ministry of Labour, Social Protection and Family
NBS	National Bureau of Statistics
NDS	National Development Strategy
NHDR	National Human Development Report
NGO	Non-Governmental Organization
OHCHR	Office of High Commissioner for Human Rights
OSCE	Organization for Security and Cooperation in Europe
RBEC	Regional Bureau for Europe and the Commonwealth of Independent States, UNDP
SIDA	Swedish International Development Agency
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women (now UN Women)
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
USAID	US Agency for International Development
WHO	World Health Organization



# EXECUTIVE SUMMARY

## INTRODUCTION

The Evaluation Office of the United Nations Development Programme (UNDP) conducts country-level evaluations, entitled Assessments of Development Results (ADRs), to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level. This ADR for Moldova covers the current country programme cycle (2007–2011, later extended to 2012). It also studied the UNDP projects and initiatives as part of the broader United Nations Development Assistance Framework (UNDAF) 2007–2011. The ADR analyses were approached in a manner that would allow timely contributions to the preparation of the next UNDAF and the new Country Programme Document (CPD) 2013–2017.

The objectives of the ADR in Moldova were:

- To provide an independent assessment of the progress made towards achieving the expected outcomes envisaged in the UNDP CPD.
- To provide an analysis of how UNDP has positioned itself to respond to national needs.
- To present key findings and lessons learned, as well as a set of forward-looking recommendations useful for country office management and the Regional Bureau for Europe and the Commonwealth of Independent States (RBEC) in their efforts to improve the country programme operations.

The methodology adhered strictly to the ADR Method Manual and ADR Guidelines, and the norms and standards established by the United Nations Evaluation Group (UNEG). The team members adhered to the ethical guidelines for evaluators in the United Nations System and the

Code of Conduct, also established by UNEG. Thirty-six projects were examined for this assessment. Following the guidance in the ADR, the evaluation criteria that were used were: relevance, effectiveness, efficiency and sustainability. Triangulation was used to ensure that evidence collected from one source was validated from other sources. The evaluation process was greatly influenced by the harmonized approach having one team conduct the ADR and UNDAF evaluations. The rationale for harmonized evaluation was the proximity of timing of the two evaluations and the commitment of the UN Country Team (UNCT) to work in a coordinated manner.

## DEVELOPMENT CHALLENGES IN MOLDOVA

During the period under review, Moldova underwent very difficult and complex transitions politically, economically and socially. In 2011, Moldova is still in transition and in the midst of many reforms of its public institutions, legislations and policy agenda. The complexities of the continued democratic political transition are evident from the fact that Moldova had at least one electoral exercise every year from 2007 to 2011. At the same time, the parliamentary elections since 2009 have failed to secure the nation's president, creating significant political uncertainty.

The Government of Moldova regards EU integration as a fundamental priority of domestic and foreign policy. The assumption behind this is that the responsible implementation of commitments, deriving from the European course, is the most efficient way to achieve political, economic and social modernization. In order to create a modern European public administration system, a series of reforms have been launched

to streamline and enhance the efficiency of the civil service.

Moldova has adopted the Millennium Development Goals (MDGs) at the country level, and has remained committed to achieving these goals through various means, including an increased level of prioritization and an intensification of collaboration with all relevant partners, including civil society. However, Moldova remains one of the least developed countries in Europe and the CIS with a Gross Domestic Product (GDP) per capita of \$2,986. Moldova's 2010 human development index stood at 0.623, in the medium human development category, positioning the country at 99 out of 169 countries.

Laws and policies related to gender equality are well established. While the policy foundation for gender equality laid out by the Government is laudable, patriarchal norms are resistant to change, and policies and laws aimed at enabling gender equality have not been sufficiently backed by resources required for full realization.

Conflicts and abuses following the April 2009 parliamentary elections brought human rights to the centre of public debate in Moldova. In September 2009, the government made human rights part of its new agenda and has since then made significant progress.

The breakaway region of Transnistria continues to pose a silent threat to the stability of Moldova. In 2010, the Transnistria conflict took on a higher profile at the international level with statements being made by the leaders of Russia, Ukraine, Germany and France demanding a peaceful resolution. While these recent developments have been encouraging, a breakthrough on Transnistria remains unlikely in the near future, despite continuing efforts in negotiation. However, it is unlikely that open conflict will re-emerge. For the Government, reintegration remains a fundamental objective until a settlement is reached.

## UNDP PROGRAMME

The CPD of UNDP is guided by the UNDAF.

The UNDAF is the strategic long-term planning document for the UNCT in Moldova to ensure coordination, coherence, focus and direction of the United Nations' support to Moldova. The document's three main outcomes and the set of programme outcomes, which are to be addressed collectively by United Nations agencies, are:

1. UNDAF Outcome 1: Governance and Participation. By 2011, public institutions, with the support of civil society organizations (CSOs), are better able to ensure good governance, rule of law and equal access to justice and the promotion of human rights.
2. UNDAF Outcome 2: Access to Quality Services. By 2011, vulnerable groups enjoy increased equitable and guaranteed access to basic services provided by the state with the support of civil society.
3. UNDAF Outcome 3: Regional and Local Development. By 2011, vulnerable groups in poor rural and urban areas take advantage of sustainable socio-economic development opportunities through adequate regional and local policies implemented by Local Public Authorities (LPAs) and partners.

The UNDP country programme portfolios have also shifted and are now more closely aligned with the five key priority areas of the Government's National Development Strategy (NDS). The priority areas of institutional development, the environment and climate change, poverty reduction, justice and human rights cover UNDAF Outcome 1. The priority areas of local governance, regional development, civil society and confidence-building cover UNDAF Outcome 3. UNDP works with other United Nations agencies through joint programmes on Outcome 2. The focus and activities of the five priority areas of UNDP Moldova are:

1. **Institutional development.** This portfolio focuses on supporting the public administration reform process both horizontally across the government and through tailored support to individual ministries in their re-organization process.

2. **Environment and climate change.** UNDP is supporting Moldova's transition to a low-emission and climate-resilient economy and ecosystem.
3. **Poverty reduction.** The focus of this portfolio is to create an evidence base for policy development and to link it to national budgeting processes.
4. **Local governance, regional development, civil society and confidence building.** To strengthen government capacity to implement interventions that are aimed at improving the quality of the services provided at community level, including waste management, transportation services, education and other public services.
5. **Justice and human rights.** This portfolio focuses on supporting the Government to fulfil its commitments under the international human rights law through policy and regulatory reform measures and capacity-building activities.

UNDP's performance in terms of managerial efficiency during 2007–2011 was considered within a context of increasing resource mobilization and considerable political and economic volatility. Programme resources increased from \$6 million in 2006 to \$21 million in 2011.

## KEY FINDINGS

The reforms supported by UNDP have given much-needed experience and confidence in negotiations to the government to make rapid advancement towards EU integration. The inherent reforms needed in Moldova and those required with a view to integration are moving in the right direction. The focus now should be on reaping the benefits of the reform through practical implementation. It must be noted that the move from policy formulation and legislative changes to practical implementation by the government has been frustratingly slow.

UNDP has done a considerable job during the last few years building up the knowledge base

and capacity of the local public authorities in many areas of local governance. Over one third of LPAs have developed better skills and processes in local economic development planning, programme implementation and engagement with civil society and the private sector. A firm foundation of experience and knowledge has been established for the revitalization of local governance once the draft decentralization strategy is approved and its implementation initiated.

UNDP confidence-building measures in the Transnistria region are relevant and brought direct results to the population. In spite of the complex political sensitivities surrounding the Transnistria region, the project was implemented efficiently in a wide range of areas such as technical support, infrastructure development and starting of a business school.

The work done by UNDP has been fully relevant to the needs of the country, consistent with national targets and international human rights commitments. Notable progress was registered in the area of Laws and Policies, Reporting on Human Rights Observance, Capacity Development for Justice Administration, Promotion of the Rights of People Living with HIV, and Human Rights Mainstreaming in Local Governance. Training, technical assistance, advocacy, political dialogue, resource and donor mobilization, top-quality analytical work were all used by UNDP to advance the human rights agenda in the country. Joint United Nations programming was particularly efficient in the case of projects addressing complex human rights issues and requiring a multisectoral approach.

UNDP has contributed to notable progress made in Moldova with respect to Laws and Policies, Gender-Based Violence, Disaggregated Statistical Data, and Gender and LPAs via inter-agency collaboration and networking with government agencies and CSOs. Joint United Nations programming has proven a particularly effective means of bringing gender issues to the top of the national agenda, laying an

important foundation for gender equality. Despite achievements in some areas, others remain under-resourced, and require review and re-assessment to set priorities for the next programme cycle.

The high rates of programme delivery with rapidly increasing resources and the efficiency of the UNDP operations have contributed to the overall credibility of the country office and programme results. An efficient and expanded programme has given UNDP's policy dialogue a voice and legitimacy, leadership in donor coordination, and access to the top levels of the Government across all sectors.

The rationale and logic of the Government in requesting United Nations agencies to progress towards One UN are legitimate and reasonable. Apart from the progress towards EU integration the other reasons for this request include the Government's limited absorption capacity to deal with multiple United Nations agencies and their procedures, and a desire to reduce the transaction cost of the United Nations agencies and to ensure better programming as evidenced by joint programmes. Joint projects also offered expanded opportunities for agencies to contribute to their particular areas of expertise while working toward a common larger objective. Gaining traction and steady progress towards realizing One UN will require many systems to be put in place.

UNDP was quick to adapt its programmes and was responsive to the ongoing complex political, economic and social transition of the country. The key elements and characteristics that helped place UNDP and its programmes in a strategic position of prominence in the country included the following:

- Capability to move quickly and provide leadership for time-sensitive critical reforms, such as assistance to the Government in electoral reform. The lack of credibility of the elections resulted in civil disturbances: UNDP's ability to move fast with the International Organization for Migration

(IOM) and to support the government to hold credible elections were much appreciated. The four elections since 2009 have not witnessed civil disturbance.

- Ability to design long-term programmes that are not adversely affected by changes in government, such as improving the national statistics system and public administration reform programmes. The strategy adapted by UNDP is to design programmes which would be useful to any government whatever its ideology – credible statistics for national planning and policymaking and modernization of the public administration.
- Strategic use of limited core resources, such as the catalytic support to the Ministry of Environment, which resulted in the enlargement of the environment portfolio and the achievements of vital results in nature conservation.
- Setting up flexible modalities for projects, such as assistance to Moldova through EU high-level advisers.
- Taking strategic risks, such as raising issues publically during human rights abuses, which resulted in Moldova moving quickly to address its human rights record and request UNDP support in establishing relevant laws, policies and institutions to protect human rights.
- Responding quickly and swiftly to emergency requests, as in the cases of assistance with responses to natural disasters. The coordination and quick response to droughts increased the visibility of UNDP's capability to support the government in major crisis prevention and response programme.
- Initiating pilot project e.g., with piloting performance-based budgeting at the local level. Currently there is an agreement between the Government and UNDP on the implementation of performance-based budgeting at the local level across the country, which will be informed by the results of the pilot.

## CONCLUSIONS

**Conclusion 1.** UNDP is among the key development partners and the main United Nations agency supporting public administration reform and the Government's aspiration to create a modern European public administration. Moldova's rapid advancements in the negotiations for the new EU-Moldova Association Agreement and its European aspirations were largely supported by UNDP. The capacity-development support to public administration has affected nearly all ministries and specialized bureaus with favourable results. In some areas, the move from conceptual design to practical implementation has been slow, especially in tough or politically sensitive reform areas.

**Conclusion 2.** UNDP has been a continuous source of support in advising on the policy of local governance development and decentralization for the successive governments of Moldova. The effectiveness of this assistance varied with the changes in political power. However, since 2009, many of the successes of UNDP's persistent effort have affirmed that strengthening local governance works in the Moldovan context and is efficient in bringing benefits to local communities.

**Conclusion 3.** UNDP has played an important role in promoting confidence-building through development activities in the Transnistria region. UNDP has the much-needed access and confidence of both Moldova and the breakaway region. The UNDP Support to Confidence Building Measures has created connectedness between the two sides and benefits for the people of Moldova, including its Transnistria region. Although the Government of Moldova has declared reintegration a priority, the frozen conflict is still in place. To this end, any UNDP programme should remain politically sensitive given the divide between the two sides.

**Conclusion 4.** UNDP has made important contributions to the development and improvement of the legal and institutional frameworks, policies, strategies and plans for progressing

human rights in Moldova, and to the strengthening of the national capacity to report on the fulfilment of international commitments. However, improved approaches and frameworks for applying a systematic human rights-based approach to programming and implementing UNDP interventions are needed.

**Conclusion 5.** UNDP has played a critical role, with other United Nations agencies, to advocate for change to address key gender issues. While the steps already taken are laudable, there is a need to strengthen and deepen systems for more comprehensive gender mainstreaming to achieve measurable results.

**Conclusion 6.** UNDP Moldova has expanded its resources significantly over the years and maintained high programme implementation rates. UNDP has a solid institutional framework for gender mainstreaming and the programme results and advocacy work has given UNDP Moldova credibility. However, dedicated in-house expertise of strategic planning, monitoring, and evaluation has not increased along with programme expansion.

**Conclusion 7.** UNDP and the United Nations will continue to have an important development role to play in the country as the nation steadily progresses towards EU integration. During this transitional phase, United Nations agencies also need to adapt and move towards One UN. The role and position of UNDP, as the largest agency, is crucial in achieving this objective.

## RECOMMENDATIONS

**Recommendation 1.** For greater impact and better results from the diverse reform efforts and in the context of EU integration, the efforts of UNDP should focus on the completion of difficult reforms, consolidation of efforts, and prioritization in the public sector reform, poverty and environmental programmes. In programmes nearing completion, the focus should be on supporting the Government to move from policy and legislative formulation to practical implementation.

**Recommendation 2.** The UNDP country programme should continue to focus on and increase its programme coverage for support at the local and regional levels and play a lead role in supporting the Government's efforts to implement its decentralization strategy.

**Recommendation 3.** UNDP should maintain an active engagement in the Transnistria region and encourage other United Nations agencies to initiate programmes (preferably joint) there. In doing so, the development programme and confidence-building measures, such as increasing dialogue between the two sides, should be handled with strict neutrality.

**Recommendation 4.** The human rights-based approach should continue to be the priority in the programming and implementation of the next UNDAF and corresponding UNDP CPD/Country Programme and Action Plan (CPAP).

**Recommendation 5.** UNDP should play a key facilitative role to ensure the development of a UNCT gender mainstreaming strategy (GMS). The strategy should foster a collective vision of gender mainstreaming for the UNCT to undertake coordinated action to achieve results in priority areas.

**Recommendation 6.** UNDP Moldova should continue to strengthen the results-based management system by increasing its capacity for planning, monitoring and evaluation and contributing to national and government capacity by building the country office capacity in these technical areas.

**Recommendation 7.** Given the interest expressed by the Government in the coherent United Nations efforts in the country, as well as the success of the joint programmes, UNDP should advocate and provide support for the UNCT to rapidly progress towards One UN through an agreed plan of action.

## CHAPTER 1

# INTRODUCTION

### 1.1 OBJECTIVES AND SCOPE

The Evaluation Office of United Nations Development Programme (UNDP) conducts country-level evaluations, entitled ‘Assessments of Development Results (ADRs),’ to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level. ADRs are carried out within the provisions contained in the UNDP Evaluation Policy.<sup>1</sup> The overall goals of an ADR are to:

- Provide substantive support to the Administrator’s accountability function in reporting to the Executive Board.
- Support greater UNDP accountability to national stakeholders and partners in the programme country.
- Serve as a means of quality assurance for UNDP interventions at the country level.
- Contribute to learning at corporate, regional and country levels.

This ADR for Moldova examined UNDP’s programmatic activities in the current country programme cycle, 2007 to 2011 (later extended to 2012). It was designed to provide critical input into the preparation of the next United Nations Development Assistance Framework (UNDAF) and the new UNDP Country Programme Document (CPD) 2013 to 2017, with the following objectives:

- To provide an independent assessment of the progress made towards achieving the expected outcomes envisaged in the UNDP CPD.

- To provide an analysis of how UNDP has positioned itself to respond to national needs.
- To present key findings and lessons learned, as well as a set of forward-looking recommendations useful for country office management and the Regional Bureau for Europe and the CIS (RBEC) in their efforts in improving the country programme operations.

The ADR conducted a comprehensive review and analysis of the UNDP programme portfolio and activities during the period under review, specifically examining UNDP’s contribution to development results in Moldova. It assessed key results, specifically outcomes and tried to examine the factors influencing the achievement of results. The ADR covered UNDP country office assistance funded from both core and non-core resources. It paid special attention to human rights, gender mainstreaming and other issues relevant to the promotion of the United Nations’ values in human development.

In addition, the ADR assessed the strategic positioning of UNDP both from the perspective of the organization and the development priorities in Moldova. From UNDP’s perspective, this required a systematic analysis of its place and niche within the development and policy space in the country as well as an analysis of the strategies used by UNDP to create and strengthen its position in the country in relation to the core practice areas.

### 1.2 METHODOLOGY

The methodology adhered to the ADR Method Manual and the ADR Guidelines.<sup>2</sup> The ADR

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<sup>1</sup> See <[www.undp.org/evaluation/documents/Evaluation-Policy.pdf](http://www.undp.org/evaluation/documents/Evaluation-Policy.pdf)>.

<sup>2</sup> UNDP Evaluation Office, ‘ADR Method Manual’, March 2010; ‘ADR Guidelines’. draft January 2010.

for Moldova was conducted concurrently with the UNDAF evaluation, also planned for early 2011. The United Nations Country Team (UNCT) in Moldova, in agreement with the Evaluation Office, pursued this harmonized exercise because of the proximity of timing of the two evaluations and the commitment of the UNCT to work together in a country in a coordinated manner. The preparatory and scoping missions determined that it would be technically feasible to carry out the harmonized exercise of the UNDAF and ADR evaluations by a single team.

Tables 1 and 2 show the evaluation criteria and questions applied in the assessment of development results and the strategic positioning of UNDP, respectively. They define the scope of how progress towards results will be measured and the factors against which UNDP will be examined.

In advance of the scheduled data collection, a scoping mission was carried out by the team leader to assess the evaluability of the programme. The scoping mission examined the feasibility and readiness of the country office for providing inputs to the ADR. It assessed the availability

of data to measure the performance indicators of CPD and the likely ease and cost of access, including the willingness of stakeholders to cooperate and the timing and resources necessary to collect qualitative data. The mission recognized the potential implications of a turnover in government officials and project personnel due to frequent changes in the government and made sure that key informants could be reached during the data collection.

Data were collected through the following activities:

- **Desk review.** A number of relevant documents and reports were collected by the Evaluation Office and the country office prior to the evaluation and made available to the evaluation team for analysis. Much of the desk-based reviews yielded the analysis of national policies, strategies and trends within Moldova as well as the United Nations response to these. Whenever available, the programme and project evaluation reports were used for analysis.
- **Field visits.** The ADR team made visits to project sites in Dorchia, Solanesti, Calarasi, Chisinau municipality, Slobozia,

**Table 1. Evaluation criteria and questions used to assess development results**

Thematic relevance	To what extent have the planned interventions been relevant to achieving the country programme objectives? Are UNDP's approaches, resources, models and conceptual framework relevant to achieve planned outcomes? Do they follow good practice? Are the design of the interventions and resources allocated realistic?
Effectiveness	Did the programme implementation contribute to progress towards stated outcome? What are the strengths and weaknesses of the programme? What are the unexpected results it yielded? Should UNDP continue in the same direction or should its main tenets be reviewed for the new cycle?
Efficiency	Have the programmes been implemented within deadlines, cost estimates? How well has UNDP used its resources (human and financial) in achieving its contribution? What could be done to ensure a more efficient use of resources in the country/regional context?
Sustainability	To what extent is UNDP's contribution likely to be sustained in the future? Have the benefits of UNDP's interventions been owned by national stakeholders after the completion of the interventions? Has an exit strategy been developed?

**Table 2. Evaluation criteria and questions used to assess strategic positioning**

Strategic relevance and responsiveness	<p>Are UNDP activities aligned with national strategies?</p> <p>To what extent have the objectives of the UNDP programme been relevant to existing country needs and UNDP's mandate?</p> <p>To what extent has UNDP leveraged national development strategies with its programmes and strategy?</p> <p>What approaches have been used to increase its relevance in the country?</p> <p>Is there appropriate balance between upstream (policy-level) and downstream (project-level) interventions?</p> <p>To what extent are the resources mobilized adequate?</p> <p>To what extent are long-term development needs likely to be met across the practice areas?</p> <p>What are the critical gaps in UNDP programming, if any?</p> <p>To what extent has UNDP contributed to the reform and modernization agenda of Government?</p> <p>To what extent has UNDP anticipated and responded to significant changes in the national development context?</p> <p>To what extent has UNDP responded to national long-term development needs?</p> <p>What are the missed opportunities in UNDP programming, if any?</p>
Networks and comparative advantage	<p>To what extent has UNDP leveraged partnerships with other United Nations agencies, government, regional and/or international development partners, civil society and the private sector? Through regional cooperation?</p> <p>To what extent has UNDP coordinated its operational activities with other development partners and stakeholders?</p> <p>To what extent has UNDP positioned itself with regard to donor coordination and an aid efficiency agenda?</p>
Promotion of UN values	<p>To what extent has UNDP supported national efforts in the achievement of MDGs?</p> <p>To what extent have the UNDP programmes addressed human rights, the issues of social and gender equity, as well as the needs of vulnerable and disadvantaged groups?</p>

Varnita (the security zone between Moldova and Transnistria), Bender and Tiraspol. The site visits were to observe first hand the projects related to Integrated Local Development, Chisinau Municipality Institutional Development, Protection and Empowerment of Victims of Human Trafficking and Domestic Violence, Better Opportunities for Youth and Women and Support to Confidence Building Measures in Transnistria. The visit helped the evaluation team to discuss the project activities and critically examine the evaluation questions with the project staff and beneficiaries.

- **Interviews.** Semi-structured interviews were conducted with a large cross-section of stakeholders. They included central and local government agencies, project staff, civil society, private sector, media, donors, multi-lateral and bilateral agencies, international

community, direct beneficiaries of UNDP action, staff of United Nations agencies and UNDP staff at headquarters, the regional and country offices. Interview guidelines were developed on the basis of issues arising from the scoping mission, desk reviews and a two-day workshop was organized prior to start of the data collection for the team members.

Individual team members specializing in thematic topics within the evaluation ensured a comprehensive oversight of documentation and in-depth analysis. Daily meetings were held to discuss the team's findings and their reliability. In addition, documentation and interview notes were circulated among team members for information and comments. Findings were examined through triangulation, where team members: i) compared information collected from different

sources (including at various management and functional levels of UNDP, government, non-governmental organizations (NGOs) and donors) and through different methods (e.g. interviews and document reviews); and ii) conducted a web research to recheck their information. The team members generated findings within the scope of the evaluation and used the evaluation criteria to make assessment. The findings and assessment were then used to draw conclusions and recommendations.

