**Evaluation Report**

External Evaluation of the Project “Enhancing women’s political representation through improved capacity and enhanced support in Moldova”

UN Women Moldova

Draft

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# List of Acronyms and Abbreviations

aka also known as

API Association for Independent Press

ATU (also UTA) Autonomous Territorial Unit

CCET Centre for Continuous Electoral Training

CEC Central Electoral Commission

CEDAW Convention to Eliminate All Forms of Discrimination Against Women

CPD Centre “Partnership for Development”

CSOs Civil Society Organizations

EEF East Europe Foundation

ERG Evaluation Reference Group

GE Gender Equality

JILDP Joint Integrated Local Development Programme

M&E Monitoring and Evaluation

MDP Moldova Democracy Programme

MPTF Multi -Donor Trust Fund Agreement

SDGs Sustainable Development Goals

SIDA Swedish International Development Agency

TOR Terms of Reference

TSM Temporary Special Measures

UN United Nations

UN Women United Nations Entity for Gender Equality and Empowerment of Women

UNDP United Nations Development Programme

UNEG United Nations Evaluation Group

UPR Universal Period Review

WE Women Empowerment

WiP Women in Politics

# Executive Summary

**Background**

Over the past several years the United Nations (UN) has provided support to national and local stakeholders in Moldova in strengthening democratic governance and advancing women’s rights through initiatives aimed at reforming the electoral system and decentralization of government. As a natural extension of this work, the Women in Politics (WiP) Programme was designed to provide an enabling environment for increased representation and participation of women in politics. This programme was launched in 2014, through funding at USD 2,940,118 by Swedish International Development Agency (SIDA).The WiP Programme is implemented jointly by two UN Agencies: UN Women and UNDP and two Moldova based NGOs, Centre for Partnership Development (CPD) and East Europe Foundation (EEF).

This external evaluation of WiP Programme, which encompasses project activities from the start of the project in June 2014 until October 2016, aims to assess programmatic progress (and challenges) at the outcome level, with measurement of the achievement (and non-achievement) of programme outputs, including identification of factors that affected the implementation, lessons learnt and good practices. The evaluation exercise also provides recommendations on supporting women in decision making through other interventions with the view that these recommendations guide future programming by UN Women, UNDP and their donors. The primary users of the evaluation are project stakeholders, SIDA as the main project donor, partner organizations, as well as UN Women and UNDP offices and headquarters. A draft version of the report was submitted in November 2016, and will be revised following feedback from Evaluation Reference Group (ERG), UN Women and UNDP.

**Methodology**

The evaluation was conducted from September to November 2016 in accordance with UN Women Evaluation Policy and United Nations Evaluation Group (UNEG) norms and standards. During the evaluation process, the Evaluation Team applied a consultative and participatory approach through its efforts to actively engage and seek high quality participation and input from key project beneficiaries and stakeholders.

Per Terms of Reference, the evaluation covered four criteria of: relevance; effectiveness; efficiency; sustainability; and the cross cutting theme of gender equality and human rights. In order to ensure accuracy and quality of evaluation findings and conclusions and enable triangulation of data, the Evaluation Team employed a mixed-methods approach to answer the evaluation questions. Data were sought and collected from a variety of sources to ensure their accuracy, validity and reliability.

Data collection methods included: a) a comprehensive documentation review; b) semi-structured in-depth interviews and small group interviews with primary stakeholders; and c) an online survey. More than 50 individuals were consulted for the evaluation including: WiP Programme Team, UN Women and UNDP staff; project partners, including representatives from government, and civil society organizations (CSO). More than 30 documents (including project reports and background documents) were reviewed and analyzed by the Evaluation Team. The Evaluation Team conducted fieldwork in Chisinau and three localities, Rîşcani, Sîngerei, and Şoldăneşti. Preliminary observations were presented to WiP Programme staff in order to provide an opportunity for initial response to and validation of findings.

**Key Findings**

1. **Relevance:** WiP Programme has been highly relevant within the national context of supporting political empowerment of women. The project was fully in line with UN Women’s and UNDP’s global strategic priorities and had relevance for CSOs and beneficiaries that were involved in the Programme. WiP Programme is assessed as fully aligned with national priorities due to the effectiveness of project management and staff in tailoring approaches and interventions to the national and local context. The project supported the drafting and adoption of relevant Law 71 otherwise known as Quota Law. Country-specific recommendations and conclusions of human rights treaty bodies were taken into account during the design and implementation of the project. In implementing the project, UN Women and UNDP had a clear strategic advantage due to their past and current experience in implementing democracy and governance programs, their accumulated global expertise, the quality and professionalism of their staff.
2. **Effectiveness**: Varying degrees of progress were made towards achieving results at the outcome level. With regard to **Outcome 1**, i.e., *Legal frameworks and policies to advance women’s right to participate in decision making at national and local levels are reformed/adopted and/or implemented*, the WiP Programme has achieved notable success. Legislative Package No 180 (which later became Law No 71) which mandates *minimum 40 per cent women in cabinet and party lists, gives men 14 days paid paternity leave, and prohibits sexist ads and language in media* was passed with a significant majority on April 14, 2016. WiP Programme contributed meaningfully to this process. A comprehensive strategy put in place by WiP Programme involving multiple partners (media representatives, political parties, civil society organizations) and activities including TV spots, forums, position papers, gender sensitization sessions, combined to push for this legislative change in favor of women’s political participation. Given that Law No. 71 entered into force towards the end of May, the second part of the outcome, i.e., the implementation of TSMs remains an issue for future interventions. However, some steps have been taken. These include gender monitoring of local elections, sex disaggregation of election data and gender mainstreaming of trainings for electoral officials. With regard to **Outcome 2**, i.e., *Gender equality advocates influence legal frameworks and policies to increase women’s leadership and political participation,* as a result of the support provided by WiP Programme, various actors have increased their capacity to create the necessary space to bring more women in politics especially at the local level. Thus, a critical mass of media institutions that is gender sensitized has now been created and engages in gender self-assessment, women at the local level were able to identify needs and priorities and take action on resolving issues important to the communities they live in; for the first time Roma women have been elected as local councilors, and in general numbers of women holding local councilor position have increased; trainings with newly elected members of parliament and forums between women and men members of parliament and their constituencies have resulted in needs voiced by local communities to be reflected in the parliamentary agenda.

Several factors both supported and hindered WiP Programme results. Factors supporting the achievement of results included: a) a clear understanding and agreement among stakeholders about the type of change sought and strategies to achieve results; b) flexibility in partnerships and programming as well as interest and commitment from partners to bring about change; c) customized support for various actors; d) building on past experiences and synergies among programs with particular attention to results. Other factors constrained achievement of WiP Programme results including : a) operating in a patriarchal context that has not been amenable to representation of women in politics; b) varying understandings of gender and gender equality among stakeholders; c) significant time and efforts expended to help pass Law 71; therefore, practical implementation requires a second project; b) insufficient funding to implement more activities at the ground level; c) timing of the grant – insufficient window of opportunity to engage with women candidates prior to elections.

1. **Efficiency**: The project has used its resources strategically and has provided good value for money. Impressive results have been achieved with a limited amount of funds due to the effectiveness of project staff in establishing successful collaboration and interaction between UN Women and UNDP where capacities and resources have been effectively leveraged through synergies and joint programming.
2. **Sustainability:** Significant progress had been made to ensure institutionalization of WiP Programme results through practices that support women’s political empowerment. While some of the project beneficiaries will require minimal assistance to sustain their gender based work, continuous technical and financial support from UNDP and UN Women is still needed especially at the local level. The Evaluation identified several factors that are likely to pose challenges to sustainability including a) the fact that Moldova is still a very patriarchal society; b) barriers to involve in politics are sometimes erected by women themselves; c) actors that may be enlisted to do awareness raising need their capacities in gender assessment and gender action strengthened.
3. **Gender Equality and Human Rights Considerations.** Both gender and human rights considerations have been integrated in programme design and implementation for the most part. Activities seem to have been designed in response to recommendations of international bodies concerned with the implementation of human rights and gender equality, such as CEDAW Committee. Broad consultations with various stakeholders including those representing ethnic minorities were organized. Support for gender disaggregated data, awareness raising campaigns focusing on combating gender stereotypes, gender assessment for media and intensive support to help women aspiring to enter political life and support for women’s project at the community level have been some of the ways in which the WiP Programme has exemplified its attention to gender equality and human rights.

**Lessons Learnt and Good Practices**

* Increasing participation of women in politics and decision-making takes time and interventions need to take this into account.
* Drafting and adoption of legal frameworks requires comprehensive strategies, need to be highly participatory and support inclusion and ownership.
* The two-pronged approach taken by the programme to capacitate local community members (through training, support to conduct gender analyses and mentoring) while also empowering and supporting aspiring women to articulate their needs and priorities and participate in decision-making processes has produced satisfactory results.
* The decision of project staff to reach out to and establish partnership with various sub-contractors/subgrantees contributed to results that otherwise might have not been achieved with the same rate of success.
* Targeted advocacy strategy with media through gender assessment made awareness raising activities relevant and appealing to reporters.
* The tailored approach to the governmental institutions helped focus the support provided in alignment with institutional needs.
* The partnership approach taken through the project ensured ownership and sustainability of assistance.

**Key Recommendations**

* Programming to increase participation of women in politics should continue. Efforts should focus not only on the implementation of this law but also on legal measures that ensure women’s safety while running for and holding elected positions.

***Scope of Action***

* More resources and action in the future should be focused at the local level, working both with the local government entities and communities where gender is poorly known. Efforts should be made to systematically reach out to and include communities in Transnistria.
* Consider expanding the scope to refer to women in leadership in general.
* Support Roma women civic entities which are emerging in building capacity through networking and mentoring.

***Shifting Social Norms***

* Expand the vision of participation of “women in democracy processes” by focusing not be only on those to be elected, but also on those with the power to elect.
* Consider the power of person to person campaign and use current technologies to shape such campaigns.
* Deepen working with men through research and action.
* Reach out to national media, which is largely masculinized and politically controlled as well as the management of such media.
* Strengthen evidence-based research including research on women’s representation at all levels and use of sex disaggregated data.

***Change in Capacity***

* Consider engaging people who have been invested on to capacitate others.
* Support institutionalization of academic offerings in gender equality at the university level and have all journalists go through a course in gender equality at their faculty.
* Customize training programs by taking into account findings from media gender assessment and making them relevant to the nature of the work of the media being targeted.
* Support mandatory certification for electoral officials in which gender equality is its own module.
* Look into the practice of engaging universities in capacity building activities.

***Strengthening base of support***

* Continue with gender-specific research and training within parliaments.
* Work with Women’s Caucus and the Committee on Social Protection to strengthen their capacities and make them co-leads in capacity building activities.
* Engage women within parties to build and lead capacity strengthening activities.
* Consider career and age dynamics of women aspiring to enter politics in recruitment initiatives.
* Support CSOs organized within the Gender Equality Platform to engage in fundraising campaigns for women candidates, therefore countering some of the challenges women aspiring to enter politics face in the electoral campaigns.

# 1. Background and Context



1. Women and girls constitute more than half of Moldova’s population of 3,553,056 (2016 data).[[1]](#footnote-1) Yet they are under-represented in the bodies that make key decisions affecting their lives both at the national and local level. Persistence of patriarchal attitudes and deep-rooted stereotypes regarding the roles and responsibilities of women and men in the family and in society are root causes of women’s disadvantaged position in political and public life (see CEDAW Committee Report 2013).[[2]](#footnote-2) Equally important these stereotypes are internalized by women and girls and have a bearing on decisions they make to engage with politics and public decision-making. A UN Women needs assessment mission on women’s political participation in 2012 found that few women are interested in standing for elections, which is directly related to women’s low representation especially at the mayoral level.[[3]](#footnote-3) Disadvantaged groups of women, including Roma women and women with disabilities, are, in practice, almost completely excluded from political and public life (see CEDAW Committee Report 2013).[[4]](#footnote-4)
2. With the ratification of Millennium Development Goals (MDGs), Moldova committed to promote women in leadership positions by increasing their representation as follows: Local Councils, from 26.5% in 2007 to 40% in 2015; Rayon Councils, from 13.2% in 2007 to 25% in 2015; Mayors from 18% in 2007 to 25% in 2015; and MPs from 22% in 2005 to 30% in 2015[[5]](#footnote-5). The representation of women in Parliament increased steadily from 14% in 2001 to 27% in 2009. The first woman premier, Zinaida Greceanii, was in office in 2008 (albeit briefly). Following a political crisis in 2009, Moldovan women experienced a serious setback in political representation. The number of women in Parliament dropped sharply from 27% to 19% by 2010. Among elected mayors, the share of women is still very small, increasing only marginally from 18.15% in 2007 to 18.51% in 2011; at the rayon level representation of women increased from 16.48% in 2007 to 18.39% in 2011[[6]](#footnote-6). During the Universal Periodic Review (UPR), held for the first time in Moldova in 2011, the Working Group recommended that Moldova ensure “the representation of women in the state elective and administrative structures by establishing a minimum quota for women”. (Recommendation 76.6). This recommendation was echoed by the CEDAW Committee in 2013.[[7]](#footnote-7)
3. “Enhancing women’s political representation through improved capacity and enhanced support in Moldova” (aka WiP Programme) was designed to provide an enabling environment for increased representation and participation of women in politics[[8]](#footnote-8) thereby responding to the recommendations issued by the UPR and CEDAW Committee. Implemented jointly by two United Nations (UN) Agencies, United Nations Entity for Gender Equality and Empowerment of Women (UN Women) and United Nations Development Programme (UNDP), this Programme continues the long-term engagement of the UN to support national and local stakeholders in Moldova in strengthening democratic governance and advancing women’s rights through initiatives aimed at reforming the electoral system and decentralization of government.[[9]](#footnote-9) This support is grounded in the mandate of the UN and enshrined in its main strategic documents including Universal Declaration of Human Rights (UDHR), Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Sustainable Development Goals (SDGs).

# 2. Object and Context of the Evaluation

## Overview of Women in Politics Programme: Aim and Outcomes

1. The WiP Programme was launched in 2014 with the financial support of the Swedish International Development Agency (SIDA). Implemented jointly by UNDP and UN Women and two national civil society organizations (CSOs) based in Moldova, Centre for Partnership Development (CPD) and East Europe Foundation (EEF), WiP Programme aimed to support the increased participation of women in politics and in the decision-making process by creating an environment conducive to their meaningful participation, and to support capacity development of women before, during and after the elections at the central and local levels. The Programme also sought to promote increased public awareness of women’s contribution to political leadership and supports the realization of women’s rights and commitments undertaken by the Government of Moldova.
2. While this was the first time a project of this nature was being implemented in Moldova, WiP Programme built on the extensive experience of project partners. It thus capitalized on UNDP’s activity through the Democracy Programme and the Joint Integrated Local Development Programme (joint initiative between UNDP and UN Women), EEF’s program on *Engaging Citizens, Empowering Communities*,[[10]](#footnote-10) CPD’s project on empowering women from rural communities[[11]](#footnote-11) and *Women Economic Empowerment* *through Increasing Employability in the Republic of Moldova* Project implemented by UN Women.[[12]](#footnote-12)
3. The WiP Programme was designed to contribute to the following specific outcomes included in the Logical Framework: (1) Legal frameworks and policies to advance women’s right to participate in decision making at national and local levels are reformed/adopted and/or implemented; and (2) Gender equality advocates influence legal frameworks and policies to increase women’s leadership and political participation (also see brief description of the Project in Annex A where Terms of Reference are explained).
4. In order to achieve these outcomes, the following outputs were included under the Logical Framework of WiP Programme.

1.1: Capacity at national and sub-national levels to develop and implement legal frameworks and policies to advance women’s right to participate in decision making enhanced;

1.2: Capacities at all levels to promote women’s participation in electoral processes both as candidates and voters enhanced;

1.3: Capacities of the Election Management Bodies on gender responsive electoral management enhanced;

2.1: Capacities of the media on gender responsive coverage of political issues enhanced;

2.2: Capacity of gender equality advocates to promote women’s leadership and political participation strengthened;

2.3: Capacities of elected women parliamentarians and councilors to perform the elected official’s duties developed and strengthened.

1. As a rights-based initiative, WiP Programme gives emphasis to both duty-bearers and rights-holders. Capacity development is identified as a key strategy with nationwide and local project interventions targeting institutions such as the Parliament, Central Elections Commission (CEC), government entities, political parties, media institutions, Civil Society Organizations (CSOs) as well as women and men working in these institutions as well as local authorities.

## Scale and Scope of Women in Politics Programme

1. The WiP Programme formulated a multi-dimensional intervention, which aimed to cover the most important aspects related to increasing women’s participation and representation. It identified the following priority areas: (1) legislative reform especially in adopting Temporary Special Measures (TSM); (2) strengthening capacities of the media to integrate gender equality principles; (3) consolidating capacities of women running for office at local and national levels as well as the newly elected ones; (4) supporting the efforts of the civil society in promoting gender equality; (5) providing assistance to Central Election Commission (CEC) and Centre for Continuous Electoral Training (CCET); and (6) strengthening capacities of political parties, primarily women’s organizations. Action was of national and local character and covered Chisinau and Bǎlți [[13]](#footnote-13), one Autonomous Territorial Unit (ATU) Găgăuzia (Comrat and Ceadir-Lunga), and the following 28 districts[[14]](#footnote-14): Anenii Noi, Basarabeasca, Briceni, Cahul, Cantemir, Călărași, Căușeni, Cimișlia, Dondușeni, Drochia, Dubăsari, Edineț, Fălești, Florești, Glodeni, Hîncești, Ialoveni, Leova, Nisporeni, Orhei, Rezina, Rîşcani, Sîngerei, Soroca, Strășeni, Șoldănești, Ștefan Vodă, Telenești, and Ungheni.
2. WiP Programme started its implementation on 25 June 2014 and terminates on 31 December 2016. The overall budget indicated in project documents was SEK 19,500,000 ($2,940,118 calculated at the UN Operational Rate of Exchange effective June 2014); the entire amount had been disbursed at the time of the report. Per input from WiP Programme Technical Specialist, in addition, SEK 3,000,000 was allocated for exchange loss recovery disbursed in March 2016.
3. The WiP Programme is implemented jointly by two UN Agencies: UN Women and UNDP. UN Women has been the lead programmatic agency, while UNDP has been the administrative agency. The responsibilities and roles of each agency are stipulated in the Multi -Donor Trust Fund Agreement (MPTF) and the Programme Document (ProDoc). Implementation of the specific activities is carried out by two additional partners, East Europe Foundation (EEF) and the Centre “Partnership for Development” (CPD) on the basis of a Project Cooperation Agreement (PCA) between UN Women and each partner NGO, CPD and EEF. These two CSOs were selected at the recommendation of the donor, given work of similar nature the donor has been financing these two NGOs to do. UN Women engaged in a rigorous assessment for compliance with financial, procurement and programmatic rules and procedures of the UN. Each CSO reported on a quarterly basis on the financial and narrative status of the components they implemented. Other NGOs were contracted based on PCA and other modalities, such as grant modality, professional and institutional services contracts and Purchase Orders (see description in the sub-section Key Stakeholders).
4. A Project Steering Committee assured the coordination among activities carried out by different partners. It served as a policy and quality assurance body, providing strategic guidance to support the achievement of programme results and ensure stakeholders’ participation. The PSC consisted of six standing members, representatives of the project partners, the donor and the Central Electoral Commission (CEC), and another seven observing members, representing key stakeholders, such as the Parliament, Centre for Continuous Electoral Training (CCET), and UNDP Democracy Programme. The WiP Programme Team consisted of a Chief Technical Advisor, a Program Manager, a Communications Specialist, two Component Managers (one for each of the UN Agencies, UN Women and UNDP) (CPD and EEF managed their component internally with oversight from the WiP Programme Team). Two Project Associates and 2 Clerks/ Drivers supported the project.

## Key Stakeholders in Women in Politics Programme

1. ***Main partners. UN Women*** coordinated the advocacy campaigns, conducted pre-election training sessions for aspiring women candidates, worked in capacity building for women candidates running for local elections in 2015, as well as CSOs and led the media component. ***UNDP*** was primarily responsible for implementing activities related to Central Election Commission (CEC), Centre for Continuous Electoral Training (CCET), the Parliament, capacity development of newly elected women councilors and women mayors in 2015, and ensured pre-parliamentary elections training of women candidates on various issues including communication, public outreach, and media. ***EEF*** contributed to the advocacy campaign for the adoption of the Temporary Special Measures (TSM) as well as supported organizations participating in the Gender Equality Platform to mainstream gender in their work. ***CPD*** led the components related to capacity building for women leaders to improve their ability to run for office as well as conduct the gender balance performance monitoring of public authorities, political parties, and other actors.
2. ***Subcontractors/subgrantees.*** In order to ensure implementation of activities and achievement of results, WiP Programme involved different entities. CSOs were sub-contracted to support implementation of specific activities due to their expertise in the area. To illustrate, the Association for Independent Press (API) developed media monitoring tools, and carried out media capacity building activities; Political Women’s Club 50/50 organized five regional women’s clubs and carried out capacity building activities; IDIS Viitorul and Tarna Rom implemented capacity building activities including work with Roma communities; Congress of Local Authorities from Moldova organized capacity building activities with women mayors; and Profile Agency organized an awareness raising photo contest[[15]](#footnote-15). Grants were offered to 12 NGOs based on call for applications launched as part of activities implemented by UNDP and EEF. Four Professional Service contracts, seven Institutional Service contracts, three PCAs and 14 POs/PSC were offered to organizations and private companies contracted for logistical services, transportation.

# 3. Evaluation Overview

1. UN Women hired an external team of evaluators consisting of an International Consultant and a National Consultant (see Annex B for a summary of their qualifications) to determine the extent to which WiP Programme has achieved the outcomes in accordance with the stated goal of promoting women’ leadership and participation in decision-making at all levels (national, rayon and local). This is the first external evaluation of the WiP Programme[[16]](#footnote-16). An internal midterm review was carried out in 2015. At that time, it was concluded that the Programme had delivered on its results; other unplanned results were also evidenced. Importantly, the Programme had generated new partnerships and relationships that were contributing to qualitative change in the way gender equality and women’s participation are perceived by decision‐makers and prioritized within civil society.
2. This evaluation was embedded in the project design and is in compliance with UN Women’s Evaluation Policy requiring mandatory evaluation of programmes with budgets over USD 1,000,000. The evaluation’s primary audience includes: project stakeholders, donors, partner organizations, as well as UN Women and UNDP country offices in Moldova, the region and headquarters. Tool 14 GERAAS[[17]](#footnote-17) evaluation report quality assessment checklist guided the drafting and completion of this report.[[18]](#footnote-18) Following UN Women standard procedures, this evaluation was quality assured by UN Women Moldova Country Office and UN Women ECA Regional Evaluation Specialist, the Evaluation Management Group and Evaluation Reference Group (see Inception Report for a more detailed discussion).

