



TERMS OF REFERENCE

International Consultant -Environment Protection Outcome Evaluation

Job title:	International Consultant for Environment Protection Outcome Evaluation
Duty station:	Chisinau, Republic of Moldova
Reference to the project:	n/a
Contract type:	Individual Contract (IC)
Duration of Employment:	November-December 2012
Expected workload	23 days (6 in country, 17 home based)
Starting date:	November 2012

A. BRIEF NATIONAL and PROGRAMME CONTEXT

Moldova declared its independence in 1991 with the European integration becoming a strategic priority 8 years after. Since its independence the country engaged into a multitude of reforms across all sectors, in parallel developing the environmental policy and legal and institutional framework. The most important reform thought to contribute to the major transformation is the Central Public Administration Reform launched in 2005 and in the environmental sector it intended to improve transparency and finance management and to promote more structured staff training. The first policy document adopted in 2001 by the country in the environmental area is the National Environmental Policy Concept but due to the lack of a strategy and actions plan as a follow up there is still no comprehensive strategic framework in the place. Moldova is also party to 18 multilateral environmental conventions and 13 bilateral agreements which contributed to a certain degree to formulation of the environmental policy and legal framework. The main driver of current reforms is the approximation effort towards the EU environment acquis communautaire. In parallel implementation and enforcement capacities need to be built up.

The Ministry of Environment, established in 1998, is the leading central public authority responsible for formulation of policies for environmental protection and sustainable use of natural resources. The subordinated agencies are in charge of environmental monitoring, ensuring compliance and enforcement of the environmental legislation, permitting, providing environmental services and others. Driven by the public administration reform, the Ministry of Environment has developed its Institutional Development Plans which identify the need to strengthen the financial, human and institutional capacities in this area. Despite the existing Plan there is still a weak linkage between strategic planning and finance planning in the environmental sector and the Ministry has limited capacity to formulate financially sound environmental programmes. The environmental sector's budget remains extremely limited and had dropped to 0.1% of the total national budget in 2011.

Moldova's energy sector is characterised by a high dependence on external energy sources. It imports almost 96% of the needed energy resources and the energy prices highly depend on the external factors. The scarcity of natural resources is increasing due to overexploitation and poor management. The inherited agricultural systems promoting unsustainable farming has led to severe soil degradation and erosion impacting the biodiversity and the landscapes. It is estimated that annually soil losses result in a cost which equal to almost US\$250 mln¹. It is also a large source of water pollution which along with the

¹ See OECD (2010), *Capacity Development for Environmental Management in Moldova: drivers, links to planning and methods of assessment*

sanitation and wastes management is of greatest concern. Climate change is more and more recognized as key challenge, given the increasing frequency and intensity of natural hazards and the high vulnerability of Moldova's population, economy and environment. The cross-cutting nature of the environmental protection is often disregarded by the other sectors thus overlooking the potential the environment might have for the social and economic development.

Against this background the **UNDP Environment and Energy Portfolio** response is aimed at contributing to the upgraded natural resource management in order to meet the EU environmental standards, improved national environmental policies and efficiently functioning public sector. Results achieved with UNDP assistance will contribute to the achievement of CP outcome 1.4 which refer to *improved environmental and natural resources management in compliance with international and EU standards*. These interventions are implemented with donor co-funding such as the EU, GEF, Swedish Chemicals Agency and Austrian Government and the implementing partners of this portfolio are: Ministry of Environment, Ministry of Economy, Ministry of Finance, Ministry of Health, Agency Moldsilva, Civil Protection and Emergency Situation Service, NGOs and CBOs, and LPAs.

B. PURPOSE OF THE EVALUATION

This evaluation exercise is commissioned according to the Evaluation Plan of the UNDP Country Programme Action Plan (2007-2012) in the Republic of Moldova. The evaluation covers the Environment Protection Outcome for the UNDP. The evaluation will put a major focus on assessing the impact and overall contribution of this portfolio towards progress in achieving the CPD Outcome 1.4 **"Management of environment and natural resources is improved in compliance with international and EU standards"** as well as draw recommendations for eventual adjustments and, to the extent possible, lessons learnt for programming and implementation in the framework of the new Country Programme 2013-2017.