### 1.3 PROCESS

The evaluation process consisted of two main phases with several milestones.

#### PHASE 1: PREPARATION

##### The preparatory mission

The task manager responsible for the implementation of the ADR at the Evaluation Office conducted a weeklong preparatory mission, holding consultations with key stakeholders. The purposes of the mission included i) ensuring that the key ADR stakeholders understood the purpose, methodology and the evaluation process; ii) obtaining stakeholder perspectives of key evaluation issues and questions to be examined; and iii) discussing the approach to be followed, the basic timeframe in conducting the ADR and the parameters for the selection of the ADR evaluation team. The Terms of Reference for the ADR evaluation was one of the outcomes from the preparatory mission. Following the preparatory mission, the Evaluation Office, in consultation with the country office and the RBEC, collected a set of relevant reference documents for the ADR.

##### The scoping mission

The principal consultant for the ADR visited Moldova 2–9 February 2011 in order to:

- Understand the UNDP programme and project portfolios, the types of stakeholders involved and the operational environment.

- Assess the availability of evaluative evidence.
- Develop an operational plan with the country office staff, detailing data collection and analysis methods, potential sites for field visits and the availability of logistical and administrative support.
- Further identify and collect relevant documents and information.
- Prepare an inception report for the ADR.

#### PHASE 2: CONDUCTING THE ADR AND PREPARING THE REPORT

##### Data collection mission

The evaluation team visited Moldova on a four-week mission between 19 February and 19 March 2011 to conduct data collection activities and data validation. Since this was a joint exercise of the ADR and UNDAF evaluations, a two-day workshop was held for the evaluation team members at the beginning of the mission to plan the type of data to be collected, harmonize the methods and tools for data collection between the two evaluations and to understand the analysis required for the two distinct evaluation products. The team conducted interviews with relevant stakeholders and visited selected project sites, including those in Transnistria. At the end of the mission, an exit briefing was held to discuss preliminary findings and to obtain feedback and clarification from the UNDP country office, project staff and a government representative.

##### Report writing and finalizing the report

Following the data collection, the evaluation team prepared individual reports, which were compiled into a draft report. The team leader ensured that key findings from the team members were included in the report and submitted it to the Evaluation Office. The report was subject to an external review for quality assurance. The report was then submitted for factual corrections and feedback by UNDP country office, RBEC, government and national counterparts.

## 1.4 LIMITATIONS

The evaluation faced a number of limitations.

Firstly, since this was the first time that an ADR was conducted jointly with the UNDAF evaluation, some critical methodological and operational challenges were experienced during the evaluation. For example, given that the ADR is required to follow highly standardized evaluation processes and methodology, the initial process of developing and agreeing the data collection activities among the team members took a considerable amount of time and work. Also, the time allotted for the overall data collection and the team's ability to conduct thorough analysis while in the field were severely limited, as the team had to work on the UNDAF assessment simultaneously.

Second, Moldova is a country in transition and it was challenging to assess the degree of

development results while major changes were still occurring in the country. The country has many variables and externalities that it was difficult to ascertain UNDP actions to results for the country, especially in the areas of governance and public administration.

Thirdly, the quality of programme documents varied. Most documents had specific and clear objectives, activities and outputs, but lacked in outcomes as per intervention logic. The focus on outcomes and results would require a baseline for comparison at the time of the mission. Unfortunately, no such baseline data were available. Although outcome indicators were included in the Country Programme Action Plan (CPAP), in many cases they were of little use, being either too broad to reflect meaningfully on the contribution of UNDP's activities, or because no systematic mechanism of data collection for these indicators was in place.



## CHAPTER 2

# NATIONAL DEVELOPMENT CONTEXT

### INTRODUCTION

Since its declaration of independence in 1991, Moldova has gone through a series of very difficult transitions at enormous social cost. The first decade of the transitional period, which mainly saw changes in the liberalization, privatization and stabilization of the country's economy, was also marked by political instability and a deep economic recession.<sup>3</sup> In 2011, Moldova is a country still in transition and in the middle of carrying out many reforms of its public institutions, legislations and policy agenda. Renewed economic growth in 2010 and potential opportunities from European Union (EU) integration have created an environment conducive to modernization and positive change in Moldova.

The complexities of the continued democratic political transition are evident from the fact that Moldova had at least one electoral exercise every year from 2007 to 2011. At the same time, the parliamentary elections since 2009 have failed to secure the nation's president, creating significant political uncertainty. According to the constitution, another parliamentary election must be held if the current parliament fails to elect a president after repeated attempts. The July 2009 and December 2010 elections resulted in a significant change in power, with a multi-party coalition replacing the government previously led by the Communist Party for eight years. This brought major changes in governance and policy prioritization and more specifically, a more proactive stance vis-à-vis EU integration. An important

challenge facing the current Government is its ability to function in a coalition of three political parties and to lead complex and difficult reforms.

### 2.1 MILLENNIUM DEVELOPMENT GOALS

Moldova has adopted the Millennium Development Goals (MDGs) at the country level,<sup>4</sup> and has remained committed to achieving these goals through various means, including an increased level of prioritization and an intensification of collaboration with all relevant partners, including civil society.<sup>5</sup> However, Moldova remains one of the least developed countries in the European and CIS regions with a gross domestic product (GDP) per capita of \$2,986.<sup>6</sup> Moldova's 2010 human development index stood at 0.623, in the medium human development category, positioning the country at 99 out of 169 countries.

As with other lower middle-income countries, the degree to which the three MDG targets regarding poverty are likely to be achieved differs. In 2007, the proportion of people whose consumption was less than \$4.3 per day (in purchasing power parity terms) had decreased to a point close to the level established for 2010 (29.5 percent), making it very probable if the rate of reduction continues that the target proposed for the medium-term will be successfully achieved. However, the stagnation of the poverty rate based on the national poverty line in 2008–2009

<sup>3</sup> Government of the Republic of Moldova, 'The Second Millennium Development Goals Report', September 2010.

<sup>4</sup> Government of the Republic of Moldova, 'Millennium Development Goals in the Republic of Moldova, 'The First National Report,' June 2005.

<sup>5</sup> Government of the Republic of Moldova, 'The Second Millennium Development Goals Report', September 2010.

<sup>6</sup> GDP Purchasing Power Parity, 'National Human Development Report,' 2009–2010.

has made achieving the relevant intermediate target by 2010 less certain. As for extreme poverty, during the period 2007–2009, Moldova had already achieved both the intermediary target for 2010 and the final one for 2015.<sup>7</sup> Moldova has made progress on the MDGs, with 21 out of 27 targets on track. Targets in areas such as education, HIV and AIDS, and access to improved water sources and sewerage are not likely to be reached.

## 2.2 PUBLIC ADMINISTRATION AND EUROPEAN INTEGRATION

The National Development Strategy (NDS) (2008–2011) acknowledged the weakness of the existing capacity of the public administration and its ability to render good public service.<sup>8</sup> Since independence, actions for administrative reorganization at the central level, such as optimizing the number of civil servants and improving the recruitment process, had focused primarily on reducing budget expenditures, including wages and pensions. Beginning in 2008, a reform process of the central public administration targeted improvements in five sectors: i) organization; ii) legal frameworks; iii) decision-making processes; iv) human resource management; v) public finance management.

In 2011, despite the progress, the implementation of public administration reforms has been slow due to multiple factors, including frequent elections, insufficient budgets and significant brain drain. It is important to note that many legislative and policy steps have been formulated but key elements of implementation are lagging behind legislative and policy pronouncements. The government and donors have put a high priority and continued focus on public administration reform,

identifying it as a prerequisite to achieving the government's development strategy.

The Government of Moldova regards EU integration as the most fundamental priority of domestic and foreign policy.<sup>9</sup> The assumption behind this policy objective is that the responsible implementation of commitments, deriving from the European course, is the most efficient way to achieve political, economic and social modernization. To create a modern European public administration system, a series of reforms have been launched to streamline and enhance the efficiency of the civil service.<sup>10</sup> There is a continuing need for strengthened partnership and capacity-building among government institutions and across different ministries to address the large issues faced by the country such as poverty.

## 2.3 ENVIRONMENT

Weather and climate-related natural hazards such as drought, floods, hail, soil erosion and landslides are negatively affecting the country's development agenda. Climate change is more and more recognized as a key challenge, given the increasing frequency and intensity of natural hazards and the high vulnerability of Moldova's population, economy and environment. Moldova is also heavily reliant on the agricultural sector and has a high share of rural population and rural poverty. Significant impacts of climate variability have already been observed over the last few years, with recurring drought and flood events.

With regard to achieving MDG 7 targets, sectors of great concern are water, sanitation and waste management. While these sectors receive significant attention from the donor community and progress has been made in recent years, only

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<sup>7</sup> Government of the Republic of Moldova, 'The Second Millennium Development Goals Report', September 2010.

<sup>8</sup> Government of the Republic of Moldova, 'National Development Strategy for 2008–2011'.

<sup>9</sup> Government of the Republic of Moldova, 'Rethink Moldova: Priorities for Medium Term Development', Report to the Consultative Group Meeting in Brussels, 24 March 2010.

<sup>10</sup> The country has the Government Programme 'European Integration: Freedom, Democracy, Welfare' (Programul de Activitate al Guvernului Integrarea European : Libertate, Democra ie, Bun stare' <[www.mfa.gov.md/work-program-en/](http://www.mfa.gov.md/work-program-en/)> valid for the period 2011–2014.

half of the population has access to improved water sources, sewerage and sanitation systems – a problem that is particularly pronounced in rural areas. Wastewater discharged from residential or industrial areas is a major source of surface water pollution as many Soviet-era wastewater treatment plants are no longer operational. The collection and disposal of waste remains a serious concern. Out of approximately 1,700 landfills, less than half are legal and many do not satisfy safety standards. Additionally, though progress had been made in identifying and clearing stocks of obsolete chemicals and pesticides, these toxins remain a threat.

Environmental degradation is increasingly becoming a significant concern for Moldova's development agenda. Managing and halting the deterioration of biodiversity and landscapes is a key priority. The Protected Area System is relatively small and fragmented, covering only 4.65 percent of the territory.

## 2.4 HUMAN RIGHTS

Conflicts and abuses following the April 2009 parliamentary elections brought human rights to the centre of public debate in Moldova. In September 2009, the Government made human rights part of its new agenda and has since made significant progress. Moldova was elected for the first time to the United Nations Human Rights Council in May 2010. During the second half of the year, the Government ratified two major international treaties: the Rome Statute of the International Criminal Court and the International Convention on the Rights of Persons with Disabilities. New policies, strategies and plans were developed to

address gender equality, child labour, torture and ill treatment in detention, and social inclusion of people with disabilities. A new National Human Rights Action Plan 2011–2014 awaits adoption by parliament, while a comprehensive anti-discrimination law is under preparation by the Government. The legal framework was improved in the areas of domestic violence, workers' rights, public assembly, sexual and reproductive health, protection of refugees and asylum seekers, and the judiciary. New developments were registered in the institutional framework that were aimed at ensuring a better protection of the rights of children, of people subject to human trafficking and of people deprived of their liberty.

However, very limited progress was made in a number of other areas, such as impunity for torture and ill treatment by the police. No one has been brought to justice in connection with human rights abuses taking place during the April 2009 unrest. According to a recent study, two thirds of people who have been detained or investigated by the police complained of ill treatment.<sup>11</sup> Additionally, discrimination and pariah treatment of lesbian, gay, bisexual and transgender persons and communities is of serious concern, intensified by the current mobilization by conservative forces against bisexual and LGBT.

Efforts to address Roma exclusion scored very weak results, despite international review body recommendations.<sup>12</sup> Roma (approximately 100,000 people)<sup>13</sup> continue to be one of the most discriminated groups as far as access to basic services, employment, representation and public tolerance are concerned. The school enrolment rate of Roma children<sup>14</sup> is half that for non-Roma

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<sup>11</sup> Fundatia Soros-Moldova, 'Nivelul de Victimizare a Populatiei in Republica Moldova Studiu Sociologic', Chisinau, 2010.

<sup>12</sup> United Nations Committee on the Elimination of Racial Discrimination, 'Concluding Observations of the Committee on the Elimination of Racial Discrimination: Republic of Moldova,' CERD/C/MDA/CO/7, 16 May 2008.

<sup>13</sup> Official figures from the population census 2004 indicate around 12,750 Roma. The UNDP study, 'Roma in the Republic of Moldova,' Chisinau, 2007, estimates their number at 15,000. According to Roma leaders, there are 250,000 Roma. Experts consulted during the data collection indicate a figure of 100,000.

<sup>14</sup> Government of the Republic of Moldova, 'The Second Millennium Development Goals Report,' 2010.

children. Only 23 percent of Roma are covered by the compulsory health insurance scheme.<sup>15</sup> There are no Roma people in any positions of elected representation in any public body. Public tolerance is also an issue.<sup>16</sup>

## 2.5 DECENTRALIZATION

The decentralization process in Moldova has gone through several stages and was affected by changes in the political power systems in charge of state administration. The reform of 1998 assigned greater authority to local governments in administrative and fiscal matters and encouraged consolidation of fragmented administrative territorial units, establishing eight regional entities. In 2001, the new state administration decided to return the public administration system to a pre-1998 administrative organization based on rayons or districts. The 2001 reforms substantially restricted their fiscal autonomy by eliminating some of the existing tax powers and diminishing self-financing capacity. These reforms brought about numerous significant alterations of local government legislation, creating a sense of legal instability and unpredictability.

Moldova now has two levels of government: the higher central government and lower local governments. The lower level consists of local public authorities in villages (communes) and cities (municipalities), with additional governance at the rayon level, in Chisinau municipality, and in autonomous territorial-administrative units. The current policy framework does not provide sufficient clarity on the role, authority and responsibilities of local public authorities. Additionally, the central public administration reform that began in 2006 is decoupled from the decentralization process.

Local governments in Moldova play a significant

role providing social services and bear primary responsibility for water supply roads construction, maintenance and heating. With 32 rayons and 903 first-level territorial-administrative units (municipalities, cities, villages and communes), the local governments are left fragmented and underfinanced, providing services that are still largely inadequate and of poor quality. Local public authorities (LPAs) have limited fiscal autonomy and limited fiscal potential; budgets of lower levels depend on higher levels of government. The transfer system is inefficient, unpredictable, opaque and provides little incentive for fiscal responsibility.

Since 2009, the Government explicitly acknowledged that decentralization represents an essential item on the reform agenda of the country, especially important given the pro-EU aspirations of the country.<sup>17</sup> The goal is to improve resources management and bring quality services closer to citizens; to strengthen the system of local fiscal autonomy (in line with EU standards); to give more decision-making powers to the local governments, following the principles of transparency, legality, efficiency, responsibility and administrative solidarity; and to create a more stable, clear and enforceable legal framework on local public finance. With this overarching goal in mind, a draft decentralization strategy is undergoing various mandatory consultations before it is submitted to the Parliament for consideration and approval.

## 2.6 TRANSNISTRIA FROZEN CONFLICT

The breakaway region of Transnistria continues to pose a silent threat to the stability of Moldova. Located in a strip between the Dniester River and the eastern Moldovan border with Ukraine, the region has historically accounted for one

<sup>15</sup> UNDP, 'From Social Exclusion towards Inclusive Human Development', National Human Development Report 2010/2011, Republic of Moldova, Chisinau, 2011.

<sup>16</sup> UNDP Moldova, 'Human Rights Education in the Republic of Moldova', Policy Paper, Chisinau, May 2010.

<sup>17</sup> Government of the Republic of Moldova, 'Rethink Moldova: Priorities for Medium Term Development, Report to the Consultative Group Meeting in Brussels,' 24 March 2010.

third of the country's total industrial production and almost the entire energy production. As of 2004, the population was approximately 30 percent Moldovan, 28 percent Ukrainian and 26 percent Russian, with other minority groups also represented in small numbers.<sup>18</sup> Transnistria has its own de facto central bank, issuing its own currency, the Transnistrian ruble. The ruble is convertible at a freely floating exchange rate, but only within Transnistria.

The EU has embarked on a more pro-active policy, which aims at supporting the efforts to put an end to the division of Moldova resulted from a short war with the Transnistria region in 1992. Since 2007, development programmes and confidence-building measures aimed at improving cooperation between Chisinau and Tiraspol have accelerated. The confidence-building-related proposals include economic and trade cooperation, infrastructure projects, transport, health care and social welfare, education and science, demilitarization, humanitarian aid and agriculture. The proposals were warmly welcomed by the international community as a first step in the right direction. In Transnistria, the reactions were mixed, ranging from outward rejection by the supporters of region's independence to a wait-and-see attitude from more progressive interest groups.

In 2010, the Transnistria conflict took on a higher profile at the international level with statements being made by the leaders of Russia and Ukraine,<sup>19</sup> Germany<sup>20</sup> and France<sup>21</sup> for a peaceful resolution to the issue. While these

recent developments have been encouraging, a breakthrough on Transnistria remains unlikely in the near future, despite efforts in continuing negotiation between all parties. Meanwhile, it is also unlikely that open conflict will re-emerge. Politically the reintegration of the country will remain a fundamental objective of the government until a settlement is reached.<sup>22</sup>

## 2.7 GENDER

Moldova ranks 99<sup>th</sup> out of a total of 169 countries in the Human Development Index.<sup>23</sup> Moldova's Inequality-adjusted Human Development Index is 0.539. The 'loss' in potential human development due to inequality is represented by the difference between the Human Development Index and the Inequality-adjusted Human Development Index. Moldova has a Gender Inequality Indicator 0.429, which reflects the loss in human development due to women's disadvantages in reproductive health, empowerment and economic activity. The persistence of inequalities in Moldova impedes the development of the country and restricts the ability of disadvantaged sectors to fully realize their capabilities.

Laws and policies in the area of gender equality are well established in Moldova. Gender equality is included in the constitution and elaborated in the 2006 Law on Equal Opportunities for Women and Men. Moldova has signed on to a broad range of international conventions that mandate gender equality including the MDGs and the Committee on the Elimination of Discrimination against Women. While the

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<sup>18</sup> Government of the Republic of Moldova, Moldovan National Census of 2004, 'Caracteristici Demografice, Nationale, Lingvistice, Culturale', 2004.

<sup>19</sup> On 18 March 2010, Presidents Medvedev of Russia and Yanukovich of Ukraine asked for a peaceful resolution of the Transnistrian issue.

<sup>20</sup> On 5 June 2010, the 'Meseberg Memorandum' between German Chancellor Merkel and Russian President Medvedev identified the resolution of the Transnistria conflict as a test case for EU-Russia security cooperation.

<sup>21</sup> On 19 October 2010, the Presidents of Russia and France, together with the German Chancellor, further discussed cooperation between the EU and Russia on security issues, referring again to the Russian assistance in facilitating a resolution of the Transnistria conflict.

<sup>22</sup> EU Agreement on the establishment and the functioning of the Alliance for European Integration, November 2010.

<sup>23</sup> UNDP, 'The Real Wealth of Nations: Pathways to Human Development', Human Development Report, 2010.

policy foundation for gender equality laid out by the Government of Moldova is laudable, patriarchal norms have proven resistant to change and policies and laws aimed at enabling gender equality have not been sufficiently backed by resources required for full realization.

Gender stereotypes and hierarchies inherent within the society translate into a limited scope of involvement for women in the political arena. The percentage of women in formal decision-making positions is low, and fell markedly in the post-Soviet era. There has been, however, a general trend toward improvement in female political representation over the last five years and it will be important to secure the gains.

Gender-based violence is prevalent, with approximately half of women suffering psychological violence in their lifetime and approximately a quarter suffering physical violence.<sup>24</sup> More rural women experience violence than urban women. The maternal mortality rate in Moldova is generally low, at less than 20 per 100,000 births, although a spike in the maternal mortality rate in 2008 serves as a cautionary reminder of the need for careful monitoring and resource allocation to ensure that the 2015 MDGs are met.<sup>25</sup>

## 2.8 NATIONAL STRATEGIES AND EXTERNAL AID

Moldova's current NDS (2008–2011), which replaced the Economic Growth and Poverty Reduction Strategy in 2008, has five major goals:<sup>26</sup>

1. Strengthening democracy, rule of law and human rights.
2. Resolving the Transnistria conflict and reintegrating the region.
3. Improving the competitiveness of national economy.

4. Developing human capital, employment and inclusion.
5. Regional development.

The broad framework of the NDS was widely consulted during its formulation and therefore accepted by all political parties. It has remained as a foundation for the development strategy despite frequent changes in government, and progress has been achieved in its implementation. However, despite advancements, and opportunities, results for the people of Moldova have not yet been fully realized due to the slow pace of market reforms, weak institutional capacity and the lack of resources to boost service delivery at the local level.

A new NDS is currently being formulated as a long-term strategy until 2020. Taking lessons from the past, so that Moldova can transform itself into a modern democratic European state by 2020, the new strategy will have to:

1. continue the momentum to undertake and implement substantial legal and policy reforms.
2. advocate a development model that resonates with the aspirations of the people of Moldova without being populist.
3. avoid significant internal obstacles to democratic and economic transformations in the country.
4. address the challenges of public institutional capacity.

Moldova enjoys a national consensus about the opportunities that EU integration and (sometimes unpopular) market reforms can bring. Given prominence in the new NDS, these two elements in an enabling environment of good governance have the potential to generate

<sup>24</sup> Sikoska, Tatjana, 'Report of the Evaluation of the Project Development of an Integrated System for Domestic Violence as Part of an Integrated Approach to Managing Domestic Violence in the Republic of Moldova,' UNFPA, 2009.

<sup>25</sup> Government of the Republic of Moldova, 'The Second Millennium Development Goals Report,' September 2010.

<sup>26</sup> Government of the Republic of Moldova, 'National Development Strategy 2008–2011'.

marked political and social advancement for Moldovans by 2020.

The Moldova Partnership Forum was convened in Brussels on 24 March 2010 to support government actions. As much as 52 percent of the \$2.6 billion (1,936.49 billion Euros) pledged by bilateral and multilateral development partners represents grants, and about 48 percent loans, which Moldova will access in concession installments.<sup>27</sup>

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<sup>27</sup> World Bank, 'Moldova Country Brief', October 2010.



## CHAPTER 3

# UNDP RESPONSES AND STRATEGIES

### 3.1 UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK

The UNDP Moldova country programme is guided by the country's UNDAF. The UNDAF for Moldova is the strategic long-term planning document for the UNCT to ensure coordination, coherence, focus and direction of the United Nations' support to the country and support the realization of the nationalized MDGs.<sup>28</sup> The UNDAF's three main outcomes, which are to be addressed collectively by United Nations agencies, are:

1. UNDAF Outcome 1: Governance and Participation. By 2011, public institutions, with the support of civil society organizations, are better able to ensure good governance, rule of law and equal access to justice and the promotion of human rights.
2. UNDAF Outcome 2: Access to Quality Services. By 2011, vulnerable groups enjoy increased equitable and guaranteed access to basic services provided by the state with the support of civil society.
3. UNDAF Outcome 3: Regional and Local Development. By 2011, vulnerable groups in poor rural and urban areas take advantage of sustainable socioeconomic development opportunities through adequate regional and local policies implemented by Local Public Authorities and partners.