## Purpose and Objectives of Evaluation

1. As described in the ToR (Annex A), the purpose of this evaluation was to assess programmatic progress (and challenges) at the outcome level, with measurement of the achievement (and non-achievement) of programme outputs, including identification of factors that affected the implementation; identify lessons learnt and good practices and provide recommendations that may guide future programming by UN Women, UNDP and their donors on how they collectively support women in decision making through other interventions.
2. The objectives of the external evaluation were to: (1) Assess *the relevance* of the Programme in regard to consistency, ownership and congruency, technical adequacy, and complementarity of WiP Programme with other initiatives; (2) Determine *the effectiveness* of the programme in achievement of results, highlighting reasons for achievement and non-achievement of results and factors contributing/hindering achievement of results; (3) Determine whether resources (financial, human, technical support, etc.) were allocated strategically to achieve project outcomes; (4) Assess *the sustainability* of the programme including participation of partners in planning and implementation of interventions, as well as assessing the measures taken to ensure that activities initiated by the programme will be completed and continued on cessation of donor support; (5) Provide good practices/recommendations that may be used in the future programming. The evaluation including its recommendations will be used as a resource by UN Women and UNDP as knowledge base on good practices and to inform future programming and direction.

## Evaluation Approach

1. This evaluation exercise drew on utilization-focused evaluation approach and was reflective of HR and GE principles. As a utilization-focused evaluation, the Evaluation Team established close collaboration with the primary users of the evaluation in order to ensure that the process reflected usage needs and priorities. **The active engagement and involvement of all relevant stakeholders was ensured through all phases of the evaluation**. Key evaluation stakeholders, represented in the PSC were consulted on the evaluation TOR, regularly updated by UN Women Monitoring and Evaluation Specialist on the evaluation progress and provided with an opportunity to review the Inception Report and this Draft Evaluation Report. Members of the PSC also received an early presentation of key findings and recommendations. The Evaluation Team applied a consultative and participatory approach through its efforts to actively engage and seek high quality participation and input from key project beneficiaries, relevant stakeholders and partners involved in, and affected by, implementation of the project. The data collection tools employed during the evaluation process (see Methodology section below) also facilitated the inclusion of views and perspectives of stakeholders throughout the evaluation process.
2. Throughout the evaluation process, a human rights-based and gender equality approach was applied.[[19]](#footnote-19) Evaluation and interview questions recognized and addressed gender equality and human rights issues and disaggregated data were sought and utilized throughout the evaluation process. Gender equality and human rights considerations guided the selection of interviewees and participants of surveys and were also integrated into the data collection methodology and evaluation tools (see section on Methodology for more detail). Efforts were made to seek input from stakeholders at both a national and local level and where possible, the views of Roma women were sought. The rights of persons participating in the interview process were ensured through respect for confidentiality throughout the interview process. In order to minimize demands on time, efforts were made to customize and limit the number of questions asked of stakeholders to ensure relevance and efficiency in the interview process. Throughout its work, the Evaluation Team was guided by respect for local customs, beliefs and practices and measures were taken to ensure that the evaluation process adhered to cultural and social values in Chisinau and other communities.
3. The evaluation team promoted a participatory approach whereby the primary stakeholders were actively involved in the data collection process. During fieldwork, stakeholders, partners and beneficiaries, were clearly briefed and informed on the rationale, objectives and scope of the evaluation, in order to bring all to focus on a constructive evaluation process; all interviews solicited stakeholders to volunteer information relevant to the evaluation that evaluators did not ask.
4. Finally and in line with the evaluation ToR, a results-based framework was used and a theory of change approach was deployed based on the conceptual Theory of Change Model below (see Diagram 1) to analyze the proposed intervention logic and assess how WiP Programme contributed to change in increasing women’s participation in politics and decision-making.

## Evaluation Scope

1. Evaluation covered the timeframe from 2014 to 2016 and took into analysis project activities that were implemented in the areas stated in paragraph 2.6. As explained in the Inception Report, it focused on “contribution” rather than “attribution” of the WiP Programme, i.e., the role it played in the overall context of promoting participation of women in politics. At the time of writing this report, WiP Programme team shared that an extension of the Programme for one more year and additional SEK 5 million are expected based on approval from the donor. Amendment to the current agreement with SIDA was finalized in October 2016. Therefore this evaluation exercise is concerned with evaluation of the project to October 2016 and does not constitute a final evaluation.

## Evaluation Criteria

1. Per Terms of Reference this evaluation was conducted in full compliance with UNEG Ethical Guidelines and Code of Conduct and was guided by various sources including the UN Women Evaluation Policy (2012), Evaluation Chapter of the POM, the GERAAS evaluation report quality checklist, the United Nations System-wide Action Plan Evaluation Performance Indicator (UN-SWAP EPI) and the Evaluation Handbook as well as UNDP Handbook on Monitoring and Evaluation for Results. In line with the Terms of Reference, the evaluation focused on four criteria including: relevance, effectiveness, efficiency, and sustainability. Cross-cutting themes of gender equality and human rights were addressed within the evaluation. Pursuant to the ToR, this evaluation exercise included good practices[[20]](#footnote-20) and stories of impact in promoting women’s leadership and participation in decision making (see Inception report for an elaboration on each criterion and the cross-cutting themes).

## Theory of Change

1. The ***“***Grassroots***”*** Theory of Change[[21]](#footnote-21) informed the conceptualization and completion of this evaluation exercise and the construction of Diagram 1 which presents graphically how the Evaluation Team approached the interpretation of outcomes of the WiP Programme. Essentially, the Evaluation Team maintains that change in women’s representation in politics and more largely in decision-making does not come about by elites; different interest groups (at all levels, state, government, civil society) and people (women and men) in general take mutual action to achieve social change. While WiP Programme strove for two outcomes, based on project interventions, we translated those as work toward changing social norms around women’s participation in public life, change in capacity among institutions and individuals conducive to increased participation of women in public life and strengthened base of support for this issue. Action in each of these areas improve legal framework and facilitate future increased participation of women in public life.



# 4. Evaluation Methodology

1. The methodology adopted for this evaluation is based on evaluation principles outlined in the UN Women Evaluation Policy (2012). It emphasizes among others national ownership, innovation and power and gender relations. As well, it is evidence-based and makes use of the process of triangulation. Thus, the evaluation entailed a combination of comprehensive desk review and analysis of available documents, consultations with key project personnel, partners, and stakeholders/beneficiaries and online survey.
2. ***An Evaluation Matrix*** was developed based on the criteria and cross-cutting themes of this evaluation. Annex C sets out the questions to be addressed by the evaluation in the Evaluation Matrix. They are an expansion and further development of the major evaluation questions set out in ToR (see questions provided in Annex A). The choice of what questions to ask was different for different actors. For example for state and government actors we evaluated how the project addressed issues related to the contribution the project had made toward improving their work in improving and implementing legislative framework; for donor and implementing partners we evaluated the kind of results the project produced in terms of women’s empowerment in politics, while beneficiary women were surveyed on the difference participation in the various actions made in their life and decision to participate in public life. The final and complete list of questions for each criterion and the cross-cutting theme is included below in Table 1 and is elaborated in the Evaluation Matrix included as Annex C.

Table 1: Evaluation Questions

|  |  |
| --- | --- |
| **CRITERION** | **QUESTIONS** |
| **1. Relevance** | **1.1** Was the program design appropriate to address the identified needs of key groups? **1.2** To what extent is the intervention aligned with relevant normative frameworks for gender equality and women’s empowerment?**1.3** Were appropriate and sufficient outreach efforts made to include and reach relevant duty bearers and rights holders? **1.4** Was the UN Women’s and UNDP’s comparative advantage in this area of work appropriate compared with other UN entities and key partners? |
| **2. Effectiveness** | **2.1** To what extent were the expected outcomes achieved and how did UN Women and UNDP contribute towards these? What was not achieved in full and why? **2.2** To what extent joint management structure of UN Women and UNDP was put in place to effectively achieve the expected outcomes of the programme?**2.3** What are some of the factors that facilitated or constrained the achievement of results and progress towards outcomes? Contextual (political, legal, social, economic and other), Programme strategies/approaches, Partnership choices and strategies?**2.4** To what extent have capacities of relevant duty-bearers and rights-holders been strengthened?**2.5** To what extent did the programme have effective monitoring arrangements in place to measure performance and progress towards results? **2.6** To what extent did the program effectively communicate the results of the programme internally and externally? **2.7** To what extent did WiP Programme increase collaboration, coordination, and information exchange between UNDP, UN Women and the CSOs regarding women’s empowerment and gender equality? |
| **3. Efficiency:** | **3.1** To what extent does the joint management structure of the programme support efficiency for implementation?**3.2** Were resources (financial, human, technical support, etc.) allocated strategically to achieve project outcomes?**3.3** Have the outputs been delivered in a timely manner? |
| **4. Sustainability:** | **4.1** To what extent have relevant national stakeholders been included in programme design and implementation and policy advocacy processes?**4.2** What accountability and oversights systems were established in order to secure the benefits of the interventions for rights holders?**4.3** To what extent has the programme contributed to knowledge enhancement and advocacy in relation to the empowerment of women?**4.4** To what extent are project results likely to continue after the project? **4.5** Is stakeholders’ engagement likely to continue, be scaled up, replicated or institutionalized after external funding ceases? |
| 5. Gender Equality and Human Rights | **5.1** To what extent were gender and human rights considerations integrated into the programme design and implementation?**5.2** How has attention to integration of gender equality and human rights concerns advanced work on supporting women in politics? |

1. ***Participants*** included project partners, government and state actors at the national and local level, civil society actors, and women beneficiaries. The final list of interviewees was prepared in consultation with the WiP Programme Team. Sampling for individual in-depth interviews and small group interviews ensured a cross-section of stakeholder and beneficiaries based on stakeholder type (a balance was sought in the different types of stakeholders consulted including, state, governmental and non-governmental entities).
2. In order to ensure accuracy and quality of evaluation findings and conclusions, a mixed-methods approach was employed to answer the evaluation questions. Data was sought and collected from a variety of sources to ensure validity and reliability of findings. Data collection took place in October and November 2016. Data collection methods included: a) comprehensive documentation review; b) semi-structured key informant interviews and small group discussions with primary and secondary stakeholders; and c) online survey.
3. An Evaluation Plan was discussed and agreed with the WiP Programme and the Evaluation Unit of UN Women, the agency that commissioned this evaluation exercise. Annex D details this plan.

### Comprehensive Documentation Review

1. A comprehensive desk review of relevant background documents was conducted to extract the information and the key results, issues and lessons learned (e.g., project documents, country programe reports, results oriented annual report documents, workshop reports) (See Annex E for a sample of documents consulted). During the desk review, the Evaluation Team familiarized itself with the WiP Programme as a whole, and specifically the WiP Programme programmatic areas, the main stakeholders and partners, and results achieved. Files, reports and other documents including reports prepared by WiP Programme were reviewed as they became available. During the review, the Evaluation Team looked for specific information on (1) how HR and GE issues were integrated both in the design and implementation of the WiP Programme; (2) evidence of a stakeholder analysis including women and individual groups who are marginalized and/or discriminated against; (3) evidence of the quality of engagement and participation of various stakeholders during both implementation and monitoring of activities.

### Project Beneficiary Survey

1. To maximize participation of beneficiaries in evaluation, the Evaluation Team developed and conducted an online survey to elicit information on the range of activities beneficiaries had participated in, aspects of activity they had found challenging and future plans following the activity they participated in. The survey was in Moldovan – a translator rendered responses in English (see script of Online Survey – English version in Annex F); it was distributed to beneficiaries for whom CSOs participating in the WiP Programme had email addresses. The decision to organize an online survey was informed by the intension of the Evaluation Team to be expeditious and to abide by the evaluation timeline. In hindsight, this may have prevented certain beneficiary groups from participating in the survey. In fact, per consultation with WiP Programme staff, the distribution of participants who returned completed surveys was not representative of the groups reached by the project (see recommendation regarding improving future evaluations).
2. Thirty two individuals (of 60 contacted) completed the online survey. However, one individual had not participated in any of the project activities, therefore that entry was disqualified. In the end, of the 31 individuals who completed the survey, 6 (19%) were male and 25 (81%) were female. More than half were born after 1964 until 1982 (16 or 52%), with 8 (26%) being born between 1944 and 1964, and 7 (23%) being born after 1982. The majority of respondents were local councillors (35%), journalists (23%), civil servants in the local (13%) and central (6%) government with others claiming positions as mayor, educator, trainer and in management (22%) (Table 2 presents a detailed distribution of participants).

Table 2: Distribution of participants in online survey by occupation, age and sex

| Occupation | Male | Female | Total |
| --- | --- | --- | --- |
| Journalist | Age | between 1944 and 1964 | 1 (14.3%) | 2 (28.6%) | 3 (42.9%) |
| after 1964 until 1982 | 1 (14.3%) | 0 (0.0%) | 1 (14.3%) |
| after 1982 | 1 (14.3%) | 2 (28.6%) | 3 (42.9%) |
| Total | 3 (42.9%) | 4 (57.1%) | 7 (100.0%) |
| Civil Servant in LPA | Age | between 1944 and 1964 |  | 2 (50.0%) | 2 (50.0%) |
| after 1964 until 1982 |  | 1 (25.0%) | 1 (25.0%) |
| after 1982 |  | 1 (25.0%) | 1 (25.0%) |
| Total |  | 4 (100.0%) | 4 (100.0%) |
| Civil Servant in CPA | Age | after 1964 until 1982 |  | 2 (100.0%) | 2 (100.0%) |
| Total |  | 2 (100.0%) | 2 (100.0%) |
| Local Councilor | Age | between 1944 and 1964 | 1 (9.1%) | 1 (9.1%) | 2 (18.2%) |
| after 1964 until 1982 | 1 (9.1%) | 7 (63.6%) | 8 (72.7%) |
| after 1982 | 0 (0.0%) | 1 (9.1%) | 1 (9.1%) |
| Total | 2 (18.2%) | 9 (81.8%) | 11 (100.0%) |
| Other | Age | between 1944 and 1964 |  | 1(100%) | 1(100%) |
|  | after 1964 until 1982 |  | 4(100%) | 4(100%) |
|  | after 1982 | 3 (100%) | 0 | 3 (100%) |
|  |  | Total | 3 (37.5%) | 5 (62.5%) | 8 (100%) |
| Total | Age | between 1944 and 1964 | 2 (6.5%) | 6 (19.4%) | 8 (25.8%) |
| after 1964 until 1982 | 2 (6.5%) | 14 (45.2%) | 16 (51.6%) |
| after 1982 | 2 (6.5%) | 5 (16.1%) | 7 (22.6%) |
| Total | 6 (19.4%) | 25 (80.6%) | 31 (100.0%) |

### Interviews

1. Information on interview tools was provided in the Inception Report. The Evaluation Team audio-recorded all interviews (see Annex G for institutions/sites the Evaluation Team visited). At the beginning of each interview, permission was asked to do so. Participants were assured that only the Evaluation Team would have access to the data and any opinions shared during the interview sessions would be shared only in summary form in an evaluation report and would be confidential. Participants were also reminded that a draft evaluation report would be prepared and that would be shared with them for feedback. All participants provided verbal consent to these terms.
2. ***Interviews*** with representatives from 13 key stakeholders (1 man and 12 women of whom only one was a Roma woman) were conducted in Chisinau and three other localities outside Chisinau (Singerei, Soldanest and Riscani) to obtain qualitative information on the implementation of the WiP Programme. These interviews were conducted in the location of choice for each individual interviewee and did not entail financial costs for participants. Where interviewees were not conversant in English, professional translation services were sought and provided. A list of key institutions visited and people interviewed is provided in Annex D.
3. ***Small group interviews***. Small group interviews with 27 people (18 women and 9 men) involved in the same aspects of WiP Programme were organized. Such small group interviews were held with CSOs and state/local authorities in which more than one individual contributed. Prior to each small group interview the National Consultant provided the International Consultant with information that allowed clear understanding of the context in which participants worked together, the relationships between representatives of different groups and how questions, especially those related to HR and GE could affect group dynamics. Where there were members in the group who were not conversant in English, professional translation services were sought and provided.
4. ***Good practices.*** The following criteria were used for analyzing findings that lead us to defining a practice as “good”. These included: (1) emphasis of the practice on results; (2) its focus on promoting non-traditional approaches to advocacy and increasing women’s skills to engage with public life; (3) use of contextual assessments to inform action; (4) comprehensive and sequenced approach to addressing an issue.

## Limitations

1. During the inception phase, various limitations were identified that may have the potential to undermine the reliability and validity of the evaluation results. To begin with, the **data collection and analysis process relied significantly** (through the review of documents and key informant interviews) **on the opinions of project partners and stakeholders as well as project management team**. The limitation in this reliance is that such opinions may be subject to bias especially as persons directly involved in project implementation are required to assess their own performance. In order to mitigate this risk, minimize possible biases and enhance data validity, the Evaluation Team ensured triangulation of methods and data as well as used multiple data sources.
2. **The absence of a valid counterfactual** rendered it difficult to measure and assess the relative contribution of UN Women’s project interventions to any outcomes observed. In addressing this limitation, the Evaluation deployed a non-experimental method in order to devise a hypothetical prediction of what would have happened in the absence of UN Women project interventions (see findings for Evaluation Question 21). Through the use of key informant interviews, the Evaluation Team was able to seek the views of project beneficiaries and stakeholders about what the development would have been like without the project intervention.
3. **Logical Framework for the WiP Programme** was not clearly articulated especially at the output level. Baseline was not always available and several of the indicators and targets are written in an outcome level language. The Evaluation Team has critically analyzed these (see Annex H) for the benefit of future programming. The Evaluation Team has considered only indicators and targets that were meaningful at the output level and has explained its position in each case.
4. **Number of days allocated for field work of the International Consultant was insufficient** for a project of this magnitude. The period of time allotted did not suffice for reaching out to a large number of beneficiaries, especially those living in communities outside Chisinau where several project activities were implemented. The Evaluation Team could interview only three women Local Councillors in Riscani, Singerei, and Soldanesti. Distance in travel and limited time available did not allow for engaging with more beneficiaries in these particular localities to truly evidence the changes (non-changes) the activities have produced for different beneficiaries.
5. Given the large range of project beneficiaries (including the local government, MPs, CSOs,) and range of locations, the Evaluation Team faced **challenges** in interviewing **representatives of all stakeholders within the time allocated for in country data collection**. To address this challenge, the Evaluation Team utilized an online survey in order to reach as many beneficiaries as possible and ensure an inclusive and participatory approach. Despite efforts (only half of those reached completed the survey), the online survey did not yield representation from various population groups the project reached. The Evaluation Team was made aware that many of the individuals who participated in the various project activities may not have access to online communication. This may be particularly prevalent among ethnic groups and those from rural communities.
6. During the in-country data collection, access of Evaluation Team to a number of key informants was hindered by the fact that some of the **project beneficiaries were involved in the presidential electoral campaign -** this particularly referred to MPs. In order to reach out to them, the Evaluation Team made efforts to schedule all key stakeholders interviews as early as possible and in cases where they were not available during the time of the schedule country visit, follow-up interviews were conducted by the National Expert where possible.
7. The fact that the project completion date is not until December 2016, has rendered it difficult to fully assess the achievement of Project outcomes. In order to address this limitation, the Evaluation Team requested from Project Team of WiP Programme detailed information on the expected completion status of pending projects and on outputs completed that are not recorded in past project reports.

# 5. Evaluation Findings

1. Findings are organized in terms of four criteria of: relevance, effectiveness, efficiency, sustainability and the cross-cutting theme of gender equality and human rights. Each of these constitutes a theme with which evaluation questions are associated. These questions are also summarized in Table 1 in Section 4. In reporting findings, the Evaluation Team does not focus on an audit of whether activities were implemented and to what extent; rather it concerns itself with answering these questions as well as the transformative nature of the project. Concrete numbers are to be found in project reports.

## Relevance

1. This subsection discusses the extent to which the WiP Programme was aligned to country needs and priorities. In line with Objective 1 outlined in the ToR, we assess *the relevance* of the Programme in regard to consistency, ownership and congruency, technical adequacy, and complementarity of programme with other initiatives. We respond to four questions outlined in the Evaluation Matrix.

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| **Evaluation Question 1.1:** Was the program design appropriate to address the identified needs of key groups?  |

1. WiP Programme was the first intervention in Moldova where the primary focus is women in leadership and politics. Overall, the relevance of the WiP Programme was rated high due to the fact that both the design and implementation of the project reflected and responded to needs and priorities identified by stakeholders and partners during an assessment UN Women conducted in 2012 and other consultations during the design of the WiP Programme.
2. Proactivity has been an essential feature of the Programme. While, in general, the prodoc informed the implementation of activities, the programme was open to changes and improvements. As an example, in response to the Mid-Term Review of the Programme, new target groups were added in capacity building activities, namely women mayors and men local/district councilors, increased focus on hands-on and practical exchange of good practices between peers.

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| **Evaluation Question 1.2:** To what extent is the intervention aligned with relevant normative frameworks for gender equality and women’s empowerment? |

1. The WiP Programme was aligned with Moldova’s gender equality priorities to increase participation of women in politics,[[22]](#footnote-22) UN Women’s and UNDP’s global strategic priorities and supported implementation of relevant recommendations of CEDAW and UPR for Moldova.

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| **Evaluation Question 1.3:** Were appropriate and sufficient outreach efforts made to include and reach relevant duty bearers and rights holders?  |

1. Most stakeholders interviewed during fieldwork mentioned that they were consulted in the preparation phase of the project proposal. However, lack of proper coordination with parliament as one of the key stakeholders, and explanation of the modality of implementation from the beginning presented a challenge at the start of implementation. As a result, continuous communication with this stakeholder was essential in the buy-in process. While efforts were made to reach out to CSOs and state institutions, during its fieldwork mission, the Evaluation Team did not have an opportunity to find evidence that groups of women and especially those belonging to ethnic minorities or to disadvantaged groups had been consulted in the process leading to the drafting of the proposal. However, the WiP Programme Team shared that consultation with women from disadvantaged groups during the project **design** was done in various ways. For example, in the March Public Forums in 2013 and 2014 different groups of women met to discuss issues among themselves and with decision makers and the topic of women’s political participation and leadership was very high on the agenda.