The following CPD Outputs falling under this Outcome, as stated in the Country Program Action Plan (CPAP) 2007-2011, are to be part of this evaluation:

UNDAF	CPD	CPD Outputs	Projects
Outcome 1 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	Outcome 1.4. Management of environmental and natural resources is improved in compliance with international/EU standards Indicator: Environmental and natural resources policies use environmental impact assessments (EIAs) and public consultations Baseline: EIAs are not developed for policies and important projects	Environmental monitoring and information systems/tools are updated and used effectively <i>Indicator:</i> Quality and timeliness of routine reports and availability of databases <i>Baseline:</i> To be determined in 2006 <i>Target:</i> Quality reports are prepared in time. Databases are available for users	Support to Environmental Protection and Sustainable Use of Natural Resources Improving coverage and management effectiveness of the Protected Area System in Moldova
		EIA mechanism is in place and managed by public institutions with inputs from CSOs <i>Indicator:</i> No of EIA/SEA conducted <i>Baseline:</i> SEA conducted in 2005. No EIA mechanism <i>Target:</i> EIA mechanism institutionalised and functional	Preparation of the Hydrochlorofluorocarbon (HCFC) Phase out Management Plan
		Civil society is better able to participate in environmental policy formulation and monitoring <i>Indicator:</i> CSOs partner with government in policy formulation and/or monitoring <i>Baseline:</i> To be determined in 2006 <i>Target:</i> Specialised CSOs prepare policy recommendations and monitoring reports	Implementation of the HCFC Phase-out Management Plan, stage 1 Terminal Phase out Management Plan Development of the national metered-dose inhaler (MDI) Transition Strategy

	Target: EIAs are used during development policy discussions. Civil society generally participates in environmental protection consultations and initiatives		Mainstreaming of Sound Management of Chemicals into national development planning process Strengthening capacities to undertake environmental fiscal reform to meet national and global environmental priorities
		Food safety and water quality standards revised in line with international/EU standards Indicator: revised water quality standards in place Baseline: Current water quality standards are outdated Target: Adopted water quality standards corresponds with international ones	National Biodiversity Planning Project to support implementation of the CBD 2011-2020 Strategic Plan In Moldova Moldova Energy and Biomass Project

Portfolio Overview

The evaluation will assess the impact and contribution of the following projects towards progress in achieving the Country Programme Outcome on Environment Protection:

- **Support to environmental protection and sustainable use of natural resources (SEP Project)** is a project focusing on: (1) strengthening the Ministry of Environment institutional capacity to develop and implement policies and measures of main concern, including those related to the implementation of Moldova's international environmental commitments; and, (2) support, through an environmental Small Grants Scheme (SGS), the initiatives and projects of local communities, formulated by non-governmental organizations (NGOs), aimed at preserving the environment and achieving sustainable livelihoods.

Through its actions the project shall contribute to the improved environmental governance of the Central Public Authority and to empower communities to take actions towards environmental protection and poverty reduction.

- **Improving coverage and management effectiveness of the Protected Area System in Moldova Project (PAS Project)** aims to improve the representativity and coverage of the Protected Area System in Moldova and to build the capacity of relevant institutions to more effectively establish and manage a system of protected areas (PAs).

At the national level the project will work with the public institutions and agencies to create an enabling environment for protected areas consolidation, expansion and management and at the local level it will collaborate with local communities to establish the National Park in the district of Orhei.

- Through the preparation of the **Hydrochlorofluorocarbon (HCFC) Phase-out Management Plan (HPMP Project)** UNDP is supporting the country to comply with the provision of the Montreal Protocol on Substances that deplete the Ozone Layer which envisage completely phase-out of Hydro chlorofluorocarbons (HCFCs) in Moldova by 2013. As a result of the baseline data collection and analysis and in close consultation with the relevant stakeholders the HPMP formulates the overall framework, strategy and actions to be taken towards the HCFCs phase-out goal.