The UNDAF was agreed and signed by all the

agencies that are members of the UNCT and the Government of Moldova on 15 December, 2005.

### 3.2 UNDP STRATEGIES AND PRIORITY AREAS

The UNDP country programme (2007–2011), later extended to 2012, focuses primarily on two UNDAF outcome areas, i.e., Outcomes 1 and 3, which are directly relevant to UNDP practice areas. The contribution to Outcome 2 has been addressed through joint interventions of the United Nations agencies.<sup>29</sup> The UNDP Country Programme Action Plan (CPAP) identified governance and regional and local development as two priority areas for the current programme cycle.<sup>30</sup>

In recent years, the UNDP programme and project portfolio has evolved along with the country's political transition and the new aspiration to be a modern European country and part of the EU. The UNDP programmes have not deviated from the UNDAF outcome areas, but their coverage and orientation are now focused on modernizing Moldova with a human development perspective. The UNDP Moldova Strategic Note 2011<sup>31</sup> states that 'Assisting Moldova with its reform and European Integration Path while monitoring human development will be at the core of our work in 2011.'

The specific country programme portfolios of UNDP have now been reformulated to closely

<sup>28</sup> Government of the Republic of Moldova, 'United Nations Development Assistance Framework 2007–2011', December 2005.

<sup>29</sup> UNDP collaborates with other UN agencies for Outcome 2 in integrated local development.

<sup>30</sup> UNDP Moldova, 'Country Programme Action Plan 2007–2011', Chisinau 2007.

<sup>31</sup> UNDP Moldova, 'Strategic Note', 2011, p3.

align with the five priorities areas of the NDS: i) institutional development; ii) environment and climate change, iii) poverty reduction, iv) local governance, regional development, civil society and confidence building, and v) justice and human rights. Four priority areas related to institutional development, environment, poverty and justice and human rights contribute to UNDAF Outcome 1, whereas the area on local governance, regional development, civil society and confidence building addresses Outcome 3. The focus and activities of the five priority areas are summarized below and a list of corresponding projects is shown in Annex 5.

### **INSTITUTIONAL DEVELOPMENT**

This portfolio focuses on supporting the public administration reform process both horizontally across the Government and through tailored support to individual ministries in their reorganization process. The main institutions supported are the State Chancellery and its relevant subdivisions, the Ministry of Foreign Affairs and European Integration (MFAEI), the Ministry of Interior, the Ministry of Information and Communication Technologies and specialized central public administration bodies such as the Border Guard and Customs Services and the National Bureau of Statistics (NBS). This is complemented with targeted assistance to key Moldovan institutions in negotiating the new EU-Moldova agreement. To strengthen the legislature's role, UNDP is building parliament's capacities to perform its core functions. Support for electoral assistance is to improve credibility in electoral processes and to reform and improve the capacity of the Central Electoral Commission.

### **THE ENVIRONMENT AND CLIMATE CHANGE**

The focus of this portfolio is to support Moldova's transition to a low-emission and climate-resilient economy and ecosystem. As a follow-up to the 2009–2010 National Human Development Reports (NHDR) on climate change, UNDP is supporting the development

of a low-emission development strategy (to cover mitigation aspects) as well as a national adaptation strategy that would together form a comprehensive climate change strategy for Moldova. UNDP assistance is also being given towards fulfilling Moldova's monitoring and reporting commitments under international environmental conventions. With UNDP support, Moldova achieved full compliance with the chlorofluorocarbons phase-out targets under the Montreal Protocol on Substances that Deplete the Ozone Layer and recently finalized the preparation of the phase-out management plan for hydro-chlorofluorocarbons. UNDP assistance on biodiversity conservation focuses on improving coverage and strengthening the management effectiveness of Moldova's Protected Area System, including laying the basis for the creation of Moldova's first national park. A countrywide intervention on promoting the use of biomass as renewable energy source was recently initiated in partnership with the EU.

### **POVERTY REDUCTION**

The focus of this portfolio is to create an evidence base for policy development and to link it to national budgeting processes. UNDP is supporting the Government to strengthen its capacity, ownership and leadership for better aid management and coordination, specifically through support for the implementation of the recently endorsed Partnership Principles Implementation Plan. In addition to the support to the statistical system, priority is being given to the production of analytical policy papers, in particular the NHDR, which have been produced on a number of policy-relevant topics, the latest being on climate change (2009–2010) and social exclusion (2010–2011) respectively.

### **LOCAL GOVERNANCE, REGIONAL DEVELOPMENT, CIVIL SOCIETY AND CONFIDENCE BUILDING**

The focus here is to support the government's increased commitment to decentralization, UNDP initiated the second phase of the Integrated

Local Development Programme (ILDP), as a joint project with United Nations Entity for Gender Equality and the Empowerment of Women (UN Women). Local public administrations are being assisted by UNDP to implement interventions from their local development plans that are aimed at improving the quality of the services provided, including waste management, transportation services, education and other public services. For the first time, performance-based budgeting was piloted at the local level, to be scaled up nationwide in 2012. Similarly, support is provided to strengthen the capacity of local authority associations and to strengthen the newly created Congress of Local Public Authorities (LPAs). The portfolio also supports the modernization of Chisinau's Municipality. Additionally, UNDP assistance through the Better Opportunities for Youth and Women project is facilitating jobs creation for vulnerable groups. The portfolio pays particular attention to the Transnistria region. Confidence-building measures are being implemented through tangible development programmes with the engagement of NGOs in the areas of health care, social and environmental issues. The programme is now expanding into the area of business development. Finally, with UNDP's Bureau of Crisis Prevention and Recovery (BCPR) support, a new intervention strengthens capacities for disaster and climate risk assessment through the new National Disaster Observatory.

### JUSTICE AND HUMAN RIGHTS

This portfolio focuses on supporting the Government to fulfil its commitments under international human rights law through policy and regulatory reform measures and capacity-building activities. UNDP is strengthening the capacity of the National Human Rights Institution and National Torture Prevention Mechanism to monitor and prevent human rights violations, including through monitoring visits and development of awareness-raising activities.

## 3.3 PROGRAMME OPERATION AND MANAGEMENT

### RESOURCE MOBILIZATION AND DELIVERY

UNDP's performance in terms of managerial efficiency during 2007–2011 has to be considered within the context of increasing resource mobilization and considerable political and economic volatility. Programme resources soared from \$1.5 million in 2003 to \$21 million in 2011 and doubled from 2006 to 2007 (see Table 3). UNDP Strategic Note 2008 indicates two reasons for this expansion: (a) programme resources were attracted by the successful management of the United Nations Drought Response Projects as well as the continuing EU-Border Assistance Mission and (b) the country office was very successful in expanding the donor base with contributions received from existing and new partners as illustrated in Table 4.<sup>32</sup>

**Table 3. Total Budget and Expenditure (\$000)**

Year	Total budget	Total expenditure
2003	1,546	1,546
2004	3,287	2,794
2005	6,533	6,469
2006	6,996	6,820
2007	12,122	11,607
2008	18,129	17,948
2009	17,173	14,057
2010	19,593	18,108
2011	21,088	

During the evaluation period the budget continued to increase from \$12 million to \$21 million. The initial estimated plan for the budget in the CPAP 2007–2011 was \$32 million from both core and from resource mobilization.<sup>33</sup> Total funds raised between 2007 and 2011 were \$96 million, three times that planned in the CPAP (Table 4).

<sup>32</sup> UNDP Moldova, 'Strategic Note, 2008, p1.

<sup>33</sup> UNDP Moldova, 'Country Programme Action Plan 2007–2011', Chisinau 2007, p20.

<b>Country/Organization</b>	<b>(\$000)</b>
European Union	65,619
Swedish International Development Agency	10,760
Thematic Trust Fund	2,849
USAID	2,191
Government of Denmark	2,023
United Nations	1,780
Government of Rep. of Moldova	1,608
Romania	1,583
Soros Foundation	1,475
Orange Moldova	1,392
The Netherlands	1,235
Open Society Institute	1,136
Global Environment Facility	772
Norway	627
Austria	545
Montreal Protocol	449
UNIFEM/ UN Women	244
Switzerland	232
Estonia	147
Others	139
TOTAL	96,806

Source: UNDP Country Office

Analysis of the budget by thematic area shows that the budget for institutional development portfolio for 2011 was about 50 percent of the overall budget (Table 5). This was followed by 25 percent for local governance, regional development and civil society. The budget for the environment and climate change significantly increased from \$86,000 in 2007 to \$3.7 million in 2011. The budgets for justice and human rights, and poverty reduction have fluctuated over the years with the 2011 figures slightly higher than in 2007.

Important changes in the management of operations were also introduced along with the budget

expansion. First, it resulted in the decentralization of functions towards individual projects as well as joint projects. Secondly, it steadily strengthened the country office's capabilities in responding to certain immediate needs emerging from the shifting context and in preparing adequate management responses.

One way to measure managerial performance is to examine programme implementation rates, which offer a general picture on the extent to which the country office has been efficient in planning and delivering development assistance. Despite the increasing funding levels, the country office achieved high programme implementation rates (Table 3). In 2007 the implementation rate was 96 percent and it was ranked first in the RBEC and third globally according to the UNDP country office.<sup>34</sup> Then, in 2008, it peaked to a nearly full implementation rate (99 percent). In 2009, a competing number of factors, the two parliamentary elections, riots, power transfer, financial crisis and the unforeseen budget increase towards the end of the year,<sup>35</sup> ultimately contributed to the 82 percent implementation rate. In 2010, despite the early parliamentary elections and the failed national referendum, the implementation rate settled on the path to normality, with the country office achieving 92 percent. Managing such high levels of programme delivery in a country undergoing frequent changes of government demonstrates the determination and, efficiency and effectiveness of the country office team.

## **PROGRAMME IMPLEMENTATION**

National programme implementation remained the preferred implementation modality in Moldova for the evaluated period. A large majority of UNDP projects (33 out of 36) are delivered using national implementation. The remaining projects have been implemented by direct implementation.<sup>36</sup>

<sup>34</sup> UNDP Moldova, 'Strategic Note', 2008, p1.

<sup>35</sup> The budget increase was a result of the country office's active resource mobilization, as well as the arrival of some of the donor contributions which were delayed from the first half of 2009 due to the civil disturbance in the country.

<sup>36</sup> For example: Project 'EU Border Assistance Mission to Moldova and Ukraine,' with UNDP as the main implementing partner.

**Table 5. Budget by thematic area (\$000)**

Thematic area	Budget 2007	Budget 2008	Budget 2009	Budget 2010	Budget 2011
Institutional development	6,184	6,238	9,718	9,880	10,777
Justice and human rights	717	572	658	894	1,090
Environment and climate change	86	339	537	599	3,777
Poverty reduction	387	571	2,075	970	525
Local governance, regional development and civil society	4,748	10,409	4,185	7,250	4,919
Total	12,122	18,129	17,173	19,593	21,088

Source: UNDP Country Office

To ensure a smooth linking of growing expenditures to expected results, additional efforts have been made for the implementation of the Harmonized Approach to Cash Transfers, which aims to strengthen the capacity of government partners to manage development resources effectively. The increasing pressure caused by the volume of payment processing prompted the finance unit of UNDP to look for ways of merging payments and gradually delegating certain transactions to project support staff at the Project Implementation Units of the government partners. Induction and quarterly training sessions have been provided since 2010 to project support staff to strengthen their financial management skills.

## PROCUREMENT

The most challenging aspect of programme management over the evaluation period involved procurement operations. The sudden programme expansion starting in 2007 created initial bottlenecks in procurement. However, many of the issues were quickly resolved and the country office adapted to a heavy workload. The country office made significant efforts to shift from having a reactive operational management style to a proactive one, a task successfully addressed since 2009. In order to cope with the overwhelming volume of work, the purchasing department increased the number of staff from two to four officers in 2010 and implemented a series of measures aimed at operational effectiveness.

Among the most notable achievements of the

procurements unit is the launch in 2009 (and continuous upgrading) of an online e-tenders platform, which has significantly streamlined the purchasing performance and reduced the time needed for service delivery. Further efforts need to be focused on improving the delivery time and setting baselines for the procurement e-tools, which will allow for a quality measuring of progress. The practice of using long-term agreements for repetitive types of goods and services is being increasingly applied, which has resulted in significant time and costs saving. As a great deal of the work, which may affect the timeliness and quality of procurement services delivery, is performed outside the purchasing department, a service centre for projects was also established. This has resulted in strengthening of procurement, compliance monitoring, advising and training for project staff.

However, despite these improvements at the country level, UNDP corporate procedures for programme implementation and procurement were cited during the interviews by many project partners as cumbersome and difficult, an area where dissatisfaction with UNDP has been clearly expressed.

## HUMAN RESOURCES

According to the 2007, 2008 and 2009 Global Staff Surveys, most country office staff believes the UNDP Moldova's human resources policies are implemented in a fair and consistent manner by the management team and agree that the

organizational structure of the office supports efficient business processes.

It is somewhat surprising that the increase in the office budget over the review period did not result in a significant increase of staff figures. On the contrary, the project's staff decreased from 74 in 2007 to 60 in 2010. The Bratislava Regional Centre and the Regional Bureau at headquarters provide experts when requested. However, it does take time to recruit/deploy the experts and for the experts to understand the country. The UNDP country office senior management and programme staff spoke highly of the support and willingness of the Regional Centre and the Bureau to provide support within their capacity. What was critically missing was senior level in-country subject experts, who would have helped the country office to be a thinking office and helped to design quality programmes and advocacy messages.

The learning and accountability system is not adequate for the size and complexity of the current country programme. During the programme cycle 2007–2011/12, the country office has commissioned only four project evaluations out of a total of 36 projects.<sup>37</sup> From the examination of the few evaluation reports, it was also evident that the quality of the evaluation reports varied. The country office would benefit from putting in

place a good M&E system with dedicated professional staff.

Since 2009, significant efforts have been put into aligning human resources with the United Nations-wide contractual reform and implementing the new UNDP Human Resources Strategy for 2008–2011, which aims to improve the human element that helps achieve development results.<sup>38</sup> The greatest achievements over the evaluated period are transparency and the simplification of the recruitment process with the use of the online recruitment platform. Significant improvements have been made in moving from advertizing individual posts to creating candidate pools in every category of staff (i.e., general service and professional, programme and operations) and of external applicants. The capacity-building of staff members is mostly approached as a coaching and learning on-the-job process. Significant resources have been invested in training operational staff as part of programme and project management, so that quality delivery is ensured and the pressure on the staff of the operational unit is lessened. As indicated by the 2009 Global Staff Surveys, training of the country office's personnel needs to be more carefully conceptualized so that it is more targeted to those requiring specific skills and specialization.

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<sup>37</sup> While the country office adheres to the corporate monitoring and evaluation policy, the policy itself may not be adequate for a quickly expanding programme.

<sup>38</sup> UNDP, 'Human Resources in UNDP: A People-Centred Strategy', 2008–2011.

## CHAPTER 4

# CONTRIBUTION TO DEVELOPMENT RESULTS

### INTRODUCTION

The CPAP has remained relevant to the development needs of the country and has guided the strategic direction of the UNDP programme. This has been true despite major on-going changes in the country and the rapid expansion of the UNDP programme to meet the changing needs. In recent years, the government has focussed specifically on EU integration which requires urgent changes in the country's aligning laws, standards and policies. UNDP has moved quickly and strategically to be an actor in Moldova's EU integration aspirations. Managing EU-funded projects and expanding UNDP programmes along the lines of the integration goals and the three broad strategic outcomes of UNDAF has required UNDP programmes to be relevant and strategic.

The UNDP country programme during the period under evaluation had five thematic focus areas, designed to collectively contribute to the UNDAF outcomes: (1) institutional development; (2) environment and climate change, (3) poverty reduction, (4) justice and human rights, and (5) local governance, regional development and civil society. This chapter presents the assessment of UNDP's contribution to each focus area. While not explicitly included at the outcome level, gender is also discussed, given gender was addressed in some projects at the outcome level. The country programme outcomes of thematic areas 1 to 4, which correspond to the governance-related interventions under UNDAF Outcome 1, are as follows:

- Pro-poor policies, addressing development and population issues, are formulated, implemented and monitored in a more transparent and participatory manner.
- The justice system functions in a more transparent, accountable and independent manner.
- There is increased engagement of civil society organizations (CSOs) and media to participate in the national development process.
- Management of environment and natural resources is improved in compliance with international/EU standards.
- There is improved readiness to prevent and mitigate natural and man-made disasters and crises.<sup>39</sup>

The fifth area of local governance and regional development and civil society, which corresponds to UNDAF Outcome 3, had the following set of outcomes during the period under review:

- LPAs operate in a more effective and transparent manner.
- New businesses and jobs are created in targeted poor rural and urban areas.
- Empowered communities and CSOs participate in local development planning, implementation and monitoring.

### 4.1 INSTITUTIONAL DEVELOPMENT

During the evaluation period, UNDP<sup>40</sup> was one of the main United Nations agencies supporting

<sup>39</sup> It should be noted that while this item is included under Outcome 1, in terms of the institutional capability, the corresponding actual projects have now been grouped within the context of Outcome 3 as shown in Annex 5.

<sup>40</sup> The assistance of EU played a critical role in UNDP's ability to play this important role.

the Government's reform agenda. This agenda has touched on a wide range of government institutions. It includes the Parliament, State Chancellery, MFAEI, Ministry of the Interior, Ministry of Information and Communication Technology and centralized public administration bodies such as the Border and Customs Services, and Statistical Bureau.

## RELEVANCE

UNDP's support to government public administration reform has remained relevant despite frequent changes in the administration largely because of the careful selection and targeting of the reform areas, keeping its programme focus on modernizing state institutions and broad consultation with all stakeholders. Importantly, the strategic thought process that went into the design of the UNDP intervention is evident from the various strategic notes and management workshop minutes. Several high-level government officials and ministers mentioned to the evaluation team the importance they attached to the high-level advice from UNDP experts and how the experts' experience and knowledge helped the ministries implement best practices and the most feasible approaches in complex situations.

Public administration reform was announced as one of Government's top priorities in April 2005 and different donors, among them UNDP, were requested for immediate as well as longer-term assistance. UNDP responded to this request by providing advisory services to the Government on how the reform could be approached by sharing examples of other countries, particularly of new EU member states. In 2007, the UNDP public administration portfolio covered the following reform areas: reforming the structure of the central public administration; developing and implementing an improved legal framework for public administration, with emphasis

on civil service; strengthening the Government's decision-making process, improving the management of human resources and public finances; and aspects of communication and monitoring.

UNDP's activities were also closely coordinated with other donor activities (mainly the World Bank and the Swedish International Development Agency (SIDA)) in order to jointly support the functional review of the central public administration, the drafting of the Civil Service Law and the creation of Policy Analysis, Monitoring and Evaluation divisions within the line ministries. In 2009 the new political orientation towards EU integration required the previously narrower focus on public administration reform to be broadened to include other aspects of governance such as electoral assistance, parliamentary development, e-governance and participation and integration support. The expansion of activities in the institutional development portfolio was mainly driven by demand. The fact that out of eight projects running in 2011 six have together between 2008 and 2010 shown the depth of change in this portfolio and the strength of demand from the Government for UNDP support in this sector.

The UNDP-EU project for EU Border Assistance Mission to Moldova and Ukraine (EUBAM)<sup>41</sup> was relevant to keep the national border secure and stop illegal cross border activities and increase stability of the nation. Similarly, the UNDP-EU project for Belarus, Ukraine and Moldova Action Against Drugs (BUMAD)<sup>42</sup> was relevant to tackle drug abuse and trafficking through prevention activities.

## EFFECTIVENESS

The institutional development portfolio generated visible progress towards a modernized public administration.

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<sup>41</sup> UNDP project for EU Border Assistance Mission to Moldova and Ukraine.

<sup>42</sup> UNDP project for Belarus, Ukraine and Moldova Action Against Drugs.

UNDP's support to the electoral commission<sup>43</sup> helped increase the credibility of elections and, ensured the neutrality of the commission.<sup>44</sup> It was reported by donors, civil society and the Government that after UNDP and IOM initiated their support for the electoral commission the public trust and confidence in the election results increased despite the country holding three national elections in less than two years. They also noted that the elections have been accepted widely and provided legitimacy to the now ruling new democratic government. High-level staff from the electoral commission said to the evaluation team that they would not have been able to achieve the same results alone. The members of the electoral commission appreciated the expertise of international experts provided under the project and the quality of their advice to the commission. The commission members underlined the importance of the timeliness of this support in the context of a political change.

Through support to the parliament,<sup>45</sup> UNDP provided a comprehensive, long-term approach to parliamentary development, including strengthening of the legislature's law-making, representation and oversight roles. The members of parliament and parliamentary administration officials reported that UNDP support was crucial to the institution, particularly in creating a manual of functions to be used by many first-time members of parliament after the 2010 elections.

Another favourable result was reported in UNDP's support for the capacity-building of the MFAEI and the EU negotiation team, financed by SIDA, Norway, Estonia, Austria and the Soros Foundation Moldova. A total of 123 staff, from six different public institutions—the Ministry of Agriculture and Food Industry, the Centre for Combating Economic Crimes and Corruption, the Centre for Legal Approximation, the Ministry of Health, the National Agency

for Protection of Competition and the Sanitary Veterinary Agency—received training on negotiation processes. High-level representatives from EU countries reported to the evaluation team that the Moldovan negotiation team were doing a commendable job and appreciated the role of UNDP in providing the training.

The UNDP-EU project for EU Border Assistance Mission to Moldova and Ukraine (EUBAM) achieved many results. The government reported that the project designed an integrated border management strategy, facilitated the implementation of special procedures for helping legal trade activities of Transnistrian companies, supported the implementation of institutional changes in the border and custom services and most importantly professionalized the service and reduced conscription.

The officials of the Ministry of Health reported the following achievements from the UNDP project BUMAD. A national drug observatory created by the project has now been functional within the Ministry of Health, the inter-ministerial drug strategy was designed and approved by the Government offering a coordinated response from various government ministries, legislation in the area of drugs was adjusted towards EU standards and ministry staff were trained in prevention and education work.

The above results indicate that the contribution of UNDP is progressing towards the outcomes indicated in the CPAP and UNDAF despite the many structural hindrances.

## EFFICIENCY

The institutional development portfolio exhibited different levels of efficiency depending on the areas of focus. EUBAM and BUMAD are both part of successful UNDP regional programmes.

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<sup>43</sup> Joint UNDP/IOM project for Electoral Support to Moldova.

<sup>44</sup> IOM supported the Government in putting in place instruments for Moldovan citizens outside the country to vote in the elections.