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| **Evaluation Question 1.4:** Was the UN Women’s and UNDP’s comparative advantage in this area of work appropriate compared with other UN entities and key partners?  |

1. The WiP Programme was aligned to larger strategic priorities in Moldova that UN agencies support. As a representative of UNDP remarked: “All development issues are interconnected [including participation of women in politics]. If public service is not trained to prepare policies and deliver programs, poverty cannot be addressed. In implementing WiP Programme both UN Women and UNDP had a clear strategic advantage due to their past experience in implementing projects that directly or indirectly addressed women in politics, its accumulated global expertise, the quality and professionalism of its staff; both agencies saw the value of continuing the collaboration and the potential each offered in the outreach to particular groups and geographic coverage.
2. While recognizing the challenge that UNDP has a broader mandate than UN Women, interviewees commented on how participation in the WiP Programme was a “natural growth for UNDP” given that the agency has worked with men and women, marginalized groups and civil servants and has made gender mainstreaming a focus of its work. UN Women also saw the participation in the WiP Programme as part of fulfilling its mandate. The consultation was described as a series of joint efforts, in which agencies came to meetings with ideas, and agreed on division of labor: UN Women had more experience working with civil society and media and UNDP had more experience working with parliament, CEC to develop their capacities. Based on this experience, UN Women committed to advocacy related to election campaigns and working with women aspiring to enter politics, UNDP undertook efforts toward capacity building for elected women as they had programs in place for women MPs, and councilors.

## Effectiveness

1. This subsection relates to Objective 2 of the Evaluation Assignment. As described in the ToR, it determines the effectiveness of the programme in achievement of results, highlighting reasons for achievement and non-achievement of results and factors contributing/hindering achievement of the results. The overall goal of the WiP Programme was to contribute toward having more than 30% of women in parliament, rayon councils, mayors and local councils following 2014/15 elections. The results of the parliamentary elections in 2014, as well of the local ones in 2015, brought about the following women representation: 21% women in Parliament; 21% women mayors, 30% women local councilors, 19% women in rayon/district councils. While the goal has yet to be fully achieved, the final numbers from both elections are a significant improvement; WiP Programme has certainly contributed to these results.

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| **Evaluation Question** **2.1:** To what extent were the expected outcomes achieved and how did UN Women and UNDP contribute towards these? What was not achieved in full and why?  |

1. As earlier described WiP Programme set out to achieve two outcomes: (1) *Legal frameworks and policies to advance women’s right to participate in decision making at national and local levels are reformed/adopted and/or implemented;* and (2) *Gender equality advocates influence legal frameworks and policies to increase women’s leadership and political participation.* Varying degrees of progress have been made towards achieving the both outcomes.
2. To gauge whether Outcome 1 has been achieved, we directed our attention to the indicator, baseline and target for this outcome. According to the Project Document (ProDoc) the indicator for this outcome is *Adoption and implementation of appropriate Temporary Special Measures (TSMs)*. While this indicator is written in a target language, we reasoned that evidence of adoption of TSMs and of activities related to implementation of TSMs would be an approximate indicator of achievement. No baseline or target information is available for this outcome. Furthermore, the means of verification/source of information does not match this outcome. It lists political party lists submitted to CEC. In view of these limitations we asked whether TSMs were adopted and implemented and looked into activities at the output level that may have contributed to the achievement of this outcome.
3. Throughout fieldwork, invariably, stakeholders especially those representing state institutions and civil society, responded consistently the same to the request to name one achievement of the project they were proud of: this was the adoption of the legislative Package No 180 (which later became Law No 71). It was developed and underwent a long process of discussion and negotiation, before it was adopted on 14 April 2016, and entered into force on May 27, 2016. The initial draft was submitted by the Government (Ministry of Labor, Social Protection and Family) in May 2014, and until the end of 2015, it was not clear whether the law would be adopted. To the end of having the law adopted, the Programme implemented a series of advocacy activities, including one on one advocacy with key decision-makers, involving the support of Women Caucus in the Parliament, engaging men in promoting gender equality, unifying CSOs around a common platform. One of the advocacy initiatives which appeared to be particularly original and seems to have had an impact on the adoption of the law in the end, were the “funerals” of the Draft Law Package 180 organized by CSOs in front of the Parliament. Law No. 71 states that women and men must each make up a minimum of 40 per cent of every political party’s candidates and of cabinet nominees. Law No. 71 amends 15 other national laws, including the Electoral Code, Law on Government and Labour Code of the Republic of Moldova. Key changes are: (1) introducing 14 days paid paternity leave; (2) prohibiting sexist language and images in the media and advertising; (3) establishing a Gender Equality Coordination Group in the central public administration; (4) expanding the responsibilities of local public authorities on gender equality. The adopted version represents an improvement on the previous versions of the law. For instance, paternity leave initially proposed as a three day leave, was in the end approved for 14 days. Sanctions on sexist advertising were hard to agree on by members of the Committee for Culture, Education, Science, Youth, Sport and Mass Media, but in the end were adopted. While the adoption of the Law 71 cannot be fully attributed to the project, the work done by WiP Programme has certainly contributed to the result through its comprehensive strategy of advocacy with the Parliament as well as its ability to mobilize CSOs to speak as one voice under the Gender and Equality Platform.

Everyone was so skeptical that this [adoption of Law 71] would happen… [TSM] as a concept is a huge breakthrough for Moldova.

*UN Women Official*

1. Given that Law No. 71 entered into force towards the end of May, the second part of the outcome, i.e., the implementation of TSMs remains an issue for future interventions. However, some steps have been taken toward supporting implementation of Law 71. Following its adoption, the Programme continued the activity of informing and reaching out to relevant stakeholders explaining the new provisions in an easy-to read format. An infographic was prepared and distributed in over 500 copies to all relevant stakeholders including all MPs in Parliament, Ministry of Labor Social Policy and Family (MLSPF), political clubs, media outlets). In addition, the Programme has informed all political parties on methods to nominate more women on electoral lists, as well as to promote more women in decision making positions. A draft Regulation for establishment and functioning of the Experts’ Council in the field of advertising, with a special focus on sexism in advertising was prepared. The Regulation supports the establishment of an institutional mechanism for implementation of provisions related to sexist advertising as envisaged in Law 71. Impact of such action is yet to be seen.
2. To determine whether **Outcome 2** (*Gender equality advocates influence legal frameworks and policies to increase women’s leadership and political participation*) has been achieved, we directed our attention to the indicator, baseline and target for this outcome. According to the ProDoc, the indicator for this outcome is: *Agreed women’s agenda/manifesto on joint platforms amongst women from communities, community groups, CSOs, think tank organizations and political parties calling for women’s increased participation in politics.*[[23]](#footnote-23)However no baseline or target information is available for this outcome.[[24]](#footnote-24) The means of verification/source of information is *Public Opinion survey, Organization’s reports, Media reports.* The Evaluation Team notes that there are no such data in public opinion surveys; while media reports may report such results, the Evaluation Team found it challenging to track. We have thus drawn from project reports and a few interviews to determine the rate of achievement for this outcome.
3. The intense capacity building and awareness with about 1000 future candidates at the local level contributed to changes observed in elections in 2015 at which time the highest level of participation of women candidates for local councilors was recorded (34.9% in 2015 vs. 33.2% in 2011 and 29.8% in 2007). A significant increase in their placement on candidate lists (23% of top 20 placements in 2015 vs. 5.85% in 2011) was noted. While the Evaluation Team could not find how many of the women who benefited from WiP Programme activities run for election, nearly 10% of these beneficiaries were elected.
4. The capacity building activities have resulted directly local women taking a more active role towards solving pressing community problems and advancing gender equality, particularly. Women local councilors supported by the WIP Programme have undertaken efforts to: improve transparency of decision-making in their communities; carry out specific projects aimed at enhancing the well-being of women and men citizens; raise awareness on gender equality issues with a focus on equal participation and the unacceptability of violence against women.
5. Bringing MPs and women and men from different communities and groups together has resulted in over 400 constituents from all corners of Moldova (80% women) raising their issues and demanding legislative actions, with concrete steps undertaken by legislators as a result. Issues raised included insufficient social protection for vulnerable groups; need for urgent implementation of Local Public Administration Reform; low salaries for public servants; adoption of the 40% gender quota in final reading by the Parliament; Need for permanent dialogue between Members of Parliament and citizens. As one participant remarked, “many saw and talked to an MP for the first time, and described the challenges in their lives and suggested policies to be developed.” MPs thus had the opportunity to adopt some of the ideas voiced during the forums and include them into their agenda in the Parliament.
6. Per project reports, the intense work with the media to identify and tackle gender stereotypes through media self-assessment resulted for some media in a more gender balanced coverage - seven media institutions (out of the 30) have achieved an almost equal representation of women and men in their coverage. An average increase in women’s representation by seven percent points from September, 2015 to April, 2016 within the 30 participating media outlets was noted.

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| **Evaluation Question 2.2:** To what extent joint management structure was put in place by UN Women and UNDP to effectively achieve the expected outcomes of the programme? |

1. UN Women has participated in various joint programmes with UN Agencies including UNDP in Moldova in the past. However, WiP Programme was the first joint initiative of significant complexity in which UN Women was the programmatic lead, a decision that was made in consultation with partners and UNDP headquarters. Being programmatic lead, meant that UN Women carried the responsibility for all aspects of implementation of all activities. At the outset, there were major concerns with the arrangement of programmatic and operational responsibilities given that the operational arm lied with UNDP. The combination of one UN agencies taking the programmatic lead and the other taking the administrative lead was completely new for the UN country team, especially given that UNDP is more oriented toward programmatic implementation and UN Women is oriented toward research and assessment. Support from both agencies at the headquarters was essential in this arrangement. Challenges were viewed as opportunities. In the words of one interviewee, joint programming works when *“there is a value added…if it is feasible, if it fits, and they* [other agencies] *have more competencies.”* It helped to have a strong team in the country that understood the project and the logic of intervention and was open to communication and coordination.

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| **Evaluation Question 2.3:** What are some of the factors that facilitated or constrained the achievement of results and progress towards outcomes? Contextual (political, legal, social, economic and other), Programme strategies/approaches, Partnership choices and strategies? |

**Factors that facilitated results**

1. ***WiP Programme was a consolidation of and informed by previous efforts.*** The Programme is not an isolated enterprise, but an initiative that came as a natural growth of ongoing work of/with various partners including parliament, government and CSOs; it capitalized on achievements and experiences with other programs focusing on democracy and governance including the JILPD project also funded by SIDA. An example of this is to be found in the way geographic coverage was determined. According to WiP Programme staff, for some interventions, it relied on the provisions of the prodoc, for others it depended on the expertise of project stakeholders. For example, the decision on the establishment of political clubs and the districts to cover by them was taken by Women’s Political Club 50/50 based on their previous experience through such criteria as the most active women leaders who participated in different types of activities of the Program “Women can succeed” project which worked with local leaders as well as at the national level.

1. ***Clear understanding of how change happens.*** Choice of activities exemplifies the ability of the WiP Programme to understand how results towards increasing women’s participation in politics may be obtained. For example, CCET (which UN Women worked more closely with) were fed data from CEC (which UNDP worked with under Democracy Programme as well) for their programming.
2. ***A balanced mix of traditional and innovative campaigns.*** The campaigns aimed to encourage active participation and meaningful voting in marginalized communities by means of organizing public debates, scrutinizing the electoral platform of candidates for inclusion of the needs of the marginalized, production and distribution of relevant elections information materials in minority languages, including through door-to-door activities, mobile voter information caravans. As an example of result of the campaign, in Chetrosu village alone, 98 percent of Roma people cast their vote during the June 2015 local elections, compared to some 35 percent voter turnout in 2011.
3. ***Customized support for various actors.*** A distinct feature of the WiP Programme is its ability to target various stakeholders through its capacity building activities. While the final intent was to promote increased participation of women in politics, such activities eschewed the “one size fits all” approach. For each stakeholder, capacity building activities were based on a good understanding of the needs of each stakeholder and its absorbing capacity. Various stakeholders appreciated the ability of WiP Programme to level the playing field, behaving not as a donor but as a partner working jointly toward a common goal.
4. ***Flexibility in partnerships and programming*** has been a strong feature of the WiP Programme. In the course of programme implementation, a few institutions including Parliament, the Secretariat and CCET became partners although they were not envisaged as such in the prodoc. There were instances of programme adjustment to contextual circumstances in one than one occasion. For example, while six study visits at localities led by women mayor had been planned, one such visit took place The Programme succeeded to undertake only one study visit in Budesti. According to WiP Programme staff, the second one was planned to be organized in Straseni, but due to local elections which were announced in a short period of time, the Programme stopped organization of study visits in order not to interfere in campaign. After the campaign, additional time was required to allow newly elected LPAs representatives to get used with their attributions. Consequently, this activity was re-designed and has been implemented in 2016, as 10 study visits for newly elected women mayors, and was implemented in cooperation with CALM. A total of 250 women were involved in these 10 study visits, and this includes mostly but not only newly elected mayors, also local councilors and local public employees.
5. ***Donor as partner.*** Interviews with WiP Team, UNDP and UN Women indicated that the Programme had very good relationship with donor. In the words of one interviewee: “They engage with the Programme, they do not just give money. When we had issues with the Parliament, the Ambassador did not hesitate to offer support by talking with the Speaker.” As an active partner, in addition, the donor allowed for flexibility in annual planning and implementation enabling the WiP Programme to accommodate and add activities in accordance with changing realities and emerging needs.
6. ***Synergies between programs and attention to results.*** Stakeholders who benefited from multiple support in the field of democratization reform, mentioned the willingness of the teams to collaborate. For example in the case of activities related to CEC, one interviewee shared: “One product created value for the other program… Usually they sit at the table with both projects, set the work plan and divide tasks. All IT system was done with UNDP, but UN Women came with its expertise and provided its advice on what was working and what not with the system… because men and women did not appear in the first version, sex disaggregated data were introduced later…” Stakeholders commented on a good exchange of knowledge, technical capacity in programs and ability of programs to secure different access to various stakeholders such as civil society or state institutions.

**Factors that constrained results**

1. ***Volatile political context.*** The Programme started and continued its implementation in a context of many political challenges associated with the outcomes of the national elections and the changes (turnover) in the government at the national and local level. Partners needed to establish and re-establish various partnerships to facilitate implementation, a fact that was defined both as a constraint and an opportunity.
2. ***Patriarchal environment.*** The progress has been slower in increasing the share of nominated women candidates as well as enhancing their placement on the top 20% of the party list. This is due to the fact that politics in Moldova is still a highly masculinized area, and entry possibilities for women to be promoted to the top are quite limited. Since the new law does not regulate aspects of placement on parties’ lists, a lot of work with parties and party leadership needs to be done to ensure voluntary commitment to promoting women.
3. ***Understanding of gender and gender equality.*** A telling constraint that speaks to the need to continue the work started by WiP Programme is reflected in this statement that merges the views of a few stakeholders: “Not all partners understand the concept of gender. Public officials will say: why gender, we have a constitution that is aligned to international conventions, equal rights, it is the fault of women that do not want to engage and we do not to force them…look we have so many women in politics. But what if those women do not believe in human rights, they are only technocrats…then you do not have “power for” but power against”. While techniques like sex-disaggregated data and continuous conversations may have lent some relief to reversing such attitudes, more remains to be done in the future.
4. ***Lack of support among women politicians.*** In a few conversations during fieldwork a remark was made that working with women politicians was as hard as reversing attitudes men had toward participation of women in politics. One shared that “Many women who reach high positions, hesitate to engage [on the assumption] ‘no one created special provisions for me and look where I am.’ In this regard, activities with Women Caucus were beneficial to an extent. However, the Evaluation Team did not find extensive evidence of them helping, probably because more work needs to happen in terms of enlisting them as partners in capacity building for women aspiring to enter politics as well as women who intend to climb the political ladder.
5. ***Delay in internal disbursement*** ***of funds***.According to UN Women, the donor disbursed funds in the UNDP’s Multi-Partner Trust Fund Office (MPTF Office) in July 2014. However, these funds were not received by UN Women Moldova until end of August 2014 which was described as loss of “a precious period”. This also affected the recruitment process – staff could not be hired until September 2014. The Evaluation Team could not find an explanation for the delay from the fieldwork.
6. ***Clear understanding of how synergies may be created.*** While creating synergies with other projects/programmes was intentional, value added of the WiP Programme, especially regarding certain components was not clear from its beginning, given that there was, for example, a Democracy Programme that targeted the Parliament and CEC.

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| **Evaluation Question 2.4**: To what extent have capacities of relevant duty-bearers and rights-holders been strengthened? |

1. Strengthening capacities of duty-bearers and right-holders has been the “red thread” that was interwoven in all activities of the WiP Programme. The Evaluation Team repeatedly heard of the meaningful contributions the programme has made toward strengthening the capacities and awareness of key actors at national and local levels in various settings on issues of gender equality, as well as to strengthening the enabling environment for change in terms of gender equality and women empowerment in Moldova.
2. ***Women MPs.*** Capacity building efforts at this level were two pronged: they addressed elected members of parliament as well as the offices that support the work of these elected MPs. Thus, trainings for 26 newly elected men and women MPs covered such subject as public speaking and public image; hands-on training and follow-up support for women MPs to use social media platforms. Gender equality was included as a special session in the induction training. Training subjects delivered to elected women MPs were selected based on the needs voiced by women at earlier stages of programme implementation, as well as during constant consultation/validation of topics with members of the Women’s Caucus in the Parliament.
3. ***Women Caucus*** was established through the UNDP Democracy Programme, but WiP Programme helped with capacity building activities of its members including public image, presentation, and engagement with their constituency. Based on the information received, while issues were discussed within the caucus, no legal draft/initiative was actually registered as coming from the Women Caucus, but from the specialized Commission or a group of MPs.
4. ***Parliament Secretariat.*** The UNDP Democracy Programme helped parliament to establish constituency offices; through WiP Programme the Secretariat received assistance and expanded understand that “they do not only serve people” but need to consider needs of men and women in their work. Thus, 46 members of Parliament Secretariat (37 women and 9 men) – senior managers of 17 departments and divisions of the Secretariat, the heads and consultants of the 4 Parliamentary Constituency Offices located in Edinet, Orhei, Leova and Comrat have enhanced their capacities to embed gender equality in the work of the Parliament and how to make use of sex-disaggregated data for designing, amending and passing laws and debating policies and budgets.[[25]](#footnote-25) The Programme has advanced gender equality awareness and understanding among the staff of Parliament at national and regional level, by working with the Parliament Secretariat and Parliamentary Constituency Offices.
5. ***CEC.*** While CEC had worked with the UNDP Democracy Programme to build the Electronic System for collecting data on elections (including electoral management bodies), the WiP Programme assisted with introducing the aspect of gender disaggregation of these data and related analysis. The gender dimension was analyzed throughout the electoral cycle – pre-election, election, and post-election. Through the support of the Programme, CEC produced a gender-analysis of 2015 local elections and disseminated it widely.[[26]](#footnote-26) In the words of a CEC official now “we understand our situation internally” in terms of gender representation in Electoral Management Bodies (EMB). In 2015 CEC issued a decision recommending a balanced representation of men and women in leadership (at chair, deputy chair, and secretary of the Council positions) of each of the 35 District Level Electoral Commissions constituted prior to 2015 local elections. Another area of concern for CEC was its capacity to raise awareness and do voter registration campaigns. CEC, supported by the WiP Program, carried out an extensive voter education campaign, prior to 2014 parliamentary elections and 2015 local elections. Through this experience of learning by doing, CEC reached 27 localities in 12 districts with a total of 10,816 people, out of which the majority (9,915) were women, including vulnerable groups such as Roma women, other ethnic minority women and women with disabilities.
6. ***ROAR***

1. ***Ministry of Labor, Social Protection and Family***, benefited from capacity building activities as well as actively participated in project activities. The Evaluation Team considered participation in activities an opportunity to strengthen internal capacities, therefore we report here activities the MLSPF was involved in. These included: (1) review of project materials; promotion of changes in Legal Package 180, organization of awareness raising against sexist advertising in collaboration with API; (2) presentations in public hearings organized by API; (3) seminars, trainings which were organized for the public sector and private; and (4) work with GE Platform, which constitutes a supporter of the Ministry, and will further help the Ministry to monitor the implementation of Law 71. Finally, WIP Programme supported development of the GE Strategy (2017-2021) including hiring of experts and organization of public consultations.
2. ***National and local civil society organizations*** Besides working with individual women, the Program has also supported several organizations active on the central and local level in advancing gender equality and women empowerment. The Gender Equality Platform is composed of 26 organizations, and was supported by the Programme to carry out advocacy activities for the adoption of the TSM. The Network of Women Mayors within CALM and the Romani Women and Girls Network also received support from the Program, mainly consisting in meetings and experience-sharing events, but also internal capacity building. With the help of Political Women’s Club 50/50, five regional political clubs were established and provided a platform for discussions, meetings and exchange of experience between active women in the respective regions.
3. ***Media outlets*** participated in capacity building activities in terms of gender sensitivity in media and did a gender self-assessment afterwards. Participating media became more aware of the importance of integrating gender perspectives in their work. As one journalist expressed: “… through this programme I had the opportunity to “oblige” colleagues to think more about the woman’s perspective” including gender terminology.
4. ***Women Mayors and Local Councilors.*** Shortly after the 2015 local elections, a total of 260 participants, including 222 women and 38 men local and district councilors from 24 districts, including Gagauzia were trained in areas of Local Council functioning, fostering gender equality in local development agenda, building strategic local partnerships, fundraising, local budgeting, communication with constituents. Each participant was provided with Local Councilors Induction Kit containing user friendly information on the areas mentioned above, including key laws regulating the functions, rights and responsibilities of local councilors. In addition, 86 elected women were trained by five Political Clubs on how to integrate gender dimension in LPA’s administration, gender responsible budget, fundraising and project management. In-depth interviews with three women councilors in Singerei, Soldanesti and Riscani noted that these training activities had a significant impact on the activity of the trainees, increasing their self-confidence, but also improving the way they acted as a local councilor. A training impact assessment survey[[27]](#footnote-27) conducted among 120 of the participants who participated in the training revealed increased civic activism, evidenced by women’s more active participation in the meetings of Local Council, promotion of gender equality messages in all public events organized in the community (92% of respondents), and creation of women’ groups defending women rights in their communities (50% of respondents).
5. ***Women’s organizations of political parties.*** Women’s organizations of political parties received support to strengthen their capacities to recruit, train and support potential women candidates. The Women’s organization of 3 political parties (Liberal Party, Democrat Party and Liberal Democrat Party)[[28]](#footnote-28) benefited from a number of capacity building activities provided by CPD, including assessing institutional capacities; provision of tools on recruiting new members within women’s organizations; and ToT for women’s organizations on topics such as recruiting, communication skills. Based on the methodology for evaluating the institutional capacities of women’s organizations in political parties developed by CPD previously, the women’s organizations of the Liberal Party and Democratic Party were evaluated through analysis of relevant documents and semi-structured interviews with their executive teams. A CPD expert developed training methodology and materials to be used by the organization internally, and internal trainers received individual coaching. The first ToT was organized in November, 2015 for 7 women members of the Liberal Democratic Party of Moldova and covered topics as how to recruit new women members, communication skills, and motivation of political party’s members. Each of the resource persons developed a complete training program and piloted in their local/municipal setting, while being aided by individual coaching sessions. CPD has provided expertise and methodological support to the Democratic Party regional women’s chapters to pilot recruitment plans for new women members. Also, 91 members of the Democratic Party received training and enhanced their capacities on retention of old and recruitment of new members and how to organize and carry out recruitment campaigns, with a focus on women.
6. ***Supporting women who aspire to enter politics.*** In terms of encouraging women to enter politics the Program acted in several directions. It invested in capacity building of future candidates, Awareness-raising activities and capacity building action in various areas to encourage women to exercise their right to vote and to become actively involved in the electoral process produced significant results, albeit representing small increases in the number of women candidates, the number of elected women in the local councils, and the number of women elected at the mayoral levels. In total 98 women were elected in the local elections: 8 as mayors and 90 as local councilors.[[29]](#footnote-29) Reportedly, women from local communities shared that the decision to run for office locally was informed by the motivation and self-confidence which increased after the capacity building activities carried out by the WiP Programme. The Programme trained slightly under 1000 women before local elections held in 2015 on how to develop and implement an election campaign, public image, electoral team, political speech, fundraising for electoral campaign, elaboration of electoral program, messages and slogans. Besides election-oriented skills development, all capacity development activities included a special focus on gender equality and how gender equality principles should be incorporated in the work at the local level. With the aim to serve as knowledge, leadership and capacity development centres for aspiring women candidates at the local level, five regional women’s political clubs were started under Women’s Political Club 50/50, in Briceni, Străşeni, Teleneşti, Cimişlia, and Cahul. EEF and Women’s Political Club 50/50 facilitated the dialogue between prospective women candidates (from 24 targeted towns and 20 surrounded communities) and political parties through the organization of roundtables.
7. ***Roma women.*** Roma women and girls, as one of the most under-represented in decision-making group, received support to network and develop advocacy actions towards concrete problems. The Programme encouraged and built capacities of Roma women to run for elections, including through power mapping, needs assessment, and awareness raising and campaign training. A total of 76 Roma women from 8 widely populated Roma communities took part in such capacity development workshops prior to the local elections. The The Roma Women and Girls Networ (RWGN) brings together over 100 Roma women mediators, activists and leaders from most populated with Roma local communities. The Program organized several meetings of its members, including with capacity building elements (project writing, fundraising), and the elaboration of the Strategic Plan for 2016-2019 and Action Plan for RWGN for 2016.