- The preparation of the **HCFC Phase out Management Plan** is followed by the **implementation phase (HPMP, stage 1)** and the first stage of actions of the Plan will focus on improving the policy and legal framework to support HCFC phase-out, enhancing control over trade of HCFC and HCFC-based substances as well as on developing technical capacity of the enterprises and service companies in the refrigeration area.
- The **Terminal Phase out Management Plan Project (THMP)** is a final step for complete phase-out of the highest ODP value chlorofluorocarbons or CFCs in Moldova an action to have been finalised by 1st January 2010 as part of the commitments undertaken by the Government of Moldova under the Montreal Protocol. The project more particularly evaluated and conducted an inventory of the existing equipment using CFCs (industrial and commercial refrigeration sub-sectors) and provided financial incentives to enterprises (end-users) for replacement or retrofit of the existing refrigeration equipment.
- As a follow up to one of the recommendation of the Meeting of the Parties under the Montreal Protocol the **National metered-dose inhaler Transition Strategy (MDI Strategy)** was developed with the ultimate objective to replace the CFC based metered-dose inhalers with alternatives. The preparation of the Strategy involved broad consultation on the MDI market consumption, supply sources and trends and as well identification of the alternative products proposed for replacement.
- The project **Mainstreaming of Sound Management of Chemicals (SMC) into national development planning process** addresses the gaps in the chemicals management regime and identify specific areas that are likely to produce environmental, health and economic benefits if chemicals are management soundly. The project undertook a baseline analysis to identify the issues, capacities and needs in the chemicals management regime which coupled with economic analysis should facilitate mainstreaming of these into the national and sectorial development plans. In addition, revision of the draft Chemicals Law and development of REACH regulation should clarified the responsibilities of enterprises and different institutions as well as improve trade and business opportunities. Since the Law is horizontal as regards the environment, health and safety and inter-agency cooperation mechanism is needed and the project is also looking into the best option for that.
- **Strengthening capacities to undertake environmental fiscal reform to meet national and global environmental priorities** is a project which sets out to build capacities for implementing environmental fiscal reforms (EFR) that will produce increased national and global environmental benefits through the adoption of selected subsidies, fees, fines, taxes and other appropriate fiscal instruments. The reforms will focus on creating conditions, financial incentives and disincentives, and decreased opportunity costs to undertake actions that deliver global environmental outcomes. One of the expected outputs of the project is reforming of the environmentally harmful subsidies and introduction of green subsidies, as well as of environmental charges particularly within the agricultural and energy sectors. Further to the capacity development response for EFR the project will seek to build consensus among concerned stakeholders and in support to the government decentralization agenda, the project will pilot selected EFR instruments at the sub-national level.
- **National Biodiversity Planning Project to support implementation of the CBD 2011-2020 Strategic Plan In Moldova Project** addresses the country's need to continue to fulfill its obligations under the Convention for Biological Diversity with particular focus on developing national strategies for the conservation and sustainable use of biological diversity, as well as on integration of biodiversity conservation concerns into relevant sectorial and cross-sectoral plan, programmes and policies. The project builds on the current status and achievements of Moldova with respect to biodiversity planning and reporting and it will ensure that the value of ecosystems' goods and services, as well as the challenges and opportunities for ecosystem based adaptation and resilience are taken into consideration in the strategizing process.
- As a result of the **Moldova Energy and Biomass**, Moldova will have in place a more secure and sustainable energy supply system in rural areas of Moldova, with a high potential for replication and upscaling. The project lays the basis for the establishment of functional markets for biomass technologies which will ensure sustainability of the project intervention beyond its lifetime. New jobs and income are created and secured through the establishment of value added chains at the

local and regional level through the supply of biomass fuel. Through the replacement of traditional energy sources with readily available biomass fuels the project will significantly contribute to a reduction in Green House Gas emissions and environmental pollution, as such also contributing to achieving Moldova's commitments under the UNFCCC. A country wide awareness raising campaign combined with a school education programme will significantly change the population's knowledge and attitude towards renewable energy sources, laying the basis for increased uptake of sustainable energy technologies in the future.

C. OBJECTIVES AND SCOPE OF THE EVALUATION

This is a summary progress evaluation, aiming to assess the extent to which programme and project activities implemented with partners during 2007-2012 have contributed to the progress under **CPD Outcome 1.4 for UNDP**, as well as to achievement of set targets, whether existing UNDP's partnership arrangements with local partners proved to be successful and relevant and overall whether UNDP-supported activities have contributed to improved management of environmental and natural resources in compliance with international/EU standards. The evaluation shall identify changes that happened within the last 6 years as they relate to the development outcomes, the degree and levels of these changes, i.e. enabling environment, organizational and/or individual levels. It shall also assess whether UNDP's strategic positioning in this area can be improved.

Since this is an evaluation carried out at the end of the development interventions planned for the current CPAPs, the evaluator shall give greater importance to assessing efficiency and to a possible extent the effectiveness of UNDP's Environment and Energy Portfolio CPD Outcome 1.4, whether the size of resources, both financial and human, and partnership strategies continue to be cost-effective and may be applied in continuation and/or revised/changed in the Country Programme Action Plan 2007-2011.

The evaluator shall take into account and rank the following items:

- Status of and degree of change in the outcomes, and factors influencing the outcomes
- Level of incurred changes: Enabling environment, Organizational and/or Individual levels
- UNDP strategic positioning on achieving the outcomes
- Relevance of the outcomes and outputs
- Partnership strategy
- Sustainability: whether there is ownership and capacity to maintain and manage development in the outcomes

The main partners to be involved in the evaluation are: Ministry of Environment, Ministry of Economy, Ministry of Finance, Forest Agency Moldsilva, Project Management Teams, NGOs and CBOs, and LPAs.