<sup>45</sup> UNDP project, Support to Parliamentary Development.

Compared to them, the pace of implementation of public administration reform projects was slower across the board. The lack of resources, a variable political will to push ahead a sensitive reform agenda and the Government's lack of experience in managing change were identified as the main reasons. However, more recent projects related to EU integration, such as support for the EU negotiation team and the high-level policy advice mission, show much higher rates of implementation.

## **SUSTAINABILITY**

Since the public administration reform projects were in various stages of implementation it was difficult to assess their long-term sustainability. Analysis of project documents showed that UNDP has taken into consideration the issue of sustainability during project design and formulation stage. However, the move from policy formulation and legislative changes to sustained implementation by the Government has been less successful. Practical implementation of written policies into concrete action has been slow. For example, insufficient funding for continued implementation of the necessary reforms or the national budgets ability to pay reasonable salaries to government staff have had an adverse effect on the overall sustainability of the public administration reform programmes.

Some of the projects, such as electoral support and high-level policy advice, showed clear results towards sustainability as the commission expressed increased capability to manage future elections with high credibility. The knowledge and confidence to implement a large number of complex reforms needed for EU integration reforms certainly came from the support of the public administration reforms projects initiated by UNDP.

## **4.2 ENVIRONMENT AND CLIMATE CHANGE**

### **RELEVANCE**

Environmental degradation is a significant

concern for Moldova's development agenda. Floods and droughts of recent years suggest that the country remains highly vulnerable to environmental factors. Therefore, UNDP's involvement and efforts are urgently needed and very relevant. In early 2010, based on a review of the existing and pipeline portfolio, a new set of priorities was drafted with the overall objective of supporting Moldova's transition to a low-emission and climate resilient development path. In its new composition, the environmental portfolio focused on climate change mitigation, energy, biodiversity conservation, ozone layer protection and environmental governance. Projects related to responses to natural disaster have been included under the local governance, regional development and civil society portfolio. Thematically the environmental programme is also oriented along the country's main priorities and challenges. It includes support for programmes such as developing legislation and policies, strengthening institutional capacities for effective implementation, enforcement of environmental policies and legislations and the development of a national climate change adaptation strategy.

### **EFFECTIVENESS**

Since the portfolio composition is relatively new, its effectiveness cannot be fully assessed. However, effective integration of environmental matters into sector policies, particularly in energy, agriculture and economic sectors, remains an important issue. New approaches and environmental governance tools, such as strategic environmental assessment and environmental impact assessment, still need to be adopted and institutionalized. UNDP projects such as Improving Coverage and Management Effectiveness of the Protected Area System in Moldova and Support to Environmental Protection have helped the Government to gain the tools for environmental monitoring. It was reported by the Ministry of Environment officials that these tools have been valuable in their efforts to manage the environment.

The approval of the Low Emission Development

Strategy is included in the Government's work programme for 2012. This strategy prepared by a UNDP project<sup>46</sup> is an important building block and a strategic investment (in which UNDP is positioned as primary partner) for enhancing capacity to design, access climate finance and implement low-emission development strategies.

UNDP also supported the Government's efforts to restore and conserve the country's biological diversity,<sup>47</sup> responding to the priorities identified in the National Biodiversity Conservation Strategy and the NDS. Critically, UNDP support for the elaboration of the Fourth National Report on Biodiversity Conservation assisted the country in fulfilling its reporting requirements under the Convention of Biological Diversity treaty. In addition, the project Improving Coverage and Management Effectiveness of the Protected Area System in Moldova was the foundation for the creation of Moldova's first national park.

The various policy dialogues initiated as part of the development of the NHDR on the topic of climate change contributed to Moldova's agreement to ambitious greenhouse gas reduction targets as part of the Copenhagen Accord. The awareness created by the NHDR also led to the creation of a parliamentary commission on environment and climate change. The Government and civil societies reported that the public discussions that followed the launch of the NHDR were catalytic in setting up of the parliamentary commission.

Under the Vienna Convention<sup>48</sup> and the Montreal Protocol, Moldova's commitments to take necessary measures to protect the ozone layer were achieved due to four technical assistance projects of UNDP. It was reported by the ministry officials that all objectives under the four projects were fully achieved, including the

full phase-out of chlorofluorocarbons in 2010.

## **EFFICIENCY**

Analysis of the project reports showed that activities were being implemented in a timely manner even when the number of projects was increasing substantially from two projects in 2009 to nine projects in 2011. Ministry of Environment officials noted that project staff were hired in a timely manner and the products delivered were of high quality despite complex planned objectives. All stakeholders commended the quality of the programme management, with a comment that any deficiencies in project design such as number of experts needed were resolved quickly and by proactive consultation with UNDP.

## **SUSTAINABILITY**

The current portfolio is credited for simultaneously addressing principal environmental threats and building the government institutions and civil society capacity to tackle threats. In addition, Moldova has progressed quickly in fulfilling its various international commitments. Without reservation, all stakeholders regard the potential benefits from biodiversity projects as sustainable and much needed. However, the ability of the government to maintain the national parks through budget allocation or user fee might prove to be difficult in the short term due to constraints in the national budget.

## **4.3 POVERTY REDUCTION**

### **RELEVANCE**

Given the high poverty rates in Moldova, the relevance of strengthening the Government's efforts at measuring and analysing poverty rates, improving poverty-oriented policy and plans and promoting innovative approaches to poverty reduction initiatives cannot be overemphasized. In addition, given the global economic crisis,

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<sup>46</sup> UNDP project, Support to Environmental Protection.

<sup>47</sup> UNDP project, Effective Management of the Protected Area System.

<sup>48</sup> Vienna Convention for the Protection of the Ozone Layer.

the relevance of monitoring trends in poverty and regional disparities was highly relevant for policymaking. The capacity of the Government to produce data on socioeconomic status and poverty was limited and UNDP contributed to fulfilling the important data gap.

The UNDP portfolio also introduced and strengthened a much-needed policy framework for private sector participation in the social sector and the key principles required for aid coordination. Because of the social history of Moldova, the laws and regulations for the private sector did not extend to how the private sector can play a role in the social sector; putting the legal and policy framework for encouragement of the private sector to initiate programmes in the education and health sectors was relevant and much needed. Corporate social responsibility was a new concept in Moldova and, with the ballooning of the private sector in Moldova, its introduction should help ensure that the companies are socially responsible and contribute to social causes. Aid coordination requires terms for development partners and the Government to work together to ensure the effective use of resources; the establishment of development partnership principles was critical for aid coordination.

## EFFECTIVENESS

The poverty reduction portfolio, which provided support to the National Statistical System,<sup>49</sup> the NHDR,<sup>50</sup> the Global Compact Network and the Crisis Response project,<sup>51</sup> produced some of the most visible results.

UNDPs support to the National Statistical System helped to improve data collection, dissemination and use of statistical information

with particular attention paid to national needs and international comparability. The result was achieved through the completion of the following expected outputs:

- Development and measurement over time of key disaggregated poverty and social indicators for identifying and monitoring the impact of development policies on the poor.
- Enabling the NBS to develop and make available credible and disaggregated data.
- Formulation of policy papers and NHDRs to help support the Government on the basis of information, analysis and identification of possible policy instruments, as well as gauging the appropriate level of social sector expenditure for poverty reduction.
- Monitoring Moldova's performance against MDG targets and evaluating the impact of antipoverty interventions.<sup>52</sup>
- Support to the various national planning exercises including the National Development Plan with credible statistical data.

UNDP staff and officials from the government statistical department mentioned that online availability of data led to increased media attention on development issues. This aspect was confirmed during interviews with the national media. Users expressed general satisfaction with the overall quality of the statistics, noting that Moldova had made significant progress in this area over the past decade. A public opinion poll concerning the data user's satisfaction with available statistical data for the NBS concludes that the essential factor that contributed to the creation of a NBS positive image is the institution's web.<sup>53</sup>

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<sup>49</sup> Joint Programme for Strengthening the Statistical System, with UNDP acting as the lead agency.

<sup>50</sup> UNDP support for the NHDR.

<sup>51</sup> UNDP's response to the Economic Crisis project.

<sup>52</sup> The Republic of Moldova, 'The Second Millennium Development Goals Report,' 2010.

<sup>53</sup> National Association for Rural Development OIKOS, public opinion poll concerning the data user's satisfaction with available statistical data for the National Bureau of Statistics, 2008–2009, p35.

The process of NHDR preparation has not been uniform over recent years and has resulted in different levels of success. The NHDR on education, elaborated by a team of external consultants, did not meet the quality criteria of an NHDR in terms of analytical rigour. However, UNDP and various stakeholders used these drafts to produce a policy paper entitled 'Education and Human Development: Actual and Future Challenges' which was extremely timely and useful as it contributed to the formulation of the Education Code for Moldova.

Government officials at the Ministries of Health and Education noted that the policies and mechanisms developed under the project Private and Public Partnerships are providing the legal and policy framework for the entry of the private sector to start educational institutions and health centres.

UNDP's support to the Global Compact Network has increased the engagement of the private sector and promoted corporate social responsibility. To date, there are over 58 Global Compact members, with several initiatives targeted to raise awareness and integrate corporate social responsibility into business strategies.

UNDP has made a major contribution to the aid coordination architecture in Moldova. UNDP proactively initiated a new and innovative aid coordination mechanism through a framework agreement called Development Partnership Principles. The agreement was signed between the Government and 20 development partners. Government officials reported that the implementation plan of the principles helped all parties to understand and agree on a common principles and terms for working together.

## **EFFICIENCY**

The passage of laws has taken a long time due to the prevailing political situation in Moldova. Apart from this no major efficiency concerns came to the attention of this evaluation team while examining the poverty portfolio. It was

mentioned by the IMF and the World Bank that the data from the joint statistical project were high quality, periodic and timely. The regularity and timeliness attest to the efficiency with which the project was implemented.

Managing a joint project can be difficult and complex. It was reported that financing the project and recruiting experts were timely despite all the activities being done jointly as with the joint statistical project. The key to efficiency was the fact that an efficient structure is in place at the UNDP country office to administer the projects. It was reported by the officials of the NBS of the government of Moldova that any issues arising during implementation were handled in a timely and satisfactory manner.

## **SUSTAINABILITY**

A promising observation was made in term of government capacity, where, for example, all stakeholders acknowledged that the National Statistical Bureau now has the capacity to produce statistical data that are internationally comparable and credible. However, continued capacity-building efforts should be made over several years for Moldova to consistently produce credible pro-poor analysis and to have the ability to improve allocation of national budget expenditure towards achieving poverty and MDG targets.

## **4.4. JUSTICE AND HUMAN RIGHTS**

### **RELEVANCE**

UNDP's efforts to bring Moldova in alignment with international human rights standards was of high relevance given the countries record of human rights. UNDP's, advocacy and technical support to the development of the legal and institutional framework on human rights, related policies, strategies and plans and the ratification of international human rights standards were crucial in helping the Government achieve the priority given to human rights. For example, the NDS 2008–2011 now includes a specific priority

on strengthening democracy based on the rule of law and respect for human rights principles. The Government Programme 2011–2014, also includes a specific priority on rule of law and human rights protection, notably in the areas of torture and ill treatment, individual freedom, abolition of human trafficking and domestic violence, free access to justice and fair trials, the fight against corruption and the reform of the judiciary.

## EFFECTIVENESS

Development effectiveness is improved when accountability for achieving results is determined through participatory processes (assessment and analysis, planning and design), and reflects the consensus between those whose rights are violated and those with a duty to act. UNDP and the wider UNCT in Moldova employed a human rights-based approach to programming. When working with the Government, UNDP and the wider UNCT in Moldova have strongly promoted the principles of equality, inclusion and non-discrimination in programming. This was substantiated in various key laws and strategies (e.g., in the area of persons with disabilities, education and judiciary) as well as in the new system of national indicators for social inclusion. UNDP (together with other United Nations agencies) provided technical support to Moldova's ratification in 2010 of the United Nations Convention on the Rights of Persons with Disabilities and the development of corresponding policy and regulatory reform measures. UNDP also played a crucial role in assisting the Government to develop a new National Human Rights Action Plan 2011–2014 and a comprehensive anti-discrimination law.<sup>54</sup>

UNDP, with UN Women, has supported the Joint Integrated Local Development Programme (JILD) aimed to develop a new vision on local development and decentralization through the lens of human rights and gender equality. The project strived to develop the local skills to

conduct human rights and gender impact assessments as well as rights-based and gender-sensitive local development planning and budgeting. The draft Decentralization Strategy mainstreamed human rights issues and applied a human rights-based approach, informed by a detailed UNDP and UN Women methodology, enshrined in the 'Guide on Human Rights Based Approach and Gender Equality in Local Development and Decentralization' (2011).

Tangible achievements include coordinated advocacy leading to the ratification of the United Nations Convention on the Rights of Persons with Disabilities; UNDP/UNCT-coordinated memoranda and information for the United Nations Human Rights Committee, the Committee Against Torture, the Committee on Elimination of Racial Discrimination, Special Rapporteurs, Moldova EU-Moldova Human Rights Dialogue, and the United Nations common position on anti-discrimination law and human rights programmes. According to a large number of stakeholders interviewed, the most important contribution of the United Nations Human Rights, Justice and Gender Theme Group was the provision of expertise and the framing of issues in the normative context provided by international law, in many cases through joint projects involving UNDP and other United Nations agencies.

UNDP played a major role in strengthening government capacity to report on progress against various international human rights commitments. Civil societies were supported continuously by UNDP in fulfilling its human rights watchdog role for preventing and combating torture, improving the fairness and transparency of electoral processes, and combating corruption. However, concerns have been expressed regarding UNDP's reserved stance in engaging with NGOs promoting human rights of sensitive groups, such as LGBT, certain religious minorities and people living in the Transnistria Region of Moldova.

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<sup>54</sup> Both are in the process of mandatory consultation prior to it being adopted by the Parliament.

It was brought to the attention of the evaluation team by CSOs, that as part of the support to the Justice Administration, UNDP has strengthened the capacity of the Centre for Human Rights (National Human Rights Institution) and the National Torture Prevention Mechanism to undertake meaningful preventive visits to places of detention, including police stations, prisons and health institutions. A complementary UNDP intervention was recently launched to strengthen the capacity of the Centre of Forensic Medicine in the examination of torture and ill-treatment so that forensic documentation is brought in front of courts and decision-making is properly informed.

There have been frequent cases where UNDP recommendations and those of other United Nations agencies were only partially considered and integrated into national strategies, legislation or actual work, even though the recommendations were strong in content, justified and in compliance with international human rights standards. Possible reasons include highly sensitive areas, the resistance of professional and religious groups, unaffordable financial implications, and the insufficient capacity of national stakeholders to understand the need for the changes and their meaning, or how to internalize the new concepts and practices in their policies and current activities.

## **EFFICIENCY**

UNDP is part of several thematic and working groups, such as the United Nations Human Rights, Justice and Gender Theme Group, which have been important platforms for bringing staff and agencies together on a regular basis, raising issues, discussing conceptual problems and sharing experience and information. UNDP played a facilitative role in bringing together these agencies and ensured that administrative support flowed seamlessly which helped in managing the projects. Project support for the projects under this thematic area was reported

by the National Human Rights Institution and ministry officials as timely and efficient.

The use of joint projects<sup>55</sup> such as those in the area of human rights protection and promotion, local development or social inclusion indicators created a platform for knowledge management and exchange within UNCT, within the United Nations Human Rights, Justice and Gender Theme Group and Working Group on Human Rights and Health, and between and amongst UNDP and government agencies. Staff within UNDP agreed that without the joint programming framework it would not have been possible to achieve the same results. In partnership with other United Nations agencies, UNDP advocated for and built consensus around contentious development issues, such as equality data or inclusive education. A notable example is the Joint UNCT for Human Rights Protection and Promotion project through which UNDP, in cooperation with the Office of the High Commissioner for Human Rights (OHCHR) and wider UNCT, supported Moldova's ratification in 2010 of the United Nations Convention on the Rights of Persons with Disabilities and development of a road map towards its enforcement.

## **SUSTAINABILITY**

Over the last five years, UNDP and the wider United Nations family have brought about significant changes in thinking in Moldova about human rights norms and biases. A UNDP initiative to partly fund this along with a Human Rights Adviser reporting to the UN Resident Coordinator and UNDP Resident Representative contributed to this by developing knowledge, skills and new attitudes of duty bearers. Still, sustainable changes of practices and ingrained cultural norms and values take time to happen and cannot be easily achieved in the time-frame of a standard UNDP project.

Training in human rights-based approaches and

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<sup>55</sup> Joint UNCT for Human Rights Promotion and Protection/Action and Support for the Implementation of the National Human Rights Action Plan.

human rights mainstreaming of UNDP portfolio managers has been random; some of them have not attended any training courses on the matter, while others have attended courses but several years ago. Mandatory human rights training course are not included as part of the staff induction programme. It is recommended that once the envisaged learning manager is appointed, a thorough training needs assessment is carried out among the UNDP portfolio managers to identify existing knowledge and skills gaps.

There is little evidence that performance indicators or accountability milestones are integrated into state duty bearers' work routine and practices, following UNDP investment in capacity-building. Overall, UNDP's continuous efforts towards sustainability, such as comprehensive assistance that works on different levels (policies, legislative gaps and institutional frameworks), are encouraging steps in the right direction.

UNDP and other United Nations agencies have been less successful in moving forward the mainstreaming of human rights in the budgeting process. One example is the Strategy for the Social Inclusion of Persons with Disabilities 2010–2013, where no financing sources are identified for 57 percent of the total budget. Another example is the National Human Rights Action Plan 2011–2014 (pending adoption by the Moldovan Parliament) where financing of 162 measures (67.5 percent) is 'conditioned upon available budget.' This poses serious questions as to the sustainability of UNDP support invested in the development of these strategies and plans.

#### **4.5 LOCAL GOVERNANCE, REGIONAL DEVELOPMENT AND CIVIL SOCIETY**

##### **RELEVANCE**

Since independence, the policy and administrative systems of local government in Moldova have experienced reversals of policy decisions

and uneven development. In line with the EU integration aspirations, in 2009 the government declared decentralization as an essential item of its reform agenda. The goal was to bring quality service closer to the people and strengthen local governance in line with EU standards.

The local government plays a large role in the public sector social service provision. Since the existing policy frameworks do not adequately address the function of the local public authority, UNDP support to develop a new decentralization strategy is highly relevant. It is also timely given the increased commitment of the Government and its new aspiration to improve the decentralization policy framework.

Interventions in the Transnistria region of Moldova were initiated through the community development projects and expanded within the drought response project. In 2009, UNDP launched the project, Support to Confidence Building Measures, which was considered by all stakeholders as vitally relevant for the country's reintegration aspirations.

The relevance of UNDP's assistance is further enhanced by selectively targeting the poorest local public authorities for local economic development projects. A host of activities have been launched by UNDP at the local level. They include the introduction of performance-based budgeting as a pilot, induction training for newly elected local authorities, social protection services, job creation for vulnerable groups, and the protection and empowerment of victims of human trafficking and domestic violence, among others. The project beneficiaries and local authorities would like to see expansion of the project – evidence of the relevance of, and benefits generated by, the interventions.

##### **EFFECTIVENESS**

According to an evaluation of a UNDP project for integrated local development,<sup>56</sup> the

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<sup>56</sup> UNDP Moldova, 'Assessment of Decentralization Progress and Review of UNDP's Integrated Local Development Program in the Republic of Moldova', prepared by Eugeniu Hristev, Viorel Russu, Glen Wright, June 2009.

effectiveness of the policy advisory component of UNDP's programme for local development was compromised by a lack of government commitment, with the challenges noted as 'limited progress at the national level to implement the Law on Administrative Decentralization through the issuance of the necessary regulations' and that the 'work product of the Parity Commission to identify specific functions that could be assigned to the local governments has yet to be realized.' Since the decentralization strategy had yet to be approved by parliament, it was premature to assess the effectiveness of its implementation. However, independent experts suggested that the decentralization strategy recognizes the need for consolidation of local public authorities and provides them with much-needed autonomy.

In terms of local authorities, the consistent and continuous assistance provided by UNDP in building capacity in local governance, has increased their ability to plan, implement and monitor their activities. According to UNDP's own annual progress report<sup>57</sup> (confirmed through interviews) this is the case for around one third of the LPAs.

Interviews, reviews of the existing papers, observations and anecdotal evidence suggest that UNDP assistance has brought incremental benefits to the communities. Two examples demonstrate this point. Firstly, the free economic zone in the city of Ungheni, which was supported by the project Integrated Local Development attracted companies from different countries to open new businesses in Moldova and created jobs.<sup>58</sup> Secondly, Soldanesti town, visited by the evaluation team, featured a public-private partnership in the solid waste management services.<sup>59</sup> With municipality resources and GTZ funding, the solid waste management project has expanded to cover two thirds of the city. The water supply and sanitation project has helped to increase the water

availability from two hours to 24 hours a day for two thirds of the population.

Another project for creating employment for youth and women<sup>60</sup> in selected poor rural and urban areas of Moldova has achieved significant positive results. To date, 7,624 beneficiaries have been assisted in finding employment, 2,114 of whom received vocational training. Over 600 new jobs were created in partnership with private companies and through social enterprises and 1,855 beneficiaries were employed.<sup>61</sup> According to the project's own estimates and reconfirmed by interviews, unemployment was reduced by 20 percent in some of the partner localities in 2010, and an approximately 80 percent decline was observed in rates of child abandonment in localities where the maternal centres are operating. The project applied in practice the concept of social service contracting between local public authorities and the non-profit sector, one potential avenue for achieving sustainability of services for the vulnerable. The pilot programme on performance-based budgeting has been deemed successful and has now attracted funding to introduce it nationwide.

The Chisinau Municipality Institutional Development project also produced several successes. It was reported by the municipality authorities that the new Land Management Concept, which imposed payments for public land plots previously used free of charge by private entities, brought about \$2 million in additional budget revenues. The authorities also mentioned that as a result of the implementation of the e-Document Management System, the residents can now view online the status of letters they address to municipal administration. However, further efforts to reorganize the Chisinau Municipality have remained largely concepts on paper without much substantial progress.

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<sup>57</sup> Results Oriented Assessment of Results, Moldova public website, see <[www.un.md/un\\_res\\_coord\\_sys/rc\\_ann\\_rep/index.shtml](http://www.un.md/un_res_coord_sys/rc_ann_rep/index.shtml)>.

<sup>58</sup> UNDP, 'New Horizons: 10 stories, People Should Know About the UNDP in Moldova', 2005.

<sup>59</sup> UNDP support for the JILDLP.

<sup>60</sup> UNDP support for Better Opportunities for Youth and Women project.

<sup>61</sup> Based on project records.