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| **Evaluation Question 2.5:** To what extent did the programme have effective monitoring arrangements in place to measure performance and progress towards results?  |

1. The Logical Framework theoretically may be a valuable guiding tool in monitoring progress. However in view of its inaccuracies, it is doubtful that it has served the purpose of monitoring. The Evaluation Team did not find any other concrete tools of monitoring. However, the WiP Programme Team reportedly compiled various reports of which only two MPTF reports (2014 and 2015), an Annual Report of 2015 and a semi-annual report of 2016 were available to the Evaluation Team. The two main partners, EEF and CPD reported quarterly to UN Women. Subcontractors were subject to the same rules of reporting, which a couple defined as excessive at times in the view of the fact that as subcontractors they delivered concrete products.

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| **Evaluation Question 2.6:** To what extent did the program effectively communicate the results of the programme internally and externally?  |

1. WiP Programme undertook efforts to ensure visibility of UN Women and SIDA visibility in related knowledge products, resource materials and informational and advocacy documentation. This included reviewing all drafts of final documents prior to printing to ensure that donor acknowledgement was adequate and in some cases also briefing partners about required visibility measures. During interviews with some of the Project’s implementing partners, they were able to confirm that they received specific guidance from WiP Programme in this regard and were required to vet publications and meeting documents through WiP Programme for review and final approval.
2. The visibility of the Programme and its results was ensured by permanent updating of UN Moldova, agency websites, Facebook accounts; press releases developed and posted by a significant number of media institutions; monthly newsletter shared among relevant stakeholders; human and success stories about the Programme achievements. A number of WiP Programme results were communicated at the regional and global level using UNDP and UN Women platforms which led to requests from other country offices to emulate the activities of the WiP Programme. At the local level however, WiP Programme was little known. The few beneficiaries we interviewed had difficulty linking the activities they had participated in with WiP Programme.

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| **Evaluation Question 2.7:** To what extent did WiP Programme increase collaboration, coordination, and information exchange between UNDP, UN Women and the CSOs regarding women’s empowerment and gender equality? |

1. Overall, the WiP Program has been very successful in establishing and maintain and active partnership with key stakeholders, but also, making use of the favorable existing environment, as for example the existing strong cooperation between the Democracy Program and CEC or the Parliament.
2. One of the most important features of the WiP Programme is that it has pushed the boundaries of what joint programming is by adding two Moldova-based NGOs to the partnerships. Absence of national counterparts added another layer of complexity to an already complex programme with two UN agencies shouldering programmatic and administrative responsibilities. This was addressed by, again tried for the very first time in Moldova, inviting two Moldova based CSOs as equal partners. Sound governance and capacity to manage initiatives were cited as important in the selection process of the two partner NGOs, CPD and EEF.
3. The views on whether this was the appropriate arrangement differed. To CSO partners being in the partnership, lent them a different kind of legitimacy by having their logo associated with two UN agencies. To others this arrangement created a parallel structure that was too complex to handle – rather, it would have been more effective having a pyramid structure where one agency “called the shots” which direction the intervention should go. The fact that two partner CSOs were sub-contracting work to other NGOs was considered problematic in the sense that money may have been wasted in the process. The evaluation noted that while some of the issues around the selection process could have been managed better (especially perceptions around contributing to further division of the already fragmented civil society in Moldova), in general subcontracted NGOs expressed satisfaction with the level of cooperation amongst themselves and EEF and CPD. The Gender Equality Platform was referred to as an important space of collaboration; its activities helped CSOs put a unified front in advocating for the Legal Package 180. Trust and confidence in providing partners with the necessary space to organize activities as they deemed appropriate did not result in quality problems and lack of coordination.
4. Despite challenges, the modality experimented with the implementation of the WiP Programme has been described as successful. While the risk for adding these two CSOs was evaluated as moderate, UN Women attributes the success of programmatic delivery to a comprehensive preparatory phase before the start of the project in September 2014. Consultations and weekly meetings with the two CSOs as well as the two UN Agencies in which not only the logframe, but also strategies of implementation were discussed, started in December 2013 and were key to a smooth collaboration. The process was described as “intense”. In the words of a UN Women Official, the experience with this modality showed that NGOs have a lot to offer, and it is in the process of implementation that the “hidden” depth of their capacities are discovered; in fact NGOs themselves were surprised by their convening powers, the way they could mobilize other NGOs to be part of the process under a common goal, and mobilize women at the local level to identify with a national agenda. This Programme contributed to building coherence in the otherwise fragmented work of the NGOs from the grassroots to national level.

## Efficiency

1. In line with Objective 3 outlined in the ToR, this sub-section determines whether resources (financial, human, technical support, etc.) were allocated strategically to achieve project outcomes. We respond to three questions outlined in the Evaluation Matrix. The Evaluation found that WiP Programme has used its resources strategically and has provided good value for money. Impressive results have been achieved with limited amount of funds due to the effectiveness of project staff in establishing successful collaboration and interaction among various partners where capacities and resources have been effectively leveraged through synergies and joint programming.
2. The Evaluation found that that the **management of project funds was highly efficient**. This finding was also confirmed through interviews with Project partners. Planned resources for selected partners were based on realistic needs and capacities and during project implementation, strategic management decisions were made to re-allocate and adjust funds to respond to evolving needs and opportunities.

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| **Evaluation Question 3.1:** To what extent did the joint management structure of the programme support efficiency for implementation? |

1. According to the Logical Framework, both UN Agencies committed to implement distinct components of the project based on the strengths of their experience. In the fieldwork, the Evaluation Team was told that the main challenge in the work of the two agencies related to the mandate of each organization (one UN agency being specialized in an area and the other having access) and how each activity was set up. Pushing only in one direction, but then agency level priorities being different was also a challenge.
2. Due to the resignation of the first contracted manager and difficulty to select an appropriate candidate for the position, this position remained unfulfilled from January 1st to September 10th, 2015. In addition Chief Technical Specialist[[30]](#footnote-30) started in November 2015. Despite these challenges, the responsibilities were shared between UN Women and UNDP. As a result of the close support from both country offices to make sure that the project was implemented on schedule, no major drawbacks in implementation were discerned. In fact one of the strengths of the programme was the ability of the WiP Programme team to see beyond individual components that each agency was implementing.

There is no division of labor as in UNDP Component Manager saying that she is responsible for one part of the program. An example is the Quota Law… UNDP did not have business with advocacy, but realized that if we did not work with the people within the parliament, it would not open the door for UN Women. [there would be] Less hope for success... there has been no competition, but willingness to work… [Important to] know what other colleagues are doing, and identify opportunities for joint participation… this is how you do more for less.

*UNDP Official*

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| **Evaluation Question 3.2:** Were resources (financial, human, technical support, etc.) allocated strategically to achieve project outcomes? |

1. The breakdown of funds per agency is the following: 68.72% for UN Women share (this includes also the funds disbursed to two NGO partners, EEF and CPD) and 31.28%- UNDP share. **Project funds were not sufficient for all activities foreseen in the budget.** While partner NGOs and those contracted to implement certain activities related that funds were sufficient, to the UNDP and WiP Programme Team, more funds for programming were needed. These would have allowed expansion of the scope of activities. WiP Team related how they had to be selective to fit in the current budget (for ex. Number of communities, the reach would have been bigger, or added activities, extended the work with the media, brought external expertise, included more media and expanded the timeframe for the activities). Depending on which activity you take, we have more ideas than funds allow to engage with a partner, especially in capacity building area.
2. According to the CTA, **WiP Programme was well resourced** **in terms of staff**, compared to other project of the same magnitude. The team has been built over time, with most of team members hired in September and October 2014 which contributes to retention of institutional memory, an essential factor in making sense of history and progress of interventions of significant interventions. **Stakeholders were satisfied and had good relations with WiP Programme staff**. Those who worked closely with the WiP Team described members as professional, motivated, possessing good expertise, open to collaboration, flexible in considering alternatives to implementation of activities, and respectful of partners, especially CSOs. While close monitoring and reporting were only rarely defined as excessive, partners appreciated the knowledge and dedication of the team to successfully implement activities.
3. **Technical support was essential in the implementation and completion of activities** and was particularly appreciated among project stakeholders and beneficiaries. In the view of one state official, international expertise (alongside financial support and best practice) was strategically provided to help with the achievement of results. In the words of another state official, international expertise was not parachuted in the country, but “was based on national context, cultural values and perceptions and respected our views”. Communications Specialist was particularly important for CEC.

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| **Evaluation Question 3.3:** Have the outputs been delivered in a timely manner? |

1. During fieldwork, stakeholders mentioned that the timing of the start of the grant vis a vis what the project was expected to accomplish were at odds. However, **time allotted for the implementation of specific activities was sufficient.** One of the main challenges that influenced the start of activities concerned the procurement procedures that went through the regional office which were described as taking too long to be completed and in some cases completion of these procedures had been the reason for delayed start of activities. This challenge was resolved through the support from both UN Women and UNDP Country Offices.
2. Funds were generally spent in a timely manner as Table 3 indicates. However, there is some variance in the expenditures of UN Women compared to projections for 2014 and 2015.

Table 3: Spending of project funds[[31]](#footnote-31)

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| Year/ Agency | UN Women[[32]](#footnote-32) | UNDP |
| 2014 | 76.73% | 101% |
| 2015 | 88.78% | 99% |
| 2016 (as of 23 November 2016) | 96.41% | 85% |

1. One reason for the variance in 2014 may have been the time lag between the signing of the award and the actual receipt of funds as discussed in the section regarding factors that constrained project implementation above.

## Sustainability

1. This subsection discusses the extent to which benefits of the WiP Programme will continue beyond its tenure. In line with Objective 3 outlined in the ToR, it seeks to assess the sustainability of the programme including participation of partners in planning and implementation of interventions, as well as assessing the measures taken to ensure that activities initiated by the programme will be completed and continued on cessation of donor support. This evaluation exercise carried while the project continues for yet another year, may not provide a full assessment. However, it may offer insight related to the potential of results being sustained.

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| **Evaluation Question 4.1:** To what extent have relevant national stakeholders been included in programme design and implementation and policy advocacy processes? |

1. One of the strengths of the WiP Programme was its continuous commitment to include different national stakeholders in design, implementation and policy advocacy processes. In the words of one participant: “no one imposes anything; all their needs are heard, nobody comes and says we are your teacher and you will do as I say. All plans are created jointly, there are periodic meetings at the UN House, and we work together to implement activities.”
2. To illustrate, different components of the programme had different geographic reach that was determined not only on previous experience but also on continuous consultations with stakeholders. For example, while, the initial 10 regional forums provided opportunities for women from North, Centre, South, including Gagauzia to engage with their MPs, the Transnistria communities were added in 2016, along with a number of 25 adjacent locations as suggested by the Women’s Parliamentary Caucus and Parliament Secretariat. For trainings of women councilors, the Pro Doc mandated to work with communities which have the highest number of women elected. In consultation with the partners, and due to efficiencies and synergies of the interventions, Gagauzia, and also other additional localities from Moldova were added.
3. The WiP Programme is unique in its experience of not simply including stakeholders in advocacy processes, but allowing them to take the lead. Collaboration with civil society and support to them to be the front-runners that drove the change, with the UN backing the comprehensive strategy of advocacy contributed to ownership of the process and produced the desired result. The perception and the reality that this was a home grown initiative whose time had come contributed to politicians embracing the ethos of the legal package and led to the passing of the law.

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| **Evaluation Question 4.2:** What accountability and oversights systems were established in order to secure the benefits of the interventions for rights holders? |

1. Internally, the WiP Programme developed ***Risk Log*** in which internal and external risks were analyzed and plans on addressing and countering such risks were provided. Oversight was secured through the ***Project Steering Committee*** (PSC). While the Evaluation Team did not have an opportunity to interview stakeholders regarding the functioning of the PSC, there is evidence that this committee met. The Evaluation Team was not able to determine the regularity of meetings given that it was provided only with four documents showing minutes of monthly meetings. Evaluation Team could not find evidence of external oversight.

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| **Evaluation Question 4.3:** To what extent has the programme contributed to knowledge enhancement and advocacy in relation to the empowerment of women? |

1. Project partners and stakeholders were consistently asked during interviews whether the results achieved would have been possible without the support of the WiP Programme. Interviewees shared that without the assistance and support of the Programme, efforts to bring about change and increase in participation of women in politics would have taken a much longer to accomplish. Stakeholders involved in the efforts to pass Law 71, also stated that the result would have been limited without the intense advocacy afforded through the programme.
2. The WiP Programme has generated a significant number of materials in Moldovan. EEF facilitated the development and submission of six position papers, including a public appeal and a public statement, which were handed to different stakeholders, and included demands based on each stakeholders’ roles and positions.[[33]](#footnote-33) The CEC and CCET produced infographics that map women’s participation in elections. These infographics have been used extensively to advocate and design programming, but have served as inspiration for other country offices elsewhere outside Moldova that are keen to emulate this example. The TV spots of the HeforShe campaign present compelling messages of the importance of women’s participation in public life.

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| **Evaluation Question 4.4:** To what extent are project results likely to continue after the project?  |

1. It is difficult to claim that a three year project (the first of its kind in Moldova) will change in one sweep the situation regarding participation of women in politics and decision-making. However, important achievements have been made which, overtime, are expected to create the basis on which future interventions can be implemented. Much depends on the ***political and institutional will to maintain and build on these results***. For example, the ability of CEC to disaggregation of data is one of the results that will likely continue after the project completes. As one CEC official commented: “Everything starts with disaggregation and analysis of data. It is like with medicine, if you want to do something good, you should understand what you have.” Usability of data is key to the continuation of results.

What CEC achieved, demonstrates to everyone that it’s possible. We create standards. [Our] mission is to continue. If there is will, things can be done. However, this is the first step to create conditions, need to monitor and educate with new generation coming.

*CEC Official*

1. CCET has embedded institutional capacities on gender mainstreaming to be utilized in the future independent of external support. The interviews carried out during the evaluation mission confirmed that the CCET staff has gained a different understanding of gender equality issues and are applying the acquired knowledge on a daily basis.
2. Data from interviews pointed to a change in attitudes of both chief editors as well as journalists with regard to gender issues and women promotion especially at the local level. The activity still goes on, even though during the project it was financed, and now it is not anymore. But editors continue the self-assessment because they don’t want to be “shamed” in APIs reports.

Through the materials I am developing now or those that I will, I will always take into account the fact that there are women who can promote themselves in politics and who have a word to say!

*A journalist*

1. Even though ***Law 71*** was adopted with a considerable majority, it did not make clear provisions regarding placement on party lists. The 40% quota is a step forward, but since the **law does not provide for mandatory placement in top positions on the list**, the achievement of the desired results is under risk, a concern several of the stakeholders we interviewed shared.
2. ***Community level actions.*** While these actions had the financial support of WiP programme, they were implemented by local women councilors who, having had the first experience of successfully completing an intervention their community cared about, **have gained confidence to continue**. Roma newly elected councilors also carried out local community mobilization activities with WiP Programme support, and became a visible actor (sometimes “feared” person) in the local council. Practicing the skills acquired during the mentorship program by implementing concrete actions was associated with the creation of a small local network of people of like-minded interests who desire to contribute to changing the state of affairs in their community. Further, it provided an example to other women in the community that “women can do it”; these women serve as an inspiration to others in the future. Confidence and motivation local women councilors gained through WiP Programme are here to stay.
3. ***Increased representation of women at the local level.*** Intensive efforts at capacity building of women aspiring to enter politics have resulted in an increased number of women local councilors. Five NGOs developed women empowerment campaigns at the local level: “Tarna Rom”, “Femeia Moderna”, “Asociatia Comunitara Pepeni”, “Asociatia Comunitara Singerenii Noi”, “VESTA”. In many of these communities women were elected as mayors and local councilors, and they are surely to continue being gender equality advocates. For the first time in Moldova, two Roma women were elected local councilors. Sustained results, i.e., more women to politics elected and actively engaged with the political and decision-making are yet to be seen - motivation over time to continue to remain in politics is key. Support for these women to continue with their work is essential.

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| **Evaluation Question 4.5:** Is stakeholders’ engagement likely to continue, be scaled up, replicated or institutionalized after external funding ceases? |

1. In the view of UN Women, an exit strategy was part of the prodoc and was embedded in the design and management of the programme. In the view of a UN Women Official, *capacity building, strengthening institutions to do their work reside with the stakeholders, not with the Programme partners*.[[34]](#footnote-34) Following this line of thinking, the WiP Programme is a “temporary arrangement” that having had success and good partnerships established, it sees itself in the role of facilitator and moves on to other areas where more intervention is needed. To illustrate, media continue to be problematic especially in terms of their sexism. Given the programme’s strict mandate to promote women’s leadership, now that the law has been approved, UN Women will concern itself with issues related to implementation of action in the field of sexism in the media (among other issues). But in the course of strengthening the capacity of CSOs to critically analyze the work of the media, the former may play the watchdog for media that fail to be gender sensitive.
2. Law 71 has created space to continue with the work started with WiP Programme. CEC for example commented that one of the responsibilities of the institution is to oversee how this quota is respected in the internal management of the political parties. For the first time, CEC has the power not to register political parties who do not respect the quota in the party list in the future parliamentary elections. In the view of CEC, the fact that CEC has now legal authority to request parties to observe the quota, provides a boost to the efforts to promote more women within political parties to run for elections. Per interviews, it is a responsibility CEC intends to carry through in the future. Recognizing the challenge of low representation of women at the rayon level, CEC intends to work with UN Women and CCET to increase this representation.
3. Fieldwork found there is willingness to **continue the work with the International Association of Women in Electoral Management**, a collaboration between CEC and CCET. Funding remains an issue, given that there is not a clear business model of how this association will continue its work. It is likely that this association will have a non-profit status, but it currently depends on donors to survive.
4. API drafted a written commitment that media engage to promote gender equality principles in their media products, which all media were invited to adopt. The unexpected result to this was that not only the 29 participating media signed the commitment, but another eight volunteered to engage in the self-assessment process, by signing the document. While the Evaluation Team did not have an opportunity to sample and interview such media in the limited time, the fact that API is committed to see through the implementation of such commitment is significant and creates hope that more media will enlist as gender equality allies in combating gender related stereotypes. In the words of a stakeholder, “a critical mass of media institutions that are gender sensitized has been created, there is a nucleus”.
5. While not representative, the online survey is indicative of how various stakeholders will continue the work started through WiP Programme. For example, local councilors felt strongly about sharing knowledge gathered and advocating for gender equality. Some ways to follow up on what was learnt included organizing a women club to promote their participation in decision making; introducing an optional course on gender equality in the school; forming a team of women and informing them about the things learned during the trainings; establishing a group of young women to participate regularly in the Local Council meetings and to involve them in the decision making; integrate learnings in daily councilor’s work.

## Gender Equality and Human Rights

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| **Evaluation Question 5.1:** To what extent have gender and human rights considerations been integrated into the programme design and implementation? |

1. Gender equality and human rights are a normative mandate of UN Women and mainstreaming these in all activities has been the core intention independent of what was decided at the output and outcome level. Both gender and human rights considerations were integrated in programme design and implementation. Activities seem to have been designed in response to recommendations of international bodies concerned with the implementation of human rights and gender equality, such as CEDAW Committee.
2. As evidenced earlier, one of the main implementation constraints has been the limited understanding of issues connected to gender equality with a special focus on women. One UN Women Official describes this succinctly: “It is very hard. Some say: ‘You divided society in men and women, now you have specific groups of women. What is this?’... It is very unfortunate that some of the partners think that way. But until you zoom it in and bring the issues up, you cannot help women to succeed.” With a view to striking a balance between policy and day to day aspect of leadership, including tackling stereotypes, and the stigma, on certain groups of women, WIP kept a strong focus on Romani women and managed to do some work with women with disabilities.
3. According to WiP Programme staff, various stakeholders including those representing ethnic minorities, women with disabilities were consulted on various occasions regarding their needs and priorities through public forums held in 2014, 2015 and 2016. The Programme has paid particular attention to Roma women by supporting individual Roma women candidates and then local councilors, as well as the Roma Girls and Women Network the members of which met regularly to formulate their needs for assistance.[[35]](#footnote-35) A remarkable feature of the WiP Programme has been its reach to districts and especially villages, targeting equally urban and rural areas. Rural councilors and first time voters participated in training and forum activities in which their voices were heard.
4. The design and implementation of various activities has had gender and human rights considerations weaved throughout. To illustrate, the two ***National Forums*** “Partnership for an Inclusive and Prosperous Moldova” organized in 2015 and 2016, used innovative “speed-dating” methodology, ensuring that political party representatives directly interacted and listened to the needs and priorities of women from seven specific groups (women victims of violence, women affected and infected with HIV, women migrants, women with special needs, Roma women and girls; elderly women, and women in business). Concrete demands by women representing these different groups were sent in written form to all parties represented in Parliament, and the Forum concluded with a “Summary of discussions and commitments” assumed by each political party in respect of each of the seven groups of women. The document serves as a basis for further follow-up and advocacy by the gender activists.