Worksheet on Outcome Evaluation: Categories of Analysis/Scope

Category	Notes
Progress to outcome realization	Review indicators and benchmarks to determine extent/degree of contribution in the outcome realization by assessing progresses made to-date vis-à-vis baseline. Focus on the how and why outputs and strategies contributed to achieving outcome. Focus on questions of relevance, effectiveness, sustainability and impact.
Factors affecting outcome	These are social, political and economic factors. As such, the evaluation scope shall be as broad as possible so as to take all factors into account
UNDP's contribution to outcome	Conduct quantitative and qualitative assessments of contributions from UNDP's interventions vis-à-vis outcome indicator baseline. Assessment should focus on determine the continued validity of the strategies applied to-date by UNDP and so as to decide whether they should be revised and/or changed for the next programming cycle
Partnership strategy	Determine whether the best possible synergies have been established among partners and the steering role played by UNDP within this context. Assess whether other stakeholders and/or sponsors should be included and/or excluded from the programme in continuation as well as referring to the next phase of CPAP.

Specifically, the outcome evaluation should address, but not be limited to, the following **questions and issues**:

1. Outcome analysis
 - Are the outcomes and associated projects relevant, appropriate and strategic to national goals and the UNDP mandate?
 - Were the actions to achieve the outputs and outcomes effective and efficient?
 - Were there multi-level interventions conducted (environment, organization, individual)? How many?
 - Are the outputs and outcomes leading to benefits beyond the life of the existing projects?
 - Which findings may have relevance for eventual adjustments and/or future programming?
 - Are the stated outcome, indicator and target appropriate for the development situation in Moldova and UNDP's programme of assistance in this field?
 - What is the current status and prospects for achieving the outcome with the indicated inputs and within the indicated timeframe?
 - What are the main factors (positive and negative) within and beyond UNDP's interventions that affected or are affecting the achievement of the outcome? How have these factors limited or facilitated progress towards the outcome?
 - Were UNDP's proposed contributions to the achievement of the outcome appropriate, sufficient, effective and sustainable?
2. Output analysis
 - What are the key outputs that have been produced by UNDP to contribute to the outcome?
 - Are the UNDP outputs relevant to the outcome?
 - Are the monitoring and evaluation indicators appropriate to link these outputs to the outcome, or is there a need to improve these indicators?
 - Is sufficient progress been made with regard to UNDP outputs?
3. Resources, partnerships, and management analysis
 - Was UNDP's resource mobilization strategy in this field appropriate and effective in achieving this outcome?
 - Was UNDP's partnership strategy in this field appropriate and effective in achieving this outcome?
 - Are UNDP's management structures and working methods appropriate and effective in achieving this outcome?
 - Overall, assess the scope, relevance, efficiency and sustainability of UNDP's resources mobilization, partnership and management arrangements in achieving this outcome.
4. Recommendations
 - Based on the above analysis, recommendations should be provide as to how UNDP should adjust its programming, partnership arrangements, resource mobilization strategies, working methods and/or management structures for an efficient and effective implementation of the current CPAP and to the extent possible for the next country programming cycle.

D. METHODOLOGY

Overall guidance on outcome evaluation methodologies is provided in the UNDP Handbook on Monitoring and Evaluation for Results and the UNDP Guidelines for Outcome Evaluators. Based on these guiding documents, and in consultation with UNDP in Moldova, the evaluators should develop a suitable methodology for this outcome evaluation.

During the outcome evaluation, the evaluators are expected to apply the following approaches for data collection and analysis:

- Desk review of relevant documents (project documents with amendments made, review reports - midterm/final, donor-specific, etc);
- Discussions with the Senior Management and programme staff of UNDP Country Offices;
- Briefing and debriefing sessions with UNDP, and the Government, as well as with other donors and partners
- Interviews with partners and stakeholders (including gathering the information on what the partners have achieved with regard to the outcome and what strategies they have used); other donors, including European Commission, SIDA, SDC, ADA, WB, etc.
- Field visits to selected project sites and discussions with project teams, project beneficiaries;
- Consultation meetings.

Contributions made towards Outcomes to be evaluated:

- UNDP CP Outcome 1.4: ***“Management of environment and natural resources is improved in compliance with international and EU standards”***.