Over half a million people directly benefited from UNDP's coordination and leadership of support to the Government during the recent severe drought.<sup>62</sup> Additionally, components of the project enhanced the resilience of the communities against similar potential disasters through, for example, the renovation of 18 kilometres of roads, the repair of seven schools, and the rehabilitation of six wells. Many saw this as evidence that the project has made strong contributions to strengthening the knowledge base among the Government and NGO counterparts in preventing and mitigating future natural and man-made disasters.

In Transnistria, UNDP's Support to Confidence-Building Measures project to empower communities and civil societies in local development has produced results at two levels. The project is instrumental in creating opportunities for building and strengthening links between Moldova and the breakaway region by involving Moldovan NGOs and creating partnerships between both sides. The project's achievements towards human development in this isolated region are noteworthy. The project contributed to improving health services available to the population and providing technical assistance. As learned through interviews, including the de facto local authorities of Transnistria, the project provided much-needed technical assistance and equipment for improving mother and childcare, the quality of medical services, and for modernizing the blood transfusion centre. In addition, the UNDP project initiated management and business education with the Tiraspol chamber of commerce.

## **EFFICIENCY**

Implementing an integrated programme of local development is a complex undertaking in the best of circumstances. Various interviews confirmed that the UNDP programme demonstrated an excellent understanding of the vision for an

integrated programme and worked efficiently towards achieving the goals.

In policy advisory, the efficiency of the implementation of ILDP was adversely affected by frequent changes in government. The current Draft Decentralization Strategy was developed in a short time-frame in a transparent and participatory manner. One component of the UNDP project for integrated local development is capacity assessment and training for local authorities. One potential area for improvement, noted by a number of interviewees, was the need to use new and innovative methods for training (e.g. online courses and distance learning).

The Chisinau Municipality Institutional Development project also suffered because of the political changes and instability. In particular, shortly after the project launch, the main project donor, SIDA, withdrew from the assistance process due to on-going political instability within the municipality, and the originally planned targets had to be significantly diminished. Electoral campaigning during the project implementation period adversely affected the motivations of the municipal political leadership and commitment to the reforms that were agreed upon. As a result, some of the project components have experienced delays in implementation. For example, in the Institutional Reform Plan, one of the key expected project deliverables on staff reduction has not been adopted.

All stakeholders queried on the issue, mentioned the response to the severe drought under the Drought Response project as highly efficient. In addition to being completed in a very short timeframe, it resulted in producing one of the most comprehensive monitoring and assessment systems set up for any humanitarian response in country. There were three situation assessments and five extensive monitoring and performance assessment studies/surveys carried out during the 10 months of the project life.<sup>63</sup> The donors credited the information base for improved

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<sup>62</sup> UNDP project, Drought Response.

<sup>63</sup> Evaluation of Hayes, Usha Mishra and Veaceslav Zaharia, 'Relief and Technical Assistance to the Drought Crisis in Moldova', External Independent Evaluation, 2008.

targeting and efficiency of assistance delivery to the affected people.

The Support to Confidence-Building Measures project has maintained a steady delivery of activities despite the very difficult operating environment, including banking.

## **SUSTAINABILITY**

The Bureau of Decentralization within the State Chancellery is the main policy-making body in decentralization and the main counterpart for UNDP. While significant resources have been invested in staff training in this unit along with the Parity Commission, several interviewees pointed to the apparent capacity substitution in this case, given that the bureau has only four staff members. Several interviewees also pointed out that there was less desire in the Government to own the efforts. This was due to the ongoing political instability and the ability of the Government to move beyond merely a declared commitment to the reforms in local governance and manifest concrete actions (such as sufficient resource allocation for the bureau and better coordination of the foreign assistance and Government's own programs related to local governance reform). However, UNDP has been successful in creating the policy framework that would enable Government to push the reforms ahead.

The Better Opportunities for Youth and Women project was based on the need for establishing the independent social integration centres<sup>64</sup> to develop the models of social enterprises by the local public authorities. It was envisioned that part of the funding to operate the centres will come from the local authorities, part from the financial resources that would be generated by the centres through the social enterprises and part by grant funding from international and national sources. This concept would be a challenge

even in the best of economic and administrative environments. The evaluation found that half of social integration centres do generate their own resources through established social enterprises, but it has proved to be more difficult for the other half.

Under the Human Security project, the Moldovan authorities made sustained and strong efforts to improve Moldova's record related to human trafficking<sup>65</sup> and domestic violence. The support of UNDP in partnership with other United Nations agencies played a key role in advancing legal, regulatory and institutional frameworks in this area. The establishment of the frameworks and public education through mass media has set the basis for the sustainability of the programme's objectives.

A key indicator for the confidence-building project is the continued presence and activity of UNDP in Transnistria. The project is not only implementing the planned activities but also increasing their complexity with greater acceptance of UNDP by all the stakeholders.

## **4.6 GENDER**

Gender equality is increasingly understood both as a goal in its own right and an essential prerequisite for meeting broader global development goals. It is, therefore, both an end and a means of progressing development efforts to empower individuals to use their full human capabilities.

## **RELEVANCE**

The 2007–2011 UNDAF and UNDP CPAP failed to fully mainstream gender, missing an important opportunity to guide and reinforce the need for comprehensive gender mainstreaming. Gender is absent at the outcome level but it is present in these key programming documents as a 'pocketed' issue, appearing in some

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<sup>64</sup> This was a required design element under the funding agreement with the main funder, USAID.

<sup>65</sup> United States of America, Department of State, 'Trafficking in Persons Report', 10th Edition 2010, on line at <[www.state.gov/g/tip/rls/tiprpt/2010/index.htm](http://www.state.gov/g/tip/rls/tiprpt/2010/index.htm)>.

places at the output level. Notable progress was made in several output areas including laws and policies, gender-based violence, disaggregated statistical data, and gender and LPAs. UNDP has also worked on gender issues in areas that were not explicitly captured within the UNDAF, including human rights and the environment.

In the functional area of laws and policies, UNDP and the wider UNCT have played an important role in aiding the government to design and promulgate laws and policies to foster gender equality. This is an area where the United Nations has a comparative advantage over other aid agencies; United Nations Moldova (especially through the United Nations Development Fund for Women (UNIFEM) and later UN Women) made effective use of its experts and expertise in this area. The guidance and international expertise offered by the United Nations, together with the use of broad-based participatory processes involving multiple stakeholders, played a substantive role in facilitating the weaving together of an increasingly strong fabric of laws<sup>66</sup> and policies that form an important foundation for gender equality in Moldova.

Gender-based violence is one of the most widespread and socially tolerated forms of human rights violation in Moldova, simultaneously reflecting and reinforcing inequalities between men and women. UNDP has contributed to efforts to raise the profile of gender-based violence in Moldova at the level of laws and policies as well as at the level of individual protection and support. UNDP has been involved with the United Nations Population Fund (UNFPA) and IOM in the joint project Protection and Empowerment of Victims of Domestic Violence and Human Trafficking to develop a grassroots approach to raise awareness and empower victims and potential victims of violence and trafficking. The Better Opportunities for Youth and Women project also aided victims of domestic

violence to reintegrate socially and economically.

## EQUALITY AND EFFECTIVENESS

Equality as a value underpins all UNDP development efforts and lies at the core of rights-based approaches to development. Gender equality remains a persistent human rights issue that requires ongoing efforts to redress imbalances that have resulted in the systematic subordination and exclusion of women from certain domains (and men from others).<sup>67</sup> UNDP and the wider UNCT in Moldova have generally focused on the equality aspect of gender programming in work with government agencies. This is evidenced in a strong focus on policy, legal and legislative frameworks to guarantee equality as well as in the sex disaggregation of statistics. Other focal areas of gender responsive programming including gender based violence and gender-sensitizing the LPAs are informed by a 'vulnerabilities' approach, that highlights the needs of women as a vulnerable group. Less attention has been paid to elaborating the links between gender mainstreaming, efficiency and effectiveness of development interventions.

There exists a discernible gap in understanding amongst key players in Moldova about the benefits of gender mainstreaming. Gender mainstreaming is not only about doing the 'right' thing in terms of fostering equality and helping vulnerable groups, but it is also about doing the 'smart' thing in terms of improving the efficiency and effectiveness of development interventions. This gap in understanding exists at the government level as well as within UNDP, where few demonstrate a firm grasp of why it is an effective approach. UNDP should adjust its advocacy messages to focus on the positive impacts of gender equality, not just for vulnerable groups, but for the country as a whole.

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<sup>66</sup> Law on Prevention and Combating Violence in the Family, No. 45 as of 1 March 2007, Official Monitor No. 55-56, 18 March 2008, see <<http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=327246>>.

<sup>67</sup> Women and girls continue to be the predominant focus of efforts to redress gender inequalities due to their historical disadvantages. However, a gender perspective also requires consideration of men and boys, with specialized targeting in areas where they are disadvantaged.

## EFFICIENCY

Joint programming has emerged as one of the most efficient means of fostering gender equity in UNDP work in Moldova. Joint projects raise the visibility and strengthen the voice of the United Nations, thereby offering essential opportunities for UNDP and other agencies to present a unified front on critical gender issues. Joint projects can offer expanded opportunities for agencies to contribute to gender equity in their particular areas of expertise while working towards a broader objective. This observed pattern is present especially, but not only, when UN Women is involved. This may be influenced by each agency bringing in a broader scope of experience, thereby increasing the likelihood that gender is integrated more effectively throughout the project. Most of UNDP's projects that have significantly fostered gender equity were jointly implemented based on 2011 project data. All six of UNDP's joint projects in 2011 were assigned the highest ranking according to the gender equality marker system. By contrast, working alone, UNDP only assigned three projects the highest gender ranking out of a total of 28 individual projects listed in 2011.

## SUSTAINABILITY

The nature of cultural change processes such as gender-based change is slow and uneven, and it is therefore difficult to measure the sustainability of UNDP initiatives to foster gender equality at the country level over a five-year period. It is even more difficult to attribute changes to a single actor or force. UNDP has made a contribution to identifiable shifts in thinking in Moldova among the government officials interviewed about gender norms and biases including attitudes towards gender-based violence. UNDP has also played a role in collaborating with the broader UNCT to improve the legal and legislative framework for gender equality. Further, UNDP has contributed to improvements in local capacities to monitor trends and target areas of inequality, particularly through improved disaggregated data. Most importantly, UNDP has contributed to improving the lives of those women who have benefited from gender-targeted programmes such as Better Opportunities for Youth and Women.

The sustainability of efforts to close the gender

### Box 1. Moldova's Gender Gap, a Picture of Stagnation

The Gender Gap Index is a World Economic Forum (WEF) framework for capturing and tracking gender-based disparities. The Index uses data from ILO, UNDP, WHO, UNESCO, CIA, WEF, and the Inter-Parliamentary Union to monitor gender gaps in the economic, political, education and health sectors. The Gender Gap Index measures the following: gaps (not levels); outcomes (not inputs); and gender equality (not women's empowerment). The rankings are designed to create greater awareness of the challenges posed by gender gaps and the opportunities created by reducing them.

The Gender Gap Index for Moldova during the period of the UNDAF cycle shows a disappointing picture of stagnation. It is likely that the decline in 2009 was linked to the economic crisis, but the fact that gender inequality increased during the crisis points to the fragility of gains made, and the need to ensure sustainability.

#### WEF Gender Gap Index – Moldova

Year	Ranking	Index (1.00=equality)
2007	21 (out of 128 countries)	0.717
2008	20 (out of 130 countries)	0.724
2009	36 (out of 134 countries)	0.710
2010	34 (out of 134 countries)	0.716

Source: Hausmann, Ricardo, Laura D. Tyson and Saadia Zahidi, 'Global Gender Gap Report 2010' World Economic Forum, 2010

gap in Moldova are brought into question by the data in Box 1 from the World Economic Forum that paint a picture of stagnation across four indicator areas. In two indicator areas, women marginally outperform men (health and education), while in the other two areas men soundly outperform women (economic and political representation). This data should be interpreted with the understanding that UNDP Moldova is only one of many players/factors that influences the trends noted above. Nevertheless, the data should serve to alert UNDP of the need to be more vigilant and aggressive in targeting key areas of inequality.

Looking at UNDP's capacity to mainstream gender issues, UNDP Moldova has in place solid institutional policies that mandate gender mainstreaming to foster gender equality and workplace

equity.<sup>68</sup> The staff figures for the country office show a balanced gender parity including when disaggregated by office/projects and support/professional categories, demonstrating the success of gender equality in the office.<sup>69</sup> The country office has been generally consistent in mentioning gender in general strategy and planning documents, however, there is a tendency towards addressing gender in general terms or only in some select areas, with limited discussion of the broader implications of gender mainstreaming in the programmes. There are still examples of key documents that are written in a gender-blind fashion. For example, UNDP's 'Moldova Strategic Note 2011' effectively discusses human rights as a cross-cutting issue, while giving scant attention to gender apart from a single reference to an advocacy event for female leaders.

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<sup>68</sup> See, for example, UNDP, 'Empowered and Equal: Gender Equality Strategy 2008–2011', New York, 2008. The centrality of gender equality to meeting development objectives is also reinforced in UNDP's, MDG Breakthrough Strategy: Accelerate and Sustain MDG Progress', New York, 2010.

<sup>69</sup> It should be added that all senior management positions are occupied by women during the evaluation period.

## CHAPTER 5

# STRATEGIC POSITIONING

### 5.1 STRATEGIC RELEVANCE AND RESPONSIVENESS

Since 2007, UNDP has been a key development partner and the main United Nations agency supporting the Government's public administration reform agenda.<sup>70</sup> The Government has been in difficult transition with at least one electoral exercise every year between 2007 and 2011 and the parliamentary elections since 2009 have failed to secure the nation's president, creating continued political uncertainty. Managing relevant, credible and effective programme delivery during a complex and difficult political transition period of the country is an almost impossible task. During this entire period, UNDP-supported public administration reform has remained relevant and stayed the course, despite frequent changes in government, largely because of the careful selection and targeting of the reforms, the modernization agenda, the consultation with all stakeholders and importantly the strategic thought process that went into the design of the public administration reform programme. The reforms were closely aligned to the Government's plans and priorities. The experience of managing the UNDP-supported reforms gave the much-needed experience and confidence to Government to advance ambitiously towards the reforms required as part of EU integration procedures.

In 2009, the Government declared EU integration as its overarching priority and a significant level of effort and political capital was placed in moving towards EU integration. With hindsight,

it is possible to conclude that if UNDP had taken on the role of advocating for human development and a rights-based approach from the sidelines, it would not have had the level of prominence it has today. It is more than likely that it would have become irrelevant in governance and social policy debates. Instead of standing on the side-lines UNDP moved quickly and strategically to be one of the key actors supporting the Government in its aspiration for EU integration.<sup>71</sup>

The evaluation team was informed by senior officials and diplomats that the support and leadership demonstrated by UNDP during the period under review was valued and commended. This sentiment came from both UNDP's specific support for the Government's institutional reform and human development issues, but also from UNDP's legitimacy gained from the role it played as the high-level policy advisor to the Government on EU integration. UNDP has ongoing programmes in most areas of EU-induced reforms and, therefore, has the knowledge in the areas it speaks about. Its support for EU integration along with the expanded country programme has given UNDP a seat at the table in most decision-making forums. Its leadership role in donor coordination was appreciated and regarded as legitimate. Most importantly, all stakeholders reported that UNDP was quick to adapt its programmes and was responsive to the ongoing complex political, economic and social transition of the country.

While it is not possible to fully capture all the key elements and characteristics that helped place

<sup>70</sup> Other multilateral and bilateral organizations such as EU and World Bank are also key drivers in the area of public administration reform.

<sup>71</sup> In supporting the EU agenda of the government UNDP brought the issues of human development and monitoring of MDGs to the centre stage with the publication of various reports.

UNDP and its programmes in a strategic position of prominence in the country, the ability to consistently deliver quality programmes was evident. Aspects distilled from the evaluation as UNDP's strengths include the following:

- Capability to move quickly and provide leadership for time-sensitive critical reforms, such as assistance to the government in electoral reform. The lack of credibility of the elections resulted in civil disturbances; UNDP's ability to move fast and support the Government, with IOM, to hold credible elections in the country and abroad were much appreciated. The four elections since 2009 have not witnessed civil disturbance.
- Ability to design long-term programmes that are not adversely affected by changes in government, such as improving the national statistics system and public administration reform programme. The strategy adapted by UNDP is to design programmes useful to any government despite its ideology – credible statistics for national planning and policymaking and modernization of the public administration.
- Strategic use of limited core resources, such as catalytic support to the Ministry of Environment, which resulted in the enlargement of the environment portfolio and the achievements of vital results in nature conservation.
- Setting up flexible modalities for projects, such as assistance to Moldova through EU high-level advisers.
- Taking strategic risks, such as raising issues publically during human rights abuses, which resulted in Moldova moving quickly to address its human rights record and request UNDP support to establish the relevant laws, policies and institutions to protect human rights.
- Responding quickly and swiftly to emergency requests, as in assisting with responses to natural disasters. The coordination and quick response to droughts increased the visibility of UNDP's capability to support

the government in its crisis prevention and response programme.

- Initiating pilot projects e.g. with piloting performance-based budgeting at the local level. Currently there is an agreement between the government and UNDP on the implementation of performance-based budgeting at the local level across the country, which will be informed by the results of the pilot.

There was a well-balanced mix of intervention modalities within UNDP Moldova, consistent and commensurate with its mandate. In particular, there was a good balance between upstream and downstream initiatives and interventions at the central and local levels, especially in the local governance development portfolio, such as policy advice on decentralization coupled with capacity-building for the LPAs and the projects in support of community infrastructure and empowerment. There was also an adequate balance between responsiveness to requests for short-term assistance and the activities aimed at long-term development results. The resources mobilization effort has been remarkable given that many donors have significantly reduced their financial commitments and engagement with Moldova. Overall, UNDP has had a major role to play in Moldova's advancement to becoming a modern European nation.

## **5.2 USE OF NETWORKS AND COMPARITIVE ADVANTAGE**

UNDP's overall budget steadily expanded during the period under review, which happened under the current management. The programme expansion has given UNDP's voice legitimacy, a seat at the table, leadership in donor coordination and access to the top levels of Government across all sectors. UNDP is seen as a reliable partner of choice by donors, civil society and Government. At the consultation meeting with civil society the evaluation team was told that UNDP was previously close to the Government and now it is close to Moldova – indicating that UNDP has built a closer relationship with the stakeholders without compromising its closeness to the government.

An example mentioned was that UNDP used to only consult the government but now UNDP has created working groups for various sectors to consult jointly with government and civil society members.

The neutral role of UNDP was a key element in gaining access to implement the Support to Confidence Building Measures project, where other international organizations faced difficulties. It is important to mention in this context that it was not neutrality alone that played a role but also the ability of UNDP to effectively engage civil societies on both sides that made a critical difference

UNDP's lead in bringing United Nations agencies together has resulted in many joint projects of critical importance to Moldova. As mentioned earlier the results of the projects were much more than what UNDP could have achieved alone. Two examples are elaborated below.

1. The joint projects<sup>72</sup> have brought together national stakeholders that otherwise would work separately in the same development sector, risking duplication and conflicting advice. The project Joint Integrated Local Development has reduced duplication between UNDP and UN Women and across national and local partners. Features unique to a joint project, such as joint needs assessment,<sup>73</sup> joint monitoring and evaluation, collaborative decision-making, streamlined government dialogue and/or enhanced government participation in multi-agency decision-making bodies, have facilitated a reduction in duplicative activities across UNDP and UN Women, as well as between United Nations agencies and their development partners.
2. UNDP, with other United Nations agencies,

has played an important role in enabling improved disaggregation of national data. The Joint Project Strengthening National Statistical System was instrumental in this field, making a critical contribution to improve the quality and accessibility of statistical data in Moldova. The project drew on the combined complementary areas of expertise of the ILO, UN Women, UNDP, UNFPA and UNICEF to improve statistics in areas such as poverty, socio-economic and social inclusion indicators, time use and disaggregated data. Statisticians involved in the project from the government side are unified in their assessment that it would not have been possible to obtain disaggregated indicators without the expertise and contributions provided by the United Nations.

UNDP has also been instrumental in bringing key national actors together to deal with complex issues. For example, the project Protection and Empowerment of Victims of Human Trafficking and Domestic Violence would not have been successful if UNDP had not included all relevant national actors as implementing partners. The project involves close cooperation between various ministries (labour and social protection, health, state chancellery and interior), NGOs and local authorities at district level.

The results from the joint projects are one reason that the Government is requesting the United Nations agencies to move towards One UN. Other reasons include its current limited absorption capacity to deal with multiple agencies (most with budgets of less than \$1 million) and their procedures, and a desire to reduce the transaction costs of the United Nations agencies and to develop better programming as evidenced by joint programmes. The Government's request for One UN was first made to the UNDP Administrator during a visit to Moldova in 2010.

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<sup>72</sup> Such as: Joint Integrated Local Development; Joint UNCT for Human Rights Promotion and Protection/Action; Support to the Implementation of the National Human Rights Action Plan.

<sup>73</sup> Ostaf, S. 'Vulnerability Study, Taxonomy and Possible Decentralization Policy Implications for Vulnerable Groups in Moldova', UNDP, UN Women, Chisinau, 2011.

### 5.3 PROMOTION OF UN VALUES

Given Moldova's history and aspiration to be a modern nation and achieve EU integration, human rights and gender has taken centre stage along with achievement of the MDGs. While UNDP support for the monitoring of the MDGs and human development through support for the preparation of analytical reports were appreciated in Moldova, even greater credit was given by all to UNDP's contribution to human rights and gender equality. The Government and national NGOs saw the issues of human rights and gender as critical for Moldova to have a dignified entry, as a civil nation, to the EU. UNDP's strategic role in the promotion of the two issues is elaborated below.

#### HUMAN RIGHTS

UNDP is seen as an institution that is best placed to advance the human rights agenda and engage with the Government and civil society as well as other donors (most notably the EU) towards that goal. UNDP, with other United Nations agencies, played a critical role in advancing discussions among Government and donors on important human rights issues, particularly in support of progress needed to achieve EU membership. UNDP<sup>74</sup> assisted Moldova in addressing outstanding human rights issues, such as torture and ill treatment, promotion of the rights of persons with disabilities and of people living with HIV and other stigmatizing diseases, access to justice for the poor, non-discrimination generally and mainstreaming of human rights in local development planning and budgeting.

UNDP took the lead in publically raising the issue of torture and ill treatment, especially during the aftermath of the elections in April 2009, and challenging the serious human rights abuses by the police, prosecutors and penitentiary staff. This action strategically positioned UNDP to be seen as a champion of human rights.

One area where the involvement of UNDP and

wider UNCT can be improved was the promotion of the rights of some groups whose rights are reported to have been repeatedly violated, such as Roma, LGBTs, stateless people, religious minorities and ex-convicts, which reflects national biases and stereotypes.

Moldova lacks a framework for mainstreaming human rights at all policy and decision-making levels. Meaningful internalization of human rights in national policies can accelerate achievement of MDGs. UNDP and wider UNCT could play a crucial role in supporting the Government to develop and implement a National Conceptual Framework for mainstreaming human rights in its policies, legislation and resource allocations.