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| **Evaluation Question 5.2:** How has attention to integration of gender equality and human rights concerns advanced work on supporting women in politics? |

1. ***Disaggregated data***. The WiP Programme has improved knowledge and statistics on women’s participation in politics by building national capacity to collect and analyze sex-disaggregated data in an effort to bring gender symmetry in all aspects of elections. The publication, *Gender Equality in Elections in the Republic of Moldova*[[36]](#footnote-36)is a useful tool for benchmarking and future programming. This initiative has sensitized the state to the need for sex-disaggregated data and their use in the design of policies that respond to increasing women's participation in decision-making. Following the practice of a few studies that focus on ethnic minorities in Moldova, The Programme has also built on the experience[[37]](#footnote-37) (albeit not through research) of describing distinct experiences of women of ethnic minorities and rural populations in experiencing and engaging with public space. While the description of these distinct experiences focuses on success cases, by describing the way to success, such cases shed light on understanding the factors that contribute to the invisibility of women whose road to leadership and participation in decision-making is impacted by additional layers of disadvantage.
2. ***Combating gender stereotypes.*** A series of activities with the view to increase media reporting on positive and inspirational representation of women, as well as challenging public’s perceptions on “typical” positions and occupations of women and men were implemented. According to project reports, the WiP Programme identified and featured on print, on-line and audiovisual media 186 success stories of women leaders from different spheres, in leading positions who have contributed to the development of their communities. In addition, 60 stories about women’ entrepreneurship were developed and publicly disseminated. Having a stereotypes-breaking effect, these activities also impacted journalists who developed the stories, making them more aware of gender equality. A very interesting and effective activity was implemented by the WiP Programme with the same aim of reducing stereotypical thinking of women and men occupations. This was the first ever in Moldova national photo contest “Equality through Lenses” for amateur and professional photographers. Overall, 245 photographs were submitted and 50 selected by a jury of renowned Moldovan photographers and experts to be featured in national and local level exhibitions and debates. Although these activities did not tackle stereotypes regarding participation of women in politics, be it among voters or female politicians, they did provide an opportunity for critical reflection on the pervasiveness of stereotypical thinking in general.
3. ***Gender assessment*** in media. Following the training, 30 of the participating national and local media institutions (audiovisual, print and on-line media) expressed interest to get involved in the self-assessment process, of which 20 engaged for the first time in such kind of exercise. After 8 months of self-assessment exercise, results in certain indicators could be noticed: an average increase in women’s representation by 7 percent points from September, 2015 to April, whereby 7 media institutions (out of the 30) have achieved an almost equal representation of women and men in their coverage; the highest progress of women’s share as article protagonists was registered in audiovisual media, with a rise from 15% in September 2015 to 23% in April 2016. A comprehensive set of activities, led by UN Women were implemented by the WiP Programme to change the way media portrays women as well as increase presence of women, particularly as experts, leaders, in media products. A gender self-assessment exercise was built upon the previous experience of API who piloted the methodology in 2012-2013 with UN Women’s support.[[38]](#footnote-38) Prior to launching the self-assessment process, API organized a two day training for 45 journalists (14 men and 31 women[[39]](#footnote-39)) of 34 national and regional media institutions to build their capacities on gender sensitive reporting and identify those most interested and committed to promote gender equality in their work/products. In order to assess the progress made by participating media, an Evaluation Board has been set up consisting of 8 experts in media and gender. The Board is evaluating the evolution of women’s representation in media and providing guidance to the media outlets and their editorial offices on how to make improvements.

# 6. Lessons Learnt and Good Practices

## Lessons Learned

1. **Increasing participation of women in politics and decision-making takes time and interventions need to take this into account.** Implementation of measures to increase women’s participation in politics and decision making requires institutional change in engaging with necessary systems and processes as well as individual change in terms of increased commitment and capacity of key actors to engage with the cause of women’s participation in politics. Although the project has supported the adoption of TSM, more time and assistance will be needed to implement these measures. At the same time, capacity building activities, particularly for future candidates, should start long before elections (about 2-3 years before elections), in order to ensure greater impact.
2. In order to build future capacityfor gender analyses and ensure ownership over findings it is important to s**upport involvement and participation of staff in elected bodies and other constitutional entities.**
3. To ensure that knowledge projects are useful and adapted to needs of their intended user, they **should be developed with the full and direct involvement of relevant stakeholders**. Interest from partners and the broad consultation at the beginning of the programme as well as consultation during implementation resulted in good engagement with the program.
4. **While complimentary support with the same beneficiaries strengthens results, regular communication to avoid overlap is very important.** In one case it was reported that UNDP is identified with the UN given the continuous encounter of one stakeholder with this agency. In order for stakeholders to see the difference and value added at agency level, communication channels indicating who does what should remain open.
5. **Learning by example and good practice** has potential for emulating at all levels. For example, the idea behind the study visits with mayors was to promote best practices and good examples of women mayors and to inspire potential candidates and women leaders to run for office locally and regionally. As a result of organized study visit in Budesti, women mayors participants committed to apply in their communities practices such as running municipal enterprises, involving local councilors and citizens in community development initiatives, as well as calling citizens to financially contribute for implementation of projects, create a database of migrants and initiating projects and activities in this field. Women mayors stated their next steps to be followed in order to implement the best practices in their communities, first by informing local councilors, other mayors from their district and citizens about the best practices used in other communities. While the Evaluation Team cannot conclude on the usefulness of such visits empirically, more than once stakeholders representing various levels of state and government pointed to study visits as a good methodology for being acquainted to and emulating good practice at a quick rate.
6. **A comprehensive strategy**was implemented to include multiple partners (media representatives, political parties, women leaders and community activists) and activities (social marketing messages, media briefings, gender sensitization sessions), all of which will combine to push for legislative reforms in favor of women’s political participation. ***Multiple advocacy efforts with the same end result.*** Advocacy campaigns were central to the efforts waged by UN Women toward the adoption of TSMs. This campaign featured such traditional instruments as supporting the Gender Equality Platform and organizing a series of public events, as well as lobbying for the adoption of the law by different actors, simultaneously exercising pressure on MPs, as well as less “traditional” tools, such as organizing a public event such as a “funeral” of the Package 180.

## Good Practices

1. Stakeholders who participated in the various interviews identified different good practices attributed specifically to the unique set up and implementation of the intervention. Consistently, the implementation of the WiP Programme seems to have produced good practices in every major programmatic area with which the project engaged and has done so from the perspective of the UN, the donor, government and CSOs as well as individual beneficiaries. The criteria for selecting and listing good practices below were described in paragraph 4.12.
2. **Multiple advocacy efforts with the same end result.** Advocacy campaigns were central to the efforts waged by UN Women toward the adoption of TSMs. This campaign featured such traditional instruments as supporting the Gender Equality Platform and organizing a series of public events, as well as lobbying for the adoption of the law by different actors, simultaneously exercising pressure on MPs, as well as less “traditional” tools, such as organizing a public event such as a “funeral” of the Package 180. While not perfect, in the views of all stakeholders adoption of Law 71 was a first very important step. It was difficult to achieve but joint efforts from state and non-state institutions helped.
3. **Women in Electoral Management (WEM) – International** was created as a result of project activities and led by CCET. During the 24th Annual conference and General Assembly Meeting of the Association of European Election Officials held in Chisinau, Moldova, on 9-11 September, 2015, CEC Moldova and CCET launched a global call for action to establish an International Association of Women in EMBs on the 17th of September, 2015. Consequently, an Ad-hoc Working Group consisting of representative of CEC, CCET, UN Women and UNDP has been created to define the future Association, with support by an international consultant. With continued support from WiP Programme, an initial Charter of the future Association has been drafted and a name of the association has been proposed.
4. **The two-pronged approach taken by the programme to capacitate local community members** (through training, support to conduct gender analyses and mentoring) **while also empowering and supporting aspiring women to articulate their needs and priorities and participate in decision-making processes** has produced significant results**.**
5. The strategic approach of **combining activities to change policies at high level and change practices at lower level** with local communities, media, NGOs has influenced the rate of success of the WiP Programme.
6. **The decision of project staff to reach out and establish partnership with various sub-contractors/subgrantees**. Recognizing strengths and areas of expertise and working with them to raise awareness about GE and women in politics, these organizations now have increased knowledge in the field and have started to integrate these areas into the work of their organizations.
7. The **tailored approach to the governmental institutions helped focus the support provided in alignment with institutional needs**. WiP Programme was widely recognized for its responsiveness and familiarity with procedures and process related to functioning of governmental institutions and worked with them rather than imposed ideas.
8. **The partnership approach taken through the project ensured ownership and sustainability of assistance**. The use of Project Cooperation Agreements and Memoranda of Understanding which outlined the types of assistance and resources to be provided in a transparent manner were also seen as important and useful in building effective partnerships between UN Women and the implementing governmental institutions and other partners. . Effective cooperation between UNDP, Parliament and CEC, for instance, provided the necessary background for developing further the collaboration between WiP Programme and these institutions. At the same time, partnerships with implementing NGOs have provided added value and a very flexible mechanism of cooperation, which was highly appreciated by NGOs. Trusting a local partner proved to be a highly valuable approach, given the importance of quickly adapting to varying circumstances as well as using endogenous skills and knowledge to respond to community understandings of the importance of voting.
9. **Attention to Roma women.** As a result of capacity building activities, for the first time seven Roma women registered on electoral lists of political parties and as independent candidates in the local elections. They were among the 15 Roma who ran in local elections; previously no Roma women had ever run for local office in Moldova. Another historic first took place on election day, when out of these seven, two Roma women were elected as local councilors in Chetrosu village and in Riscani town.

## A Story of Impact

1. The design of the mentorship programme delivered by CPD, had built in it a hands-on practice in solving issues of concern for the community where women lived. Veronika Spinachi, a mentee in the CPD program,[[40]](#footnote-40) shared that the choice of the project topic was not a difficult task. Shortly before the program activity started, she had lost her husband in a car accident in front of their house. Their village is traversed by a road, from one end to the other, and houses are located on both sides of this road. Given the geographical position of this village and the shape of the road, it is very usual that drivers exceed the speed limit and accidents were very frequent. In 2014 alone there were 35 car accidents, of which many were very severe; 4 people died including her husband and one was disabled.
2. Thus, having the internal motivation to change this and having built self-confidence through the project, Veronika decides to opt for the project “Traffic security means life”, which got approved by CPD consequently. The idea was to install several road signs and barriers to limit the speed on the road crossing the village. So the journey started. Veronika confessed she never believed the accomplishment of such a project could be so complicated. At first, she needed a formal approval from a state institution. However, Transport Directorate declined the request, in the justification that this was not within their purview. The JSC “Balti Roads” responded they were only responsible for installing barriers in cities, not in villages. The Patrol Police refused while the Ministry of Transport said they did not have the funds to see the project through.
3. Veronica and her colleagues managed to persuade the Road Directorate from the Ministry of Transport to accept the design of the project and issue the permit. However, JSC Balti Roads refused to install the indicators as doing so in the villages was not within their purview. With the help of the mentor, Veronika addressed a letter to the MP Serghei Chiseliov. It was at his intervention that the indicators and barriers were installed. The City hall contributed 5,000 lei, the JSC Balti Roads spent about 30,000 lei and there was a small contribution from citizens too.
4. The project demonstrated the power of convening around a need and a concrete idea, and more importantly, the significance of investing in women locally. WiP Programme capacitated local women like Veronika to take action. Practical tasks, such as developing and implementing a community project, provided a great opportunity to practice the achieved knowledge and skills.

# 7. Conclusions

1. Under the project, planned interventions and strategies set out to create conditions for women to lead and participate in decision-making at all levels (national, local and rayon) have been implemented. As a result of the project, efforts and initiatives of all partners involved, effecting change and transforming the political landscape from heavily masculinized to a space where women have rightful entitlement of participation has gained momentum. The results have shown that however entrenched the patriarchal attitudes toward women occupying public space are, these can be shaken to the core.
2. Important evidence and capacity now exists at the national level (including gender analyses, gender statistics and research) to identify challenges associated with bringing more women into politics. Parallel to this, capacities of CEC in election management and the Centre for Continuous Electoral Training in preparing electoral offices and those of various gender actors have been strengthened. Important legislative framework that provides grounds for engaging more women in politics is now in place.
3. The significant progress made by the project towards the achievement of its envisaged results can be attributed to the fact that the project employed a variety of strategies and approaches that were highly effective. Project staff engaged a wide range of both government and non-government stakeholders considered to be strategically positioned to support women’s political empowerment. Through the project, CEC especially, became more aware and convinced about the value of, and need for, a gender perspective in election management. Complementary to this, seeds to engage more meaningfully with gender equality issues and women’s political empowerment have been sown in the media and local communities.
4. A contributing factor to the success of the project has been the ability of WiP Programme staff to tailor approaches and interventions to the national and local context. The project was fully aligned with existing national laws, strategies, plans and policies and, through the responsiveness of the project staff, it was also effective in responding to evolving national priorities and needs. The project has also been aligned with UN development assistance and cooperation frameworks and indirectly contributed to towards supporting implementation of strategic priorities related to gender equality. CEDAW and UPR recommendations and conclusions were also taken into account during the design and implementation of the project. Project stakeholders expressed strong satisfaction with the ability of WiP Programme to establish credible and reliable partnerships, felt fully consulted throughout all phases of project design and implementation.
5. The project has used its resources strategically and has provided good value for money. Impressive results have been achieved with a limited amount of funds due to the effectiveness of project staff in establishing successful collaboration and interaction between UN Women, UNDP and partners where capacities and resources have been effectively leveraged through synergies and joint programming.
6. Although significant progress had been made towards promoting women’s political empowerment especially at the legislative level, further efforts and support are needed in order to translate these results both in implementation of legal frameworks, support for women politicians and at the local level. Further efforts are also needed to capacitate a larger number of local-level officials and women aspiring to enter politics. Parliament, government and CSOs (especially those fledging organizations representing the interests of marginalized groups) will also require further support in strengthening their capacities to engage in the field of women and politics.
7. Future programming on women’s political empowerment for Moldova will require clear prioritization and strategic choices to be made by UN Women and UNDP, together with other actors, to determine where and how to engage. Decisions on what constitutes the most strategic area of engagement for UN agencies will again need to take into account what has been achieved and the needs identified through the implementation of the WiP Programme.
8. Finally, it will be important that sufficient funds to support future programming are secured as quickly as possible in order not to lose important momentum and institutional memory.

# 8. Recommendations

1. The following recommendations are based on the evaluation findings and focus on future work in strengthening programming to support women in leadership and decision-making. The WiP Programme has made inroads in increasing participation of women in public life and especially in politics by capacity building and advocacy. Examples include but are not limited to the following. Law 71 mandates that the quota of 40% for least represented gender be observed. Two women have joined CEC: one of them as chairperson and the other as deputy, which is a significant progress towards ensuring gender equality within CEC but also promoting it further to EMBs. There are more women local councilors and Roma women Nevertheless, a lot remains to be done. The most recent Gender Gap Report 2015 indicates that Moldova has a long way to go with a general overall ranking in the 58 place in the world (a female to male ratio for women in parliament being 0.28,[[41]](#footnote-41) women in ministerial position being 0.38 and years with female head of state at 0.03).[[42]](#footnote-42) The recommendation of the Evaluation Team is that **a project of the same nature as WiP Programme continues**.

The program should continue because the change of mentality is a long and burdensome process. ***Progress was made and should be enhanced*** [evaluator’s emphasis]. Here is one example: the majority of publishing companies, even if they tried to use feminine forms for director, engineer, head, minister, etc., they returned to the male forms once the self-assessment was completed. This was the easiest test the majority failed.

*Woman journalist*

1. Our recommendations are informed by a grassroots theory of change as described in Section 3. Increasing women’s participation in politics and decision-making is facilitated by sound legal framework and policies. One of the main achievements of the WiP Programme is its significant contribution to the approval of Law 71 through which the 40% quota of representation was introduced and other laws were improved. The logical **next step is to ensure the practical implementation of Law 71 through which women have the opportunity to enter politics and participate in all levels of decision-making**.
2. Efforts should **focus not only on the implementation of this law but also on legal measures that ensure women’s safety while running for and holding elected positions**. Our recommendations are organized in terms of scope of action, shifting social norms, changing capacities and strengthening base support. Finally, we provide a few recommendations on programme design and evaluation.

## Scope of Action

1. While WiP Programme has done excellent work in reaching out to various localities in Moldova, more **resources and action** in the future should be focused at the local level, working both with the **local government entities and communities** where gender is poorly known. Recognizing that there are 900 localities, the absence of field level offices and big teams, working locally needs to be strategic. Efforts should be made to systematically reach out to and include communities in **Transnistria.** While grant size is the prerogative of the donor, fieldwork confirmed that more funding and larger local teams are needed to go local, especially in doing advocacy work. As one official said, “it is one thing to hand a document to somebody, and it is another thing to explain it.”
2. The focus of WiP Programme on political empowerment of women with a specific emphasis on elections and legislative framework was applauded as essential in the current context of Moldova. However, there is a need to consider **expanding the scope** to refer to **women in leadership in general**. CSOs find that change to a more general focus will serve as an entry point in **Transnistria**.
3. More attention should be placed on small women organizations and increasing their capacities especially through small grants to help them establish a track record. This is particularly important for **Roma women civic entities** which are emerging in the space of advocacy and supporting women in leadership. As they fledge, they **need support in building capacity through networking and mentoring**. More experienced Roma NGOs should come on board as mentors.

## Shifting Social Norms

1. Adoption of Law 71 is about mentality shift and an opportunity - it comes with the significant challenge of having it be embraced by all actors involved. Capitalizing on the pragmatic shift of learning by doing which was started with the WiP Programme, **efforts** should focus on the **capacity of these actors to understand** **and engage with the** **law**, which, through its implementation, creates for women to participate in decision making.
2. Programming should **expand the vision of participation of “women in democracy processes”**. Focus should not be only about being elected, but also on those with the power to elect. This means that programme activities should take into consideration the importance of constituencies and shape awareness programmes accordingly. More focus should be placed on women who vote for qualified women candidates, expanding their understanding on why women should be in politics and why women are as good as men in terms of being decision-makers in public life.
3. Training, information and education campaigns should continue. Different stakeholders mentioned **person to person campaigns** as the most influential of all. Alongside methods that use social media, media, face to face campaigns that bring people together between elections are most valuable. As one local councilor commented: “It all starts with a cup of coffee”.
4. The WiP Programme established a good record in **engaging men** to combat gender stereotypes. This practice needs to be **deepened** through research and action in future programming. Among key suggestions from the interviewees were to include men, where possible, in training activities with women. In the view of participants, while action is changing women’s mindset, it is “ignoring” the reality that they continue to face the same problems at home or in the office, a reality that can be changed only if men and women work together.
5. As global experience and that of WiP Programme has shown, media are a powerful ally in reversing stereotypes and thereby increase the number of women considering a political career, as well as alter how voters—and political parties—view female candidates. Efforts should be made to **reach out to national media, which is largely masculinized and politically controlled and management of such media**. The evaluation found that beyond working with reporters, media management plays a significant role in strengthening the work of the media in promoting gender equality. Various media representatives pointed to the importance of working with decision-makers within the media. As one interviewee shared “even if journalists participating in the trainings wanted to bring a different mind-set and vision in the media, their initiatives were “blocked” by the chief editor who has other views.”
6. In general, research in support of action was identified as a comparative advantage of UN Women. More information should be produced through **evidence based research**. Based on interviews and general literature we suggest below themes of research that may aid with future action.
7. **Research on women’s representation at all levels should continue.** One of the successes of WiP Programme is the increase in capacities of state institutions to disaggregate and analyze data. CEC has produced very useful data that may be used in the future by different stakeholders. Therefore, it is important that the use of **disaggregated data is introduced and systematized for different stakeholders**, be these government, media, schools and universities, civil society organizations. An equally important research endeavor would be to provide information on the **correlation between the number and the position of women on candidates’ lists and the number of women elected**. Findings from this type of research will prove beneficial in any advocacy efforts made with political parties regarding the position of women on the party list. Finally, there should be **more data** especially regarding civil **society engagement and their perceptions on women in politics**.
8. Women need to participate in decision-making structures for their specific interests to be articulated. The argument is that **women speak “in a different voice” and thus change the political landscape**. For example, analysis of parliamentary questions provides information on the types of agendas women MPs push. The practice of bringing women MPs to their constituencies, as one of the strengths of the current WiP Programme, would benefit from **findings that show how women MPs are contributing to addressing issues of concern to both genders.**
9. A general argument in support of greater women’s participation in decision-making is that of **resource utilization**. While women constitute more than half of the population in Moldova, their potential talent and ability is not being utilized. The fact that the woman presidential candidate in the recent elections in Moldova came close to winning the race with little funding and support shows that the tide is changing. **Research on “time lag” effect** (years women have in political career and its correlation to leadership positions) would identify potential action that supports both women in leadership positions and those aspiring leadership by addressing measures to counter the “time lag” effect.
10. While **UN organizations** do not work directly with political parties, the experience obtained through the WiP Programme puts them in a **position to advice other actors** that can do so. Interviews pointed to evidence that seeds of such action have already been sown; collaboration, coordination and expertise sharing should continue as a matter of practice.

## Change in Capacity

1. An important factor in sustaining project results is working with people the project has invested in, i.e., champions of women’s empowerment in politics. Different modes of motivation, beyond study visits and participation in international conferences should be explored. People need to learn more and be introduced to new knowledge and practices, contribute to international experience. **Future programmatic activities should consider engaging people who have been invested on to capacitate others**. They are role models to promote the agenda of women in leadership positions. For example, the mentor-mentee relationships created through the WiP Programme activities should transform into partnerships in which the **mentees may be engaged to arrange joint training activities with trainers**. UN Women may consider establishing the award for Gender Champions.
2. Media are partners in shifting social norms. However it is important that they come fully on board with the mission to shift social norms regarding participation of women in politics. Journalists who participated in trainings in gender equality with WiP Programme, and the Young Journalist School organized by Independent Journalism Center (curricula includes a course on GE) have benefitted from an understanding of the basics in GE when they start working. **Institutionalizing academic offerings in gender equality at the university level and having all journalists go through a course in gender equality at their faculty** is a necessary first step toward more gender responsive journalists.
3. Given the intense nature of media work, the experience of WiP Programme showed that it proved challenging to engage more people from the same media outlet in trainings at the same time. An option would be to develop tailored programs for separate media outlets. In this case, many more journalists (if not all) from the outlet would participate. Such **programs should take into account findings from media gender assessment, customize training and make it relevant to the nature and scope of the work of the media being targeted.**
4. Gender trained **electoral officials** make a difference in how elections run. The **CCET should continue to provide training** to such officials and beyond (in the view of one representative, “start earlier than that”). Capitalizing on the interest from political parties in certified electoral officials, future programming may consider **supporting mandatory certification for electoral officials in which gender equality is its own module**. As one stakeholder expressed: gender mainstreaming as an approach is here to stay. It is not going to go away.”
5. Under WiP Programme most training sessions were run by NGOs and CCET. While there is value in the engagement of such actors, and this should continue, **WiP Programme should look into the practice of engaging universities** as important actors in conducting such activities. Around the world, there are Leadership Programs that expand political knowledge and participation among female university students. University-based training programs, however, may serve others besides university students. **Such programs could be tailored for women who plan to run in the near future and for those who are thinking about running sometime in the future**. Additional sessions may target women belonging to ethnic minorities and those with disabilities. The format of such trainings may range from hour long online and in-person trainings, to full-day conferences, and summits. Going at pre-university level and engaging the new generation through civic education programs was also considered as important in countering stereotypes that are commonly encountered in promoting girls and women leaders.