E. DELIVERABLES

The key product expected is a comprehensive evaluation report that includes, but is not limited to the following components: (see the UNDP Guidelines for outcome evaluators for detailed information):

- Executive summary
- Introduction
- Description of the interventions
- Evaluation scope and objectives
- Evaluation approach and method
- Development context
- Data analysis and key findings and conclusions
- Recommendations and lessons learned for the future (including viable project ideas and other recommendations)
- Annexes: ToRs, field visits, people interviewed, documents reviewed, etc.²

The evaluator should provide a proposed report structure to UNDP prior to the start of fieldwork. The report should be prepared in English. The UNDP Evaluation Focal Team will ensure that report is translated into Romanian. It should take into account the opinions/voices of people from Moldova, government representatives, donors and NGOs. The evaluators will prepare a presentation of the preliminary findings to be discussed at a roundtable in Chisinau with UNDP and its partners. Consultation process, entirely or in parts, might be undertaken separately by UNDP.

An outline for the future UNDP interventions in the respective area (if still deemed relevant) based on the recommendations of the mission is to be produced. The format of the outline will be agreed between UNDP, and the evaluator prior to the start of the evaluation.

The evaluator is required to discuss the full draft of the evaluation report prior to departure from Moldova. Both products shall be submitted in electronic form.

Dissemination mechanisms

The results shall be presented at a round-table to all key stakeholders (representatives of Government, relevant Parliamentary Committees, projects and specialized NGOs) and shared through specialized local and regional networks. The final evaluation report will be placed on the UNDP web-site and distributed through regular Government channels to interested parties.

² See the *UNDP Guidelines for Outcome Evaluators* for a detailed guidance on the preparation of an outcome evaluation report.

F. REQUIREMENTS FOR EXPERIENCE AND QUALIFICATION

1. Academic Qualification

- Advanced university degree in environment-related sciences, environmental economics, public administration, economics, international development or other related field
- Trainings in project management and monitoring and evaluation is an advantage

2. Years of experience

- At least six years of work experience in the field of environment-related sciences, including participatory planning, monitoring and evaluation
- Experience in conducting complex evaluations, especially in the environmental field
- Working experience in the Eastern Europe region

3. Competencies

- Good understanding of the environmental issues
- Sound knowledge about results-based management (especially results-oriented monitoring and evaluation)
- Proven knowledge of monitoring and evaluation policies and procedures of international financing agencies
- Excellent analytical skills and report writing abilities
- Availability to work with UNDP during the indicated period;
- Good communication skills
- Excellent proficiency in English (the knowledge of Russian and Romanian is an advantage);

Timeframe

The detailed schedule of the evaluation and the length of the assignment will be discussed with the evaluator prior to the assignment. The estimated duration of evaluators' assignment is up to 23 working days. The final evaluation report should be delivered by December 1, 2012.

G. IMPLEMENTATION ARRANGEMENTS

To facilitate the outcome evaluation process, UNDP Moldova will set up an Evaluation Focal Team (EFT). The EFT with support from the Environment and Energy Portfolio Manager will assist in connecting the evaluation team with the senior management, and key stakeholders. In addition, the EFT will assist in developing a detailed evaluation plan; conduct field visits; and organize meetings. During the evaluation, the EFT will help identify key partners for interviews by the evaluation team. However, the evaluation will be fully independent and the evaluation team will retain enough flexibility to determine the best approach in collecting and analyzing data for the outcome evaluation.

Indicative Mission Schedule

Activity	Timeframe*	Place	Responsible Party
Evaluation design, methodology and detailed work plan	1-2 May 2013 (2 days)	On-line	UNDP CO, International consultant
Desk review	3-14 May 2013 (4 days)	On-line	International consultant
Interviews, consultations 1 st Draft Outline and Presentation to the UN/UNDP	20-25 May 2013 (Mission to Moldova) 25-31 May 2013 (work from home) In total -12 days	In Moldova	International consultant and EFT
Preparation and submission of 1 st draft of the evaluation report	3-7 June 2013 (3 days)	On-line	International consultant
Feedback on draft report from partners, UNDP	10-14 June 2013 (5 days)	On-line	EFT

Finalization of evaluation report. Presentation to stakeholders	17-21 June 2013 (2 days)	On-line	International consultant
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A. DOCUMENTS FOR STUDY BY THE EVALUATOR

1. UNDP Handbook on Monitoring and Evaluation for results
2. UNDP Guidelines for Outcome Evaluators
3. Ethical Code of Conduct for Evaluation in UNDP
4. UNDP Result-Based Management: Technical Note
5. Government's Activity Program 2011-2014 (2011)
6. Rethink Moldova: Priorities for medium term development (March 2010)
7. National Strategy for Development Moldova 2020 (currently in the Parliament)
8. The Second Millenium Development Goals Report in Moldova, 2010
9. Project Documents and progress reports, project evaluation reports
10. UNDP Assessment of Development Results, 2012