#### GENDER EQUALITY

While important initiatives have been undertaken and progress has been made, UNDP has not made full use of its strategic positioning to foster gender equality. There are a number of internal and external trends and pressures that shape the gender mainstreaming process within UNDP, as follows:

- Headquarters and regional level of individual agencies (top-down directives and guidance, increasing clarity and standardization).
- Key agencies within UNCT (especially the growing presence of UN Women).
- International commitments and reporting requirements (e.g., the Committee on the Elimination of Discrimination against Women, the MDGs and EU integration).
- National counterparts, especially the Ministry of Labour, Social Protection and Family (MLSPF).
- Other donors (especially SIDA).

While UNDP plays a contributing role, it does not fully capitalize on its potential to serve as a driving force for gender mainstreaming. UNDP

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<sup>74</sup> UNDP did so jointly with other UN agencies, particularly benefiting from the inputs of the OHCHR.

focused more over the evaluation period on two of the three areas identified for action in UNDP's 2008–2011 regional gender equality strategy<sup>75</sup> (national policies and knowledge bases), giving less attention to women's leadership. UNDP should build on its strategic successes to foster gender equality in policy and data and expand gender-focused activities within governance to increase female leadership at all levels in line with regional priorities, MDG targets and country-level needs. In addition, aggressive programming is required to close gender gaps in employment, using the effectiveness argument to stress that sustainable economic development requires

redressing the gender inequalities inherent within current systems that relegate women to the poorest paid positions in the poorest paid areas. UNDP should join forces with like-minded agencies such as SIDA and the EU and should position itself strategically as a lead voice to focus energies on these under-resourced fields, together with a stronger focus on counterpart institutional capacity-development to foster sustainability. A clearer gender advocacy strategy that tailors messages around the key challenges identified above, drawing on regional support as needed, will aid UNDP Moldova in its gender equality efforts.

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<sup>75</sup> Though the strategy is a comprehensive piece of work, it was not mentioned by any members of staff as a guiding framework, and there was no evidence that it was used to target UNDP initiatives in Moldova.



# CONCLUSIONS AND RECOMMENDATIONS

### 6.1 CONCLUSIONS

**Conclusion 1. UNDP is among the key development partners and the main United Nations agency supporting public administration reform and the Government's aspiration to create a modern European public administration. Moldova's rapid advancements in the negotiations for the new EU-Moldova Association Agreement and its European aspirations were largely supported by UNDP. The capacity-development support to public administration has affected nearly all ministries and specialized bureaux with favourable results. In some areas, the move from conceptual design to practical implementation has been slow, especially in tough or politically sensitive reform areas.**

The reforms supported by UNDP have given much-needed experience and confidence to the Government in carrying out negotiations as they progress towards EU integration. The inherent reforms needed in Moldova and those required for EU integration are moving in the right direction; the focus should now be on reaping the benefits of the reform by practical implementation. It must be noted that the move from policy formulation and legislative changes to practical implementation by the Government has been frustratingly slow. However, reforms in the governance area have contributed to positive results for the country in many ways. The following are illustrations of some of the results achieved.

**Support to electoral reform:** UNDP critically intervened to help Moldova manage credible elections, despite having four elections in the last two years. Without the ability of the electoral commission to hold credible elections, the country will suffer serious disruptions on its

path towards becoming a stable nation. One of UNDP's important contributions in Moldova was to ensure citizens' trust in the electoral process: indeed there were no more street demonstrations by the public questioning the election process after UNDP initiated its support for the electoral process.

**Climate change:** UNDP helped Moldova become compliant with international protocols, for examples on substances that deplete the ozone layer; most importantly, UNDP helped bring global climate change and biodiversity agendas into practical action in Moldova.

**Human rights and torture:** UNDP was instrumental in providing support for Moldova's efforts to enter the EU in a dignified way and, most importantly, helped to reinforce the sense of freedom, security and trust of its citizens by removing the fear of state security.

**Statistics and poverty reduction agenda:** UNDP contributed to the strengthening of the National Statistics System which helped to produce the MDG report, the NHDR, the social inclusion report, and importantly supported analytical social policy and planning of the Government.

**Civil society development:** UNDP support to providing the framework and laws has given catalytic support to an emerging NGO community.

**Conclusion 2. UNDP has been a continuous source of support in advising on the policy of local governance development and decentralization for the successive governments of Moldova. The effectiveness of this assistance varied with the changes in political power. However, since 2009, many of the successes of UNDP's persistent effort have affirmed that**

**strengthening local governance works in the Moldovan context and is efficient in bringing benefits to local communities.**

UNDP has done a considerable job during the last few years building up the knowledge base and capacity of local public authorities in many areas of local governance. Over one third of the LPAs now have better skills and improved processes in local economic development planning, programme implementation, and engagement with civil societies and the private sector. A firm foundation of experience and knowledge has been established so that local governance can be revitalized once the draft decentralization strategy has been approved and its implementation initiated.

The local development programmes introduced by UNDP have created a new dynamism at the local level and many local authorities have advanced beyond the project component by taking on new priority development needs at the local level as defined by communities themselves. The transparency of many local authorities and their responsiveness to the needs of the communities has improved as a result. Importantly, increased opportunities were created for vulnerable people to reintegrate into society and find gainful employment.

**Conclusion 3. UNDP has played an important role in promoting confidence-building through development activities in the Transnistria region. UNDP has the much-needed access and confidence of both Moldova and the breakaway region. The UNDP Support to Confidence Building Measures project has created connectiveness between the two sides and benefits for the people of Moldova, including its Transnistria region. Although the Government of Moldova has declared reintegration a priority, the frozen conflict is still in place. To this end, any UNDP programme should remain politically sensitive given the existing divide between the two sides.**

UNDP confidence-building measures in the Transnistria region are relevant and have brought direct results to the population in a wide range

of areas. In spite of the complex political sensitivities surrounding the Transnistria region, the project was implemented efficiently in a wide range of areas such as technical support, infrastructure development and starting of a business school. The project design requires that the development programmes component facilitates interaction between the two sides to meet the objectives of confidence-building. For example, a civil society organization from Moldova in partnership with CSOs from the Transnistria region has been engaged to renovate a community health centre in the Transnistria region.

**Conclusion 4. UNDP has made important contributions to the development and improvement of the legal and institutional frameworks, policies, strategies and plans for advancing human rights in Moldova, and to the strengthening of national capacity to report on the fulfillment of international commitments. However, improved approaches and frameworks for applying a systematic human rights-based approach to programming and implementing UNDP interventions are needed.**

The work done by UNDP has been fully relevant to the needs of the country, consistent with national targets and international human rights commitments. Notable progress was registered in the areas of Laws and Policies, Reporting on Human Rights Observance, Capacity Development for Justice Administration, Promotion of the Rights of People Living with HIV and Human Rights Mainstreaming in Local Governance. Training, technical assistance, advocacy, political dialogue, resource and donor mobilization, top quality analytical work were all used by UNDP to advance the human rights agenda in the country. Joint United Nations programming was particularly efficient in the case of projects addressing complex human rights issues and requiring a multi-sectoral approach.

While assisting Moldova in addressing outstanding human rights issues, there are other areas with direct impact upon the realization of human rights that require considerable attention

from UNDP in the next programming cycle. These areas include promoting the rights of some sensitive groups, strengthening the capacity of rights-holders to claim their rights, and developing equality data on racial discrimination outcomes, to name a few.

A large proportion of UNDP projects either targeted or mainstreamed human rights. This was a positive programming approach. Still, there have been projects that fell outside these two categories. Uneven understanding of human rights issues within UNDP, and possibly a lack of uniform vision and focus across the United Nations agencies in general, meant that the programming and implementation of development assistance to Moldova only partially embedded the attributes of a genuine human rights-based approach. A better representation of the human rights principles of accountability, progressive realization of human rights and maximum use of available resources in the work of UNDP would increase effectiveness and sustainability of its interventions.

**Conclusion 5. UNDP has played a critical role, with other United Nations agencies, to advocate for change to address key gender issues. While steps already taken are laudable, there is a need to strengthen and deepen systems for more comprehensive gender mainstreaming to achieve measurable results.**

UNDP has contributed to the notable progress made in Moldova with respect to Laws and Policies, Gender Based Violence, Disaggregated Statistical Data, and Gender and LPAs via inter-agency collaboration and networking with government agencies and CSOs. Joint United Nations programming has proven a particularly effective means of bringing gender issues to the forefront of national agendas, laying an important foundation for gender equality. Despite achievements in some areas, other issue areas remain under-resourced, and require review and re-assessment to set priorities for the next programming cycle.

Moldova offers a challenging environment for

gender advocacy due to a common perception that gender equality already exists. UNDP has centred programming and advocacy efforts around gender equality rationale and a need to focus on vulnerable groups, with less focus on the effectiveness and efficiency rationale. A re-thinking of advocacy strategies to broaden understanding of the benefits of gender-sensitive programming may improve results.

UNDP Moldova demonstrates many examples of good practices with respect to internal institutional processes, though more remains to deepen understanding and increase technical competencies. Staff are reasonably gender balanced and routine mechanisms are in place to foster gender sensitivity in human resource practices.

**Conclusion 6. UNDP Moldova has expanded its resources significantly over the years and maintained high programme implementation rates. UNDP has a solid institutional framework for gender mainstreaming and the programme results and advocacy work has given UNDP Moldova credibility. However, dedicated in-house expertise in strategic planning, monitoring, and evaluation has not increased along with programme expansion.**

The high rates of programme delivery with rapidly increasing resources and the efficiency of UNDP operations have contributed to the overall credibility of the country office and programme results. In addition, UNDP has in place solid institutional policies and practices that foster gender mainstreaming. An efficient and expanded programme has given UNDP's policy dialogue a voice and legitimacy, leadership in donor coordination and access to top levels of government across all sectors.

However, programme expansion has also come at a personal cost to UNDP's national and international staff. Many have to work unusually long hours to maintain delivery of the expanded programme and bring new programmes onboard. Modalities do not exist in UNDP to expand programme support along with programme

expansion (the number of programme staff reduced while the programme budget increased rapidly). Nor are there modalities to hire senior subject-matter specialists from core resources when there is a ballooning of non-core resources. Given the size of the programme and complexity of the various UNDP portfolios, the country office and the Government could greatly benefit from high-quality strategic planning, monitoring and evaluation expertise.

**Conclusion 7. UNDP and the United Nations will continue to have an important development role to play in the country as the nation steadily progresses towards EU integration. During this transitional phase United Nations agencies also need to adapt and move towards One UN. The role and position of UNDP, as the largest agency, is crucial in achieving this objective.**

The rationale and logic of the Government in requesting United Nations agencies to progress towards a One UN are legitimate and reasonable. Apart from the progress towards EU integration the other reasons for the Government's request include its current limited absorption capacity to deal with multiple United Nations agencies and their procedures, and a desire to reduce the transaction costs of the United Nations agencies and ensure better programming as evidenced by joint programmes. For example, joint programming has emerged as one of the most efficient means of fostering gender equality in UNDP work in Moldova. Joint projects have raised the visibility and strengthened the voice of the United Nations, thereby offering essential opportunities for UNDP and other agencies to present a unified front on critical gender issues. Joint projects also offered expanded opportunities for agencies to contribute to their particular areas of expertise while working towards a common larger objective. Gaining traction and steady progress towards realizing One UN will require many systems to be put in place. The systems will range from harmonized cash transfers and administration and procurement to substantive areas such as joint planning, monitoring and evaluation. The experience and confidence gained from

direct cash transfers and national implementation makes progress towards One UN technically possible if there is commitment on United Nations reform from individual agencies.

In managing towards results for Moldova, individual agency capability becomes valuable only if it is contributing to the success of United Nations programming as a whole, as elaborated in the UNDAF. The standards of agency performance shift to the extent to which each agency has contributed to shared outcomes. To operate successfully as One UN would require extended collaboration, active engagement and the willingness to challenge and make mature choices that are in the interest of Moldova, rather than that of an individual agency. UNDP should continue to play the facilitating role of bringing United Nations agencies to work towards shared outcomes.

## 6.2 RECOMMENDATIONS

**Recommendation 1. For greater impact and better results from the diverse reform efforts and in the context of EU integration, UNDP should focus on the completion of difficult reforms, consolidation of efforts, and prioritization in the public sector reform, poverty and environmental programmes. In programmes nearing completion, the focus should be on supporting the Government to move from policy and legislative formulation to practical implementation.**

UNDP enjoys the major advantage of being the partner of choice of the Government and donors for public administration programmes in Moldova. The need for modernization and EU integration has created the need for reform across most line ministries, in addition to the formulation of new policies and legislations. With so many new initiatives being managed concurrently, the implementations of reforms, policy changes and legislation have lagged behind policy pronouncements. Therefore, it is important to ensure consolidation and selectivity in the management of public administration programmes. Most importantly, resources, mechanisms and

instruments must be firmly in place to implement new policies and legislations.

**Recommendation 2. The UNDP country programme should continue to focus on and increase its programme coverage for support at the local and regional levels and play a lead role in supporting the Government's efforts to implement its decentralization strategy.**

Moldova's transition to a modern European nation will depend on the ability of the Government to approve and successfully implement its draft decentralization strategy and provide efficient services to the people. UNDP programmes have created the confidence, knowledge and experience in local governance, service delivery and participation. It is, therefore, vital for the country that UNDP helps the Government accelerate its efforts in local governance reform and improvements in service delivery.

**Recommendation 3. UNDP should maintain an active engagement in the Transnistria region and encourage other United Nations agencies to initiate programmes (preferably joint) there. In doing so, the development programme and confidence-building measures, such as increasing dialogue between the two sides, should be handled with strict neutrality.**

Without a political settlement, any confidence-building measures will remain politically sensitive for the de facto authorities in the Transnistria region. Maintaining a clear neutrality of UNDP programming in the Transnistria region will be important to gain trust and credibility from all parties. The credible demonstration of the neutrality of UNDP in dealing with the Transnistria region is the key to access and overall success.

**Recommendation 4. The human rights-based approach should continue to be the priority in the programming and implementation of the next UNDAF and corresponding UNDP CPD/CPAP.**

Moldova and the donors are looking forward to the continued engagement of UNDP in human

rights. An engagement is necessary not only for dignified entry into the EU but also to ensure better and more sustainable human development outcomes and greater returns on investment. A systematic human rights-based approach will ensure better and comprehensive targeting of United Nations and UNDP support to the most needy, a more transparent and empowering programming process for both duty bearers and rights holders, increased accountability for better results, effectiveness and sustainability of United Nations interventions. The process should be guided by the 'United Nations Common Understanding on Human Rights-Based Approaches to Development Cooperation and Programming' and carried out under the guidance of the Human Rights Adviser. Human rights should be deconstructed into principles and standards and integrated in UNDAF, as should the minimum normative content of each human right that the United Nations will promote in its support and advocacy interventions.

An adequate level of disaggregation of indicators by ethnicity, disability, religion, wealth, social affiliation, etc., should be used. Assessment of rights holders' capacity to claim rights should be part of the situational analysis, translated further into measurable support actions. The identification and formulation phase of UNDP projects should include a mandatory screening of envisaged measures from the perspective of human rights principles and standards before taking the final decision on support areas.

**Recommendation 5. UNDP should play a key facilitative role to ensure the development of a UNCT gender mainstreaming strategy (GMS). The strategy should foster a collective vision of gender mainstreaming for the UNCT to undertake coordinated action to achieve results in priority areas.**

Coordinated UNCT action to mainstream gender will increase the efficiency and effectiveness of gender mainstreaming at the country level. The GMS serves several aims including: enhancing programme equality and effectiveness; identifying

priority areas for coordinated UNCT programming; supporting gender capacity-development; and instituting stronger accountability mechanisms. The design should use data from the Scorecard and the UNDAF and ADR evaluations as a baseline. Identified factors limiting gender focal point effectiveness should be addressed comprehensively in the gender mainstreaming. Monitoring and implementation of the gender mainstreaming should be guided by the Joint Gender Human Right Theme Group with full support and oversight from the Resident Coordinator. The Joint Gender Human Right Theme Group, with increased UNDP involvement via the expanded gender focal point team, should play an active role to strengthen and standardize gender mainstreaming processes through priority targeting and strategy implementation as outlined in the gender mainstreaming strategy.

**Recommendation 6. UNDP Moldova should continue to strengthen its results-based management system by increasing its capacity for planning, monitoring and evaluation and contributing to national and government capacity through building the country office capacity in these technical areas.**

UNDP has an expanded programme with high rates of delivery and the capacity for planning, monitoring and evaluation is provided by the country office staff and short-term consultants. The overall quality of the planning and results management would greatly increase if dedicated and qualified expertise is put in place. This additional capacity would improve the quality of strategic planning, project documents in terms of their robustness, logic and evaluability, and

monitoring for better management decision-making. More importantly, the Government can draw upon the capacity available at UNDP for national strategic planning and evaluations.

**Recommendation 7. Given the interest expressed by the Government in the coherent United Nations efforts in the country, as well as the success of the joint programmes, UNDP should advocate and provide support for the UNCT to progress rapidly towards One UN through an agreed plan of action.**

It is neither desirable nor efficient for a small middle-income country moving towards EU integration to have fourteen United Nations agencies with high transaction costs for their programmes. Neither does the Government have the capacity to deal with a multiplicity of agencies with their own stand-alone projects. In addition, joint programmes have shown their value in achieving better results. In agreement with the UNCT, steps need to be taken to adapt to the new realities of progress that Moldova is making. At this point in time it is not enough to avoid duplication and ensure sharing of information or improve coordination. What is needed is progress towards more joint programming, planning, evaluation, harmonized cash transfer, procurement and administration for greater synergy, given the small resource base of the United Nations agencies and expected reduction of donor funds. To avoid losing momentum or the distinct advantages of current programmes, the move towards One UN should be based on a careful study and agreed plan of action, which should include consultation with UNDP headquarters.

# TERMS OF REFERENCE

## 1. INTRODUCTION

The Evaluation Office of the United Nations Development Program (UNDP) conducts country-level evaluations, entitled Assessments of Development Results (ADRs) to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level. ADRs are carried out within the provisions contained in the UNDP Evaluation Policy.<sup>76</sup> The overall goals of an ADR are to:

- Provide substantive support to the Administrator's accountability function in reporting to the Executive Board;
- Support greater UNDP accountability to national stakeholders and partners in the programme country;
- Serve as a means of quality assurance for UNDP interventions at the country level; and
- Contribute to learning at corporate, regional and country levels.

The Evaluation Office plans to conduct an ADR in Moldova in 2011. The ADR will focus on the results achieved during the current country programme cycle (2007-2011). The ADR is expected to contribute to the preparation of the next UNDAF and the country programme.

## 2. BACKGROUND

### DEVELOPMENT CHALLENGES

Since its declaration of independence in 1991,

Moldova has gone through a series of political, economic and social challenges. The first decade of the transitional period was marked by political instability and a deep economic recession.<sup>77</sup> The country was able to achieve relative economic growth after 2000, with an average annual GDP growth of seven percent in 2001–2005.<sup>78</sup> In 2005–2006, the country suffered impact of external economic shocks (e.g. export restrictions of major commodities such as wine and fresh vegetables into Russia's market, as well as a significant increase of the imported gas price). While the growth exceeded seven percent in 2008, owing primarily to remittances from Moldovan migrants abroad that represented about one third of the GDP, the course has reversed once again since 2009 when the global financial crisis has caused an increase in unemployment and decrease in remittances. The economic gap between urban and rural areas has continued to grow. In 2009, a series of parliamentary elections failed to secure the nation's president, adding significant political uncertainty in the country.

The Transnistria conflict has continued to pose threats to the fundamental stability of the region, which has hampered economic, social and political development of the country. Transnistria, the country's breakaway region located in a strip between the Dniester River and the eastern Moldovan border with Ukraine, has in the past accounted for one third of the country's total industrial production and almost the entire energy production. Since its self-proclamation as an independent state, the region has

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<sup>76</sup> See 'Evaluation Policy of UNDP', [www.undp.org/eo/documents/Evaluation-Policy.pdf](http://www.undp.org/eo/documents/Evaluation-Policy.pdf).

<sup>77</sup> Government of the Republic of Moldova, 'The Second Millennium Development Goals Report', September 2010.

<sup>78</sup> UNDP Moldova, 'Country Programme Action Plan 2007–2011', Chisinau 2007.

remained under the Organization for Security and Cooperation in Europe (OSCE) supervision.

A series of external economic shocks, political uncertainty, as well as vulnerability to natural disasters in the recent years, such as severe droughts and floods, has put the country in deep crisis. Despite various measures taken by the Government, Moldova remains one of the least developed countries in the Europe and CIS region with a GDP per capita of \$2,551.<sup>79</sup> The UNDP Human Development Index for Moldova is 0.72, giving the country a rank of 117th out of 182 countries.

Moldova has adopted the Millennium Development Goals (MDGs) at the country level,<sup>80</sup> and has remained committed to achieving the goals through various means, such as an increased level of prioritization and intensification of collaboration with all relevant partners including civil society.<sup>81</sup> Moldova's interest in joining the EU was formalized through the signing of the EU-Moldova Action Plan in February 2005, which has served as impetus for change in both the executive and the legislative branches of the country.<sup>82</sup>

### NATIONAL STRATEGIES

Moldova's current National Development Strategy (2008–2011), which replaced the Economic Growth and Poverty Reduction Strategy (EGPRS) in 2008, has five major goals:<sup>83</sup>

- Strengthening democracy, rule of law and human rights;
- Resolving the Transnistria conflict and reintegrating in the country;

- Improving competitiveness of national economy;
- Developing human capital, employment and inclusion; and
- Regional development.

The UN Country Team (UNCT) has developed priority areas of cooperation with the Government based on the national development goals. The current UNDAF 2007–2011 (later extended to 2012) is designed to make a strategic contribution to the achievement of the National Millennium Development Goals (MDGs), and has the following three key results expected from the UN-government-civil society cooperation:<sup>84</sup>

- UNDAF Outcome 1: Governance and Participation – By 2011, public institutions, with the support of civil society organizations (CSOs), are better able to ensure good governance, rule of law, and equal access to justice and the promotion of human rights.
- UNDAF Outcome 2: Access to Quality Services – By 2011, vulnerable groups enjoy increased equitable and guaranteed access to basic services provided by the state with the support of civil society.
- UNDAF Outcome 3: Regional and Local Development – By 2011, vulnerable groups in poor rural and urban areas take advantage of sustainable socio-economic development opportunities through adequate regional and local policies implemented by Local Public authorities (LPAs) and partners.

For each of the UNDAF outcomes, a set of Country Programme Outcomes were developed,

<sup>79</sup> UNDP, 'Human Development Report 2009', Country Fact Sheets – Moldova.

<sup>80</sup> Government of the Republic of Moldova, 'Millennium Development Goals in the Republic of Moldova', The First National Report, June 2005.