### Strengthening Base of Support

1. **Gender-specific research and training within parliaments** is relatively new. WiP Programme has started this experience and could work to strengthen this aspect of future intervention. The aim of such research would be to support female legislators, as well as women-friendly policymaking more broadly.
2. **Women’s caucuses** may be engaged in playing a role in leadership training, speechwriting, and gender budgeting. The **Committee on Social Protection** is an important actor in generating legislation, providing oversight for bills proposed in other committees, monitoring the implementation of laws, requesting briefings from ministers and government departments, and conducting study tours in matters related to gender equality and women’s empowerment. While stakeholders mentioned that the future Programme should work with all relevant commissions including Human Rights Committee, Culture, Youth and Education, Media; Economy, Finances and Budget; Social protection, Family and Health, given their involvement with issues of women in politics, it is the recommendation of the Evaluation Team that in trying to keep the future intervention focused, we selected one Commission with the expectation that this commission can transfer knowledge and experience to other commissions, thus contributing to ownership of issues by the Parliament.
3. **Women within parties** have accumulated experience that may be imparted to other women aspiring to get into politics. The range of topics covered by WiP Programme including democracy and women’s participation, communication, argumentation, speeches and debate, handling the media, negotiations, networking, advocacy training, and violence again women should be enhanced by **bringing in the perspectives** of these women. While offering training in particular skills to facilitate women’s participation in public affairs, such activities may also serve as an opportunity for women to meet and form networks.
4. **Recruitment initiatives should take into consideration career and age dynamics of women aspiring to enter politics**. The WiP Programme engaged with varying degrees of success in identifying and encouraging women to run for office. The common thread in its activities has been convincing women to consider political careers—and, more broadly, to promote a shift in women’s mentalities in the long term. While there is no information on **age groups and professions** that were particularly targeted by such recruitment initiatives, in the future, these should **consider dynamics that take account** of these two factors. In the case of older women, recruitment may target those at the top of their professions, who hold fewer family responsibilities (because children may be older), and be financially independent. By contrast, initiatives that target younger women should start at an early age with leadership programs as early as secondary (high) school to introduce girls to the importance of women in political leadership and train them in public speaking, networking, on-camera media performance, and platform development.
5. One of the main barriers that impacts women’s decision to enter politics is lack of funds. **Civil society organizations** organized within the Gender Equality Platform may look into their experience of **fundraising campaigns** for various causes and organize such fundraising initiatives to ensure that female candidates have the financial resources they need to wage successful campaigns. Funds raised may be divided equally among women standing for office, regardless of their party affiliations.

## Future Programme Design, Implementation and Evaluations

1. **Consider partnering with agencies that add value to the intervention**. A bottom-up approach to future interventions should consider other agencies that engage with this approach such as human rights agencies. In addition, UN Women may capitalize on the experience of local NGOs and subcontract such NGOs to do the work.

1. **Make co-funding an important feature of programs designed and implemented with local partners** to institutionalize commitment and ownership, as well as strengthen partnerships to address issues of increasing participation of women in politics. While most schemes focus on institutions, there are merits to experimenting with the same kind of scheme for training activities. Such approach contributes to local benefits and creates buy-in to all types of capacity building interventions. The CEC is an excellent example to follow.

We realize that external support will not be forever. International support for us has increased internal capacity, not simply implemented activities… Difficult at first... but [co-funding] creates a perception that we need to pay our bills and not wait from outside. This is how we keep experience inside CEC.

*CEC Official*

1. **Offer and deliver programming in conjunction with electoral events in the country.** One of the main concerns voiced by the WiP Programme and other stakeholders was the inopportune timing of the start of the programme one month before local elections. This did not allow for meaningful engagement with beneficiaries. While every effort was made to “catch up”, **future programming should consider timing of the start and end of the program** in such a way that **there is sufficient time for engagement with beneficiaries and stakeholders, before, during and after elections**.
2. **Clarify logical framework to fit expected results at the output and outcome level.** As the Evaluation Team observed earlier in this report, several target statements and the indicators expected to measure them were set well beyond the control of the program (i.e., output level targets were set at the outcome level). There needs to be a **better differentiation between what is expected at the output level** (products created with the funding allocated for the project) **and at the outcome level** (e.g., change in situation/context and behavior) considering realistically how external circumstances outside programme control may affect achievement of expected outcomes. Further, for specific aspects of programming in-house resources produced by UN Agencies in projects of a similar nature elsewhere in the world may be used.[[43]](#footnote-43)
3. Given the scope and reach of WiP Programme, **consider a longer evaluation timeframe and a larger budget**, one that would enable evaluation team to evaluate local impact by reaching out to more communities or allow for community researchers to be part of the evaluation team. Further, to obtain the perspectives of various beneficiaries, especially those who do not customarily **use** internet for communication, **other technologies**, such as mobile telephones may be explored **as a method of obtaining information**.

# Annex A: Terms of Reference

For a team of consultants (one international and one national) to conduct

**FINAL EVALUATION of**

**“Women in politics” Programme in Moldova**

|  |  |
| --- | --- |
| **Location:** | Chisinau, Moldova Republic of  |
| **Primary Category:** | Women’s empowerment |
| **Type of Contract:** | Special Service Agreement, SSA |
| **Languages Required:** | English |
| **Expected workload:** | For international consultant: up to 25 days over a period of 3 months, out of which up to 7 (seven) days of work in Chisinau, Moldova and up to 18 (eighteen) days home-basedFor national consultant: up to 20 days over a period of 3 months |
| **Starting Date:**(date when the selected candidate is expected to start) | 15 August 2016 [[44]](#footnote-44) |

I. Background (programme/project context)

UN Women, grounded in the vision of equality enshrined in the Charter of the United Nations, works for the elimination of discrimination against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. Placing women’s rights at the center of all its efforts, UN Women leads and coordinates United Nations system efforts to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world. It provides strong and coherent leadership in support of Member States’ priorities and efforts, building effective partnerships with civil society and other relevant actors.

Gender equality is an integrating dimension of all UNDP areas of work in poverty reduction, democratic governance, crisis prevention and recovery, environment and sustainable development. UNDP’s human development paradigm envisages a society in which both men and women can pursue their full potentials without being constrained by the prevailing gender norms and stereotypes.

UNDP Gender Equality Strategy 2014-2017 “The Future We Want: Rights and Empowerment” is aligned with the vision of UNDP Strategic Plan 2014-2017, and contributes to the eradication of poverty and to reduction of gender inequality by empowering women and promoting and protecting their rights. The UNDP Gender Equality Strategy is grounded in the premise that sustainable human development will not be achieved unless women and girls are able to realize their rights. By advancing gender equality and empowering women as leaders and actors in the development processes that shape their lives, UNDP envisages a more inclusive, sustainable and resilient world.” Output 4.4 of the UNDP Gender Equality Strategy has an objective to put in place measures to increase women’s participation in decision making. In line with this, UNDP support advocacy, policy and legal reforms to accelerate the equal participation of women, including young women and marginalized groups, in decision making across all branches of the state. This includes promoting women’s participation as voters and candidates in electoral processes; supporting women’s representation in governance institutions, including constitutional committees, parliaments, public administrations and the judiciary

UN Women is operational in Moldova since 2010 on the basis of former UNIFEM projects, which were laid and active in the country from 2007. It extended continuous support to the Government of Moldova, to key stakeholders from national and local levels, through various programmes and activities aimed at creating an enabling environment for gender equality, recognized as a prerequisite for sustainable development with a strong and active policy on gender equality.

Concluding observations on the combined 4th and 5th periodic reports for the Republic of Moldova of [UN Committee on the Elimination of Discrimination Against Women (CEDAW)](http://www.refworld.org/publisher/CEDAW.html) (2013) urged to expedite its efforts to adopt the proposed amendment to Law No. 64-XII on government and to raise the awareness of parliamentarians regarding the importance of the engagement of women in public life. The Committee recommends that the State party adopt temporary special measures, in accordance with article 4 (1) of the Convention, where women, including those from ethnic minorities and those with disabilities, are underrepresented or disadvantaged, and evaluate and publish gender impact analyses of the measures.

On the area of women participation and leadership the recommendations were i) to study the root causes that prevent women from participation in public and political life, design strategies to overcome such obstacles and take effective measures to ensure that the proposed temporary special measures aimed at advancing women in political life and in leadership positions are swiftly adopted; ii) Increase its efforts to provide training and capacity-building for women to enable them to enter public office, and enhance awareness-raising campaigns on the importance of the full and equal participation of women in political and public life; iii) Introduce procedures to ensure the effective participation of Roma women and women with disabilities in elected offices and appointed bodies as well as other recommendations went to the institutional mechanisms for gender equality.

Women are significantly under-represented in political and electoral processes – be it as voters, candidates, elected representatives or electoral administrators. As of August 2015, the representation of women parliamentarians within the Parliament of the Republic of Moldova is only 20.8 percent, meanwhile there is 1 woman in the position of deputy- speaker of Parliament, out of 2 existing. As of August 2015, there are 30%/19% of women elected in local/districts councils and 20% of women are elected as mayors. This level of political participation falls short of the aspirational target of 30 percent of women’s representation in Parliament, 40 percent in local councils, 25 percent in rayon councils, and 25 percent of mayors by 2015 set in Millennium Development Goal 3. Agenda 2030 committed to achieved 50/50 planet on equality.

This under-representation in the leadership positions occurs despite women’s right to participate equally in democratic governance, and their proven abilities as leaders and agents of change. Women’s right to participate, express, assemble and be elected are stipulated in numerous human rights instruments including the Universal Declaration on Human Rights, Convention on Elimination of Discrimination Against Women, Universal Periodic Review 12/10/2011 Moldova, and the Beijing Platform for Action, as well as several regional instruments.

In 2014, UN Women jointly with UNDP and in partnership with two non-governmental organizations the East Europe Foundation (EEF) and the Centre for Participatory Development (CPD) started a new programme “Enhancing Women’s Political Representation through improved capacity and enhanced support in Moldova” (short title: Women in Politics/WiP Programme). The programme aims at ensuring an increased participation of women in politics and in the decision-making process by creating an environment conducive to their meaningful participation, and providing support to capacity development of women before, during and after the elections at the central and local levels. It also seeks to promote increased public awareness of women’s contribution to political leadership. The programme supports the realization of women’s rights and commitments undertaken by the Government of Moldova. The Programme duration is 2014-2016 and the total budget is $2,934,979. Financial support for the implementation of the Programme is provided by the Government of Sweden.

With the overall aim to ensure effective and timely external evaluation of the programme, UN Women jointly with UNDP plans to hire an Evaluation team (individuals - one international and one local). The team will bear full responsibility for providing adequate evaluation of the WiP programme in efficient and timely manner.

The Evaluation shall take into account and should also refer to the guiding documents for evaluation at UN Women, including the [Evaluation Policy](http://www.unwomen.org/en/digital-library/publications/2012/10/evaluation-policy-of-the-united-nations-entity-for-gender-equality-and-the-empowerment-of-women), [Evaluation Chapter of the POM](https://unwomen.sharepoint.com/management/POM/POM%20Chapters/EvaluationChapter.pdf), the GERAAS evaluation report quality checklist, the [United Nations System-wide Action Plan Evaluation Performance Indicator](http://www.uneval.org/document/detail/1452) (UN-SWAP EPI) and the [Evaluation Handbook](file:///C%3A%5CUsers%5Csabrina.evangelista%5CAppData%5CLocal%5CTemp%5Cgenderevaluation.unwomen.org%5Cevaluation-handbook) as well as [UNDP Handbook on Monitoring and Evaluation for Results](http://web.undp.org/evaluation/evaluations/handbook/english/documents/pme-handbook.pdf). These documents serve as the frame of reference for the Evaluation Manager and the evaluation consultant(s) for ensuring compliance with the various requirements and assuring the quality of the evaluation report.

II. Description of the programme/project

The overall goal of the Project is to support the increased participation of women in politics and in the decision-making process by creating an environment conducive to their meaningful participation, and to support capacity development of women before, during and after the elections at the central and local levels. It also seeks to promote increased public awareness of women’s contribution to political leadership. The project supports the realization of women’s rights and commitments undertaken by the Government of Moldova.

The programme consists of two inter-related components, and each UN Agency is responsible for the implementation of activities under particular areas of intervention. UN Women is responsible for the overall programme implementation, and is leading the specific parts related to the election legislation review and high-level advocacy for Temporary Special Measures (TSM), media capacity development, capacity of CSOs and women candidates, work with the communities and women on identifying their needs, among others. UNDP’s area of responsibility is related to the electoral assistance and administration, parliamentary affairs and capacity building of elected women and builds further on the results achieved through the previous and on-going support to the institutional capacity development of the Parliament and the Central Elections Commission (CEC) with a focus on enhancing capacities of the Election Management Bodies on gender responsive electoral management and on strengthening capacities of elected women parliamentarians and councilors for performing the elected official’s duties.

The Programme is managed as a Joint Programme (UN Women and UNDP) on the basis of the UN Moldova Multi-Donor Trust Fund (MDTF). UN Women is serving as programmatic lead and UNDP as Administrative Agent. The activities are implemented in close coordination and cooperation with the on-going UNDP Democracy Programme (2012 – 2016). Two non-governmental organizations are serving as Responsible Parties under the Program: East Europe Foundation (EEF) and the Centre for Participatory Development (CPD).

The Women in Politics Program adopted a two-pronged human-rights based approach. On the one hand, it has worked with the state, as the duty-bearer with respect to providing equitable access for participation of women to all level of decision making. On the other hand, it has engaged with women and men as the rights-holders, and increased their awareness about women’s human rights, the duties of the state to create an environment conducive to their equal participation in politics and decision-making and increased the capacity of women in particular, to formulate unified positions and strengthen their voice in the demand for equal participation, as well as their capacities both as candidates for elections and once in public office.

The Programme interventions are aligned to the National Program on Gender Equality which has a specific priority on promoting women in leadership positions, including through elections and, thus, has a firm policy agenda on this matter. The new National Program is under the development for the period 2016-2021 and the new SDGs will be mainstreamed into it. The current draft of the National Program contains a specific objective to increase women’s representation in politics and decision-making.

The Program is in line with UN Women Strategic Plan and Global Development Result 1 related to Women’s increased leadership and participation in the decisions that affect their life, as well as with the UN-Moldova Partnership Framework, UNDP Moldova Country Programme Document (2013 – 2017) and UNDP Strategic Plan (2014 – 2017).

**The actual status of the program is under implementation till the end of 2016 and is a subject for final evaluation.**

Per the Programme Document, the Programme is implemented through employing the following strategies: Engaging men in gender equality; Impartial, Multi-Party approach; Ownership - enhancing ownership on gender equality by political parties as a cornerstone for the proposed project. All political parties and their leadership have been consulted and involved during project implementation to achieving sustainable results; Capacity Development; Advocacy as a cornerstone of women’s issues and rights as a platform to promote women in political leadership. Both conventional and innovative approaches used to advocate for inclusion of women’s issues and needs in the political party agenda and Anticorruption.

The Program is implemented in close partnership with the Parliament, Central Election Commission/Center for Continuous Electoral Training, civil society organizations, media institutions, and political parties at the national and local levels. The main Project authority is the Project Steering Committee (PSC) that takes decisions on project resources and amendments to the project Activity Plan, as necessary. The PSC is responsible for providing strategic guidance to the Project, overseeing progress, reviewing and approving of the Annual Project Reports, Project Work Plans, as well as the final Project Report. The PSC is convened at least twice per year and comprises of the representatives of the Parliament, CEC, UNDP, UN Women, EEF, CPD, and the Swedish International Development Cooperation Agency (SIDA). Project operations are implemented through a Project Support Team (PST) that is to ensure effective and efficient implementation of the Project and is staffed through open competitions.

 III. Purpose (and use of the evaluation)

The overall purpose of the end-of-programme evaluation is to assess programmatic progress (and challenges) at the outcome level, with measurement of the achievement (and non-achievement) of programme outputs, including identification of factors that affected the implementation. Gaps and lessons learnt will be assessed and also recommendations to be provided and best practice that focus on key components (e. how we could support women in decision making through other interventions) to guide future programming by UN Women, UNDP and their donors.

The end-of-programme evaluation will be carried out by an independent, external evaluation team. It is mandatory and is guided by UN Women’s Evaluation Policy (<http://www.unwomen.org/wp-content/uploads/2012/11/UNW-2012-12-UN-Women-Evaluation-Policy.pdf>

This final evaluation will be commissioned by the UN Women Country Office, in partnership with UNDP Country Office, as a summative program evaluation to support the COs and national stakeholders’ strategic learning and decision-making for the next planning process with the focus on the assessment of outcome level results and capturing the lessons learned from the implementation of the program. The evaluation is expected to have a summative (backwards looking) perspective, to support enhanced accountability for development effectiveness and learning from experience.

All activities included in the logical framework of the program will be considered for evaluation. Political participation (national and local) for women is the main Goal of the progamme.

The evaluation is expected to consider the main cultural, religious, social and economic differences when analysing the contributions of the UN partners.

**Use of Evaluation**: The information, findings and recommendations generated by the evaluation will be used by the women association and Civil society advisory group on gender equality as well as by UN Women, UNDP, SIDA and by the implementing partners (responsible parties) to inform and strengthen policy, program and advocacy interventions in future programming around women’s empowerment in the context of political women participation at the decision making level. Specifically, the findings and analysis will be used to:

* Contribute to building the evidence base on effective empowerment approaches and strategies for addressing gender inequality and human rights in the context of the increased participation of women in politics and in the decision-making;
* Facilitate a process of strategic reflection and learning for UN Women, UNDP, SIDA, other UN and development partners, national and local policymakers as well as civil society partners on effective programming towards gender equality in politics and decision-making, which will be used for development of future related programme interventions;
* Strengthen UN Women’s advisory and policy support to COs, UN Country Teams and national partners.

IV. Evaluation Objectives

The evaluation will primarily address the criteria of relevance, effectiveness, efficiency and potential for sustainability. Where discernible changes have occurred as a result of programme interventions, the evaluation should document evidence of this impact where it exists. The illustrative questions below examine the main, planned areas of programmatic achievement as described in the Project Document and Global Performance Monitoring Framework. Questions are organized around each evaluation criteria. It is expected that the evaluation team will refine the overall analytical framework of the evaluation during the Inception Phase

The specific evaluation objectives (please see details under key questions) are:

1. To assess *the relevance* of the Programme in regard to consistency, ownership and congruency, technical adequacy, and complementarity of programme with other initiatives;
2. To determine *the effectiveness* of the programme in achievement of results, highlighting reasons for achievement and non-achievement of results and factors contributing/hindering achievement of the results;
3. To assess *the sustainability* of the programme including the participation of partners in planning and implementation of interventions, as well as assessing the measures taken to ensure that activities initiated by the programme will be completed and continued on cessation of donor support;
4. To provide the best practices/recommendations that may be used in the future programming. The evaluation including its recommendations will be used as a resource by UN Women as knowledge base on good practices and to inform future programming and direction.

As part of the evaluation, a reconstructed Theory of Change will be developed that will help structure the debate on the possible pathways for contributing to long-term changes. The evaluation will also be used by the donors to assess and decide on longer-term support to UN Women, UNDP and partners. It is expected that the evaluation would be conducted during August-October 2016.

Questions to consider:

Relevance

* Was the program design appropriate to address the identified needs of key groups?
* To what extent is the intervention aligned with relevant normative frameworks for gender equality and women’s empowerment?
* Were appropriate and sufficient outreach efforts made to include and reach relevant duty bearers and rights holders?
* Was the UN Women’s and UNDP’s comparative advantage in this area of work appropriate compared with other UN entities and key partners?

Effectiveness

* To what extent were the expected outcomes achieved and how did UN Women and UNDP contribute towards these? What was not achieved in full and why?
* To what extent joint management structure was put in place by UN Women and UNDP to effectively achieve the expected outcomes of the programme?
* What are some of the factors that facilitated or constrained the achievement of results and progress towards outcomes? Contextual (political, legal, social, economic and other), Programme strategies/approaches, Partnership choices and strategies;
* To what extent have capacities of relevant duty-bearers and rights-holders been strengthened?
* To what extent did the programme have effective monitoring arrangements in place to measure performance and progress towards results?
* To what extent did the program effectively communicate the results of the programme internally and externally?
* To what extent this joint programme affected increased collaboration, coordination, and information exchange between UNDP, UN Women and the CSO responsible parties in relation to women’s empowerment and gender equality?

Efficiency

* To what extent does the joint management structure of the programme support efficiency for implementation?
* Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outcomes
* Have the outputs been delivered in a timely manner?

Sustainability

* To what extent have relevant national stakeholders been included in programme design and implementation and policy advocacy processes?
* What accountability and oversights systems were established in order to secure the benefits of the interventions for rights holders?
* To what extent has the programme contributed to knowledge enhancement and advocacy in relation to the empowerment of women?
* To what extend are the project results likely to continue after the project?
* Is stakeholders’ engagement likely to continue, be scaled up, replicated or institutionalized after external funding ceases?

Gender Equality and Human Rights

* To what extent has gender and human rights considerations been integrated into the programme design and implementation?
* How has attention to integration of gender equality and human rights concerns advanced the area of work?

These questions are not considered final and it is expected that the evaluation team will develop an evaluation matrix, which will relate to the above questions (and refine them as needed), the areas they refer to, the criteria for evaluating them, the indicators and the means for verification as a tool for the evaluation. Final evaluation matrix will be approved in the evaluation inception report.

V. Evaluation design (process and methods)

The evaluation will rely on a mixed-method approach and incorporate rights-based, participatory approaches and ensure that gender equality is considered throughout. Evaluation methods should also consider *innovative* ways of engaging duty bearers and rights-holders in the documentation of project results (i.e. participatory video as one example). The selected approach will be aligned with the final questions matrix (to be completed by the evaluation team in consultation with UN Women and the Evaluation Reference Group (ERG)). Following an initial desk review and brief discussions with UN Women/UNDP, the proposed methodology will be developed by the Evaluation team and presented to UN Women for approval.

The evaluation is expected to apply a **gender responsive** approach to assessing the contribution of UN Women/UNDP to development effectiveness. It should identify expected and unexpected changes in target and affected groups. It is anticipated that the evaluation will apply process tracing to identify the mechanisms of change and the probable contributions of UN Women/UNDP.

The evaluation phases are:

Inception (August-September):

* Conduct an initial desk review of available documents
* Conduct preliminary interviews (via skype or phone) with key stakeholders to refine the evaluation scope, questions and methodology.
* Draft an Inception Report for review by the Core Reference Group.
* Refine the evaluation methodology/question matrix based on Core Reference Group feedback.

Data collection (September): (Inception report, stakeholder workshop, data collection and analysis)

* Conduct in-depth review of all relevant programme and project documents and reports, including baseline data
* Conduct in-depth interviews with main stakeholders (national/regional public authorities, UN staff, donor, and other as necessary)
* Conduct programme site visits.
* Conduct group interviews or focus groups with duty bearers and rights-holders, while safeguarding the confidentiality of participants.
* All evaluation data should be disaggregated by sex as well as by ethnicity, age, disability and any other relevant category wherever possible. Both qualitative and quantitative data should be collected in order to triangulate and provide the context behind the numbers

Reporting (October): (Presentation of preliminary findings, draft and final reports)

* Review and analyze all available data;
* Prepare and submit a first draft of the report to the Reference Group for comments;
* Deliver a PowerPoint Presentation of key findings, lessons learned, good practices and initial recommendations to UN Women and ERG.
* Revise report based on feedback of Reference Group;
* Submit final report.

Methods

The method should include a wide range of data sources (including documents, field information, institutional information systems, financial records, beneficiaries, staff, funders, experts, government officials and community groups).

The evaluation is encouraged to use the following data collection tools:

* Interviews
* Focus Groups
* Secondary document analysis
* Observation
* Multimedia (photography, drawing)
* Others

The evaluation team is particularly encouraged to use participatory methods to ensure that all stakeholders are consulted as part of the evaluation process. At a minimum, this should include participatory tools for consultation with stakeholder groups and a plan for inclusion of women and individuals and groups who are vulnerable and/or discriminated against in the consultation process (see below for examples).

The use of participatory analysis, video, photography or other methods are particularly encouraged as means to include rights holders as data collectors and interpreters. The evaluator should detail a plan on how protection of participants and respect for confidentiality will be guaranteed.

The evaluator should take measures to ensure data quality, reliability and validity of data collection tools and methods and their responsiveness to gender equality and human rights; for example, the limitations of the sample (representativeness) should be stated clearly and the data should be triangulated (cross-checked against other sources) to help ensure robust results.

VI. Time frame and expected deliverables

Performing the above mentioned activities, the team of consultants will be responsible for delivery of the following outputs, comprising the main milestones:

| Task/deliverable for international consultant  | Task/deliverable for national consultant | Time frame |
| --- | --- | --- |
| **1- Inception phase***Up to 5 days*  | *Up to 5 days*  | 3 weeks (post contract signing) |
| submits draft Inception Report, including revised evaluation question matrix, proposed methodology, and work plan (with agreed upon deliverables and timeframe) | Background materials for the International Consultant collected |  |
| Evaluation Team submits Final Inception Report with finalized methodology, questions, and work plan | Inputs to the draft Evaluation Report provided. |  |
| **2- Research & Data Collection Phase** *Up to 10 days*  | *Up to 10 days*  | 3-4 weeks (post inception report submission) |
| In-depth document review as well as interviews with UN Women/UNDP staff, donor, and other organizations. | Inputs and support to the interview and documents review |  |
| Conduct side project visits, including focus group discussions with key stakeholders/beneficiaries.Summary key findings presented to ERG | Field visits and meetings with relevant parties for the International Consultant arranged. Participation in the meetings |  |
| **3-** **Report Writing Phase** *Up to 10 days* | *Up to 5 days*  | 4-6 weeks (post final data collection) |
| Convene a meeting for debrief by evaluation team on preliminary findings, main recommendations, challenges, opportunities, lessons learned PowerPoint Presentation | Presentation of the Report Briefing with ERG. |  |
| Evaluation Team submits first draft Evaluation Report | Inputs to the final evaluation report | First decade of October  |
| Submission of Final Evaluation Report (refer to annex 2 for proposed format) |  | End of October  |
| Estimated days for the assignment – 25 (including 7 days of mission in Moldova)  | Estimated days for the assignment – 20 days  |  |

All the deliverables should be agreed with Reference Group and be provided to the task managers in hard and electronic copy.

The timeframe for the work of the team of consultants is tentatively planned through from August to October, with an estimated total volume of work not to exceed 25 working days for international consultant (including up to 7-days mission in Moldova) and up to 20 working days for national consultant, to be coordinated in advance with the task managers.

***Note:*** *The mentioned number of working days has been estimated as being sufficient/feasible for the envisaged volume of work to be completed successfully and is proposed as a guideline for the duration of assignment. It cannot and shall not be used as criteria for completion of work/assignment. The provision of envisaged deliverables approved by reference group will be the only criteria for national consultant’s work being completed and eligible for payment/s.*

VII. Management of evaluation

The evaluation will be managed by the Evaluation Task Manager (UN Women) with the support from delegated UNDP co-manager, and guided by the Evaluation Reference Group.

The **Evaluation Task Managers,** managing the overall and day-to-day aspects of the evaluation and ensuring participatory consultations with UN Women CO programme Officer as well as the donor and implementing partner. He/She will coordinate the selection and recruitment of the evaluation team, manage contractual agreements, budget and personnel involved in the evaluation. The Evaluation Task Manager will provide essential documents and data to the evaluation team, facilitate communication and timely feedback between the evaluation team and key evaluation stakeholders; and ensure the timely submission of expected deliverables. The Evaluation Manager will also be responsible for preparing a management response in consultation with programme manager addressing the findings and recommendations.

The Evaluation **Reference Group** (the tentative composition will be UN Women staff, UNDP staff, WIP staff and Implementing Partners staff) will provide direct oversight, safeguard independence, and give technical input over the course of the evaluation. It will provide guidance on evaluation team selection and key deliverables (Inception Report, Draft Evaluation Report) submitted by the evaluation team. It will also support the dissemination of the findings and recommendations. The **Group** will be informed throughout the evaluation process and will be asked to participate at strategic points during the evaluation, including briefings by the evaluation team of findings and recommendations. It will also support the dissemination of the findings and recommendations.

In order to maximize stakeholder participation and ensure a gender-responsive evaluation, the evaluation task manager should support the evaluator(s) during data collection in the following ways:

1. Consult partners regarding the evaluation and the proposed schedule for data collection
2. Arrange for a debriefing by the evaluator(s) prior to completion of data collection to present preliminary and emerging findings or gaps in information to the evaluation manager, evaluation management and reference groups
3. Ensure the stakeholders identified through the stakeholder analysis are being included, in particular the most vulnerable or difficult to reach, and provide logistical support as necessary contacting stakeholders and arranging for transportation.
4. Ensure that a gender equality and human rights perspective is streamlined throughout the approach, and that the evaluator(s) is abiding by the ethical principles outlined below.

**Travel**

All envisaged travel costs must be included in the financial proposal. This includes all travel to join duty station/repatriation travel. In general, UN Women should not accept travel costs exceeding those of an economy class ticket. Should the contractor wish to travel on a higher class he/she should do so using their own resources.

In the case of unforeseeable travel, payment of travel costs including tickets, lodging and terminal expenses should be agreed upon, between the respective business unit and contractor, prior to travel and will be reimbursed.

**Performance evaluation**

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

**Financial arrangements**

Payments will be disbursed in 2 installments, upon submission and approval of deliverables and certification by the UN Women Evaluation Task Manager (UNDP co-manager) that the services have been satisfactorily performed.

VII. Evaluation team composition, skills and experiences

|  |
| --- |
| UN Women/UNDP are seeking to appoint a team of qualified individuals to undertake the evaluation. The team is expected to consist of 2 evaluators: an international Team Leader and a local evaluation expert.The International Consultant will be assisted by a National Consultant in fulfilling the assignment. The members of the evaluation team must not have been associated with the project’s formulation, implementation or monitoring. The International Consultant will undertake one field visits to Moldova (7 working days). The National Consultant will provide substantive feedback and support to the International Consultant in the construction of the evaluation report and in conducting field missions to Moldova (including field visits). Otherwise, 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. |
| The International and National Consultants must possess the following qualifications:**International Consultant:*** At least a master’s degree in sociology, international development, gender/women studies or related areas
* At least 7-years practical experience in conducting evaluations of strategies, policies and programmes;
* Experience and knowledge on gender equality and women’s empowerment, gender mainstreaming, gender analysis;
* Country or regional experience in ECA region
* Excellent analytical, facilitation and communications skills and ability to negotiate amongst a wide range of stakeholders;
* Knowledge of human rights issues, the human rights based approach to programming, human rights analysis and related mandates within the UN system will be considered an asset.
* Proficiency in English; fluency in written and spoken Romanian and/or Russian will be considered an asset.

**National Consultant:**1. University degree in sociology, international development, law, or other related areas;
2. Minimum 5 years of professional experience/technical knowledge in monitoring and evaluation methodologies;
3. Process management skills, including facilitation and communication skills with stakeholders;
4. Fluent in English and Romanian both written and spoken. Knowledge of Russian is an advantage;
5. Proven commitment to the core values of the United Nations, in particular, respecting differences of culture, gender, religion, ethnicity, nationality, language, age, HIV status, disability, and sexual orientation, or other.

**Note:** UN Women and UNDP Moldova is committed to workforce diversity. Women, persons with disabilities, Roma and other ethnic or religious minorities, persons living with HIV, as well as refugees and other non-citizens legally entitled to work in the Republic of Moldova, are particularly encouraged to apply. |

VIII. Ethical code of conduct

UN Women has developed a UN Women Evaluation Consultants Agreement Form for evaluators that must be signed as part of the contracting process, which is based on the UNEG Ethical Guidelines and Code of Conduct. These documents will be annexed to the contract. The UNEG guidelines note the importance of ethical conduct for the following reasons:

1. Responsible use of power: All those engaged in evaluation processes are responsible for upholding the proper conduct of the evaluation.
2. Ensuring credibility: With a fair, impartial and complete assessment, stake- holders are more likely to have faith in the results of an evaluation and to take note of the recommendations.
3. Responsible use of resources: Ethical conduct in evaluation increases the chances of acceptance by the parties to the evaluation and therefore the likelihood that the investment in the evaluation will result in improved outcomes.

The evaluators are expected to provide a detailed plan on how the following principles will be ensured throughout the evaluation (see UNEG Ethical Guidance for descriptions): 1) Respect for dignity and diversity; 2) Right to self-determination; 3) Fair representation; 4) Compliance with codes for vulnerable groups (e.g., ethics of research involving young children or vulnerable groups); 5) Redress; 6) Confidentiality; and 7) Avoidance of harm.

Specific safeguards must be put in place to protect the safety (both physical and psychological) of both respondents and those collecting the data. These should include:

1. A plan is in place to protect the rights of the respondent, including privacy and confidentiality
2. The interviewer or data collector is trained in collecting sensitive information, and if the topic of the evaluation is focused on violence against women, they should have previous experience in this area
3. Data collection tools are designed in a way that are culturally appropriate and do not create distress for respondents
4. Data collection visits are organized at the appropriate time and place so as to minimize risk to respondents
5. The interviewer or data collector is able to provide information on how individuals in situations of risk can seek support.

The evaluation’s value added is its impartial and systematic assessment of the programme or intervention. As with the other stages of the evaluation, involvement of stakeholders should not interfere with the impartiality of the evaluation. The evaluator(s) have the final judgment on the findings, conclusions and recommendations of the evaluation report, and the evaluator(s) must be protected from pressures to change information in the report.

Additionally, if the evaluator(s) identify issues of wrongdoing, fraud or other unethical conduct, UN Women procedures must be followed and confidentiality be maintained.

The UN Women Legal Framework for Addressing Non-Compliance with UN Standards of Conduct, and accompanying policies protecting against retaliation and prohibiting harassment and abuse of authority, provide a cohesive framework aimed at creating and maintaining a harmonious working environment, ensuring that staff members do not engage in any wrongdoing and that all allegations of wrongdoing are reported promptly, investigated and appropriate action taken to achieve accountability.

The UN Women Legal Framework for Addressing Non-Compliance with UN Standards of Conduct defines misconduct and the mechanisms within UN Women for reporting and investigating it. More information can be provided by the Evaluation Manager if required and the please use the following references:

 For UN Women’s Evaluation Policy, please refer to:

 <http://www.unwomen.org/publications/evaluation-policy/>

 For UNEG Ethical Guidelines for Evaluation in the UN System, please refer to:

 <http://www.uneval.org/search/index.jsp?q=ethical+guidelines>

 For UNEG Code of Conduct for Evaluators, please refer to: <http://www.unevaluation.org/unegcodeofconduct>

IX KEY REFERENCES

1. UN Women GERAAS evaluation report quality checklist
2. [UN Women Evaluation Consultants Agreement Form](https://unw-gate.azurewebsites.net/resources/docs/SiteDocuments/UNWomen%20-%20CodeofConductforEvaluationForm-Consultants.pdf)
3. UNEG [Norms for Evaluation in the UN System](http://www.uneval.org/document/detail/21)
4. UNEG [Standards for Evaluation in the UN System](http://www.uneval.org/document/detail/22)
5. [UN Women Evaluation Handbook](file:///C%3A%5CUsers%5Csabrina.evangelista%5CAppData%5CLocal%5CTemp%5Cgenderevaluation.unwomen.org%5Cevaluation-handbook)
6. UNDP Handbook on Monitoring and Evaluation for Results

# Annex B: CVs of Evaluation Team Members

**Aida Orgocka (International Consultant)**

Aida Orgocka, is a development professional with more than 15 years of experience in managing and evaluating donor-funded projects and programs focusing on gender equality and women’s empowerment, migration, education and civil society. She has experience in design and implementation including planning, monitoring and evaluation mechanisms; developing and handling statistics, indicators and evaluations of trainings and education programmes. She has worked with multi-cultural teams and used result-based management frameworks to deliver project outputs as committed to donors and in alignment with needs of beneficiaries. Aida Orgocka has engaged internationally in various initiatives influencing policy and practice. In one of her most recent engagements with the UN Women in the Regional Office of Asia and the Pacific she produced environmental scans for 25 countries in the region in the framework of the Beijing Platform for Action +20 review. The exercise mapped the position of governments on issues of women’s empowerment and gender equality and contributed to the zero draft document of the United Nations Economic and Social Commission for Asia and the Pacific on gender equality in the post-2015 development agenda for the region. Aida Orgocka is a seasoned evaluator. A member of the Canadian Evaluation Society and the International Development Evaluation Association, she has evaluated development projects over £100,000 in different countries in South Europe, Africa and the Caribbean. Contracted by UN Women Regional Office of Eastern and Southern Africa, she prepared a curriculum and conducted a training in national evaluation policies and systems in which government officials, UN agency staff and NGOs in Eastern Africa participated. The module is integrated in the Africa Centre for Transformative and Inclusive Leadership Programme of Kenyatta University.

**Olesea Stamate (National Consultant)**

Olesea Stamate is a professional with more than 10 years of expertise in good governance and democratization. Trained in Law and European Studies, she brings to the team her hands-on experience in implementing but also evaluating complex programs and her in-depth knowledge and understanding of the local context in Moldova. She has designed and implemented development programs first as Program Director for Good Governance at Soros Foundation and later as co-founder and President of the Association for Efficient and Responsible Governance. She has more than six years of experience in performing mid-term as well as final evaluations of projects as well as complex programs implemented by UN Agencies, and funded the EU, SIDA, Danida. In one of her most recent engagements, she was member of the team that prepared country program assessments for the current UNPF in Moldova.

# Annex C: Evaluation Planning Matrix

Table 4: Detailed evaluation matrix

| **Principal questions** | **Indicators** | **Means of Verification** |
| --- | --- | --- |
| **Information gathering methodologies** | **Information sources** |
| **1. Relevance** |
| **1.1** Was the program design appropriate to address the identified needs of key groups? | * Evidence aligning interventions to needs
* Type and range of needs and demand for Moldova.
 | * Desk review
* Interviews
 | * Baseline
* Stakeholders
* Project documents
 |
| **1.2** To what extent is the intervention aligned with relevant normative frameworks for gender equality and women’s empowerment? | * Evidence that intervention responds to needs identified by CEDAW and UPR
 | * Desk review
* Interviews
 | * Project documents;
* Country/context analysis;
* CEDAW Committee Observations
* UPR recommendations
 |
| **1.3** To what extent were project partners and stakeholders involved in the design of the project and the design of different activities during the project? | * Consultations among partners during the design of the project
* Degree of involvement of stakeholders in the design of the different activities during the project design and implementation.
 | * Document review;
* Interviews
 | * Project documents;
* WiP Programme Staff;
* Context and country analysis;
* Stakeholders.
 |
| **1.4** Was the UN Women’s and UNDP’s comparative advantage in this area of work appropriate compared with other UN entities and key partners?  | * Perception of comparative advantage
 | Interviews | * Project documents
* Project staff
* Donor
* UNDP and UN Women staff
 |
| **2. Effectiveness** |
| **2.1** To what extent were the expected outcomes achieved and how did UN Women and UNDP contribute towards these? What was not achieved in full and why?  | * Type and number of achievements and challenges
* Reasons for non-achievement
 | * Desk reviews;
* Interviews
 | * Project documents;
* Project staff
* Beneficiaries.
 |
| **2.2** To what extent joint management structure was put in place by UN Women and UNDP to effectively achieve the expected outcomes of the programme?  | * Evidence of collaboration for success
 | * Desk review
* Interview
 | * Project documents
* Staff from UNDP and UN Women
* WiP Programme staff
 |
| **2.3** What are some of the factors that facilitated or constrained the achievement of results and progress towards outcomes? Contextual (political, legal, social, economic and other), Programme strategies/approaches, Partnership choices and strategies? | * Number of contextual (political, legal, social, economic and other), Programme strategies/approaches, Partnership choices and strategies;
 | * Desk review;
* Interviews
 | * Project documents;
* Project staff
* Project partners
 |
| **2.4** To what extent have capacities of relevant duty-bearers and rights-holders been strengthened? | * Evidence of increase in capacity
* Perceptions of beneficiaries on increase of capacity
 | * Online survey
* Interviews
 | * Project beneficiaries
 |
| **2.5** To what extent did the programme have effective monitoring arrangements in place to measure performance and progress towards results?  | * Existence of monitoring mechanisms
 | * Desk review;
* Interviews
 | * Project documents
* Stakeholders/Partners
 |
| **2.6** To what extent did the program effectively communicate the results of the programme internally and externally?  | * Type of communication strategies
* Knowledge of project by beneficiaries (disaggregated by sex and ethnic belonging)
 | * Desk review;
* Interviews
 | * Project documents;
* Beneficiaries.
 |
| **2.7** To what extent did this joint programme affected increased collaboration, coordination, and information exchange between UNDP, UN Women and the CSO responsible parties in relation to women’s empowerment and gender equality? | Evidence of increase in collaboration, coordination, and information exchange | * Desk review
* Interviews
 | * Project documents;
* Project partners
 |
| **3. Efficiency** |
| **3.1** To what extent did the joint management structure of the programme support efficiency for implementation? | * Type and number of achievements, challenges and bottlenecks
* Perception of project partners
 | * Desk review
* Interviews
 | * Project annual reports
* WiP Programme Staff
* UNDP, UN Women and partners
 |
| **3.2** Were resources (financial, human, technical support, etc.) allocated strategically to achieve the project outcomes? | * Resource allocation vis a vis project activities
* Staffing pattern
* Level of satisfaction of project partners with administrative arrangements
 | * Desk review
* Interviews
 | * Project annual reports
* WiP Programme Staff
* UNDP, UN Women and partners
 |
| **3.3** Have the outputs been delivered in a timely manner? | * Evidence of adhering to deadlines
 | * Desk review
* Interviews
 | * Project annual reports
* Donor
 |
| **4. Sustainability** |
| **4.1** To what extent have relevant national stakeholders been included in programme design and implementation and policy advocacy processes? | * Perception of stakeholders regarding consultation.
 | * Interviews
* Desk review
 | * Stakeholders
* Project documents
 |
| **4.2** What accountability and oversights systems were established in order to secure the benefits of the interventions for rights holders? | * Evidence of accountability and oversights systems;
* Outcomes of the functioning of these systems
 | * Desk review
* Interviews
 | * Stakeholders
* Project documents
 |
| **4.3** To what extent has the WiP Programme contributed to knowledge enhancement and advocacy in relation to the empowerment of women? | * Perceptions of stakeholders on contribution to knowledge enhancement and advocacy in relation to the empowerment of women
 | Interviews | * Stakeholders
 |
| **4.4** To what extent are project results likely to continue after the project? | * Perceptions of stakeholders and programme staff regarding results achieved and future use of such results
 | * Interviews
 | * Stakeholders
 |
| **4.5** Is stakeholders’ engagement likely to continue, be scaled up, replicated or institutionalized after external funding ceases? | * Evidence of future plans
 | * Interviews
* Online survey
 | * Stakeholders
* Beneficiaries
* Programme staff
 |
| 5. Gender Equality and Human Rights |
| **5.1** To what extent have gender and human rights considerations been integrated into the programme design and implementation? | * Types of considerations
* Evidence of integration of HR and GE considerations
 | * Desk review
* Interviews
 | * Project staff
* Project documents
 |
| **5.2** How has attention to integration of gender equality and human rights concerns advanced the area of work? | * Ways in which gender stereotypes have been addressed
* Perceptions of duty bearers and right holders regarding advances made.
 | * Desk review
* Interviews
 | * Project staff
* Project documents
 |

# Annex D: Evaluation Work Plan

Table 5: Work Plan by Key Deliverables

|  | **Evaluation phases** | **Activities** | **Responsible Party** | **Duration and End Date** |
| --- | --- | --- | --- | --- |
| **A.** | **Inception**(5 days) | **A.1** Conduct an initial desk review of available documents. **A.2** Conduct preliminary interviews (via skype or phone) with key stakeholders to refine the evaluation scope, questions and methodology. | ET and members  | 29th September – 8 October, 2016 |
| **A.3** Draft an Inception Report for review by the Core Reference Group. | Evaluation Team | October 23, 2016 |
| **A.4** Refine the evaluation methodology/question matrix based on Core Reference Group feedback. | Evaluation Team | October 27, 2016 |
| **A.5** Finalize the Inception Report | Evaluation Team | October 30, 2016 |
| **B.** | **Data Collection[[45]](#footnote-45)****(**10 days [excluding travel]) | **B.1** Conduct in-depth review of all relevant programme and project documents and reports, including baseline data **B.2** Conduct in-depth interviews with main stakeholders (national/regional public authorities, UN staff, donor, and other as necessary) **B.3** Conduct programme site visits.**B.4** Conduct group interviews or focus groups with duty bearers and rights-holders, while safeguarding the confidentiality of participants.  | Evaluation Team with logistical support for translation and transportation when needed | October 10 – October 15, 2016 |
| **C.** | **Reporting**(10 days) | **C.1** Review and analyze all available data;**C.2** Prepare and submit a first draft of the report to the Evaluation Reference Group for comments. | Evaluation Team | October 25 – November 14, 2016  |
| **C.3** Deliver a PowerPoint Presentation of key findings, lessons learned, good practices and initial recommendations to UN Women and ERG. | Evaluation Team | November 17, 2016 |
| **C.4** Provide feedback to ET | Evaluation Reference Group  | November 21, 2016 |
| **C.5** Revise report based on feedback of Reference Group**C.6** Submit Final Evaluation Report. | Evaluation Team | November 30, 2016 |

# Annex E: Documentation Reviewed

## Evaluation Resources

UN Women, Independent Evaluation Office (2015). How to Manage Gender-Responsive Evaluation: Evaluation Handbook.