<sup>81</sup> Government of the Republic of Moldova, 'The Second Millennium Development Goals Report' September 2010.

<sup>82</sup> UNDP Moldova, 'Country Programme Action Plan 2007–2011', Chisinau 2007.

<sup>83</sup> Government of the Republic of Moldova, 'Moldova National Development Strategy 2008–2011'.

<sup>84</sup> Government of the Republic of Moldova, 'United Nations Development Assistance Framework 2007–2011', December 2005.

which are to be addressed collectively by United Nations agencies.<sup>85</sup>

### UNDP'S RESPONSE AND STRATEGIES

The current UNDP country programme (2007–2011), later extended to 2012, focuses primarily on two UNDAF Outcomes, i.e., Outcomes 1 and 3, contributing to Outcome 2 through joint interventions with other United Nations agencies. The corresponding UNDP CPAP is designed to address two priority areas:<sup>86</sup>

- Good Governance Programme (including Policies and Analysis; Institutional Development; Justice and Human Rights); and
- Regional and Local Development Programme (including Integrated Local Development; and Partnering with the Private Sector).

The UNDP country programme employs a rights-based approach to human development, in which the conditions of socially vulnerable groups and gender equality are identified as critical cross-cutting concerns. Justice and human rights issues have received much attention following the post-election civil unrest in 2009, during which numerous cases of civil rights abuse and violence were reported.

### 3. OBJECTIVES, SCOPE AND METHODOLOGY

The objectives of the ADR in Moldova include:

- To provide an independent assessment of the progress made towards achieving the expected outcomes envisaged in the UNDP country programme document;
- To provide an analysis of how UNDP has positioned itself to respond to national needs; and

- To present key findings and lessons learned, as well as a set of forward-looking recommendations useful for country office management and the Regional Bureau for Europe and the CIS in their efforts for improving the country programme operations.

The ADR will examine the UNDP's operational activities in the period 2007–2011. The overall methodology will be consistent with the ADR Method Manual and the ADR Guidelines.<sup>87</sup> The evaluation will undertake a comprehensive review of the UNDP programme portfolio and activities during the period under review specifically examining UNDP's contribution to national development results across the country. It will assess key results, specifically outcomes – anticipated and unanticipated, positive and negative, intentional and unintentional – and will cover UNDP assistance funded from both core and non-core resources.

The evaluation has two main components, i.e., the analysis of development results and the strategic positioning of UNDP:

### DEVELOPMENT RESULTS

The assessment of development outcomes will entail a comprehensive review of the UNDP programme portfolio of the period under evaluation. This includes an in-depth assessment of development results and the contribution of UNDP in terms of key interventions, achievements, and progress made to date in practice areas (both in policy and advocacy); factors influencing results; and analysis of the cross-cutting linkages and their relationship to MDGs and UNDAF in the country. The analysis of development results will identify challenges and strategies for future interventions. A set of core criteria will be used in assessing development results:

<sup>85</sup> There are five country programme outcomes for UNDAF Outcome 1; four for UNDAF Outcome 2; and three for UNDAF Outcome 3 (UNDAF-AT-A-GLANCE, UNDAF 2007-2011).

<sup>86</sup> UNDP Moldova, 'Country Programme Action Plan 2007-2011', Chisinau, 2007.

<sup>87</sup> UNDP Evaluation Office, 'ADR Method Manual', March 2010; 'ADR Guidelines', (draft) January 2010.

- Thematic relevance – To what extent have the objectives of the UNDP programme been relevant to existing country needs, UNDP’s mandate and national strategies? Has UNDP applied the right strategy within the specific political, economic and social context of the country and region? Are the design of the interventions and resources allocated realistic?
- Effectiveness – To what extent has the UNDP programme accomplished its intended objectives and planned results? What are the strengths and weaknesses of the programme? What are the unexpected results it yielded? Should UNDP continue in the same direction or should its main tenets be reviewed for the new cycle?
- Efficiency – How well has UNDP used its resources (human and financial) in achieving its contribution? What could be done to ensure a more efficient use of resources in the country/regional context?
- Sustainability – To what extent is the UNDP contribution likely to be sustained in the future? Have the benefits of UNDP interventions been owned by national stakeholders after the completion of the interventions? Has an exit strategy been developed?

## STRATEGIC POSITIONING

The evaluation will assess the strategic positioning of UNDP both from the perspective of organization and the development priorities in the country. From the organization’s perspective, this entails: i) a systematic analysis of the UNDP place and niche within the development and policy space in the country; and ii) the strategies used by UNDP to create and strengthen its position in the country in relation to the core practice areas. From the perspective of the development results in the country, the evaluation will examine the policy support and advocacy initiatives of the UNDP programme vis-à-vis other stakeholders. The core criteria related to the analysis of strategic positioning of UNDP will include:

- Strategic relevance – To what extent has

UNDP leveraged national development strategies with its programmes and strategy? What approaches have been used to increase its relevance in the country? Is there appropriate balance between upstream (policy-level) and downstream (project-level) interventions? To what extent are the resources mobilized adequate? To what extent are long-term development needs likely to be met across the practice areas? What are the critical gaps in UNDP programming, if any?

- Responsiveness – To what extent has UNDP anticipated and responded to significant changes in the national development context? To what extent has UNDP responded to national long-term development needs? What are the missed opportunities in UNDP programming, if any?
- Partnerships and coordination – To what extent has UNDP leveraged partnerships with other United Nations agencies, government, regional/international development partners, civil society and the private sector? To what extent has UNDP coordinated its operational activities with other development partners and stakeholders?
- Promotion of United Nations values – To what extent has UNDP supported national efforts in the achievement of MDGs? To what extent have the UNDP programmes addressed the issues of social and gender equity, as well as the needs of vulnerable and disadvantaged groups?

The specific evaluation questions will be developed by the evaluation team in consultation with the Evaluation Office. The evaluation criteria and questions will guide the data collection and analysis.

## 4. EVALUATION APPROACHES

The ADR for Moldova will be conducted in close collaboration with the UNDP country office, Regional Bureau for Europe and the CIS and the national counterparts.

## DATA COLLECTION

The evaluation will use a multiple method approach that would include desk reviews of reference material, interviews with relevant individuals and groups both at the Headquarters and in the field (e.g., UNDP staff members, government officials representing the ministries and institutions in programme practice areas, bilateral and multilateral donors, civil society organizations, the private sector and beneficiaries) and project site visits, as well as surveys, as appropriate. A specific method for data collection will be developed through a scoping mission, which will be defined in the inception report.<sup>88</sup> A number of documents will be consulted, including the following:

- UNDP corporate documents (e.g., strategic plan, multi-year funding frameworks, etc.);
- Country programming documents;
- UNDP corporate reporting (e.g., Results-oriented annual reports (ROAR), etc);
- Project/programme documents and reports by UNDP and the Government of Moldova;
- Evaluation reports at programmatic and project level; and
- Any research and analytical papers and publications relevant to the evaluation.

## VALIDATION

All findings should be supported with evidence. Triangulation will be used to ensure that the information and data collected are valid.

## STAKEHOLDER INVOLVEMENT

The evaluation will use a participatory approach to the design, implementation and reporting of the ADR. At the start of the evaluation, a stakeholder mapping will be conducted to identify all relevant UNDP direct partners, as well as stakeholders who may not work with UNDP but play

a key role in the outcomes of the practice areas.

## 5. EVALUATION PROCESS

The evaluation will follow the operational processes defined in the ADR Guidelines. The evaluation process can be divided into three main phases, each including several steps:

### Phase 1: Preparation

- Preparatory mission – The task manager responsible for the implementation of the ADR at the Evaluation Office will conduct a week-long preparatory mission, holding consultations with key stakeholders. The purposes of the mission include: i) ensure that the key ADR stakeholders understand the purpose, methodology and the evaluation process; ii) obtain stakeholder perspectives of key evaluation issues and questions to be examined; and iii) discuss the approach to be followed, the basic timeframe in conducting the ADR, and the parameters for the selection of the ADR evaluation team. A draft Terms of Reference for the ADR evaluation will be developed, following the mission.
- Identification and selection of the evaluation team members – Based on the consultations and study of the country situation, the evaluation team will be put together in close collaboration with the country office, the Regional Bureau and the national counterparts (See Section 6 Management Arrangement).
- Desk review – The Evaluation Office, in consultation with the country office and the Regional Bureau, will collect a set of relevant reference documents. The evaluation team will further identify and collect any other relevant material for its analysis throughout the evaluation.
- Scoping mission – Prior to the main data collection phase, the team leader and other members of the evaluation team will visit the country in order to:

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<sup>88</sup> See Section 5 on the scoping mission and inception report.

- a. Improve the understanding of UNDP programme and project portfolios, types of stakeholders involved, as well as the operational environment;
  - b. Assess the availability of evaluative evidence;
  - c. Develop an operational plan with the country office staff, detailing data collection and analysis methods, potential sites for field visits, and the availability of logistical and administrative support; and
  - d. Further identify and collect relevant documents and information.
- Inception report – Upon completion of the scoping mission, a short inception report will be prepared by the team leader. The report will include the specific evaluation design, including evaluation questions, data collection and analysis methods, selection of projects and plans for relevant site visits, as well as practical local logistical and administrative arrangements. The report will also contain a detailed analysis of all direct and indirect stakeholders, including state and civil society groups, donors, United Nations agencies and other development partners operating in the country, in order to identify the relationships among various players (stakeholder mapping).

## **Phase 2: Conducting the ADR and preparation of the evaluation report**

- Main data collection mission – The evaluation team will visit Moldova on a 2-3 week mission to collect data in accordance with the evaluation plan detailed in the inception report. The team will conduct interviews with relevant stakeholders and visit selected project sites. At the end of the mission, an exit meeting will be organized by the evaluation team, participated by key stakeholder representatives, to discuss preliminary findings and obtain feedback/clarification from the stakeholders.

- Data analysis and reporting – The evaluation team will conduct data analysis based on all information collected and prepare a draft evaluation report within three weeks upon completion of the main mission. The team leader will ensure that all inputs from the team members have been included in the report and submit the draft ADR report to the Evaluation Office task manager. The report will be written in accordance with the Term of Reference, the inception report and other established guidance documents.<sup>89</sup>
- Review of the draft report and finalization of the report – The draft report will be submitted for factual corrections and feedback by key client groups, including the Government, the UNDP country office and the Regional Bureau. The draft report will be subject to an external review, prior to the submission of the report to the country office and the Regional Bureau, for quality assurance. The team leader, in consultation with the Evaluation Office task manager, will prepare an audit trail to indicate how the comments were taken into account. The team leader will finalize the ADR report based on all comments received.
- Stakeholder workshop – A meeting with the key stakeholders will be organized in the country to present the evaluation results and discuss ways forward. The purpose of the meeting is to facilitate greater buy-in by national stakeholders for learning from lessons learned and recommendations and to strengthen the national ownership of development process and the accountability of UNDP interventions at the country level.

## **Phase 3: Follow-up**

- Management response – UNDP management will request the country office to prepare a management response to the ADR report. As a unit exercising oversight, the Regional Bureau will be responsible for monitoring and overseeing the implementation of

<sup>89</sup> Including: UNDP Evaluation Office, 'ADR Method Manual', March 2010 and 'ADR Guidelines', (draft) January 2010, 'Qualitative Data Analysis for Assessment of Development Results', (draft) March 2010.

follow-up actions in the Evaluation Resource Centre (ERC).<sup>90</sup>

- Communication and dissemination – The ADR report and its brief will be widely distributed in both hard and electronic versions. The evaluation report will be made available to the UNDP Executive Board by the time of approving a new CPD. The Government will be responsible for the dissemination of the report within the relevant ministries and offices, as well as to other national stakeholders. The ADR report and the management response will be published on the UNDP website.<sup>91</sup>

Activity	Estimated date
Collection and mapping of documentation by Research Assistant	Fall 2010 - Spring 2011
Preparatory mission by Evaluation Office task manager	27 September to 1 October 2010
Preparation of the TOR by the task manager	November 2010
Identification and selection of evaluation team members	November to December 2010
Scoping mission by team leader and task manager	January 2011
Preparation of the inception report by team leader	January 2011
Main data collection mission	February to March 2011

## 6. MANAGEMENT ARRANGEMENTS

### UNDP EVALUATION OFFICE

The Evaluation Office task manager will manage the evaluation process and ensure coordination and liaison with the country office, the Regional Bureau, and other concerned units at Headquarters and in the country. The evaluation will be supported by a research assistant, who will be recruited by the Evaluation Office to facilitate the initial collection of reference material, as

well as by a programme assistant who will provide logistical and administrative support. The Evaluation Office task manager will participate in the missions, where appropriate, provide guidance and feedback to the team throughout the evaluation for quality assurance, and manage the review process.

The Evaluation Office will meet all costs directly related to the conduct of the ADR, including the costs related to participation of the team leader and team specialists, the preliminary research, any stakeholder workshops as part of the evaluation, and the issuance of the final ADR report.

### EVALUATION TEAM

The evaluation will be carried out by a team consisting of the following:

- Team leader – An international consultant, with the overall responsibility for providing guidance and leadership to the team and for coordinating the preparation of the draft/final report. The team leader must have demonstrated capacity in strategic thinking and policy advice, ability to lead an evaluation of complex programmes, excellent drafting skills, as well as substantive knowledge of development issues (in particular, programmatic areas covered by UNDP in the country).
- Team specialists – A few thematic experts, either international or national, who will provide the expertise in the core subject areas of the evaluation, undertake data collection and analysis in the country, and be responsible for drafting relevant sections of the report.

All members of the team are expected to be familiar with various evaluation approaches and methods. The team's work will be guided by the norms and standards for evaluation established by the United Nations Evaluation Group and will adhere to the ethical code of conduct.<sup>92</sup>

<sup>90</sup> See <erc.undp.org/>

<sup>91</sup> See <www.undp.org/eo/>

<sup>92</sup> UNEG, 'Norms for Evaluation in the UN System' and 'Standards for Evaluation in the UN System' April 2005, online at: <www.uneval.org/normsandstandards/index.jsp>

## UNDP COUNTRY OFFICE IN MOLDOVA

The country office is expected to provide support to the evaluation by means of: i) liaising with national stakeholders in the country; ii) assisting the evaluation team with the identification and collection of necessary information, data and documentation related to UNDP programmes and projects, as well as with the conduct of stakeholder workshops; and iii) any logistical and administrative support that may be required by the team. All costs pertaining to the evaluation will be covered by the Evaluation Office. The country office will review the draft ADR report, once submitted for comments, and provide any factual corrections and feedback before the finalization of the report.

## 7. EXPECTED OUTPUTS

The expected outputs from the evaluation team include:

- An inception report (maximum 20 pages)
- A final report, Assessment of Development Results for Moldova (maximum 50 pages plus annexes), written in accordance with the Terms of Reference and the ADR Method Manual;
- An evaluation brief (maximum two pages); and
- A presentation at the stakeholder meeting.

The general report format will be provided by the Evaluation Office. All reports will be prepared in English.

## Annex 2

# EVALUATION MATRIX

Criteria/ sub-criteria	Main questions to be addressed by the ADR	What to look for	Data sources	Data collection methods
CPAP 2007-2011: thematic areas: good governance; access to basic service; regional and local development				
<b>A.1 Relevance</b>				
A.1a Thematic relevance of objectives	<ul style="list-style-type: none"> <li>To what extent have planned interventions been relevant to achieving country programme objectives?</li> </ul>	<ul style="list-style-type: none"> <li>Alignment of the objectives of projects and other activities with planned programmatic outcomes and goals as defined by the country programme. Balance between upstream and downstream work?</li> </ul>	<ul style="list-style-type: none"> <li>Documents: CPD; CPAP; project/programme documents; work plans; UNDAF; EGPRS; NDS 2008-2011; MTEF; National Budget; Strategic Note; Economic Stabilization and Economic Recovery Plan; Rethink Moldova.</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of documents.</li> <li>Interviews, group discussions.</li> </ul>
A.1b Relevance of approaches	<ul style="list-style-type: none"> <li>Are UNDP approaches, resources, models, and conceptual framework relevant to achieve planned outcomes?</li> <li>Do they follow known good practices?</li> </ul>	<ul style="list-style-type: none"> <li>Leveraging of limited resources to contribute towards outcomes, maximizing strategic role by filling key gaps, innovation.</li> </ul>	<ul style="list-style-type: none"> <li>Documents: CPD; CPAP; projects/ programme documents; work plans; UNDAF; CCA; other donor programmes.</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of documents.</li> <li>Interviews, group discussions.</li> </ul>
<b>A.2 Effectiveness</b>				
A.2a Progress towards achievement of outcomes	<ul style="list-style-type: none"> <li>Did the programme implementation contribute to progress towards the stated outcome (factors)?</li> <li>Or at least did it set dynamic processes and changes that move towards the long-term outcomes?</li> </ul>	<ul style="list-style-type: none"> <li>Progress towards outcomes, shown by indicators or other form of verification. Evidence of progress along theoretical results chain.</li> </ul>	<ul style="list-style-type: none"> <li>Project/ programme documents, including past evaluation reports and self-assessments.</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of documents. Interviews, group discussions, possible field verification.</li> </ul>
A.2b Outreach	<ul style="list-style-type: none"> <li>How broad are outcomes (e.g., local community, district, region, national)?</li> </ul>	<ul style="list-style-type: none"> <li>Changes in national policies and programmes, project results, evidence of catalytic effects.</li> </ul>	<ul style="list-style-type: none"> <li>Project/ programme documents on work in Transnistria and local and regional development as well as municipality related support.</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of documents.</li> <li>Interviews, group discussions, possible field verification.</li> </ul>
A.2c Poverty depth/ equity	<ul style="list-style-type: none"> <li>Who are the main beneficiaries (poor, non poor, disadvantaged groups, gender equity)?</li> </ul>	<ul style="list-style-type: none"> <li>Targeting of programmes and projects, did target groups participate fully, were they reached as anticipated, were gender and human rights incorporated in activity design and implementation?</li> </ul>	<ul style="list-style-type: none"> <li>Policy/ analytical documents; statistical office data; documents by government, UN, civil society, and academic institutions.</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of documents.</li> <li>Interviews, group discussions, possible field verification.</li> </ul>

<b>A.3 Efficiency</b>				
A.3a Managerial efficiency	<ul style="list-style-type: none"> <li>■ Have the programmes been implemented within deadlines, costs estimates?</li> <li>■ Have UNDP and its partners taken prompt actions to solve implementation issues?</li> </ul>	<ul style="list-style-type: none"> <li>■ Successful financial, human resource and programme management as evidenced by timely availability of resources to complete planned activities.</li> </ul>	<ul style="list-style-type: none"> <li>■ UNDP CO and RB documents, audit reports, government/United Nations document, reviews and evaluations, interviews and discussions.</li> </ul>	<ul style="list-style-type: none"> <li>■ Desk review of documents.</li> <li>■ Interviews, group discussions.</li> </ul>
A.3b Programmatic efficiency	<ul style="list-style-type: none"> <li>■ Were the UNDP resources focused on the set of activities that were expected to produce significant results?</li> <li>■ Was there any identified synergy between UNDP interventions that contributed to reducing costs while supporting results?</li> </ul>	<ul style="list-style-type: none"> <li>■ Relationship of resources and interventions to scale of issues targeted, balance of upstream and downstream support, partnerships, development of inter-related activities, collaboration within UNCT, location of niches, and gaps in coverage, opportunistic activities.</li> </ul>	<ul style="list-style-type: none"> <li>■ Govt., UNCT, donor, UNDP project and programme documents. Interviews and discussions.</li> </ul>	<ul style="list-style-type: none"> <li>■ Desk review of documents.</li> <li>■ Interviews, group discussions.</li> </ul>
<b>A.4 Sustainability</b>				
A.4a Design for sustainability	<ul style="list-style-type: none"> <li>■ Were interventions designed to have sustainable results given the identifiable risks and did they include an exit strategy?</li> </ul>	<ul style="list-style-type: none"> <li>■ Explore theories of change behind interventions, activities and partnerships, including relationships to Govt., NGO and CSO partners.</li> </ul>	<ul style="list-style-type: none"> <li>■ Programme documents, outcome/ project evaluations; government, UN, CSO documents.</li> </ul>	<ul style="list-style-type: none"> <li>■ Desk review of documents.</li> <li>■ Interviews, group discussions, possible field verification.</li> </ul>
A.4b Implementation issues: capacity development and ownership	<ul style="list-style-type: none"> <li>■ Has national capacity been developed so that UNDP may realistically plan progressive disengagement?</li> </ul>	<ul style="list-style-type: none"> <li>■ Status and activities of national gov. and civil society bodies; staff turnover, budgets and mandates.</li> </ul>	<ul style="list-style-type: none"> <li>■ Institutional development plans, capacity assessment reports, outcome evaluations.</li> </ul>	<ul style="list-style-type: none"> <li>■ Desk review of documents.</li> <li>■ Interviews, group discussions.</li> </ul>
A.4c Up-scaling of pilot initiatives	<ul style="list-style-type: none"> <li>■ If there was testing of pilot initiatives, was a plan for up-scaling of successful initiatives prepared?</li> </ul>	<ul style="list-style-type: none"> <li>■ Evaluation of results achieved, existence of plans, resource allocation, national champions.</li> </ul>	<ul style="list-style-type: none"> <li>■ Govt., civil society partner, UNDP project and programme documents. Interviews and discussions.</li> </ul>	<ul style="list-style-type: none"> <li>■ Desk review of documents.</li> <li>■ Interviews, group discussions.</li> </ul>

<b>ASSESSMENT OF UNDP STRATEGIC POSITION</b>				
<b>B. 1 Strategic relevance and responsiveness</b>				
B.1a Relevance against the national development challenges and priorities	Are UNDP activities aligned with national strategies? Are they consistent with human development needs in that area (whether mentioned in strategies or not)? Did UNDP address the development challenges and priorities and support the national strategies and priorities? Did the UNDP's programme facilitate the implementation of the national development strategies and policies and play a complementary role to the Government?	Alignment of UNDP interventions with national strategies on development challenges and priorities, focus and responsiveness of United Nations as a whole and UNDP in particular to challenges and priorities of Govt. and to major events that changed these. Duplication or redundancy in United Nations and/or donor system, use of UNDP's own comparative advantage in the country, ability of Govt. to implement its policies.	Aid Coordination Unit – State Chancellery, Govt., UNCT, donors, CSOs, UNDP policy, project and programme documents. Interviews and discussions.	Desk review of documents. Interviews, group discussions.
B.1b Relevance of UNDP approaches	Is there balance between upstream and downstream initiatives? Balance between capital and regional/ local level interventions? Adequacy of resources? Quality of designs, conceptual models?	Evidence of UNDP resources generated and used to maximum effect; upstream policy work led to actual changes in Govt. policies and programmes. Evidence of changes at ground level catalysed more widespread results.	Govt., Aid Coordination Unit, civil society partner, UNDP project and programme documents. Interviews and discussions.	Desk review of documents. Interviews, group discussions.
B.1c Responsive-ness to changes in context	Was UNDP responsive to the evolution overtime of development challenges and the priorities in national strategies, or significant shifts due to external conditions? Did UNDP have an adequate mechanism to respond to significant changes in the country situation, in particular in crisis and emergencies?	Evidence of changes in UNDP strategy and activities to meet emerging challenges, crisis and emergency response activities delivered.	Govt., academic, civil society partner, UNDP project and programme documents. Interviews and discussions.	Desk review of documents. Interviews, group discussions.
B.1d Balance between short-term responsive-ness and long-term development objectives	How are the short-term requests for assistance by the Government balanced against long-term development needs?	Evidence of budget flexibility, technical expertise and responsiveness to new challenges, whilst delivering longer-term programmes on schedule.	Govt., academic, civil society partner, UNDP project and programme documents. Interviews and discussions.	Desk review of documents. Interviews, group discussions.

<b>B.2 Assessing UNDP's use of networks and comparative strengths</b>				
B.2a Corporate networks and expertise	<ul style="list-style-type: none"> <li>Was UNDP strategy designed to maximize the use of its corporate and comparative strengths? Expertise, networks and contacts?</li> </ul>	<ul style="list-style-type: none"> <li>Partnerships, use of United Nations system contacts, provision of specialist expertise, coherence of UNCT, role of Resident Coordinator.</li> </ul>	<ul style="list-style-type: none"> <li>UNDP strategic documents, UNCT programming documents, partner surveys, UNDAF, interviews and discussions.</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of documents, partners surveys; followed up by interviews and discussions.</li> </ul>
B.2b Coordination and role sharing within the United Nations system, including associated funds and programmes	<ul style="list-style-type: none"> <li>Actual programmatic coordination with other United Nations agency in the framework of UNDAF, avoiding duplications?</li> <li>Did UNDP help exploit comparative advantages of associated funds (UNV, UN Women, UNCDF), e.g., in specific technical matter?</li> </ul>	<ul style="list-style-type: none"> <li>Joint activities, absence of duplication, and selection of activities by comparative advantage, role of Resident Coordinator.</li> </ul>	<ul style="list-style-type: none"> <li>UNCT programming documents, partner surveys, UNDAF, interviews and discussions.</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of documents, partner surveys; interviews and discussions.</li> </ul>
B.2c Assisting Government to use external partnerships and regional cooperation	<ul style="list-style-type: none"> <li>Did UNDP use its network to bring about opportunities for regional (e.g., East-East) exchanges and cooperation?</li> </ul>	<ul style="list-style-type: none"> <li>Evidence of exchanges or collaboration.</li> </ul>	<ul style="list-style-type: none"> <li>UNDP programming and project documents, government documents, interviews and discussions.</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of documents, interviews and discussions.</li> </ul>
<b>B.3 Promotion of UN values from a human development perspective</b>				
B.3a UNDP's role in supporting policy dialogue on human development issues	<ul style="list-style-type: none"> <li>Is the United Nations system, and UNDP in particular, effectively supporting the Government monitoring of the achievement of the MDGs?</li> </ul>	<ul style="list-style-type: none"> <li>Evidence of activities and results in support of such monitoring; Govt. capacities enhanced.</li> </ul>	<ul style="list-style-type: none"> <li>Country programme documents, UNCT programming and project documents, partner surveys, government documents, UNDAF, interviews and discussions.</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of documents, partner surveys; interviews and discussions.</li> </ul>
B.3b Contribution to gender equality	<ul style="list-style-type: none"> <li>The extent to which the UNDP programme is designed to appropriately incorporate in each outcome area contributions to the attainment of gender equality?</li> <li>The extent to which UNDP supported positive changes in terms of gender equality and were there any unintended effects?</li> </ul>	<ul style="list-style-type: none"> <li>Evidence of gender focused activities, and/or or gender focus mainstreamed into overall portfolio.</li> <li>Results of these activities, intended or unintended.</li> </ul>	<ul style="list-style-type: none"> <li>UNDP documents, government, CSO documents, interviews and discussions.</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of documents; follow up interviews and discussions.</li> </ul>
B.3c Addressing equity issues	<ul style="list-style-type: none"> <li>Did the UNDP programme take into account the plight and needs of vulnerable or disadvantaged to promote social equity?</li> </ul>	<ul style="list-style-type: none"> <li>Poverty analysis, targeting of activities and support, UNDP CO promotional material, partnerships with civil society.</li> </ul>	<ul style="list-style-type: none"> <li>UNDP, and civil society documents, interviews and discussions.</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of documents; follow-up interviews and discussions.</li> </ul>

## Annex 3

# PEOPLE CONSULTED

### GOVERNMENT OF MOLDOVA

- Adrian Fetaescu, General Director, Parliament Administration
- Ala Negruta, Head of Social Statistics Division, NBS
- Ala Rotaru, Head of Natural Resources and Biodiversity Directorate, Ministry of Environment
- Ala, Supac, Head of Chisinau Territorial Unit of the National Employment Agency
- Alexandru Holostenco, Healthcare Human Resources Directorate, Ministry of Health
- Alexandru Teleuta, Head of Botanical Garden Institute
- Aliona Serbulenco, Head of Public Health Directorate, Ministry of Health
- Anatol Tarita, Head of Ozone Office under the Ministry of Environment
- Antonita Fonari, General Secretary of National NGO Council, Executive Director of the Young and Free Resources Centre
- Corneliu Tarus, Deputy Director, Family and Children's Rights Protection, Ministry of Labor, Social Protection and Family
- Daniela Popescu Simboteanu, Director, National Centre for Combating Child Abuse
- Daniela Samboteanu, President of National Centre for Combating Child Abuse
- Denis Jelimalai, Interim Director, Moldovan Investment and Export Promotion Organization
- Dumitru Chisnenco, Deputy Head of International Cooperation and European Integration Directorate, Ministry of the Interior
- Ecaterina Buracec, Head of Migration Policy Directorate, MLSPF
- Ecaterina Silvestru, Head of Refugee Directorate within Bureau of Migration and Asylum
- Elena Orlova, Head of Agriculture and Environment Statistics Division, NBS
- Elena Vatcarau, Head of Labour Market and Demography Statistics
- Eugenia Chistruga, Head of the Training Department, National Institute of Justice
- Eugeniu Josan, Deputy Head of Legal Department Moldova-Agroindbank
- Gabriela Ciumac, Head of International Relations Department, Chisinau Municipality City Hall
- George Balan, Head of the Reintegration Bureau
- George Mocanu, Member of Parliament
- Ghenadie, Turcanu, Programme Coordinator, Center for Health Policies and Studies
- Gheorghe Turcanu, Deputy Minister, Ministry of Health
- Igor Gantea, Justice Captain, Deputy Head of Unit, Penitentiary 13 Chisinau
- Igor Prodan, Director, Temporary Accommodation Centre for Asylum Seekers, Refugee Directorate, Bureau for Migration and Asylum
- Inga Podoroghin, Head of International Cooperation and European Integration Directorate, Ministry of Environment
- Ion Bahnarel, Director General, National Centre of Public Health
- Ion Butnaru, Head of Unit, Border Control Directorate, Chisinau Airport
- Ion Caracuian, Head of Torture Combating Unit, General Prosecutor's Office
- Ion Donea, Head of Youth Programmes Directorate, Ministry of Youth and Sport
- Ion Gumene, Head of Policy Coordination Unit, State Chancellery
- Ion Lupan, Head of General Directorate of Industrial Policies and Competitiveness, Ministry of Economy

Iurie Ciocan, Chairman of Central Electoral Commission

Iurie Ciocan, President, Central Electoral Commission

Iurie Mocanu, Head of Statistical Infrastructure and Financial Reports Division, NBS

Iurii Torcunov, Head of Macroeconomic Analysis and Prognosis Directorate, Ministry of Economy

Larisa Rotaru, Head of Demographic Policies Unit, MLSPF

Laura Grecu, Head of Social Security Unit, MLSPF

Leonid Cerescu, President, National Confederation of Employers of the Republic of Moldova

Lilia Pascal, Gender Equality and Violence Prevention Policies Directorate, MLSPF

Lilian Galer, Head of Sample Surveys Unit, NBS

Liliana Palihovici, Deputy Speaker of Parliament

Liviu Prodan, Director of the Bureau of Migration and Asylum

Lucia Spoiala, General Director, NBS

Lucretia Ciurea, Head of Aid Coordination Unit, State Chancellery

Maria Godiac, Head of Dissemination and Synthesis Division, NBS

Maria Nagornii, Head of Analyses, Monitoring and Policy Evaluation Department

Mariana Eni, Head, of Foreign Trade and Services Statistics, NBS

Marin Lesi, Policies Analysis, Monitoring and Evaluation General Directorate

Mihai Bulat, Director of Border Control Division, Border Guard Service

Mihai Ileahti chi, Minister of Education

Mihail Pisla, Head Republican Centre for Disaster Medicine

Nadejda Velisco, Ministry of Education

Natalia Guma, Deputy Head of Department, Directorate for Refugees, Migration and Asylum Bureau

Nina Cesnocova, Head of Demography Statistics

Octavian Calmic, Deputy Minister of Economy

Oleg Cara, Vice-Director of the NBS

Oleg Efrim, Deputy Minister of Justice

Oleg Tulea, Deputy Minister, Ministry of Youth and Sports

Oxana Domente, Member of Parliament

Raisa Dogaru, Deputy Director General, National Employment Agency

Rodica Comendant, Director, National Reproductive Health Training Resource Center

Rodica Scutelnic, Head of Healthcare Assistance to Women, Children and Vulnerable Groups Directorate, Ministry of Health

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## Annex 4

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## Annex 5

# LIST OF UNDP PROJECTS

<b>INSTITUTIONAL DEVELOPMENT: UNDAF Outcome 1: By 2011, public institutions with the support of Civil Society Organizations (CSOs) are better able to ensure good governance, rule of law and equal access to justice and promotion of human rights (UNDP COUNTRY PROGRAMME 11, 17)</b>				
Project Title	Implementing Partner/ other partners	Start/ End	Donors	Country Programme Sub outputs
EU Border Assistance Mission to MDA and UKR (EUBAM)	Border and Customs Services	2005–2011	EU	Enhanced institutional capacities are in place for improved border and customs control and surveillance.
BUMAD	Ministry of Interior Border Guards, Ministry of Health	2003–2008	EU, UNDP	Enhanced capacity to combat drug trafficking and prevent/ reduce drug abuse
E-Governance	Ministry of Information and Communication Technologies	2008–2011	Government of Moldova, SOROS, DGTTF	Institutional capacity of the legislature and government are strengthened for the approximation of national legislation to EU laws
Capacity Building of the MFAEI and Support to the EU negotiation team	MFAEI	2008–2011	SIDA, Norway, Estonia, Austria SOROS	Institutional capacity of the legislature and government are strengthened for the approximation of national legislation to EU laws
Electoral Support to Moldova	Central Election Commission	2008–2013	UNDP, United Nations Trust Fund for Electoral Assistance, EU, Government of Moldova	Institutional capacity of the legislature and government are strengthened for the approximation of national legislation to EU laws
Support to Parliamentary Development	Parliament	2010–2013	SIDA Denmark, UNDP	Institutional capacity of the legislature and government are strengthened for the approximation of national legislation to EU laws
EU High Level Policy Advice Mission	State Chancellery	2010–2011	EU, UNDP	Institutional capacity of the legislature and government are strengthened for the approximation of national legislation to EU laws
Transitional capacity Support to Moldova's Public Administration	State Chancellery	2010–2013	UNDP, Open Society Institute	Institutional capacity of the legislature and government are strengthened for the approximation of national legislation to EU laws

<b>JUSTICE AND HUMAN RIGHTS: UNDAF Outcome 1: By 2011, public institutions with the support of Civil Society Organizations (CSOs) are better able to ensure good governance, rule of law and equal access to justice and promotion of human rights - UNDP Country Programme Outcome: 11, 14, 21</b>				
Project Title	Implementing Partner / other partners	Start/ End	Donors	Country Programme Sub outputs
Joint UNCT for Human Rights Promotion and Protection/ Action 2	Ministry of Justice, MLSPF, Ministry of Health OHCHR, UNCT	2007–2011	UNDP, TTF, Leichtenstein, Czech Government, UK Embassy, Government of the Netherlands,	1.1.6. The Government has improved capacity to coordinate, monitor and report on human rights observance as required by United Nations treaties
Support to Strengthening the National Preventive Mechanism (NPM) as per OPCAT provisions	Centre for Human Rights (National Human Rights institution), the National Preventive Mechanism, Department of Penitentiary Institutions Torture Combating Department of the General Prosecutor's Office, Ministry of Internal Affairs, NGOs	2009–2011	EU, UNDP	1.2.1. Key reform proposals developed/ revised and capacity of various entities of the justice system strengthened to ensure efficient administration and equitable access to justice, including alternative dispute settlement mechanisms
Strengthening the forensic examination of torture and other forms of ill-treatment in Moldova	Ministry of Health, Torture Combating Department of the General Prosecutor's Office, Ministry of Internal Affairs, Ministry of Justice, National Human Rights Institution, NGOs	December 2010 to December 2012	EU, UNDP	1.2.1. Key reform proposals developed/ revised and capacity of various entities of the justice system strengthened to ensure efficient administration and equitable access to justice, including alternative dispute settlement mechanisms
Strengthening Institutional capacity of the National Institute of Justice (NIJ)	National Institute of Justice General Prosecutor's Office, Ministry of Justice, Supreme Council of Magistracy, NGOs	2007–2009	TTF, UNDP	1.2.1. Key reform proposals developed/ revised and capacity of various entities of the justice system strengthened to ensure efficient administration and equitable access to justice, including alternative dispute settlement mechanisms
Support to the Implementation of the National Human Rights Action Plan	Parliamentary Commission for Human Rights Ministry of Justice, Department of Penitentiary Institutions, Ministry of Education, Ministry of Labour, Social Protection and Family, Ministry of Internal Affairs	2004–2008	UNDP, the joint UNDP/UNHCHR HURIST Global Programme, the Democratic Governance Thematic Trust Fund, the Government of Netherlands, Austrian Development Cooperation Agency	1.1.6. The Government has improved capacity to coordinate, monitor and report on human rights observance as required by United Nations treaties

<b>ENVIRONMENT AND CLIMATE CHANGE : UNDAF Outcome 1: By 2011, public institutions with the support of Civil Society Organizations (CSOs) are better able to ensure good governance, rule of law and equal access to justice and promotion of human rights (UNDP Country programme outcome 18)</b>				
Project Title	Implementing Partner/ other partners	Start/ End	Donors	Country Programme Sub outputs
Terminal phase-out management plan	Ministry of Environment, Ozone office	2007 – 2011	Multilateral Fund of the Montreal Protocol	1.4.1 Environmental monitoring and information systems/tools are updated and effectively used
Preparation of an HCFC phase-out management plan	Ministry of Environment, Ozone Office	2008–2011	Multilateral Fund of the Montreal Protocol	1.4.1 Environmental monitoring and information systems/tools are updated and effectively used
Development of the national metered-dose inhaler (MDI) Transition Strategy	Ministry of Environment, Ozone Office Ministry of Health	2008–2010	Multilateral Fund of the Montreal Protocol	1.4.1 Environmental monitoring and information systems/tools are updated and effectively used
Improving coverage and management effectiveness of the Protected Area System in Moldova	Ministry of Environment Forest Agency Moldsilva, Academy of Science, LPAs in Orhei, Orhei District Administration	2009–2013	Global Environment Facility	1.4.1 Environmental monitoring and information systems/tools are updated and effectively used
Support to Environmental Protection	Ministry of Environment, over 30 Environmental NGOs and CBOs (grantees) Climate Change Office (Ministry of Environment); Union Fenosa (Social Responsibility Partnership)	2007–2011	UNDP	1.4.1 Environmental monitoring and information systems/tools are updated and effectively used
Moldova Energy and Biomass Project	Ministry of Economy Ministry of Agriculture, Ministry of Construction and Regional Development, LPAs, Ministry of Education, Regional Development Agencies	2011–2014	EU, UNDP	3.2.2 Better business opportunities are made available through: (1) improved policy framework and business services, (2) the financial sector offering innovative products of interest to SMEs and the poor and (3) improved local level infrastructure
Capacity Building for Environmental Fiscal Reform (Project Preparation Grant)	Ministry of Environment, Ministry of Finance, Local Public Authorities	2010–2011	Global Environment Facility	1.4.1 Environmental monitoring and information systems/tools are updated and effectively used
Update and Implementation of the Refrigerants Management Plan	Ministry of Environment, Ozone Office under the Ministry of Environment	2005–2008	Multilateral Fund of the Montreal Protocol	1.4.1 Environmental monitoring and information systems/tools are updated and effectively used
Effective Management of the Protected Area System (Project Preparation Grant)	Ministry of Environment, Academy of Science, Biodiversity Office under the Ministry of Environment	2008–2009	Global Environment Facility	1.4.1 Environmental monitoring and information systems/tools are updated and effectively used

<b>POVERTY REDUCTION : UNDAF Outcome 1: By 2011, public institutions with the support of Civil Society Organizations (CSOs) are better able to ensure good governance, rule of law and equal access to justice and promotion of human rights; UNDAF OUTCOME 3: By 2011, vulnerable groups in poor rural and urban areas take advantage of sustainable socio-economic development opportunities through adequate regional and local policies implemented by Local Public Authorities (LPAs) and partners (UNDP Country Programme Outcome: 11, 12)</b>				
Project Title	Implementing Partner / other partners	Start / End	Donors	Country Programme Sub outputs
NHDR	MLSPF, NBS, Ministry of Economy, Ministry of Education, think tanks (Expert Grup, IPP)	2005–2010	UNDP	1.1.4 A modernized public administration system in place, which is more efficient and better able to develop, implement and monitor long term policies and programmes, linked to national budgeting processes
Private Public Partnerships	Ministry of Economy, Ministry of Health, UNFPA, Orange, Institute of Neurology	2007–2010	UNDP ORANGE Moldova	3.2.1 Policies and mechanisms are enhanced/developed to foster regional development, with an emphasis on (1) increasing investment and trade, (2) private sector development and (3) piloting of local development funds
Joint Project Strengthening the National Statistical System	NBS UNICEF, UNFPA, ILO, UN IFEM, Ministry of Economy, think tanks (IDIS Viitorul)	2007–2012	UNDP UNIFEM	1.1.9 The availability, quality and usage of disaggregated statistical data is improved (emphasis on geographic, age and gender disaggregation)
UNDP Response to the Economic Crisis	UNDP Ministry of Economy, Ministry of Finance	2009–2010	TTF	1.1.4 A modernized public administration system in place, which is more efficient and better able to develop, implement and monitor long term policies and programmes, linked to national budgeting processes
Policy Advisory and Development Services	Ministry of Economy, State Chancellery	2006–2010	UNDP, Open Society Institute, Government	1.1.1 Institutional capacity of the legislative and executive strengthened for the approximation of national legislation with EU laws

<b>LOCAL GOVERNANCE , REGIONAL DEVELOPMENT AND CIVIL SOCIETY: UNDAF Outcome 3: By 2011, vulnerable groups in poor rural and urban areas take advantage of sustainable socio-economic development opportunities through adequate regional and local policies implemented by Local Public Authorities (LPAs) and partners (UNDP Country Programme Outcomes 12, 13, 15, 16, 19)</b>				
Project Title	Implementing Partner/ other partners	Start/ End	Donors	Country Programme Sub outputs
Integrated Local Development Programme  Joint Integrated Local Development Programme	State Chancellery, Local Public Authorities Expert Group, Institute for Urban Development, IDIS Viitorul, Congress of Local Authorities (CALM), Academy for Public Administration, Decentralization Policies Department and the Local Public Authorities Department of the State Chancellery, Ministry of Finance (for the Performance Based Budgeting); as well as various line ministries; various LPA (additional info on most representa- tive can be provided).	2006–2012 (new phase initiated in 2010)	UNDP, SIDA (main donor of the new phase, as of 2010). From 2006 to 2009 support for ILDP was provided by SOROS Romanian Government, Orange DGTTF	3.1 LPAs operate in a more effective and transparent manner
Chisinau Municipality Institutional Development	Mayoralty of Chisinau Chisinau Municipal Council, Soros Foundation Moldova, IDIS Viitorul	2008–2011	UNDP, Romanian Government, OSI/ SOROS	3.1 LPAs operate in a more effective and transparent manner
Protection and Empowerment of Victims of Human Trafficking and Domestic Violence	Ministry of Labour and Social Protection, Local Public Authorities Ministry of Health, Ministry of Interior, State Chancellery, National Coordination Unit for the National Referral System, National Council of NGOs, Local Public Authorities at district and community levels in 5 target districts: Anenii Noi, Soldanesti, Rezina, Vulcanesti and Grigoriopol	2008–2011	Human Security Trust Fund	3.3 Empowered communi- ties and CSOs participate in local development planning, implementation and monitoring
Better Opportunities for Youth and Women	Ministry of Labour and Social Protection, Local Public Authorities Social Reintegration Centres, National Employment Agency, IOM, private sector	2004–2011	USAID, Romanian Government, SOROS Foundation	3.2 New businesses and jobs are created in targeted, poor rural and urban areas / Increased employment opportunities in selected poor rural and urban areas)
Civil Society Development	National NGOs Council, Ministry of Justice etc. Contact Centre, Community Foundations in Cahul, Ungheni and Soroca	2006–2011	UNDP, Romanian Government, SOROS	3.3 Empowered communi- ties and CSOs participate in local development planning, implementation and monitoring

◀(cont'd)

Media Development Component	Tele-Radio Moldova Public Broadcasting Company Council of Europe, Media NGOs/ Association for Electronic Media, Centre for Independent Journalism, OSCE etc.	2010–2011	UNDP, Foundation of Open Society Institute	1.3 There is increased engagement of CSOs and media to participate in the national development process  1.3.2 Standards for media are developed and applied to better promote and report on child rights and guarantee adequate space for the expression of children's views
Support to Confidence Building Measures	CSOs, communities in the Transnistrian region, Bureau for Reintegration, EUD, EUSR office, British Embassy, health authorities from Tiraspol (TN region), LPAs etc.	2009–2011	EUD	3.3 Empowered communities and CSOs participate in local development planning, implementation and monitoring
Moldova Disaster and Climate Risk Reduction Project /Support to 2010 Floods	Civil Protection and Emergency Situations Service of the Ministry of Interior Ministry of Environment, Hydro-Meteorological Service, National Agency Waters of Moldova	2010–2012	BCPR, Denmark Government, SOROS	1.5 There is improved readiness to prevent and mitigate natural and man-made disasters and crises
Drought Response	Ministry of Agriculture and Food Industry LPAs	2007–2009 Operationally closed 2010	BCPR	1.5 There is improved readiness to prevent and mitigate natural and man-made disasters and crises





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