## Country/Context Analysis

CEDAW (2013), Concluding observations on the combined fourth and fifth periodic reports of the Republic of Moldova, <http://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CEDAW/C/MDA/CO/4-5&Lang=En>

EU (2015), ENP Country progress Report Moldova for 2014, <http://europa.eu/rapid/press-release_MEMO-15-4682_en.htm>

Indevelop (2016), “Gender Analysis of the EU AA/DCFTA with Georgia, Moldova and Ukraine”, <http://www.sida.se/contentassets/1d7e165f86b349f7a4629d30ffdcde83/final-report---gender-analysis-of-eu-aadcfta-with-georgia-moldova-and-ukraine-29-jan-2016.pdf>

IPP (2016), “Barometer of Public Opinion”, <http://www.ipp.md/libview.php?l=ro&idc=156&id=773&parent=0>

National Bureau of Statistics, <http://www.statistica.md> , <http://statbank.statistica.md>

Progen (2015), “Gender Index 2015”, <http://www.progen.md/files/4085_ge_index_for_2015.pdf>

Promolex (2016), “Respectarea Drepturilor Omului in Republica Moldova-2015”, <https://promolex.md/upload/publications/ro/doc_1437047545.pdf>

## Policy Documents

UNDP (2015), “Human Development Report 2015. Work for Human Development”, New York

National Program for Ensuring Gender Equality in Moldova for 2010-2015, <http://www.mmpsf.gov.md/sites/default/files/legislation/npge_program.pdf>

Draft Strategy for Ensuring Equality between men and women in Moldova, 2016-2020, <http://www.particip.gov.md/public/documente/139/ro_3140_anexa1.pdf>

Equality (Antidiscrimination) Council (2015), “Annual report 2015”, <http://www.egalitate.md/media/files/Raport%20general%202015.pdf>

OECD Stats (2015). <http://stats.oecd.org/qwids/#?x=2&y=6&f=3:51,4:1,1:1,5:3,7:1&q=3:51+4:1+1:1+5:3+7:1+2:9,66,92,114,182,185+6:2007,2008,2009,2010,2011,2012,2013,2014,2015>

UN Moldova (2015). ”Briefing Book from Development Partners of Moldova”, <http://md.one.un.org/content/dam/unct/moldova/docs/pub/strateg/brief_english.pdf>

UN Moldova (2013). ”Third National Report on Millennium Development Goals in Moldova: progress achieved, remaining issues and future options”

UN Convention on elimination of all forms of discrimination against women, Resolution 34/180, as of 18.12.1979, <http://www.mmpsf.gov.md/sites/default/files/legislation/cedaw_md.pdf>

The World Bank country overview, <http://www.worldbank.org/en/country/moldova/overview>

Law No. 121 on ensuring equality, as of 25.02.2012, <http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=343361>

Law No. 5 on ensuring the equality of chances for men and women, as of 09.02.2006, <http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=315674>

## Project Documents

Project Document WiP

Annual Report WiP 2015

Semi-annual Report WiP 2016

Updated Risk-log 2015 and 2016

Annual Work Plans 2014, 2015, 2016

Mid-term evaluation report WiP

Results Log WiP

Gender Sensitive Communication Strategy

Gender Sensitive Communication Plan

Voter Education Campaigns 2014, 2015

Guide for ensuring gender equality for media institutions

Narrative findings report; self-assessment program API

Women Forums Resolutions

Guides on Regional Policy Forums (Guidelines for MPs, Guidelines for Constituency Offices)

Narrative Report Zorjaras Roma Summer School

Letitia Mark Final Report on Roma Engagement

Kristina Raducan Final Report

IDIS Candidates training report

Final Report Photo contest

CALM Narrative progress report

# Annex F: General views on capacity building activities supported through Women in Politics Programme

This survey seeks answers to questions related to capacity building activities supported by Women in Politics Programme in 2014-2016. We would appreciate your frank response to these questions. To protect anonymity, no aspect of this survey will link your answers to you. Thank you.

1. Your gender:

a Male b. Female

1. Were you born

a. between 1944 and 1964;

b. after 1964 but before 1982;

c. after 1982;

d. prefer not to answer

1. Your occupation

a. Mayor

b. Local Councilor

c. Member of Parliament

d. Journalist

e. Civil servant in central government

f. Civil servant in local government

g. Other (please specify):

1. What event did you participate in?

The following questions ask you to assess the event and contribution to learning.

1. Why did you participate in this event?
2. What aspects of the event were most valuable to you and the work you do?
3. What aspect of the event did you find challenging?
4. How do you use/plan to use the knowledge/skill acquired/reinforced toward promoting participation of women in politics and decision-making?
5. Tell us how to improve this event for the future.
6. What other activities to promote participation of women in politics and decision-making would you propose?

# Annex G: Lists of Participants by Institution/Fieldwork Site

Table 6: List of stakeholders/beneficiaries Evaluation Team consulted

| **Stakeholder** | **Number of Persons Interviewed** | **Gender Breakdown****W M** | **Evaluation Tool Used**  |
| --- | --- | --- | --- |
| **Project Partners and Team** |
| UN Women  | 2 | 2 | 0 | Small Group Interview |
| UNDP | 3 | 2 | 1 | Individual Interview and Small Group Interview |
| Centre for Partnership Development | 2 | 1 | 1 | Small Group Interview |
| East Europe Foundation | 2 | 0 | 2 | Small Group Interview |
| WiP Team | 6 | 6 | 0 | Small Group Interview |
| **Governmental Stakeholders** |
| Ministry of Labor, Family, and Social Protection | 1 | 1 | 0 | Individual Interview |
| **Parliament and State Institutions** |
| Women MPs | 3 | 3 | 0 | Individual Interview |
| Central Election Commission | 2 | 1 | 1 | Small Group Interview |
| Center for Continuous Electoral Training | 1 | 1 | 0 | Individual Interview |
| Parliament Secretariat | 2 | 0 | 2 | Small Group Interview |
| **Civil Society Organizations** |
| Political Club 50/50 | 2 | 2 | 0 | Small Group Interview |
| **Individual Beneficiaries** |
| Journalists | 7 | 4 | 3 | Online Survey |
| Local Councilors[[46]](#footnote-46) | 14 | 7 | 0 | Online Survey and Individual Interview |
| Civil Servant in Central Government | 2 | 2 | 0 | Online Survey |
| Civil Servant in Local Government | 4 | 4 | 0 | Online Survey |
| Other | 8 | 5 | 3 | Online Survey |

# Annex H: Review of the Logical Framework at the Output Level

Table 7: Map of outputs, indicators, baseline and targets for Outcome 1 per ProDoc

| **Outputs** | **Indicators** | **Baseline** | **Target** |
| --- | --- | --- | --- |
| **Output 1.1**: Capacity at national and sub-national levels to develop and implement legal frameworks and policies to advance women’s right to participate in decision making enhanced.[[47]](#footnote-47) | 1.1.1 Legislative amendments on promoting women in decision making drafted and submitted to the Parliament. | 1..1.1 Relevant draft amendments to Electoral Code, Party Code, Parliament Law, Law on Government, and Gender Equality Law are developed to promote women in politics and decision making. No initiatives undertaken to develop the secondary legislation to ensure alignment with all other relevant laws. | 1.1.1 Amendments to Law on Government, and relevant other laws and by-laws drafted in participatory and transparent manner. |
| 1.1.2 Political parties receive information/ methods to nominate more women | 1.1.2 None | 1.1.2 At least all Parliamentary parties receive information on the nomination of more women.[[48]](#footnote-48) |
| **Output 1.2** Capacities at all levels[[49]](#footnote-49) to promote women’s participation in electoral processes both as candidates and voters enhanced. | 1.2.1 Number of organizations supporting women candidates and demanding women’s equal participation within political party nominations received capacity development support.[[50]](#footnote-50)  | None | At least 10 organizations at the central al local level. |
| 1.2.2 Number of women acquire knowledge and tools to be nominated and run for election. | UN supported around 200 women during 2010/2011. | At least 1000 women apply knowledge and skills for nomination and running for elections.[[51]](#footnote-51) |
| 1.2.3 Percentage of women candidates nominated and running.[[52]](#footnote-52) | Parliament = 27%, Mayors = 17%, Councils = 32% | Increase of 10p.p. [[53]](#footnote-53) |
| 1.2.4 Average rank of women candidates decreased in party lists for parliamentary election.[[54]](#footnote-54) | 60%[[55]](#footnote-55) | Decrease by 10 p.p.[[56]](#footnote-56) |
| **Output 1.3** Capacities of the Election Manageme nt Bodies on gender responsive electoral management enhanced | 1.3.1 Percentage of women members of the CEC and of rayon and precinct level electoral commissions  | 1 women CEC member, 36% women in the position of Chair of electoral commissions at rayon level | At least 1 person increase in the number of women among CEC members and 10% increase among the Heads of electoral commissions at rayon level |
| 1.3.2 CEC voter registration and education campaign has a particular focus on women, youth, and on vulnerable groups | No particular focus on women, youth and vulnerable groups in the previous voter registration and education campaigns | CEC voter registration and education campaign with a particular focus on women, youth, and on vulnerable groups designed and implemented in the general and local elections |

Table 8: Map of outputs, indicators, baseline and targets for Outcome 2 per ProDoc

| **Outputs** | **Indicators** | **Baseline** | **Target** |
| --- | --- | --- | --- |
| Output 2.1 Capacities of the media on gender responsive coverage of political issues enhanced. | 2.1.1. Number of media organizations undertaking internal monitoring of gender sensitivity of their product on regular basis before, during and after elections.[[57]](#footnote-57) | 17 print and on-line media | At least another 20 print, on-line, audio-visual media |
| Output 2.2. Capacity of gender equality advocates to promote women’s leadership and political participation strengthened. | 2.2.1 Number of initiatives undertaken by women and women’s groups, NGOs and media to demand inclusion of women’s needs and priorities in the political party agenda at central and local level.[[58]](#footnote-58) | None | At least 30 initiatives in communities and rayon level undertaken to identify women’s common needs and interest and demand political parties’ response in their agenda before and after elections.  |
| Output 2.3. Capacities of elected women parliamentarians and councilors to perform the elected official’s duties developed and strengthened. | 2.3.1 Number of meetings between MPs and women from rural and urban areas organized  | No separate meetings of MPs with women and their organizations. Meetings between MPs and women are held as part of usual routine community meetings that are rarely organized  | 15 rayons will be visited and meetings will be help by MPs with women |
| 2.3.2 Number of newly elected women MPs received initial training | None | All newly elected Women MPs trained |
| 2.3.3 Number of Women Councilors trained | None | Women councilors in 10 target rayons trained |

1. National Statistics Office Moldova, 2016, <http://statbank.statistica.md/pxweb/pxweb/ro/20%20Populatia%20si%20procesele%20demografice/20%20Populatia%20si%20procesele%20demografice__POP010/POP010700.px/table/tableViewLayout1/?rxid=2345d98a-890b-4459-bb1f-9b565f99b3b9>, accessed on 06.11.2016 [↑](#footnote-ref-1)
2. See Concluding Observations on the Combined Fourth and Fifth Periodic Reports of the Republic of Moldova 2013. [↑](#footnote-ref-2)
3. Information extracted from the Project Document. [↑](#footnote-ref-3)
4. See Concluding Observations on the Combined Fourth and Fifth Periodic Reports of the Republic of Moldova 2013. [↑](#footnote-ref-4)
5. <https://webapps01.un.org/nvp/mdgs.action?id=3&countryId=1882> [↑](#footnote-ref-5)
6. Government of Moldova, 2013, The Third Millennium Development Goals Report Moldova, <http://planipolis.iiep.unesco.org/upload/Moldova%20R/Moldova_Third_MDG_2013-eng.pdf> [↑](#footnote-ref-6)
7. See Concluding Observations on the Combined Fourth and Fifth Periodic Reports of the Republic of Moldova 2013. [↑](#footnote-ref-7)
8. UN Women, Project document “Enhancing women’s political representation through improved capacity and enhanced support in Moldova”, 2014. [↑](#footnote-ref-8)
9. The two most recent initiatives are Joint Integrated Local Development Programme (JILDP) and Moldova Democracy Programme (MDP).JILDP assists the Government of the Republic of Moldova in the implementation of the decentralization reform consisting in, promotion of local government autonomy and ensuring that all people, particularly the most vulnerable, have access to quality public services. The Programme has been implemented by UNDP and UN Women in 2013-2015 (third phase). MDP aims to strengthen the institutional capacity of the Parliament and Central Electoral Commission of the Republic of Moldova, improving their main functions and entrenching gender and human rights aspects in formal political and electoral process. It is implemented by UNDP and has been operational since 2012. [↑](#footnote-ref-9)
10. This project, funded by SIDA strengthens CSOs in Moldova to promote democratic development strengthens Moldovan NGOs to promote democratic development. Specific components of the programs are: supporting NGO platforms to exercise democratic influence, strengthening independent media, promoting free and fair elections, supporting communities to mobilise for sustainable local development, enhancing youth activism for local development, promoting social entrepreneurship, supporting vulnerable groups. The program is co-funded by the Government of Sweden through Sida and by the Ministry of Foreign Affairs of Denmark.     [↑](#footnote-ref-10)
11. The training program *Leadership Program for Rural Women in Moldova* aimed to strengthen capacities of rural women leaders to participate successfully in local elections in 2011. CPD conducted activities through which participants were able to detect the gender relationships dynamics in teams or with the help of their support group. [↑](#footnote-ref-11)
12. This project which ran in 2010-2013, addresses the needs of the rural and sub-urban population, especially poor women in exercising their social and economic rights through increasing access to quality information and services in employment and social protection areas. The project was funded by the Government of Sweden. [↑](#footnote-ref-12)
13. Two of the five municipalities in Moldova, the other ones being Bender, Comrat and Tiraspol. [↑](#footnote-ref-13)
14. There are 32 districts in total. The following districts were not covered by the project: Criuleni, Ocnița and Taraclia. [↑](#footnote-ref-14)
15. Other agencies involved in producing the different outputs included BDR, Action Global Communications, Interact Media, DV Trade International. [↑](#footnote-ref-15)
16. Please note the decision to evaluate WiP Programme was taken before the donor expressed an interest to support one year cost- extension of the Program. Per commentary from the WiP Programme Team, this evaluation will be used as an assessment of the up-to-date implementation of the Program and achievement of results and lessons learnt; the findings and recommendations of the evaluation will be taken into consideration when planning and implementing the 2017 interventions as well as any future program that will be conceived beyond 2017 for longer-term period. [↑](#footnote-ref-16)
17. Global Evaluation Report Assessment and Analysis System (GERAAS) [↑](#footnote-ref-17)
18. See UN Women (2015). How to manage gender-responsive evaluation: Evaluation handbook. [↑](#footnote-ref-18)
19. The Evaluation Team ensured that the evaluation process was in line with the *UNEG Handbook for Integrating Human Rights and Gender Equality Perspectives in Evaluations in the UN System.* [↑](#footnote-ref-19)
20. Please note difference in terminology regarding “good practice” versus “best practice”. These are not used interchangeably. [↑](#footnote-ref-20)
21. See Stachowiak, Sarah. (2013). Pathways for Change: 10 Theories to Inform Advocacy and Policy Change Efforts for an explanation of this approach. [↑](#footnote-ref-21)
22. Increasing women’s participation to politics is one of the objectives in the past Gender Equality Strategy; the draft Gender Equality under discussion lists this as one of its objectives. [↑](#footnote-ref-22)
23. Evaluation Team added to this indicator the word group “evidence of”. [↑](#footnote-ref-23)
24. Please note a staff member of the WiP Programme Team mentioned that a baseline could be the first Public Forum of 2014 that brought together women from vulnerable groups and that their demands were taken into account in shaping WiP Interventions. But as there is no information on this Public Forum, the Evaluation Team has opted it out. [↑](#footnote-ref-24)
25. Per comment from UNDP Component Manager, training sessions on gender equality for the Secretariat followed the recommendations of the Gender Audit of PRM [please spell out], including sex-disaggregated data, and gender sensitive parliamentary work. [↑](#footnote-ref-25)
26. The report provides detailed sex-disaggregated information on candidates, elected officials, election management bodies, trained electoral personnel, etc., and fills a data gap observed in previous elections where official and reliable sex-disaggregated data on these categories has not been available. [↑](#footnote-ref-26)
27. The assessment was done by specialists from the sub-contracting organization IDIS based on a questionnaire developed under WiP Programme guidance to capture aspects that would give best reflection of training effectiveness. [↑](#footnote-ref-27)
28. Although the Programme extended an invitation to participate in capacity building activities to all parliamentary parties, only these three showed interest in participating in the trainings organized by the WiP Programme. At a later time, many members of all parliamentary parties and non-affiliated MPs joined the capacity building events. [↑](#footnote-ref-28)
29. Evaluation Team was unable to determine the extent of impact, i.e., compare how many positions were taken by women *vis a vis* men. [↑](#footnote-ref-29)
30. The CTA full time position in the period November 2015 – November 2016 has been made possible with 20% contribution to costs by UN Women core resources. The view of the Evaluation Team is that this should count as UN Women’s contribution to the project, match to its funding, albeit not required by the donor. [↑](#footnote-ref-30)
31. Variances in expenditure for 2014 and 2015 and preliminary delivery (as of November 23) for 2016. [↑](#footnote-ref-31)
32. Evaluation Team has yet to receive response on reasons of variance in expenditure vis a vis planned costs. [↑](#footnote-ref-32)
33. The Evaluation Team was not able to ascertain how these position papers were used. [↑](#footnote-ref-33)
34. Embedding an exit strategy in the design of a project and working in parallel with stakeholders is not new to UN Women in Moldova. To illustrate, women’s economic empowerment project is now fully sustained by the government. [↑](#footnote-ref-34)
35. See also research regarding Roma communities mapping of needs and issues prepared by Letitia Mark. [↑](#footnote-ref-35)
36. See infographics in Moldovan and English http://www.cec.md/files/files/studii\_analiza/Gender%20equality%20in%20elections\_infografics\_UNDP\_ROEN.pdf [↑](#footnote-ref-36)
37. See for example UNDP’s *Study on the Situation of Romani Women and Girls in the Republic of Moldova* (2014). [↑](#footnote-ref-37)
38. An analysis of the implementation of the pilot concluded with a recommendation on the need to improve the self-assessment methodology both at the level of data collection and interpretation by mass-media institutions. A revised and more comprehensive methodology was elaborated and used in the trainings organized by WiP Programme. Evaluation Team does not have information on the extent of revisions. [↑](#footnote-ref-38)
39. The Evaluation Team does not have evidence on other demographic markers such as ethnic minority. According to WiP Programme Team the call for media institutions to apply for the training programme did not specify such markers as requirements. Media institutions delegated journalists to attend the training. [↑](#footnote-ref-39)
40. Veronica competed for and was elected in the position of school deputy-director, and also elected as local councilor following her participation in project activities. [↑](#footnote-ref-40)
41. See also Women in National Parliaments (<http://www.ipu.org/wmn-e/classif.htm>) ranking Moldova at 81 among 193 countries with 101 men and 22 women as of last parliamentary elections of November 30, 2014. [↑](#footnote-ref-41)
42. See http://reports.weforum.org/global-gender-gap-report-2015/economies/#economy=MDA [↑](#footnote-ref-42)
43. See for example Krook, Mona. (2015). *Promoting Women’s Political Participation: A Monitoring Guide*. UN Women for a sample of indicators of success. http://iknowpolitics.org/sites/default/files/unw\_monitoring\_guide\_china.pdf [↑](#footnote-ref-43)
44. Please note National Consultant was contracted on September 13, 2016 and International Consultant was contracted on 28 September 2016. [↑](#footnote-ref-44)
45. Supported by the National Consultant as well as a translator and driver (when needed), the International Consultant conducted interviews and small group discussions in Chisinau, Soldanesti, Riscani and Singerei. [↑](#footnote-ref-45)
46. Includes individual interviews with three Local Councilors in Riscani, Singerei and Soldanesti. [↑](#footnote-ref-46)
47. Please note the output statement needs to clarify the actors whose capacities are being enhanced at the national and sub-national level. [↑](#footnote-ref-47)
48. Please note this target is in the wrong place in the Logical Framework of the ProDoc. [↑](#footnote-ref-48)
49. Please note it is not clear whose capacities are being enhanced at all levels. [↑](#footnote-ref-49)
50. The language in this indicator is confusing and does not match the output language completely. You may consider rewording this indicator in the future to read: “Number of organizations that have received capacity development support to support women candidates and demand women’s equal participation within political party nominations. You may also consider completing the target statement. [↑](#footnote-ref-50)
51. This is an outcome level target that does not match the indicator and the baseline. We instead have focused on the number of women trained to nominate other women and to run for elections. [↑](#footnote-ref-51)
52. This is an outcome level indicator for the target it measures. It indicates a change in the way political parties construct their lists and it is outside WiP Programme purview. [↑](#footnote-ref-52)
53. This is an incomplete statement in which the abbreviation “p.p.” needs to be explained. [↑](#footnote-ref-53)
54. This is an outcome level indicator for the target it measures. It indicates a change in the way political parties construct their lists and it is outside WiP Programme purview. [↑](#footnote-ref-54)
55. This is an incomplete statement. [↑](#footnote-ref-55)
56. This is an incomplete statement in which the abbreviation “p.p.” needs to be explained. [↑](#footnote-ref-56)
57. Fieldwork showed that many of the media targeted by the WiP Programme had not been involved in gender assessment before. In fact, training to increase capacity of media to adopt gender lenses in their work was done to this end. This indicator and its target are written to indicate a behavioral change and belong to the outcome level result. Instead, we have focused on whether the capacity of the media was enhanced through training as reported in project reports and by beneficiaries. [↑](#footnote-ref-57)
58. Customarily this indicator (and the achievement of the target it measures) would classify as outcome level result. But since supporting initiatives upon training of women to engage in action was part of the design of this activity group, we have considered this as an output level indicator measuring an output level target. [↑](#footnote-ref-58)